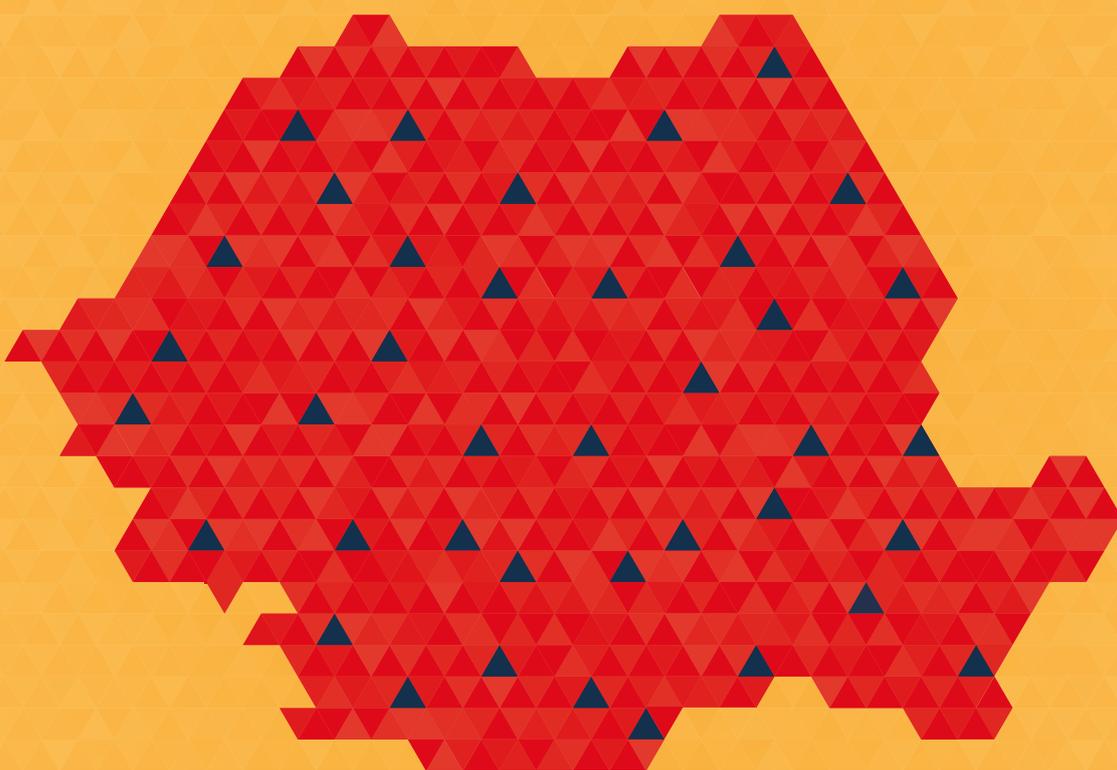


ROMANIA CATCHING-UP REGIONS

INTERJURISDICTIONAL COOPERATION MODELS



ROMANIA CATCHING-UP REGIONS

INTERJURISDICTIONAL COOPERATION MODELS

December 2019



© 2018 International Bank for Reconstruction and Development / The World Bank

1818 H Street NW

Washington DC 20433

Telephone: 202-473-1000

Internet: www.worldbank.org

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent.

The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Rights and Permissions

The material in this work is subject to copyright. Because The World Bank encourages dissemination of its knowledge, this work may be reproduced, in whole or in part, for noncommercial purposes as long as full attribution to this work is given.

Any queries on rights and licenses, including subsidiary rights, should be addressed to World Bank Publications, The World Bank Group, 1818 H Street NW, Washington, DC 20433, USA; fax: 202-522-2625; e-mail: pubrights@worldbank.org.

DISCLAIMER

This report is a product of the International Bank for Reconstruction and Development/ the World Bank. The findings, interpretation, and conclusions expressed in this paper do not necessarily reflect the views of the Executive Directors of the World Bank, the European Commission, or the Government of Romania. The World Bank does not guarantee the accuracy of the data included in this work.

This report has been delivered in September 2019, under the Administrative Agreement Number 2019CE160AT020 (under TF073325) on the Romania Multi-municipality Financing Program, signed between the European Commission and the International Bank for Reconstruction and Development. It corresponds to Output 3 in the above-mentioned agreement.

Contents

EXECUTIVE SUMMARY	VII
INTRODUCTION	1
EXAMPLES OF INTERJURISDICTIONAL COOPERATION IN EU COUNTRIES	7
Interjurisdictional cooperation in France	11
Interjurisdictional cooperation in the Netherlands	34
Interjurisdictional cooperation in Spain	43
Preliminary conclusions – relevance for Romania	60
LEGISLATIVE FRAMEWORK FOR INTERJURISDICTIONAL COOPERATION IN ROMANIA	63
Evolution of the legislative framework on interjurisdictional cooperation and metropolitan areas	65
Legislative framework for the funding and functioning of interjurisdictional cooperation	66
Legislative framework for the involvement of the private sector in Interjurisdictional cooperation models	70
Conclusions	72
MODELS OF INTERJURISDICTIONAL COOPERATION IN ROMANIA	73
Identification of active multi-municipal territorial cooperation agreements for the current 39 Article 7 municipalities	76
EXAMPLES OF INTERJURISDICTIONAL COOPERATION IN URBAN AREAS IN ROMANIA	81
Oradea Metropolitan Area	83
<i>Benefits of metropolitan coordination</i>	84
<i>IDA in the context of attracting EU funds and potentially using the ITI tool for 2021-2027</i>	85
<i>Examples of multi-jurisdictional cooperation in the Oradea Metropolitan Area</i>	86
<i>IDA in the context of financial instruments: The OMA Fund</i>	90
Iași Metropolitan Area	91
<i>Benefits of metropolitan coordination</i>	93
<i>IMA in the context of Romania's pre-accession period and the 2007-2013 and 2014-2020 programming periods</i>	94
<i>Examples of multijurisdictional cooperation in IMA</i>	96
<i>Risks and constraints hampering interjurisdictional cooperation</i>	98
Cluj Napoca Metropolitan Area (CNMA)	99
<i>Benefits of metropolitan coordination</i>	100
<i>IDA in the context of attracting EU funds for 2021-2027</i>	102
<i>Examples of multi-jurisdictional cooperation in the Cluj-Napoca Metropolitan Area</i>	102
Constanța Metropolitan Area	104
<i>Benefits of metropolitan coordination</i>	106
<i>IDA in the context of attracting EU funds and potentially using the ITI tool for 2021-2027</i>	107
<i>Examples of multi-jurisdictional cooperation in Constanța Metropolitan Area</i>	108
<i>Financial Resources</i>	111
<i>Risks and constraints hampering interjurisdictional cooperation</i>	112
Ploiești Metropolitan Area	112
<i>Benefits of metropolitan coordination</i>	114
<i>IDA in the context of attracting EU funds</i>	115
<i>Examples of multi-jurisdictional cooperation</i>	116
<i>Risks and constraints hampering interjurisdictional cooperation</i>	117

Braşov Metropolitan Area	117
<i>Examples of multi-jurisdictional cooperation</i>	118
<i>BMA IDA in the context of financial instruments: The Urban Development Fund (UDF)</i>	119
Alba Iulia Metropolitan Area	122
<i>Benefits of metropolitan coordination</i>	124
<i>AIDA in the context of attracting EU funds - The first integrated metropolitan transport system in Romania</i>	124
<i>Other examples of multi-jurisdictional cooperation</i>	126
<i>Risks and constraints hampering interjurisdictional cooperation</i>	127
Conclusions on interjurisdictional cooperation in urban areas in Romania	128
Identification of functional urban areas in Romania	129
Conclusions and recommendations on the prospects for a metropolitan approach and interjurisdictional cooperation in Romania	143
ANNEX 1. Metropolitan areas in Romania	150
BIBLIOGRAPHY	155

FIGURES

FIGURE 1. NUTS 2 regions classified by Cohesion Policy category and Lagging Region category	4
FIGURE 2. Intercommunal cooperation agreements in France	13
FIGURE 3. Spatial distribution of the territorial collectivities (métropoles)	13
FIGURE 4. Metropolitan areas and Functional Urban Areas in Romania	131
FIGURE 5. Metropolitan areas and territories with reduced accessibility to regional centers and services of general interest	132
FIGURE 6. Metropolitan areas and protected natural areas in Romania	133
FIGURE 7. Population growth (%) in county capitals in Romania	134
FIGURE 8. Urban sprawl of county capitals in Romania, Source: Corinne Landcover - CLC	135

TABLES

TABLE 1. Base information on selected French metropolitan areas	14
TABLE 2. Models of Interjurisdictional cooperation in Romania	75
TABLE 3. Active multi-municipal territorial cooperation agreements for the current 39 Article 7 municipalities	77

Abbreviations and Acronyms

AA	Administrative Agreement
AFM	Environment Fund Administration
ANFP	National Public Functionaries Agency
ANIF	National Land Improvement Agency
ANL	National Housing Agency
ANOFM	National Employment Agency
CLLD	Community-Led Local Development
CNI	National Investment Company
EBRD	European Bank for Reconstruction and Development
ESF	Environmental and Social Framework
ESFI	European Fund for Strategic Investments
ERDF	European Regional Development Fund
ESPON	European Spatial Observation Network
EU	European Union
FS	Feasibility Study
FUA	Functional Urban Area
GDP	Gross Domestic Product
GIS	Geographic Information System
GoR	Government of Romania
IB	Intermediate Body
IDA	Intercommunal Development Association
INA	National Administration Institute
ITI	Integrated Territorial Investment
IUDP	Integrated Urban Development Plans
IUDS	Integrated Urban Development Strategy
JRC	Joint Research Center
LAG	Local Action Group
MA	Managing Authority
MC	Ministry of Culture
MEN	Ministry of Education
MS	Ministry of Health
MMFPS	Ministry of Work and Social Justice
MRDPA	Ministry of Regional Development and Public Administration
MT	Ministry of Tourism
NGO	Non-governmental Organization
PPP	Public Private Partnership
PNCDI	National Research and Development and Innovation Program
PNDL	National Local Development Program
PUG	Local Spatial Plan (Plan Urbanistic General)
PUZ	Zonal Urban Plan (Plan Urbanistic Zonal)
RAS	Reimbursable Advisory Services Agreement
RDA	Regional Development Agency
ROP	Regional Operational Programme
SUD	Sustainable Urban Development
SUMP	Sustainable Urban Mobility Plan
TAU	Territorial Administrative Unit
TF	Trust Fund
TP	Technical Project
UA	Urban Authority
WB	World Bank

Acknowledgements

This report has been delivered under the provisions of the Administrative Agreement on the Romania Multi-municipality Financing Program and prepared under the guidance and supervision of David N. Sisen (Practice Manager, Social, Urban, Rural and Resilience, Europe and Central Asia) and Tatiana Proskuryakova (Country Manager, Romania and Hungary). This report was developed by a team under the coordination of Paul Kriss (Lead Urban Specialist) and made up of Ioana Ivanov (Senior Urban Development Specialist), Nic Țarălungă (Lead Urban Development Specialist), Sorina Racoviceanu (Lead Urban Specialist), Reinhold Stadler (Senior Urban Development Specialist), Daiana Ghintuială (Urban Development Specialist), Eva-Viorela Sfârlea (Urban Specialist), Marcel Ionescu-Heroiu (Senior Urban Development Specialist), Yondela Silimela (Senior Urban Specialist), Adina Vințan (Operations Specialist), and George Moldoveanu (Information Assistant).

The team would like to express its gratitude for the excellent cooperation, guidance, and feedback provided by the representatives of the European Commission, the representatives of the Romanian Ministry of Regional Development and Public Administration, the representatives of the Romanian Ministry of European Funds, and the multitude of local and regional actors who have helped with the development of this report.

EXECUTIVE SUMMARY

This report explores interjurisdictional cooperation models through three broad lenses:

- i) International case studies,
- ii) Romanian legislative framework governing interjurisdictional organizations and
- iii) examples of interjurisdictional cooperation institutions in Romania.

On the basis of these, key observations and recommendations are made with the intent of informing both the Romanian government and EU as part of the 2021-2027 Programming Period.

The first lens looked at a total of nine case studies from three countries, France, Netherlands, and Spain – the following is worth noting:

Successful interjurisdictional cooperation is anchored on clear permissive national legislative frameworks. In the case studies, the legal bases governing, guiding and enabling interjurisdictional cooperation matured over time. This evolution ranged from legal instruments to enable interjurisdictional cooperation, increased powers, and functions to these institutions – with some in France having own taxation authority, through to capacity building and fiscal instruments that seek incentivize and enable interjurisdictional cooperation.

There are varied forms of organization ranging from single to multipurpose structures, constituted through contracts, agreements and associations, inclusion of private sector partners in formats other than public-private partnerships (PPPs). Brainport Eindhoven is an interesting example of private sector involvement. Caution must however be exercised in ensuring judicious use of public resources.

Clear attribution, delineation of powers and functions between these and constituting municipalities is paramount, a fair and representative governance structure and a clear program of action, all aid in cohering the activities of the cooperation. In all the case studies explored, there is evidence of a clear delineation between governing authority (made up of elected representatives), administrative authority (some have their own capacity while others share municipal capacity) and advisory capacity (often constituted of highly specialized individuals who bring in expertise that would not ordinarily be affordable or justifiable by a single municipality). In addition, there are varied funding and financing approaches adopted, with some being financed from a combination of EU funds, national grants and subsidies, contributions from constituent municipalities and own revenues (taxes, fines, service fees, etc.)

The ability to partner with the private sector is key as city economies are becoming increasingly complex, requiring skills and capacities that are not traditionally resident in government entities. Private-public partnership models need to be simplified. This requires building the capability to partner with the private sector through building sophisticated public sector capacity in these organizations.

The second lens looked at the Romanian legislative framework. Romanian law recognizes the import of, and provides for, the establishment of interjurisdictional co-operation. These provisions have been in place since 2001 with regular refinements. However, further enhancements would be beneficial in relation to the following:

Centrality of spatial planning legislation to clearly define an integrated and unitary planning system. Currently, there are overlaps between the powers and function of interjurisdictional organizations and their constituting municipalities in the compilation of the suite of plans provided for in legislation. At the core of this rationalization should be a requirement for metropolitan authorities to delineate taking account of the functional urban areas (FUAs) and use this to compile metro/FUA-wide Integrated Urban Development Strategies (SIDU). These should be compiled through an iterative process considering both metro/FUA-wide and municipal level development forces. The SIDU, once endorsed by all constituting municipalities and approved by the multijurisdictional authority, should be the basis of metro wide projects.

The real value of multijurisdictional institutions is not only in integrating projects across administrative boundaries but also in overlaying this with cross-sectoral integration.

While there is clear emphasis and experience in water, sanitation, and transport, there are opportunities to expand this to integrating other sectors such as environment, culture, health, social services, etc. As such, to the extent that there are legislative limitations, removing such should be considered.

Consideration should be given to other mechanisms to enable implementation of a decision/investment that has interjurisdictional importance in the event of unjustified non-cooperation of members. Since 2010, there have been attempts to establish a metro-wide transport authority to which all members had initially agreed. In instances where there is a clear business case for a multijurisdictional intervention which is being stalled by a Territorial Administrative Unit (TAU) member, consideration should be given an explicit conditioning of further EU financing for such intervention to be in place, in this instance, of the **pre-existence of this transport authority**; and/or in the case of interventions considered and formally declared as **strategic interventions of national or regional importance**, by governmental decisions, or even normative acts approved in the Romanian Parliament.

The third and final lens that the report explores looks at the current state of play in relation to these organizations in Romania to date. Romania has extensive experience with interjurisdictional cooperation institutions with the first being established in 2004. Some of the key lessons emanating from a review of their performance are:

There is appetite and need for multi-jurisdictional cooperation and there is recognition that they are a national imperative for the continued growth of the country. This is evidenced by the demand for these organizations beyond the initially identified growth and development poles. These institutions can take multiple forms which can and will change over time, from program based and time-bound interventions to those anchored on clear shift of powers and functions and increased decentralization. The aforementioned legislative changes should seek to enable this.

Capacity building and funding and financing mix central in enabling and supporting interjurisdictional cooperation. In some instances, cooperation was driven by the existence of EU financial incentives, and while this may have stimulated demand, it is not sustainable. As such, focus should be given to building evidence-based decision-making capability. The work undertaken on the FUAs is a critical step in this regard as it shows the interrelated nature of urban economies. National fiscal instruments should consider reorienting themselves to provide some domestic incentives to projects that address these FUA-wide challenges and optimize urban agglomeration opportunities. Over time, these institutions can be given increased powers and functions to be able to generate financial resources from their activities.

Consideration should be given to targeted support in the 2021-2027 Programming Period that enables sub-national interjurisdictional cooperation/metro areas to also apply for and access funds directly.

It is worth noting that although most metropolitan areas had an opportunistic genesis (i.e. as a vehicle to access EU funds), some (as reflected in the Romanian case studies) have managed to operate relatively successfully, and expand mandates, even without EU funds. This is evidence that the initial investment by the European Commission (EC) is having the desired effect of stimulating an innovative approach to urban governance and development.

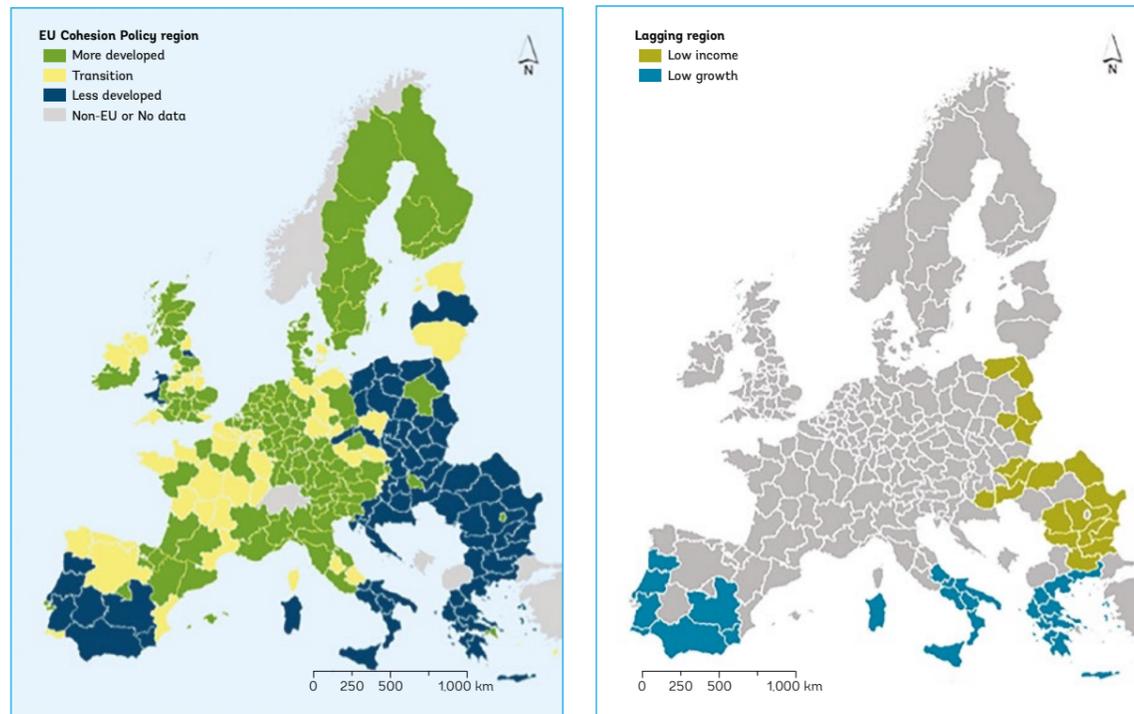
The mandate of the EU's Cohesion Policy is to narrow development gaps and reduce disparities between member countries and regions. Around 454 billion euros of European Structural and Investment (ESFI) Funds have been allocated to help EU regions become more competitive in the 2014-2020 Programming Period, with a focus on less-developed regions (with a GDP per capita (PPS) of less than 75% of the EU average) and transitions regions (with a GDP per capita (PPS) between 75% and 90% of the EU average). However, not all EU regions have been able to fully take advantage of the benefits, due inter alia to the effects of the 2008 economic crisis and structural problems.

Consequently, Ms. Corina Crețu, the Commissioner for Regional Policy, with the Task Force for Better Implementation, initiated the Lagging Regions Initiative to identify growth constraints in less-developed regions, and provide targeted assistance and programs to foster growth. Thus, lagging regions development support is offered to a broad range of stakeholders (regional and local administrations, educational institutions, business support institutions, small-and medium enterprises (SMEs), entrepreneurs, investors, Non-governmental organizations, international financing institutions). This support is meant to maximize the impact of regional investments. Two types of lagging regions were identified in the EU:

- **LOW GROWTH REGIONS:** cover less-developed and transition regions that did not converge to the EU average between the years 2000 and 2013 in member states with a GDP per capita (PPS) below the EU average in 2013. These include almost all the less-developed and transition regions of Greece, Italy, Spain, and Portugal.
- **LOW INCOME REGIONS:** cover all the regions with a GDP per capita (PPS) below 50% of the EU average in 2013. This group covers the less-developed regions of Bulgaria, Hungary, Poland and Romania.

Poland and Romania were the first countries to pilot this initiative, with two regions each – Świętokrzyskie and Podkarpackie in Poland, and Northwest and Northeast in Romania. Since these first pilot projects, the work has been extended both thematically and geographically (e.g. Slovakia was included in the initiative), with a focus on determining how regions can become more competitive and inclusive.

FIGURE 1.
NUTS 2 regions classified by Cohesion Policy category (left) and Lagging Region category (right)



Analytical work undertaken in recent years,¹ indicates that the performance of regions in the EU is clearly linked to the performance of urban areas within the region. The most dynamic EU regions either have one or more metropolitan areas or urban agglomerations within their boundaries, or they are close to one in another region. Without strong urban areas, one cannot have strong regions. Cities function as pulse beacons, diffusing development to the areas around them.

Strong cities alone are not enough though, to ensure that the benefits of city development are complemented by appropriate development of the urban hinterland, it is critical to devise and encourage interjurisdictional cooperation and development. Few urban investments nowadays have impact only on one administrative unit, so provisions should be in place for interjurisdictional planning and implementation. The suburban and peri-urban areas of Bucharest and the 40 county capitals generate 20% of firm revenues in the country, have attracted 31% of migrants, and have received 32% of new housing units after 1990. However, little has been done to foster interjurisdictional dynamics between core cities and their suburban and peri-urban areas (e.g. metropolitan mobility, cross-jurisdictional investments, sharing of services).

For the 2021-2027 Programming Period, the European Commission has decided that the European Regional Development Fund (ERDF) will have a stronger focus on Sustainable Urban Development (SUD) activities, with member states having to allocate at least six percent of ERDF funds for integrated development in urban areas (Sustainable Urban Development), either through

a dedicated operational program, a dedicated priority axis, within an operational program, or with the help of tools such as Integrated Territorial Investments (ITI) or Community-Led Local Development (CLLD). The European Commission also wants to offer “more incentives for a more effective governance based on partnership, multi-level governance and an integrated place-based approach in its programs”².

Thus, all EU member countries, Romania included, must have a stronger focus on cross-sectoral and interjurisdictional approaches, and they have to better respond to the needs of territories that may not be defined by one clear administrative boundary.

With this in mind, a new Administrative Agreement (AA) for the Romania Multi-municipality Financing Program was signed between the European Commission and the International Bank for Reconstruction and Development with the objective to support Romania to identify ways to improve the impact of its investments in urban areas through better territorial planning, and by providing inputs into the design of multi-municipal financing instruments, and recommending relevant institutional structures. The following activities are envisaged under the program:

- **Activity 1.** Identification of intervention areas/sectors, in which there could be intrinsic added value for channeling EU funding through municipalities, FUA /metropolitan and/or regional associative bodies (such as IDAs, RDAs etc.) in place of, or in addition to national authorities (health, tourism, energy, education, social services, urban and metropolitan/regional transport, competitiveness, and support for SMEs and innovation, etc.).
- **Activity 2.** Analysis of the need for overall or sector-specific forms of territorial cooperation (such as metropolitan IDAs, project-oriented partnerships between TAUs, etc.), for instances in which EU funding could be organized at the subnational level. These forms of cooperation could complement or supplement the current model used for EU funding, which focuses only on the administrative territory of eligible county seats.
- **Activity 3.** If the opportunity for such an intercommunal or regional model is confirmed for any of the intervention areas/sectors under analysis, the project will identify suitable organizational models (for example, establishing a new intercommunal association or making use of an existing one, or ad hoc initiatives (such as a partnership agreement for a certain investment project) that are functional within Romania for each of the intervention areas/sectors.
- **Activity 4.** In case EU funding is proposed on a new, alternative organizational model, different from the ones already existing in Romania and based on international best practices, establish implications for:
 - i. The need for integrated urban development strategies/plans
 - ii. The need to strengthen administrative capacity at different levels

This report corresponds to Activity 2 listed above and explores various multi-jurisdictional models, their efficacy in improving investment decisions, project implementation as well as their applicability to the Romanian context. It provides an objective backdrop against which decisions on ideal organizational modalities can be considered.

¹ See for example: Farole, Thomas, Soraya Goga, and Marcel Ionescu-Heroiu. 2018. Rethinking Lagging Regions: Using Cohesion Policy to Deliver on the Potential of Europe's Regions. World Bank Publications.

² European Commission. 2018. Policy Objective 5 – Europe Closer to Citizens and Tools for Integrated Territorial Development. [Policy Paper]

**EXAMPLES OF
INTERJURISDICTIONAL
COOPERATION IN EU
COUNTRIES**

This section considers the experience of some EU countries in the field of interjurisdictional cooperation, aiming at identifying relevant aspects that could be replicated in the Romanian context, through legal instruments, and/or practical models for local government cooperation structures.

The international experience shows that, although there are no one-size-fits-all governance arrangements for coordination and financing at intermunicipal or metropolitan scale, four types of institutional approaches are nonetheless identifiable regarding cooperation in urban areas in Organization for Economic Co-operation and Development (OECD) member states:³

1. Intermunicipal cooperation mechanisms (in cases of fragmented governance structure)
 - a. Case-by-case joint initiatives (Ad hoc cooperation initiatives or arrangements for specific purposes).
 - b. Committee, association, consortium, consultative platforms, etc. (temporary or permanent bodies for coordination).
 - c. Contracting among local governments (A local government engaging another local government for the delivery of a service that they are responsible for).
2. Metropolitan / Regional Authorities
 - a. Metropolitan council of governments (forum for coordinated efforts by member local governments; decisions need endorsement of the respective local council(s)).
 - b. Planning authority (Formal entity similar to metropolitan council of governments; designs regional strategies and/or exercises planning and policy development authority).
 - c. Service delivery authority (public service agency/corporation/cooperative/association owned by member local governments; provides one or more services).
 - d. Planning and service delivery authority (combines planning and service delivery functions).

³ Andersson, Mats. 2015. "Unpacking Metropolitan Governance for Sustainable Development". Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH

3. Second level metropolitan local government (or a regional government established by a higher tier government)
 - a. Higher-level metropolitan local government (separate metropolitan local government for coordination/selective functions).
 - b. Regional government (government established by a higher-level government for a metropolitan area).
4. Consolidated local government (annexation or amalgamation of local governments)
 - a. One jurisdiction covering a large portion or the entire metropolitan area.

The current Romanian legislative and administrative framework permits the implementation of the first two major typologies of territorial cooperation mentioned above, namely the mechanisms of intermunicipal cooperation and the establishment of metropolitan/regional authorities in the form of intercommunal development associations (IDAs), based on the French model. The second-level metropolitan local government and consolidated local government models are less likely to be adopted in the short and medium term, as they would imply a territorial-administrative reform.

Considering the options above, the EU case studies will focus on IDAs and partnerships, illustrating a diversity of integrated and sectoral interjurisdictional cooperation examples, covering:

1. SINGLE PURPOSE Intercommunal entities (focused on the provision of public services, such as water and wastewater or solid waste management);
2. MULTIPURPOSE Intercommunal entities (more complex constructions, with delegated responsibilities in fields of planning, economic development, etc.);
3. PROJECT-BASED PARTNERSHIPS (e.g. with a defined lifespan linked to a project, such as cross-jurisdictional road development);
4. PROGRAM-BASED PARTNERSHIPS (e.g. LAGs, CLLDs).

The case studies draw upon different legislative and administrative frameworks, in order to emphasize different dimensions of interjurisdictional cooperation. In France, the basis for cooperation was established in the early 1900s and has continuously evolved until 2015 (when the last administrative and territorial reform took place), resulting in about 10 types of intercommunal cooperation agreements. On the other hand, in the Netherlands the legal basis is less-developed and allows cooperation based on simple commercial contracts. In Spain, the national legal framework gives a general approach and it provides the regions with the power to regulate intermunicipal collaboration, resulting in a great diversity of cooperation models (from interjurisdictional bodies established by law, to mixed entities such as provincial boards or commercial companies where the public and private sector collaborate).

The selection of the case studies considers this variety of legal backgrounds and organizational structures in the three countries, to provide different examples of cooperation models for local governments in Romania. Despite their general objective of providing better services to citizens, these cooperation models may have different scopes, leading to different institutional arrangements and structures, that provide valuable examples for a paradigm shift in the interjurisdictional cooperation culture in Romania.

Interjurisdictional cooperation in France

The intercommunal legislative framework in France allows for a variety of public institutions of intercommunal cooperation, such as mixed unions, metropolitan poles, territorial and rural equilibrium poles, as well as other forms of intercommunal cooperation, such as agreements, conventions, etc.

Intermunicipal cooperation first appeared in France almost 130 years ago as a creation of a union (Act of March 22, 1890-Association of persons to defend rights and common interests social, economic and professional-Syndicat Intercommunal a vocation uniques-SIVU). The first SIVUs created, exercising competencies beyond their own territory, were devoted for distribution of electricity and water.

From the 1950s, more integrated formulas were created to manage and develop a rapidly developing urban space with the emergence of urban districts and four urban communities. In 1992 a new concept of intercommunal enabled contractual negotiation and the free association of municipalities, with the focus on the communities of the communes and the communities of cities.

The forms of cooperation between municipalities are implemented under the public intercommunal cooperation institutions concept (établissements publics de coopération intercommunale - EPCI).

Since the adoption of the territorial reform of 2010 and of the law of January 27, 2014 for the modernization of territorial public action and affirmation of the metropolises (article L5210-1-1 of the General Code of the territorial collectivities - CGCT) EPCIs are as follows:

- Unions of communes (created by the law of March 22, 1890);
- Communities of communes (created by the law of February 6, 1992);
- Urban communities (created by the law of December 31, 1966);
- Communities of agglomeration (created by the law of July 12, 1999);
- New agglomeration unions (created by the law of July 13, 1983);
- Metropolises (created by the law of December 16, 2010 and modified by the law of January 27, 2014).

The EPCIs, while being groups of local authorities, remain public institutions. They are thus governed, as such, by a general principle of specialty which gives them competence only for the domains and subjects which the law attributes to them or for those delegated to them by the member communes. EPCIs do not have the general jurisdiction clause.

In order to facilitate the implementation of intermunicipal cooperation, the law of July 12, 1999, reproduced in articles L5211-42 and following the CGCT, prescribed the establishment in each department of a departmental commission of intermunicipal cooperation (CDCI). Since the 2010 law, this commission is composed of:

- 40% of representatives of the municipalities of the department;
- 40% of EPCI representatives;
- 5% of representatives of mixed unions and unions of municipalities;
- 10% representatives of the county council; and
- 5% of representatives of the regional council in the departmental district.

The mission of the CDCI is to establish and update the state of intercommunal cooperation in the department, as well as to formulate proposals to strengthen it.

The territorial reform of December 16, 2010 set the objective of simplifying and completing the intercommunal map, due to the communal fragmentation and of the modest size of French municipalities, and because of the failure of different laws tending to the merger of municipalities. It made membership of an EPCI compulsory from July 1, 2013.

The law of January 27, 2014 has changed the landscape of inter-communality, particularly with regard to metropolitan areas.

The NOTRe (Nouvelle Organisation Territoriale de la République) law of August 7, 2015 extended this movement in favor of intermunicipal taxation, by raising the minimum threshold for setting up an EPCI and expanding the compulsory competencies of intermunicipal authorities, while leaving an important place for municipalities to act, within what is called the "communal bloc" (that is to say, the ensemble formed by the municipalities and various intercommunal), especially in democratic matters.

The intercommunal cooperation establishments, known as Public Entities for Intercommunal Cooperation – EPCI) are divided into intercommunal cooperation with own taxation and without own taxation.

The EPCIs with own taxation are organized by characteristics of the constituting entities. According to statistics published on by the Ministry of Local Government, in January 2019, of the 1,258 EPCIs with own taxation: 21 were metropolises, 13 were urban communities, 223 were communities of agglomeration and 1,001 were communities of communes. It is notable that the total number of EPCIs with own taxation has halved over the past 10 years, from 2,601 in 2009, but has been stable since 2017. They vary in composition and population size: 43% comprise between 21 and 50 municipalities, and 30% between 11 and 20 municipalities. More than 27% of groups with own taxation benefit from a derogation to be below the threshold of 15,000 inhabitants (the minimum threshold imposed by the NOTRe Law). In total, nearly 62% of self-taxed EPCIs have less than 30,000 inhabitants.

The EPCIs without own taxation are classified according to their functional characteristics, with some being single-purpose and others multipurpose unions (see Figure 2). As of January 2019, there were 8,443 unions of communes and 2,790 mixed unions (including 1,891 open mixed unions and 899 mixed unions) and 14 metropolitan poles.⁴

The following tables present eight metropolitan areas in France:⁵ Communauté urbaine de Bordeaux, Lille Métropole, Grand Lyon, Marseille Provence Métropole, Nantes Métropole Alpes Maritimes, Ile-de-France and Communauté Urbaine de Strasbourg.

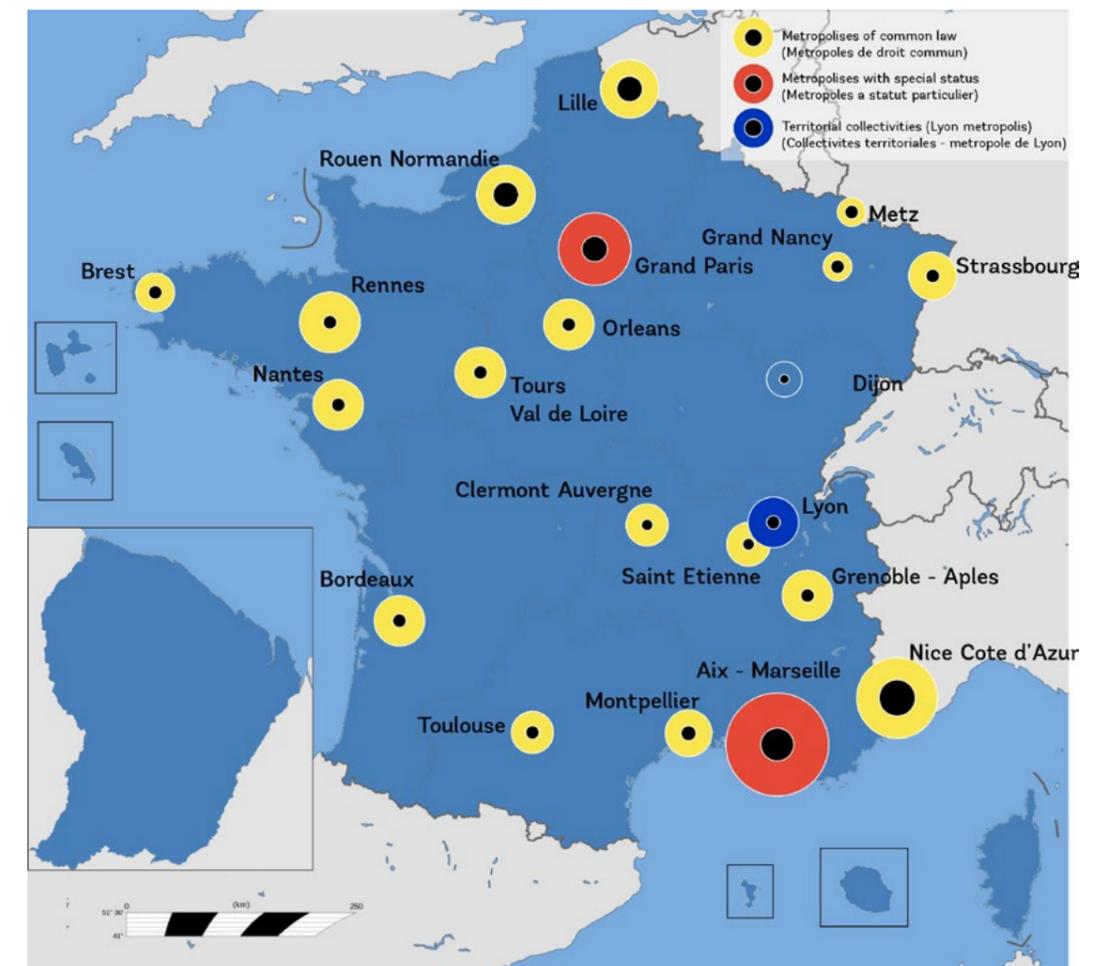
These cases were considered relevant for the growth poles in Romania, because of their scale, similarities between the French and Romanian administrative systems, and because the cooperation approach is driven by similar objectives: to stimulate economic development and to provide quality services in the functional areas of big cities. In both countries, the cooperation

is based on planning processes that involve the member local communities. In addition, the strategic objectives formulated in the French cases, as well as the current projects, could provide good examples for the future strategies of the metropolitan areas of big cities (growth poles) in Romania.

FIGURE 2. Intercommunal cooperation agreements in France



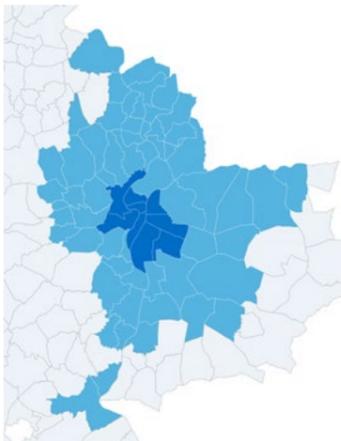
FIGURE 3. Spatial distribution of the territorial collectives (métropoles)



⁴ <http://www.agence-france-locale.fr/etat-des-lieux-de-lintercommunalite-en-france-en-2019-le-ministere-publie-son-bilan-statistique>. Agence France Locale is dedicated to the funding of French local authorities

⁵ Association des CCI Métropolitaines. Les grandes métropoles, les coopérations métropolitaines et le développement économique territorial, third part, published in 2010. The statistical data included in the tables dates from 2006.

TABLE 1.
Base information on selected French metropolitan areas

GENERAL DESCRIPTIONS				
	BORDEAUX	LILLE	LYON	MARSEILLE
	Communauté urbaine de Bordeaux	Lille Métropole	Grand Lyon	Marseille Provence Métropole
Metropolis map				
Inter-communalities (number of communes)	27	85	57	18
Region	Aquitaine	Nord Pas De Calais	Rhône-Alpes	Provence Alpes Côtes d'Azur
Surface (km²)	552	611	521	605
Density	1268 inhabitants/km ²	1812 inhabitants/km ²	2403 inhabitants/km ²	1693 inhabitants /km ²
Population in the urban area (INSEE RGP 2006)	1 million	1.18 million	1.78 million	1.62 million
Population in the region (INSEE-RGP 2006)	1.42 million Gironde	2.61 million Nord	1.7 million Rhône	1.96 million Bouches-du-Rhône
Annual variation population⁶	1.1%	0.1%	0.9%	0.9%
Geostrategic position	<ul style="list-style-type: none"> • Door to the south • Opening towards the Atlantic coastline 	<ul style="list-style-type: none"> • Door to Belgium • Crossroads between a North-South axis and East-West 	<ul style="list-style-type: none"> • Positioned in the center of north-south flows • Between the Mediterranean and Rhine arches 	<ul style="list-style-type: none"> • Gateway to the Mediterranean
OBJECTIVES AND PROJECTS				
Objectives (as at 2006)				
	<ul style="list-style-type: none"> - Moving from a metropolis with a European "potential" to a metropolis with a European dimension 	<ul style="list-style-type: none"> - Become one of the great European cities open to the world - Develop innovative forms of governance - Assert its position as a creative territory. 	<ul style="list-style-type: none"> - Enter the TOP15 of European metropolises - Develop a metropolitan governance around "Greater Lyon" - Strengthen international exchanges 	<ul style="list-style-type: none"> - Become the Euro-Mediterranean Capital of Trade and Knowledge by 2020

⁶ The indicator is the annual change in the population of the urban area between 1999 and 2006 according to the INSEE population census.

Strategic projects

BORDEAUX Communauté urbaine de Bordeaux	LILLE Lille Métropole	LYON Grand Lyon	MARSEILLE Marseille Provence Métropole
<p>The master plan SCOT (Territorial Coherence Scheme) purpose is to go beyond the traditional administrative boundaries and in the future create a project on the scale of the Bordeaux Metropolitan Area.</p> <p>One of the central themes in the masterplan is urban renewal of obsolete neighborhoods and a more compact organization of the city, offering easily accessible local services and amenities. It also promotes a diversity of functions including the urban economy.</p> <p>Flood risk management and the protection of the wine-making industry are also taken into account. The economic development charter of the CUB (updated in 2006) defines strategic directions for economic development for the city, aiming to improve the performance of the economic sites of metropolitan interest, engaging a policy regarding the quality of activities and the identity of its economy.</p> <p>In view of the new European priorities, the focus is particularly on innovation "at all stages of economic development" (higher education, research, design, marketing), R & D, technology transfer to SMEs, long-term industrial development, business access to new markets, etc.</p> <p>Finally, the city of Bordeaux has been part of the of a new project "Bordeaux 2030", whose ambition is to make Bordeaux a sustainable city, more ecological, more innovative and more attractive.</p>	<p>The Lille Master Plan 2003 defines the goal of "Green Metropolis" encompassing public transport, rail network which plays a more important role, while the place of the automobile is more strictly framed.</p> <p>The development needs for housing and economic activities are also mentioned, as well as the protection of agricultural land.</p> <p>The ambitions of the Lille metropolis are:</p> <ul style="list-style-type: none"> - European dimension, - accessibility, - quality, development, and solidarity. <p>The master plan for economic development in the Nord-Pas de Calais region stresses the need to continue the construction of a large economic region in Europe, defining these objectives: creation of activities, structure the regional territory around poles of economic excellence, innovation and fundamental research spaces, act proactively (key to economic success), rethink the economic action of Nord-Pas de Calais abroad, mobilize and coordinate financial services tools for regional economic development, to make Nord-Pas de Calais a region highly advanced in ICT (Information and Communication Technologies).</p>	<p>The development of Greater Lyon is based on a set of coherent major projects that must strengthen the economic tissue, industrial and innovative economy, boosting the sectors of high-tech excellence and ensure mobility, both to the city and beyond the agglomeration.</p> <p>The development strategy aims to maintain a good quality of life within the metropolis, through an appropriate arrangement of green spaces, cultural and leisure facilities, dwellings, businesses and public transportation.</p> <p>The SRDE of Rhône-Alpes puts employment at the heart of economic development with emphasis on quality employment and sustainable economic development.</p>	<p>The urban agglomeration contract of Marseille Provence Métropole aims to meet the challenges of organization and territorial development expressed in the 2020 Agglomeration Project.</p> <p>It aims to promote sustainable development of the territory, enhance the mobilization of local initiatives, maintain and strengthen the preservation of natural resources, and strengthen social cohesion.</p> <p>The contract is concluded under the territorial component of the State-Region 2000-2006 plan that addresses three main objectives:</p> <ul style="list-style-type: none"> - sustainable development of the territories; - place employment at the heart of territorial projects; and - structure the regional territory. <p>The Regional Economic Development Plan (SRDE) outlines five strategic issues:</p> <ul style="list-style-type: none"> - regional solidarity (balanced development); - international dimension (Euro-Mediterranean region); - innovative (encourage development of a knowledge-based economy); - proactive/and reactive (anticipate and accompany economic mutations); and - entrepreneurship (supporting businesses in their growth, sustainable employment).

Current projects

- Laser Mega-joule and Institute Lasers and Plasmas
- Operation of National Interest "Bordeaux Euratlantique" (linked to the TGV)
 - Low coast terminal
- Bordeaux Campus Operation Project
 - Eco-district of the Berges du Lac
- Ecopark of Blanquefort (eco-constructions, renewable energies)
 - Cultural and tourist center of wine
 - Auditorium (Bordeaux)
 - Grand Arena

- Eurométropole Lille-Kortrijk-Tournai
- Cooperation mechanism of the Lille metropolitan area
 - Transport infrastructure: A25 refurbishment, RN42 completion and Mining Bypass, extensions of LGV Antwerp-Rotterdam-Amsterdam and Brussels-Lège-Köln
 - Major projects: Eurailille, Lille Sud.

- TGV major national and European links
- Major urban projects: Confluence, Part Dieu, Silk Square, Grand Stade, etc.
 - University Campus
 - Extension of the Exhibition Park.

- Major International University: Campus Project
- Harbor rehabilitation/restructuring.
- European Capital of Culture 2013
- Extension of Euro-méditerranée and harbor capacities
 - TGV: Arc-Méditerranée
- Top 20 project: the CCI Marseille Provence carries the ambition to make Marseille Provence one of the Top 20 European cities

General descriptions

	NANTES Nantes Métropole	NICE Alpes Maritimes	PARIS Ile-de-France	STRASBOURG Communauté Urbaine de Strasbourg
--	-----------------------------------	--------------------------------	-------------------------------	---



Inter-communalities (number of communes)	24	25	1281	28
Region	Pays de la Loire	Provence Alpes Côtes d'Azur	Ile-de-France	Alsace
Surface (km2)	523	331	12011	316
Density	1107 inhabitants /km ²	1541 inhabitants /km ²	974 inhabitants /km ²	1479 inhabitants /km ²
Population in the urban area (INSEE RGP 2006)	0.97 million	0.99 million	11.91 million	0.65 million
Population in the region (INSEE-RGP 2006)	1.27 million Loire-Atlantique	1.09 million Alpes-Maritimes	-	1.10 million Bas-Rhin
Annual variation population⁷	1.0%	0.9%	0.7%	0.7%

Geostrategic position	<ul style="list-style-type: none"> • Gateway to the Atlantic • Listed in the network of cities of the Grand French West 	<ul style="list-style-type: none"> • Metropolis worldwide open • Strategic position on the Mediterranean axis 	<ul style="list-style-type: none"> • International metropolis 	<ul style="list-style-type: none"> • Gateway to Germany • Listed in a regional dynamic environment
------------------------------	---	---	--	--

⁷ The indicator is the annual change in the population of the urban area between 1999 and 2006 according to the INSEE population census.

OBJECTIVES AND PROJECTS

Objectives

- Asserting itself as the metropolis of the French West, an Atlantic gateway to Europe
- Development of its creative potential

- Consolidate the internationality of the Côte d'Azur territory
- Nice Côte d'Azur: territory of reference Eco

- Strengthen its position globally
- Strengthen its regional attractiveness
- Building the Grand Paris

- Become a reference icon in terms of attractiveness for companies
- Capitalize on features such as the crossroads position, gateway to the Upper Rhine.

Strategic projects

In April 2005, Nantes Métropole formulated the economic development plan with supportive complementary objectives such as targeting the metropolitan community through vocation training in craft, industry, transportation, tertiary, recreation, etc.

The SRDE Pays de la Loire reflects the priority of the region, a strong industrial base able to support the sustainable development of the area.

This scheme targets eight major transversal orientations:

- i) dynamics of the economic sectors,
- ii) defense of the economic balances,
- iii) international orientation of the production/services,
- iv) territorial marketing,
- v) innovation,
- vi) creation-recovery and adaptation of very small enterprises,
- vii) increasing role of the economy, social, and solidarity and
- viii) coordination of the functions at the regional scale.

The Alpes-Maritimes are characterized by strong physical and urban constraints and boast an attractive coastline, and by a dynamic of the inter-communalities created in 2002.

Recognized internationally for its exceptional natural assets, Nice Côte d'Azur implements a territorial development strategy respectful to people and to the environment.

This dynamic is reflected in: a 10-year transport scheme for connecting the different modes of transport, the introduction of new communication technologies (first experiment in

France "Near Field Communication") and the Eco-Cité label for major development projects (i.e. Grand Stade, multimodal transport hub, urban renewal, green weave, Nice Méridia).

Based on the Operation of National Interest Eco Vallée Plaine du Var supporting the implementation of some projects, Nice Côte d'Azur confirms its desire to become a reference territory reflecting the new national challenge of a society organized around the theme of sustainable development.

The Economic Development Plan, of the PACA region, is structured around five strategic axes: a solidary region that reconciles economic effectiveness, social cohesion, and the preservation of the environment, an international region that values its geostrategic potential within the Euro-Mediterranean region, an innovative region ready to promote the development of a knowledge-based economy and the dynamics of innovation, a reactive region that anticipates and accompanies economic changes, an entrepreneurial spirit region that supports businesses for growth, creating sustainable jobs and encourages their territorial development.

The SDRIF (Master Plan of the Ile-de-France) aims at inter-regionalization and advocates for the creation of a new structure for the development of the territory of the Paris region, including a better strategic coordination

The SDRIF launches 3 challenges to the regional territory: increase cohesion of the region, construct an eco-region and enhance the economic competitiveness.

The first stresses the importance of the improvement and the diversification of real estate, but also the need to fight regional imbalances. The second provides guidelines to combat global warming and adapt to the scarcity of fossil fuels. The last one looks at the economic question, with access to training and employment, support for companies, etc.

The metropolitan economic development of Paris has also been defined by the SRDE (Scheme de Regional Economic Development). This document has developed three axes: to produce useful, effective and quality jobs, reduce social inequalities, and be part of the sustainable development, notably by building an eco-region.

The SCOTERS (Plan of Territorial Coherence of the Strasbourg Region) proposes Strasbourg as the heart of the new Europe. It sets as objectives: to structure the metropolitan space, to welcome

new technology/equipment and services in the town centers, urbanize near public transport lines, adapt the level of service to local needs, foster urban renewal, ensure quality of the facilities, set up a land strategy, etc.

The PADD (Planning and Sustainable Development Project) sets three political objectives: ensure the development of the Strasbourg metropolis, balance territorial planning, and protect the environment.

The city of Strasbourg can rely as well on the SRDE of the Alsace region. This scheme allows Alsace to consolidate the competitiveness of its companies but also win the battle for employment.

The document is structured around 5 strategic priorities, organized into objectives and actions: innovation, animation of the territories, solidarity and employment, creation and development of companies, and international markets.

Current projects

- International positioning strategy
- Project of the Grand Port Nantes Saint Nazaire.

- Operation of National Interest Eco-Vallée Plaine du Var which aims to be a laboratory of Sustainable Development and to implement the principles of sustainable planning at a large scale

- Pasteur University Hospital Center
- Implementation of the integrated transport plan and in particular the extensions of the tramway
- Implementation of short-term /structural solutions for energy security for the Alps-Maritimes
- STIC campus in Sophia Antipolis

- Greater Paris (architectural projects, transport infrastructure, economic centers, etc.)
- Launch of the first eco-district in the Paris region
- Tower projects at La Défense

- Transport infrastructure: Great west bypass of Strasbourg, East-European TGV and Rhine-Rhone
- Urban renovation projects

The following boxes below offer a detailed description of two of the cases in the previous tables:

- Box 1.1. details the Bordeaux metropolitan area, as a multipurpose cooperation model, relevant for Romanian cities because of its size and development objectives. The organizational structure, competencies, and funding mechanism are considered examples of good practice.
- Box 1.2. presents Paris metropolitan area (The Metropolis of Greater Paris) as part of the Ile-de-France region. This case is a multipurpose cooperation model relevant for capital cities.
- Box 1.3. refers to the Ile-de-France region too, describing single purpose cooperation model. Single purpose interjurisdictional associations are present at the level of syndicates (SIVU), focusing on public services' provision for a certain number of local communities. The boundaries of a single-purpose association don't necessarily overlap with the boundaries of a metropolitan/agglomeration area. Box 1.3. identifies these services/ fields of cooperation for Ile-de-France region.

BOX 1.1. MULTIPURPOSE COOPERATION MODEL – BORDEAUX METROPOLITAN AREA

**BORDEAUX
URBAN
AGGLOMERATION
COMMUNAUTÉ
URBAINE DE
BORDEAUX⁸**



Public Establishments for Intercommunal Cooperation under the form of a metropolis (métropole)

The law of Modernization of Territorial Public Action and Affirmation of Metropolises (MAPTAM) of January 27, 2014 transforms the Communauté urbaine de Bordeaux into a metropolis and gives it new competences:

- city politics,
- tourism development,
- flood prevention, etc.

The metropolis becomes the decision-making authority for the exercise of these competences. It sets the objectives and organizes the means to reach them.

For some specific areas, which concern everyday public services (cleanliness, green spaces and street furniture), some municipalities wanted to be able to provide the service- in these instances, they provide it for the Metropolis, within a framework of a management delegation agreement.

In all cases, the municipalities and the Metropolis jointly identify the human and financial resources that must be transferred from the municipalities to the public institution to ensure execution of the new missions, following the opinion of the CLEC (local commission for evaluation of charges transferred), which brings together elected representatives from each institution.

Moreover, in August 2015, the new territorial organization law of the Republic - NOTRe - expanded the possible field of intervention of metropolises, especially vis-à-vis the department – thus enabling them to undertake some tasks such as housing, on behalf of the State or on behalf of the department. Bordeaux Métropole and the Gironde Department have opened discussions in order to define additional competencies the metropolis could take on, and under which conditions that would be done. These discussions are likely to expand the powers and functions of the metropolis.

**TYPOLGY OF
COOPERATION
MODEL**

BOX 1.1. MULTIPURPOSE COOPERATION MODEL – BORDEAUX METROPOLITAN AREA

**MEMBERS OF THE
AGGLOMERATION**

28 members: 1. Ambarès-et-Lagrave, 2. Artigues-près-Bordeaux, 3. Bègles, 4. Bordeaux, 5. Bruges, 6. Cenon, 7. Floirac, 8. Le Bouscat, 9. Le Taillan-Médoc, 10. Martignas-sur-Jalle, 11. Parempuyre, 12. Saint-Aubin-de-Médoc, 13. Saint-Médard-en-Jalles, 14. Talence, 15. Ambès, 16. Bassens, 17. Blanquefort, 18. Bouliac, 19. Carbon-Blanc, 20. Eysines, 21. Gradignan, 22. Le Haillan, 23. Lormont, 24. Mérignac, 25. Pessac, 26. Saint-Louis-de-Montferrand, 27. Saint-Vincent-de-Paul, 28. Villenave-d'Ornon

**SURFACE
(January 1, 2018)**

570 km²

**POPULATION
(January 1, 2018)**

749,595 inhabitants, out of which Bordeaux has 243,626 inhabitants

Vision: A European metropolis with a high quality of life.

Five major objectives are set in the draft mandate to meet the ambitions of attractiveness, influence and quality of life in the Bordeaux Metropolis:

**OBJECTIVES /
VISION**

- Affirm and reinforce the economic dynamism of the territory in the employment domain
- Organize a "smart" mobility model
- Offer accessible housing
- Ensure the quality of life of the inhabitants and the preservation of the environment
- Implement more efficient public action

**ORGANIZATIONAL
STRUCTURE**

The political organization of Bordeaux Métropole revolves around the president, the vice presidents and the elected officials, who are located at the Councils of Bordeaux Métropole. The decisions of Bordeaux Métropole are taken by the council (deliberative organ), whose agenda is fixed in advance by the president, in agreement with the Bureau.

The president, in charge of administration is the executive of Bordeaux Métropole, brings the council together, sets his agenda, prepares and implements the deliberations/ decisions. The bureau is composed of the president, accompanied by 20 vice presidents and metropolitan delegate advisers. The bureau meets once a month and defines the political projects and the major orientations of the metropolis.

The Council of Bordeaux Métropole brings together the elected representatives of the 28 communes, the number of representatives is proportional to the population of each city. There is a total of 105 city councilors who vote on the budget and other decisions, thus designing the future of the community. They meet 11 times a year, in public sessions.

Commissions are organized along themes and cover all the competencies of Bordeaux Métropole. Each commission, led by an elected representative of Bordeaux Métropole, is responsible for studying and issuing an opinion on the cases submitted to the Council, falling within its field of competence.

The advisers can form political groups. The number of elected representatives that form a group is set by the Council's rules of procedure, which also defines the means available to these groups.

The agents of Bordeaux Métropole implement the policy voted by the elected officials.

⁸ <https://www.bordeaux-metropole.fr>

BOX 1.1. MULTIPURPOSE COOPERATION MODEL – BORDEAUX METROPOLITAN AREA

Since 2010, the Finance Act for 2010 gave the metropolis taxation authority for:

- Housing tax (TH - departmental share)
- Property tax on undeveloped properties (TFNB)
- Territorial Economic Contribution (CET⁹),
- Commercial Area Tax (TASCOM)¹⁰
- Flat-rate tax on network companies (IFER)¹¹
- Transport payment (VT)
- Development Tax (TA)
- Waste collection tax (TEOM)
- Special Fee (RS) (e.g. collection service for large-capacity underground or semi-buried containers grouped in fixed point - amendment to the regulations and specific tariffs),
- Tourist tax (TS).¹²

In addition to these, the metropolis also receives financial contributions of municipalities belonging to the EPCI. The budgetary contributions are levies made directly from the budget of each municipality which are then transferred to the intercommunal group. These contributions therefore constitute a supplement to the municipal taxation levied by the metropolis. The amount of these contributions varies according to a key of distribution registered in the statutes of the EPCI.

Regarding the revenues, the law stipulates setting up a global operational allocation (DGF) for metropolitan areas. It describes the conditions under which a transfer of powers from the department or region to the metropolitan area / metropolis may occur which results in an increase in the costs that must be compensated or by an equivalent transfer of resources, the obvious objective being to maintain the level of financial capacity of the new intermunicipal structure.

The costs incurred by the metropolis for service provision are reimbursed by the municipalities. These costs are calculated based on a unit operating cost of the service, multiplied by the number of operating units found by the establishment or the beneficiary municipality. The determination of the unit cost of operation is fixed in the agreement entered for that specific service delivery. It is cost-reflective as it includes staff costs, supplies, asset renewal and related service contracts and any other expenses related to the operation of the service. This cost is not subject to review by the CLECT and doesn't fall within the scope of compensation allowance.

A reflection at the national level is underway to put in place incentive mechanisms for pooling funds. Whatever the solution chosen by the legislator (coefficient of pooling or general operating grant metropolitan "DGF"), Bordeaux Metropolitan will consider the particular situation of the municipalities which will not be able to participate in the constitution of common services because of the small number of agents in their services and the sharing of these between several activities.

Each year, starting in 2016, during the budget orientation debate or, failing that, during the budget vote, the progress of the pooling scheme is the subject of a communication from the president to the metropolitan council. This is the occasion of a debate to address the points of satisfaction but also the progress to be made in the shared and territorialized organization of services.

This pooling scheme is therefore progressive and evolving and seeks to enable each municipality to identify new activities it wishes to mutualize year after year during the term and put this organization in a process of continuous improvement.
Tourist tax (TS), since January 1, 2015

FUNDING

⁹ Made up of Land Investment Contribution (CEF) and Value-Added Enterprise Contribution (CVAE)

¹⁰ Came into effect in 2011

¹¹ Came into effect in 2011

¹² Came into effect in January 2015

BOX 1.1. MULTIPURPOSE COOPERATION MODEL – BORDEAUX METROPOLITAN AREA

The Bordeaux Métropole (BM) is a multipurpose EPCI, it manages all the daily equipment that is used to improve the living environment of the inhabitants of the agglomeration. It also works on implementing large-scale urban projects.

The BM has other competencies consolidated by the MAPTAM law and extends its fields of intervention, while seeking complementarity with the communes. Since January 2015, the MAPTAM law has consolidated the competencies of the public institution in areas such as:

Economic, social and cultural development and planning:

- Creation, development and management of industrial, commercial, tertiary, craft, tourist, port or airport areas.
- Economic development actions, including participation in the capital of the companies mentioned, as well as support and participation in the piloting of competitiveness clusters located in its territory.
- Construction, development, maintenance, and operation of cultural, sociocultural, socio-educational, and sports facilities of metropolitan interest.
- Promotion of tourism, including the creation of tourist offices.
- Support and assistance program for higher education and research institutions and research programs, considering the regional context

Spatial development of the metropolitan area:

- Territorial coherence scheme and sector diagram; local spatial plan; definition, creation, and implementation of development projects of metropolitan interest; actions to enhance the natural and landscape heritage; constitution of land reserves
- Organization of mobility as stated in the Transport Code; creation, development, and maintenance of road infrastructure; signaling; passenger shelters; parks and parking areas and mobility plan
- Creation, development, and maintenance of public spaces dedicated to all modes of urban transport and their auxiliary works.
- Participation in the governance and development of stations located on the metropolitan territory.
- Establishment, operation, acquisition, and provision of infrastructures and telecommunications networks.

RESPONSIBILITIES**Local housing policy**

- Local Housing Program (PLH).
- Housing policy; financial assistance for social housing; actions in favor of social housing; actions in favor of housing for disadvantaged people.
- Improvement of built housing stock, rehabilitation.
- Development, maintenance, and management of the reception areas for visitors.

City policy / strategy

- Development of the territorial diagnosis and definition of city orientations.
- Animation and coordination of contractual arrangements for urban development, local development and economic and social integration, as well as local crime prevention mechanisms.
- Action programs defined in the city contract.

Management of services of collective interest

- Sanitation and water
- Creation, management, extension, and translation of cemeteries and cinerary sites of metropolitan interest as well as creation, management, and extension of crematoria
- Slaughterhouses, slaughterhouses markets, and markets of national interest
- Fire and rescue services
- Public service of external defense against fire

BOX 1.1. MULTIPURPOSE COOPERATION MODEL – BORDEAUX METROPOLITAN AREA**RESPONSIBILITIES****Protection and enhancement of the environment and policy for the living environment**

- Household and similar waste management
- Fight against air pollution
- Fight against noise pollution
- Contribution to energy transition
- Support for actions to control the energy demand
- Elaboration and adoption of the climate-air-territorial energy plan in application of Article L. 229-26 of the Environment Code, consistent with the national objectives for reducing greenhouse gas emissions, energy efficiency, and renewable energy production
- Concession of the public network distribution for electricity and gas
- Creation, development, maintenance, and management of district heating and cooling networks
- Creation and maintenance of charging infrastructures necessary for using electric vehicles or plug-in hybrids
- Management of aquatic environments and flood prevention
- Concession of the beaches

AREAS OF INTERJURISDICTIONAL COOPERATION

As a public institution of intermunicipal cooperation (EPCI), Bordeaux Métropole intervenes, within its geographical perimeter, on the competencies transferred by the municipalities or instituted by the law. The following functions are performed by BM:

- Economic development
- Urban planning
- Habitat
- Environment (sorting, collection and treatment of waste)
- Water and sanitation
- Urban and school transport
- Mobility
- Transport infrastructure
- Signaling
- Parking
- National market
- Cemetery
- Preventive archeology
- Digital development

BOX 1.1. MULTIPURPOSE COOPERATION MODEL – BORDEAUX METROPOLITAN AREA**STRATEGIC PROJECTS**

Bordeaux Métropole initiated the concept of Operations of Metropolitan Interest (IOM). These issues justify a strategic management involving the vital forces of the territory and articulating urban development and economic development. IOMs designate large areas of projects presenting major development and development issues. Alongside the Bordeaux-Euratlantique Operation of National Interest (OIN), which brings the development of the tertiary sector around the TGV station, two IOMs were just created around the international airport and Campus. The following IOMs are underway:

- IOM Bordeaux Aeropark
- IOM Bordeaux Inno Campus
- ISO Bordeaux Euratlantique
- Campus operation
- 55,000 hectares for nature

Major urban projects:

- Basins a Float, Bastide Niel, Braçça, Ginko, the quays of Floirac
- 50,000 housing units

Major development projects

- Gambetta: a "garden place"
- Place Tourny is getting a new look
- Dupeux, Saint-Genès: an appeased sector

Major infrastructure / equipment.

- Tunnel Braçça Tunnel
- Bridge Simone-Veil

Major mobility projects

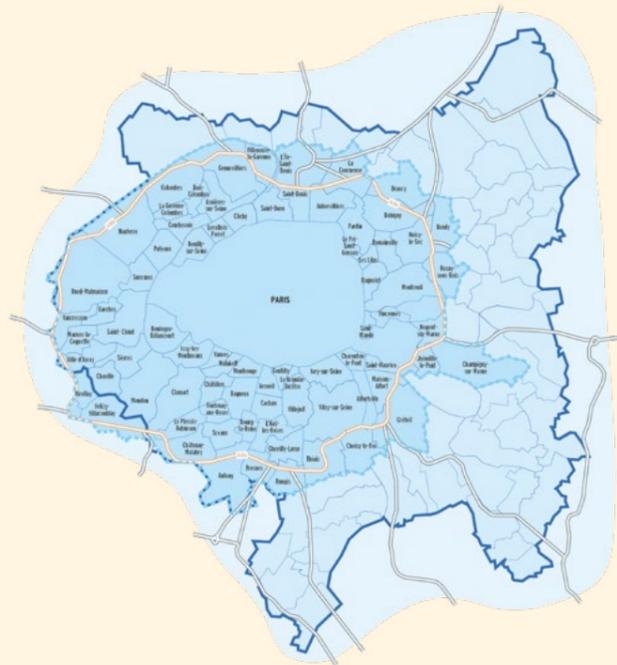
- Tramway
- Connection Bordeaux - Saint-Aubin de Médoc (BHNS)
- West ring road

Neighborhoods of urban renewal

- Bassens Avenir
- Aubiers - Lake
- Joliot Curie
- Big park

BOX 1.2. Multipurpose cooperation model – Paris metropolitan area

**GREATER PARIS
MÉTROPOLE DU
GRAND PARIS¹³**



**TYPOLGY OF
COOPERATION
MODEL**

Public Establishments for Intercommunal Cooperation under the form of a metropolis (métropole)

The Metropolis of Greater Paris (MGP) is a public institution of territorial cooperation (EPCI) with own taxation, which enjoys a special status with municipalities belonging to both the MGP and public territorial institutions (EPT).

**MEMBERS OF THE
AGGLOMERATION**

The Metropolis of Greater Paris area is a dense and urban area composed of: Paris municipality, 123 communes of the three departments of Hauts-de-Seine, Seine-Saint-Denis and Val-de-Marne, and seven communes of Essonne and Val d’Oise.

**SURFACE
(January 1, 2018)**

814 km²

**POPULATION
(January 1, 2018)**

7,200,000 inhabitants

**OBJECTIVES /
VISION**

The original plan for the Métropole declared these objectives: *“The Métropole of Grand Paris is established in order to define and implement metropolitan action to improve the quality of life of its residents, reduce inequalities between regions within it, to develop an urban, social and economic sustainability model, tools to improve attractiveness and competitiveness for the benefit of the entire national territory. The Métropole of Grand Paris is developing a metropolitan project. The residents are associated with its development according to the guidelines determined by the metropolitan council as laid down by the development council. This metropolitan project defines the general guidelines of the policy pursued by the Métropole of Grand Paris. It forms part of the implementation of the overall scheme of the Ile-de-France region.”*

BOX 1.2. Multipurpose cooperation model – Paris metropolitan area

**ORGANIZATIONAL
STRUCTURE**

MGP was created on January 1, 2016. It was created under the law issued in January 27, 2014, regarding the modernization of the territorial public action and affirmation of metropolitan areas, known as “MAPTAM law”, and reinforced by the law of August 7, 2015 for the new territorial organization of the republic.

It has:

- **Council** composed of 209 elected representatives representing the 131 municipalities and a proportional number to the highest average, with at least one representative per municipality.
- **Bureau** composed of the president, 20 vice presidents and 10 representative delegates representing all territories.
- **Development Council** representing civil society, to propose specific and forward-looking approach to realities and issues.
- **Seven thematic** commissions have been set up:
 - finances
 - metropolitan project
 - economic development and attractiveness
 - sustainable development and environment
 - habitat and housing
 - digital planning, innovation, news technologies, R&D
 - metropolitan spatial planning.

**ORGANIZATIONAL
STRUCTURE**

This institutional arrangement enables it to function at different scales, tackling topics in a relevant way at a strategic level for the metropolitan area and in a pragmatic and operational way for the territories

FUNDING

The overall three-party funding scheme is divided into three major financial movements:

- The metropolitan compensation allowance (MA) paid by the metropolis to its member municipalities, in order to refund resources, it received in their place in 2015.
- The contribution of the communes to the compensation fund of the transferred expenses (FCCT) of their Territorial Public Establishment (EFA) to enable it to fund the resources available to the pre-existing inter-communalities and to face the financing of the new shared competences.
- The equilibrium endowment aims, by its method of calculation, to guarantee the metropolis and FTEs the level of their 2015 resources.

Like other local authorities, the revenues of Greater Paris Métropole comes mainly from two sources:

- Taxes
- State grants

Taxes:

The Metropolis also receives the Commercial Surfaces Tax (TASCOM), the Fixed Charges on Network Companies (IFER) and the Additional Tax on the Non-Built Land Tax (TATFNB). In addition to this economic tax imposed on businesses, Metropolitan France has also introduced the GEMAPI tax, paid by all metropolitan taxpayers to implement specific flood prevention measures.

BOX 1.2. Multipurpose cooperation model – Paris metropolitan area

At that time, there was a very high degree of heterogeneity of situations with only a few kilometers away, rates that ranged from 13 to 49%, as a result of local history. This inequitable situation for businesses had direct consequences on the territorial distribution of the metropolitan economy. The “tax burden” is indeed one of the criteria analyzed for the establishment of companies in a territory. The creation of MGP results in the harmonization of tax rates. That is to say, that eventually, the same intercommunal rate will apply to all companies. Metropolitan creation is therefore part of a rebalancing process, particularly in terms of tax burden.

Future adjustments: In accordance with the NOTRe law of August 7, 2015, the Métropole du Grand Paris will receive from 2021 the full growth of the economic resource from the Contribution on Value Added Business (CVAE) since 2016, as well as on the Land Investment Contribution (CFE). In the transitional period (between 2015 and 2021), it is financed by the growth of the CVAE, while the EPTs receive the CFE.

Revenue from local taxation has increased only slightly (+ 24.6 million euros on average since 2016). It is anticipated that the added value from the development of the metropolis perimeter if the metropolis area develops, this will further contribute to this growth.

State grants:

State grants are steadily declining (- 7.5%: - 31 million euros per year on average, by a total of - 124 million euros between 2016 and 2019). As a result, the room for maneuver needed to increase the city’s resources is reduced in the short term and MGP revenues are under pressure.

The MGP pays to its member municipalities compensation allocations (AC) that correspond to either the 2015 AC paid by the previous EPCI, or the 2015 economic tax transferred to the MGP. These payments amount to 3.3763 million euros, or 99% of expenses. This expense is frozen under the Metropolitan Financial and Tax Pact.

In 2019, the metropolitan budget is 41.5 million euros, of which 62% is for intervention expenditure. These expenses reflect the increase in the operational burden of the MGP notably on the development of the various obligatory schemes (SCoT, PCAEM, PMHH), the financing of sustainable mobility via a contribution of 4 million euros to Vélib, the project of the Olympic Aquatic Center (CAO), and economic development.

In light of these fiscal constraints, MGP is increasingly looking at self-financing, investment projects directly carried by the Metropolis, such as Olympic Aquatic Center, ZAC, fight against floods, and the payment of subsidies.

The Buffer role provided by the Métropole du Grand Paris. MGP receives two endowments: the intercommunal endowment and the compensation grant for the abolition of the salaries of the former professional tax from the State Global Functioning Grant (DGF)

The compensation allowance for the elimination of the salary portion is fully paid to the EPT and municipalities in the 2015 value. The Metropolis suffers each year the decline related from clipping, to finance the growth of some shares of the DGF municipalities and inter-communalities (population, equalization). This allocation decreases on average between -2.5% and -3% each year, a total cost of 30 million euros per year assumed by the Greater Paris Métropole.

The Métropole returns (this will persist until 2019) a part of the allocation to FTEs on the basis of intermunicipal allocations received by the pre-existing EPCIs in 2015 when it was created. The Métropole assumed a buffer role for the FTEs by supporting the decline alone in 2016 (-17%) and passing on a slight decrease in 2017 (recorded at -8.5%), which was smoothed out between the FTEs by an effect average favorable to the most integrated intercommunities. The total accumulated cost incurred by the Greater Paris Métropole in respect of the reduction to the compensated endowments to municipalities and EPT amounted to 148.6 million euros since 2016

FUNDING**BOX 1.2. Multipurpose cooperation model – Paris metropolitan area**

Expenditure:

Redistribution by investment aid: since the autumn of 2016, the Metropolis has initiated a dynamic system of redistribution through investment aid. Thus, the metropolitan investment fund with 70 million euros in 2016, 97 million euros in 2017 and 54 million euros in 2018 and 2019 has made it possible to finance 112 municipalities (82% of the municipalities in the perimeter) and eight EPTs. This equalization by investment is modulated according to the financial situation of the actors.

Other devices such as living city centers or flood funds are part of the same will.

Territorial solidarity: Through its financial and fiscal pact, the Metropolis has a financial tool that makes it possible to specify the financial relations with its member municipalities as well as with the FTEs. As part of this pact, the Metropolis sets a Territorial Investment Support Endowment (DSIT) which allows it to transfer a share, between 10 and 50% of the growth of the CVAE, to territorial public institutions, depending on the size of the costs incurred, as a result of the construction or management of equipment responding to territorial solidarity issues, as well as other criteria freely determined by the Metropolitan Council. In 2017, the council paid a DSIT for EPTs, based on 30% of the CVAE’s growth, representing a redistribution of 13.9 million euros, compared to 1.4 million euros for 2016. The difference is due to the growth of the CVAE between 2017 and 2016 of + 4.2%. Finding a decline in the CVAE in 2018, the Metropolis has amortized the decline and has not paid any DSIT. This system was suspended in 2019 in return for the one-year extension of the intercommunal endowment to the FTEs.

The Greater Paris Metropolis also has the option of establishing a community solidarity grant for its most disadvantaged municipalities in order to reduce the inequalities of resources and burdens.

FUNDING

The Metropolitan Council of December 8, 2017 was an opportunity to bring the Greater Paris Metropolis into the operational phase with a unanimous vote regarding the strategic deliberations concerning metropolitan interest in the planning of the metropolitan area and its economic, social, and cultural development.

Spatial planning. By the definition of the metropolitan interest, this applies to urban development or restructuring operations as well as the constitution of land reserves. A deliberation of the Council dated December 8, 2017 declared the Concerted Development Area (ZAC) of the Docks de Saint-Ouen of Metropolitan interest as an existing operation.

For future development operations and some other urban restructuring actions, six criteria have been set. These reflect the strategic orientations as well as the ambitious objectives of the Metropolitan Project, but also consider the diversity of the territories, communal and intercommunal projects.

Economic development. The challenge is to develop the attractiveness, so that it can benefit all members and consolidate the many assets of the GPM. The definition of the metropolitan interest refers to: areas of industrial, commercial, tertiary, craft, tourist, port or airport activity; and economic development actions.

As for economic development actions, the Metropolis intervenes in the following areas:

- Development of metropolitan strategic programs;
- Support for economic activity;
- Circular, social, solidarity and collaborative economy;
- Digital Economy;
- Attractiveness and national and international influence;
- Support economic development actions identified in the call for projects framework.

RESPONSIBILITIES

Housing. The definition of the metropolitan interest includes the improvement of built housing stock and the elimination of unsanitary housing. The metropolitan interest should have been defined by a deliberation of the council before December 31, 2018, otherwise, all these powers will have devolved to the MGP. Protection and enhancement of the environment and living environment policy. In this respect, the law does not provide a specific metropolitan interest. It is the whole of the operational competence of the municipalities and territorial public establishments (EPT) that is transferred to the GPM.

BOX 1.2. Multipurpose cooperation model – Paris metropolitan area

PROTECTION AND ENHANCEMENT OF THE ENVIRONMENT AND LIVING ENVIRONMENT POLICY. In this respect, the law does not provide a specific metropolitan interest. It is the whole of the operational competence of the municipalities and territorial public establishments (EPT) that is transferred to the GPM.

So, the competencies regarding environmental issues are transferred to the GPM, which will work in close coordination with the communes, and more particularly regarding:

- Air quality;
- Enhancement of natural and landscape heritage;
- Support for energy demand management actions;
- Fight against noise pollution;
- Management of aquatic environments and flood prevention.

RESPONSIBILITIES **Aquatic environmental management and flood prevention (GEMAPI).** The GEMAPI competence concerns the protection of the Paris agglomeration against floods, and the management and improvement of rivers and wetlands. It is a new competence, devolved by the state to the Metropolis of Greater Paris from 2018. It makes it possible to place the management of watercourses and aquatic and humid environments within the regional planning system and to reinforce the necessary upstream / downstream and urban / rural solidarity. The missions coming under the competence GEMAPI:

- Development of a water basin or of a part of it;
- Maintenance and development of a watercourse, canal, lake or body of water, including their access;
- Flood defense;
- Protection and restoration of sites, aquatic ecosystems, and wetlands as well as riparian woodlands.

Five mandatory competencies were transferred to the Grand Paris Metropolitan area progressively from 2016 to 2018. In accordance with the provisions of the General Code of Territorial Communities (CGCT), the Greater Paris Metropolitan Authority automatically exercises, in place of its member, competencies in matters of:

- Spatial planning of the metropolitan area (shared);
- Economic, social and cultural development and planning (shared);
- Local habitat policy (shared);
- Protection and enhancement of the environment and living environment policy (sole competency);
- Management of Aquatic Environments and Flood Prevention (GEMAPI) (sole competency)

Alongside its portfolio, the GPM has two major projects focused on:

Inventing the Greater Paris Metropolitan Area: is the biggest call for architecture and urban planning projects in Europe. All the site owners share the common ambitions of the contest (Real estate projects, commercial buildings, recreation areas, green spaces, sports venues, cultural venues). The call seeks to:

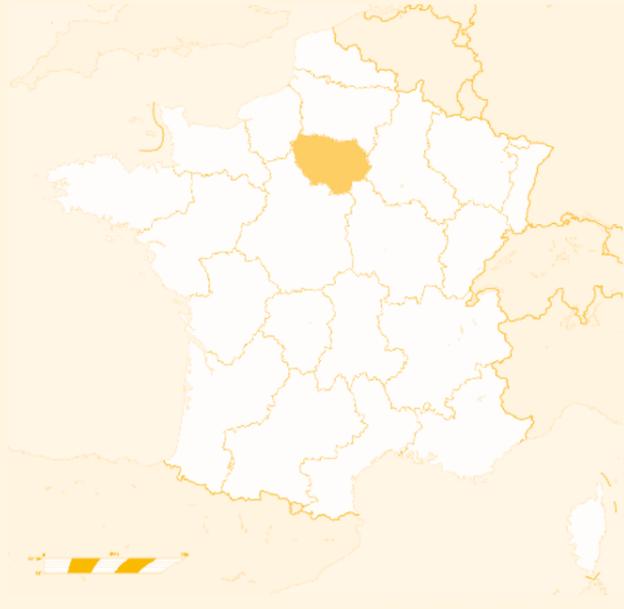
- Embody the vision and shared identity of Greater Paris and participate in its construction;
- To bring out and build innovative urban and economic projects in the heart of the territories of the Metropolis;
- Take up the challenge of developing multiple and integrated innovations as part of a reinvented partnership approach.

Olympic Project. The Paris 2024 Games represent a formidable opportunity for attractiveness and transformation of the territory. So, the aim is to bring the Olympics and make it a global event, in a sustainable way. Projects include:

- The Olympic Aquatic Center
- The development of the ZAC Plaine Saulnier

BOX 1.3. Single purpose cooperation model in Ile-de-France region

ÎLE-DE-FRANCE REGION¹⁴



As of 2019 there are 753 intercommunal forms of cooperation in the region, as it follows:

- 20 community of agglomeration (CA)
- 31 community of communes (CC)
- 1 urban community (CU) (CU Grand Paris Seine and Oise)
- 11 territorial public establishment (EFA)
- 1 metropolitan area (METRO) (Metropole of Greater Paris)
- 1 metropolitan pole (POLEM) (Greater Paris Seine Aval metropolitan pole)
- 48 multipurpose intercommunal syndicates (SIVOM)
- 425 single-purpose intercommunal syndicates (SIVU)
- 160 closed joint syndicates (SMF)
- 55 open joint syndicates (SMO)

Out of the 425 Single-purpose intercommunal syndicates (SIVU), the domains where they act are:

Drinking water:

- SIAEP Andrezel, Verneuil-l'Étang, Yèbles
- SIAEPA de la région de la Houssaye-en-Brie
- SIAEP de Trilbardou et Vignely
- SIAEP d'Arville Gironville

Construction and maintenance of municipal buildings:

- SIVU Montdauphin, La Trétoire et Villeneuve-sur-Bellot

¹⁴ <http://comersis.fr/region.php?reg=111&njuris=CC>

BOX 1.3. Single purpose cooperation model in Ile-de-France region

SINGLE PURPOSE INTER-JURISDICTIONAL COOPERATION	Education:		
	<ul style="list-style-type: none"> • SIVU écoles primaires maternelles de Chauffry - Saint-Denis • SI restauration scolaire et accueil post et périscolaire Champdeuil – Crisenoy • SI des écoles élémentaire et maternelle de Saint-Cyr-sur-Morin et Saint-Ouen-sur-Morin • SIVU objectif campus MMT • SI pour la restauration scolaire et l'accueil post et périscolaire d'Ozouer-le-Voulgis et Courquetaine (SIROC) • Syndicat des écoles du bocage • SI des écoles de Noisy-Rudignon et Ville-Saint-Jacques • SI des écoles du Bresmont • SM du collège des bords de Seine 		
	Transport:		
	<ul style="list-style-type: none"> • Syndicat de transports Intercommunal de Gretz-Armainvilliers et Ozoir-la-Ferrière 		
EXAMPLES:	Single-purpose intercommunal syndicate MMT campus	Single-purpose intercommunal syndicate d'Arville Gironville	Single-purpose intercommunal syndicate school transport d'Ozoir la Ferrière
HEADQUARTER:	Le Mesnil-Amelot	Fontainebleau	Torcy
CREATION DATE:	December 6, 2010	November 13, 1909	November 19, 1973
COMPETENCIES:	Support actions for higher education	Water (treatment, adduction, distribution)	School transport, transport
NUMBER OF MEMBERS:	Three members / 2,284 inhabitants	Two members / 286 inhabitants	Fifteen members / 60,692 inhabitants
FUNDING:	Budgetary and fiscal contributions of members		

Interjurisdictional cooperation in the Netherlands

Intermunicipal cooperation is carried out either based on the 1950 Joint Act, or through commercial and contractual forms. The 1950 Joint Act stipulated that a separate agreement or separate organization was mandatory for each service, competence or interest that municipalities could jointly develop in order to prevent the creation of a new level of management with multiple objectives or competencies. Between 1950 and 1985, 1500 single-purpose cooperation agreements were created for a range of more than 30 services. Following the pressure of local authorities to remove restrictions on single-purpose organizations, in 2006 the Common Provisions Act was amended to remove restrictions on the scope of cooperation agreements.

There are three basic models for cooperation:

- **The public authority (openbaar lichaam)** - is a stand-alone body with legal personality that can initiate contracts and agreements, can hire its own staff, manage funds or create public-private partnerships. It has a steering committee

and an executive office. Localities that are part of such an authority can delegate tasks and responsibilities. In theory, all competencies can be delegated, but working under a mandate is often seen as a disadvantage. For example, environmental protection agencies, public health services, and labor protection agencies are formed under this model.

- **The common agency (gemeenschappelijk orgaan)** - a simple form of cooperation based on the Common Provisions Act, is a body with legal personality, acting as a private sector company with limited liabilities. This type of cooperation cannot employ its own staff and cannot be delegated to its own staff, as it is a new structure, with new professionals hired from the market. As a rule, the agency has an advisory role based on a common program, for example in the field of social protection and social housing.
- **The central municipality (centrumgemeente-constructie) agreement** this is carried out separately from, or together with one of the above-mentioned forms, and which stipulates that certain powers will be exercised only by one of the mandated member localities. Localities remain solely responsible for making their own decisions, and if the mandated city takes a decision with which the members disagree, they can withdraw their support. This type of cooperation works very well when the mandated authority has a solid expertise in a field, which it can share with other member authorities. The energy invested in creating such forms of cooperation is minimal and requires the expansion of the existing departments' capacity and the adaptation of contracts often to a specific service.

In addition, there is the option of municipalities working together without any formal organization setup.

The tasks that intermunicipal cooperation covers refer to a broad range of policy fields – urban planning and environment policy, employment policy, social policies and care, and economic development, as well as to a series of public services – transport and infrastructure, public safety, education, culture and sports, etc. Of all the cases of cooperation, the large majority (more than 70%) are only active in one of these fields (single-purpose cooperation), while the rest covers two, three, or more policy fields.

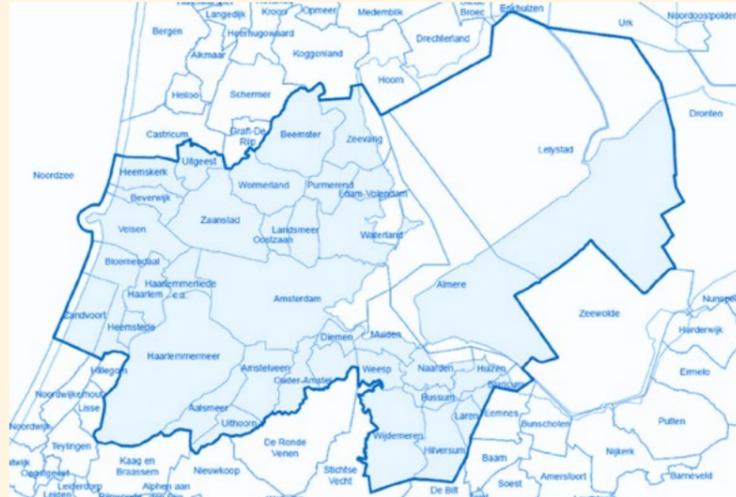
The methods of stimulating intermunicipal cooperation by the central administration were the following:

- Decentralization of competencies to municipalities, subject to their express fulfillment at a mandatory minimum level. Small municipalities must cooperate to achieve the objective, like in the case of public health services (public health method);
- Financial incentives in the form of grants to municipalities subject to cooperation between them. This measure has been applied in the field of environmental protection at the municipal level; and
- Transferring responsibilities to provinces, provided they delegate to municipalities if they are willing to cooperate (the field of taxi licenses).

The following two case studies describe the current cooperation structures and mandates for the Amsterdam and Eindhoven metropolitan areas. Both are examples of the central municipality agreement model, where the main cities are mandated for planning, economic development, mobility, etc. Both are relevant because they provide a more flexible cooperation model, that is more private sector oriented, where the cooperation agenda focuses on topical issues, like: mobility, smart economy, energy, urban-rural transition, etc.

BOX 2.1. Multipurpose cooperation – Amsterdam metropolitan area

AMSTERDAM METROPOLITAN AREA
METROPOLREGIO AMSTERDAM (MRA)¹⁵



TYOLOGY OF COOPERATION MODEL

The Amsterdam Metropolitan Area is a joint venture, on a voluntary basis, between the provinces of Noord-Holland and Flevoland, 32 municipalities and the Amsterdam Transport Region.

MEMBERS OF THE METROPOLITAN AREA

The municipalities members of the MRA are: 1 Amsterdam, 2 Wormerland, 3 Zaanstad, 4 Beverwijk, 5 Heemskerk, 6 Uitgeest, 7 Velsen, 8 Bloemendaal, 9 Haarlem, 10 HaarlemmerliedeDe Spaarnwoude, 11 Heemstede, 12 Zandvoort, 13 Aalsmeer, 14 Amstelveen, 15 Diemen, 16 Haarlemmermeer, 17 Ouder-Amstel, 18 Uithoorn, 19 Blaricum, 20 GooiseMerer, 21 Hilversum, 22 Huizen, 23 Laren, 24 Weesp, 25 Wijdemeren, 26 Almere, 27 Lelystad, 28 Beemster, 29 Edam-Volendam, 30 Landsmeer, 31 Oostgaan, 32 Purmerend, 33 Waterland

SURFACE (JANUARY 1, 2018)

2.580.47 km2, out of which Amsterdam city is 219.49 km2 [the MRA occupies 6.3% out of the total surface of the Netherlands]

POPULATION (JANUARY 1, 2018)

2.457.296 inhabitants, out of which Amsterdam city has 854.047 inhabitants [the MRA represents 14.4% out of the total population of the Netherlands]

OBJECTIVES / VISION

The government bodies within the MRA set out their long-term vision in 2007 in the Development Scenario for the Metropolitan Region Amsterdam in 2040: **an internationally competitive region with compact cities within a landscape that is attractive for those seeking recreation and with an infrastructural network that interconnects the cores and connects them with the countryside and the rest of the world.** The region focuses its efforts on the creative industries, manufacturing and the circular economy, wants to switch to sustainable energy sources, and cherishes major enterprises such as the Port of Amsterdam. In 2016, cooperation within the MRA was confirmed by drawing up a joint action agenda (2016-2020), and as they are now toward the end of implementation of this action agenda, implementation is still in full swing on some of the projects, while others have led to concrete results for the region. While the action points are being implemented further, the process is being used to set out the MRA Agenda 2.0. This new agenda will cover the period 2020-2024 and will be built on the foundation of the previous agenda. The first agenda placed emphasis mainly on spatial planning/housing, economy and mobility. It is anticipated that the MRA agenda 2.0, scheduled to be launched in February 2020, will have a wider range of intervention areas.

BOX 2.1. Multipurpose cooperation – Amsterdam metropolitan area

OBJECTIVES / VISION

The new vision 2.0 is formulated as follows: **In 2025 it will be a top European region where people like to live and work, where companies can develop successfully and where (international) talent and visitors feel welcome. A region in which people have access to sufficient jobs and suitable living space in an inclusive way, there is space and opportunities for sustainable entrepreneurship, learning and innovation. A region in which the quality of life is high, and accessibility is strong and in which they are on their way to realize their ambitions in the field of climate resilience and energy transition.**

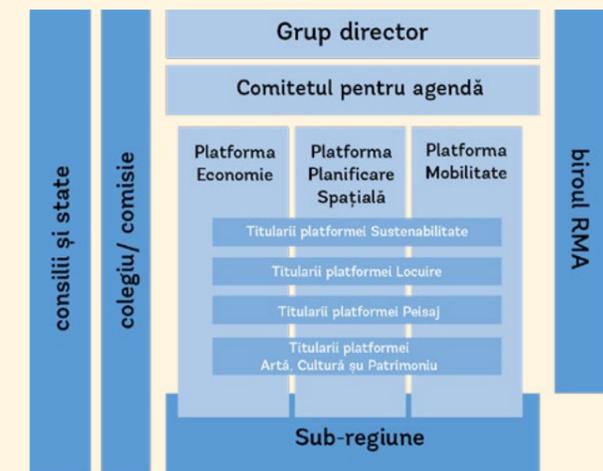
The 2016-2020 MRA Agenda was updated in 2018. This update, amongst others, classified the 48 actions under seven development directions:

- Giving space to living and working
- Smarter and more innovative work
- Improving the quality of life
- Accelerating the transition to a clean economy
- Better connections
- Making the metropolitan region climate-proof
- Making the metropolitan region more agile

A monitoring, evaluation, and reporting system is in place with a so-called traffic light report on the MRA website keeping track of the current status of each program. The MRA Agenda is updated every two years. The content of the MRA Agenda is adjusted every four years.

ORGANIZATIONAL STRUCTURE

Structure of the MRA:



Cooperation based on shared interests.

The municipal councils and provinces of the MRA members are actively informed by their executive board and involved in activities requiring cooperation. The councils and states are actively informed by their own colleges and involved in the activities of MRA cooperation. The MRA cooperation therefore does not enter the formal relationship between representatives of the people and administrators in terms of framework and control.

Agenda committee and Steering group. The coordination of the MRA cooperation is the responsibility of the agenda committee. This committee is formed by two directors from each platform. In addition, there is the Control Group / Steering Group, which consists of representatives from each subregion, both provinces and the transport region, in which the regional interest is represented. The Steering Group meets twice a year to monitor and evaluate the progress of the collaboration and to approve the budget and work plans.

¹⁵ <https://www.metropoolregioamsterdam.nl/>

BOX 2.1. Multipurpose cooperation – Amsterdam metropolitan area

ORGANI-ZATIONAL STRUCTURE

The executive boards / college are active in many areas within their own subregion. On the MRA scale they work on the activities undertaken in the MRA Agenda within the three main platforms: economy, spatial planning and mobility. The agenda is implemented by approaching the topics from both local and metropolitan level, under the MRA coordination.

The platforms are composed of aldermen and deputies. Based on the MRA Agenda and work plans, the platforms determine which actions the MRA will take up, who acts as an administrative initiator and what official support is required for this.

The MRA Bureau was launched on January 1, 2017 as a small and flexible civil service organization that is responsible for supporting, facilitating, and improving cooperation in the Amsterdam Metropolitan Area. Important tasks in this regard are: facilitating administrative decision-making and coordinating the implementation of the MRA Agenda, increasing the involvement of council members and provinces, improving transparency and communication, and strengthening the integrity of cooperation.

FUNDING

Content is the main subject within the MRA cooperation. More than 90% of the budget is for the content: implementation of work plans of the platforms, program managers, substantive support by the MRA Bureau and organization of conferences and congresses. The budget is mainly used for the basics and to boost co-financing, which involves a multitude of investments.

Collaboration within the mobility platform has a slightly different approach than within the other platforms: it is mostly about financing and designing large MRA-scale projects, also in consultation with the partners that operate on a national scale such as the state, NS and ProRail. The partners in the mobility platform are therefore the financing parties within the MRA. Therefore, the costs for the work plan of the mobility platform are not included in the MRA budget but financed from a different budget line item.

The income from municipal and provincial contributions has increased in 2018, because the number of inhabitants has increased.

Incomes from (for year 2018):

- Municipalities: 1.50 euros per resident (total amount of 3.652.83 million euros)
- Prov. North Holland: equal contribution to Amsterdam (total amount of 1.267,421 million euros)
- Prov. Flevoland: equal contribution to Almere (total amount of 301, 371 euros)
- Municipality of Amsterdam: extra contribution Economy Platform (total amount of 1.439,532 million euros)
- Prov. Noord-Holland: extra contribution Economy Platform (total amount of 1.439,532 million euros)
- Amsterdam transport region: extra contribution to MRA Trainee pool. (total amount of 83,000 euros)

RESPONSI-BILITIES/COMPETENCIES

The MRA responsibilities are divided in the three platforms:

Economy Platform

The economy platform focuses on the challenges that arise from this domain. Such as stagnation. However, attractive location and environment, a well-educated workforce, high-quality knowledge infrastructure and good accessibility all make the Amsterdam metropolitan area is a top economic region. Consequently, further strengthening the economic potential is therefore high priority on the MRA Agenda.

Spatial Planning Platform

Great pressure on the space in the MRA requires good spatial coordination and investing . The Spatial Planning Platform which meets approximately four times per year coordinates regional spatial developments and planning focusing primarily on developing a sustainable living and living environment with emphasis on housing / living, sustainability, and landscape.

Mobility Platform

The central perspective for the mobility platform is to promote the (international) accessibility of the Amsterdam metropolitan area. Investing in mobility is of great importance for improving the working and living environment in the MRA. For that reason, there are numerous traffic and transport projects in progress. Central to the agenda are major infrastructure projects and development strategies for traffic and transport.

AREAS OF INTER-JURISDICTIONAL COOPERATION

Economy, spatial planning and mobility platforms

BOX 2.1. Multipurpose cooperation – Amsterdam metropolitan area

STRATEGIC PROJECTS

Actions from the MRA Agenda are in progress or have already been completed. Some concrete results:

- Coordination and programming of housing construction until 2040. Between 2017 and 2040, 230.000 homes will be built in the MRA; an integrated view is taken of landscape, mobility, economy and climate adaptation
- Transformation of offices and companies into (temporary) living and working space. Monitor Platform Businesses and Offices (Plabeka) shows that in 2017 more than 500.000 m2 of office space changed function. More than half now have a residential function.
- Housing production. More urgency for acceleration of home production and approach to bottlenecks. 18.347 homes were delivered in 2018 due to new construction and transformation.
- Housing internationals. Through the project 'Better distribution of international talent in the MRA', concrete steps were taken in 2018 to position the MRA as one area with short distances and distinctive living environments. In addition, English-language information about living in the region has been developed.
- Regional Skills Agreement for the MRA. More than 90 parties signed the Regional Skills Agreement for the MRA in 2018. For a labor market more focused on skills, with workers developing throughout their lives.
- Triple helix collaboration. In close collaboration with the Amsterdam Economic Board, the "construction logistics" and "circular economy" competitions were launched in 2017 and 2018.
- Landscape Action Program. Using the best design and consultancy firms, 16 areas will be transformed regarding 11 major spatial challenges for nature and landscape values.
- Circular purchasing. MRA participants signed a declaration of intent on circular procurement in 2018. The goal is to achieve 50% circular procurement by 2025. Steps will be worked out in 2019 for the circular construction of newly built homes.
- Bicycle network. Creating one attractive, metropolitan bicycle network by 2025. In 2018 and 2019, 30 million euros of measures will be implemented.
- Logistics flows. The Logistics Cooperation Agenda was adopted in 2018. Based on this, the MRA participants work together with the business community and knowledge institutions on more efficient, quieter, cleaner and safer logistics flows.
- Work on the North Sea Canal Area. Improving the international competitive position of the Amsterdam Metropolitan Area (MRA), and thus also improve its contribution to the regional and national economy.

BOX 2.2. Multipurpose cooperation model – Eindhoven metropolitan area

EINDHOVEN METROPOLITAN AREA

METROPOLREGIO EINDHOVEN (MRE)¹⁶



¹⁶ <https://metropoolregioeindhoven.nl>

BOX 2.2. Multipurpose cooperation model – Eindhoven metropolitan area**TYPOLGY OF COOPERATION MODEL**

Voluntary type, under the framework cooperation that is laid down in the Eindhoven Metropolitan Region Cooperation Agreement. This agreement forms the substantive and procedural foundation for operating effectively for 21 municipalities, in line with the Brainport agenda.

MEMBERS OF THE METROPOLITAN AREA

1. Asten, 2. Bergeijk, 3. Best, 4. Bladel, 5. Cranendonck, 6. Deurne, 7. Eersel, 8. Eindhoven, 9. Geldrop-Mierlo, 10. Gemert-Bakel, 11. Heeze-Leende, 12. Helmond, 13. Laarbeek, 14. Nuenen, 15. Oirschot, 16. Reusel-De Mierden, 17. Someren, 18. Son en Breugel, 19. Valkenswaard, 20. Veldhoven, 21. Waalre

SURFACE (JANUARY 1, 2018)

1460 km², out of which Eindhoven city is 88.87 km²
[the MRE occupies 3.51% out of the total surface of the Netherlands]

POPULATION (JANUARY 1, 2019)

76,6941 inhabitants, out of which Eindhoven city has 209,620 inhabitants
[the MRE represents 4.48% out of the total population of the Netherlands]

OBJECTIVES / VISION

The Eindhoven metropolitan area (MRE) has been, traditionally, a region of innovative, hardworking and future-oriented people. As the world changes rapidly, the 21 municipalities have had to work together in a lively collaboration and work closely with various private partners. Together they have agreed upon meeting the challenges of the future and lay out a common strategy when it comes to economics, spatial development / planning and mobility. This area, which is also known as Brainport Region, is characterized by a very strong high-tech industry with ASML and NXP as large international key players.

It is the region's ambition to rank among the top five regions in Europe and in top 10 in the world when it comes to economic strength and growth. The long-term vision is: **Our region is high technology, innovative and sustainable and generates lasting prosperity and well-being for its inhabitants.**

Working together is in the DNA of this region- business, knowledge institutions and government have been working together for years for a strong region. The region's success is attributable to this collaborative spirit. The 21 regional municipalities have therefore joined forces in the Eindhoven metropolitan area, and they share a common ambition: to further develop the Brainport region into an economic global player that combines international allure with regional individuality.

The cooperation within the Eindhoven metropolitan region seeks to maintain and expand the characteristic economic profile of the region, in order to stimulate the business and residential climate for their residents and businesses.

ORGANIZATIONAL STRUCTURE

The 21 municipalities worked together for years in the Samenwerkingsverband Regio Eindhoven (SRE). But the SRE became too rigid, bulky, and bureaucratic. It no longer contributed to the solutions for the region, current and future. This led to its abolishment in 2015.

But the 21 municipalities wanted to continue working together administratively. That is why the Metropolis Region of Eindhoven was established in 2015 as a flexible, energetic network fostering collaboration on regional cooperation between the municipalities, business, and R&D institutions in the area. Decision-making on substantive topics remained with the 21 municipal councils.

The Metropolitan Region has a General Board in which all municipalities have a representation from the college or the council. In addition, there is an executive committee consisting of the mayors of Eindhoven, Helmond, and Best. The mayor of Eindhoven is also president of the MRE.

The General Board of the Metropolitan Region of Eindhoven determines the framework of the policy that is implemented by the executive board. The General Board consists of 24 members: one representative from each municipality and the three members of the executive board. Every municipality has two votes. The members (mayor, alderman or councilor) are appointed by the city council.

Executive board. The executive board is responsible for all monitoring activities and monitoring the regional strategy, the external representation of the region and the internal functioning. The executive board meets once a month.

Advisory committee for finance. In accordance with the common regulations, the General Board of the Eindhoven Metropolitan Region can set up permanent committees of advice for the daily board, general board, or chairman. The general board has set up a permanent advisory committee for the financing issues.

BOX 2.2. Multipurpose cooperation model – Eindhoven metropolitan area**FUNDING**

Funding for the Eindhoven metropolitan area is from the residents' contributions.

For the year 2020, the origin of resources that make up the budget of the MRE are:

- Province: 20,000; <1%;
- Municipalities - GGA work budget: 106,800; 1%
- Municipalities - Brainport Development shareholders: 2,352,077; 17%
- Other contributions: 493,924; 4%
- Contribution reserves: 180,222; 1%
- Residents' contribution: 10,674,473; 77%

The funds of the Eindhoven metropolitan area will be used on the following issues in the year 2020:

- Brainport Development: 4,267,879; 31%
- Economy: 274,436; 2%
- Rural area Transition: 439,713; 3%
- Energy transition: 415,780; 3%
- Mobility, including GGA: 471,401; 3%
- RHCe: 2,180,012; 16%
- Administrative cooperation etc.: 709,253; 5%
- Unforeseen expenditures: 16,969; 0%
- Overhead: 2,142,247; 16%
- Stimuleringsfonds: 2,909,807; 21%

Two agreements govern financing grants:

- Through the Stimuleringsfonds - incentive funds. The purpose of this fund is to subsidize projects that strengthen the economy in the region. Keywords are cooperation and innovation.
- Through the Advice Regulation (SAR) which has been in force since 2013. This scheme is a subsidy primarily intended to stimulate innovative developments in individual SMEs with added value for the region. The SAR provides a subsidy for the costs of an external consultant, with the aim of supporting an innovation or its implementation. Subsidy conditions include a requirement that entrepreneurs must be based in the Eindhoven region and developing a new economic activity which leads to the maintenance or creation of new jobs and clear added value for the region, such as: strengthening the business community, improving the quality of the leisure sector, incentives for livability and sustainability. The budget for this scheme is limited.

One important aspect is that the Metropolis region will continue to be the only subsidiary to Brainport Development, as a regional paying authority.

RESPONSIBILITIES

Once every four years, a Regional Agenda with an annual implementation program is drafted. For the period 2014-2018, it had the following main missions: economic strategy, energy strategy, mobility, transition to rural areas.

1. Economy: interventions seek to prevent the fragmentation of interests and foster joint investment in knowledge, infrastructure, and attractiveness, thus enabling the region to retain its competitive edge against global competition. The Eindhoven Metropolitan Area provides the financial resources for keeping its economic strength, both through the 21 municipalities' contribution to Brainport, and directly through instruments such as the Stimuleringsfonds (incentive funds).

BOX 2.2. Multipurpose cooperation model – Eindhoven metropolitan area

RESPONSIBILITIES

2. Mobility: concerns itself with the regional, national and international accessibility of the region. An unreachable region has a negative impact on all other elements that affect the success recipe for Brainport, and successful accessibility interventions are seen as the flywheel for all other developments. The Eindhoven Metropolitan Area opts for those projects that contribute to the unique economic profile of the whole region and mobility ranks highly in this regard.

3. Energy transition: for the future generations there is a duty to providing a business climate that can ensure sustainable energy availability. Energy supply certainty is a major consideration for companies intending to settle in the region.

4. Transition to rural areas: the high-tech activity that is visible within the MRE makes the region unique. However, this is not the region's only value proposition - the agricultural sector is also important to the region and contributes to the quality of the business climate. However, the agricultural sector is changing and within the regional theme "transition to rural areas" the focus is on improving the economic structure, strengthening spatial and ecological quality, and connecting rural and urban areas. This contributes to the quality of life and to the special economic profile of the entire region.

AREAS OF INTER-JURISDICTIONAL COOPERATION

Four platforms of cooperation: economy, mobility, energy transition, transition to rural areas

STRATEGIC PROJECTS

1. Economy:

- The 21 municipalities in the Eindhoven metropolitan area have insight into the various economic agendas and challenges in the region and link them to Brainport Eindhoven's strategy.
- Relevant parties make optimum use of the Stimuleringsfonds and are embedded in the ecosystem of municipalities, entrepreneurs, knowledge institutions, and intermediary organizations such as Brainport Development and BOM.
- The Eindhoven Metropolitan Area - complementary to the work field of Brainport Development - has identified and explored emerging economic opportunities and, where relevant, formulated concrete proposals (plans of approach) for how to invest and tackle them in our regional cooperation landscape.

2. Mobility:

- Expansion of SmartwayZ.NL with the total accessibility agenda or equivalent recognition from the province on the importance of all measures included herein.
- Management and monitoring of cross-regional issues concerning accessibility, including the Southeast Brabant public transport concession, practical coordination of roadworks and events and the Logistics Action Agenda.

3. Energy transition:

The regional municipalities use a coordinated method for the implementation of large-scale energy projects, including preconditions, such as the local reinvestment of revenues from sustainable forms of (large-scale) energy generation (social innovation). This is already an obligation under the area regulation of the Province of Noord-Brabant.

A start has been made in the region on the realization of three concrete projects to produce (large-scale) sustainable energy with the potential to share and scale up experiences.

Coordination in the approach of municipalities in order to achieve sustainable new construction and for retrofit of existing construction. A regional digital energy desk was established and will continue to make existing housing stock more sustainable.

4. Transition to Rural Areas:

- Definition of a regional target image of the future rural area, including opportunities for improving the economic structure of rural area and their spatial and ecological quality.
- The MRE developed joint spatial economic principles to address solutions for energy, climate, and new economic carriers in the rural area and thereby regional harmonization of the rules.
- A knowledge platform where exchange takes place between the 21 municipalities, higher authorities, and social parties.

Interjurisdictional cooperation in Spain

Spain is a highly decentralized country, that has continuously developed its level of decentralization since the adoption of the Spanish Constitution in 1978, which establishes that the State is territorially organized into three levels of government: the central government, the regional tier or the comunidades autónomas (autonomous communities) and the local tier, formed of municipalities, and provinces.

Municipalities represent the first level of administrative units and they are administered and governed by the council which is constituted of directly elected councilors, together with the mayor, who is elected by the councilors. The Spanish Constitution also establishes that municipalities have the right to freely associate in supramunicipal authorities, while giving, at the same time, the autonomous communities the competencies to regulate the creation of supra-municipal institutions.

In this context, there is no common framework for intermunicipal cooperation, they are regulated differently at the regional level. However, there are various models of cooperation, in the form of metropolitan areas, consorcios (consortium), comarcas (counties) or mancomunidades (associations).

TABLE 3. Public Administration Structure in Spain¹⁷

LEVEL OF GOVERNMENT	GOVERNING STYLE	RESPONSIBILITY
CENTRAL	Power has been decentralized in Spain. While some commentators contend that membership in the EU and the trends towards intergovernmentalism have started to bring power back to the center, others note that regional development policy and interventions such as INTERREG give increased scope to Spain's regions.	Foreign policy; labor (unemployment and social security benefits); security (police and armed forces); infrastructure (national roads and waterways, ports, and coasts); fiscal and monetary policy; health and education (in regions where these responsibilities have not been devolved)
REGIONAL (AUTONOMOUS)	17 comunidades autónomas; the central government has devolved more power to some regions than others but the trend is toward gradual homogeneity; unicameral legislative body	Social programs (health, education) in some regions; central government issues basic policy, and regional government develops it to specific needs (i.e. transportation, economic development and environmental policy.)
LOCAL	Provincial Deputation	50 provinces established in 1833. Limited competencies after creation of autonomous communities.
	Municipal	8,000 plus municipalities. Parliamentary style – citizens elect municipal council, which elects a mayor. The mayor appoints a board of governors from his party.
		Assist and complement municipalities; focus on a limited number of services such as hospitals and provincial roads
		Municipal police, traffic enforcement, urban planning and development, social services, municipal taxes, civil defense

¹⁷ Source: Organisation for Economic Co-operation and Development (OECD). 1997. "Managing Across Levels of Government: Spain" and "Local Government in Spain", Ministry of Public Administration and Comisión de Planeamiento y Coordinación del Área Metropolitana de Madrid – in International Centre for Local and Regional Development. 2011. "International Cases in Cross-Border and Interjurisdictional Planning. Collaborative Communities: Co-Operation among Rural Municipalities – Insights from Spain"

LEVEL OF GOVERNMENT	GOVERNING STYLE	RESPONSIBILITY
INTERJURISDICTIONAL BODIES	Mancomunidades (over 900) Horizontal cooperation in providing services among municipalities	Municipal services
	Comarcas —compulsory associations of municipalities under regional law.	Judicial and administrative functions
	Consortios —association of municipalities, provincial, regional and central government bodies; can also include private organizations.	Usually single-purpose organizations e.g. economic promotion, cultural promotion, water supply.
	Metropolitan areas —local entities of local governments within built-up urban areas.	Urban planning and the management of spaces.

More specifically, the autonomous communities (NUTS II Regions) are divided into provinces, which in turn are subdivided into comarcas. Comarcas are territorial divisions based mostly on historical boundaries which have limited competencies in spatial planning and in providing a framework for the implementation of development plans. At the same time, consortiums (consorcios) are a form of vertical partnership between the local, regional, and national levels of government for the delivery of local services.¹⁸ Consortiums can also include the private sector and non-profit organizations, their scope being the delivery of services such as economic promotion, cultural promotion, water supply, solid waste management, theater and hospital management, as well as inter-regional cross-border collaboration.

At the same time, metropolitan areas in Spain do not have a statistical delineation, they are established based on academic studies or institutional initiatives such as the Digital Atlas of Urban Areas in Spain, from the Ministry of Development.¹⁹ Depending on the degree of decentralization, there are various models of institutional arrangements implemented in Spain, such as metropolitan governments (e.g. Barcelona Metropolitan Area), metropolitan agencies (e.g. the three sectoral agencies in Valencia for water services, waste treatment, and transportation), vertical coordination (e.g. vertical coordination by the regional and provincial governments in Bilbao), as well as horizontal coordination (e.g. in Madrid, where the limits of the urban area are similar to the limits of the regional government).

With respect to the mancomunidades, this is the most common form of intermunicipal cooperation, with 967 existing structures in Spain at the moment.²⁰ This term refers to a voluntary association of municipalities for the delegation of functions and competencies to an entity that has an independent budget and financial autonomy from the component bodies. The most common areas of action of the mancomunidades cover sanitation, health, education, employment promotion, maintenance of public space, water distribution, waste management, fire protection, social services, culture, tourism, and urban planning. Depending on the scope of the cooperation, a municipality can simultaneously be part of several mancomunidades. These structures are financed by the participating municipalities, according to their population, a mechanism that can be an obstacle for members with insufficient revenues. Lastly, the organizational structure is based on councilors from the member municipalities that elect a president, a vice president, and a treasurer.

¹⁸ Source: International Centre for Local and Regional Development. 2011. "International Cases in Cross-Border and Interjurisdictional Interjurisdictional Planning. Collaborative Communities: Co-Operation among Rural Municipalities – Insights from Spain"

¹⁹ Source: Mariona Tomàs. 2017. "Explaining Metropolitan Governance. The case of Spain". Raumforschung und Raumordnung – Spatial Research and Planning, vol. 75

²⁰ Source: <https://ssweb.seap.minhap.es/REL/frontend/inicio/mancomunidades/all/all>

TABLE 4.
Major areas of Interjurisdictional cooperation in mancomunidades²¹

CATEGORY	TYPES OF ACTIVITIES / DELIVERABLES
CITIZEN PROTECTION AND SECURITY	<ul style="list-style-type: none"> • Security and civil protection • Fire services
PUBLIC SERVICES AND SOCIAL WELFARE	<ul style="list-style-type: none"> • Sanitation and health • Education • Delivery of social assistance • Promotion of education (life-long learning) • Employment promotion • Undertaking and cemeteries
WASTE, WATER AND SANITATION	<ul style="list-style-type: none"> • Waste collection • Water purification and distribution • Maintenance of services – cleaning, lighting, electrical services, drainage, gardens, and public spaces
ENVIRONMENT AND SPATIAL PLANNING	<ul style="list-style-type: none"> • Environment and landscape – protection and regulation • Housing • Spatial planning and urban design
INFRASTRUCTURE	<ul style="list-style-type: none"> • Basic infrastructure and public works • Transport and mobility • ICT • Abattoirs, markets and supplies
PRODUCTIVE SECTOR	<ul style="list-style-type: none"> • Agriculture – farming, fisheries, and forestry • Industry • Energy • Mining • Tourism • Commerce • Economic and social development
CULTURE AND HERITAGE	<ul style="list-style-type: none"> • Promotion of cultural expression • Physical education, sports, and recreation • Heritage, the arts and local history • Social inclusion and citizen participation
ADVISORY	<ul style="list-style-type: none"> • Basic information, studies, research, and technical assistance • Consumer protection • Collection of financial and budget data • Delivery of administrative and other delegated functions

²¹ Source: Figueras, P. R., Haas, C., Amer Capdevila, C. & Vilaplana, V. 2005. "Las mancomunidades en España. Boletín de la A.G.E. 39" – cited in International Centre for Local and Regional Development. 2011. "International Cases in Cross-Border and Interjurisdictional Planning. Collaborative Communities: Co-operation among Rural Municipalities – Insights from Spain"

Last, apart from these typologies of administrative structures, interjurisdictional cooperation in Spain is also implemented through a series of other entities that involve public and private stakeholders in vertical and horizontal cooperation models such as specific departments in the provincial councils (e.g. provincial patronatos / boards in the tourism sector) or commercial societies.

The following boxes provide a series of examples of models of interjurisdictional cooperation in Spain:

BOX 3.1. Multipurpose cooperation – Barcelona Metropolitan Area



TYOLOGY OF COOPERATION MODEL

Barcelona Metropolitan Area is a metropolitan public administration since July 27, 2010, when the Parliament of Catalonia unanimously approved Law 31/2010 of the Metropolitan Area of Barcelona. The Metropolitan Area of Barcelona has its own legal personality, as well as autonomy to fulfill its purposes.

MEMBERS

Barcelona Metropolitan Area is situated in Catalonia, comprises 36 municipalities ranging from municipalities with less than 10,000 inhabitants to the City of Barcelona with more than 1,000,000 inhabitants: Barcelona, Badalona, Badia del Vallès, Barberà del Vallès, Begues, Castellbisbal, Castelldefels, Cerdanyola del Vallès, Cervelló, Corbera de Llobregat, Cornellà de Llobregat, El Papiol, El Prat de Llobregat, Esplugues de Llobregat, Gavà, L'Hospitalet de Llobregat, La Palma de Cervelló, Molins de Rei, Montcada i Reixac, Montgat, Pallejà, Ripolllet, Sant Adrià de Besòs, Sant Andreu de la Barca, Sant Boi de Llobregat, Sant Climent de Llobregat, Sant Cugat del Vallès, Sant Feliu de Llobregat, Sant Joan Despi, Sant Just Desvern, Sant Vicenç dels Horts, Santa Coloma de Cervelló, Santa Coloma de Gramenet, Tiana, Torrelles de Llobregat, Viladecans

SURFACE

636 Km²

POPULATION

3.2 million people

OBJECTIVES / VISION

The scope of the Barcelona metropolitan area is to improve the provision of public services in the metropolitan area of Barcelona and to ensure citizen involvement and participation.

ORGANIZATIONAL STRUCTURE

The administration of AMB is comprised of several distinct bodies such as the metropolitan council, the president, the executive vice president, the vice presidents, the governing board, the metropolitan political groups, as well as other bodies (the council of mayors, the special audit commission and metropolitan political groups). Mayors and councilors elected from each municipality sit on the metropolitan council, the main body that appoints the president, adopts the regulations and monitors the implementation of public policies. The metropolitan council is the highest governing body of the AMB. Among its powers is the appointment and removal of the AMB presidency; the approval of the Metropolitan Action Plan, which includes projects and services that the AMB will develop during the mandate; the approval of ordinances and regulations, as well as the determination of the rates of metropolitan services.

BOX 3.1. Multipurpose cooperation – Barcelona Metropolitan Area

The responsibilities of the metropolitan council cover the following:

- Appoint and dismiss the president.
- Take into consideration the appointments and dismissals of the metropolitan councilors are part of the metropolitan area of Barcelona.
- Establishment of AMB sub-entities and commissions
- Approve the action plan, ordinances and regulations.
- Matters relating to finances, such as budget and tariff setting, acquisition and disposal of assets and rights.
- Approve the economic contributions of the municipalities to the metropolitan patrimony.
- Authority to make all necessary decisions to execute its mandate
- All matters related to human resources such as approval of the workforce, the list of jobs, the remuneration, etc.
- Report on the incorporation of new municipalities in the metropolitan area of Barcelona.²²

The responsibilities of the president are as follows:

- Represent the metropolitan area of Barcelona.
- Convene and chair the meetings of the metropolitan council, the Governing board and any other metropolitan body and decide in case of a tie with a quality vote.
- Approve the internal organization of the metropolitan administration, appoint and terminate the eventual advisory staff and propose to the metropolitan council the appointment and removal of the eventual management
- personnel. Approve the development programs of the metropolitan action plan.
- Initially and provisionally approve the urban planning instruments, while the final approval belongs to the metropolitan council.
- Direct the staff of the metropolitan area of Barcelona.
- Approve the basis for the selection and provision of places and jobs, fire the workforce and apply the disciplinary regime, as well as exercise the other functions that are not attributed to other bodies in matters of personnel.
- Award concessions and acquire real estate and rights subject to property law within prescribed limits.
- Appoint and dismiss the executive vice president and the other vice presidents.
- Authorize, arrange expenses and recognize obligations within the limits of its competence, order payments, and render accounts.
- Exercise administrative and judicial actions in matters within its competence.
- Impose sanctions in the exercise of the competencies of the metropolitan area of Barcelona and in application of the laws and of the metropolitan ordinances or regulations.²³

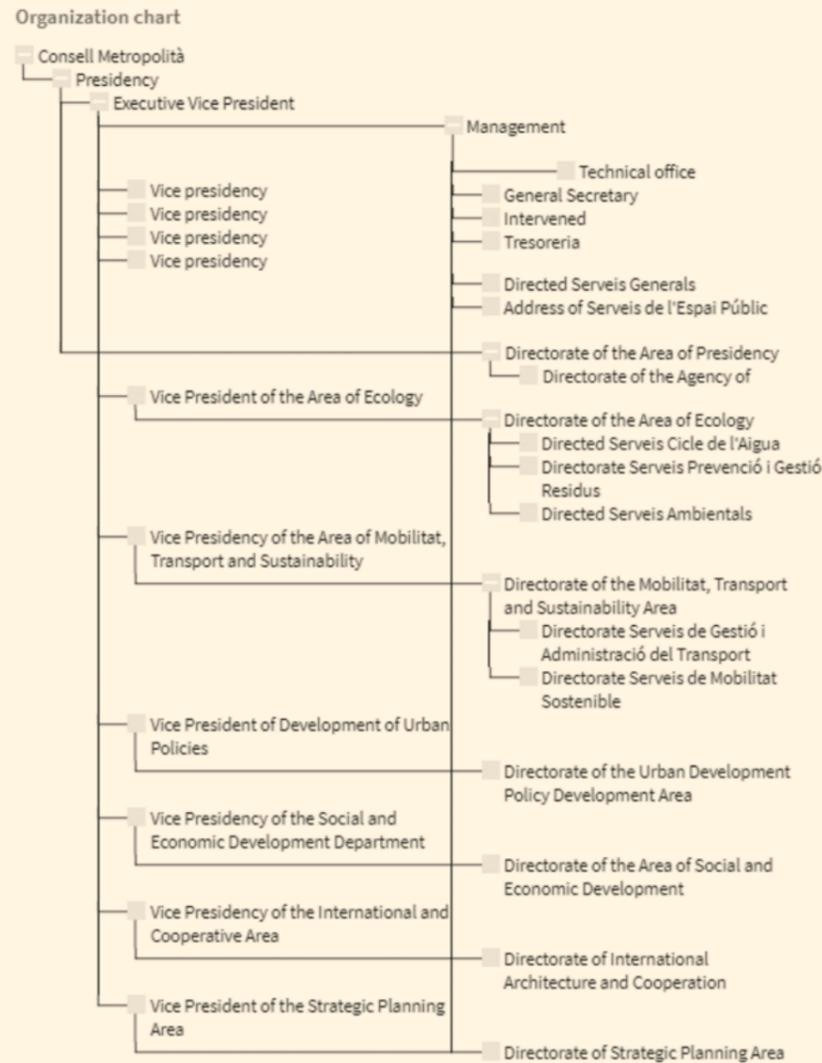
ORGANIZATIONAL STRUCTURE

²² Source: <http://www.amb.cat/s/es/web/amb/la-institucio/marc-juridic.html>

²³ Source: <http://www.amb.cat/s/es/web/amb/la-institucio/marc-juridic.html>

BOX 3.1. Multipurpose cooperation – Barcelona Metropolitan Area

ORGANIZATIONAL STRUCTURE



The metropolitan area of Barcelona is be financed through the following sources:

FUNDING

- Income from equity and other income under private law.
- The surcharge on the real estate tax.
- Other surcharges on the taxes of the municipalities.
- Public fees and prices to provide services and to carry out activities within its competence.
- The fees and other rights in their favor to exploit public services and use the metropolitan public domain. Urban fees and special contributions to carry out works and to establish, improve or expand services.
- The product of fines and penalties.
- Transfers from supra-municipal entities regarding the delegation of competencies agreed upon.
- The contributions of the municipalities that comprise it.

BOX 3.1. Multipurpose cooperation – Barcelona Metropolitan Area

FUNDING

- Subsidies and other income from public law.
- The product of credit operations.
- Resources from the European Union and from community programs.
- Any other resource created to finance the metropolitan area of Barcelona (AMB).²⁴

According to the law, the competencies and objectives of Barcelona metropolitan area cover the following:

RESPONSIBILITIES

- The Metropolitan Urban Master Plan will be formulated by the metropolitan area, which means providing it with land-use planning instruments adapted to common needs and requirements.
- In terms of public space and infrastructure of metropolitan interest, the metropolitan area of Barcelona develops the actions of territorial structuring necessary for the articulation, connectivity, mobility and functionality of the territory.
- The metropolitan environment has its own Urban Planning Commission, which will enable all urban affairs of the 36 municipalities that comprise it to be analyzed according to joint planning.
- The metropolitan administration promotes actions both to facilitate access to housing through the promotion of affordable social housing, as well as to rehabilitate the existing housing stock.
- There is a desire that the metropolitan environment be an intelligent city, where the use of new technologies guarantees more and better services for citizens, in a sustainable environment from a social, economic and environmental point of view.
- The action of the AMB in the environmental field is observed in the preservation of natural spaces such as the Collserola mountain range, as well as in the recovery and regeneration actions of the Besòs and Llobregat rivers.
- The AMB manages the 30 km of metropolitan beaches, from Castelldefels to Montgat, and develops the integral maintenance of the network of 51 metropolitan parks.
- The rounds of Barcelona are a basic element of the metropolitan basic road network and are now managed by the new administration.
- The AMB develops international collaboration projects and provides technical assistance to other cities in the Mediterranean through the Medcities project.
- Prepares and approves the Metropolitan Urban Mobility Plan.
- The AMB has competencies in the transport of surface passengers in the 36 metropolitan municipalities.
- The services managed by the AMB cover 70% of the metropolitan mobility that occurs in the collective means of transport.
- Barcelona is recognized as the most dynamic metropolitan agglomeration in the Euro-Mediterranean area. The AMB is committed to mobilizing capacities and knowledge to increase the international presence, to boost economic activity, and to attract innovative people and activities.
- The AMB acquires skills in the field of economic and social development to promote economic activity and strategic planning and promote employment and business creation.²⁵

²⁴ Source: <http://www.amb.cat/s/es/web/amb/la-institucio/marc-juridic.html>

²⁵ Source: <http://www.amb.cat/s/es/web/amb/la-institucio/presentacio.html>

BOX 3.1. Multipurpose cooperation – Barcelona Metropolitan Area

AREAS OF INTERJURISDICTIONAL COOPERATION

- The Metropolitan Area of Barcelona covers the following key areas/sectors:
- Territory
 - Transport and mobility
 - Environment
 - Social and economic development
 - International relations

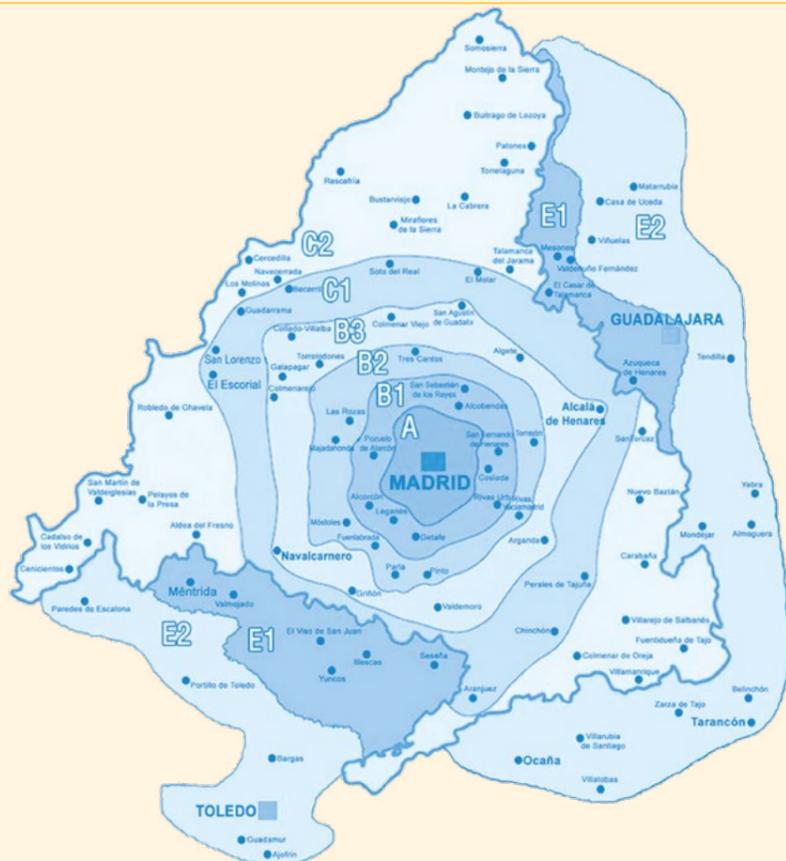
STRATEGIC PROJECTS

The metropolitan area of Barcelona implemented numerous successful projects in various areas of interest. Some of them regard the elaboration of the Plan Director Urbanistic Metropolitan or the urban regeneration plan for the Roca industrial area.

BOX 3.2. Single-purpose cooperation – Regional Transport Consortium of Madrid (CRTM)

CONSORCIO REGIONAL DE TRANSPORTES DE MADRID

(REGIONAL TRANSPORT CONSORTIUM OF MADRID, CRTM)



TYOLOGY OF COOPERATION MODEL

The Regional Transport Consortium of Madrid is an autonomous organization established by, and functionally dependent on the regional government. It was created by the adoption of Law 5/1985 on the creation of the Regional Consortium for Regular Public Transport in Madrid and it is established as an entity with its own legal personality and assets.

MEMBERS

The Regional Transport Consortium of Madrid covers the entire territory of the region of Madrid, which consists of 179 component municipalities.

BOX 3.2. Single-purpose cooperation – Regional Transport Consortium of Madrid (CRTM)

Surface 8,028 km²

Population 6.5 million people²⁶

OBJECTIVES / VISION

The scope of the Regional Transport Consortium of Madrid is the provision of public transport services to the inhabitants of the entire Madrid Region and associated municipalities. The main functions of the consortium are:

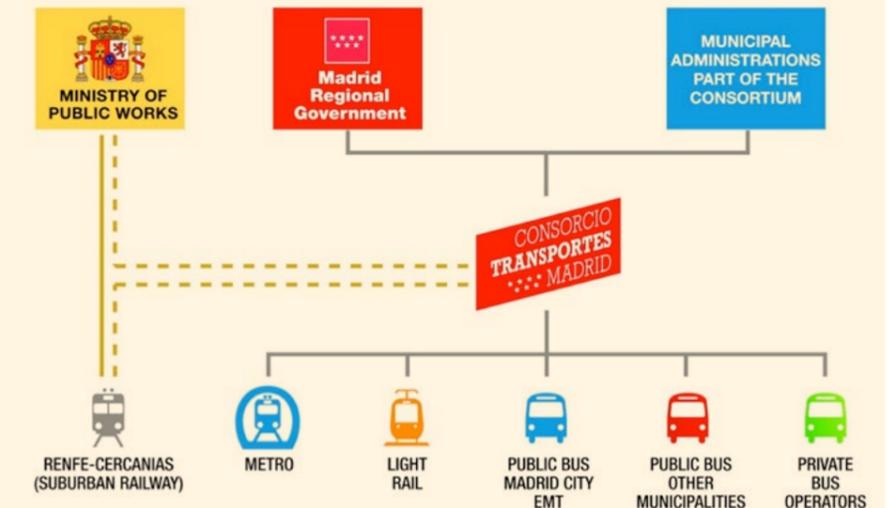
- Planning of public transport infrastructures;
- Establishment of an integrated fare framework for the system;
- Planning and coordination of services and programs for the operation of all transport modes; and
- Creation of a global image of the transport system in which the consortium leads the relationship with users.²⁷

The organizational structure of the CRTM is composed of:

- A board of directors, which represents the highest authority;
- The technical committee, which is responsible for consultation and support to the board of directors;
- The president and the vice president who are appointed from the members of the board of directors;
- The managing director.
- The Administrative Board of CRTM is composed of representatives of the Madrid Region, adhered municipalities, state administration and different entities: private transport operators, trade unions or user and consumer associations – seven members from Madrid regional government, six members from associated municipalities (three from Madrid city council), two members from the Spanish government, two private transport operators, two members from trade unions and one member from user and consumer associations.

ORGANIZATIONAL STRUCTURE

INSTITUTIONAL FRAMEWORK



²⁶ Source: The Regional Transport Consortium of Madrid. "The Sustainable Mobility Strategic Plan of the Madrid Region 2013-2025"

²⁷ Source: The Regional Transport Consortium of Madrid. 2013. "Madrid, a world reference"

BOX 3.2. Single-purpose cooperation – Regional Transport Consortium of Madrid (CRTM)

The responsibilities of the board of directors cover the following:

- Approve the Draft Budget of the consortium.
- Approve the preliminary draft consolidated budget of the consortium and its dependent public companies
- Initially approve the general plan of infrastructures and services for regular passenger transport, excluding roads, and submit it to the governing council of Madrid for final approval, after a report from the Urban Planning and Environment Commission of Madrid
- Approve the infrastructure plans and the plans related to the services of its competence.
- Approve the tariff structure of the consortium and the companies included therein.
- Prepare and approve the projects or the program contracts and the agreements to be signed with transport companies.
- Prepare the guidelines of the passenger transport policy in the scope of the Consortium's powers, as well as the objectives of the fare policy.
- Agree with the competent public administrations on the compensations that proceed in favor of the consortium.
- Write the draft statutes of the consortium as well as the regulations derived from them.
- Approve authorizations and concessions related to public passenger transport.
- Approve the distribution of income and compensation to the companies for which the contributions made by each of the consortium entities will be considered.
- Financial action such as year-end reporting, approving expenses within delegated limits.
- Appoint the managing director at the proposal of the chairman of the board of directors.
- Approve the organizational structure of the consortium's services at the proposal of the managing director.
- Inspect the agreements adopted in the managing director by public companies integrated in the consortium.²⁸

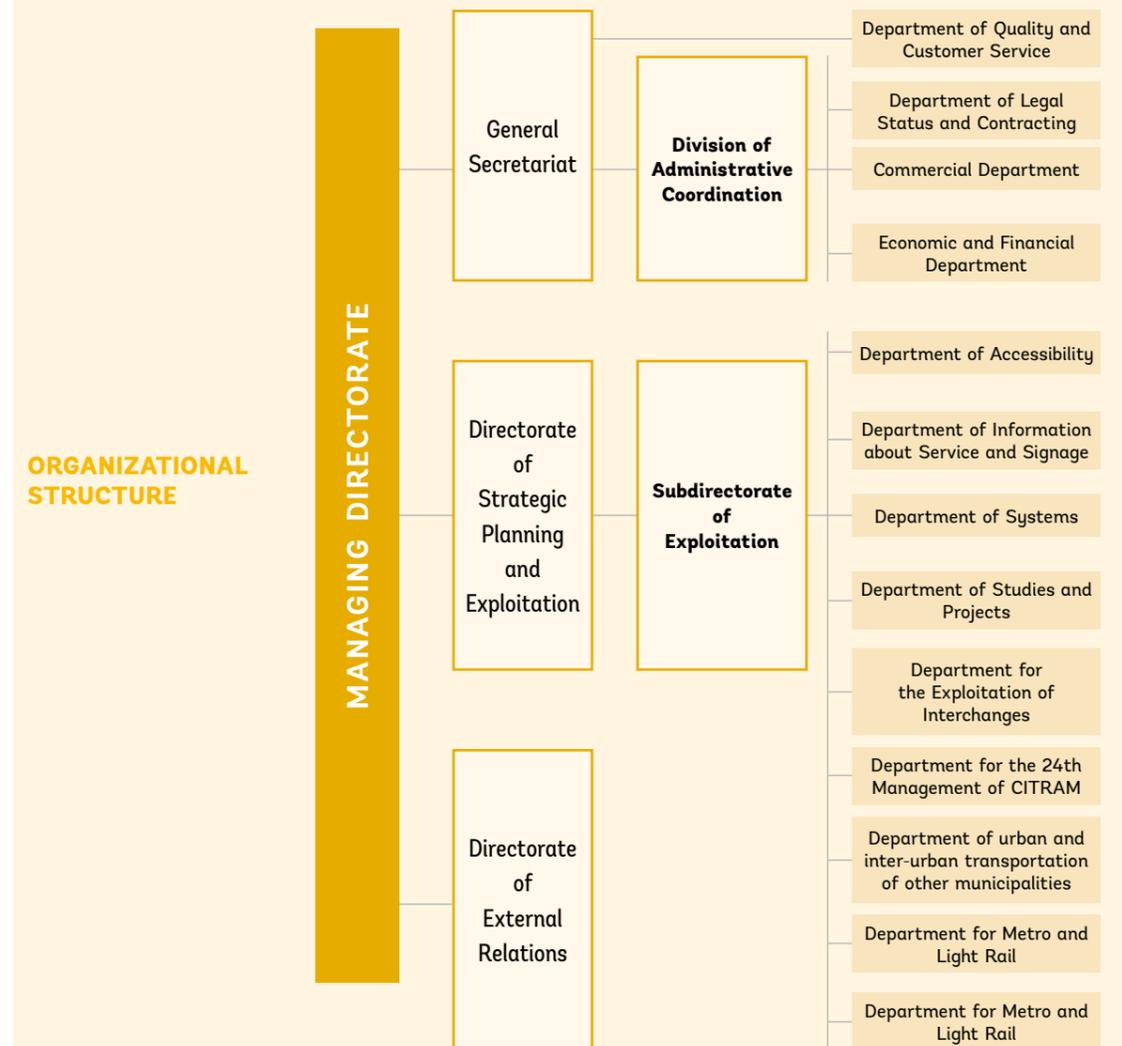
At the same time, the responsibilities of the President of CRTM include:

- Preside and set the agenda for the meetings of the managing director, and exercise, if necessary, the quality vote.
- Legally represent the consortium before the administrative and jurisdictional bodies.
- Appear before the Madrid Assembly to account for the actions of the Consortium.
- Direct and supervise the administrative and technical operation of the Consortium.
- Propose the appointment of the managing director of the consortium to the board of directors.
- Authorize expenses and order payments from the Consortium budgets.
- Issue the appointments of the chairs of the internal organs of the Consortium.²⁹

ORGANIZATIONAL STRUCTURE

BOX 3.2. Single-purpose cooperation – Regional Transport Consortium of Madrid (CRTM)

In addition, the CRTM has approximate 140 staff members, in three main directorates: Strategic Planning and Exploitation, General Secretariat and External Relations.



ORGANIZATIONAL STRUCTURE

FUNDING

The main funding sources for the CRTM are:

- The contributions for the maintenance of services.
- The contributions granted to it by the state, region of Madrid, and the municipalities integrated in the consortium
- The contributions of the member companies
- Revenue corresponding to the sale of multimodal tickets implemented by the Consortium
- Fines and sanctions imposed in the exercise of its powers.
- Income derived from advertising, from any sponsorship or patronage formula, from the exploitation of the integral rights, from the provision of advice, and any other activities, commercial or not, that derive from the signing of agreements, or contracts.

²⁸ Source: Law 5/1985 on the creation of the Regional Consortium for Regular Public Transport in Madrid

²⁹ Source: Ibidem

BOX 3.2. Single-purpose cooperation – Regional Transport Consortium of Madrid (CRTM)

RESPONSIBILITIES

The main responsibilities of the CRTM according to Law 5/1985 include:

- The planning of public passenger transport infrastructure, defining the guidelines of the policy to be followed; the programming of the investments and the supervision of the corresponding projects.
- The planning of services and the establishment of coordinated exploitation programs for all the companies that provide them.
- The development and approval of a common tariff framework that defines the tariff revenues to be received from users.
- The processing and resolution of authorizations and concessions.
- Inspection and sanction.
- The collection of the income from the multimodal tickets.
- The distribution among public companies dependent on the consortium, of the income from tariffs and the establishment of the compensation regime.
- Advertising, information and relations with users.
- The top management and control of public companies dependent on the Consortium.
- The coordination, by agreement, of the investment activity of the different agencies of the state administration, autonomous, and local, whose powers in matters of transport have not been transferred to the consortium.
- Coordination by agreement with the agencies that develop action programs that directly affect transport, such as land planning or the development of new national road network.³⁰

STRATEGIC PROJECTS

Some of the major projects implemented or developed by CRTM since its establishment include:

- The implementation of an integrated tariff scheme and of the Travel Pass (a multimodal, integrated travel ticket);
- The extension plans for the metro and light rail network;
- Strengthening the suburban bus network through the development of two major programs: the Madrid plan for metropolitan bus terminal interchanges and the plan for bus platforms on national and regional roads;
- The development of Suburban Bus Stops Fittings and Signage Plan;
- The establishment of CITRAM (The Integrated Public Transport Management Center);
- The Modernization Plan for Suburban Road Transport;
- The elaboration of the Sustainable Mobility Strategic Plan of the Madrid Region 2013-2025.

³⁰ Source: Law 5/1985 on the creation of the Regional Consortium for Regular Public Transport in Madrid

BOX 3.3. Multipurpose cooperation – Regional Transport Consortium of Madrid



TYPOLOGY OF COOPERATION MODEL

The Mancomunidad de Municipios de la Costa de Sol Occidental was established in 1986 in the form of a voluntary association.

MEMBERS

The mancomidad consists of 11-member municipalities, as follows: Benahavis, Benalmadena, Casares, Estepona, Fuengirola, Istán, Manilva, Marbella, Mijas, Ojen, and Torremolinos.

SURFACE

978.3 Km²

POPULATION

529,596 inhabitants

OBJECTIVES / VISION

The purpose of the mancomidad is to represent the joint management of a series of public services

FUNDING

The financial resources of the mancomunidad, according to its statute, include:

- Revenue of private rights
- Subsidies and other income of public rights
- Fees for the provision of services or the performance of activities within its competence
- Special contributions for the execution of works or for the establishment, expansion or improvement of services within its competence
- Shares from credit operations.
- Fines
- The contributions of the joint municipalities.³¹

ORGANIZATIONAL STRUCTURE

The organizational structure of the mancomidad is established by the Statute of the association. Its governing bodies are:

- **The assembly of the mancomidad**, which is responsible for government control and oversight of the action of the government bodies. The members of the Assembly are appointed by each municipality, and their number varies according to the population of the municipality.
- **The president and the vice presidents**, which are appointed from the members of the Assembly
- **The management commission**, which is composed of the mayors of the eleven municipalities and it assists the President
- One or more **information commissions** may also be created by the Assembly.

³¹ Estatutos de la Mancomunidad de Municipios de la Costa del Sol Occidental

BOX 3.3. Multipurpose cooperation – Regional Transport Consortium of Madrid

ORGANIZATIONAL STRUCTURE



In accordance with its statute the main responsibilities of the mancomunidad cover the following areas of interjurisdictional cooperation:

RESPONSIBILITIES

- Water management** – This sector comprises the management of water supply, sanitation, treatment of urban wastewater, as well as regeneration of treated wastewater for reuse;
- Management of urban solid waste** – including the treatment of solid waste, the management of the transfer plants and waste recycling;
- Urban planning** – the main responsibilities of the mancomunidad include strategic planning, consultancy for the local municipalities, as well as inspection for the municipalities that request it;
- Coastal management** – This mancomunidad provides assistance to the local municipalities in the maintenance of beaches;
- Environment** – including the organization of campaign for the protection of the environment, or reforestation initiatives;
- Tourism** – including information and promotion of tourism activity and resources
- Fire protection service** – offers assistance for coordination of fire and control campaigns
- Joint investment plans** – covers the development or the implementation of major projects relevant at supra-municipal level
- Other activities and services** – the mancomunidad can also be involved in other sector of activity such as culture, sports, economy etc.

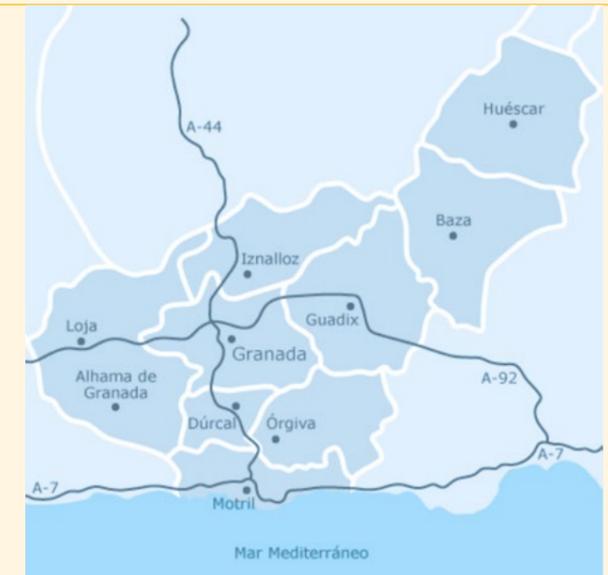
BOX 3.3. Multipurpose cooperation – Regional Transport Consortium of Madrid

STRATEGIC PROJECTS

- Some of the most important projects implemented by the mancomunidad de municipios de la Costa de Sol Occidental include:
- The implementation of the BICYCLE SLEEP project, though which the mancomunidad developed the cycling network and services for tourists;
 - The development of the Solmarina initiative and platform that organizes events and specialized activities and offers information on companies and clubs of water ecotourism.

BOX 3.4. Single-purpose cooperation – Provincial Tourism Board of Granada

PATRONATO PROVINCIAL DE TURISMO DE GRANADA (PROVINCIAL TOURISM BOARD OF GRANADA)



TYOLOGY OF COOPERATION MODEL

The Provincial Tourism Board of Granada was established in 1982 as an autonomous local body of the Provincial Council of Granada.

OBJECTIVES / VISION

- The main purpose of the Provincial Tourism Board of Granada is to transform the traditional model of tourism administration into a new modern instruments of destination management. The board's main objectives are:
- To promote, both nationally and internationally, the rich and varied tourist offering of the province and to consolidate Granada as a holiday destination.
 - To promote tourism development in the province of Granada to turn tourism into the engine of its economy and an important source of employment and income.
 - To retain the tourist who visits the province, offering professional attention and information to make the stay more pleasant and satisfactory.

ORGANIZATIONAL STRUCTURE

- The organizational structure of the Tourism Board is comprised of three major bodies: **governing bodies** (the president, the vice president, the governing council), **management bodies** (board of directors, director, regional chiefs) and **advisory bodies** (advisory board, territorial forums, sectorial forums, commission of tourist municipalities and representatives of the provincial tourism sector).
- Among these, the President of the board of director and of the provincial council of Granada has the following responsibilities:
- Convene, preside, suspend the sessions of the governing council, direct the deliberations and decide ties with a quality vote.
 - Form the draft budget of the autonomous body, assisted by the director, auditor, and treasurer.

BOX 3.4. Single-purpose cooperation – Provincial Tourism Board of Granada**ORGANIZATIONAL
STRUCTURE**

- Financial authority such as authorize and dispose of expenses, ordering payments.
- Represent the autonomous body before the courts, administrations, corporations, authorities, notaries and individuals and exercise judicial and administrative actions and the defense of the agency in matters that fall within its competence.
- Approve the organizational structure of the services and units of the agency.
- The Governing Council's main responsibilities include:
- Determine the policy of action and management of the autonomous organization; approve the annual performance program.
- Initial approval of the budgets and annual accounts
- The exercise of judicial and administrative actions and the defense of the organism in matters of competence of the governing council.
- Approval of agreements, deals, and other instruments of collaboration and cooperation with other administrations, agencies, entities, or any other natural or legal persons, which are within their competence.
- Authorize and dispose of expenses within the limits of its competencies.
- In addition, the advisory bodies play a major role in the board's activities since they benefit from the presence of a great variety of relevant stakeholders. For example, the Advisory Board includes:
- A representative from the department of the provincial council with competencies in the cultural sector
- A representative from the department of the provincial council with competencies in territorial development and planning
- A representative from the department of the provincial council with competencies in providing assistance to municipalities
- A representative from the department of the provincial council with competencies in the environment sector
- A representative from the department of the provincial council with competencies in the sports sector
- Two representatives of the city of Granada
- A representative of each city Council whose population exceeds 20,000 inhabitants
- Seven representatives of the Federation of Hospitality Entrepreneurs, representatives of each of the seven tourist regions of the province
- A representative of the chamber of commerce, industry and navigation.
- A representative of each of the most representative trade unions in the tourism sector
- A representative of each of the provincial financial entities
- A representative of each of the provincial delegations of the councils of the Junta de Andalucía with competencies in tourism, culture and environment
- A delegate of the Government with state competencies in tourism
- A representative of the University of Granada
- A representative of the Provincial Accommodation Association
- A representative of the Provincial Association of Restaurants, Cafes and Bars.
- A representative of the Provincial Camping Association

BOX 3.4. Single-purpose cooperation – Provincial Tourism Board of Granada**ORGANIZATIONAL
STRUCTURE**

- A representative of the Provincial Association of Tourism Guides
- A representative of the Provincial Association of Travel Agencies
- A representative of the Provincial Association of Leisure and Spare Time
- A representative of each of the other professional tourism associations
- A representative of Cetursa Sierra Nevada S.A
- A representative of each agency responsible for the centers generating the highest tourist attraction
- The responsible person for Granada bus station
- The responsible person for Granada railway station
- The responsible person for Granada airport
- A representative of the taxi union
- A representative of the Granada Confederation of Businessmen
- A representative of each tourist region together with a representative of the Valley de Lecrín and another of the Montes de Granada, designated by the provincial council
- A representative of the Provincial Strategic Plan
- A representative of the Monumental Complex of the Alhambra and the Generalife
- A representative of the golf courses of the province
- A representative of the science park³²

FUNDING

The main funding sources of the Tourism Board are:

- The contributions of the Provincial Council of Granada
- Subsidies or extraordinary aids, or donations from natural persons and public or private entities, of any nature
- The benefits obtained by direct or indirect provision of services, as well as those obtained from the commercialization of products
- Credit operations³³

**RESPONSIBILITIES
AND ACTIVITIES**

According to its Statute, the main competencies of the board cover:

- Economic, legal and technical assistance to the municipalities with regards to tourist promotion
- The vertical cooperation with state authorities, as well as the autonomous communities
- The development of competencies delegated by state authorities or the autonomous community
- The development of competencies in the tourism sector

More specifically, the board covers two main areas of activity concerning the promotion of the tourist destination of Granada, as well as the provision of assistance for the development of local communities. In this context, the tourism board participates in national and international fairs, develops promotion campaigns and organizes professional trips for travel agents and journalists. At the same time, the board offers knowledge and support through statistical and market studies, professional advice, viability plans, tourism courses and legal support.

³² Source: Estatutos del Patronato Provincial de Turismo de Granada

³³ Source: Estatutos del Patronato Provincial de Turismo de Granada

Preliminary conclusions – relevance for Romania

The French model is based on a strong legal framework that has developed during more than one century. The cooperation culture has been built over these years, with the support of all levels of government, from the central level, to the regional, the departmental, and down to the communal level, where specific needs could only have been met through collaborative arrangements. The model has developed to the extent that there is no municipality in France left outside of a cooperation arrangement.

The cooperation structures are public entities with different mandates and competencies, according to the purpose they are established for, covering the whole spectrum – multi-purpose, single-purpose, project-based partnerships. Although the French administrative system has some similarities with the Romanian one, the cooperation culture and the government support in this respect are quite different. For instance, there is a general reluctance to cooperate in Romania. The current French experience is therefore relevant, as it brings in a variety of possibilities to be further taken into consideration. However, a series of conditions are necessary in order to replicate some of the successful outcomes and for this reason the following directions might be explored:

- A dedicated law to enable and regulate interjurisdictional cooperation that brings together the current provisions that exist in the administrative code, planning and public finance laws, and that clarifies the institutional arrangement and prerogatives of public partners;
- Government financial support and/or financial incentives to stimulate cooperation among territorial-administrative units, when dealing with development programs and projects, and with EU funding;
- Flexibility of approach in dealing with public services provision, and with integrated development aspects, such as planning, economic development, environment, etc., in the sense that distinct principles and rules could apply, and the right of a municipality to join one and/or another should be granted.

The Dutch model, if compared to the French one, is less complex, and more private sector oriented. It supports cooperation based on the development agencies structure, where these agencies have the right to manage publicly owned assets, and therefore have the capacity to formulate strategies and implement projects for their members. These structures are private enterprises, where the local authorities and public services companies are shareholders. Like in the French case, the central government and the provinces support cooperation among municipalities through financial incentives and grants.

If the Dutch model is considered an example for the Romanian cooperation system, it has the advantage of less bureaucratic structures and a flexibility of approach, as it allows the members to bring in additional partners, from the private sector, civil society, etc., according to the specific development objectives. However, the Dutch collaborative culture, private sector orientation, and approach to consensus building in public decision are important contextual factors that may limit the transferability of this structure. To work in Romania, the following aspects need to be studied in detail:

- Legal framework for government enterprises, management of municipal assets, and public-private partnership;
- Monitoring and control system for processes within public development agencies, and for related expenditures;
- Government incentives for projects developed in multi-jurisdictional cooperation, with central financial support, or EU funding;
- Ways to develop iteratively, in order to create capacity and trust between stakeholders.

The Spanish model offers a great variety of interjurisdictional cooperation models depending on the level of decentralization. Although the Spanish legal framework, in certain cases, is different from the legal framework in Romania (regarding the regional competencies in regulating intermunicipal cooperation or the existence of specific administrative bodies, established by law, in charge of interjurisdictional cooperation, as is the case of the Barcelona Metropolitan Area or the Regional Transport Consortium of Madrid), all the aforementioned models provide relevant examples for the establishment of organizational structures, funding resources, responsibilities / areas of cooperation, and the typologies of the stakeholders involved.

In addition, many of the entities presented are part of European and international networks and programs, which facilitates the exchange of best practices on their activities. For example, Barcelona Metropolitan Area acts as the headquarters for the Medcities General Secretariat, which is a network representing over 40 Mediterranean cities working in the field of sustainable urban development, while, at the same time, taking part in numerous other networks, such as Metropolis (World Associations of the Major Metropolises), and the European Metropolitan Authorities. At the same time, the Regional Transport Consortium of Madrid has been involved in, or is part of, various European projects, such as Civitas-Eccentric (innovative solutions for sustainable mobility of people), EBSF_2 (European Bus System of the Future 2), OptiCities (enhancing smart mobility) etc. Last, organizations from Romania can collaborate with other European entities, as was the case of Sibiu County Tourism Association and the Provincial Tourism Board of Granada which were partners in the Interreg Europe project, CHRISTA (Culture and Heritage for Responsible, Innovative and Sustainable Tourism Actions).

The relevance of the case studies for the Romanian situation is summarized in the following table: (IDA is the Intercommunal Development Association)

	CASE STUDY	IDA'S SCOPE OF WORK / COMPETENCIES	RELEVANCE FOR ROMANIA
SINGLE PURPOSE IDAs	425 Single-purpose Intercommunal syndicates (SIVU) in Ile-de-France region	Drinking water	IDAs for service provision already exist in Romania. Lessons on the structure of these organizations, investment funding, and performance indicators are important for future development.
		Construction and maintenance of municipal buildings	
		Education	
	Transport	The case of tourism association might use as an example for areas with valuable tourism potential (e.g. Prahova Valley, Bucovina, Maramures, etc.)	
Regional Transport Consortium of Madrid	Transport		
	Provincial Tourism Board of Granada	Tourism development	

MULTIPURPOSE IDAs	Communauté urbaine de Bordeaux	Large area of competencies, including:	<p>IDAs for metropolitan areas are lessons to deepen the knowledge further. The complex cooperation mechanisms and the delegation of competencies to these organizations require a paradigm shift. Although there are some functional examples in Romania, their missions and performance are still to be improved. It is however important to explore possibilities of the single-purpose IDAs to evolve towards multipurpose IDAs by taking over additional tasks and competencies (like in some of the EU cases), and to become important agencies for planning, investment coordination, etc.</p>	
	Lille Métropole			
	Grand Lyon			• Economic development
	Marseille			• Urban planning
	Provence Métropole			• Habitat
	Nantes Métropole			• Environment
	Alpes Maritimes			• Mobility
	Ile-de-France			• etc.
	Communauté Urbaine de Strasbourg			
	Amsterdam metropolitan area			• Economy
Eindhoven metropolitan area	• Spatial planning			
	• Energy			
Barcelona Metropolitan Area	• Mobility			
	• Planning			
	• Transport			
	• Environment			
	• Socio-economic development			
Mancomunidad de Municipios de la Costa de Sol Occidental	• International relations			

LEGISLATIVE FRAMEWORK FOR INTERJURISDICTIONAL COOPERATION IN ROMANIA

Interjurisdictional cooperation in Romania is mainly covered by the legislation defining metropolitan areas, metropolitan territory and Intercommunal Development Associations (IDA), such as law number 215 / 23.04.2001 of the local public administration, law number 350 / 06.07.2001 on spatial planning and urbanism and Law number 351 / 06.07.2001 regarding the approval of the National Territory Plan - Section IV - The Network of Localities. The development associations, including the metropolitan ones, are regulated by government ordinance number 26/2000 regarding associations and foundations.

In addition, depending on the range of services and activities undertaken by the metropolitan IDAs, the basic legislative framework includes law number 51/2006 on community public utility services, law number 273/2006 regarding local public finances, law number 3/2003 on the administration of local public and private assets, law number 213/1998 on public property, law number 326/2001 regulating communal management services, law number 92/2007 on local public transport services, and law number 7/1996 regarding the cadastre and land registration, as well as the government ordinance number 39/2018 on public-private partnership.

Evolution of the legislative framework on interjurisdictional cooperation and metropolitan areas

From a chronological point of view, the metropolitan area and metropolitan territory were defined with the entry into force of laws number 350 / July 7, 2001 and 351 / July 7, 2001, when the delineation mode and their characteristics were established at a conceptual level.

Metropolitan area - the area established on a voluntary basis between major urban centers (Capital of Romania and first rank municipalities - in total 12 cities: Bucharest, Bacău, Braşov, Brăila, Galaţi, Cluj-Napoca, Constanţa, Craiova, Iaşi, Oradea, Ploieşti, and Timişoara) and urban and rural localities in the immediate area, at a distance of up to 30 kilometers, between which relations have developed (law Number 351 / 06.07.2001 on the approval of the National Territory Plan - Section IV - Localities Network)

Metropolitan territory - the area around large urban agglomerations, delineated by specialized studies, which creates mutual relations of influence in the field of **communication, economic, social, cultural, and urban infrastructure**. As a rule, the metropolitan territory limit exceeds the administrative limit of the locality and may exceed the boundary of the county to which it belongs. (law number 350 / July 7, 2001 on Spatial Planning and Urban Planning)

Intercommunal Development Associations - legal cooperation structures of private law, set up under the law by the administrative-territorial units for the joint development of projects of zonal or regional interest or the joint provision of public services

Metropolitan area - the Intercommunal development association established based on a partnership between the capital of Romania or the I rank municipalities and the administrative-territorial units located in the immediate area (...) Deliberative and executive authorities of the administrative-territorial units each component retains its local autonomy, according to the law. (law number 215 / 23.04.2001 of local public administration - updated version, 06.07.2006)

In 2008, the financial and planning framework for the designation of the growth poles and the urban development poles was outlined through the government decision number 998 / August 28, 2008, with priority given to investments from the programs with EU and national funding. Thus, for the 2007-2013 programming period, each of the seven growth poles (Braşov, Cluj-Napoca, Constanţa, Craiova, Iaşi, Ploieşti, and Timişoara) were constituted as metropolitan areas and established a form of metropolitan cooperation.

Finally, the latest legislative amendment aiming to establish metropolitan areas in Romania dates from 2011 and refers to lower-rank municipalities. This was developed through laws number 215 / April 23, 2001 and 351 / July 7, 2001 allowing county seats to establish metropolitan areas. However, this reference has not been incorporated in all the existing legal provisions regarding the metropolitan areas.

In order to ensure the balanced development of the territory around the Capital of Romania and the first ranked municipalities or the county seats, the basic administrative-territorial units in these areas may associate with each other in a voluntary partnership in order to establish metropolitan areas.

(Law number 351 / July 7, 2001 on the approval of the National Territory Plan - Section IV - Network of Localities - Consolidated form starting with December 15, 2018)

The Administrative Act issued by the government ordinance 57/July 3, 2019 includes the latest legal provisions regarding the associations of territorial administrative units (organizational forms, financing, and functioning), as part of articles 89-91.

Legislative framework for the funding and functioning of interjurisdictional cooperation

Apart from the definition and delineation of metropolitan areas and of Intercommunal Development Associations, the Romanian legislative framework also establishes mechanisms for funding and functioning of interjurisdictional cooperation. In this respect, Law number 215 / April 23, 2001 of the local public administration, Law number 273/2006 regarding local

public finances and Law number 51/2006 on community public utility services describe the organizational structure of Intercommunal Development Associations, as well as the conditions under which local authorities are able to contribute with capital or goods to joint projects, or to delegate the management of public services.

Article 13

(1) *Intercommunal Development Associations are headed by a board of directors composed of representatives of the constituent administrative units, designated by the local council or the county council, at the proposal of the mayor or the president of the county council, as well as at the proposal of the local or county councilors, as the case may be.*

(2) *The board of directors is headed by a chairman elected, by vote, by the majority of its members.*

(3) *In order to achieve its objectives, the board of directors may set up a technical apparatus financed by the resources of the Intercommunal Development Association.*

(4) *The organization and functioning of the board of directors and the technical apparatus are established by the founding act and the statute of the Intercommunal Development Association, approved by the decisions of the local councils, respectively the county councils.*

(Law number 215 / April 23, 2001 of local public administration - updated version, July 6, 2006)

Article 35: Collaboration, cooperation, association, twinning, adhering

(1) *The deliberative authorities may approve the collaboration or the association for the development of local public works and services. The collaboration or the association is carried out based on association agreements, which also provide funding sources representing the contribution of each local public authority involved. (...)*

(2) *The deliberative authorities may decide on the participation with capital or goods, on behalf of and in the interests of the local communities they represent, in the establishment of companies or of services of local and county public interest, according to the law. (...)*

(3) *The deliberative authorities may decide on the participation with capital or goods, on behalf of and in the interests of the local communities they represent, in the establishment of community development associations, according to the law, in order to conduct joint development projects of local or regional interest and for the provision of public services.*

(4) *Community development associations are financed through contributions from the local budgets of the administrative units, from other project-based attracted sources, loans or public-private partnerships, according to the law.*

(5) *The Government conducts national development programs in order to foster the association of administrative units and to increase their administrative capacity, which are financed annually from the State Budget through the budget of the Ministry of Administration and Interior.*

(Law number 273/June 29, 2006 regarding local public finances)

The delegation of the management of a service of public utility – the action through which an administrative unit assigns to one or more providers, under the present law, the provision / supply of a service or activity in the area of services of public utility which is in their responsibility. The delegation of the management of a service/activity of public utility involves the actual operation of the service/activity, the provision of the system of public utilities for the delegated service/activity, as well as the right and obligation of the provider to manage and to exploit the public utilities system. The delegation of the management can also be performed by intercommunity development associations which have the responsibility for services of public utility, in the name of and on behalf of member administrative units, under a special mandate granted by them.

(law number 51/August 3, 2006 on community public utility services)

In terms of strategic planning, the national legal framework describes the instruments available, or even compulsory, for strategic and spatial planning of functional territories, as well as the administrative entities responsible for the initiation and approval of these documentations.

In order to ensure a coherent and sustainable development, to correlate the development priorities and to make public investments more efficient, to capitalize on natural and cultural resources, the local public authorities of the administrative units within urban agglomerations and metropolitan areas defined according to the law elaborate the peri-urban / metropolitan development strategy as an integrated territorial planning documentation for the foundation of general urban plans.

The peri-urban / metropolitan development strategy is elaborated within a partnership consisting of representatives of the County Council and the authorities of the local public administrations in the polarizing city-center, together with all the neighboring communes, and, as the case may be, representatives of the Ministry of Regional Development and Public Administration and European Funds³⁴. This documentation is funded by the associated partners and / or by the county council and is approved by the county council, with the approval of the peri-urban partnership. For rank 1 and 2 localities, the peri-urban / metropolitan development strategy and peri-urban / metropolitan urban mobility plans are initiated by the county council or the polarizing city-center. In the case of Bucharest, the initiation of the peri-urban / metropolitan development strategy can be done by the General Council of the Municipality of Bucharest, in partnership with the local public administrations involved, and by the Ministry of Regional Development, Public Administration and European Funds, according to the law.

The zonal spatial plan (PATZIC, PATZIO, PATZM) has a strategic role and it is elaborated in order to solve specific problems of certain territories. These territories can be:

- a) *Intercommunal or interurban, composed of basic administrative units, communes and cities;*
- b) *Intercounty, including parts of counties or entire counties;*

(law number 350 / July 6, 2001 on Spatial Planning and Urban Planning)

According to law, functional urban areas and metropolitan areas have the responsibility to elaborate development strategies as a foundation for general urban plans, and they also have the possibility to elaborate territorial development plans. The main administrative body that can initiate and approve these documents is the county council, together with the peri-urban/

metropolitan partnership. However, except for the cases when integrated urban development strategies were mandatory for EU funds attractions (such as in Regional Operational Program [ROP] 2014-2020, Priority Axis 4, it was compulsory to include all projects established in the Action Plan of the Sustainable Urban Mobility Plan [SUMP], in the projects portfolio of the Urban Development Integrated Strategy (UDIS), associated to the same territory, urban or metropolitan), cities rarely plan at metropolitan or peri-urban level, since there are no mechanisms in place for the control, incentives for and sanctioning of the lack of strategies required by law.

In terms of territorial planning instruments, there are several overlaps and inconsistencies between urban development strategies, peri-urban/metropolitan strategies, metropolitan territorial development plans, general urban development plans, sustainable mobility plans – all of which relate to the same territory (in specific situations required to be developed at the metropolitan level). An integrated and unitary planning system should support interjurisdictional cooperation, clarifying the requirements, actors, and tools for metropolitan planning.

With regards to interjurisdictional cooperation, Romanian administrative units can also collaborate and associate in order to provide the management of a service / activity of public utility and to develop the public utilities system. Law number 51/2006 on community public utility services is also the legislative act which defines the mechanism of collaboration under intercommunal development associations, while the typologies of public utility services and the association acts are defined by the government ordinance number 855/2008 approving the constitutive framework act and the framework statute of Intercommunal development associations for public utility services.

Section 2 - Intercommunity development associations

Article 10

(1) Two or more administrative units, within the limits of the competencies of their deliberative and executive authorities, may cooperate and associate, under the law, with the purpose of establishing intercommunity development associations with the purpose of jointly providing / rendering community services of public utility and the establishment, modernization, rehabilitation and / or development, as appropriate, of the related public utilities systems.

(4) The administrative units may mandate, according to the law, intercommunity development associations for public utility services, through decisions of their deliberative authorities, to exercise, on their behalf, the right to delegate the management of the transferred public utility services in the responsibility of the associations, including the right to make available the public utilities systems for the transferred public utility services.

(law number 51/March 8, 2006 on community public utility services)

³⁴ Now known as Ministry of regional Development and Public Administration.

Article 2

(1) An intercommunity development association established and organized under Law no. 51/2006, as subsequently amended and supplemented, may have as its object one or more community public utility services, respectively:

- a) the water supply service;
- b) the sewerage and sewage treatment service;
- c) the storm water collection, sewerage and drainage service;
- d) the production, transport, distribution and supply of centralized heating system;
- e) the local waste management service;
- f) the public lighting service;
- g) the administration of the public and private domain of the administrative units;
- h) the local public transport service.

(2) The water supply and sewerage service is an exception to the stipulations of paragraph (1) for which only intercommunity development associations with a single, distinct object of activity may be constituted.

(Ordinance number 855/August 13, 2008 approving the framework constitutive act and the framework statute of intercommunity development associations for public utility services.)

Depending on the public utility service provided or delegated by the administrative units or by the Intercommunal development associations, a series of other sectoral legislative acts are also relevant in the process of providing the services, such as law number 241/2006 on water and sewerage services, law number 101/2006 regarding local sanitation services, law number 230/2006 on public lighting, law number 92/2007 on local public transport services or the Regulation (EC) No 1370/2007 of the European Parliament and of the Council of October 23, 2007 on public passenger transport services by rail and by road and repealing Council Regulations (EEC) Nos 1191/69 and 1107/70.

Legislative framework for the involvement of the private sector in interjurisdictional cooperation models

Considering the complexity of the interventions needed at the regional / metropolitan / intermunicipal level, the private sector can also be involved in interjurisdictional cooperation whether it is in the form of an association, a commercial company or a public-private partnership. Some examples can be identified in the case of the DMOs (Destination Management Organizations) in the tourism sector or of the program-based partnerships (e.g. local action groups (LAG) or community-led local development (CLLD) partnerships). At the same time, the public-private partnership is also a relevant instrument which can substantially contribute to the successful implementation of major projects. In Romania, this kind of partnership is usually established directly between the private sector and the local administrative units.

The legislative framework for private sector involvement is mainly established by the Government Ordinance number 26/2000 on associations and foundations, law number 31/1990 on commercial companies, law number 15/1990 on the reorganization of state-owned companies as autonomous administrations and as commercial companies, or government ordinance number 39/2018 on public-private partnership (PPP).

Natural and legal persons pursuing activities of general interest or in the interest of local communities or in their own non-profit interest may form associations or foundations (Government Ordinance no. 26/2000 on associations and foundations). Associations and foundations are private legal entities, with non-profit purpose.

In order to conduct activities for profit, natural and legal persons can associate and form companies with legal personality (Law no. 31/1990 on commercial companies). The goal is to develop activities in order to obtain profit.

The state economic units, irrespective of the organ under which they are subordinated, are organized and function (...) in the form of autonomous administrations or commercial companies.

State economic units, except for those constituted as autonomous administrations, will be organized in the form of joint stock companies or limited liability companies. (Law no. 15/1990 on the reorganization of state-owned companies as autonomous administrations and as commercial companies)

The public-private partnership is defined as having its scope in the development or, as the case may be, the rehabilitation and / or the extension of a good or property belonging to the public partner's patrimony and / or the operation of a public service.

The mechanism of the public-private partnership is characterized by the following principles:

- the cooperation between the public partner and the private partner in order to implement a public project;
- the relatively long duration of the contractual relations of over 5 years, allowing the private partner to recover the investment and achieve a reasonable profit;
- the financing of the project mainly from private funds and/ or, depending on the case, by joining public and private funds;
- achieving the goal pursued by the public partner and the private partner;
- the distribution of risks between the public partner and the private partner, depending on the ability of each contracting party to assess, manage and control a certain risk.

(Government ordinance number 39/2018 on public-private partnership)

Conclusions

The legislative framework regulates several important aspects regarding interjurisdictional cooperation in Romania, including:

- The definition and delineation criteria for metropolitan areas as the territory where mutual relations of influence are established between several administrative units;
- The definition of intercommunal development associations as the legal structure for intermunicipal cooperation;
- The general organizational structure of intercommunal development associations;
- Conditions under which local authorities are able to contribute with capital or goods to joint projects;
- Conditions under which local authorities are able to delegate the management of public services or the development of the public utilities system;
- The typologies of public utility services for the management of which administrative units can collaborate;
- The legal structures and instruments for the involvement of the private sector in interjurisdictional cooperation.

The legislative framework is rather flexible and does not set prescriptive conditions (territorial scale, number of inhabitants, fields for cooperation etc.) which could limit interjurisdictional cooperation and the establishment and functioning of metropolitan areas. However, the existing legal framework does not set clear aims, objectives and attributions of metropolitan structures, and the metropolitan level is not considered an administrative level by law. The association is voluntary and interjurisdictional cooperation can be identified at different, often overlapping territorial levels:

- FUA/ metropolitan area (e.g. metropolitan IDAs),
- County (single-purpose services and utilities IDAs, (waste management),
- Regional/ subregional/ interregional (e.g. LAGs, microregions, single-purpose services and utilities IDAs, e.g. water and wastewater).

In this context, established metropolitan IDAs are asking for a clearer status, that would improve their financial and organizational sustainability. In order to support interjurisdictional cooperation in urban areas, the establishment of metropolitan planning guidelines and articulation of the powers and functions of FUAs and metropolitan areas should be a priority.

MODELS OF INTERJURISDICTIONAL COOPERATION IN ROMANIA

As mentioned above, the most common interjurisdictional cooperation models in Romania are multipurpose and single-purpose IDAs, and program and project-based partnerships. Cooperation covers a diversity of fields and territorial levels, as follows:

TABLE 2.
Models of interjurisdictional cooperation in Romania

COOPERATION MODEL	ACTIVE TERRITORIAL COOPERATION MODELS IN ROMANIA	BRIEF DESCRIPTION
SINGLE PURPOSE Intercommunal entities	Public transport IDA	IDA for public transport management and provision in several localities; the service provision delegation is regulated by law and EU regulation
	Water and wastewater IDA	IDA developed at county or area level, regulated by national law
	Waste management IDA	IDA developed at county level, regulated by national law
	IDA for physical infrastructure management	IDA between several localities for the joint management and rehabilitation of transport infrastructure, public lighting etc.
	Tourism association – potential destination management organization (DMO)	Association between public and private partners (can include localities, county council, tour operators and other companies in the field, NGOs etc.). As the law on DMOs is being finalized, the tourism associations have the potential to evolve in DMOs, functioning in a more structured manner and in correspondence with the European framework.
MULTIPURPOSE Intercommunal entities	Metropolitan Area IDA	IDA consisting of one or more cities and the surrounding rural localities and sometimes county council, established with the aim of integrated development
	Intercommunal association for cooperation and community development, sustainable development etc. (IDA)	IDA consisting of several localities (usually including communes and towns), established with the aim of joint social and education services or development projects, environmental protection, international cooperation etc.
	Microregional development association	IDA established based on historical/ tourist delineations, for the integrated development of a specific microregion

COOPERATION MODEL	ACTIVE TERRITORIAL COOPERATION MODELS IN ROMANIA	BRIEF DESCRIPTION
PROGRAM-BASED PARTNERSHIP	Local action group (LAG) for rural development	Association of public, private and NGO partners, with the aim to develop and implement an integrated participatory strategy for socio-economic development of rural areas; implements the LEADER – CLLD approach
	Fisheries Local Action Group (FLAG)	Association of public, private and NGO partners, with the aim to develop and implement an integrated participatory strategy in fisheries areas; implements the LEADER – CLLD approach
	Local action group for urban development	Association of public, private and NGO partners, with the aim to develop and implement an integrated participatory strategy for socio-economic development in deprived urban areas; implements the CLLD approach
PROJECT-BASED PARTNERSHIPS (e.g. cross-jurisdictional road development)	Ad-hoc partnership agreements for project development	

Identification of active multi-municipal territorial cooperation agreements for the current 39 Article 7 municipalities

In the current programming period, the county seats in Romania (excluding Tulcea, which is included in the Danube Delta ITI) were subject to integrated urban development in the sense of Article 7 ERDF. While more than half of the cities (see the table below) are involved in metropolitan cooperation in the form of IDAs, only the seven growth poles (highlighted in blue) developed integrated urban development strategies at the metropolitan level. A possible explanation would be that the obligation to elaborate urban development strategies and urban mobility plans was imposed only for the growth poles at the metropolitan area level, as a condition for obtaining the financing from the ROP 2014-2020. The development poles (highlighted in light blue) show less involvement in metropolitan cooperation and other territorial cooperation agreements.

Metropolitan cooperation in Romania is supported by the Federation of the Metropolitan Areas in Romania (FZMAUR), a non-governmental organization established with the aim of representing its members in relation with the central public authorities as well as in relations with international bodies or institutions. FZMAUR's mission is to contribute to the polycentric development of Romania through its active involvement in the process of achieving territorial, social, and economic cohesion at existing metropolitan areas and urban agglomerations. The federation currently includes 14 members,³⁵ including all seven growth poles and Bucharest metropolitan area.

³⁵ <http://fzmaur.ro/wordpress/>

The federation is an active actor in the normative framework development on interjurisdictional and metropolitan cooperation and in capacity building in the field, supporting initiatives aimed at increasing the role of metropolitan associations in regional development. For example, through the POLICENTRIC project (financed by the Operational Program for Development Administrative Capacity), an extensive analysis of metropolitan areas in Europe and Romania was conducted. In the current programming period, the federation implements the METROPOLITAN project, supporting IDAs managing public transport – currently one of the main topics for intermunicipal cooperation in Romania.

TABLE 3.
Active multi-municipal territorial cooperation agreements for the current 39 Article 7 municipalities

MUNICIPALITY	METROPOLITAN COOPERATION MODEL ³⁶	PARTICIPATION IN OTHER TERRITORIAL COOPERATION AGREEMENTS
Alba Iulia	IDA, 124,626 inhabitants	<ul style="list-style-type: none"> Public transport IDA covering part of the metropolitan territory³⁷ Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater
Alexandria	-	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Arad	-	<ul style="list-style-type: none"> Public transport IDA covering Arad and 2 communes (Ghioroc and Săvârșin) Waste management IDA (county level) County/ area IDA for water and wastewater
Bacău	IDA, 241,619 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater
Baia Mare	IDA, 215,932 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Delegation of the local public transport management by the metropolitan IDA to a private metropolitan provider³⁸ Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater
Bistrița	-	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Botoșani	IDA, 143,193 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater

³⁶ Population according to the Population and Housing Census, 2011

³⁷ <http://www.stpalba.ro/index.php>

³⁸ <http://www.gmbm.ro/servicii-publice/transport-public-local-1.html>

MUNICIPALITY	METROPOLITAN COOPERATION MODEL	PARTICIPATION IN OTHER TERRITORIAL COOPERATION AGREEMENTS
Brăila	-	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Braşov	IDA, growth pole, 410,808 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Public transport IDA covering the metropolitan territory Waste management IDA (county level) County/ area IDA for water and wastewater
Bużău	-	<ul style="list-style-type: none"> Public transport IDA covering Bużau and 2 communes (Mărăcineni and Sapoca)³⁹ Waste management IDA (county level) County/ area IDA for water and wastewater
Călăraşi	-	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Cluj-Napoca	IDA, growth pole, 418,153 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Public transport IDA covering part of the metropolitan territory⁴⁰ Waste management IDA (county level) County/ area IDA for water and wastewater
Constanţa	IDA, growth pole, 434,265 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Craiova	IDA, growth pole, 356,544 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Deva	IDA, 149,198 inhabitants	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Drobeta Turnu-Severin	-	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Focşani	-	<ul style="list-style-type: none"> Public transport IDA covering Focşani and its surrounding communes (Goleşti, Cămpineanca, Vinători, Răstoaca, Milcovul) Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater
Galaţi	-	<ul style="list-style-type: none"> Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater
Giurgiu	-	<ul style="list-style-type: none"> Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater

³⁹ <http://www.adibuzaumaracineni.com.ro/>

⁴⁰ <http://www.amtpcluj.ro/>

MUNICIPALITY	METROPOLITAN COOPERATION MODEL	PARTICIPATION IN OTHER TERRITORIAL COOPERATION AGREEMENTS
Iaşi	IDA, growth pole, 403,572 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Miercurea Ciuc	-	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Oradea	IDA, 245,537 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Public transport IDA covering Oradea, Borş and Sinmartin⁴¹ Waste management IDA (county level) County/ area IDA for water and wastewater
Piatra Neamţ		<ul style="list-style-type: none"> Public transport IDA⁴² covering Piatra Neamţ, Roşnov, Alexandru cel Bun, Dumbrava Roşie, Săvineşti, Gircina Waste management IDA (county level) County/ area IDA for water and wastewater
Piteşti	IDA, 206,082 inhabitants	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Ploieşti	IDA, growth pole, 336,203 inhabitants	<ul style="list-style-type: none"> Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater
Râmnicu Vâlcea	IDA, 167,455 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Reşiţa	IDA, 100,957 inhabitants	<ul style="list-style-type: none"> Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater
Satu-Mare	IDA, 217,403 inhabitants, FZMAUR member	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Sfântu Gheorghe	-	<ul style="list-style-type: none"> Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater
Sibiu	-	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Slatina	-	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater
Slobozia	-	<ul style="list-style-type: none"> Urban LAG Waste management IDA (county level) County/ area IDA for water and wastewater
Suceava	IDA, 167,095 inhabitants	<ul style="list-style-type: none"> Waste management IDA (county level) County/ area IDA for water and wastewater

⁴¹ <https://www.transregio.ro/retea-transport/programul-de-transport>

⁴² <http://www.adiurbtrans.ro/>

MUNICIPALITY	METROPOLITAN COOPERATION MODEL	PARTICIPATION IN OTHER TERRITORIAL COOPERATION AGREEMENTS
Târgoviște	-	<ul style="list-style-type: none"> • Urban LAG • Waste management IDA (county level) • County/ area IDA for water and wastewater
Târgu Jiu	-	<ul style="list-style-type: none"> • Waste management IDA (county level) • County/ area IDA for water and wastewater
Târgu Mureș	Metropolitan association, 204,158 inhabitants, FZMAUR member	<ul style="list-style-type: none"> • Urban LAG • Waste management IDA (county level) • County/ area IDA for water and wastewater
Timișoara	IDA, growth pole, 387,604 inhabitants, FZMAUR member	<ul style="list-style-type: none"> • Timișoara Public Transport Company provides public transport to the metropolitan area • Urban LAG • Waste management IDA (county level) • County/ area IDA for water and wastewater
Vaslui	IDA, 86,943 inhabitants	<ul style="list-style-type: none"> • Waste management IDA (county level) • County/ area IDA for water and wastewater
Zalău	IDA, 133,044 inhabitants	<ul style="list-style-type: none"> • Waste management IDA (county level) • County/ area IDA for water and wastewater

Key: growth poles development poles

Aside from the seven Article 39 municipalities, Bucharest, and Tulcea are also involved in interjurisdictional cooperation structures. Tulcea has had a special status in the 2014-2020 programming period, being included in the Danube Delta ITI, the only ITI in Romania. Bucharest is part of Bucharest Metropolitan Area IDA,⁴³ covering Bucharest municipality and Ilfov county. Bucharest is also in the process of implementing the Sustainable Mobility Plan, including the metropolitan public transport system.

For a full list of the officially established metropolitan IDAs in Romania, please see Annex 1.

EXAMPLES OF INTERJURISDICTIONAL COOPERATION IN URBAN AREAS IN ROMANIA

⁴³ <https://www.adigmb.ro/>

Oradea Metropolitan Area

As an Intercommunal Development Association (IDA) of private legal entity and public utility, the Oradea Metropolitan Area (OMA / ZMO) took advantage of the correlation between ordinance number 26/2000 on associations and foundations and the stipulations of local public administration law 215/2001, which recognize metropolitan areas as being of public interest. Law number 273/2006 on local public finances also enables financial cooperation on projects of public interest and for projects involving several administrative/territorial structures.

The OMA was created in 2005 through the association of Oradea with the Territorial Administrative Units (TAUs) located in its proximity, namely: Biharia, Borş, Cetariu, Girişu de Criş, Ineu, Nojorid, Oşorhei, Paleu, Toboliu, Sînmartin, and Sîntandrei. The purpose of the association is to:

Stimulate and support the increase of the prosperity of the metropolitan territory, respectively the raising of the citizens' well-being, the direction being the continuous increase of the quality of life. The concept of sustainable development of the metropolitan territory is marked in the context of the future formation of a common urban area of the members, aiming at the implementation of all the principles necessary for ensuring territorial cohesion. The main activity directions of the association include elements related to the promotion of a coherent strategy of sustainable development, the implementation of public policies to facilitate and support direct investments, the development of projects with a major impact on the sustainability of the area.

The main activities of the association are:

- Elaboration, maintenance and implementation of a coherent strategic concept of economic development of the Metropolitan Area;
- Promoting the economic development strategy of the metropolitan area and realizing its marketing in relation with the investors;
- Developing projects of interest to the metropolitan area;
- Obtaining grants for financing and elaborating technical and economic documentation for the Development of the area;
- Elaboration the Metropolitan Spatial Plan of the Oradea metropolitan area based on the General Urban Plan of each administrative-territorial unit of the Zone;

- Elaboration of the Oradea metropolitan area, masterplan, based on the management plans of each member administrative unit;
- Attracting direct foreign and domestic investment for the metropolitan area;
- Promoting and supporting the small and medium business sector, including facilitating access finance from capital markets or international funds; and
- Any other activities relevant to the development of the Oradea metropolitan area.

Metropolitan areas are confronted with common problems, such as, economic change, social inclusion, rapid and uncontrolled urban expansion, traffic congestion, environmental damage, and pollution - whose impact exceeds administrative boundaries. In these instances, addressing these at a metropolitan scale is recommended as a way of streamlining both procedural steps and aligning projects with a coherent multi-sectoral strategy that integrates the development needs of TAU members. Some of the activities undertaken by the OMA and lessons therefrom can be scaled up and replicated by any intercommunal development association aiming for metropolitan development.

Benefits of metropolitan coordination

Some of the benefits and gains enabled by metropolitan coordination in Oradea, include:

1. Multi-jurisdictional impact

A first benefit of this form of association relates to the multi-jurisdictional impact of certain projects such as those in the public service sector (water supply, sewerage and sewage treatment, storm water collection, sewerage and drainage, district heating, sanitation of localities, and public passenger transport - especially in cities with many commuters - at OMA level).

2. Concrete results in shorter time

As an IDA, OMA operates based on public procurement legislation (similar to public authorities) but has a higher degree of specialization with a selected area of activity and a lower bureaucratic burden. Thus, OMA is defined as an entity that complements public management, that can exercise a more flexible approach.

3. Delegation of own attributions and budget

The OMA budget has contributions and membership fees as income sources and also allows maintenance costs or its use for unforeseen urgent needs. Even if some communities apply and earn funds for certain investments, they need a percentage of co-financing and cash flow, as well as expertise from the OMA and the county seat. "The contribution of the new members to the patrimony of the association reflects a value contribution in relation to the population of the member administrative- territorial units, being in the amount of 0.1 Lei per inhabitant."

In order to implement an intercommunal project, the communes involved may delegate the OMA to carry out the investment in its own name, with an additional contribution. Besides member contributions, there is also the possibility of agreements between individual TAUs and OMA through which they can delegate additional responsibilities to the IDA, where there is the necessary expertise and capability.

4. Efficient and integrated metropolitan area level planning

Unlike single-TAU infrastructure projects, those assumed by the OMA focus on integrated planning to ensure labor mobility, avoid congestion, and preserve and attract human resources in the area. Thus, in the case of road construction projects within the OMA, they are built on a plan that includes sidewalks, bicycle tracks, as well as lighting, and bus stops so that they have multiple uses and respond to diversified mobility needs.

IDA in the context of attracting EU funds and potentially using the ITI tool for 2021-2027

In the context of pre-accession funds, there was a preoccupation with urban infrastructure works in the Oradea metropolitan area. Other areas targeted during this period were waste management.

After joining the EU and the designation of the national growth poles in 2008 (the municipalities of Braşov, Cluj-Napoca, Constanţa, Craiova, Iaşi, Ploieşti, and Timişoara), investments were made from programs with national community funding with priority in these cities. One of the national action lines during the 2007-2013 programming period was the creation of regional operators for public services (state-owned or public-private partnerships).

For the 2014-2020 programming period, OMA aimed to become an eligible actor for dedicated funds / priority axis for metropolitan development. Thus, one of the priorities was the creation of programmatic development documents at the metropolitan level. In the context of the preparation of the new 2014-2020 programming period, the Federation of Metropolitan Areas and Urban Agglomerations in Romania (FZMAUR) included the following recommendations:

Granting eligibility for the Regional Operational Program and Sectoral Operational Programs and for the metropolitan areas established at the level of the 13 urban development poles, in a context in which the 13 urban development poles, namely Arad, Baia Mare, Bacau, Brăila, Galaţi, Deva, Oradea, Piteşti, Râmnicu-Vâlcea, Satu Mare, Sibiu, Suceava, Târgu-Mureş have similar functions in accelerating the process of urbanization, economic concentration and connection of different labor pools, contributing fully to the polycentric development of Romania. In this respect, we recall that during the 2007-2013 programming period, only the 7 growth poles (Braşov, Cluj-Napoca, Constanţa, Craiova, Iaşi, Ploieşti, Timişoara) could develop projects with a metropolitan impact through Axis 1 of the Regional Operational Program, while the urban development poles were totally excluded from the development of such projects with a metropolitan impact, since the interventions financed under Axis 1 of the ROP could only take place in their intra-urban area.

We also believe that the Integrated Urban Development Plans (Axis 1, ROP) need to be transformed into Integrated Metropolitan Development Plans so that there is a concrete allocation for the 20 metropolitan areas established at the level of the 13 urban development poles, respectively the 7 poles of growth, according to the G.D. 998/2008.

Another recommendation for the application of Integrated Territorial Investments was "to consider, in the 2014-2020 programming process, the Governmental Decision 998/2008 for the designation of growth poles and urban development poles so that all thirteen urban development

poles can be eligible beneficiaries of these instruments.” In the 2014-2020 programming period, planning at the level of the growth poles was set to be achieved through integrated urban development strategies (SIDU). However, the financing of interventions for Axis 4 - Sustainable Urban Development for urban development poles was directed to polarizing urban centers, so the funds were mainly used for the centers, and less for metropolitan areas (perhaps as a consequence of the fact that development poles were able to choose the option to develop strategies only at the level of the respective municipality).

As a result, the European funds under the ROP Axis 4 - Sustainable Urban Development were used for Oradea Municipality, but were not enough for the development of the metropolitan corridor, although the mobility plan included this area. In this context, the first projects at the metropolitan level, such as cross-border programs (bicycle tracks, cross-border / interregional transport) were financed from local funds. The aim was to lay the foundations for metropolitan development, with existing financing programs covering technical documentation and preparatory studies.

For the forthcoming budgeting exercise, the OMA presents itself as a functional metropolitan area with relevant experience and can represent an eligible entity to attract funds to support its development, either through a supplementary point for meeting the conditions of a functioning metropolitan IDA, or through a dedicated axis. This is enabled, in part, by the existence of a portfolio of projects and integrated planning documents.

In the case of emerging or relatively recently established metropolitan areas, a fund dedicated to project preparation (technical documentation, studies, etc.) can be a viable option so that intercommunal projects around urban centers, including urban development poles, are carried out in a sustained way, adapted to the functional capacity and the existing expertise.

Examples of multi-jurisdictional cooperation in the Oradea Metropolitan Area

OMA as an umbrella association for specialized IDAs

For the Oradea Metropolitan Area, the first step in terms of activities assumed was a focus on basic infrastructure and public utilities – i.e. the water and waste-water sector. In 2006, development was regulated by regional operators, as companies falling under the companies law number 31/1990, with integral social capital of some or all of the TAUs belonging to an IDA. Given this and the fact that the Oradea metropolitan area had already been created a year before, the OMA took steps to allow the beneficiary of the regional operator service provider to be a specific technical department within the IDA, so that there should be no need to create a separate entity for the monitoring and regulation of the activity for the water-sewerage sector.

This was not achieved at the time, however, such that different IDAs were created. These IDAs are operated, staffed and controlled by the OMA umbrella association. This arrangement was further complicated by a requirement that the monitoring of public service operators should be centralized into a form of territorial association.

For the Oradea metropolitan area, the most important sector in the first phase was basic infrastructure - public utilities, especially water-sewerage sector, followed by metropolitan transport. There are also some exceptions for which, according to the law, it is necessary to

mandate the institution of the county council exclusively (e.g. public lighting, the forest fund, natural protected areas, and operation with natural gas). For other areas, depending on the capacity, expertise and prioritization at the metropolitan level, OMA has assumed the required attributions and created the entities needed to implement projects.

Metropolitan transport

Even before the delegation of transport at the metropolitan or county level was clearly regulated, a successful pilot project had been implemented, which offered the conditions for extension of metropolitan transport across the whole area.

The Transregio Intercommunal Development Association, composed of Oradea and two other neighboring communes, was created in 2012 and allowed integrated metropolitan transport to be operated by the local transport company of Oradea. The association was established with the purpose of “setting up, organizing, regulating, operating, monitoring and joint management of the public transport service within the competence of the member administrative-territorial units, as well as for the joint realization of public investment projects of regional interest or regional development, for upgrading and / or developing, as the case may be, of the public utilities related to the Service.”

Currently, the transport operator (OTL) provides services to the Borş and Sânmartin municipalities, and until 2023, after the expiry of the contracts with the private operators, it is envisaged to extend its coverage to all OMA member municipalities wishing to join. This pilot project implied the introduction of integrated ticketing for the three localities, including a preferential offer for public transport in Oradea.

Internalization of technical apparatus

The internalization of services, as much as possible, is a definitory policy of the OMA. The development strategy and the mobility plan are created and updated by an internal team. External expertise has been avoided to ensure operational continuity within the ADI, while saving on current expenses (including salaries), which are covered through EU funding, internalization also avoids risks associated with outsourcing. In this context, OMA acts as a Management Authority, which selects projects following a technical analysis and scoring. OMA also provides technical support to member TUAs, such as free consultancy expertise in writing project scope and preparation of funding applications.

Exchange of expertise between OMA members

OMA members have an expertise sharing protocol, in terms of which, any specialized capacity owned by one, may be accessed by other members. This sharing includes, for instance, mandating the capacitated OMA to both prepare and implement investments.

Active role in assuming attributions and forming partnerships

Even in the absence of dedicated legislation on metropolitan areas, there was a proactive dynamic at the level of the OMA to assume the attributes enabled by the existing legislation, by creating forms of partnership and association. The aim of these steps was to overcome the status of a simple communication or planning platform, and to have the possibility of active involvement in the implementation of inter-community projects.

The main directions for achieving this goal were to provide institutional capacity to member TAUs, as well as technical assistance in project development, preparation of feasibility studies to justify different investments and the extension of public water and sewerage services, waste collection, and transport in order to maximize the benefits of the neighborhoods within Oradea.

In this context, OMA managed to make investments in road infrastructure, providing some of the few examples of assuming public investment through an ADI that actually operates on the basis of Government Decision 26 /2000.

The Law 273 / 2006 on local public finances allows the association between TAUs to implement common investments. The act allows them to mandate the OMA for both the design and execution of investments of common public interest. One such example is the realization of the connecting road Oradea - Sântandrei, by signing a contract for the assignment of the right to obtain the construction authorization for a metropolitan connecting road.

Assignment of the right to obtain the construction authorization for a metropolitan road -

The assignment contract referred to the design and construction of a connecting road measuring 3,499.90m in length signed between the Oradea municipality and the Sântandrei commune as cedants and the Oradea metropolitan area as an assignee in order to carry out public procurement procedure for the road design and construction works in the name and on behalf of the members. Through this form of assignment, the public procurement process involved a single procedure, avoiding the risk of fragmentation and the partial realization of the project.

The assignment contract was concluded under Art. 1566-1586 of the Civil Code, subject to the following conditions:

Art. 1. The Municipality of Oradea and the Sântandrei Commune, as the concessionaires, submit to the Intercommunity Development Association Oradea Metropolitan Area, as an assignee, the right to obtain the construction authorization, based on the Law 50/1991 regarding the authorization of the execution of construction works, republished and updated for the objective of investments of local public interest regarding the design and execution of the construction of the connecting road between Oradea (Caşaban) and Sântandrei (Riturii) road, in the public domain of Oradea City Hall and Sântandrei commune, according to the areas and identifications by the existing cadastral numbers for each ATU listed in Annex 1.

Art. 2. The present contract of assignment of the right to obtain Construction Authorization is free of charge.

These actions had, as their primary motivation, the premise that in order to be eligible for subnational funding, IDA metropolitan areas must demonstrate that they have the capacity to carry out financing on their own behalf and on behalf of the members, with a technical-operational apparatus formed, to comply with European regulations, and to direct the implementation of a portfolio of projects with European funding.

Cross-border cooperation

OMA has been actively seeking additional attributions at metropolitan area level in a cross-border context due to its geographic positioning. Through the development of the Romania-Hungary Cross-Border Cooperation Program into a European Territorial Cooperation Entity, OMA can assume a Managing Authority role to manage the funding available in the cross-border area. An example of such cross-border cooperation is the BIO - REN Renewable Resources Center in Oşorhei project. The investment for the realization of a Renewable Resources Center in Oşorhei commune is the result of a cross-border project initiated in 2011 under the Operational Program for Cross-Border Cooperation Hungary-Romania 2007-2013 by the Intercommunal Development Association Oradea Metropolitan Area, in partnership with Oşorhei Commune City Hall, in collaboration with the Teglás City Hall (Hungary) and the Hajdu-Bihar Business and Labor Association.

As a result of the project, in 2014, the center was inaugurated, providing space and specific infrastructure for renewable energy companies and aiming to promote this sector and develop the adjacent economic sectors. Also, the BIO - REN center, hosts conferences, seminars, presentations, fairs, and exhibitions on topics related to renewable technologies. The success of this partnership project is an example of good practice for inter-communal, cross-border, and interinstitutional collaboration within an IDA for metropolitan development of general interest.

Use of legislation to streamline existing resources

Given that reimbursable funding to ensure pre-financing and / or co-financing of projects receiving European non-reimbursable funds is exempted from the calculation of the indebtedness rate of up to 30%, there has been a permanent correlation of the credits assumed with European funding. Ineligible expenditure under European projects may be covered by credits, without this affecting the degree of indebtedness defined in decision number 665 of June 29, 2011. Thus, the OMA attempted to connect ineligible expenses with the investment objectives that are being financed by European funds.

Application for funding with projects already in progress

OMA has encouraged member TAUs to apply for European funding with ongoing and initiated projects rather than new investment proposals. While there are some risks with this approach, it has also improved application success as it presents well prepared projects for consideration.

Linking development with relevant, validated data

As some necessary statistical indicators were available only at national level, the OMA built capacity on Statistical Office and developed a database through collaboration with the National Institute of Statistics so that there is a documented knowledge of labor force dynamics, priorities for investors, mobility needs, education and market requirements, specifically for the metropolitan level. This information and data have been used to compile credible strategic metropolitan development planning documents.

The preparation of an investment proposal emanates from these planning documents and is done in a well-considered manner, by analyzing the opportunity based on statistical data, using **geographic information system (GIS)** infrastructure. This process involves use of topographic drones, thus avoiding a theoretical appreciation of the project's feasibility. Subsequently, the project is also monitored through this specific equipment.

IDA in the context of financial instruments: The OMA Fund

The OMA Fund was established through a partnership agreement aimed at “stimulating the socio-economic development of the Oradea Metropolitan Area by supporting investments that contribute to the improvement of the quality of basic public infrastructure and services at the level of the associated localities.” This agreement consists of granting a reimbursable financial support of up to 100,000 euros in the form of an interest-free loan / financial aid, for a maximum of four months by the OMA to the TAU selected by a vote of the counsel of directors of the association. The amount may only be used for the purpose set out in the grant application. Examples include feasibility studies / technical projects, project co-financing, cash flow for reimbursements, completion of the necessary financing to complete a project / investment, purchase of goods / equipment, etc.

In order to benefit from this loan, the TAUs must submit an application for the investment for which they wish to obtain the co-financing / financial support, i.e. to express their firm commitment to complete investments already in progress. The financial support is granted to members under the following conditions:

- Within the limit of the Fund allocated by the counsel of directors;
- In the order of the requests submitted and based on the vote of the counsel of directors;
- Only to members who have paid their contribution up to date (at the time of filing the application for financial support);
- For a maximum of four months, only once per calendar year per member;
- The amount is returned in RON, by transfer, before the due date;
- Failure to pay the loan at the due date results in sanctions imposed by the OMA counsel of directors (interest, exclusion etc.).

Loans from the OMA Fund are accessed based on an individual partnership agreement. In order to ensure efficient distribution of the financial burden for member TAUs, implementation and non-reimbursable projects are planned to overlap with the repayment period of the loan accessed through the OMA Fund.

Under this Fund, in addition to four-month loans, there is also a form of financial support granted through the counsel of directors' vote, in case of stringent needs of the associated members, from the reserves accumulated from members' contributions.

Risks and constraints hampering interjurisdictional cooperation

1. **Opportunistic approach depending on funding availability** - One of the main risks identified in the IDA Oradea Metropolitan Area is that member TAUs are conditioned by the available sources of funding, not the real needs and the real opportunity cost. The motivation of a project is often linked strictly to the availability of certain funds and eligibility, without a correlation with existing or already implemented projects.

2. **The urban sprawl phenomenon** - Trends related to residential development at the level of the surrounding areas around the city center are also relevant in the case of Oradea. These have led to the urbanization of surrounding peri-urban areas without providing the necessary services.
3. **Financial capacity for additional spending in the local budget** - In order to implement projects within the OMA, member TAUs as well as the core city must provide additional resources, which can limit the implementation of intercommunal projects and require effective prioritization.
4. **TAU's refusal to make joint investments** - Within the OMA, there were situations where although the projects were initially assumed firmly, due to political factors or the refusal of the inhabitants, they could not be implemented. These situations occurred in the Sânmartin commune (where despite the existence of documentation for a cycling track linking Oradea to the Felix resort, the project was dropped from the commune's priority list). Another example is Biharia, where the extension project of the regional water-sewerage operator has generated protests. The protests related predominantly to an anticipated increase in final costs, attributed to increased quality standards. Although the European funding for this project was already in progress, the new composition of the local council has refused to implement it.

Iași Metropolitan Area

Iași metropolitan area (IMA) is the first metropolitan area in Romania and was officially established in April 2004, bringing together Iași Municipality, Iași County Council and 13 localities around Iași: Aroneanu, Bîrnova, Ciurea, Holboca, Lețcani, Miroslava, Popricani, Reditu, Schitu Duca, Tomești, Ungheni, Valea Lupului, Victoria. Five other communes (Prisăceni, Comarna, Movileni, Țuțora, Golești) were given observer status in 2008 by Metropolitan Council Decision, in the first enlargement stage of IMA. In 2016, Dobrovăț, a commune with touristic potential, also joined the IMA, in order to be included in the integrated urban development strategy that was being elaborated at metropolitan level.

IMA is an intercommunal development association (IDA) and was founded under the Law 350/2001 on Territorial Planning and Urbanism, Law 351/2001 on the approval of the National Territory Planning Plan, and Ordinance 53/2002 on the Framework Statute of the Territorial Unit. IMA is led by a metropolitan council (MC), consisting of representatives delegated by the local councils and Iași county council. Each of the partner administrative territorial units has one representative entitled to vote in the MC. The president of the association is an institutional position held by the Mayor of Iași on behalf of the Municipality. One of the vice presidents is the president of the county council and the other is one of the mayors of the member communes. The Metropolitan Council established the Metropolitan Development Agency as the executive body of the IDA, to manage the necessary activities for planning, implementing, monitoring and promoting metropolitan development projects, drafting funding applications and conducting current administrative work.

The establishment of IMA was fueled by the GRASP program (Governance Reform and Sustainable Partnerships), funded by the United States Agency for International Development (USAID) and implemented between May 2003 and November 2004. The program provided expertise on metropolitan cooperation and territorial development and fostered partnerships and knowledge exchanges between decision makers and specialists from the local and central public administration, public services, business sector, academic sector, and non-governmental organizations, in order to harmonize development processes and strengthen the competitive advantages of the Iași urban agglomeration.

Therefore, the IMA was established based on a set of common goals and on the local authorities' desire for a joint approach on urban and metropolitan development. The following fields for interjurisdictional cooperation were targeted by the IMA: land use and management, improvement of housing quality, infrastructure and utilities development, development and diversification of public services, local economic development, environmental management.

The strategic development objectives set by the metropolitan partners include:

- Redefining and strengthening the role of the metropolitan TAUs in the region in the medium and long term, as a strong and significant regional and national development center at the future eastern border of the European Union⁴⁴;
- Balancing and increasing the pace of economic development for each of the metropolitan partners;
- Harmonious and coherent development of metropolitan TAUs and communities;
- Developing the cultural identity of member communities;
- Developing the accessibility and integrated equipping of the metropolitan localities (roads, water supply, sewage, telephone, etc.) and ensuring the accessibility of IMA to the rest of the country and across the border; ensuring efficient and competitive public services throughout the metropolitan area;
- Improving the performance of metropolitan public administrations;
- Improving the living conditions of metropolitan communities;
- Increasing the partners' access to resources (including government funds, pre-accession and other international funds) through collaborative requests and projects;
- Establishing national and international partnerships to benefit all IMA members.

The main tasks of the executive body of the IDA (the Metropolitan Development Agency) consist of:

- Preparing and organizing the meetings of the IDA;
- Updating and monitoring the implementation of the metropolitan strategic documents;
- Project management (including citizens' engagement);
- Attracting resources for development;
- Consulting and training for the IMA members; and
- Marketing activities.

⁴⁴ IMA was established before Romania's accession to the EU

Today, IMA undertakes the necessary activities for the planning, implementation, monitoring, and promotion of metropolitan development projects, as well as writing project proposals for accessing funding from different sources. Also, IMA prepares the necessary steps and documents to be submitted to the local council, in order to be analyzed and approved for the establishment of the urban authority for metropolitan transport.

Benefits of metropolitan coordination

1. Integrated multijurisdictional planning – from its early beginning, IMA has had an important role in metropolitan planning and over the years it has developed its technical and planning capacity. Within the GRASP program, the metropolitan partners developed and approved the Development Concept, later implemented and monitored by the IDA. Following Romania's accession to the EU, the 2007-2013 programming period brought the integrated urban development approach, and the IMA was in charge of the development of the Integrated Plan for the Development of Iași Growth Pole (PIDPC). For this goal, IMA was assisted and supported by the dedicated Growth Pole Coordinator structure, constituted inside the North East Regional Development Agency (RDA). The plan included projects both in Iași and in the surrounding metropolitan territory and was the basis for attracting EU funding for economic competitiveness, connectivity and accessibility, social and educational services, heritage, and the environment. In the 2014-2020 programming period, IMA was involved in the development of the Integrated Urban Development Strategy (SIDU) for Iași Metropolitan Area and of the Sustainable Mobility Plan (SUMP) covering the same territory, ensuring the metropolitan partners' participation during the two processes, as well as the coordination between the two documents and other existing local strategies and plans. During this programming period, it was also provided with support and assistance from the North East RDA, through the structure dedicated to urban development. This kind of approach was established for all regions, through delegation accord between the Managing Authority (MA) and the RDAs. IMA was also involved in sectoral planning, contributing in 2017-2018 to the Iași Tourism Strategy, a document which also covers the entire metropolitan territory.

2. Integrated projects' monitoring and data collection – during the previous and current programming periods, the IMA has served as a metropolitan knowledge center in terms of the EU-funded projects in the area. The IDA has been monitoring PIDPC 2007-2013 and now SIDU & PMUD and has been in constant dialogue with the Iași municipality, the North East Development Agency and the Ministry of Regional Development and Public Administration. IMA also collected project portfolios of the metropolitan communes and is the main contact point for data collection when it comes to the metropolitan area, having the ability to mediate the communication with the relevant stakeholders.

- a. The existing centralized information at the metropolitan level could be harnessed for the development of an intelligent metropolitan system allowing for evidence-based policy making, integration of databases and investment attraction.

3. Extending utilities networks towards the metropolitan localities – utilities (water, sewage, waste management, etc.) have been developed and extended within the metropolitan territory according to a joint plan over the last years. The expansions considered both residential and economic/ commercial needs, equipping plots for investment attraction. The interjurisdictional cooperation on utilities' provision and development is implemented through single-purpose IDAs at the county or regional level and covering the IMA territory.

- 4. Increased capacity for attracting funding and portfolio diversification** – IMA has an NGO status; therefore, it is eligible for a diversity of funding programs (the Human Resources Operational Program, the Administrative Capacity Operational Program, the Romania – Moldova Cross border Cooperation Program etc.). In this context, the IDA has been implementing several projects with metropolitan impact, in addition to those implemented by its members, covering areas such as: trainings for the public administrations, human resources development in rural areas, strategic, and territorial planning. However, as its team decreased over the last years, the capacity for project development and implementation also decreased.
- 5. Technical and administrative capacity** – IMA has contributed to the technical and administrative capacity development of its members both directly, through its projects providing training to the metropolitan TAU's staff, and indirectly, through the information sessions, meetings, consultations, and knowledge exchanges it organized. Also, by taking responsibility for centralized communication and metropolitan strategic planning, the IMA ensured participation of its members, and the quality of process and of the end results. As a result of a metropolitan development process that has lasted for over 15 years, the IDA has a core team that ensures institutional memory, coherence, and technical expertise.
- 6. Priority funding for projects included in the metropolitan-level planning documents** – while it is not a benefit of metropolitan cooperation per se, awarding extra points for projects applying for funding from the operational programs, if they were included in the integrated metropolitan strategy, fostered the cooperation of the metropolitan TAUs in the planning phase. However, in some cases the cooperation was limited, with metropolitan partners only asking for their projects to be included in the metropolitan portfolio. At the same time, it was preferred that the whole financial allocation from ROP 2007-2014 should be oriented to a municipality-one single project being developed in partnership with the county.

IMA in the context of Romania's pre-accession period and the 2007-2013 and 2014-2020 programming periods

Iasi is the most important center at Romania's (and later EU) eastern border, yet it is part of one of the poorest and less-developed regions of the country. Following the establishment of the metropolitan area and the metropolitan development program supported by GRASP, in 2004-2005 IMA attracted over 160 billion lei from the Government for metropolitan planning and basic infrastructure (water, gas, roads), based on the Capital Investments Matrix⁴⁵. The IDA had the mission to coordinate the implementation of the Metropolitan Strategic Concept and the team benefitted from training and capacity development.

In 2008, Iasi was designated one of the seven national growth poles to benefit from priority to investments from community and national funding programs based on the integrated urban development plans, as mentioned in government decision number 998 /2008. This increased the stake for metropolitan planning in IMA.

In the 2007-2013 programming period, the metropolitan territory developed mainly thanks to the attracted European funds.

⁴⁵ Vrabeti, Mihaela. 2004. Iasi Metropolitan Area Case Study. GRASP

The ROP Priority Axis 1, DMI 1.1. on integrated urban development, monitored by IMA IDA, provided over 100 million euros to the Iasi metropolitan localities, especially Iasi municipality. The main allocation covered transport infrastructure, which supported the continuation of the efforts to equip both Iasi city and the metropolitan territory. The IDA's development and legitimacy were fostered by its role in planning and attracting EU funding, IMA playing a coordinating role in strategic planning and projects' development and monitoring. In this context, the IDA enlarged its team, organized in two offices – the project management office (project management experts led by the head of office) and the functional services office (financial and acquisitions, territorial planning and development strategies, and database and administrative assistance, led by the head of office). This allowed IDA to undertake several actions and functions:

- The development of PIDPC.
- Involvement in the preparation of the project proposals for the projects in the PIDPC portfolio.
- Monitoring and updating PIDPC, according to the metropolitan council's decision.
- Vertical cooperation with the relevant authorities for the implementation of ROP projects included in PIDPC - the growth pole coordinator and the intermediate body, both from the North East Regional Development Agency and management authority (the Ministry of Regional Development).
- The development of project proposals and grant applications (others than ROP) and participation in projects as partner/ lead partner – mainly targeting projects for increasing the administrative and technical capacity in the IMA and socio-economic development.
- Online and offline promotion of IMA, including a biannual newsletter - "Metropolitan Iasi".

During the current programming period, IMA was involved in:

- National, regional, and county planning processes, by providing feedback on the planning documents. IMA promoted the need for a metropolitan approach and continuity about the growth pole approach initiated in 2008.
- Developing studies and collecting data on the situation of the territory, to support the update/ elaboration of the planning documents for 2014-2020.
- Coordination and contribution to the metropolitan planning documents (SIDU, PMUD).
- The development of project proposals and grant applications and participation in projects as lead partner or partner.
- Online and offline promotion of IMA.

In 2018, the IMA was also appointed the technical secretariat of the Iasi Urban Authority (UA),⁴⁶ being assigned the following tasks, according to the UA regulation of organization and functioning:

- Receives, records and distributes correspondence.

⁴⁶ The body charged with the projects' prioritization for the eligible projects to be funded from ROP 2014-2020, PA 4 (sustainable urban development), the priority axis dedicated to the county seats

- Forwards documents in due time to other institutions.
- Systematizes, classifies and archives documents so that it can effectively provide any required information.
- Provides logistical support for the organization of working meetings.
- Multiplies the necessary documents for the activity of the urban authority.
- Draws up and keeps in good condition the entry-exit register of daily correspondence.
- Draws up and maintains in good conditions the register of entries in the project fiches.
- Archives documents related to the activities, in accordance with relevant national and European legislation.

Due to a staff shortage in the last three years, the capacity of the IDA decreased, with direct effects on the development and implementation of own projects and initiatives – for example, the bi-annual newsletter was put on hold starting in 2017.

A shortcoming of the 2014-2020 programming period has been the limited availability of funding for the metropolitan territory, as the main eligible beneficiary was Iași city. The concentration of eligible ROP interventions in the core city, as well as the delays in establishing and operationalizing the metropolitan transport system, contributed to a decreased engagement of the metropolitan partners.

Examples of multijurisdictional cooperation in IMA

The areas of multijurisdictional cooperation within IMA members include:

- Public utilities management and development (water, sewerage, waste management) – according to the sectoral IDAs masterplans; these processes are not coordinated by IMA.
- Strategic planning, including the overall metropolitan strategy and sectoral strategies for economic development and tourism (as mentioned above).
- Cross-border cooperation in the fields of strategic and urban planning, social etc..
- Marketing.

While the IMA developed several projects and initiatives contributing to the metropolitan territory's development, one can conclude that the IDA's successful initiatives were coordination rather than cooperation oriented.

Technical and administrative capacity development

Technical and administrative capacity development is a constant concern of IMA. For example, the IDA attracted funding and implemented the Qualified staff for an efficient administration in the Iași Metropolitan Area project (2011-2012), funded by the Administrative Capacity Development Operational Program. The project aimed at the improvement of the professional knowledge and skills of the 19-member administrative bodies of the association, providing training on project management, public procurement, computer skills, strategic planning and financial management for the 130 employees of the metropolitan TAUs.

Socio-economic development

Ensuring a balanced development of the metropolitan territory and supporting the socio-economic development of the rural areas were addressed through the DECoR DRU project - The Economic Development of the Rural Community through Human Resources Development (2014-2015). The project was funded by the Sectoral Operational Program Human Resources Development and included two main components:

- Development of the strategy for economic development and competitiveness in the strategic fields for the rural areas of the IMA.
- Providing vocational training and support programs for employment in non-agricultural fields and promoting the occupational, sectoral, and geographical mobility of rural labor force from the IMA.

The project addressed the improvement of the quality of human resources in the rural area of the IMA through qualification, information, and counseling in order to facilitate access to non-agricultural employment in correlation with the requirements of the local and regional labor market. One hundred and eighty citizens from the metropolitan rural areas were trained and counseled within the project.

Cross-border cooperation

The IMA capitalized on its geographic position and its IDA status in cross-border cooperation projects in the fields of strategic planning for integrated urban development, social services, and local economic development. IMA was active in this sense from its early beginning, attracting funding from the neighborhood programs between Romania and the Republic of Moldova (projects included: Social Work for Better Life, 2004-2006, LGU Wealth Network, 2006-2008, and preparing a cross-border wholesale market in Vulturi, Popricani, 2007-2009) and the Romania-Ukraine-Republic of Moldova Cross-border Cooperation Program (Elaboration and Management of Integrated Urban Development Plans, 2013-2014). These initiatives supported intercommunal, cross-border, and interinstitutional collaboration for metropolitan development, providing additional funding and thematic approaches to complement the metropolitan TAUs' projects.

Metropolitan transport

Urban and metropolitan mobility has been a constant concern at IMA level, both due to the poor transport infrastructure the authorities have been trying to modernize and because of the need for a modern and sustainable metropolitan transport system, that could also contribute to improved environmental factors. The IDA was involved in the Parking management and incentives as successful and proven strategies for energy-efficient urban transport (PUSH & PULL) project (2013-2015), co-funded by Intelligent Energy Europe, promoting sustainable mobility.

On the other hand, IMA has been trying to facilitate the establishment of a metropolitan public transport association since 2010 and two attempts failed due to the refusal of some of the members to pass the decision through the Local/ County Councils, despite a principle agreement of all metropolitan partners. The actions in this sense were resumed and the metropolitan partners re-confirmed their interest for the metropolitan transport system.

Promoting funding opportunities

Although it is not one of its core tasks, the IMA promotes opportunities to increase members access to funding. This approach is particularly important when it addresses complementary funding to the ROP – funds for rural development, cross-border cooperation etc.

Risks and constraints hampering interjurisdictional cooperation

1. **Reduced interest of policy makers (elected officials) in cooperation** for projects or initiatives that have no direct effects on their visibility/ popularity and electoral capital. Metropolitan cooperation stands low on the local political agenda when there is no direct stake (especially funding).
2. **Unclear attributions and competencies of metropolitan IDAs** – the lack of specific legislation guiding metropolitan cooperation and development may stall development and decision-making processes, especially in a context of reduced political interest for metropolitan cooperation. For example, the IMA has been trying to facilitate the establishment of a metropolitan public transport association since 2010 and this has not yet been achieved, despite an agreement in principle between all the metropolitan partners. Another example shows overlaps between the IMA and the Iasi municipality in terms of planning attributions – while IMA coordinated the development of PIDPC and SUMP, the municipality coordinated the development of the integrated urban development strategy (covering the metropolitan area), involving the IMA throughout the elaboration.
3. **Limited availability of funding for the metropolitan territory and the integration of funding** – as mentioned above, the concentration of eligible ROP interventions in the core city contributed to the disengagement of the metropolitan partners and a perceived decrease value added of cooperation. This was also fostered by the focus of the metropolitan strategy and project portfolio prioritization on the ROP (according to the program's guidelines), and a lower promotion of complementary funding and projects for the rest of the metropolitan territory during the planning and implementation phases. Integration, both in terms of planning and funding, should be better addressed during the following programming period, both by the programs' guidelines and by the local/ metropolitan planning initiators.
4. **Staff shortage of the IMA IDA generates operational limitations** – Over the last three years the IMA has faced a staff shortage due to some of the employees migrating to the local administration institutions following the salary increase in the public administration. This led to a decrease in the volume of the IDAs' activities volume and raised the problem attraction and retention of well-trained staff. A clearer positioning of IMA IDA and its attributions, supported by law, would help in this regard.

Cluj-Napoca Metropolitan Area (CNMA)

The CNMA was created in 2008 through the association of Cluj-Napoca Municipality and Cluj with the surrounding TAUs, namely: Aiton, Apahida, Bacia, Bonțida, Borșa, Căianu, Chinteni, Ciurila, Cojocna, Feleacu, Florești, Gilău, Gârbău, Jucu, Petreștii de Jos, Tureni, and Vultureni, together with Sânpaul and Săvădisla joining in 2009 and 2016.

The vision for the CNMA is:

“The Cluj-Napoca Metropolitan Area will become a competitive hub for research, innovation and development services and for ICT, a proper environment for entrepreneurs, youth and professionals. The place where you grow, have success and raise you children.”

The main goals of the association are:

1. Urban development and modernization of the CNMA and improvement of sustainable urban mobility
2. Increasing the economic competitiveness of the CNMA
3. Developing social services in order to increase the quality of living within the CNMA and the Northwest Region.

The main activities of the CNMA are:

- The development, monitoring, and implementation of a strategic concept for the sustainable development of the metropolitan area
- Developing own projects and programs in partnership with other private entities from Romania and abroad for the development of the metropolitan area
- Developing technical and economical documentation for grants
- Promoting the economic development strategy and marketing for investors
- Attracting investments (local and international)
- Supporting and promoting the SMS sector and facilitating their access to financial resources from capital markets or international funds
- Any other activities that aiming to generate own funding resources.
- The elaboration of the Metropolitan Spatial Plan of the Cluj-Napoca Metropolitan Area (PATZM) on the basis of the general urban plan of each administrative-territorial unit of the zone;
- Improving and developing transport, telecommunication, and energy infrastructure within the metropolitan areas (at the level of TAU)
- Developing and improving public services
- Developing the tourism and tertiary sector
- Developing human resources, increasing the employment rate, and combating social exclusion and social imbalances.

- Promoting integrated and efficient solutions for the construction of social housing, participation within programs aiming to create workplaces, and increasing the standard of living.
- Developing strategies, programs, studies, and investigations in order to identify problems and challenges of the CNMA
- Prevent and combat crime or undesirable behavior
- Encourage scholarship and increase the level of education and culture with the youth and other vulnerable groups.
- Fundraising
- Consultancy and guidance in human rights, civic, sustainable economic development, environmental protection, and other fields related to public life.

Metropolitan areas are confronted with common problems such as economic change, social inclusion, rapid and uncontrolled urban expansion (SPRAWL), traffic congestion as a result of unsustainable mobility patterns, environmental damage and pollution - whose impact exceeds administrative boundaries.

The CNMA is addressing metropolitan challenges by facilitating cooperation on:

- Planning – CNMA aims to develop a Metropolitan Spatial Plan of the Cluj-Napoca Metropolitan Area (PATZM)
- Sectorial policies on economic development, utilities, and public services
- Financing or co-financing programs and projects of metropolitan importance
- Property taxation and real estate management
- Environmental issues
- Policies and programs related to health, culture, sports and tourism
- Institutional organization and development of human resources

From these areas of cooperation defined in the status of the association, the CNMA is focusing on planning issues by coordinating relevant planning documents (SUMP or IUDS), developing projects that support social inclusion of marginalized communities, providing training opportunities and resources for local stakeholders, building facilities for economic development and promoting natural heritage and touristic attractions.

Benefits of metropolitan coordination

Some of the benefits and gains enabled by metropolitan coordination in Cluj-Napoca, include:

1. Increased access to international projects

After the 2007-2013 programming period, the CNMA greatly extended the variety of projects, and especially funding sources aimed mostly at international projects. In time, CNMA has gathered a strong team which has expertise in preparing and implementing international projects. Small TAUs (communes) rarely have the administrative capacity to write proposals for more complex funding programs, therefore they can benefit from international experience exchange and research projects developed under the CNMA.

2. Solving complex problems

In many cases, metropolitan issues and challenges exceed the capacity of TAUs to solve them. Issues like uncontrolled expansion (urban sprawl), poverty and social inclusion, and access to services of general interest are just a few examples. In this regard, the CNMA developed several projects aiming to support the social inclusion of disadvantaged persons. Such an example is the PATA-Cluj project which used a two million euros grant from Norway Grants targeted to support desegregation and fight against poverty in a marginalized community living near Cluj-Napoca's waste ramp.

3. Integrated capitalization of local resources

Tourist attractions and leisure facilities may be concentrated in Cluj-Napoca, but some of them can also be found in the metropolitan area. If each TAU were solely promoting its own attractions, this would be highly inefficient, and results would be rather scarce. Therefore, territorial marketing and branding are activities that often demand interjurisdictional cooperation. In the case of the CNMA, the aim is to promote the metropolitan area as an important destination for weekend tourism by mostly targeting residents of Cluj-Napoca, but also tourists visiting the city. A first step in this direction is the URBforDAN project which targets the Făget Forest at the outskirts of Cluj-Napoca and aims to develop a site management plan together with small scale noninvasive interventions for transforming the area into an attractive public space and leisure facility. There are also plans to develop several cyclotourist routes within the metropolitan area that link the most relevant activities.

4. Efficient and integrated metropolitan area level planning

Even if according to Romanian laws, TAUs are responsible for developing their own spatial plans and strategies the planning process is often lacks the possibility to provide a clear understanding of the context and the ability to identify the best ways to capitalize on the surroundings. Therefore, the aim of the CNMA is to ensure a coherent planning process at the level of the metropolitan area. This is done by respecting the local autonomy of the TAUs, but also by guiding them in terms of planning. The CNMA was in charge of the coordination of both the Integrated Sustainable Urban Development strategy and the Sustainable Urban Mobility plan. Even though this process ensured a coherent vision and a relevant project portfolio for the whole metropolitan area, funding from the ROP was allocated just to Cluj-Napoca.

5. Horizontal cooperation also ensures better top down planning coordination

Metropolitan development associations often act as intermediaries between the county administration (NUTS 3) and the regional level (NUTS 2). In some cases, these organizations are also representative at national or EU level. The CNMA is often cooperating with the NWRDA in EU projects funded under the Interreg program. In terms of spatial planning at county level, the CNMA is an important stakeholder involved in the development of the county spatial plan (PATJ). On the other hand, there is also cooperation in terms of responsibilities between these three entities. For example, while the CNMA focuses on social services, the NWRDA and the county council oversee promoting the TAUs of the metropolitan areas as investment destinations. Moreover, the Cluj County Council is the public entity involved in the development and management of the four industrial parks that gather more than 11,000 workplaces.⁴⁷ Two of these industrial parks, Tetarom III and IV are in the metropolitan area.

⁴⁷ The development and extension of the Tetarom industrial parks has been supported by pre-accession funds (Phare) and later on by the ROP.

IDA in the context of attracting EU funds for 2021-2027

In 2008, after joining the EU, Cluj-Napoca was designated as a growth pole along with other 6 municipalities (Braşov, Constanţa, Craiova, Iaşi, Ploieşti, and Timişoara). This is also when the CNMA was established in order to support the development of Integrated Development Plan (PID) for the growth pole (Cluj-Napoca and surrounding TAU's) and the implementation of important projects within the metropolitan area. During the 2007-2013, there was funding dedicated to projects within metropolitan areas through the ROP, where the CNMA was directly involved in the implementation phase.

In the current programming period, the CNMA is coordinating the planning process but is less involved in the selection of priority projects and in their implementation. This is mostly caused by the fact that having projects in the metropolitan areas is not mandatory. Therefore, the main cities chose to use designated funds from the ROP mostly for implementing their own projects without targeting the metropolitan area.

The CNMA continues to work towards achieving its main goals (urban development, social services, and economic competitiveness) but is now targeting other funding sources. There is a shift in terms of project typologies between the two financing periods. If in the first period, the CNMA was involved in implementing mostly "hard" infrastructure and facility projects (social care facilities, industrial parks, public transport, infrastructure, etc.); in the actual financing period, the CNMA is mostly implementing soft projects aiming to tackle metropolitan challenges by research, training, experience sharing, exchange of knowledge, and small-scale interventions. On the other hand, accessing these funds is harder as competition at international level is quite tough, especially related to the Horizon 2020 or Urban Innovative Action programs from which CNMA recently obtained funding for three projects.

For the 2014-2020 programming period, CNMA is aiming to strengthen its planning capacity. Therefore, the desire would be to have a dedicated financing axis through which funds would be allocated directly into the metropolitan area without being in competition with the core city. A possible approach would be to give the metropolitan areas a similar role like the urban authority has in this programming period. This would mean funds would be prioritized and implemented by the metropolitan area in partnership with local authorities. A similar approach is already used within the LEADER program for LAG/FLAG, where stakeholders propose projects that are then prioritized at the level of the association.

For the forthcoming budgeting exercise, the CNMA has prepared with a strong team that now has vast experience in strategic planning, project writing, and implementation. Moreover, the international experience and knowledge gathered from R&D projects will greatly enhance the capacity of the CNMA to find the most efficient and creative ways to tackle the local challenges.

Examples of multi-jurisdictional cooperation in the Cluj-Napoca Metropolitan Area

CNMA tackling complex problems

The Pata Rât is a spatially segregated informal urban settlement of 1,000 people from multiple marginalized communities living near Cluj-Napoca's landfill. After the landfill closed in 2010,

nearly 800 adults that worked on the ramp remained without any source of income. Based on a UNDP-UBB study the Pata Cluj project was developed in order to foster integrated social inclusion in this community. Funding of four million euros for the project has been obtained from EEA grants, while the implementation is ensured by a consortium formed by: the CNMA (coordination), the Community Association of Roma from Coastei, AltArt Foundation for Alternative Art, and Habitat for Humanity.

Interventions follow a multidimensional approach and rely on pursuing project threads: community facilitation, housing, education, case management, safety, employment, raising awareness, arts and culture, health, youth center, and institutional facilitation. Through the Pata Cluj, construction materials (based on the demand of the communities) and facilities have been provided to those that decided not to leave the areas. A youth center was built to support joint activities in education, culture, and sport. The project also provided educational services for children, youth and their families in order to support school attendance. For those that wanted to move, two buildings containing six apartments each have been built with the support of Habitat for Humanity. Additionally, 23 apartments have been bought in order to provide decent living conditions and enhance the desegregation process.

The Pata Cluj project is a good example that showcases how an intercommunal development association can support local administration in resolving complex problems.

Supporting economic development and innovation

Even if the economic competitiveness of the metropolitan area is mostly supported by the county council, the CNMA is providing support in terms of governance and training. The New Generation Skills project funded by Interreg Danube seeks to support youth to be proactive engines of innovation and become changemakers in their local communities by developing their skills and competences. This is achieved by firstly forming a quadruple helix governance structure with main stakeholders involved in innovation and entrepreneurship together with the Innovation Lab within the University of Agricultural Sciences and Veterinary Medicine (USAMV) in Cluj-Napoca. The Innovation Lab is equipped with a 3D printer, scanner, laptops, multifunction printer, and video conference system. The lab can be used by, and is open for, youth from all over Cluj-Napoca and the metropolitan area. Within the Innovation Lab following services are provided: One Stop Shop, educational activities (circular economy, digital manufacturing, etc.), mentoring, practical activities related to hardware and software instruments, and management activities. Through this project, the youth in the CNMA have access to high-tech facilities, training, and mentoring so that they can develop and adapt their skills to be an important part of the knowledge economy.

Tackling local issues to research and knowledge exchange

ProGReg Horizon 2020 (to be further assessed, started in June 2018)

Risks and constraints hampering interjurisdictional cooperation

- 1. Unstable income and funding sources** - The activity of the CNMA is strongly linked to EU funding, as financial resources gathered from the tax of local authorities are not enough to sustain the activity of the organization -0.5 lei per inhabitant and 1,500,00 lei for the county council-. Also, incomes from TAUs vary from year to year. Therefore, the continuity of the CNMA team is dependent on funds attracted from other sources, mostly from winning EU projects.

2. **The urban sprawl phenomenon** - Mechanisms to control urban sprawl are still not efficient enough. Developing a Metropolitan Spatial Plan has been one of CNMA's goals for a long time. This could strengthen the coordination of the local TAUs in terms of development areas for housing, business, retail, and other activities. At the moment, the spatial plan for the county is in the development process.
3. **Uncertainty of legal framework** - Due to their statute (NGO), the CNMA is excluded from various funding sources, or has to compete directly with other NGOs even if their activity, scope and role is totally different for their competitors. Also, for some funding sources, the CNMA is considered as NGO (ex. POCU), while for other it is acknowledged as a local authority -ex. UIA / EEA grants-.
4. **Uncertainty in terms of technical assistance provided by CNMA** - At the moment, the CNMA is writing and implementing various projects targeting the metropolitan area where TAUs are mostly beneficiaries. The staff of CNMA is well trained in terms of planning, project writing, and implementation. These skills are available for the local TAUs but due to the lack of resources, they cannot be accessed for free. Therefore, the local TAUs prefer to hire their own consultants instead of accessing the expertise of the CNMA. On the other hand, if CNMA would offer its expertise for free to local TAUs demand could be so high that the staff would be easily overwhelmed.

Constanța Metropolitan Area

Constanța Metropolitan Area (CMA) is an intercommunal development association (IDA), which was created in 2007 by the association of the city of Constanța with 13 administrative units in the proximity of the city. Today, CMA covers a total population of approximately 500,000 inhabitants and it is comprised of 16 administrative units (TAUs), namely the city of Constanța, the towns of Năvodari, Eforie, Ovidiu, Murfatlar, and Techirghiol, as well as the following communes: 23 August, Costinesti, Mihail Kogălniceanu, Cumpăna, Valu lui Traian, Lumina, Tușla, Agigea, Corbu, and Poarta Albă.

The purpose of the association is the sustainable development of the administrative units that form the association and of the entire area in its proximity, through the joint implementation of development projects of zonal and regional interest and through the joint provision of public services.

The main objectives of Constanța Metropolitan Area are:

- The improvement and the development of transport, telecommunication and energy infrastructure;
- Reducing disparities between localities situated in the metropolitan area;
- The development of new residential areas and neighborhoods;
- The development and improvement of public services;
- Environmental protection and sustainable development;

- The development of tourism and of the tertiary sector;
- An integrated economic development;
- To develop human resources, to increase employment rates and to combat social exclusion and social imbalances;
- Attracting new investments and increasing access to resources.

Other objectives of the Intercommunal Development Association cover the following aspects:

- The efficient and integrated management of the local potential;
- The organization of, and participation in, training and retraining courses, seminars, and conferences;
- The elaboration, implementation, and development of own projects and programs in partnership with other natural and legal persons from Romania and from abroad, especially in the context of the cross-border, regional, and transregional partnership, as part of projects such as Romania-Bulgaria, EUSDR, or the Black Sea;
- The elaboration of strategies, programs, studies, and specialized analysis in order to conduct the inventory of the needs and opportunities of the area, as well as of the problems encountered by the community and the disadvantaged categories of inhabitants in the metropolitan area;
- Supporting the youth and young families;
- Promoting integrated and efficient solutions for the construction of social housing, as well as actively participating in programs regarding job creation and the general improvement of living standards;
- Promoting private and public investments for a sustainable development of the metropolitan area and its component administrative units;
- Preventing and combating crime and other various typologies of risk behavior of the population;
- The support and promotion of school attendance and the improvement of education and culture levels among young people and the disadvantaged categories of the population;
- Accessing various funding sources and programs, especially in the form of financial assistance from the European Union, for the development of the Constanța Metropolitan Area and its component administrative units, as well as for capacity building for the association;
- Granting fellowships and other forms of material support;
- Promotion, support, and involvement in projects and programs of R&D and technological transfer;
- The organization and support for charity and fundraising;
- Offering consultancy and counselling in the fields of human rights, the development of civic consciousness, sustainable economic development, the development of all typologies of infrastructure, environmental protection, and other sectors of general interest;
- Preparing and implementing local, zonal, regional, and national projects, programs and strategies;

- Fulfilling the role of the urban authority and representing the member administrative units, the associated partners, as well as the entire metropolitan territory and its population, in relation to various public and private entities from Romania and from abroad, central public authorities, regional, subregional, and local institutions and authorities, management authorities etc.

These objectives can also be regarded as the main responsibilities of and activities conducted by Constanța Metropolitan Area, being at the same time at the core of the areas of interjurisdictional cooperation that are being promoted at the metropolitan level. Out of the aforementioned objectives, during the last 12 years, the Constanța Metropolitan Area has been focusing on the following sectors of activity:

1. Strategic Planning

The Intercommunal Development Association of the CMA elaborated or was actively involved in the process of elaborating various strategic documents such as the Integrated Urban Development Plan 2007-2013, the Integrated Urban Development Strategy 2014-2020 or the Sustainable Urban Mobility Plan 2014-2020. At the same time, the association coordinated, monitored, and evaluated the implementation of these plans and strategies and has permanently been present in processes of public consultation developed in the component administrative units, especially in actions dedicated to territorial development, public policies, the development of investment plans, and the management of public services.

2. Technical and administrative assistance

The CMA has continuously provided assistance to the member municipalities, especially in areas of interest, such as, project development and implementation, public procurement, urban planning and strategic planning etc.

3. Accessing external funding sources

Over the past 12 years, the Intercommunal Development Association of the CMA has successfully implemented and is still implementing 16 projects funded through various programs, such as: POR 2007-2013, PODCA 2007-2013, POSDRU 2007-2013, POCU 2014-2020, POR 2014-2020, and HORIZON 2020. The total value of these 16 projects is 52,793,638 lei, which makes Constanța Metropolitan Area one of the most active metropolitan associations in Romania, in terms of the number of projects implemented, the total value of attracted funds, as well as the diversity and complexity of the interventions.

Although not all the typologies of activities and objectives aforementioned are constantly being implemented in the CMA, these are good examples of activities that could be conducted by other metropolitan areas in Romania. The following details describe best practices, as well as benefits and obstacles identified in the process of metropolitan cooperation.

Benefits of metropolitan coordination

Apart from the local benefits brought by metropolitan coordination for the administrative units of the CMA, all the measures implemented by the Intercommunal Development Association lead to a series of major benefits that contribute to the overall achievement of the association's objectives. The main benefits of metropolitan coordination in Constanța Metropolitan Area are:

1. Increased capacity building

One of the main roles taken by the Intercommunal Development Association of the CMA is that of offering and facilitating assistance and training to its members in order to improve the constituent administrative units' capacity to attract external funds and to implement projects. This led to increased capacity building at the metropolitan level, achieved both through courses developed by the intercommunal development association, as well as through experience exchanges and trainings conducted as part of European programs.

2. Reduced disparities between the component administrative units of the metropolitan area

The projects implemented and the investments / funds attracted by, or with, the contribution of the Intercommunal Development Association of CMA in developing the social and technical infrastructure in key areas of the metropolitan territory led to a more balanced attractiveness of the area with an increased number of companies locating in other municipalities than the city of Constanța and a higher and higher number of inhabitants migrating to a series of smaller urban and rural administrative units.

3. Integrated metropolitan development strategy

The Intercommunal Development Association of CMA took the responsibility for elaborating a series of studies, plans and strategies covering the entire metropolitan area. This resulted in an integrated planning process that facilitated the identification of strategic projects and interventions that were needed for the sustainable and successful development of the area.

In addition, one of the main roles of the association is the coordination, correlation, and integration of interventions which is a crucial factor in the sustainable and balanced development of the area, since it follows the correlation between public and private investments, between strategic documents (for example, as part of the HORIZON 2020 PORTIS project, the IDA CMA elaborated a report that correlated the interventions in the Sustainable Urban Mobility Plan with the ones in the Port of Constanța Masterplan, two of these projects being already implemented), and between investments (for example, IDA CMA coordinated the interventions on the technical infrastructures with the projects funded by European funds for urban regeneration).

Finally, although the IDA of CMA is not yet responsible for the management of public services, through an integrated planning process it provides the framework for an integrated administration of services of public utility and of the public utilities system.

IDA in the context of attracting EU funds and potentially using the ITI tool for 2021-2027

The Intercommunal Development Association of CMA is one of the first structures of this type established in Romania, having a vast experience in metropolitan governance and development. With Constanța being one of the national growth poles, IDA CMA had a very important role in the 2007-2013 programming period. More specifically, the association took the responsibility of elaborating the Integrated Urban Development Plan (IUPD) 2007-2013, the strategic document that conditioned the access to European funds for the growth pole. Based on the IUPD, the entire metropolitan area implemented a series of projects adding to a total value of 1.2 million euros.

while the Intercommunal Development Association of the CMA was in itself one of the solicitants of these projects. Apart from the projects dedicated to capacity building, Constanța Metropolitan Area developed a series of actions in the rural municipalities, focused on the establishment of various youth centers for which the administrative units mandated the association to apply for funding and to implement the projects, after which the centers would be transferred to the administration of the local municipalities.

As part of the VISION 2020 project, funded during the 2007-2013 period, the Constanța Metropolitan Area also developed the Integrated Urban Development Strategy (IUDS) 2014-2020, which prepared the following programming period. Unlike the previous period, the Intercommunal Development Association could not apply for funding for the entire metropolitan territory, the city of Constanța being the beneficiary of the European funds. In this context, the IDA CMA focused its activity on capacity building through the provision of assistance for the municipalities, free of charge, in project development and implementation.

For the 2021-2027 programming period, the Intercommunal Development Association of the CMA considers that **strategic planning** at the metropolitan level should continue to play an important role for a successful interjurisdictional cooperation. The elaboration of relevant documents such as the metropolitan spatial plans (PATZM) and the metropolitan strategies should be encouraged, funded, and even considered a precondition for attracting European funds. The role of the metropolitan IDAs in strategic planning should be recognized and better supported in the legislative and financial framework.

In addition, **interjurisdictional cooperation and joint initiatives** should be better reflected in the legal framework and the design of the funding programs, in order to address the challenges faced by local municipalities that need an integrated approach, in sectors such as connectivity, social services, education, health etc. In this case, the IDAs can have an important role in developing / implementing / monitoring / evaluating this type of intercommunal projects.

Lastly, territorial and functional cohesion in urban functional areas could be achieved through the **integrated management of public services**. Although the national legal framework permits an integrated approach in the provision and management of services of public utilities, the most common sectors approached in an interjurisdictional manner are water supply, wastewater management and waste management. It is very important to encourage the development of other integrated services such as transportation, sanitation, public lighting, and social services, managed by sectoral IDAs and reunited under a holistic strategic plan that would coordinate the development priorities and the correlation with other interventions.

Examples of multi-jurisdictional cooperation in Constanța Metropolitan Area

Strategic Planning

Many strategic documents, respectively, the Integrated Urban Development Strategy, the Sustainable Urban Mobility Plan, and other sectoral strategies and studies, have been elaborated for the metropolitan area of Constanța, under the coordination of the Intercommunal Development Association of the CMA. These documents have been validated by each member municipality and they have been adopted by the General Assembly of the IDA CMA. The association is also responsible for the coordination / correlation between the interventions proposed in the action plans, being at the same time involved in the monitoring process of the implementation of these documents.

Moreover, the IDA CMA is involved in the strategic planning process of each administrative unit in the metropolitan area, in order to correlate local interventions with the general directions set by the IUDS, SUMP and other programmatic documents at the regional, national, and European level. In this context, the Intercommunal Development Association of CMA is consulted for the approval of local development strategies, general urban plans, and other strategies and investment plans in the member administrative units.

Social Development

The Intercommunal Development Association of the CMA has been actively involved in the development of the entire metropolitan territory, playing an important role in diversifying the social infrastructure in rural areas, for example by applying for European funds in the name of the municipalities during the 2007-2013 programming period. The result was a series of youth centers that are now managed by the local administrative units.

Good Practice: The implementation of a series of projects regarding the social infrastructure in rural municipalities of the Constanța Metropolitan Area

The IDA CMA was the first structure of this kind in Romania that between 2010-2015 successfully accessed the Regional Operational Program 2007-2013, Priority Axis 1 – 1.1. Growth Poles, for the implementation of eight projects regarding the social infrastructure. These actions implied the rehabilitation, extension and supplying a series of buildings in eight rural communities, in order to transform them into youth centers. At the end of the implementation process, the infrastructure was transferred from the administration to the local administrative units, which became responsible for its management and to the fulfillment of the post-implementation obligations.

An innovative aspect in this example was the establishment of mixed teams for the implementation of these projects, which fostered the collaboration between personnel from IDA CMA and the municipalities, as well as from the city of Constanța, which provided specific technical expertise in certain cases.

Capacity Building

The Intercommunal Development Association of the CMA is constantly providing technical and administrative assistance to its members in various fields such as: accessing funding programs, especially for European funds, project management, public procurement, strategic and urban planning etc. Moreover, during the previous programming period, the association implemented two projects with funds from the PODCA 2007-2013 program, Training for Development and VISION 2020 – An Integrated Strategy for Constanța Metropolitan Area, through which 60 civil servants were trained in aspects such as project management, sustainable development, equity or development of public policies.

Urban and Metropolitan Mobility

Although the Intercommunal Development Association of CMA is not responsible for the management of public transport services, it has an active role in planning and developing the transport sector in an integrated manner at the metropolitan level. A few successful examples that can be mentioned include: the enhancement of connectivity in the area through the project

of enlargement and modernization of the Mamaia – Năvodari Boulevard, and the involvement in various national and European networks and programs. For example, the IDA CMA in part of the METROPOLITAN project, developed by the Federation of Metropolitan Areas and Urban Agglomerations in Romania (FZMAUR) with funds from the POCA 2014-2020 program. The project has as its main purpose, the elaboration of an alternative public policy regarding local and metropolitan public transport in Romania. Another relevant initiative is the IDA CMA's participation as a partner in the project "PORTIS – PORT Cities: Innovation for Sustainability", a project funded through the HORIZON 2020 program, whose purpose is to identify and address a series of challenges faced by port cities in Europe regarding urban mobility and the functional, economic, and social correlation between ports and cities.

Good Practice: The organization and management of structures for public cooperation and consultation

Taking into consideration the role of coordinator adopted by the Intercommunal Development Association of the CMA over the years, the association has also been an important moderator for the multiple interest of local stakeholders (the academic environment, civil society, the business environment and public authorities).

One relevant example is represented by the Forum for Sustainable Urban Mobility, established in the Constanța Metropolitan Area as an interinstitutional structure, without legal personality, whose purpose is the creation of a platform for continuous dialogue regarding transportation and mobility. This forum, managed by the IDA CMA, soon became a real advisory entity in the decisional processes of public authorities and institutions, especially for Constanța City Hall, contributing to the adoption of strategic decisions (for example, in the elaboration of the parking policy of the city), and of a series of operational measures and interventions (for example, the rules for access in the historic center, the implementation of a parking fee in the central area of the city of Constanța and in Mamaia etc.)

Apart from the Intercommunal Development Association of CMA, other partners in the forum for Sustainable Urban Mobility are: Ovidius University, Constanța Administration of Maritime Ports, Constanța City Hall, County School Inspectorate, County Police Inspectorate, County Emergency Situations Inspectorate, County Health Directorate, County Agency for Environment Protection, the Chamber of Commerce, Industry, Navigation, and Agriculture Constanța, as well as a series of non-profit organizations.

Economic Development

In terms of economic development, the Intercommunal Development Association of the CMA is an important actor in support of a successful business environment. First, the IDA CMA is permanently involved in the dialogue with the private sector, being also in close collaboration with relevant institutions such as the Chamber of Commerce, Industry, Navigation and Agriculture Constanța. In addition, the association has implemented various projects with European funds, regarding the labor force, and the development of competences. Some examples of these initiatives are: European training for quality services in tourism (funded through the POSDRU 2007-2013 program), internships for competitive students on the labor market (funded through the POSDRU 2007-2013 program) and "the internship – the first step towards hiring" (funded through the POCU 2014-2020 program). Also, the Intercommunal Development Association of CMA, in partnership with the city of Constanța and the Chamber of Commerce, Industry,

Navigation and Agriculture Constanța, has begun the implementation of a project funded through the Regional Operational Program 2014-2020 regarding the development of a business incubator dedicated to the sector of creative industries, which will be a major catalyst for entrepreneurial development, as well as for research and innovation at the metropolitan and even regional level.

Promotion and Communication

The Intercommunal Development Association of the CMA reunites and presents the common interests of the member administrative units in relation to various institutions and authorities at local, regional, and national levels. At the same time, the IDA CMA represents / assists, when solicited, any of its members in meetings such as conferences, reunions, committees etc. and it promotes the activities of the association and of the municipalities in the metropolitan area through its monthly newspaper, The Metropolitan Chronicle, which represents a great opportunity for the community to get acquainted with the metropolitan and local projects and initiatives, as well as through informal means of communication, such as the IDA's website and social media.

Good Practice: Fostering cooperation between the member administrative units of IDA CMA

Even beginning with the first year of activity, the Intercommunal Development Association of the CMA has been organizing numerous joint actions with the members of the Association, some of them even becoming regular events. For example, one of the most relevant actions is represented by an annual study visit and experience exchange with different partners in the European Union, whose purpose is to strengthen the relations with various European authorities, as well as to enable the personnel in the Constanța metropolitan area to get acquainted with international best practices.

All these actions, especially the meetings between the member administrative units of the Constanța Metropolitan Area, their management, as well as their technical staff, together with representatives from the IDA CMA, contributed to a stronger cohesion between the members of the Association and the diminishing of politic, personal or administrative differences between them which facilitated a higher level of cooperation.

Financial Resources

The activity of the Intercommunal Development Association of CMA has been funded by two main sources so far:

Financial contributions from the members of the Association, according to the population of the administrative units (1,3 Lei / inhabitant);

Grants and structural funds, by accessing various funding programs for the implementation of specific projects.

The Intercommunal Development Association of CMA is not conducting any activities that could bring revenue to the association and that is the reason why the permanent staff of the Association only comprises 3-5 employees, while other personnel are only project-based hired. This is the reason why IDA CMA considers that additional funds should be available for the operational activities of the intercommunal development associations (for example through programs dedicated to technical assistance), in order for them to be able to get involved in more numerous and more relevant projects for the metropolitan areas.

Risks and constraints hampering interjurisdictional cooperation

Some of the key risks and constraints identified in the activity of the Intercommunal Development Association of Constanța metropolitan area include:

1. **Lack of dedicated funding sources** - One of the main challenges identified refers to the allocation of European funds for growth poles in Romania during the 2014-2020 programming period, with the city of Constanța being the beneficiary of integrated urban interventions, which made it difficult for IDA CMA to access funds for the development of the entire metropolitan territory, including the rural municipalities.
2. **The national legal framework and planning system** – The Intercommunal Development Association of CMA identifies the risks determined by the lack of urban and strategic planning at metropolitan level with respect to funding opportunities and their distribution according to local challenges and specificities. For example, both rural and urban municipalities, with a prominent residential profile, are forced to attract additional income from activities that could not be compatible with the housing function (e.g. productive activities) because of the lack of a territorial plan that sets the profile of the municipalities, the lack of a metropolitan strategy that prioritizes investments or the lack of financial opportunities for operational activities for these typologies of municipalities. In addition, the national planning system and legal framework describe the possibility of elaborating metropolitan development plans, but they are not compulsory and metropolitan intercommunal development associations are not identified as possible initiators of such actions, which also means that they do not have access to external funds for spatial planning activities.

Ploiești Metropolitan Area

The IDA Ploiesti Prahova was established in 2009, according to the government decision number 26/2000 related to associations and foundations, approved by law 246/2005, the law 215/2001 on Local Public Administration, and the law 151/1998 on Regional Development in Romania. As it was established based on the government decision number 998/2008 regarding the designation of growth poles and urban development poles, the website introduction states that its activity develops according to the National Development Plan 2007-2013, the Regional Operational Plan 2007-2013, the Integrated Development Plan, the Sustainable Plan for Sustainable Development of the Prahova County, and other strategies and plans developed at central, regional, and local levels.

Previous attempts at an interjurisdictional cooperation had been made in 2004-2005, when based on the law 350/2001 on Urban and Regional Planning, the Ploiesti municipality and the administrative units in the first ring developed the Inter-territorial Cooperation Spatial Plan. The institutional setup for the cooperation was designed, but the association was not legally registered.

The founding members of the IDA Ploiesti Prahova are: Ploiesti city, Prahova county, Băicoi town, Boldești Scăeni town, Plopeni town, Ariceștii Rahtivani commune, Bărcănești commune, Berceni commune, Blejoi commune, Brazi commune, Bucov commune, Dumbrăvești commune, Paulești commune, Târgșorul Vechi commune, and Valea Calugareasca commune.

Busteni, located on the northwest county boundary (71 kilometers from Ploiesti) joined the association in 2011. Due to the fact that it was not part of the surrounding/functional area of Ploiesti, Busteni was not included in the strategic planning documents formulated for the 2007-2013 and 2014-2020 programming periods.

Goal and objectives: The goal of the association is to facilitate the cooperation among the members, for a joint exercise of legal competencies, according to sustainable development principle, meaning:

- Social progress, based on the recognition of community needs;
- Efficient environment protection;
- Rational use of natural reserves; and
- High and safe level of economic growth and employment.

The following objectives are listed in the association's status:

1. Support the economic and social development of Ploiești-Prahova Growth Pole;
2. Identify ways and means to improve the infrastructure of the member territorial administrative units;
3. Capitalize the local economic potential and identify internal and external financial sources
4. Support the development of small and medium enterprises;
5. Stimulate and attract foreign capital;
6. Promote the image and development potential of the area;
7. Develop any other activities leading to economic, social, and cultural development that have the ultimate goal of increasing the quality of life;
8. Protect and develop cultural heritage;
9. Protect and capitalize the natural environment;
10. Develop tourism in the area;
11. Build partnerships with other public and private legal entities in order to achieve the objectives of the association;
12. Implement, monitor, and evaluate the Integrated Urban Development Plan, and the strategies / plans for sustainable development of the county / localities, and update them according to the socio-economic changes
13. Create, organize, regulate, finance, operate, monitor, and jointly manage public transport services.

Responsibilities: The association has responsibilities related to a series of activities, as follows:

- Stimulate and support the development of activities at the regional level;
- Contribute to the establishment of branches of the association and / or business consultation centers in the localities of the county;

- Provide specific framework for establishing contacts among Romanian partners, and between Romanian and foreign partners;
- Promote national and international funding programs in economic and social fields;
- Contribute to specific activities in order to achieve the objectives of the association;
- Other activities in accordance with its purpose.

In addition, according to the local council decision 217/2017, the Ploiesti municipality is delegated to contribute to the implementation of the integrated urban development strategy for the Ploiesti growth pole: 2014-2020, and its project portfolio, by ensuring the necessary material, human, and financial resources.

Financial resources: The IDA's financial resources are generated by the members' annual fees, which according to the 2012 status were the following:

- Prahova County and Ploiesti municipality – 5,000 euros each (later on these amounts increased to 50,000 euros/year)
- Towns – 2,000 euros each
- Communes – 1,000 euros each

Other possible financial resources include:

- Financial contributions from members' local budgets
- Bank interests, donations, subsidies, and sponsorships
- Programs' funding
- Training services and consultancy works, etc.

Benefits of metropolitan coordination

The area benefited from the projects implemented during the two programming periods, mainly in the city of Ploiesti, but additionally, the process of building together a planning attempt for the longer term have all benefited the partners in terms of their institutional capacity, and the culture of cooperation.

The following achievements can be noted:

a. Integrated strategic planning at the metropolitan level

The cooperation among the association's members during the planning process is one of the most important benefits. Two development strategies were developed for the area: The Integrated Urban Development Plan for 2007-2013, and the Integrated Urban Development Strategy for 2014-2020, taking into consideration the local strategies of all member municipalities, and including their project portfolios.

The growth pole vision, formulated as part of this strategic process, is: "knowledge-based economy, open to partnerships in complex fields of sustainable use of resources and to increased quality of life for all citizens." Based on this vision, an integrated package of programs and projects were developed for the Interjurisdictional area, at the level of each community, supported by projects identified at the county level.

b. Access to EU funding for local projects

Linked to the strategic planning process, the second benefit is the coordination of project formulation and implementation at the territorial level, but also from the funding point of view. The projects of the IDA's members had to be included in the Integrated Urban Development Strategy for 2014-2020 in order to be financed by the Regional Operational Program (eligibility criterion). In addition, a project could get a higher score if:

- Implemented in Ploiesti (in the case of small enterprises – priority axis 2.1. ROP)
- Included in the Integrated Urban Development Strategy (in the case of SMEs – priority axis 2.2. ROP)
- Included in the Integrated Urban Development Strategy (in the case of IDA's members – priority axis 5 and 3)

c. Transparent decision-making process and the visibility of project monitoring and evaluation

During all the 2007-2013 programming period, the pole coordinator team ensured the coordination of the beneficiaries and the direct support given to them in the preparation and submission of the financing documentation and offered specialized assistance during the implementation of the projects.

d. Active role of the County Council

Prahova County Council, as a member of the IDA Growth Pole, played an important role in implementing large infrastructure projects for the whole area's benefit. In its capacity as owner of county roads, these projects have improved mobility and accessibility to major transport corridors, as follows:

- Roads connection between DN1 and DN1B, through the bypass road DJ236 in the northern part of Ploiesti
- Modernization and rehabilitation of DJ 101D, including the road crossing over the railway Ploiesti Triaj – Ghighiu
- Rehabilitation of DJ 101G Tatarani (DJ 101D) – Brazi
- Extension of DJ 102 road crossing over DN 1B, etc.

In addition, the Sustainable Urban Mobility Plan of Ploiesti considered the Growth Pole area for its proposals related to roads infrastructure and public transport.

IDA in the context of attracting EU funds

During the almost seven years of the project, Support for the coordination of the implementation of the Integrated Development Plan of the Ploiești Growth Pole, co-financed by the European Regional Development Fund through the Operational Program Technical Assistance 2007-2013, this coordination ensured support for the development of the partnership culture at the local, metropolitan, regional, and national level, facilitating the cooperation of local public administrations and investment planning. At the same time, coordination, experiences, and good practices were shared in order to improve the quality of development projects, and to promote and support strategies, community opportunities, and team spirit.

The initial project list contained in the Integrated Development Plan for 2009-2015 included 93 projects. Out of these, 16 projects (plus eight on the reserve list) were selected for funding under the Regional Operational Program, PA 1.1. They respond to clearly identified problems, and their

solutions lead to improving the existing situation and obtaining a competitive advantage for the center of the growth pole and its area of influence. Excepting the mobility projects implemented by the county council, the other projects were located in the following municipalities:

Ploiești city	<ul style="list-style-type: none"> • Rehabilitation of the tram line • Improving the quality of life of children in difficulty • Rehabilitation of the Clock Museum • Multifunctional business center Green Light • Center of excellence in business for young entrepreneurs • Municipal Parc Ploiesti West • Functional rehabilitation/modernization of the Ploiesti Hippodrome
Ariceștii Rahtivani commune	<ul style="list-style-type: none"> • Increasing the quality level of protection and residence conditions
Băicoi town	<ul style="list-style-type: none"> • Ensuring a family-like environment according to European standards • Increasing the quality of life for disable people

In addition, the number of projects formulated as part of the Integrated Urban Development Strategy for 2014-2020 and submitted to ROP for funding is: 25 projects for the city of Ploiești, 10 projects for Prahova County Council, five for Băicoi town, two for Boldești Scăeni town, three for Plopeni town, and one for Berceni commune.

Examples of multi-jurisdictional cooperation

Besides the planning exercise already mentioned in the previous section, IDA's members have no additional joint activities as part of this association. However, the following initiatives are relevant for the ongoing functioning of the association:

a. Capacity building for interjurisdictional cooperation

The current activities of the association continue to support the environment of cooperation that has been consolidated during the two programming periods. An important part is related to the capacity building of the executive staff of the IDA to provide services for the members, as well as for the staff of the local authorities that are involved in the cooperation activities.

In terms of joint projects, the IDA Growth Pole Ploiesti-Prahova implemented only one project for its operational capacity building, financed by the Program for Administrative Capacity Development 2007-2013. The project's objective was to improve the expertise and team working abilities for 91 staff members of the public institutions of the IDA's members, through training in the field of project management, financial management, and public procurement.

b. Provision of public services

The IDA Growth Pole does not provide public services for its members, as its mandate does not include this provision. However, all of the IDA's members are part of the association for waste management, called Partnership for waste management Prahova.

In addition, the establishment of the association for public transport is in progress. The members will have access to the transport services provided by the same company, and the negotiation process is ongoing.

Risks and constraints hampering interjurisdictional cooperation

Two main categories of constraints have prevented the interjurisdictional cooperation, and consequently the projects implementation:

- 1. Allocation and structure of EU funding for urban development** - The Regional Operational Program funding structure was meant to primarily support the main city (Ploiesti – the county capital). There were no specific allocations of funds for smaller municipalities, or rural areas, therefore the projects were in general implemented in Ploiesti, and very few in the small towns. As the other IDA's members (especially the rural communities) have not benefited directly from funding, some have decided to withdraw: Boldești Scăeni and Plopeni left the association in 2016, and the Bucov commune in 2017.
- 2. Limited responsibilities/competencies of IDA** – The IDA was created as tool for supporting access to EU funding. However, its competencies are limited in relation to project implementation. As the objectives in the statutes are general, and the responsibilities quite vague, the actual role of the association depends on the human capacity of its members and of the executive staff to undertake active development tasks.
- 3. Lack of political support** - The political influence on the overall process played a major role. Mayors with different political views have generated different opinions on project priorities and question marks about the value of interjurisdictional cooperation. In addition, the absence of direct benefits for all the member communities, and dedicated projects for rural areas has deepened the gap between partners and has impeded a political consensus.

Brașov Metropolitan Area

As an Intercommunal development association of private legal entity and public utility, the **Brașov Metropolitan Agency (BMA)** is the result of the correlation between ordinance number 26/2000 on Associations and Foundations and the effect of government emergency ordinance number 57/2019 on the administrative code (abrogating the law number 215/2001 on local public administration), recognizing metropolitan areas as being of public interest. Also, the Law number 273/2006 on local public finances enables financial cooperation on projects of public interest for projects involving several administrative-territorial structures.

The BMA was founded at the end of 2005 based on the initiative of a number of localities from the metropolitan area of Brașov and of Brașov County Council, following the elaboration of the Sustainable Development Plan for Brașov. This direction has led to the establishment of a non-governmental organization - the Brașov Metropolitan Sustainable Development Agency (BMA). The main reason for the setup of the agency was the need to ensure an efficient collaboration of the neighboring communities with Brașov Municipality within the public utility services realm (water, sewerage, metropolitan transport), but also aligning the general urban plans of the administrative units.

In 2007, BMA became an intercommunal development association, having as a main aim the common achievement of local and regional projects, as well as providing public services. As an IDA, the agency promotes cooperation between public, private, and non-governmental

stakeholders, offers technical assistance and consultancy for its members and, with the end objective of fostering territorial cohesion. To ensure the achievement of its goals, BMA has set the following strategic objectives over the period 2016-2023:

- **“Strategic Objective 1** - Connectivity and Mobility: Strengthening the strategic geographic position of the BMA by developing an intermodal transport node connected to regional functional areas and unique natural landscapes.
- **Strategic Objective 2** - Innovation, Entrepreneurship and Human Capital: Attracting companies to the BMA and supporting the development of existing ones in innovative fields that drive professionalization and diversification of the labor market.
- **Strategic Objective 3** - Quality and Lifestyle: Attracting residents and eliminating urban-rural disparities through land planning, rehabilitation of the built environment and increasing the quality of public services.
- **Strategic Objective 4** - Tourism: Attracting visitors by capitalizing on the natural, built and cultural heritage, supported by conservation / promotion measures.
- **Strategic Objective 5** - Public Management in Partnership with Citizens: Strengthening, diversifying and expanding the territorial partnership, supported by increased management capacity at the level of the BMA and of the member local administrations.”⁴⁸

The members of the IDA Braşov Metropolitan Agency are: Braşov City, Braşov County Council, Săcele Municipality, Codlea Municipality, Rasnov Town, Ghimbav City, Predeal City, Zarnesti Town, Sânpetru Commune, Hărman Commune, Prejmer Commune, Tarlungeni Commune, Bod Commune, Hălchiu Commune, Cristian Commune, Crişbav Commune, Feldioara Commune, Vulcan Commune, and Budila Commune.

Examples of multi-jurisdictional cooperation

Establishing intercommunal development associations (IDAs) managing public utility services

The Braşov Metropolitan Agency was the initiator of the projects that generated the structures for the development of intercommunal associations for the development of associations in the field of utilities, in accordance with regulation (EC) number 1370/2007 of the European Parliament and of the Council. Once they become operational, the IDA collaborates with the BMA, particularly at the level of the metropolitan sector strategy developed by the Agency.

Intercommunal Development Association ISO Environment - The ISO Environment / ISO Mediu Intercommunal Development Association in the field of sanitation of settlements was set up as a private legal entity with a public utility status in 2011. The association is constituted for the purpose of regulating, establishing, organizing, financing, exploiting, monitoring, and jointly managing (hereinafter referred to as the “service”) within the competence of the administrative-territorial units, as well as the joint realization of public investment projects of regional or local interest for the establishment, modernization and / or development, as the case may be, of the public utilities related to the service on the basis of the Service Development Strategy (hereinafter referred to as the “development strategy”).

Association for Intercommunal Development in the Water Sector of Braşov County - The purpose of the association is to jointly develop regional development projects in the field of drinking water and wastewater. The association also monitors the fulfillment of the obligations

⁴⁸ <https://www.metropolaBraşov.ro/strategii-si-programe-de-dezvoltare/strategie-de-dezvoltare-urbana/>

assumed by the regional water operator, Apa Braşov Company, through the delegation contract, focused on performance indicators, investment implementation, and quality of services, but also sets a coherent pricing policy throughout operating area.”

Metropolitan Association for Sustainable Development of Public Transport Braşov - The BMA also has the role of regulating and signing public service contracts in the field of metropolitan public transport and has supported the creation of the IDA Metropolitan Association for Sustainable Public Transport in Braşov. IDA has assumed the role of a Metropolitan Transport Authority with a view to setting up, organizing, regulating, operating, monitoring, and jointly managing the public transport service within the competence of the member administrative-territorial units, as well as jointly developing some public investment projects of zonal or regional interest intended for the establishment, modernization and / or development, as the case may be, of the public utilities systems related to the public transport sector.

Currently, 16 TAUs are members of the IDA Public Transport, including the BMA, with five of them operational (Braşov, Cristian, Ghimbav, Sânpetru, and Bod). Transport licenses were assigned by the BMA in January 2019 for Braşov and Cristian following the signing of public service contracts at the end of the year. For the other three operational routes, the transport licenses are active starting July 2019, after the expiry of the previous contractual obligations. At least 10 other TAUs in the Metropolitan Area of Braşov are expected to be covered within the public metropolitan transport network.

Public transport services are operated regionally by R.A.T. Braşov, which has also been involved as a partner in the development of the Sustainable Urban Mobility Plan for the Growth Pole of Braşov. Currently, the two organizations are working together to improve urban mobility in Braşov and extend the local public transport services throughout the metropolitan area.

BMA IDA in the context of financial instruments: The Urban Development Fund (UDF)

In 2008, Braşov was designated by government decision among the seven national growth poles (Braşov, Cluj-Napoca, Constanţa, Craiova, Iaşi, Ploieşti, and Timişoara) eligible for dedicated financing through European and national programs. As such, between 2007-2013 a total fund of 74.30 million euros was allocated for the national growth pole Braşov.

In this context, the Braşov Metropolitan Agency has assumed an active role in analyzing the opportunity for a pilot revolving financial mechanism using structural funds within the JESSICA (Joint European Support for Sustainable Investment in City Areas) initiative, which incorporates financial instruments as an urban development support tool. The financial instruments are envisioned as a way of diversifying and increasing public funding efficiency, complementing the grant-based utilization of EU structural funds. Using UDF is also aimed at promoting a shift in mentality within the public institutions previously dealing only with the distribution of grants towards an approach based on cost efficiency and the generation of income from investments, as well as increased openness in dealing with private investors as partners.

The BMA benefitted from an opportunity analysis for establishing an Urban Development Fund (UDF) within the JESSICA⁴⁹ initiative (Joint European Support for Sustainable Investment in

⁴⁹ The JESSICA concept was developed by the European Commission with the European Investment Bank, in collaboration with the Council of Europe Development Bank (CEB) for the 2007-2013 programming period. Within the JESSICA initiative (2007-2013), member states were given the option of using part of their structural funds allocation to make repayable investments in urban development projects, part of an existing or developed integrated plan for sustainable urban development. These investments were set to be deployed through urban development funds and, if required, holding funds. Such instruments may take the form of equity or quasi-equity investments, loans or guarantees, or other risk-sharing instruments, and may, where appropriate, be combined with grants.

City Areas, 2007-2013). The financing was intended to make more efficient use of the Regional Operation Program 2007-2013, Axis 1- Growth Poles fund, with resources being returned to the JESSICA Fund from investments undertaken by it.

As first step towards implementation of this type of financial instruments in Romania, the Braşov Metropolitan Agency was a partner in the URBACT II – JESSICA FOR CITIES project between 2008 and 2010. Its objective was to analyze the opportunity to finance urban development projects through urban development funds in the Braşov region using the financial instrument JESSICA (Joint European Support for Sustainable Investment in City Areas). The lead partner of the project was the ERDF Managing Authority Tuscany Region (Italy) and Braşov was a partner along with the cities of Poznań (Poland), Manchester (United Kingdom), and Porto (Portugal).

“The objective of the WG is to determine, in close cooperation with EIB, how in practice European cities can draw the maximum benefit from UDF and JESSICA and conversely how the implementation of JESSICA can be structured having regard to existing Structural Fund regulations to best accommodate the needs of cities.”⁵⁰

Proposed scenarios for UDF implementation

In 2010, the European Investment Bank (EIB) contracted Deloitte Romania to perform a JESSICA Evaluation Study for Braşov Region (Romania), resulting in a shortlist of pilot projects with a potential to generate revenue meeting the eligibility criteria for JESSICA financing (in some cases, the projects' scope had to be adapted accordingly). The revenue generating projects proposed by Braşov Metropolitan Agency that were evaluated were included in two categories:

- Rehabilitation of urban infrastructure and the improvement of urban services (parking, roads, buildings, and other urban infrastructure); and
- Sustainable development of business environment (business centers for economic development and innovation)⁵¹

The evaluation study also included the options for deploying a JESSICA Structure in the Braşov region, detailing three possible scenarios:

1. The first scenario involved the implementation of a EUR 20 Million JESSICA pilot fund in Braşov using resources of Priority Axis 1.1 of the ROP 2007-2013.
2. The second scenario was built on the re-allocation of all funds to a JESSICA structure and pilot UDF within the 2007-2013 programming period from less successful areas of the operational programs (OPs). This option is very similar to scenario one but would have drawn greater amounts of funding from other OP priorities, while also bearing a higher risk, as the absorption of EU funding in Romania on a national level will be directed much more to the success of the UDFs.
3. In the third scenario, technical assistance was to be provided during the 2007-2013 programming period, with the implementation of the JESSICA UDFs from 2014 onward, without a pilot transition such as envisioned under scenario number one, which would mean missing out on a “learning by doing” opportunity for local authorities to see the benefits of recycling investment funds first hand.

Based on the study's findings, scenario one was recommended for implementation, with the following benefits to the main stakeholders:

- **Local authorities and subsequently for local communities in Braşov the metropolitan area** by establishing a mechanism of provision of long-term financing for urban regeneration projects, by attracting additional resources (both financial and human) from the private sector for urban infrastructure development;
- **Management Authority from Regional Operational Program** by providing it with a model for financing through revolving mechanisms. A model that can be built based on a “learning by doing” exercise undertaken in the Braşov region, that can be easily replicated (if successful) at a later stage in the other growth poles in Romania. Moreover, the outcomes and results of the resources allocated to the Regional Operational Program will be significantly increased;
- **Central authorities in charge of programming for the next financial exercise** between 2014-2020, by providing them with a pilot mechanism, on which valuable conclusions and data may be drawn for building experience for subsequent JESSICA type of mechanisms;
- **Private project promoters**, the opportunity to access structural funds and establish closer working relationships on using loans and equity to invest in economic development with the public sector on a trial basis.⁵²

In terms of the UDF structure setup, the evaluation also helped with ranking the best solutions. While not required, opting for the EIB as a holding fund manager has the advantage of avoiding time-consuming public procurement procedures, so the fund can become rapidly operational, while also enabling access to EIB's strong technical knowledge and experience in implementing financial instruments for urban development. In this capacity, it assists the managing authorities in organizing the procedures for selection of the UDF managers.

“In the opinion of ACSF the most feasible and efficient architecture for JESSICA implementation in Romania would be the following:

EIB acts as Holding Fund Manager: EIB already has a memorandum of understanding with EC for management of such financial engineering instruments (it permits appointing the EIB directly as fund manager and is a quick process compared to the standard public procurement process), the necessary expertise and a preferred relationship with EC bodies. The MA would define for the HF a functioning scheme in accordance with the requirements set by Regional Operational Program. The scheme would need the careful ex-ante verification by the EC against the State Aid rules and even the ex-ante verification of the Competition Council;

A bank or other private financial institution would be the best option for ensuring the management of the UDF, developing fund mechanisms as per the clear and strict instructions from EIB; the financial intermediary will also collaborate with the growth pole coordinator.”⁵³

⁵⁰ <https://urbact.eu/jessica-4-cities>

⁵¹ JESSICA Evaluation Study for the Braşov Region (Romania) – Final Report, December 2010, p. 98

⁵² JESSICA Evaluation Study for the Braşov Region (Romania) – Final Report, December 2010

⁵³ JESSICA Evaluation Study for the Braşov Region (Romania) – Final Report, December 2010, p. 97

As for the UDF managers, the common option is to select financial institutions based on a procedure set by the EIB. The candidates are requested to submit an expression of interest, as well as a business plan and investment strategy, describing what type of financing they will provide: loan, equity or guarantees. The banks are commonly the UDF fund managers, but the UDFs can be managed by consortia of institutions demonstrating experience in fund management (financial institutions and technical specialists).

Within this framework, the role of the BMA was envisioned in terms of providing strategic direction and documentation as the initiator and supporter of the UDF, rather than being involved in a private-public partnership arrangement.

The BMA has had an active role in promoting financial instruments in terms of public funding diversification and increasing utilization efficiency, by submitting a proposal to the government detailing the advantages of developing financial instruments managed through EIB based on structural funds. The proposal was drafted in May 2018 with a scope of application for the 2021-2027 programming period:

"The concrete proposal is to design and implement investment funds such as:

- urban development funds at the level of county seat as a loan instrument
- national capital investment fund, as a capital instrument, to finance the capital of public companies for projects (e.g.: highway company, high speed railway infrastructure company etc.)."⁵⁴

As of now, measures have not yet been undertaken to implement the proposed investment funds due to several reasons, mainly linked to the risks involved and the lack of experience with this type of instrument.

Alba Iulia Metropolitan Area

Alba Iulia, together with 10 neighboring localities (eight communes – Vințu de Jos, Sântimbru, Ciugud, Ighiu, Galda de Jos, Cricău, Berghin, Meteș, one city – Sebeș, and one town – Teiuș) and the Alba County Council established the Alba Iulia intercommunal development association (AIDA) in 2007.

Alba Iulia is an atypical case study compared to the aforementioned metropolitan areas, as it is not a growth pole nor a development pole, and there were no compulsoriness or incentives to establish a metropolitan or functional urban area. Although its mission is similar to those of the IDAs described above, AIDA has a different governance structure and is not often referred to as a metropolitan IDA, but as an intercommunal association. The statute and governance structure of AIDA are similar to generic associations in Romania:

- The General Assembly of the Associates is the governing body of the association
- The Board of Directors is the executive body of the association and is headed by a president
- General assembly of the associates meets for yearly ordinary meetings or when requested by the Board of Directors or the Commission of Censors

- The quorum of the Assembly implies the presence of a simple majority of the members, and the decisions will be taken considering the votes of the majority of the members present
- The censors perform the internal financial control of the association

The aim of the AIDA is regional and subregional social and economic development based on responsible and high-quality actions, sustainable from the financial, human capital, and institutional point of view. According to its statute, the association has 11 strategic objectives, as follows:

1. The provision and development of the local and regional territorial infrastructure;
2. Economic development based on competitiveness and job creation;
3. Sustainable rural development;
4. Capitalizing on the anthropic and natural tourism potential of the associated local communities;
5. Environmental protection and ensuring sustainable human habitats;
6. Energy efficiency and promoting green energy;
7. Human resources development and capitalizing on the ethnic, linguistic, and religious diversity;
8. Promoting the local cultural and artistic values, preserving the identity and capitalising on the local communities' traditions and customs;
9. Improving the regional and local educational, social, and health infrastructure;
10. Promotion and continuous affirmation of the participatory democratic values of European citizenship;
11. Affiliation and partnerships' development, regional, national, and international cooperation with non-governmental organizations, organizations of local or central administrations, universities, economic agents, employers' organizations, trade unions, cultural, and worship organizations.

The territory covered by AIDA is also particular, covering a polycentric urban system consisting of Alba Iulia, Sebeș, and Teiuș. The Alba Iulia – Sebeș relationship is particularly important, as the two cities are complementary. Since 2004, Alba Iulia has focused its investments in increasing the quality of life and attractiveness through urban regeneration and the refurbishment and valorization of the Alba Carolina Citadel - the best preserved and largest fortress in Romania and in southeastern Europe. Hence, the city leveraged its profile both as a residential and tourist destination and registered an upward demographic trend. Sebeș, on the other hand, lays at the intersection of two national roads of the highest importance - DN1 Bucharest-Brasov-Sibiu-Cluj-Oradea and DN7 Bucharest-Pitești-Rm.Vâlcea-Sibiu-Deva-Timișoara - at the intersection of two sections of the existing and future motorway (Pitești-Sibiu-Deva-Timișoara-Arad and Sebeș-Turda-Oradea), and in the proximity of the Pan-European railway corridor IV. This high accessibility has attracted significant domestic and foreign investors, turning Sebeș into a constantly developing economic center, despite its small demographic size (24,165 inhabitants in the population and housing census of 2011), attracting workforce from the neighboring localities, including Alba Iulia (15 kilometers distance), and contributing to the economic development of the intercommunal territory.

In this context, AIDA is a catalytic entity for interjurisdictional strategic planning, project development, and implementations, as well as for partnerships' development, working together with universities, clusters, and private partners.

⁵⁴ Proposal on financial instruments implementation for the 2021-2027 programming period submitted by the Brașov Metropolitan Agency to the Romanian Government, May 2018

Benefits of metropolitan coordination

- 1. Increased capacity for attracting funding and portfolio diversification** – as an NGO and an association of public authorities, AIDA is eligible for a diversity of funding programs (the Human Resources Operational Program, the Administrative Capacity Operational Program, URBACT, INTERREG etc.). In this context, AIDA has been implementing several projects with metropolitan impact, covering diverse fields including economic and entrepreneurship development, city marketing, smart cities, heritage, urban and metropolitan mobility, tourism etc. Project development and participation in international networks are some of AIDA's strengths, promoting the intercommunal territory at the international level and attracting international expertise to the city and its surroundings.
- 2. Technical and administrative capacity** – AIDA has been developing a young and highly-qualified team specialized in strategic planning, project development and implementation and attracted several international experts (e.g. Jahn Gehl) to the city, contributing to an increased technical and administrative capacity at the local level. This was also supported by the numerous knowledge and experience exchanges organized within the transnational projects (e.g. URBACT). While these projects targeted predominantly the core city, several metropolitan strategic planning efforts (general strategy, mobility planning, and social development strategy) included all the partners within the IDA.
- 3. Integrated multi-jurisdictional planning** – from its early beginning, AIDA was involved in intercommunal strategic planning. The IDA developed an integrated sustainable development strategy and a social services strategy for the entire area, financed by the Social European Fund through the Administrative Capacity Development Operational Program in the 2007-2013 programming period. More recently, Alba Iulia and seven of its surrounding communes (members of the Alba Iulia metropolitan public transport IDA) were the pilot territory for metropolitan mobility scenarios.⁵⁵
- 4. Integrated capitalization of local resources** – Alba Iulia is at the forefront of city and territorial marketing and branding in Romania, and a recognized good practice city at the European level,⁵⁶ implementing a brand strategy, a brand manual, and a long-term brand development strategy. While the brand is based on the strong image and character of the Alba Carolina citadel, the marketing efforts have had a regional effect, setting the starting point for an intercommunal strategic approach on tourism development.

AIDA in the context of attracting EU funds - The first integrated metropolitan transport system in Romania

Alba Iulia was the first metropolitan area to introduce integrated metropolitan public transport and contributed to the consolidation of the national legislation on the delegation of the local public transport service management.

Based on the experience of AIDA, the Intercommunal Development Association for Public Transport (AIDA -TL) was created in order to manage the metropolitan public transport. The territorial coverage of AIDA-TL includes Alba Iulia and seven surrounding communes: Ciugud, Sîntimbru, Intregalde, Galda de Jos, Cricău, Ighiu and Mihalț. The territory is referred to as "the metropolitan area of Alba Iulia"⁵⁷ and includes a smaller area than the one originally defined by AIDA. One of the reasons is that some localities were not able to join when the system was launched in 2012, as their public transport contracts were still in force. Another reason was that some localities were not interested in metropolitan public transport due to their demographic profile (lower population, aging, etc.) and low commuting flows. However, new members may adhere to the system at any time.

The metropolitan transport was introduced in September 2012, with an initial contract duration of 6 years – which is in the process of being renewed, thanks to its good results. Therefore, the Alba Iulia metropolitan area benefits from integrated public passenger transport (single information service, single ticketing scheme, and single timetable) and public service obligation (PSO) in accordance with the regulation (EC) 1370/2007 on public passenger transport services by rail and by road. The main steps in establishing the system consisted of:⁵⁸

1. The association of local administrations (local councils) in 2008, aimed at the establishment, organization, regulation, operation, monitoring, and management of the local public transport under a single authority (AIDA - TL);
2. AIDA-TL authorization to exercise local public transport services according to Romanian law;
3. Open public tender for the selection of the public transport operator and the definition of the contract for public transport as a public service; and
4. Contract approval and delegation of power for AIDA -TL to sign the contract on behalf of the local administrations.

In practice, having a metropolitan public transport system means that:

- Routes are touching all points of interest in the city and in all the urban transport stations;
- Reduced travel times and improved transshipment;
- Public Transport (PT) is performed only by urban buses (the first effect: quick transfer of passengers at points of boarding on the crowded routes);
- **Each local council member of the AIDA - TL can approve its own schedules and has the decision on introducing new routes; it is also possible to adapt the transport capacities (whenever the situation requires and with an immediate effect for users), by a simple decision of the local council;**
- For all routes of AIDA - TL (42 lines) there is a single schedule with integrated timetables for reduced travel time, and interconnected, better coordinated, transshipments were analyzed for the first time by a single authority;
- The use of intelligent transport systems (ITS) offers adequate information before and during the journey (panels displaying the arrival times, voice - box, billboards, dynamic displays inside the bus etc.);

⁵⁵ <http://www.interreg-danube.eu/approved-projects/chestnut/outputs>

⁵⁶ <https://urbact.eu/city-branding-making-invisible-visible>

⁵⁷ http://www.stpalba.ro/transport_metropolitan.php

⁵⁸ STP - The Public Transport Company of Alba Iulia, Smart Move in the Metropolitan Area of Alba Iulia (Presentation)

- **Each member of AIDA-TL approves its rates for their own routes, in connection with the conditions of transport which they request; each community and local authority can monitor and sanction the service provided;**
- Seven tariff zones were established around the city of Alba Iulia, properly arranged by the geographical and administrative criteria;
- The ticket is valid for 60, 70, 90, or 120 minutes, depending on the tariff; the ticket is valid for at least 30 minutes inside the tariff number 1 zone (Alba Iulia); the passenger can use any means of transport without paying a surcharge.

The transition from the county transport system to the metropolitan public transport had immediate effect in terms of increasing the number of passengers. After the implementation of the existing local public transport system in Alba Iulia, the number of journeys using public transport between Alba Iulia and the metropolitan territory (tariff zones 2-7) increased by 43% in the first month of operation.

Other examples of multi-jurisdictional cooperation

Strategic planning – through its projects, AIDA developed integrated strategies and plans for the entire territory of the intercommunal partnership. Joint planning had an important role in establishing the dialogue between, and increasing the technical and administrative capacity of, the AIDA's members. It is foreseen that planning for the next programming period will be conducted at metropolitan level, by accessing dedicated funding for technical assistance from the operational programs.

Social development – since its beginning, ADIA has been concerned with the social development of its member communities. This was approached from the planning phase – e.g. through the Strategy for social development of member communities in the Intercommunal Development Association Alba Iulia, all the way to action planning and pilot projects – for example, within the URBACT II project NODUS (Linking Urban Renewal and Regional Spatial Planning), Alba Iulia chose to lead a pilot project in a neighborhood, carrying out a detailed sociological and statistical study that was followed up with initiatives defined jointly with inhabitants, in order to stem rising urban insecurity.

Economic development and entrepreneurship – human resources development (e.g. integrated qualification programs in tourism and professional counseling for the unemployed citizens), fostering entrepreneurship and the establishment of a business incubator (e.g. We build responsible entrepreneurs for sustainable development, funded by the Human Capital Operational Program 2014-2020), territorial marketing and branding (e.g. City-as-a-Startup, City branding strategies & smart city technologies, funded by the URBACT III program) are part of Alba Iulia and AIDA's strategy for socio-economic development. Similar to Oradea metropolitan IDA, AIDA is a champion of implementing interjurisdictional strategies through attracting and combining funding from different sources, due to a flexible structure and approach.

Smart metropolitan development – Alba Iulia Smart City 2018 is a pilot project developed based on collaborative partnerships, bringing together governmental institutions (Ministry of Communications and Information Society), the local administration (City Hall of Alba Iulia), research institutions, universities, companies, associations, and citizens. Partner companies implement and test multiple smart solutions at a small scale, while the local administration provides the necessary infrastructure and support. This approach allows testing solutions in

the real environment, selecting the most valuable and easy to develop solutions, developing a deployment and management team in a new technological field and sharing knowledge with other cities that addresses projects of intelligent development.

While most interventions are concentrated in Alba Iulia, some pilots (e.g. sensors for measuring air quality) show applicability on the metropolitan scale. A potential direction for smart metropolitan development would be the establishment of intelligent management centers at the level of functional urban areas, collecting and managing data from combined sources – e.g. sensors, metropolitan transport ITS, public institutions' databases etc.

Risks and constraints hampering interjurisdictional cooperation

- 1. Regulation and funding for interjurisdictional cooperation** – at national level, interjurisdictional cooperation and the development of large, metropolitan projects are not supported. From the planning and regulation point of view, Romania does not have a national policy supporting metropolitan cooperation, especially in the case of those cities which are neither growth poles nor development poles. Regarding funding, the lack of integration and mismatches between national programs and European funding, together with land and infrastructure ownership regime, and the presence of supra-regional actors with jurisdiction over the territory (e.g. Romanian Waters, the National Company for the Management of Road Infrastructure, etc.) hampers metropolitan projects development. Moreover, even in the cases when a metropolitan approach was imposed by the operational programs (e.g. integrated urban development plans, and strategies), the funding covered punctual projects, instead of integrated strategic metropolitan interventions.
- 2. The quality of human resources training and the lack of key resources in local public administration** – Interjurisdictional cooperation requires multidisciplinary teams able to collaborate between localities. This is often hampered by the inequalities between the technical and administrative capacity of the core city (cities) and the rest of the members of the IDA, especially when it comes to innovative projects and activities. Hence, capacity building support at metropolitan level should be considered. Also, the salary level and responsibility make the key positions in local administration (chief architect, senior engineers to supervise construction work, etc.) less attractive compared to the private environment, which requires a strategy for talent attraction and retention.
- 3. Political instability** – the lack of a majority in the local councils in favor of interjurisdictional cooperation and/ or specific metropolitan projects, and the rivalry between one or some of the localities in the interjurisdictional partnership and the county council can result in bottlenecks in multi-jurisdictional planning and project development and implementation. Metropolitan areas and intercommunal partnerships need a technical pragmatism and cross-party support, regardless of their political leadership at a certain moment.
- 4. Co-funding capacity for metropolitan projects** – The limited availability of financial liquidity and the high degree of indebtedness of some localities hamper their capacity to get involved and co-fund metropolitan projects. This should be analyzed and considered when designing the next programming period.

Conclusions on interjurisdictional cooperation in urban areas in Romania

The analysis of the seven examples of interjurisdictional cooperation in urban areas in Romania shows a general interest in cooperation and metropolitan development, which takes different forms due to a flexible legislative framework and a decreased role of metropolitan IDAs during the present programming period.

The 2007-2013 programming period supported the establishment, development, and implementation of metropolitan IDAs, requiring growth poles to implement metropolitan integrated urban development plans. While the funded interventions were mostly punctual, this was an important period for the technical and administrative development of the metropolitan IDAs, as they were involved in planning, project development and implementation, monitoring, and evaluation.

The 2014-2020 period, on the other hand, has been a period of adaptation and reinvention; the IDAs had to find new ways to pursue their metropolitan development goals and to remain active, in the context of decreased funding availability from the operational programs. In most cases, this led to a shift in financing resources and activities. For example, in the case of Cluj, most current projects are related to knowledge exchange, experience sharing, capacity building, small scale interventions, and R&D. The Constanța Metropolitan area has continued to support its members, especially by providing technical and administrative assistance. Iași reduced its activities' volume and focused on assistance provision and fostering cooperation for the establishment of the metropolitan public transport association, and ensuring the functionality of the technical secretariat of the urban authority. The Ploiești metropolitan cooperation activities are also limited. Oradea, Brașov, and Alba Iulia pioneered metropolitan cooperation innovative initiatives (urban funds, intercommunal partnerships and competencies delegation, etc.) and OMA and AIDA are examples of cooperation frameworks that implement interjurisdictional strategies through attracting and combining funding from different sources.

Overall, metropolitan IDAs have been implementing projects with metropolitan impact, in parallel with those implemented by TAU members, covering areas such as capacity building, human resources development, strategic planning, socio-economic development etc. However, these projects can seem sometimes opportunistic (determined by funding availability) – e.g. creating several different planning documents that are later not pursued, rather than pursuing steps in the implementation of an interjurisdictional strategy. Therefore, a challenge for the next programming period will be to set medium- and long-term metropolitan goals to be pursued using different funding sources and instruments and establishing partnerships (e.g. PPP).

Nevertheless, long-lasting metropolitan/Intercommunal IDAs have managed to develop highly qualified teams with planning, project development and implementation abilities that can be capitalized on in the interest of metropolitan partners.

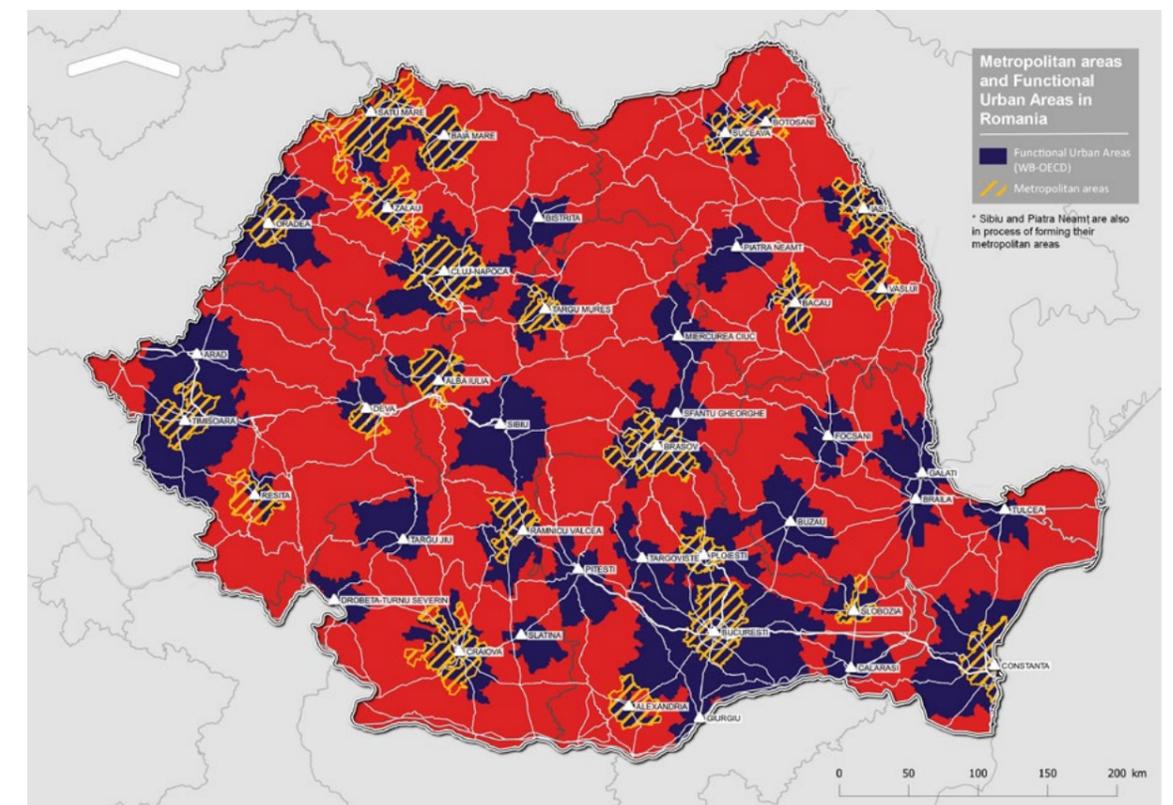
Common issues hampering Intercommunal cooperation, as claimed by the IDAs, include: the lack of political support for metropolitan development, limited access to funding, and financial capacity, challenges in relation to joint decision making, and the limited responsibilities/competencies of the IDAs according to law and the current operational programs.

With regard to the future, IDAs emphasize the need for the much stronger role of metropolitan IDAs in coordinating the development of the intercommunal territory, as well as in being responsible for an integrated process of strategic planning and implementation that can facilitate a greater correlation between metropolitan measures, actions, stakeholders, investments, and challenges.

IDENTIFICATION OF FUNCTIONAL URBAN AREAS IN ROMANIA

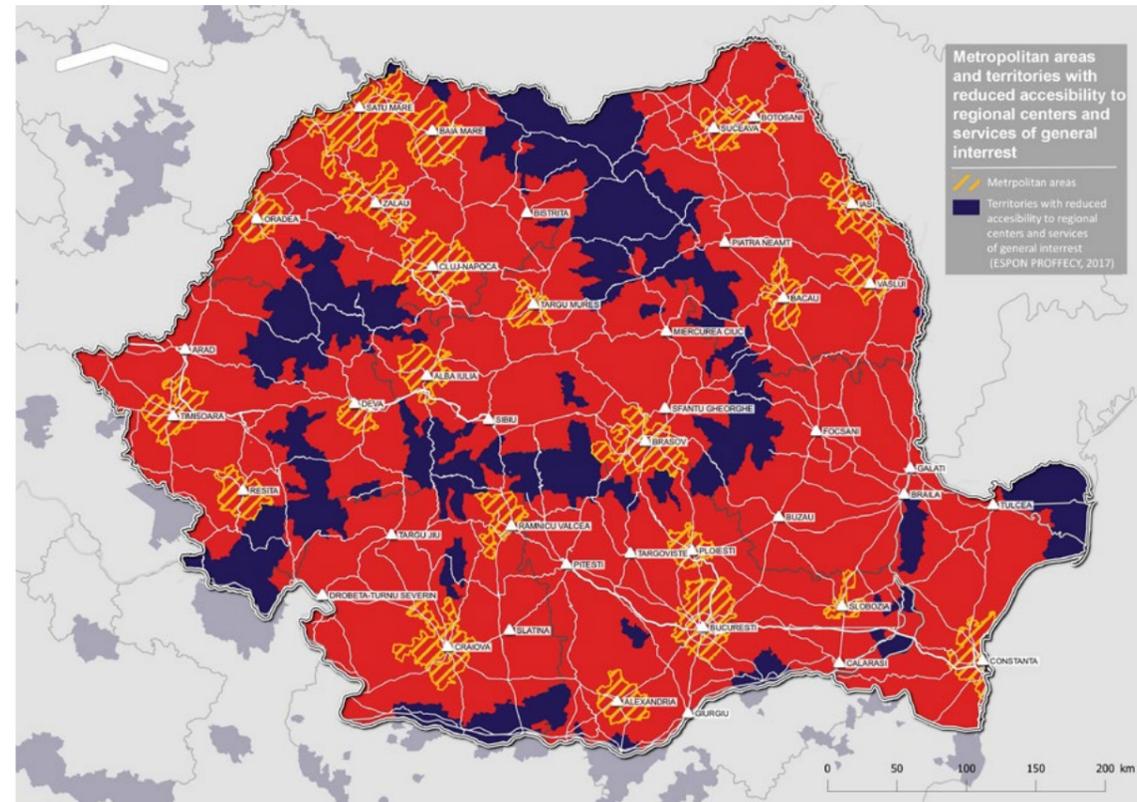
In order to better understand the issues affecting metropolitan and functional urban areas in Romania and to identify possible intervention directions, the following figures look at the correlations between FUAs and metropolitan areas, and the accessibility to services of general interest, and the overlapping with areas with significant natural resources. Then, the correlation between the population growth in the core cities and the urban sprawl looks at the sustainability of urban and metropolitan development in the county capital metropolitan areas/ FUAs.

FIGURE 4.
Metropolitan areas and Functional Urban Areas in Romania



Source: ESPON PROFECY, 2017

FIGURE 5.
Metropolitan areas and territories with reduced accessibility to regional centers and services of general interest

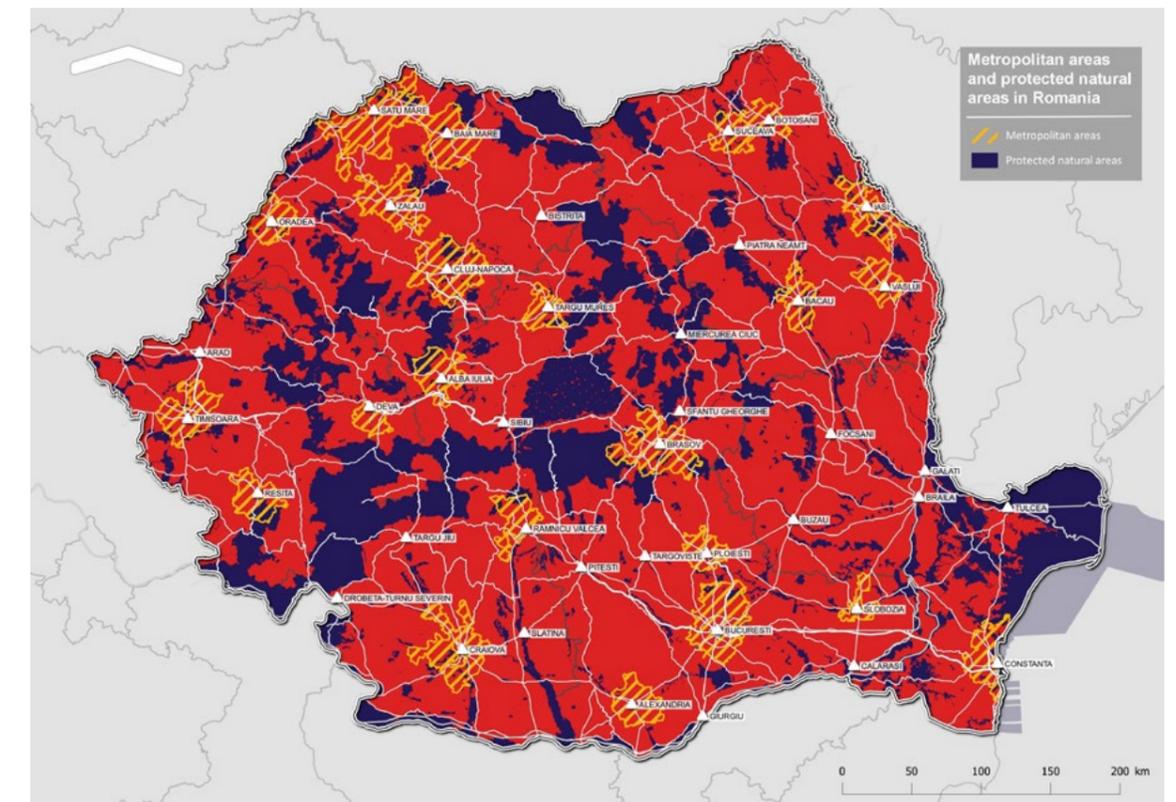


Source: ESPON PROFECY, 2017

There is no direct correlation between the inner peripheries as defined by the ESPON PROFECY study and the metropolitan areas. The main reason for this is that the inner peripheries are mostly generated by access to facilities and regional centers, which is not an issue in the case of metropolitan areas. Inner peripheries are, in this case, generated by a lack of polycentricity. However, using the IDAs could be a good option to provide services in non-metropolitan regions, while strengthening to the TEN-T network (core and comprehensive) would greatly enhance access to the regional centers.

Most metropolitan areas include significant natural areas (natural reservations, Natura 2000 sites, etc.). They are used by inhabitants from all over the metropolitan area and sometimes also tourists. Therefore, they don't remain a local asset or facility. These assets can be capitalized on at metropolitan level, thus ensuring a more efficient promotion, as well as more resources for their revitalization and protection (the Brașov metropolitan area and the Muntele Tâmpa and Stejerișul Mare protected natural areas).

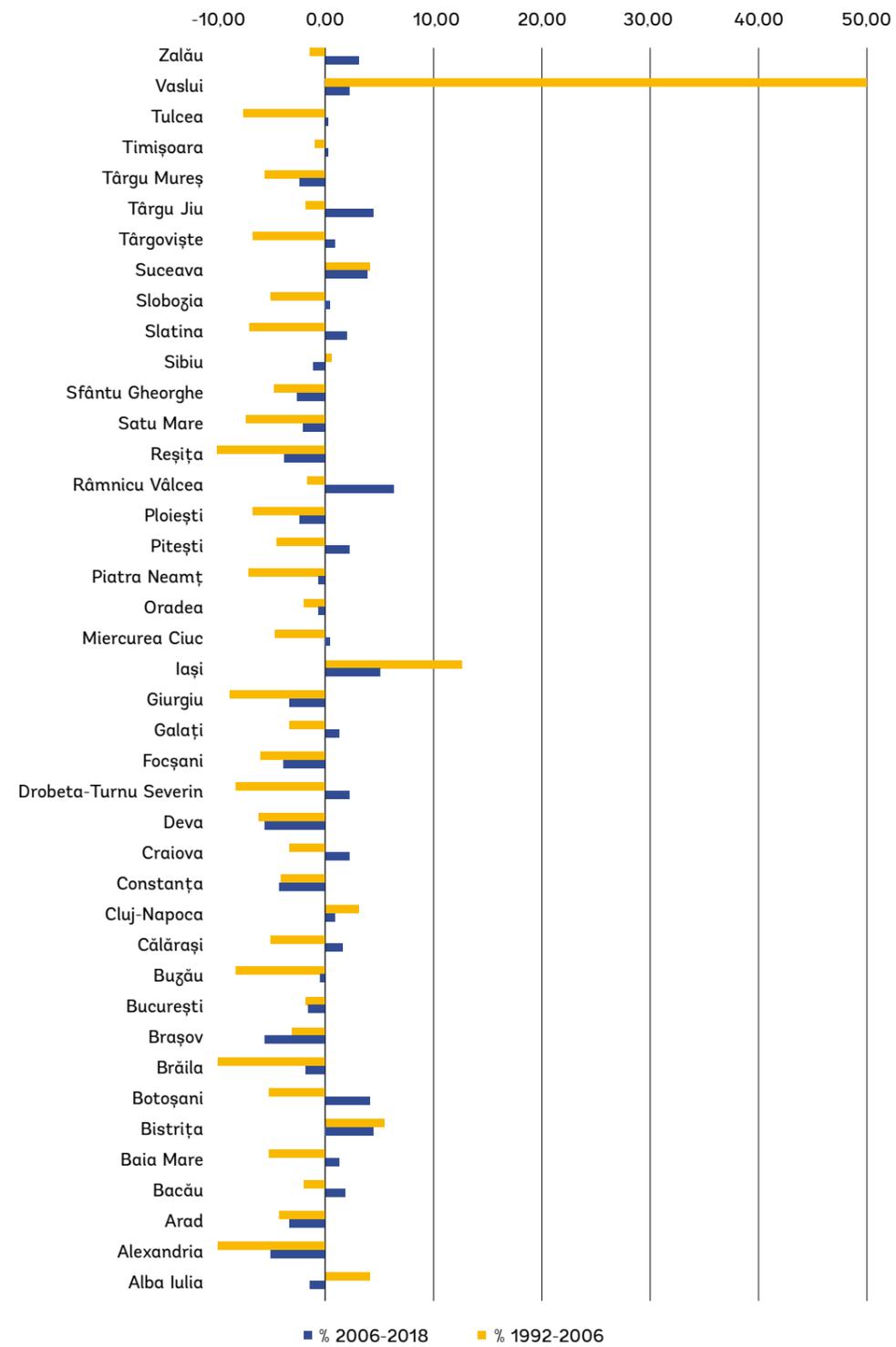
FIGURE 6.
Metropolitan areas and protected natural areas in Romania



Source: ESPON PROFECY, 2017

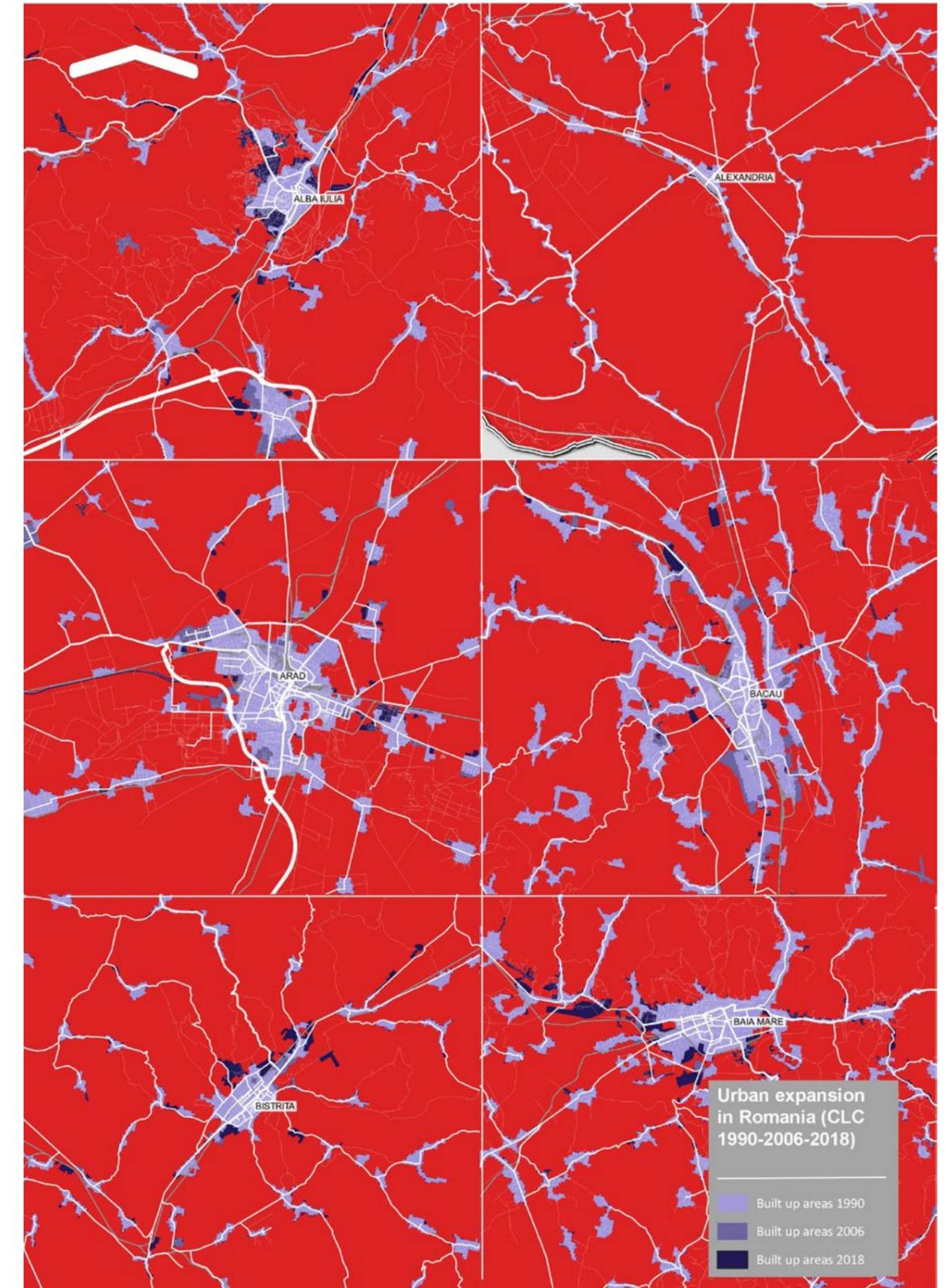
A main concern for sustainable metropolitan development is the uncontrolled expansion of urban and surrounding peri-urban areas. Urban sprawl is an already well-known issue in Romania, although mechanisms to combat this problem are still missing or inefficient. Even though metropolitan areas would be the most efficient institutional instrument to fight uncontrolled development, as the local authorities have autonomy in terms of urban planning and zoning, limiting their development is still difficult. Metropolitan spatial development plans (PATZM) could coordinate metropolitan territorial development projects and, to some extent, limit urban sprawl. The fact that general urban plans are not updated regularly has a negative impact on controlled and harmonious development.

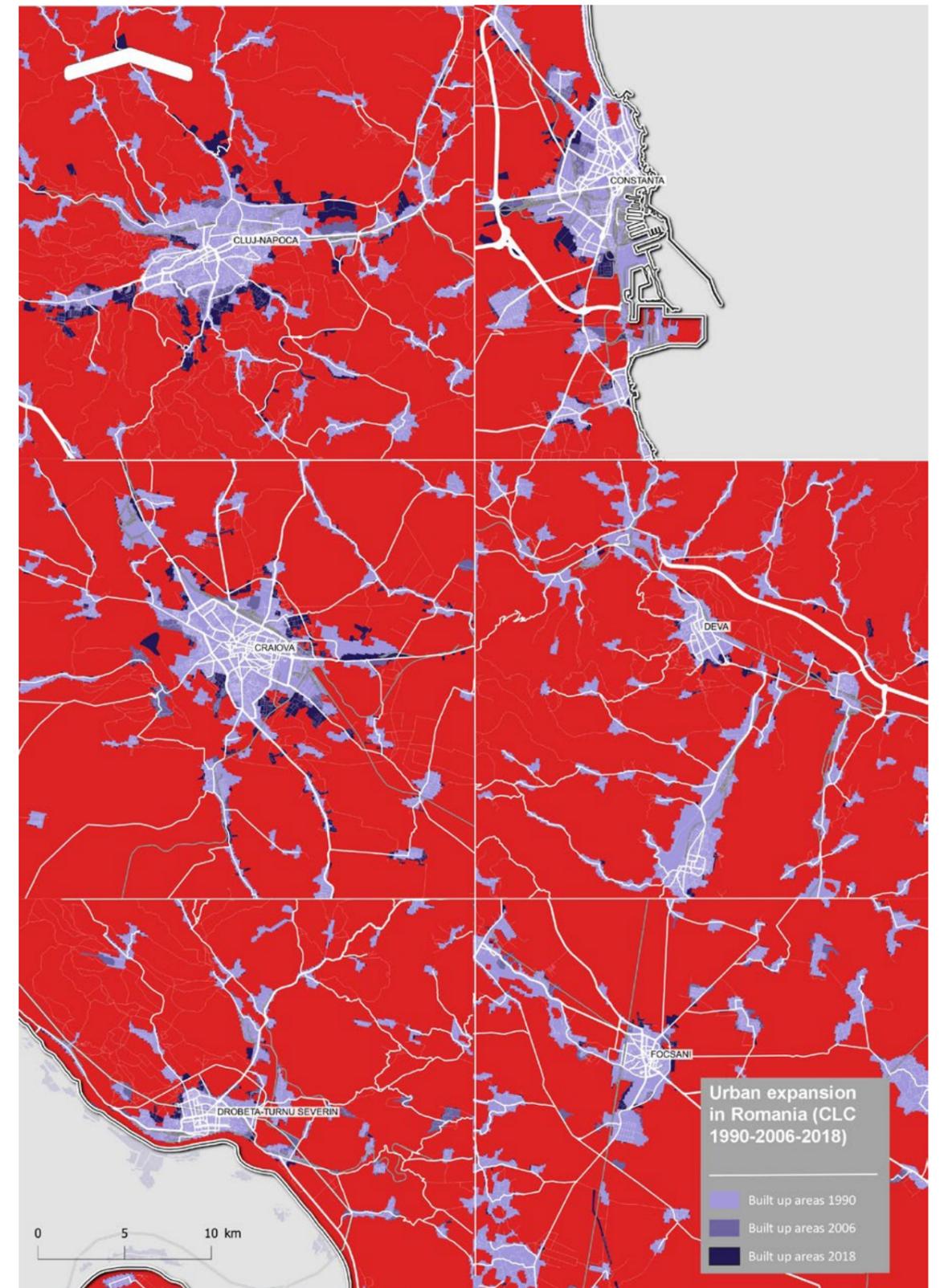
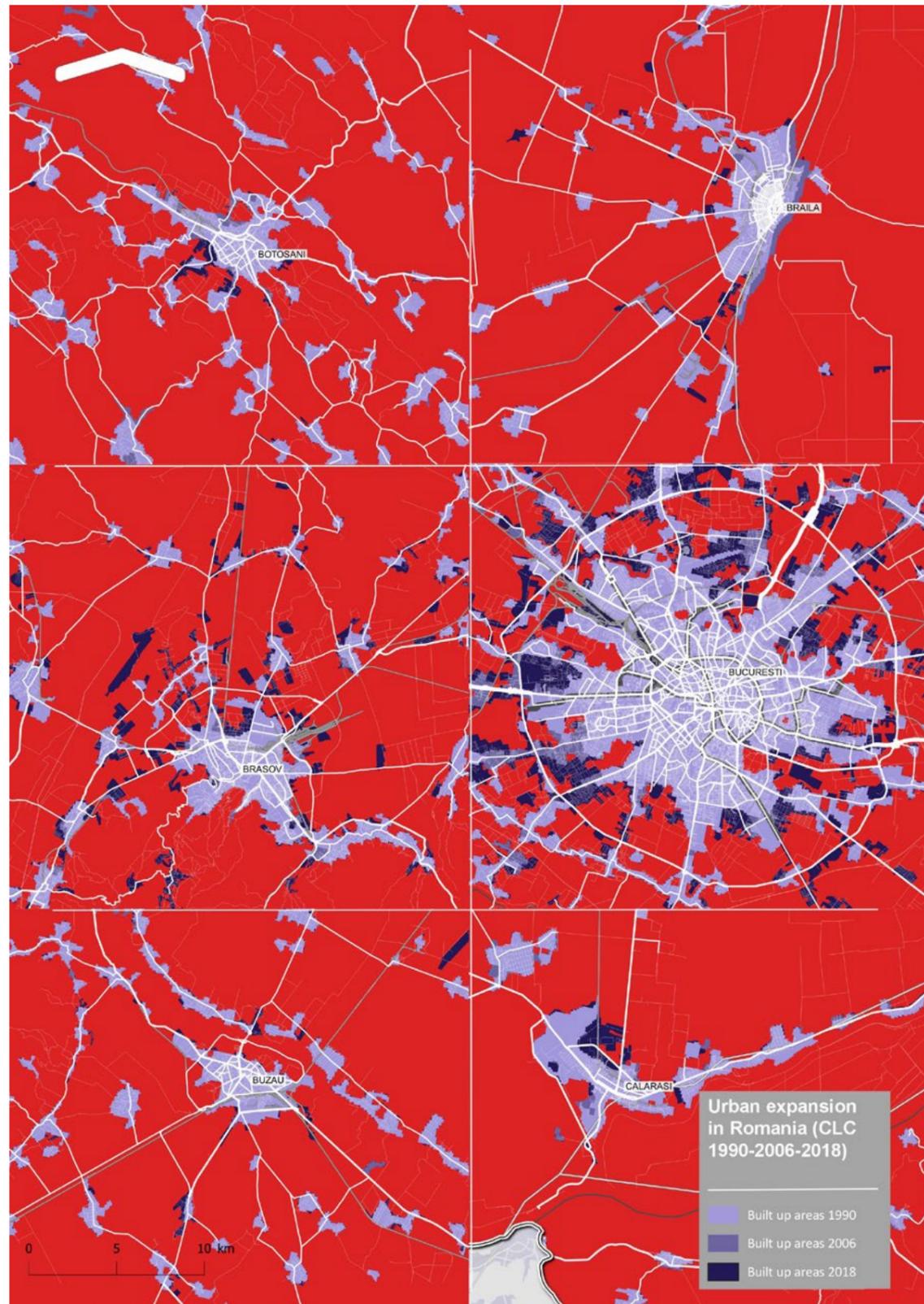
FIGURE 7.
Population growth (%) in county capitals in Romania

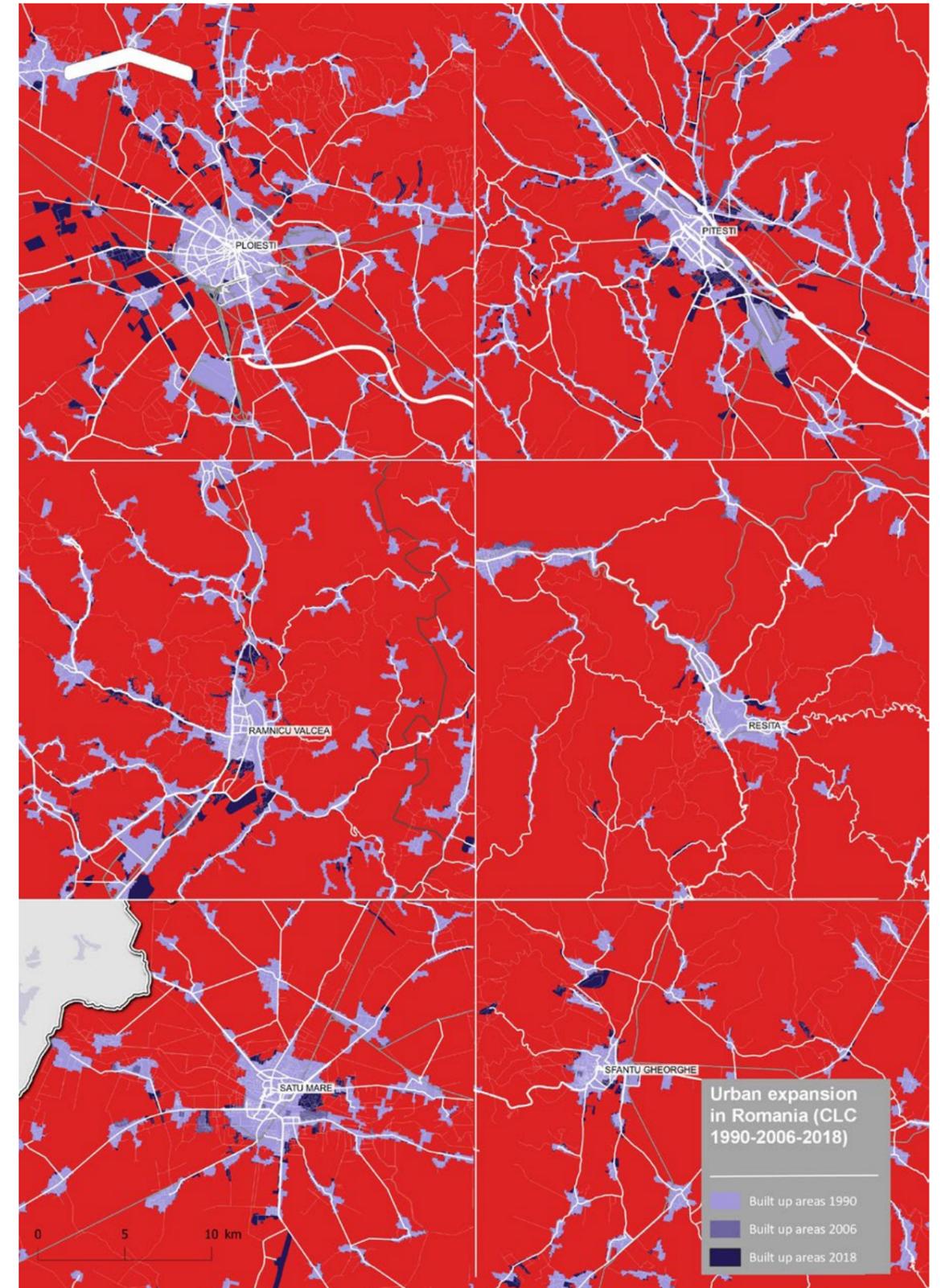
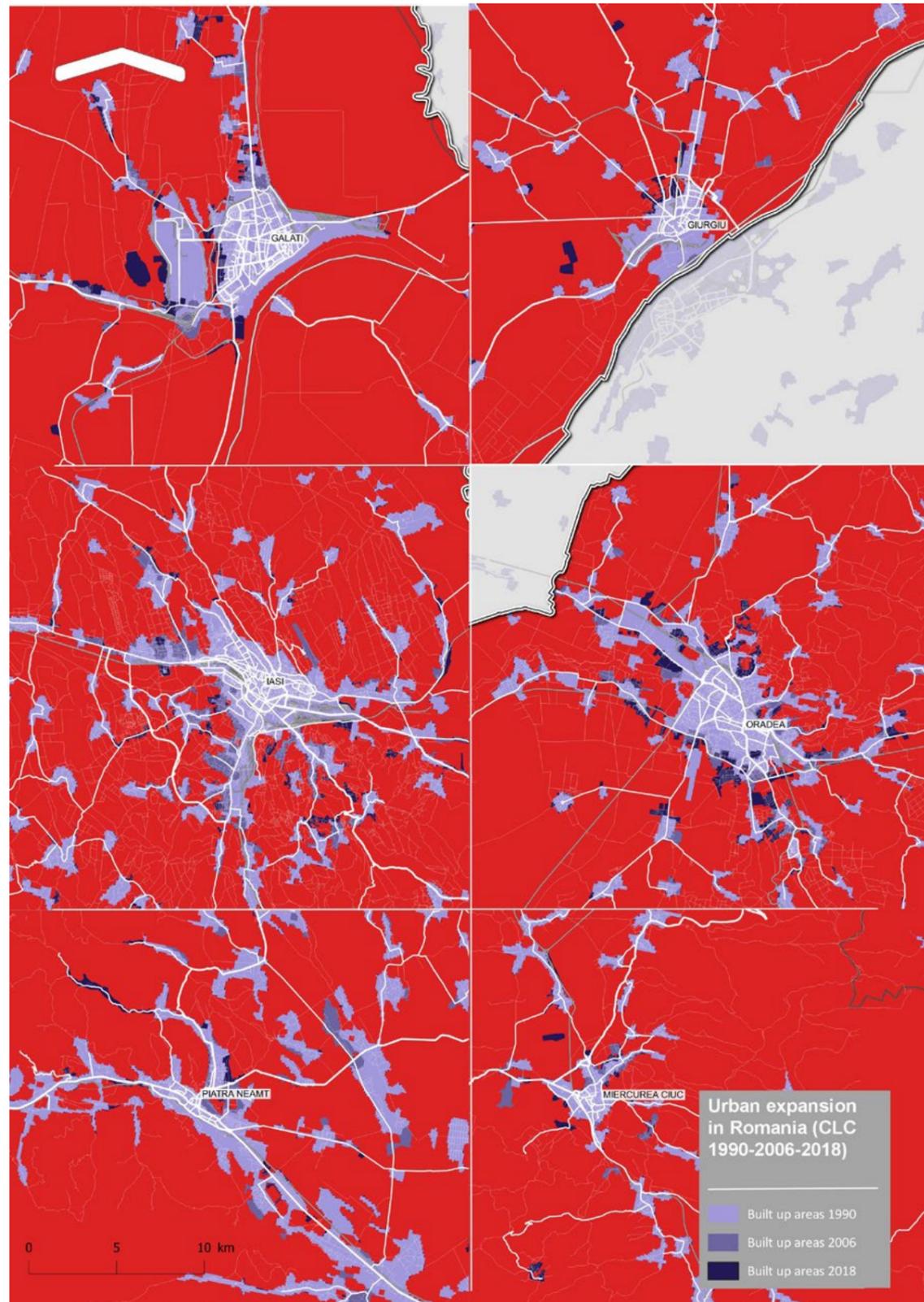


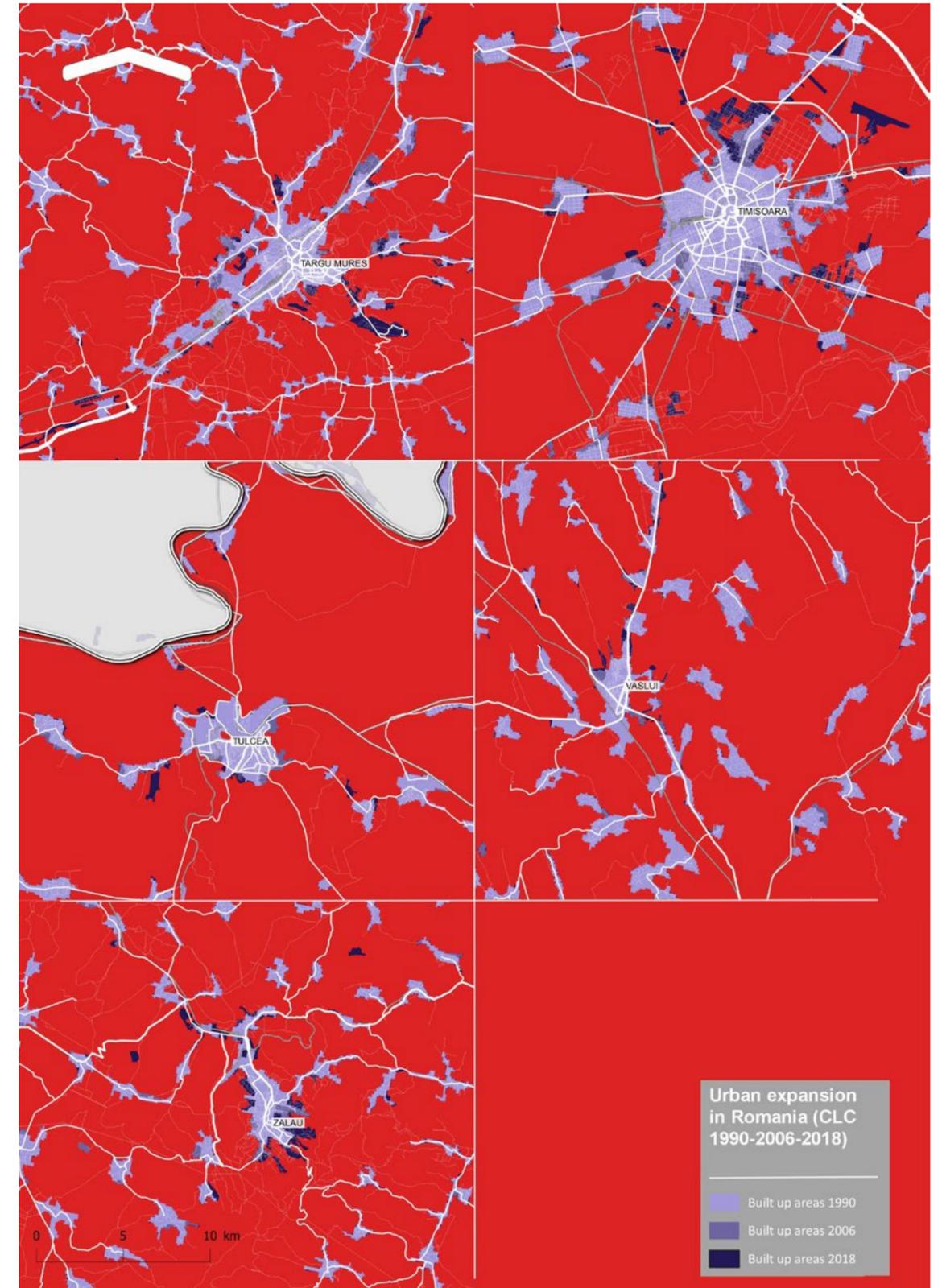
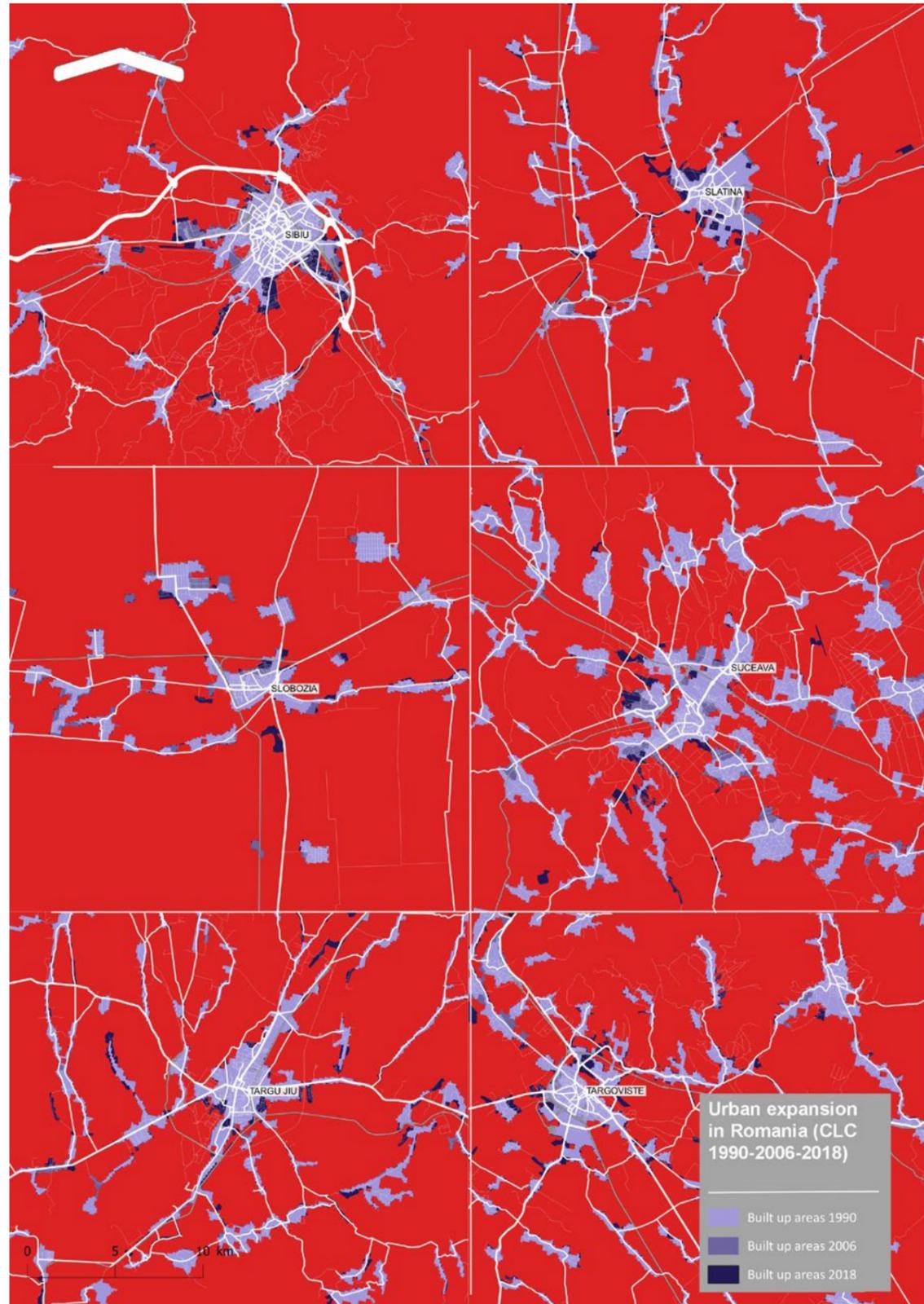
Source: INSSE, TEMPO database

FIGURE 8.
Urban sprawl of county capitals in Romania (alphabetical order)









Source: Corinne Landcover - CLC

**CONCLUSIONS AND
RECOMMENDATIONS**
on the prospects for a
metropolitan approach and
interjurisdictional cooperation
in Romania

The following table provides an overview of the process of developing interjurisdictional cooperation from a comparative perspective between Romania and the EU countries from which examples of interjurisdictional cooperation were analyzed in the first chapter. Based on the case studies' findings, the comparative analysis provides a starting point for the formulation of recommendations on strengthening the local government capacity in Romania in order to foster interjurisdictional cooperation.

Main features of interjurisdictional cooperation in EU countries	Main features of interjurisdictional cooperation in Romania
A clear legal framework, adapted to the administrative systems, evolved and matured over time, that supports a variety of models for interjurisdictional cooperation, and local government associations.	A permissive, but incomplete legal framework, which does not directly address interjurisdictional cooperation and creates room for misunderstandings and misinterpretations.
The existence of European policy for territorial cohesion, of national strategies and regional policies that facilitate interjurisdictional cooperation. This has found expression in domestic urban policies. A STABLE AND WELL-ESTABLISHED SPATIAL PLANNING REGIME.	The existence of European policy for territorial cohesion, and EU funding for the growth poles, development poles, and program-based partnerships (ITI, CLLD). Lack of specific national and regional urban development policies with clear provisions for interjurisdictional cooperation. An evolving spatial planning environment characterized by gaps and overlaps.
Decentralized local government, where local authorities have enough competencies to explore opportunities for new projects and for various institutional cooperation models.	Ongoing decentralization process, where some local competencies are either unclear, or are not supported by financial resources.
Sustainable financial resources due to not only reliance on EU funding but also the contribution by national/regional levels toward interjurisdictional partnerships/institutions.	Access to dedicated EU funding, as well as national co-financing for the implementation of EU funded projects. Lack of incentives for using EU funds in interjurisdictional cooperation projects.
Long history of cooperation, with models and structures that have evolved over time, based on incremental experiences (from single-purpose associations providing public services to complex metropolitan entities)	Recent experience with interjurisdictional cooperation, mainly triggered by the EU policy and funding (earlier attempts of metropolitan cooperation had not led to an effective cooperation).
Well established human resource capacity for the management of interjurisdictional cooperation and matured organizational culture for cooperation and participation.	Varied levels of political support for interjurisdictional cooperation and inconsistent capacity support and attention to building and deploying sufficient management and technical skills.

Interjurisdictional cooperation is necessary to achieve more advanced levels of territorial development, establish synergies, and increase resource efficiency. However, in order to achieve these benefits requires investment and adequate local capacity. The present day complex economic and social dynamics demand interjurisdictional cooperation because administrative boundaries never perfectly conform to the local development dynamics and needs. By-and-large, countries that have a higher level of decentralization, also have a higher level of interjurisdictional cooperation, as local administrations have to figure out how to address development challenges, rather than relying on the central government.

From a decentralization point of view, Romania is a mixed bag. Overall, the country is fairly centralized, having only counties and local administrations at the subnational level. Counties have relatively small budgets and limited attributions, so the impact of their interventions is limited. Local administrations, on the other hand, have a relatively high number of responsibilities and significant power to make decisions locally (mayors and local councils are directly elected). However, municipalities do not have full control of their finances, for instance, a significant share of the budget of local administrations is derived from the personal income tax (PIT) collected locally and from the value added tax (VAT). A central government decision to lower the share of the PIT (as has happened recently), or the VAT, or to lower the share of the PIT or VAT that goes to local administrations, can therefore significantly impact local budgets and medium- and long-term planning.

This creates a climate of uncertainty in which few local administrations are willing to take on ambitious long-term investment projects. For the most part, local administrations have focused on small, upkeep-types of interventions that are typically undertaken within one-year budget cycles. EU membership has dramatically changed the investment opportunities for local administrations in Romania as they now have access to large grants for public investment. Access to these grants has however been conditioned on local administrations preparing long-term plans, on strengthening local capacity, on citizen and stakeholder engagement, and on starting development partnerships.

Romanian interjurisdictional partnerships have evolved over the past two programming periods. However, they have on occasions not functioned as effectively as possible. Some of the metropolitan IDAs were formed shortly before, or after the commencement of the 2007-2013 programming period as a requirement to access EU funds. However, this report has shown that far from being entities geared only towards accessing EU funds, metropolitan IDAs have started to respond to their distinct development needs – a trend which should be encouraged.⁵⁹ The following elements could be considered to further stimulate metropolitan-wide and further interjurisdictional partnerships in Romania:

- **Going beyond EU funds.** While many of the existing metropolitan IDAs were started as a vehicle to access EU funds, virtually none have EU funds as their *raison d'être* – and that is critical for their sustainability. The majority undertakes projects that are not financed from EU funds, for instance, the Oradea Metropolitan Area has undertaken a number of cross-jurisdictional investment projects, and has set-up a revolving fund for the members of the metropolitan area; the Constanța Metropolitan Area provides a platform for joint planning and investments for the member administrations; the Cluj-Napoca Metropolitan Area has invested in complex social inclusion challenges; the Alba Iulia Metropolitan Area, although it is one of the smallest in Romania, is also one of the first to have organized public transport at the metropolitan level. In most cases,

the metropolitan IDAs also play a significant support function for the core cities and surrounding localities. For example, in Constanța, the metropolitan area routinely provides assistance to the city of Constanța with key investment projects, the Iași Metropolitan Area is a key factor in planning and supporting the implementation and monitoring of the local strategies.

The discernible progress made by IDAs needs to be further enhanced through two key national interventions: i) elaboration of a national urban policy that charts a clear growth path and defines the role of different urban conurbations; and ii) as part of a suite of instruments to implement the urban policy, a reconsideration of fiscal instruments to reduce the reliance on EU funds.

- **Keeping members engaged.** While there are a number of metropolitan areas that have managed to thrive even without EU funds, there are some that have not fared so well. For example, the Ploiești Metropolitan Area has not managed to keep all its members interested in the partnership. Beyond political partisanship, the sustainability of metropolitan areas depends, to a significant extent, on the capacity of the core city administration to provide a platform for discussion and joint planning with other member administrations. For example, Constanța Metropolitan Area organizes periodic meetings for the member localities, where they tackle joint problems.

A long-term and iterative perspective for partnerships building development is required. This includes capacity building measures that are devised to support metropolitan IDAs in the formative years. Building administrative and technical capacity allows core cities to demonstrate that membership in the IDAs add value to the member municipality. Additionally, the risks of project failure can be minimized. Capacity building efforts should pay specific attention to projects that have demonstrable value to a large number of constituting members.

- **More ambitious set of responsibilities.** For the 2021-2027 programming period, it is important that EU funds are deployed more strategically, in response to well-articulated integrated urban development strategies, to encourage metropolitan IDAs to assume a progressively higher set of responsibilities. Examples of more successful metropolitan IDAs in Romania indicate that strategic incentives strengthen the efficacy of these interjurisdictional associations. To further advance this in the 2021-2027 programming period, a clear role for the metropolitan IDAs in the funding programs' planning and implementation phase needs to be defined. Nevertheless, the development of the IDAs is very much influenced by the territorial decentralization process, with transfer of the competencies and financial power, which would contribute to the IDAs' sustainability. Furthermore, differences in terms of capacity, experience, and ambition dictate that the approach to IDAs acquiring further responsibilities should be iterative. This would allow more advanced IDAs to take a leading role whilst others can catch up in the programming period.

Interjurisdictional cooperation and joint initiatives should be better provided for, and anchored in, a legal framework that allows for a design of the funding programs that addresses the challenges faced by local municipalities. Some of the provisions that need to be directly expressed include: the need for integrated planning, program conceptualization and project implementation in key sectors, such as connectivity, social services, education, health etc., focusing on strategic metropolitan projects rather than punctual interventions. The role of the IDAs in developing / implementing / monitoring / and evaluating these types of intercommunal projects needs further reinforcement through legal frameworks and cultural change which will allow iterative and context specific changes.

⁵⁹ It is important to also note that the water & wastewater and solid waste management IDAs had a similar genesis and have managed to function quite efficiently in recent years

- **Unitary integrated planning framework.** During the 2007-2013 and 2014-2020 programming periods, the main metropolitan strategic planning documents (PIDPC and respectively SIDU and PMUD) were developed because of the need to comply with EU requirements rather than by national planning laws. The ongoing elaboration of the *Code of spatial planning, architecture, and constructions* is an opportunity to enforce metropolitan planning as a national priority, define the conditions and contents of metropolitan planning documents, and eliminate overlaps between the different levels and sectors of the planning documents. A strong national rationale would provide a basis for the EU requirements to be adapted to those in Romania, rather than the other way around.

Strategic planning at the metropolitan level should continue to play an important role to ensure a successful interjurisdictional cooperation for the growth poles, specifically informed through a national policy framework. This should be based on a case-by-case opportunity analysis and its applicability should be considered at the development poles level, as well as in the case of the larger county seats. In this context, the proportionality of the mechanisms should be carefully considered. The elaboration of the relevant documents such as the metropolitan spatial plans (PATZM) and metropolitan strategies should be encouraged, funded, and even considered a pre-condition for attracting European funds.

- **Funding integration.** The concentration of eligible ROP interventions in the core cities, to the disadvantage of the rest of the metropolitan territory, in the 2014-2020 programming period, contributed, to some extent, to the disengagement of the metropolitan partners, the dilution of the IDAs' roles, and a decreased perceived value added of cooperation. This was also fostered by a limited promotion of complementary funding and projects for the rest of the metropolitan territory during the planning and implementation phases.

Integration, both in terms of planning and funding, should be better addressed during the post 2020 programming period, both by the programs' guidelines and by the local/metropolitan planning initiators. The role of the metropolitan IDAs in strategic planning should be recognized and better supported in the legislative and financial framework by, for instance, allocating funds directly to these IDAs.

- **Integrated public services management.** Territorial and functional cohesion in functional urban areas could be achieved through the integrated management of public services. While water supply, wastewater management and waste management cooperation models are regulated at the national level, and have already been implemented at the county or area level, it is important to encourage the development of other integrated services such as transportation, healthcare, public lighting, and social services, that could be managed by the sectoral IDAs or by the metropolitan IDA and reunited under a holistic strategic plan that would coordinate the development priorities.
- **Monitoring and evaluation.** Currently, there is no discernible monitoring and evaluation frameworks that assess, monitor, and evaluate the performance and impact of these multi-jurisdictional partnerships.

The 2021-2027 programming period's institutional support component should provide mechanisms that support development of appropriate the KPI's and build the IDAs'

self-evaluation and reporting capabilities. Institutional support should be tailor-made with more attention given to developing administrative capacity, creating a proper legal and regulatory environment, which amongst others, gives these interjurisdictional partnerships financial certainty. This would also support the IDAs' financial sustainability in the short and medium term, as many of them currently depend on the metropolitan partners' fees. Particular attention should be paid to establishing a culture of evaluation and learning within each of the IDAs, so that findings are adopted and implemented on a continuous basis.

- **Legal framework flexibility.** The current legal framework in Romania allows for single- and multipurpose interjurisdictional cooperation, as well as for the diversification of funding sources, including the establishment of urban development funds that could prompt the development of metropolitan projects. For example, from a public finances law perspective, there are no limitations on the local authorities in their ability to provide equity or in-kind support to UDF funded projects. In terms of equity or in-kind contribution, the administrative territorial units (the councils as deliberative authorities) can approve collaborative support or associations for the development of local public works and services. They can decide to: participate with equity or in-kind contributions to create commercial enterprises or public interest services (at the local and county level); participate in the name and interest of the represented communities with equity or in-kind contributions to create community development associations that could implement development projects of area or regional interest. While this flexibility is good, there are instances where regional dynamics are such The IDAs require a more enabling environment with ad-hoc support.

An example of this is Iași, which has not been able to progress the establishment of a transport authority. In these instances, mechanisms for more direct and hands-on support should be created. This could range from an explicit condition of further EU financing being the pre-existence of such intervention, (i.e. the pre-existence of a transport authority); and/or in the case of interventions considered and formally declared as strategic interventions of national or regional importance, by governmental decisions, or even normative acts approved in the Romanian Parliament.

- **Scaling up interjurisdictional cooperation.** Sectoral interjurisdictional cooperation could serve as a pilot for multipurpose cooperation. For example, the situation of active multi-municipal territorial cooperation agreements for the current 39 Article 7 municipalities shows cases where localities that are not part of a metropolitan structure established public transport IDAs. Based on the results of the cooperation, the development of new activities in different fields could be considered (e.g. social, education, planning etc.).

Strong and well-functioning metropolitan areas are one of the key ingredients to further enhance the Romanian economy. Strengthening these metropolitan areas would require a long-term commitment and multipronged interventions, inclusive of well-targeted EU funds to consolidate the results achieved so far. Moreover, the 2021-2027 programming period will be an inflexion point, and a decisive period for putting metropolitan areas in Romania on a sustainable growth path.

ANNEX 1. Metropolitan areas in Romania

Metropolitan Area	Year of establishment	Current members	Total population ⁶⁰	Observations regarding the legal form, evolution, partnerships and the status of the urban polarizing centre
Metropolitan Areas members of FZMAUR (Federation of the Metropolitan and Urban Agglomerations in Romania)				
Bacău	2007	Bacău Municipality, Buhuși Town, Communes: Berești-Bistrița, Buhoci, Făraoani, Filipești, Gioseni, Hemeiuș, Itești, Izvoru Berheciului, Letea Veche, Luiși-Călugăra, Măgura, Mărgineni, Gârleni, Odobești, Prăjești, Sărata, Săucești, Secuieni, Tamași, Blăgești, Horgești, and Traian	241,619 inhabitants	Intercommunal Development Association In February 2014, it joined the Association of the Metropolitan Area of Bacău and Buhuși.
Baia Mare	2006	Baia Mare Municipality, Towns: Baia Sprie, Căvnic, Seini, Șomcuta Mare and Tăuții Măgherauș; Communes: Cernești, Cicârlău, Coaș, Coltău, Copalnic Mănăstur, Dumbrăvița, Groși, Mireșu Mare, Recea, Remetea Chioarului, Satulung, Săcălășeni, and Valea Chioarului	215,932 inhabitants	Intercommunal Development Association At the moment, Baia Mare metropolitan area has the same members as it had at the time of its establishment.
Botoșani	2012	Botoșani Municipality, Bucecea Town, Communes: Vlădeni, Mihai Eminescu, Roma, Rachiți, Stăuceni, Balușeni, and Curtești	143,193 inhabitants	Intercommunal Development Association In October 2013, Bucecea Town and Vlădeni Commune become associated to Botoșani metropolitan area.
Brașov	2006	Brașov Municipality, Brașov County Council, Săcele and Codlea Municipalities, Towns: Râșnov, Ghimbav, Predeal and Zărnești, Communes: Sânpetru, Hărman, Prejmer, Târlungeni, Bod, Hălchiu, Cristian, Crișbav, Feldioara, Vulcan, and Budila	410,808 inhabitants	GROWTH POLE Intercommunal Development Association At the moment, Brașov metropolitan area has the same members as it had at the time of its establishment.
Bucharest	2016	Bucharest Municipality, Ilfov County through Ilfov County Council	2.2 mil. inhabitants	Intercommunal Development Association At the moment, Bucharest metropolitan area has the same members as it had at the time of its establishment.
Cluj Napoca	2008	Cluj Napoca Municipality, Communes: Aiton, Apahida, Baci, Bontida, Borsa, Jucu, Căianu, Chinteni, Ciurila, Cojocna, Feleacu, Florești, Gîrbău, Petrești de Jos, Tureni, Vultureni, Sânpaul, Săvădisla, and Gilău	418,153 inhabitants	GROWTH POLE Intercommunal Development Association In 2009 Sânpaul Commune also joined and in 2018 Săvădisla Commune became affiliated as well to the Association.
Constanța	2007	Constanța Municipality, Constanța County Council, Towns: Eforie, Murfatlar, Năvodari, Ovidiu, and Techirghiol, Communes: 23 August, Agigea, Corbu, Costinești, Cumpăna, Lumina, Mihai Kogălniceanu, Poarta Alba, Tușla, and Valu lui Traian	434,265 inhabitants	GROWTH POLE Intercommunal Development Association At the moment, Constanța metropolitan area has the same members as it had at the time of its establishment.
Craiova	2009	Craiova Municipality, Towns: Filași and Segarce, Communes: Almăj, Brădești, Breasta, Bucovăț, Calopăr, Cârcea, Coșoveni, Coțofenii din Față, Ghercești, Ișalnița, Malu Mare, Mischi, Murgași, Pielești, Predești, Șimnicu de Sus, Teasc, Terpeșita, Țuglui, Vârvoru de Jos, and Vela	356,544 inhabitants	GROWTH POLE Intercommunal Development Association At the moment, Craiova metropolitan area has the same members as it had at the time of its establishment.
Iași	2004	Iași Municipality Iași City Council, Communes: Aroneanu, Birnova, Ciurea, Holboca, Lețcani, Miroslava, Popricani, Rediu, Schitu Duca, Tomești, Unghești, Valea Lupului, and Victoria, Movileni, Comarna, Prisăcani, Țuțora, Mogoșești, Dobrovăț	403,572 inhabitants	GROWTH POLE Intercommunal Development Association At the moment, Iași metropolitan area has the same members as it had at the time of association, the only existing difference being at the level of the observing members, among which is Dobrovăț Commune, that recently joined.

⁶⁰ According to Population and Housing Census 2011.

Metropolitan Area	Year of establishment	Current members	Total population ⁶⁰	Observations regarding the legal form, evolution, partnerships and the status of the urban polarizing centre
Oradea	2005	Oradea Municipality, Communes: Biharia, Borş, Cetariu, Girişu de Criş, Ineu, Nojorid, Oşorhei, Paleu, Sînmartin, Sîntandrei, and Toboliu	245,537 inhabitants	Intercommunal Development Association In July 2007, Girişu de Criş, Toboliu, and Ineu Communes also joined.
Ploieşti	2009	Ploieşti Municipality, Prahova County Council, Towns: Băicoi, Boldeşti Scăeni, Buşteni and Plopeni, Communes: Ariceştii-Rahativani, Bărcăneşti, Berceni, Blejoi, Brazi, Bucov, Dumbrăveşti, Păuleşti, Târgşorul Vechi, and Valea Călugărească	336,203 inhabitants	GROWTH POLE Intercommunal Development Association At the moment, Ploieşti metropolitan area has the same members as it had at the time of its establishment.
Satu Mare	2013	Satu Mare and Carei Municipalities, Towns: Arduş and Tăşnad, Communes: Agriş, Apa, Beltiug, Berveni, Căpleni, Craidorolţ, Culciu, Doba, Dorolţ, Foieni, Gherţa Mică, Lazuri, Medieşu Aurit, Micula, Moftin, Odoreu, Oraşu Nou, Păuleşti, Terebeşti, Turţ, Valea Vinului, and Viile Satu Mare	217,403 inhabitants	Intercommunal Development Association At the moment, Satu Mare metropolitan area has the same members as it had at the time of its establishment.
Timişoara	2008	Timişoara Municipality, Timiş County, Communes: Becicherecu Mic, Bucovăţ, Dudeştii Noi, Dumbrăviţa, Ghironda, Giarmata, Giroc, Moşniţa nouă, Orţişoara, Pişchia, Remetea Mare, Săcălaş, Sânmihaiu Român, and Şag	387,604 inhabitants	GROWTH POLE Intercommunal Development Association At the moment, Timişoara metropolitan area has the same members as it had at the time of its establishment.
Târgu Mureş	2006	Tîrgu-Mureş Municipality, Ungheni Town, Communes: Acăţari, Ceuaşu de Câmpie, Corunca, Crăciuneşti, Cristeşti, Ernei, Gheorghe Doja, Livezeni, Pănet, Sâncraiu de Mureş, Sîngeorgiu de Mureş and Sînpaul	204,158 inhabitants	Metropolitan Association At the moment, Târgu-Mureş metropolitan area has the same members as it had at the time of its establishment.
Zalău	2015	Zalău Municipality, Towns: Cehu Silvaniei, Jibou, Şimleu Silvaniei, Communes: Agrij, Crasna, Creaca, Crişeni, Dobrin, Hida, Meseşeni de Jos, Mirşid, Pericei, Sălăţig, Sărmăşag, Vârşolţ, Hereclean, and Bocşa	133,044 inhabitants	Intercommunal Development Association Dobrin, Hida, Meseşeni de Jos, Mirşid, Pericei, Sălăţig, Sărmăşag, Vârşolţ, Hereclean, and Bocşa Communes also joined in 2015.
Metropolitan Areas non-members of FZMAUR				
Alba Iulia	2007	Alba Iulia and Sebeş Municipalities, Teiuş town; Communes: Vinţu de Jos, Sântimbru, Ciugud, Ighiu, Galda de Jos, Cricău, Berghin, Meteş	124,626 inhabitants	Intercommunal Development Association At the moment, Alba Iulia metropolitan area has the same members as it had at the time of its establishment.
Deva - Hunedoara	2008	Deva and Hunedoara Municipalities, Hunedoara County Council, Towns: Simeria and Călan, Communes: Băcia, Cârjiţi, and Pestişu Mic	149,198 inhabitants	Intercommunal Development Association At the moment, Deva - Hunedoara metropolitan area has the same members as it had at the time of its establishment.
Piteşti	2012	Argeş County Council, Piteşti Municipality, Ştefăneşti Town, Communes: Albota, Bascov, Băbana, Budeasa, Mărăcineni, Miceşti, and Moşoia	206,082 inhabitants	Intercommunal Development Association At the moment, Piteşti metropolitan area has the same members as it had at the time of its establishment.
Reşiţa	2013	Reşiţa Municipality, Bocşa Town, Communes: Ocna de Fier, Dognecea, Goruia, Târnova, Văliug, Brebu Nou, Lupac, and Caraşova	100,957 inhabitants	Intercommunal Development Association At the end of 2013 Caraşova Commune also joined.
Roman	2009	Roman Municipality, Communes: Gherăeşti, Ruginoasa, Boteşti, Ion Creangă, Văleni, Poienari, Icuşeşti, Moldoveni, Bahna, Dulceşti, Horia, Sagna, Făurei, Pânceşti, Boghicea, Bozieni, Doljeşti, Gădini, Oniceni, Secuieni, Valea Ursului, Tămăşeni, Bira and Stăniţa	129,507 inhabitants	Intercommunal Development Association At the moment, Roman metropolitan area has the same members as it had at the time of its establishment.
Suceava	2011	Suceava Municipality, Salcea Town, Communes: Adâncata, Bosanci, Ipoteşti, Mitocu Dragomirnei, Moara, Pătrăuţi, Vereşti, Siminicea, Stroişti, Dumbrăveni, Udeşti, Hânţeşti, and Dărmăneşti	167,095 inhabitants	Intercommunal Development Association Founding members of Suceava Metropolitan Area were Suceava Municipality, Salcea Town and Adâncata, Ipoteşti, Mitocu Dragomirnei, Moara, Pătrăuţi, respectively Bosanci Communes. Vereşti, Siminicea, Stroişti, Dumbrăveni, Udeşti, Hânţeşti, and Dărmăneşti Communes joined afterwards.
Vaslui	2015	Vaslui Municipality, Vaslui County Council, Communes: Bălteni, Deleşti, Laza, Lipovăţ, Muntenii de Jos, Muntenii de Sus, Puşcasi, Ştefan cel Mare, Văleni, and Zăpodeni	86,943 inhabitants	Intercommunal Development Association At the moment, Vaslui metropolitan area has the same members as it had at the time of its establishment.

BIBLIOGRAPHY

European Commission. 2018. Policy Objective 5 – Europe Closer to Citizens and Tools for Integrated Territorial Development. [Policy Paper]

European Commission. 2018. Assessing the performance of integrated territorial and urban strategies: Challenges, emerging approaches and options for the future.

European Metropolitan Authorities. 2016. The Role of Metropolitan Areas in the Governance of Development Challenges: Towards the European Urban Agenda. [Policy Paper]

Glaeser, Edward L. and Bryce A. Ward. 2009. "The causes and consequences of land use regulation". *Journal of Urban Economics*, vol. 65 (3)

Glaeser, Edward L. and Joshua D. Gottlieb. 2008. "The Economics of Place-making Policies". Working Paper for National Bureau of Economic Research.

Glaeser, Edward L. 2007. "Do Regional Economies Need Regional Coordination?". Preliminary Draft.

Laurent, Helene et al. 2007. "Regional policy: What is the most efficient instrument?". *Papers in Regional Science*, vol. 88 (3), pp. 491-507.

Mazzaferro, Carlo and Alberto Zanardi. 2008. "Centralisation versus Decentralisation of Public Policies: Does the Heterogeneity of Individual Preferences Matter?". *Fiscal Studies*, vol. 29 (1), p. 35.

Figueras, P. R., Haas, C., Amer Capdevila, C. & Vilaplana, V. 2005. "Las mancomunidades en España. Boletín de la A.G.E. 39"

International Centre for Local and Regional Development. 2011. "International Cases in Cross-Border and Interjurisdictional Planning. Collaborative Communities: Co-Operation among Rural Municipalities – Insights from Spain"

Mariona Tomàs. 2017. "Explaining Metropolitan Governance. The case of Spain". *Raumforschung und Raumordnung – Spatial Research and Planning*, vol. 75

Mehlbye, P., & Böhme, K. 2017. "More Territorial Cooperation Post 2020? A contribution to the debate of future EU Cohesion Policy". *Spatial Foresight Brief*

Organisation for Economic Co-operation and Development (OECD). 1997. "Managing Across Levels of Government: Spain" and "Local Government in Spain", Ministry of Public Administration and Comisión de Planeamiento y Coordinación del Área Metropolitana de Madrid

Ravetz J., Fertner C., Nielsen T.S. 2013. "The Dynamics of Peri-Urbanization". in: Nilsson K., Pauleit S., Bell S., Aalbers C., Sick Nielsen T. "Peri-urban futures: Scenarios and models for land use change in Europe. Springer, Berlin, Heidelberg"

Romanian Ministry of Regional Development and Public Administration. 2014. "Romanian Territorial Development Strategy – Technical Study: New Urban-Rural Connections and Local Development"

Romanian Ministry of Regional Development and Public Administration. 2014. "Romanian Territorial Development Strategy – Technical Study: Territorial Strategic Planning"

The Regional Transport Consortium of Madrid. "The Sustainable Mobility Strategic Plan of the Madrid Region 2013-2025"

The Regional Transport Consortium of Madrid. 2013. "Madrid, a world reference"

Wandl, A., & Magoni, M. 2016. "Sustainable Planning of Peri-Urban Areas: Introduction to the Special Issue"

World Bank. 1997. World Development Report 2009: The State in a Changing World.

World Bank. 2009. World Development Report 2009: Reshaping Economic Geography.

World Bank. 2013. Competitive Cities: Reshaping the Economic Geography of Romania.

World Bank. 2013. Growth Poles: The Next Phase.

World Bank. 2017. Magnet Cities: Migration and Commuting in Romania.

World Bank. 2018. Rethinking Lagging Regions: Using Cohesion Policy to Deliver on the Potential of Europe's Regions

LEGISLATION

Romanian Parliament, law number 15/07.08.1990 on the Reorganization of state-owned companies as autonomous administrations and as commercial companies

Romanian Parliament, law number 31/16.11.1990 on commercial companies

Romanian Parliament, law number 215/23.04.2001 of local public administration

Romanian Parliament, law number 350/06.07.2001 on spatial planning and urban planning

Romanian Parliament, law number 351/06.07.2001 on the approval of the national territory plan - section IV - localities network

Romanian Parliament, law number 51/08.03.2006 on community public utility services

Romanian Parliament, law number 273/29.06.2006 regarding local public finances

Romanian Government, government ordinance number 26/30.01.2000 on associations and foundations

Romanian government, ordinance number 855/13.08.2008 Approving the Framework Constitutive Act and the Framework Statute of Intercommunal Development Associations for Public Utility Services

Romanian Government, government ordinance number 998 / 27.08.2008 for the designation of growth poles and development poles

Romanian Government, governance ordinance number 39/10.05.2018 on Public-Private Partnership

