

TARGETED ANALYSIS //

METRO

The role and future perspectives of Cohesion Policy in the planning of Metropolitan Areas and Cities

Annex VI // Brno Metropolitan Area case study



B | R | N | O

This Targeted Analysis is conducted within the framework of the ESPON 2020 Cooperation Programme, partly financed by the European Regional Development Fund.

The ESPON EGTC is the Single Beneficiary of the ESPON 2020 Cooperation Programme. The Single Operation within the programme is implemented by the ESPON EGTC and co-financed by the European Regional Development Fund, the EU Member States, the United Kingdom and the Partner States, Iceland, Liechtenstein, Norway and Switzerland.

This delivery does not necessarily reflect the opinions of members of the ESPON 2020 Monitoring Committee.

Authors

Luděk Sýkora, Alena Coblence, Charles University (CZ)

Advisory group

Stakeholders: Francesca Cattaneo, Claudia Fassero, Mario Lupo, Irene Mortari, Valeria Sparano, Metropolitan City of Turin (IT) | Clémentine Dubois, Odile Huiban, Lyon Metropolitan Area (FR) | Agata Blacharska, Joanna Bogdziewicz-Wrblewska, Aleksandra Fijałkowska, Joanna Jaworska-Soral, Metropolitan Area of Gdańsk-Gdynia-Sopot (PL) | Filipe Ferreira, Lisbon Metropolitan Area (PT) | Alfredo Corbalan, Sandrine De Meyer, perspetive.brussels (BE) | Katrīna Sudare, Jānis Ušča, Riga City Council (LV) | Soňa Raszková, Brno City Municipality (CZ) | Alessandra Barbieri, Manuela Taverniti, Municipality of Florence (IT) | Xavier Estruch Bosch, Xavier Tiana Casablanca, Carlota Roses, Barcelona Metropolitan Area (ES) | Dorthe Nielsen, Pietro Reviglio, EUROCITIES | Guillaume Berret, Metropolis.

ESPON EGTC: Senior Project Expert: Piera Petruzzi, Financial Expert: Stefania Rigillo

Information on ESPON and its projects can be found at www.espon.eu.

The website provides the possibility to download and examine the most recent documents produced by finalised and ongoing ESPON projects.

ISBN: 978-2-919795-65-9

© **ESPON, 2021**

Published in December 2021

Graphic design by BGRAPHIC, Denmark

Printing, reproduction or quotation is authorised provided the source is acknowledged and a copy is forwarded to the ESPON EGTC in Luxembourg.

Contact: info@espon.eu

TARGETED ANALYSIS //

METRO

The role and future perspectives of Cohesion Policy in the planning of Metropolitan Areas and Cities

Annex VI // Brno Metropolitan Area case study

Table of contents

Abbreviations	8
Foreword by Markéta Vaňková	9
1 Introduction	10
2 Case study area contextualisation	12
3 Metropolitan governance structure and cooperation activities	16
3.1 Institutional framework	16
3.1.1 National institutional framework for metropolitan governance and planning	16
3.1.2 Institutional framework at the level of Brno Metropolitan Area	23
3.1.3 Other forms of territorial cooperation in Czechia and its implementation in the context of Brno Metropolitan Area.....	25
3.2 Evolution of metropolitan cooperation.....	28
3.2.1 Historic legacy.....	28
3.2.2 Recent metropolization process in Czechia	31
3.2.3 The metropolization in Brno Metropolitan Area	32
3.3 Metropolitan development goals	35
3.3.1 Coherence with national and regional goals	35
3.3.2 Coherence with municipal goals	35
3.4 Metropolitan development and planning instruments.....	35
3.4.1 Instruments in the framework of other cooperation initiatives	35
3.4.2 Instrument and initiatives related to COVID-19.....	36
3.5 Metropolitan financing and budgeting	37
3.6 Role of social groups and the business community in metropolitan governance	37
3.6.1 Social groups and the civil society	38
3.6.2 Business community	38
3.7 Participation to policy networks.....	38
4 Cohesion policy governance	40
4.1 EU cohesion policy institutional architecture and competences.....	40
4.1.1 The role of metropolitan actors	41
4.2 EU cohesion policy instruments at the metropolitan level	44
4.3 Involvement of social groups and the business community in the EU cohesion policy	45
4.4 The governance of EU cohesion policy in the COVID-19 emergency.....	46
4.5 Coordinating metropolitan governance and EU cohesion policy	46
5 Cohesion policy impact.....	52
5.1 EU cohesion policy objectives and actions	52
5.1.1 Funded measures: main sectors and spatial distribution	57
5.2 Coherence and synergies with metropolitan objectives and instruments	62
5.2.1 Alignment with the goals defined in metropolitan instruments	62
5.2.2 Thematic priorities.....	62
5.2.3 Funding magnitude	63
5.3 Outcomes	64
5.3.1 Transfer terminal in Židlochovice	65
5.3.2 Networks of cycle paths in Šlapanice.....	66
5.3.3 New district of Trnitá	67
5.3.4 Hospice of St. Elizabeth.....	68
5.3.5 Czech Cybersecurity Center	69
5.4 The impact of the EU cohesion policy in the COVID-19 emergency	70
5.5 The impact of the EU cohesion policy on metropolitan governance and cooperation	71

6	Main challenges and recommendations	73
6.1	Metropolitan governance and the EU Cohesion Policy in the Czech Republic and Brno metropolitan area: summary of the main findings	73
6.2	The role of Brno metropolitan area in the EU cohesion policy governance.....	78
6.3	Impact of the EU cohesion policy on (the achievement of) metropolitan goals	80
6.4	Impact of the EU cohesion policy on metropolitan governance and cooperation	81
7	Annex: methodology	83
	References	87

List of maps, figures, charts and tables

List of maps

Map 2.1	Brno Metropolitan Area.....	13
Map 2.2	Delimitation of Brno Metropolitan Area 2020 (for 2021-2027) and comparison with 2013-2020	14
Map 5.1	Distribution of funding in the Brno Metropolitan Area in 2014-2020	60
Map 5.2	Distribution of ITI funding per capita in the Brno Metropolitan Area in 2014-2020.....	61

List of figures

Figure 3.1	Territorial coverage of ITI and IPTD 2014-2020	17
Figure 3.2	Territorial typology in Regional Development Strategy 2021+	18
Figure 3.3	Territorial coverage of ITI in 2021-2027.....	19
Figure 3.4	Development areas and development axes in Czechia (Spatial Development Policy)	20
Figure 3.5	Czech Republic Spatial Development in relation to Regional and Cohesion Policy	21
Figure 3.6	Regions and administrative districts of municipalities with extended powers (SO ORP).....	22
Figure 3.7	Territorial coverage of Local Action Groups in the Czech Republic.....	26
Figure 3.8	Conception of Settlement and Urbanisation of the Czech Socialist Republic (1975).....	29
Figure 3.9	Timeline of metropolitan cooperation development	34
Figure 4.1	The governance of the territorial dimension of EU cohesion policy in Czechia	41
Figure 4.2	The role of metropolitan actors in the EU cohesion policy.....	42
Figure 4.3	The process of selecting applications for funding within the ITI BMA	43
Figure 4.4	The metropolitan governance network	49
Figure 5.1	Coherence and synergies between EUCP and metropolitan objectives.....	62

List of tables

Table 2.1	Brno Metropolitan Area ITI 2014-2020	12
Table 2.2	Brno Metropolitan Area ITI 2021+	12
Table 2.3	Age composition in Brno Metropolitan Area ITI 2019	15
Table 3.1	Other instruments.....	36
Table 4.1	EU cohesion policy programmes and instruments in the Brno Metropolitan Area	45
Table 4.2	Nodes of the metropolitan governance network	47
Table 5.1	Objectives of the EU cohesion policy in the metropolitan area	55
Table 5.2	ITI share from total OPs EU allocations on the national level.....	58
Table 5.3	Planned investments according to thematic axis in BMA	58
Table 5.4	Localisation, thematic axis and EU resources of committed financial allocations in BMA.....	59
Table 5.5	Share of EU funds and beneficiaries per operational programme priority compared to the total planned expenses.....	63
Table 5.6	Successful outcomes.....	64
Table 7.1	List of documents used in the analysis	84
Table 7.2	List and details about interviewees.....	85
Table 7.3	List of interviews and engagements	85

Abbreviations

BMA - Brno Metropolitan Area
CF - Cohesion Fund
CLLD - Community-Led Local Development
ERDF - European Regional Development Fund
ESF - European Social Fund
EUCP - European Union Cohesion Policy
FUA - Functional Urban Area
IPTD - Integrated Plans of Territorial Development (in Czech IPRÚ)
IROP - Integrated Regional Operational Programme
ITI - Integrated Territorial Investment
IPUD – Integrated Plans of Urban Development
OPE - Operational Programme Environment
OPEIC - Operational Programme Entrepreneurship and Innovation for Competitiveness
OPEmp - Operational Programme Employment
OPRDE - Operational Programme Research, Development and Education
OPT - Operational Programme Transport
ROPID - Regional Organiser of Prague Integrated Transport
TEN-T - Trans-European Transport Network

Foreword by Markéta Vaňková

The City of Brno is committed to enhance metropolitan cooperation and coordination in its wider urban region. The majority of the EU's population lives in metropolitan areas with mutually reinforcing bonds between urban cores and their suburban hinterlands. Metropolitan areas are the major centres of economic, social and cultural developments, innovation and creativity. They are the key players in tackling global challenges, such as climate change. European, national and regional authorities recognize the added value of metropolitan areas and support metropolitan cooperation.

In the 2014-2020 programming period, the City of Brno embraced an innovative approach to metropolitan strategic planning and development through the implementation of the instrument of Integrated Territorial Investments (ITI). In the current period, we will further enhance the mutual coordination of urban and regional development in the city functional area. I am very pleased that the European Union recognises the important, strong, and clear position of cities in cohesion policy.

The City of Brno supports research insights that help to enhance metropolitan governance and to pursue its further institutionalisation. We appreciate the results of the ESPON METRO project, which examined the role and future perspectives of cohesion policy in the strategic planning of metropolitan areas and cities. The City of Brno shares with the other stakeholders engaged in the project its knowledge and experience matured through the development and management of the ITI and the application of the EU cohesion policy objectives to our specific metropolitan nature and challenges. We benefited from the discussion engaged with other metropolitan areas in Europe, that allowed to compare different experiences and practices and to mutually learn from each other. The results of the project show the potentials of metropolitan areas in the successful implementation of the EU cohesion policy, highlighting at the same time the decisive impact that the EU cohesion policy may have on metropolitan planning and cooperation. The EU support to metropolitan areas in accord with national urban policies is vital not only for city regions but for the competitiveness, sustainability and inclusiveness of nation-states and the entire European Union.

We will carefully consider the implementation of the research outcomes of the ESPON METRO project in our policy making. I firmly believe that the recommendations of the project will help us to further pursue the metropolitan agenda in the Brno Metropolitan Area and to enhance favourable conditions for metropolitan cooperation and institutionalisation at the national and European levels.



JUDr. Markéta Vaňková
Mayor of the City of Brno

1 Introduction

The Brno Metropolitan Area (BMA) is relatively new territorial entity in the Czech Republic. It has been established in 2013 for the purpose of the implementation of Integrated Territorial Investment (ITI) instrument of the EU Cohesion Policy (EUCP) in 2014-2020 and with small changes continue to be used also in 2021-2027. Beside Brno ITI, six other urban regions were established for the ITI implementation and further six for the use of Integrated Plans of Urban Development. Therefore, since 2014, 13 urban regions (of which 4 are called metropolitan¹) are used for the implementation of the EUCP and national regional policy to utilise integrated approaches in the use of public support to enhance sustainable territorial development.

These “new” territorial units do not have any legal status and decision-making powers in terms of territorial governance. In the Czech Republic, the local and regional government with elected representatives consists of 6252 municipalities (large cities often have second-tier of local governments in boroughs or city parts) and 14 regions. Metropolitan and urban regions established for the ITI implementation usually cover territory of tenths and in the case of the large one, such as Brno, of hundreds of municipalities. These ITI territories are usually located in the central parts of regions around regional capitals, who (respectively their local-municipal government) are the holders of ITI or IPUD. There are some specific exceptions. Prague ITI extends its area outside Prague, which itself has the status of both municipality as well as region, across large parts of surrounding Central Bohemia region. Hradec-Pardubice ITI connects two neighbouring regional capitals (Hradec Králové and Pardubice) and their regions into single urban agglomeration. Finally, the smallest IPUD of Mladá Boleslav (the seat of Škoda car production) accounts only for small fragment of Central Bohemia and dwarfs in the shadow of largest ITI of Prague Metropolitan Area. In this light, Brno Metropolitan Area is a typical case representing a subset of an administrative region represented by elected regional government and, at the same time, as a set of nearly two-hundreds of municipalities, each with its own elected local governments.

Without any legal status of metropolitan (and urban) areas in the terms of own powers and competences over territorial government, the implementation of ITI was entrusted to the municipal authorities of the core city. They established specific departments within their municipal administration to manage the ITI implementation. The activities of the office of the ITI manager have been overseen and guided by the ITI Steering Committees composed of key stakeholders from ITI regions. The ITI implementation, respectively the use of EU funds for integrated development within ITI territory required to design, negotiate, and approve integrated strategy for the development of ITI areas, in our case of Brno Metropolitan Area. The strategy had to be prepared by bottom-up cooperation of metropolitan stakeholders and top-down approved by the managing authority of the Ministry for Regional Development of the Czech national government. Therefore, and this is very important, the implementation of top-down EU and national policies towards metropolitan and urban regions, that were entitled to use ITI (and in Czech case also IPUD), required bottom-up effort and cooperation aimed at the identification and definition of metropolitan development objectives (of course, within the frame of the EU and national government priorities) to meet the top-down requirements. The mechanism of the ITI instrument thus contains an important element of learning process of bottom-up metropolitan (urban region) cooperation.

As the process of initial bottom-up cooperation in designated metropolitan areas provided benefits to stakeholders, proved the importance of metropolitan coordination and confirmed the feasibility, the interest in continuing the path of public intervention into territorial development on metropolitan level has been stimulated not only by continuing support provided within EUCP by the ITI instrument in 20021-2027, but also by the embeddedness of the concepts of metropolitan and urban regions in national regional policy and spatial planning policy, but also by a strong interest from the cities, holders of the ITI and IPUD (the IPUD gained status of ITI since 2021). Consequently, since 2021 the Ministry for Regional Development requires a complex integrated strategy of metropolitan (urban) region development, that includes comprehensive approach to the definition of development objectives without limitations given by the scope and objectives of the na-

¹ Praha, Brno, Ostrava and Plzeň

tional operational programmes of the EUCP. In the case of Brno, this wider approach to metropolitan cooperation, planning and development has been pursued already before the new planning period commenced in 2021.

In relation to the three key policy questions of METRO ESPON project, Brno represents a specific case, where metropolitan development, planning and governance have been since 2014 driven by top-down policies of the EU and national government, without being embedded in pre-existing metropolitan government structures. Therefore, the answers of the questions “What role do metropolitan areas and cities play in the development, management and implementation of the Cohesion Policy?”, “What is the added value of the Cohesion Policy in the planning and implementation of metropolitan policies?”, and “What role does the Cohesion Policy play in consolidating metropolitan governance and cooperation?”, stem from the fact, that it was the EUCP that stimulated the development of metropolitan governance and planning. Without the EUCP instrument of ITI, there would be now no metropolitan governance and planning mechanisms. With the ITI instrument, the EUCP offered a learning pathway, that may, hopefully, lead to the establishment of metropolitan governance and planning that would be independent of the EUCP, yet, where the EUCP could with its continuing support for integrated development in metropolitan areas add specific thematic and organisation stimuli for metropolitan governance, planning and development.

Bearing this brief introduction in mind, the case study of Brno Metropolitan area, realised within the ESPON METRO project, addresses, after short introduction of Brno Metropolitan Area itself, the three policy questions in a sequence, with a summary of main insights and challenges and recommendations in the final part.

The case study report focuses on the role of Brno Metropolitan Area in the implementation of the EU cohesion policy and on the impact that the EU cohesion policy has on the metropolitan development and metropolitan governance. The following chapters describe territorial, institutional and policy framework for metropolitan governance at the national and case study level (metropolitan urban region) and the actual practices of metropolitan cooperation in Brno Metropolitan Area. Afterwards, the report presents EU cohesion policy governance framework on national level, specifically in relation to metropolitan dimension and implementation of cohesion policy and its impact on the Brno Metropolitan Area.

The report is based on insights from desk analysis, 12 semi-structured interviews with key actors involved in the metropolitan co-operation and the implementation process of ITI as the key instrument of EUCP enhancing metropolitan development in the Czech Republic, and participation in the working group organised by the Ministry of the Interior, which focuses on the discussion of how and under what condition to include metropolitan areas in the Czech legislation².

² Detail account of research methodology including resources and list of interviewee is available in the chapter 7 - Annex: methodology.

2 Case study area contextualisation

While the City of Brno has referred to “metropolitan area” in its strategic planning documents since the early 2000s, the mechanisms for metropolitan cooperation and governance were established only in association with the application of EUCP in 2014-2020 and specifically with the implementation of ITI instrument.

In the programming period 2014-2020, Brno Metropolitan Area with territory of 1,712 km² was composed of 167 municipalities, ranging from a dense urban core to small industrial towns and rural municipalities in the hinterland. The territorial delimitation of the metropolitan area was based on the idea of Brno functional urban area. The analysis of functional relations included job commuting, commuting to schools, migration flows, accessibility by individual car transport and accessibility by mass transit (details are available in the Atlas of the Brno Metropolitan Area; Brno 2015a). The delimitation of Brno Metropolitan Area was commissioned by the city of Brno as the holder of ITI, as the territorial delimitation was a key requirement for the ITI establishment. For 2014-2020, each holder of ITI in the Czech Republic organised the delimitation independently. While all cities/holders of ITI reflected the principle of functional urban areas, the methods for delimitation and results of delimitation differed.

Table 2.1
Brno Metropolitan Area ITI 2014-2020

BMA 2014-2020	Core	Hinterland	Total
Number of municipalities	1	166	167
Area (km ²)	230,2	1481,7	1711,9
Population (2019)	381346	246861	628207
Population (2010)	371371	223322	594693
Population density (2019)	1657	167	367

Source of data: Czech Statistical Office and Brno Municipality

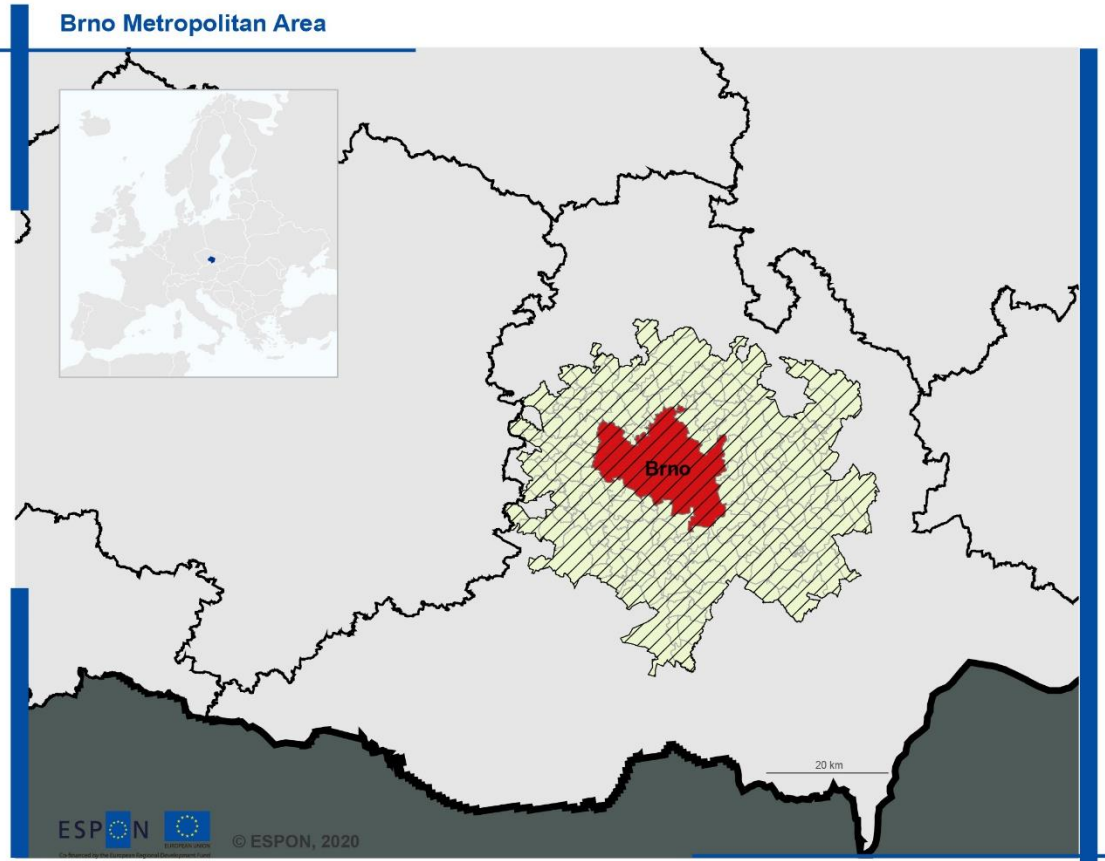
For 2021-2027 period, the Ministry for Regional Development organized the delimitation of territories for the implementation of ITI using unitary methodology. The delimitation thus was imposed top-down by the national government. Consequently, the territory of Brno Metropolitan Area changed accordingly, encompassing 184 municipalities from 14 districts of municipalities with extended powers (see Ouředníček et al., 2020) with an area of 1,978 km². This change, which was made for the sake of the ITI implementation, determined the territorial scope for metropolitan cooperation (<https://metropolitni.brno.cz/en/basic-information/integrated-development-strategy-of-the-brno-metropolitan-area/delimitation-of-the-territory-of-the-brno-metropolitan-area/>).

Table 2.2
Brno Metropolitan Area ITI 2021+

BMA 2021+	Core	Hinterland	Total
Number of municipalities	1	183	184
Area (km ²)	230,2	1747,8	1978,0
Population (2019)	381346	318510	699856
Population (2010)	371371	294745	666116
Population density (2019)	1657	182	354

Map 2.1

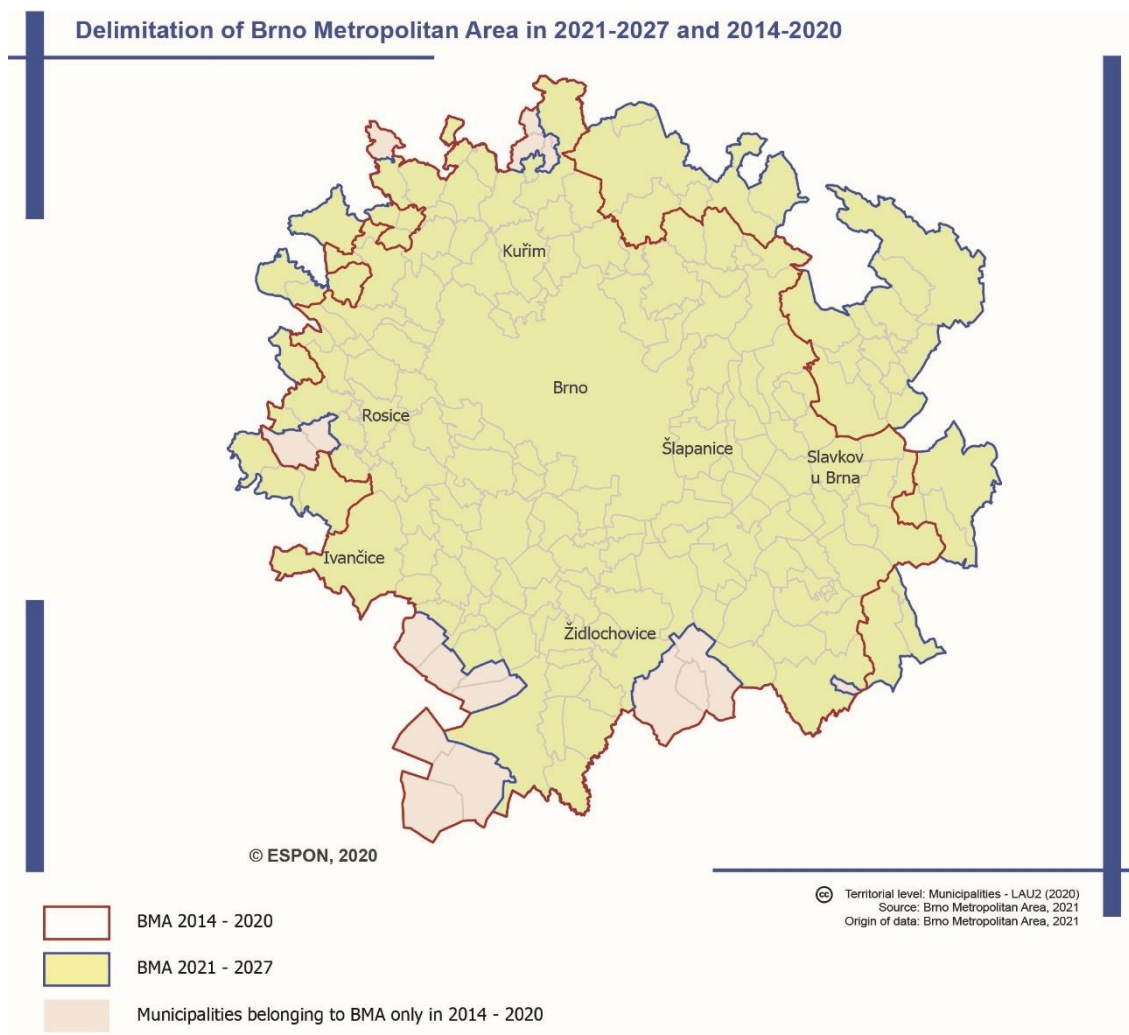
Brno Metropolitan Area



- Metropolitan area of Brno
- Municipality of Brno
- FUA of Brno
- Regional borders
- Other Regions
- Other Countries

© Territorial level: LAU2 (version 2016)
 Source: ESPON METRO, 2020
 Origin of data: Eurostat and national statistical offices, 2020
 Brno City Municipality for administrative boundaries

ESPON  © ESPON, 2020

Map 2.2**Delimitation of Brno Metropolitan Area 2020 (for 2021-2027) and comparison with 2013-2020**

Source: authors' own elaboration

For the international comparison within ESPON METRO, the EU-OECD definition and delimitation of functional urban areas (FUA) is used (Dijkstra at al. 2019). The EU-OECD FUA delimitation differs from the FUA delimitations made locally in the Czech Republic for 2014-2020 and 2021+. The EU-OECD delimitation includes 270 municipalities. i.e. much larger territory. This difference is given by the EU-OECD methodology, according which “all local units with at least 15% of their employed residents working in a city are identified as part of the commuting zone of that city” (Dijkstra at al. 2019, p.7). The threshold of 15% of commuting employed residents to the core city does not comply with the situation in the Czech Republic, a country with high density of small cities that are centers of relatively small, but still self-contained local labour (commuting to work) areas (Sýkora and Mulíček, 2009). Therefore, in the context of Czech settlement system a minimum ratio of 25% of the employed economically active population living in the municipality and commuting daily for work to a job centre is usually used as the threshold to relate these municipalities to respective job centres as this ratio allows for a good extent of FUAs in less urbanized areas and spatial continuity without extensive overlaps of FUAs in highly urbanized regions with a polycentric structure of centers (Sýkora and Mulíček, 2009).

The analytical part of “The Integrated Development Strategy of the Brno Metropolitan Area for the Application of the Integrated Territorial Investment” provides basic information about the Brno Metropolitan Area (Brno, 2015b). In 2011, 609 thousand inhabitants (about 5.84% of the Czech population) lived in the BMA area on

a total area of 1,712 km². From these 384 thousand inhabitants, in terms of geographical distribution of the population, more than half of the population concentrates in the city of Brno (369,158 registered permanent inhabitants). Almost 96% of municipalities have less than 5,000 inhabitants and more than half of municipalities population below 1,000 inhabitants. Out of the 167 municipalities only 16 municipalities have town status and 10 municipalities have township status. In addition to Brno, other local centers are small cities and towns such as Pohořelice, Slavkov u Brna, Kuřim or Modřice.

Municipalities in the immediate vicinity of Brno have a negative commuting balance. Up to 50% of the population aged 15 to 64 commutes daily for work to Brno. Brno also dominates in the commuting to schools, especially due to secondary education. However, other towns, such as Ivančice, Židlochovice or Slavkov u Brna, also have a positive commuting to school balance. The negative balance of commuting to schools in municipalities in the vicinity of Brno is mainly due to the effect of suburbanization, as a result of which there is frequent commuting of parents to Brno, usually associated with children's school attendance (Brno 2015b:30).

Since the turn of millennium, the development in Brno Metropolitan Area has been strongly impacted by the process suburbanization driven by the construction of single-family housing in suburban hinterland (Sýkora, Ouředníček 2007). While the population of city stagnated, hinterland was characterised with a rapid population growth. In the last decade, between 2010 and 2019, the population growth in the whole Brno Metropolitan Area (in 2021 territorial delimitation) achieved 5,1%, with 2.7% population increase in the core city of Brno and 8,1% growth in the city hinterland.

The process of suburbanization and population growth of municipalities in Brno hinterland, that has dynamically developed since late 1990s, significantly impacted on the age composition of inhabitants. While until the 1990s, the hinterland had been characterised by ageing population with young families with children moving from rural hinterland to housing provided by state or cooperatives in large housing estates within the city area, this changed with the construction of private suburban homes and urban to suburban migration in postsocialist period. Consequently, by the 2019 the proportion of children aged 0-15 was 3 percentage points higher in suburban hinterland in comparison with the core city, the Brno itself concentrates higher proportion of elderly population with the age of 65 and higher (Table 2.3).

Table 2.3
Age composition in Brno Metropolitan Area ITI 2019

Population by age groups (2019)	Core	Hinterland	Total
0-14	15,6%	18,4%	16,7%
15-64	63,6%	63,4%	63,5%
65+	20,8%	18,3%	19,8%
Population (2019)	100,0%	100,0%	100,0%

Source of data: Czech Statistical Office

3 Metropolitan governance structure and cooperation activities

3.1 Institutional framework

3.1.1 National institutional framework for metropolitan governance and planning

In the Czech Republic, the metropolitan areas were constituted as the specific subject of national public policies only with the preparation for the EU Cohesion Policy programming period of 2014-2020 and in association with the implementation of the Integrated Territorial Investment (ITI) instrument (and similarly Integrated Plans of Territorial Development (IPTD) for medium sized cities and their urban regions) in the framework of the EU Cohesion Policy (EUCP). In other words, if there was no EUCP instrument for metropolitan areas, the metropolitan dimension would not likely become proliferated in national public policies. Since the EUCP framework pursued the metropolitan dimension supported by the financial allocations, the EUCP became the main driver of the constitution of metropolitan (and urban region) scale in national public policies as well as the main driver of metropolitan (and urban region) cooperation between local governments and other actors in actual metropolitan (and urban region) territories.

While the metropolitan areas were established due to the EUCP, they at present do not exist only to manage it. They became an integral part and subject of national (top-down) policies and, at the same time, they developed as territorially based entities with specific governance mechanisms that serve as intermediary bodies between national and local governments. In other words, they are subjects of top-down policies of the European Commission and national governments and at the same time they serve as organizational framework for bottom-up activities enhancing intra-metropolitan cooperation.

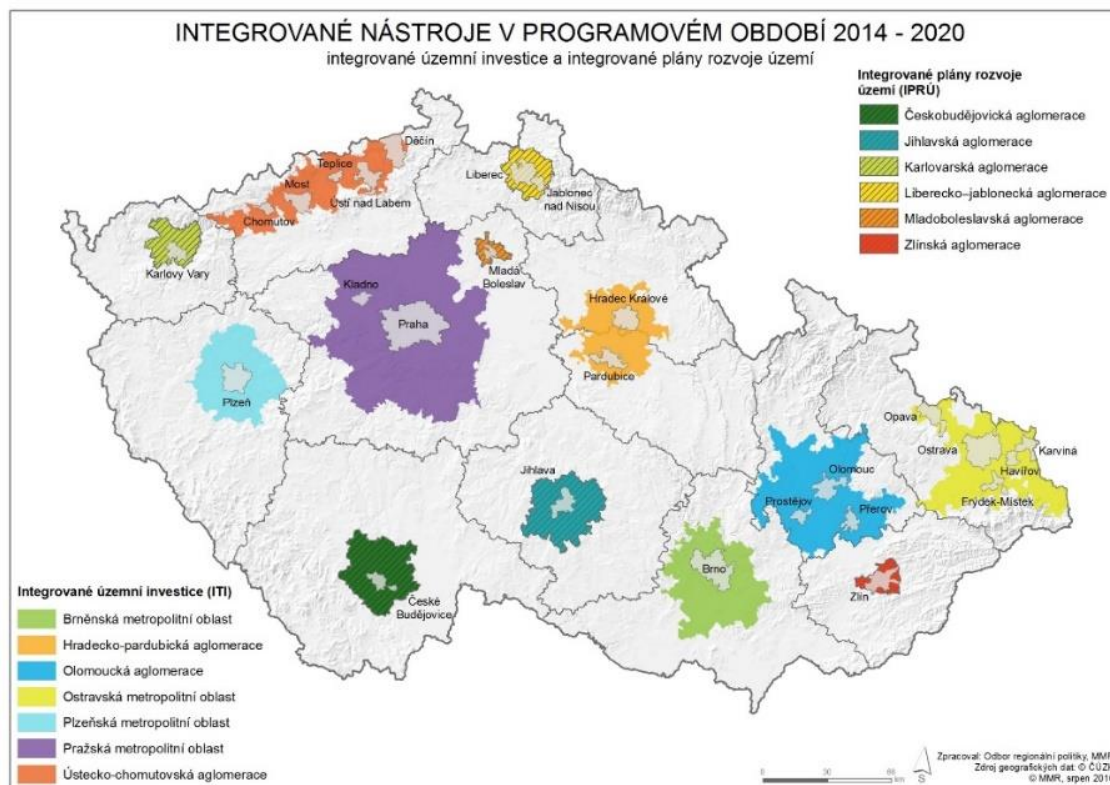
The European Commission's perspective pursuing the metropolitan areas and functional urban regions significantly influenced the Czech regional development policy implemented since 2013. First, in order to implement the territorial dimension in urban regions, the Ministry for Regional Development (MRD) decided to address regional development through the territorial frame of functional areas (MRD, 2013: 4). In the Strategy of Regional Development of the Czech Republic for 2014-2020 (MRD, 2013) the ministry offered novel interpretations and conceptualizations of the Czech territory through a new territorial typology consisting of core growth areas, stabilized areas and peripheries. In particular, the core growth areas category included 'metropolitan areas with a population exceeding three hundred thousand, settlement agglomerations with a population between one and three hundred thousand, and smaller regional centres' (ibid.: 55-6).

Second, the implementation of ITI, as the core instrument of metropolitan policies, was declared in the Partnership Agreement for the Programming Period 2014–2020 with an aim to seek 'greater territorial integration of the core areas of the most important metropolitan areas and agglomerations with their wider hinterland in order to efficiently use their economic and human potential' (MRD, 2014a: 211). Consequently, the MRD defined ITI as a tool to be implemented within metropolitan areas (MRD, 2014b) and selected cities and their regions (in the Strategy of Regional Development, they are called urban agglomerations), with an objective to support their territorial development through integrated strategies aimed at sustainable urban development.

Third, in response to the European Commission recommendation for empowering metropolitan cities through a devolution of responsibility to local governments, the Ministry for Regional Development suggested that cities and agglomerations could voluntarily decide whether and how to implement ITI. The Ministry for Regional Development thus legally empowered the local level to define and delimit their metropolitan regions (Figure 3.1), design development objectives and manage developmental activities. The cities implementing ITI had to elaborate their integrated strategies in wide collaboration with key actors in their metropolitan territory, thus forming a regional stakeholder community, and negotiate with them the singularization of regional concerns (Metzger, 2013). Allowing for a bottom-up initiative, the national government intentionally opened metropolitanization as an opportunity for local actors to define the frame for metropolitan development. The decision-making powers vested in local actors not only stimulated their responsibility but also mitigated potential resistance from local and grassroots organizations. The effort of the European Commission to use

ITI as a path for the empowerment of local stakeholders by ensuring their involvement in programme preparation and implementation stimulated actual metropolitan cooperation, ensured its legitimacy and the bottom-up support for fostering metropolitan governance.

Figure 3.1
Territorial coverage of ITI and IPTD 2014-2020



Source: Ministry of Regional Development, Department of Regional Policy

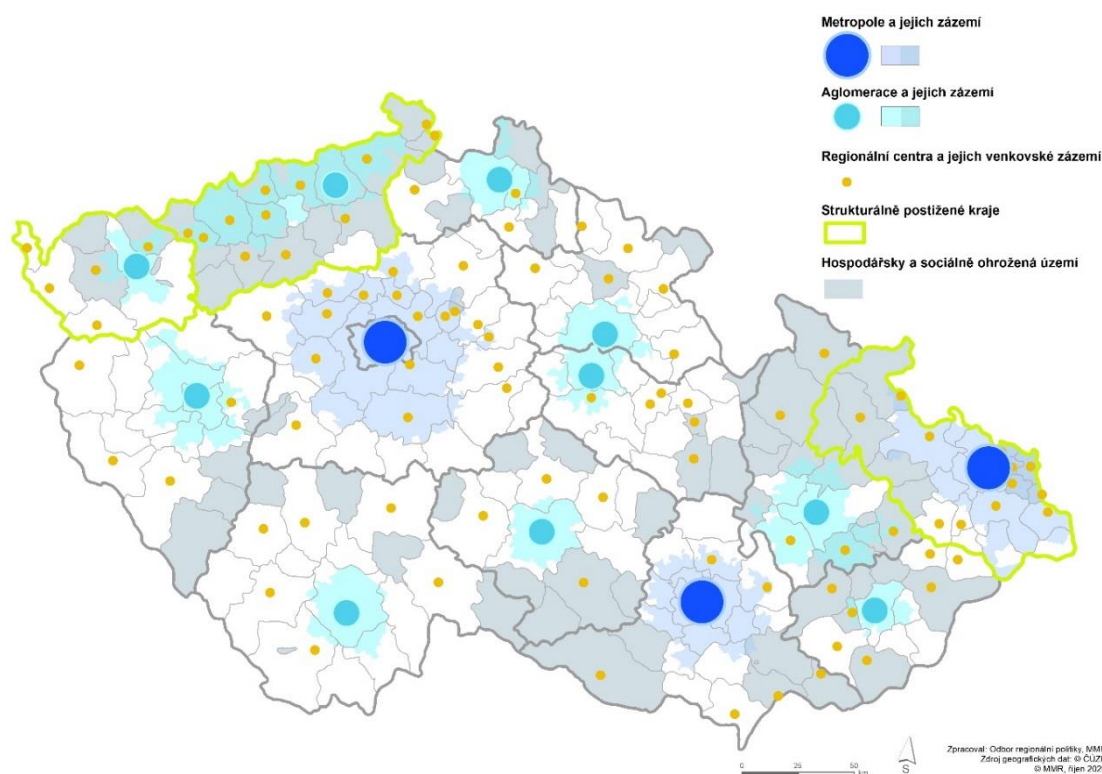
Building on the experience with the implementation of EUCP instrument of ITI (and IPTD) during 2014-2020 period and under continuing EU support for the metropolitan dimension, actors on national and city levels have been acting in favour of further enhancing and improving metropolitanization processes. The Ministry for Regional Development in the new Strategy of Regional Development 2021+ for 2020-2027 continued with the emphasis on the role of core growth areas in enhancing national competitiveness. These areas beside metropolitan regions include also settlement agglomerations and smaller regional centres (Figure 3.2). It has been argued for further spread of the use of ITI as an instrument for all metropolitan regions and settlement agglomerations.

The major cities argued for wider anchoring of the metropolitan dimension through the introduction of the metropolitan areas concept into national legislation, a unified methodology for the delimitation of metropolitan regions and the embedding of ITI within a widely accepted metropolitan/agglomeration strategy (Position Document of Statutory Cities³). Similarly, the Union of Towns and Municipalities of the Czech Republic supports further use of the ITI instrument. Moreover, on 20 August 2020, during a meeting of the union's Cham-

³ Mayors of Czech statutory cities, *Position Document of Statutory Cities*, Pardubice, 21 March 2018 [WWW document]. URL <https://metropolitni.brno.cz/wp-content/uploads/2018/03/Pozicni%C3%AD-dokument-statutarn%C3%ADch-m%C4%9Bst-České-republiky-k-podobě-integrovanýc....pdf>.

ber of Statutory Cities, the mayors of all twenty-seven cities, who represent two-thirds of the country's population, signed a declaration in support of the metropolitan cooperation and demanded at least 8% of European Regional Development Fund allocation for the ITI instrument.

Figure 3.2
Territorial typology in Regional Development Strategy 2021+



Source: Ministry for Regional Development, Department of Regional Policy

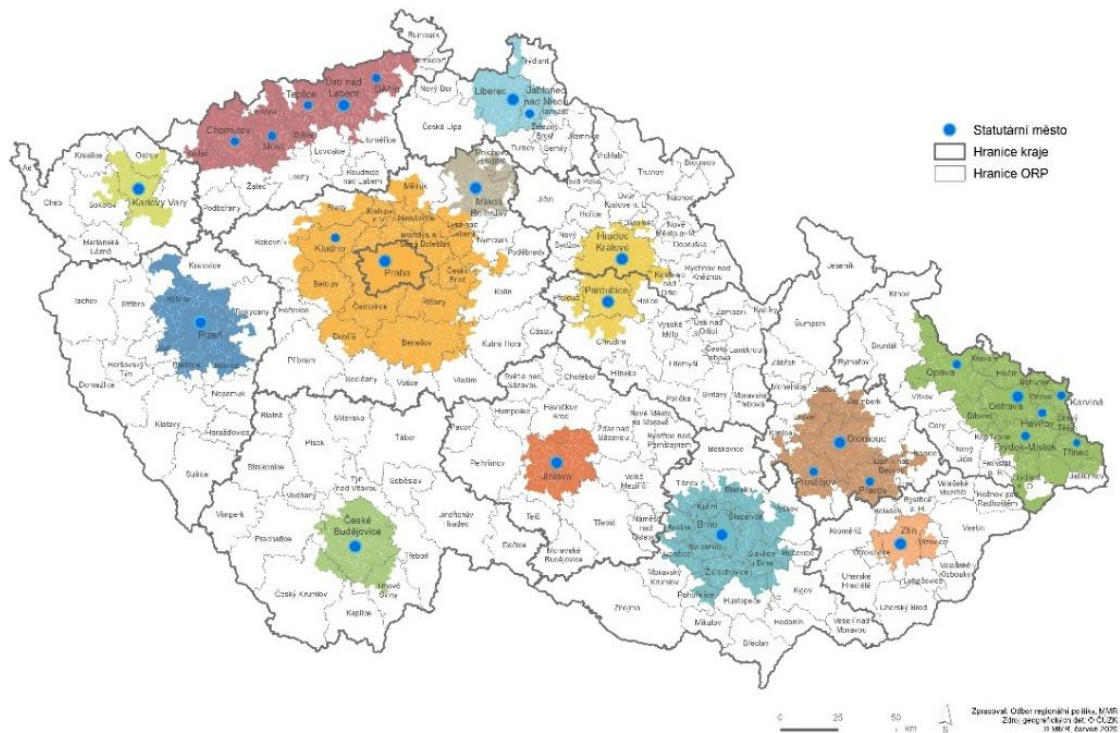
For the period 2021+, the Ministry for Regional Development organized a unitary demarcation of all metropolitan areas in the country (Figure 3.3). In reaction to the mayors Position Document of Statutory Cities, the Ministry for Regional Development also urged metropolitan areas to update their strategy in a more complex manner encompassing issues which do not depend solely on European funds. Furthermore, in reaction to these local demands, the Ministry for Regional Development is considering the incorporation of the metropolitan dimension into the Act on Support to Regional Development.

The EUCP emphasis on the integrated development in the entire metropolitan and urban regions supported by financial incentives anchored by ITI instrument initiated a significant shift in national regional policy: from the dominant focus on the support provided to disadvantaged and lagging areas before 2014 to the recognition of the role of major urban centres and their regions including emphasis on the stimulation of territorial cooperation in these areas applied since 2014. In turn this policy shift has led to the adjustments in other national strategic policies and planning instruments.

In particular, the Spatial Development Policy of the Czech Republic (Figure 3.4), the key national document in spatial planning, which traditionally emphasized the role of development poles in and around major cities, began newly refer to “metropolitan” development areas in the cases of three major cities of Prague, Brno and Ostrava. Similarly, the update of the national Concept of Urban Policy from 2017 began to accentuate the role of metropolitan areas in national development. Consequently, the metropolitan vocabulary and metropolitan dimension became established in national strategic policy-making in regional and urban policy and spatial planning.

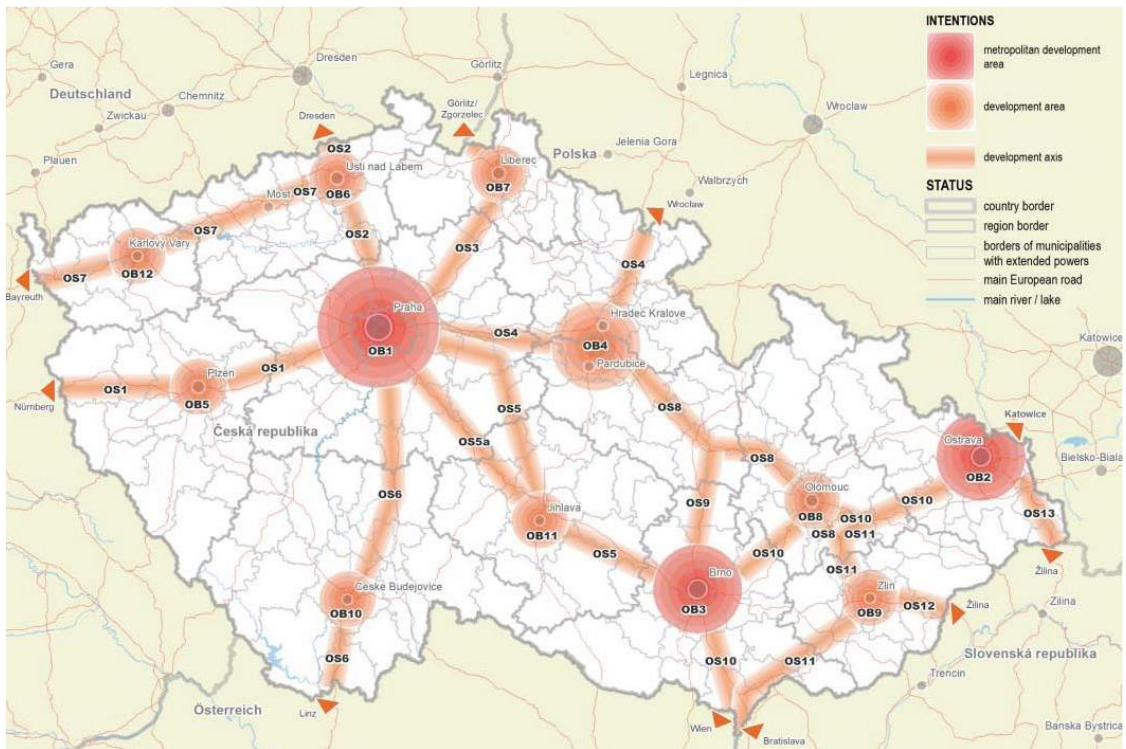
The Spatial Development Policy defines the territorial priorities to be reflected in regional and local planning tools established within the existing system of regional and local spatial/physical planning. While the Building Act designates the role of the Ministry for Regional Development, the Ministry of Defense, regions and municipalities in spatial planning, it does not provide any mechanisms or instruments that would encourage metropolitan cooperation and governance. Consequently, in the Czech Republic, there is a clear division of powers and responsibilities between spatial and strategic (socio-economic) planning (Figure 3.5).

Figure 3.3
Territorial coverage of ITI in 2021-2027



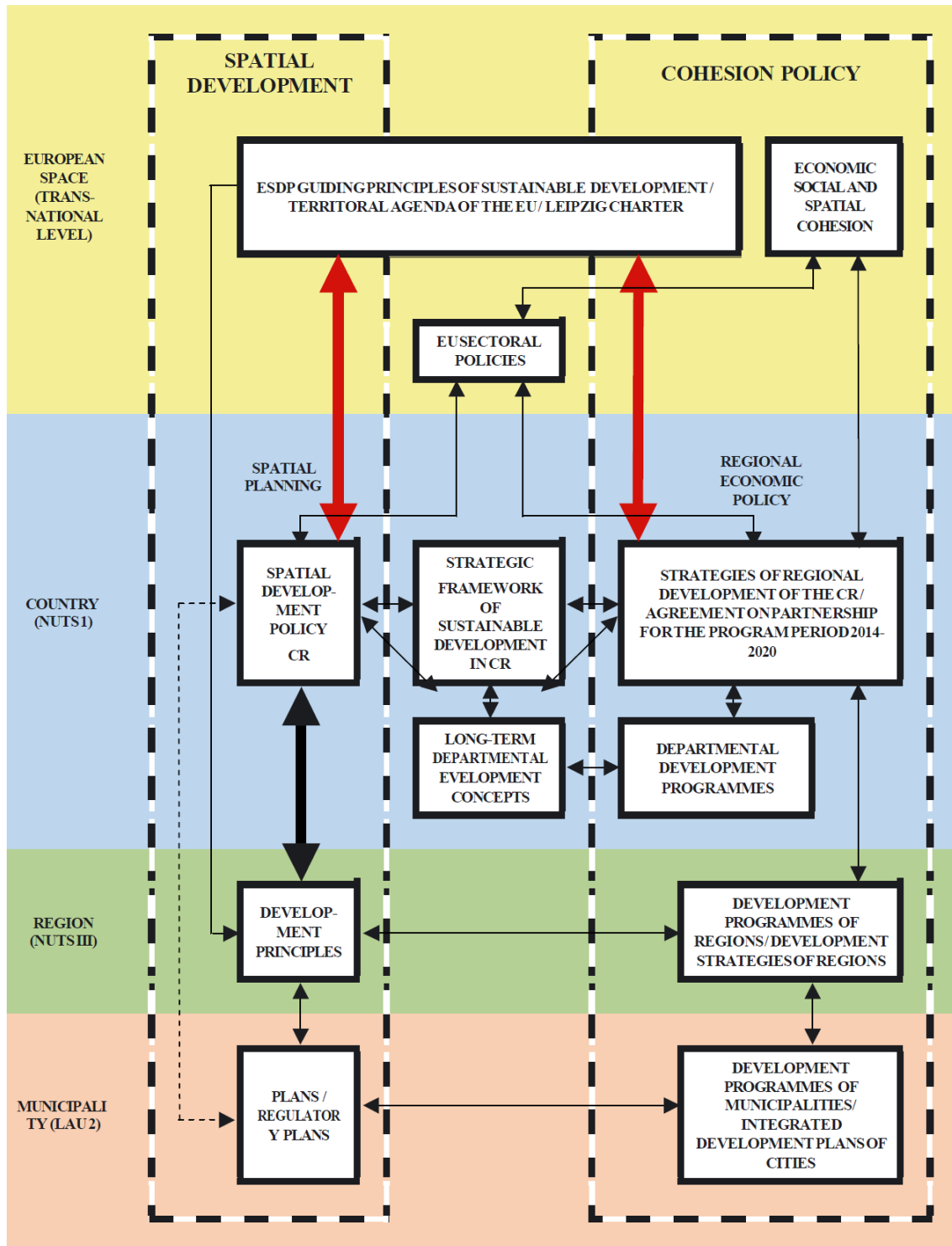
Source: Ministry of Regional Development, Department of Regional Policy

Figure 3.4
Development areas and development axes in Czechia (Spatial Development Policy)



Source: MRD (2020)

Figure 3.5
Czech Republic Spatial Development in relation to Regional and Cohesion Policy

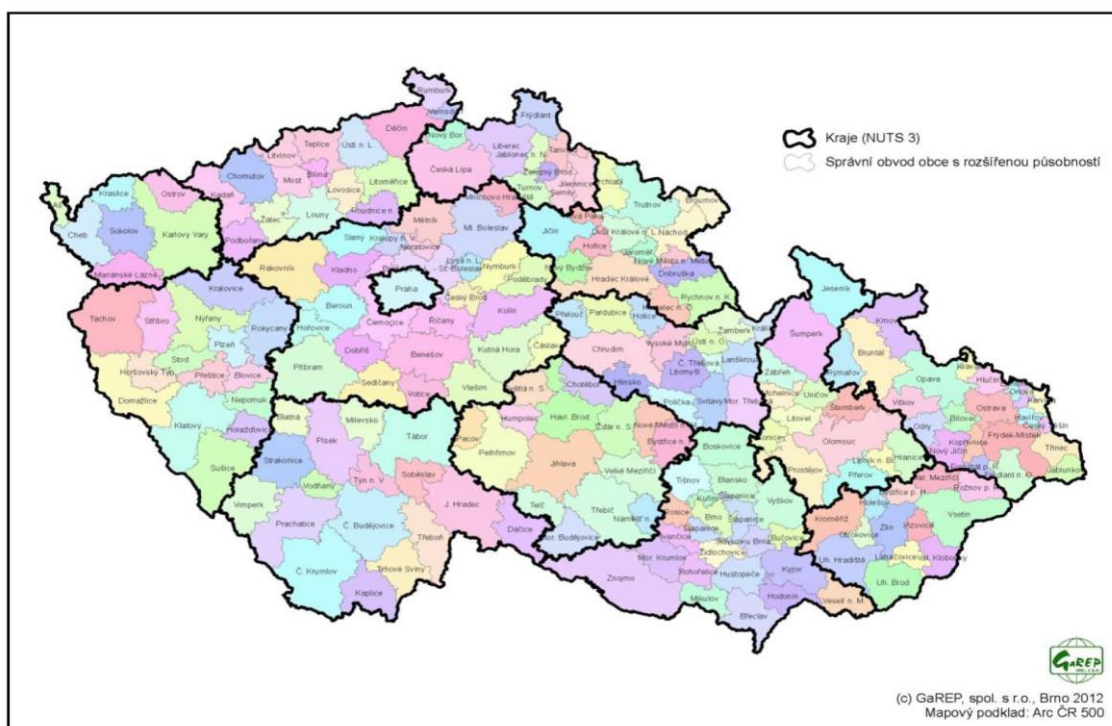


Source: MRD (2020)

At present, there is no national legal framework that would regulate the governance in metropolitan areas. The contemporary system of territorial administration (Act No. 51/2020 Coll.) defines regions, administrative districts of municipalities with extended powers and municipalities as the basic territorial units executing public administration (Figure 3.6). In the Czech Republic there are two levels of elected governments: regional and local (municipal). While the regions (13 regions plus the capital city of Prague) were established

only in 2000 and have been struggling to establish themselves in the territorial administration, municipalities have been seen as the key institutions for government decentralisation (as opposed to central planning under communism) and independent democratic decision-making at local level. In addition, since 2003, 206 municipalities with extended powers (in Czech ORP) are served by decentralised state administration responsibilities.

Figure 3.6
Regions and administrative districts of municipalities with extended powers (SO ORP)



Source: MRD (2013)

The structure of local (municipal) government is extremely fragmented (Balchin et al., 1999). It is composed of 6,252 municipalities, each with elected representatives and independent powers of land-use planning and local development. While the city of Prague is a municipality with population over 1 million, there are municipalities with population not exceeding one hundred inhabitants. Consequently, metropolitan areas of Prague, Brno and Ostrava consists of hundreds of local governments with very different populations size, economic base and, importantly, each pursuing their own interests. At present, there is no political will and public support for amalgamation of small municipalities into larger units with elected governments.

The fragmentation of local government is seen as one of the major weaknesses for further empowerment of metropolitan management and cooperation. With an aim to discuss and elaborate framework for the institutionalization of metropolitan governance in the Czech Republic a special working group was launched in February 2021 as an initiative of the Ministry of Interior in association with Ministry for Regional development and other actors. Two pathways of approach to metropolitan coordination are discussed. First, the Ministry of Interior pursue the idea of adaptation of the legal framework that governs the establishment and management of voluntary municipal associations. The other, suggested by some metropolitan centres, calls for a quasi-governmental body of metropolitan development agency that would be an intermediate body between the government policies towards metropolitan areas and subjects from metropolitan areas, such as local governments, municipal associations, etc.

The regional governments recognize the role of metropolitan areas and urban regions of larger cities as the growth centres of their territories and they carefully observe the developments related to metropolitan scale. In the first decade of their existence, after establishment in 2000, regions have been struggling to enhance

their legitimacy. At that time, any empowerment of metropolitan regions would threaten their autonomy. Before the establishment of regional governments, the territorial planning instruments included planning for large territorial units (areas) including metropolitan areas, overseen by the national governments. Since the establishment of regional governments, these plans ceased to exist, respectively their preparation was not supported anymore and were replaced by planning documents related to the whole regional territory.

With 14 regions and over 6 thousand municipalities a need emerged to exercise certain tasks of public administration on an intermediate level. These tasks were decentralised to 205 municipalities (towns and cities) with extended powers and Prague, which exercise these tasks for themselves and smaller municipalities in 206 administrative districts of municipalities with extended powers (SO ORP). These districts have no elected governments. The membership of municipalities in the district is just for the sake of state administration provided from the central municipality.

3.1.2 Institutional framework at the level of Brno Metropolitan Area

While the incentive to establish metropolitan governance and cooperation was stimulated from the top-down, the individual metropolitan areas were empowered to decide whether the metropolitan governance will be launched and with what objectives. Consequently, while the current form of metropolitan governance and cooperation is framed and supported by the EUCP and national regional development policy, its actual implementation is driven by the cities, who are legitimized in this role as the holders of ITI, as the cores in selected metropolitan areas and agglomerations in the country. The coordination of activities in the metropolitan and urban areas takes place on a partnership basis and through communication between the core cities, municipalities in their hinterland and other actors (see also chapter 4.1).

Brno Metropolitan Area represents one of the cases of the implementation of ITI instrument in the Czech Republic. However, at the same time, it is a special case as the city of Brno, the core municipality of the metropolitan area and the holder of ITI is the most active urban government in the country that is promoting the idea of metropolitan cooperation. Since the institutionalization of strategic planning of urban development in Brno at the end of the 1990s (the first strategic plan was approved in 2002, update in 2007 and new is currently under elaboration), the city has positioned itself as the core centrepiece of a larger city region integrated through labour and housing markets and commuting and mobility. It specifically reflected increasing commuting flows from the growing suburban hinterland to the core city and migration of population from core city to booming suburbs in its hinterland, both threatening city with depopulation and traffic congestion.

The representatives of city politics and administration have been active in European debates, participated in EU initiatives⁴ and international networking projects, such as Eurocities, Urbact and Metrex, learned and applied European ideas and practices including the concept of functional urban region, metropolitan area and territorial cooperation into its development policies and planning. Not surprisingly, the city of Brno became one of the strong voices supporting the implementation of the ITI, but also of sharing the experience from metropolitan cooperation and a strong advocate for moving metropolitan cooperation beyond the pure utilisation of ITI and EUCP.

The attitude and approach of the city of Brno to metropolitan cooperation is reflected in the structure of city administration. The metropolitan cooperation is administered at the Department of Strategic Development and Cooperation, which consists of four sections from which one is titled Management of ITI and Metropolitan Cooperation. This symbolically expresses that while the ITI is an important instrument of top-down EUCP policies mediated and supported by national regional policy, Brno pursues metropolitan cooperation as wider political and planning agenda of which ITI is just one, even if a key part.

At present, Brno Metropolitan Area is not a unit of territorial (local or regional) administration. In the Czech Republic, there is no legal framework that would provide for the administration of metropolitan areas. The meaning of Brno Metropolitan Area is thus associated with a territorial unit of functional urban area comprising the city of Brno and its hinterland. The hinterland was delimited as consisting of 166 municipalities in

⁴ The head of Brno strategic planning department Marie Zezůlková for instance participated at the Cities of Tomorrow (EU, 2011) as an implication of „Europe 2020: A strategy for smart, sustainable and inclusive growth“ for cities and urban development that emphasized the role of metropolitan and urban regions and need for governance at metropolitan level.

2004-2020 and since 2021 adjusted to 183 municipalities. The governance of metropolitan area has a character of coordination of activities in the delimited metropolitan territory based on a voluntary partnership between the city of Brno, municipalities in its hinterland and other stakeholders involved in metropolitan cooperation.

As the institutionalization of the metropolitan cooperation was stimulated by the implementation of EUCP instrument of ITI, the current organisational scheme of metropolitan management is derived from the ITI. However, it addresses themes and issues besides the ITI implementation.

Metropolitan cooperation and the implementation of ITI is coordinated by the Brno Metropolitan Area Steering Committee (Steering Committee). The Steering Committee is an advisory political platform without legal rights over the metropolitan territory. In its original status, Steering Committee was responsible to the City of Brno as the holder of ITI in terms of the implementation of the integrated strategy of metropolitan development elaborated for the purpose of the ITI (see chapter 4.2). However, at present it is responsible for a long-term strategic development and planning of BMA which is utilising the EUCP through the ITI instrument, but also other forms of support, and at the same time reflects challenges and generates objectives, strategies and resources outside the scope of EUCP. Hence, the Steering Committee issues recommendations to the ITI holder, but also to local authorities and statutory bodies of partners involved in the implementation of integrated strategy of metropolitan development which is still largely realised using financial incentives from EUCP mediated by the ITI, but not exclusively (according to plans for period 2021-2027).

The executive role (and to certain extend the representative role) for metropolitan cooperation and implementation of ITI is played by the ITI manager office which is a specific section named 'Management of ITI and Metropolitan Cooperation' at the 'Department of Strategic Development and Cooperation' at the Brno city hall.

The Steering Committee has existed since 2015, when the Preparatory Steering Group for the development of the integrated strategy for the period 2014-2020 was transformed into the ITI Steering Committee. As of February 2021, it was composed of representatives from the local (municipal) governments of the city of Brno and six municipalities with extended powers which signed the memorandum of cooperation on the metropolitan development, and also from regional government of South Moravian region. Apart from the local and regional authorities, it also includes stakeholders from other organisations, such as Regional Innovation Centre, Regional Chamber of Commerce, Association of non-governmental organisations in South Moravian region or Agency for Social Inclusion.

The Steering Committee sets up expert working groups for individual thematic areas of the integrated strategy where wider range of local actors and stakeholders are represented. Each working group is formed by assigned officials from relevant department from the South Moravian region, from the city of Brno and from the six municipalities with extended powers that signed the memorandum of cooperation. These actors are complemented by a variety of stakeholder actors who were either identified and approached by the ITI office or themselves actively approached the ITI office and expressed interest in participation.

Nevertheless, there is no official mechanism that would ensure the engagement of all municipalities within the delimited territory of Brno Metropolitan Area. From the total of 167, respectively 184 municipalities at the Brno Metropolitan Area territory, only seven are formally assigned to participate in Steering Committee and its working groups. The municipalities with extended powers are understood as being towns that have wider knowledge and competences to represent municipalities within their administrative district and vice versa, from their role of municipality with extended powers in state administration they are expected to provide information to individual municipalities in their districts. However, there is no obligatory mechanism to ensure this in practice. The involvement of actors into cooperation also depends on the thematic scope of the working group. For instance, the working groups dealing with education and social cohesion seems to have better access to wider local knowledge as it engages with inter-municipal cooperation bodies or instruments, such as 'Local Action Plans for Education Development' or 'Community Plans of Social Services'.

The overall communication among the representative body of Brno Metropolitan Area, i.e. the ITI manager office, and individual municipalities and other actors in metropolitan area is ensured mainly by email communication. Conversely, those, who need to gain information or provides comments and suggestions, contact directly the ITI manager office.

So far, the thematic scope of metropolitan governance has covered strategic planning in the fields of competitiveness and education, social cohesion, smart mobility, and environment (for further information see chapter 5). Since 2021, the stakeholders aim to extend the metropolitan competences to cover areas such

as metropolitan/local sustainable mobility, global accessibility, water and landscape, waste management, modern and secure energy, education, meaningful construction for citizens and businesses, infrastructure and services for the needy, strengthening the cooperation system, tourism, and cultural heritage⁵.

3.1.3 Other forms of territorial cooperation in Czechia and its implementation in the context of Brno Metropolitan Area

In the Czech Republic there are two main forms of established inter-municipal cooperation: 1) micro-region and special purpose association of municipalities and 2) local action group (LAG).

First, the micro-regions are voluntary associations of municipalities dealing with the comprehensive development of their territory. They are institutionalised in the national law and may produce strategic planning documents. In 2010, approximately 86% of Czech municipalities were involved in the activities of micro-regions (MRD, 2014:46). Micro-regions cover most of the territory of the Czech Republic. However, they are seen as a tool to empower smaller municipalities and towns and usually do not involve large cities.

The Brno Metropolitan Area governance structure does not directly engage with these associations. However, some municipalities with extended powers engage with them as an important group of actors and are partners (mostly for sharing the information, developing plans, projects etc.). The experience, nevertheless, varies from case to case.

Along with micro-regions, there are ‘special-purpose’ associations of municipalities. These are voluntary association usually established in order to cooperate in construction, provision and sharing technical and social infrastructure, such as waste dumps or schools. In practice, there are large differences in the activities of these associations of municipalities. The inter-municipal cooperation works in some cases better than in others; positive experience is usually related to the management of waste and bike lanes construction. Usually, the formal association continue to exist even if the special purpose objective is accomplished.

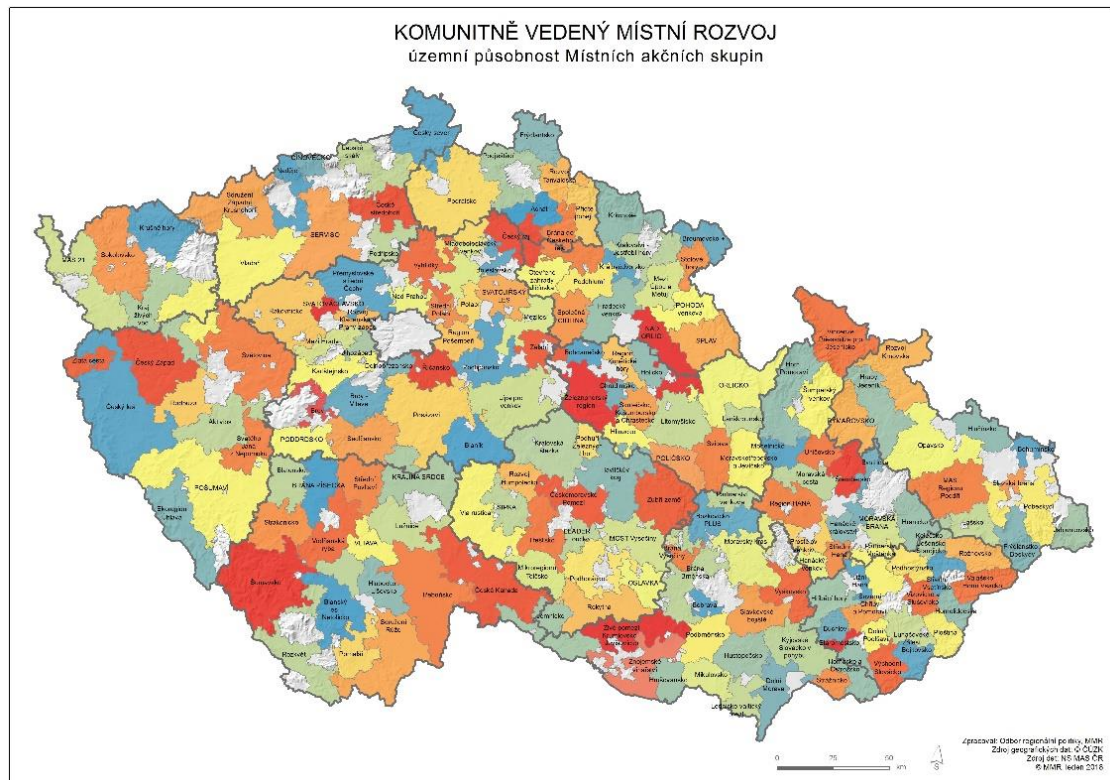
The Brno Metropolitan Area governance structure does not directly include these associations. However, these associations can become important actors involved in particular metropolitan projects. For instance, the association can act as a project manager for an infrastructure project which extends into the territories of several municipalities. From the experience in Brno Metropolitan Area, an association was established for the purpose of a bike lane construction in Šlapanice area, which involved 22 municipalities. On the other hand, the involvement of some associations to metropolitan cooperation appeared complicated as not all member municipalities of the association happened to be included into the delimited area of Brno Metropolitan Area.

Second, the local action groups are currently one of the most important actors in rural development (Figure 3.7). Due to the support from the rural development program (EU common agricultural policy), local action groups are an intensively developing form of institutionalised cooperation (they receive a ‘Certificate of Standardization’). They support the activation of members of local communities and the involvement of other local actors. They operate independently of the public administration and work on the basis of the LEADER method. In connection with the EU cohesion policy, local action groups are gradually being established in areas where they have not yet been operating.

For the programming period 2014-2020, local action groups were established as the holders of the Community-Led Local Development (CLLD) instrument. In 2021-2027, they will continue to operate in predominantly rural areas, specifically in municipalities with less than 25 thousand inhabitants, and the CLLD will support their strategies. This form of cooperation thus represents another stream of reaching EUCP financing for local actors. Contrary to cooperation under ITI, each municipality has to assign its administrative territory to a territorial scope of one local action group. This is to establish a fixed budget and eventually avoid situations when municipalities benefit from more than one local action group’s budget.

⁵ Working document “Themes with metropolitan dimension”: see https://metropolitni.brno.cz/wp-content/uploads/2020/04/TEMATA-ISR-BMO-21_po-PS-28-11-2019_po-pripominkach.pdf

Figure 3.7
Territorial coverage of Local Action Groups in the Czech Republic



Source: Ministry of Regional Development, Department of Regional Policy

The local action group and ITI metropolitan arrangements are not directly linked together. The ITI focuses on big infrastructure projects of metropolitan significance demanding important financial resources whereas local action groups deal with smaller projects of local interest. The experience and practice from 2014-2020 period in Brno Metropolitan Area, however, proved that they can generate important synergies in fostering metropolitan projects as local action groups have local knowledge and can pass information to municipalities through their established communication channels. As a result, local action groups are now invited to voluntarily participate in working groups of Steering Committee. Nevertheless, the engagement of local action groups with the metropolitan arrangement depends on the proactivity of willingness of individual local action group managers.

Beside these two principal forms, there are other thematic inter-municipal cooperation initiatives, such as Local Action Plans for Education Development⁶ or Community Planning of Social Services⁷.

Local Action Plans for Education Development are formed for maternity and primary education. It is a product of cooperation of partners in the territory. It sets priorities and individual steps necessary to achieve the goals of educational policy in the territory on the basis of local need and urgency, local benefits and substantiation by real data and analysis from the territory. Its holder/manager can be a municipality, a voluntary association of municipalities, or a local action group. Local Action Plans for Education Development are implemented in the administrative districts of municipalities with extended powers, or in the territory determined by relevant region. At least 70% of schools in a given area must always be involved in the implementation of the local

⁶ <https://www.mapvzdelavani.cz>

⁷ <https://www.mpsv.cz/hlavni-zasady-a-principy-komunitniho-planovani-socialnich-sluzeb>

action plan . The priority measures in the period 2014-20 were: (1) pre-school education and care: accessibility - inclusion - quality, (2) reading and mathematical literacy, (3) inclusive education and support for children and pupils at risk of school failure. It includes the areas of early care, pre-school and primary education, hobby and non-formal education. This is reflected in the area of implementation, the selection of partners for its implementation and the choice of data collection. Local Action Plans for Education Development are engaged in the Steering Committee's working group for education.

Community Planning of Social Services (Community planning) is a tool that helps ensure the territorial availability of social services in individual municipalities and/or small regions. It is based on the cooperation and partnership of various actors who, in a common consensus, identify missing and necessary social services and jointly set priorities for dealing with the situation. This tool thus favours continuity in planning, where the given actors agree on how to gradually improve the situation in a given area within their financial, personal etc. limits. The community plan is prepared for a period of 3 years. Unfortunately, there is no legal obligation for municipalities to financially participate therefore each community planning needs to find a mechanism that suits best. For instance, in the administrative area of Kuřim (a municipality with extended powers in Brno Metropolitan Area) they solved the financial participation of municipalities in a way that each municipality financially participate, otherwise the social services given by the Community Planning are not secured in its territory. The Community Planning is connected to the Steering Committee's working group for social cohesion through participants from municipalities of extended powers.

Challenges and critical elements

- Coordination between national regional policy and national spatial planning policy is needed. The national regional policy is following the priorities of the EUCP. It is directed towards the actors in territories and supports them primarily through financial incentives. The spatial planning policy impacts the territorial arrangements through land use regulation. While both these areas of public policies are complementary, they do not use the same concepts and vocabulary and retain themselves as parallel institutional cultures instead of utilising mutual synergies.
- Since 2017, the national urban policy has been emphasizing the role of metropolitan areas and urban agglomerations in national development. However, up to now, it has not paid attention to the intra-metropolitan cooperation and issues of (intra-)metropolitan development. As the new Concept of National Urban Policy is under preparation, it is advisable that it does reflect the experience from metropolitan cooperation, planning and development during 2014-2020 and reflect them in national urban policy priorities and measures in a way that will encourage local actors to use it in practice.
- At present, the metropolitan governance and cooperation is primarily top-down driven. The national government selects core cities and delimits territory of metropolitan areas and settlement agglomerations. However, it provides mechanisms that enable bottom up identification of development priorities that correspond to national and European goals. The key challenge is to strengthen and empower the institutional framework for local bottom-up initiative.
- At present there is no mechanism that would guarantee the participation of all concerned municipalities, respectively their local governments, in metropolitan governance. Only fragment of local governments is involved as the members of ITI Steering Committees. As there is no national legal framework that would regulate the governance in metropolitan areas, there is a need to establish organizational structure in national legislation, that will suite to the metropolitan co-operation independently of the existing ITI scheme. The key challenge for the legal framework is to find a legal form that enables voluntary participation (choice) of municipalities in bottom up driven metropolitan cooperation, that will at the same time assure obligations towards the fulfilment of common metropolitan goals.
- Provided the metropolitan bottom-up governance is established as a project and structure independent of the EUCP and national regional policies, the challenge will be to reconcile the national policy to metropolitan areas, which is now directed to areas delimited by the state, and bottom up metropolitan initiatives that would be driven by a voluntary collaboration of municipalities which does not have to correspond to the territorial scope of national policies.
- At present, the participation in metropolitan cooperation is primarily driven and motivated by availability of the EUCP finance through the ITI instrument to reach the individual goals of actors. The engagement of certain inter-municipal cooperation arrangements has been limited due to the conditions of ITI implementation - not all actors can use ITI resources and hence there is no stimulus to participate in the

BMA. While they can participate in the metropolitan discussions, the dominant reliance on the ITI excludes them from the access to the financial resources related to the metropolitan development, which in turn decreases their level of interest and engagement. The key challenge is to overcome the current state-of-mind and shift metropolitan cooperation towards long-term planning and realization of common metropolitan objectives. The present situation with the dominant reliance of metropolitan cooperation on the EUCP (ITI) sources shall move towards multisource financing including substantial proportion of local financing and explicit national support. The metropolitan governance, planning and cooperation can consolidate through finding arrangements towards common metropolitan fund or budget to fulfil the metropolitan strategic priorities by own means, at least partially.

- At the level of Brno Metropolitan Area (and other metropolitan areas and urban agglomerations in the country) there is need to enhance the metropolitan leadership. First is the clarification of the position and the role of the key spokesperson: whether this is a politician (who primarily represents a city or other political-territorial entity) or administratively appointed manager (for instance at metropolitan agency). Second is the identification and promotion of spokespersons for individual sub-territories that compose Brno Metropolitan Area and who would act as mediators of local interests that would help at the strategic planning level as well as overseeing the promotion and implementation of metropolitan projects in given territory.

3.2 Evolution of metropolitan cooperation

The contemporary metropolitan governance and cooperation, which has been established since 2014 under the impact of the EUCP and in particular by the use of the ITI instrument is not the first instance in the historical development, where the metropolitan areas and settlement agglomerations were subjects of public policies, planning and governance. Settlement agglomerations and urban regions were considered as important territorial entities in state-socialist approach to planned urbanization in 1975-1989. However, the present approach to metropolitan development substantially differs from the top-down and hierarchically organised spatial planning. While the framework is top-down organised, the implementation requires bottom-up initiative based in metropolitan cooperation.

3.2.1 Historic legacy

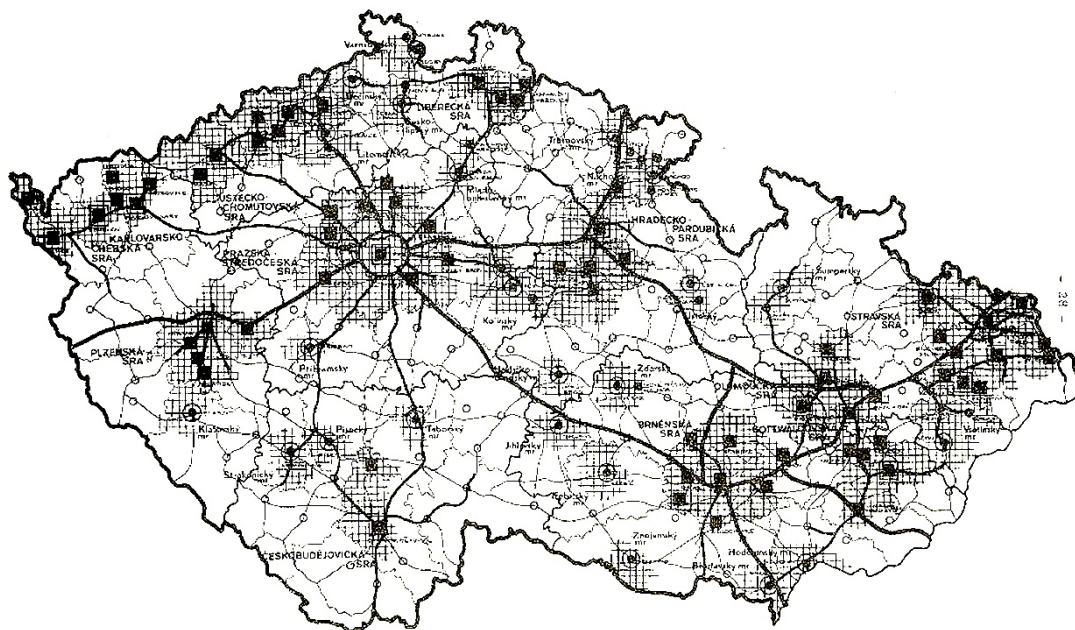
Under the central planning during the Communist era, the hierarchically organised top-down decision-making included beside economic also territorial planning. The national Conception of Settlement and Urbanisation of the Czech Socialist Republic (Figure 3.8) defined the so-called Settlement-Regional Agglomerations and Urban Regions as priority development areas within the country (the first generation of these conceptions was elaborated since mid-1960s and defined national hierarchy of urban centres). For these areas, Spatial Plans of Large Territories were commissioned by the central government, specifically focusing on major infrastructural development and, also, the protection of natural environment.

The draft of the Spatial Plan of Large Territory for Brno Settlement-Regional Agglomeration was approved in 1985 and during 1990s was updated. However, with the establishment of regional governments in 2000, the responsibility for these plans was transferred from the central government to regional governments. The further development of the Spatial Plan of Large Territory for Brno Settlement-Regional Agglomeration was terminated in 2000. Since the new Building and Planning Law from 2006, these spatial plans of large territories were replaced by the Regional Development Principles.

The settlement agglomerations of large cities or polycentric networks of mid-size cities and urban regions of mid-size cities were part of top-down public intervention since late 1960s. However, with the hostility to any kind of planning, that developed during the 1990s (Sýkora, 2006), these instruments associated with top-down state government lost political support and responsibilities for spatial planning were dominantly transferred to local (municipal) governments and since 2000 to regional governments (Balchin et al., 1999). While in the 1990s, the spatial planning instruments for settlement agglomerations were still in use, they had been losing its credit. These plans were not intended to stimulate metropolitan cooperation, they declared the priorities of the central state in the spatial allocation of national resources. This top-down planning did not correspond to the new paradigm of neoliberal approach to urban and regional development. We can say that already since the 1990s the metropolitan areas were not an explicit territorial target of significant public

policies and that no governance structures were developed and policies employed to guide, support and enhance cooperation at metropolitan scale.

Figure 3.8
Conception of Settlement and Urbanisation of the Czech Socialist Republic (1975)



Source: TERPLAN, Conception of Settlement and Urbanisation of the Czech Socialist Republic (1975)

The legacy of planning for settlement agglomerations and urban regions was at least symbolically present in national strategic documents in 2000s, despite having little effect on real developments. For instance, while the Strategy of Regional Development of the Czech Republic for 2007-2013 in its analytical part acknowledged the status of Prague as a metropolitan city and paid attention to the development of the capital city metropolitan area, it has not distinguished metropolitan areas as types of territories that would be the subject of regional policy. The national intervention exclusively concentrated on regional disparities and provided support to economically weak regions, regions affected by structural transformations and regions with high unemployment. Similarly to the Strategy of Regional Development, the first national Concept of Urban Policy from 2010 recognised the existence of metropolitan areas within the country settlement system, however, without any explicit policy objectives related to metropolitan areas.

In the period of 2007-2013, the EUCP instruments for support to integrated territorial development were used for targeting specific development zones within cities, such as, for instance, housing estates regeneration. The spatial integration was understood as a combined effort of public interventions and multidimensional financing in a specifically designated urban areas within a local government, and not as an instrument that would stimulate and support territorial integration in a sense of inter-municipal cooperation needed for the promotion of urban-rural or urban-suburban relations within functional urban areas.

The key national strategic document in the field of spatial (territorial, physical) planning the Spatial Development Policy of the Czech Republic in its first version from 2008 has not addressed metropolitan territories. However, the Spatial Development Policy declared 12 development areas in/and around major national urban centres. Therefore, while Spatial Development Policy did not explicitly refer to metropolitan areas or functional urban areas, it recognized the nature of functional spatial integration of territories around large and medium sized-cities and their key role in the development of national territory.

The possibilities for metropolitan cooperation and coordination have been strongly impacted by the national system of local and regional government. After the 1989, massive disintegration of municipalities and respective local governments increased its number from about four to over six thousand and this situation lasts until present. With extremely fragmented spatial structure and decentralised system of local (municipal) government (Balchin et al., 1999), metropolitan areas of large cities consist of hundreds of local governments each with elected representatives, independent powers of land-use planning and local development and pursuing their own interests. The regional level of territorial administration was removed in 1990 and new regional governments were established after long disputes only in 2000 with 13 regions plus the capital city of Prague having the status of region. In the first decade of their existence, regions have been struggling to enhance their legitimacy. Their status and newly gained power would be threatened by any transfer of responsibilities to large territorial unit of metropolitan areas and urban regions of larger cities which concentrate most of population and economic activities in regions. Therefore, the design of administrative structure of the state has rather discouraged metropolitan cooperation.

At the scale of local and regional governments, the development has been driven rather by competition and even animosity between core cities and municipalities in their hinterland was characterised by limited cooperation between regional and city governments, each enhancing their autonomy rather than being open for cooperation. While the city governments in major cities, such as Praha and Brno, acknowledged their functional urban region as a wider territorial frame of urban development, this has not been translated into institutional cooperation between local governments and other subjects in their urban regions. While mechanisms of inter-municipal cooperation developed among smaller settlements (towns and villages) in terms of micro-regions, the urban-rural linkages intensified in terms of functional relations, such as commuting to work, this has not been reflected in institutional cooperation and coordinated governance actions (Sýkora, Mulíček 2014).

Despite this general assessment, there has been specific examples of successful coordination across urban regions. One of these few successes of metropolitan cooperation is the establishment of Prague's Integrated Transit system (PIT), developed by the Regional Mass Transit System Agency since 1992. The system now connects public transit in Prague with majority of municipalities in Central Bohemian region using a unified fare and ticketing system. From its establishment in 1992, PIT has been extending public transit from Prague to municipalities in its hinterland. The development of PIT followed the dynamics of suburbanisation process (Sýkora, Mulíček 2014). By 2010 about three hundred of municipalities were served by PIT thus serving mass transit in the growing Prague metropolitan region. Since 2005, in parallel with PIT, Central Bohemian Integrated Transit (CBIT) system developed through integration of smaller systems organised around districts. Between 2005 and 2012 the relation between Prague and Central Bohemian transit systems was rather competitive or even conflictual, specifically in suburban zone of Prague located in central Bohemia. After political change in 2012, the governments of Prague and Central Bohemian began co-operating to reconcile both transit systems. Since 2017 CBIT is being integrated into PIT. Final additions of remaining areas in Central Bohemia to PIT were accomplished during 2021. The originally metropolitan transit thus now covers far larger region. The backbone of PIT in Prague is formed by underground, tram and bus lines operated by Prague Transit Company and railway connections. Railway and bus lines serve large territory of Prague and Central Bohemia that extends far behind the metropolitan region. Over 500 transit lines with about 35 thousand connections carry every day over 4 million passenger journeys (PID, 2020). PIT also provides park and ride facilities at the city outskirts to stimulate links between suburban car users and the public transit system in Prague. The success in facilitating mass transit linkages between places of residence and employment in Prague's wider city region is a rare example of metropolitan cooperation between the capital city, the region of Central Bohemia, vast number of municipalities and both public and privately-owned transportation companies.

Similar Integrated Transit System for South Moravian region including its capital Brno, has been developed since 2004 under the initiative of regional government in close cooperation with the local governments of Brno and other municipalities in the region. While in its initial years it included municipalities in Brno functional region, it quickly extended to cover the whole territory of South Moravian region and even extend behind its boundaries to neighbouring regions and countries of Slovakia and Austria. These examples show, that while transportation issues are crucial in metropolitan development, planning and cooperation, in practice they are organised on the level of regions to include and serve municipalities in non-metropolitan areas. The development of metropolitan bonds, interactions, policies and public interventions thus must be always considered also in relation with wider regional territories and their respective regional and local governments.

3.2.2 Recent metropolization process in Czechia

The present type of metropolitan cooperation and governance begun to develop only recently, since 2013. First, the metropolitan areas were established as subjects of the EUCP, based in the Regulation (EU) No. 1303/2013 of the European Parliament and of the Council on general provisions, which define the so-called "integrated approach" to territorial development. Its implementation in the Czech Republic was described in the Partnership Agreement for the programming period 2014-2020 concluded between the Czech Republic and the EU.

Second, reflecting the stimulus of the EUCP related to the novel use of the ITI instrument for integrated development in metropolitan areas, the Ministry for Regional Development in national Strategy of Regional Development of the Czech Republic 2014-2020 decided to address regional development through the territorial frame of functional urban areas (MRD, 2013: 4) and thus opened novel interpretations and conceptualizations of the Czech territory. New territorial typology consisting of core growth areas, stabilized areas and peripheries was developed and implemented in programming EUCP 2014-2020. In particular, the category of core growth areas included 'metropolitan areas with a population exceeding three hundred thousand, settlement agglomerations with a population between one and three hundred thousand, and smaller regional centres' (ibid.: 55-6). In the relation to the ITI implementation, the regional development declared to seek 'greater territorial integration of the core areas of the most important metropolitan areas and agglomerations with their wider hinterland in order to efficiently use their economic and human potential' (MRD, 2014a: 211). With the preparation and the implementation of the EUCP 2014-2020 a variety of actors (from the national, regional, city and local level) engaged with the process of the metropolization (see MRD, 2013; 2014a 2014b; 2014c). For instance, the concept of metropolitan region has been beside regional policy also reflected in the national spatial planning policies. The updates of national Spatial Development Policy (MRD, 2015, 2019, 2020) recognized the 'metropolitan development areas of Prague, Ostrava and Brno' and assigned specific task of spatial planning to respective regional authorities.

Third, to promote metropolization process, the European Commission in advance, according to its regulations, allocated at least 5% of the resources of the European Regional Development Fund (ERDF) for metropolitan areas applying the ITI instrument. These earmarked funds were intended for selected projects implemented through the ITI territorial instrument in the entire metropolitan area. The Czech approach and framing of the ITI use, however, allowed metropolitan areas to address their development problems through the joined coordination of development objectives and investments supported from different Czech operational programmes and to create conditions for a territorially complex approach favouring bottom-up constituted metropolitan cooperation. Consequently, the holders of ITI, i.e. the core cities of selected metropolitan areas and urban regions began to implement ITI through forming an initial form of metropolitan institution that in cooperation with metropolitan partners developed integrated strategy to address objectives that would seek support from European Regional Development Fund as well as European Cohesion Fund (CF) and European Social Fund (ESF).

Fourth, the key stakeholder involved in the ITI implementation invested efforts and generated activities in order to advocate, frame, customize and implement not only the ITI instrument, but also move forward the metropolitan cooperation in Czechia in a more general manner (Coblence and Sýkora, 2021). The initial experience with metropolitan cooperation and planning (for the sake of ITI) led to the increasing recognition of metropolitan benefits by the political representations, administration and experts in major cities, holders of ITI, who started further advocating work to be recognised as relevant partners to national and regional governments and obtain more powers to manage development in their metropolitan and urban region areas (see Position Document of Statutory Cities). Similarly, the Union of Towns and Municipalities of the Czech Republic has begun explicitly support metropolitan cooperation. These key stakeholders related the evaluation of the ITI instrument in 2014-2020 to advocate for further promotion of the metropolitan dimension in public policies and for institutional framing that would enhance metropolitan cooperation and governance (Coblence and Sýkora, 2021). The positive experience with the use of the ITI on the level of central government and at the level of cities and was reflected in the Regional Development Strategy of the Czech Republic 2021+ (MRD, 2020b), which for 2021-2027 programming period defines three metropolitan areas in Czechia - Prague, Brno and Ostrava metropolitan area – and further ten settlement agglomerations where the city-hinterland cooperation is since 2021 supported within the frame of ITI.

Fifth, very recently, the Ministry of the Interior of the Czech Republic started to organize a platform for discussing the 'optimal legislative form for metropolitan cooperation'. This debate is incorporated in a ministerial

project 'Client-Oriented Public Administration 2030' (MI, 2019) which, among others, approach the metropolitan areas as 'so functionally interconnected that even the public administration must respond specifically to this'. This contemporary effort is an outcome of the city government "metropolitan" emancipation during the 2014-2020 period and of the strategic support of the Ministry for Regional Development to pursue the metropolization process. Importantly, the Brno Metropolitan Area offered itself and is prioritised by the government, as the pilot urban region to pilot and test the newly designed forms of metropolitan government.

3.2.3 The metropolization in Brno Metropolitan Area

Within the national context of metropolization process, the case of Brno Metropolitan Area is quite exceptional. The beginnings of the efforts and activities to engage with metropolization process dated to the end of the 1990s. The thinking beyond the city borders has been stimulated by the population decline in the city of Brno caused by the outmigration to growing suburbs in hinterland and by increasing traffic congestion at the core city of Brno caused by the rapid increase in individual car commuting from new and growing suburban residential areas to jobs concentrated in the city of Brno and newly build shopping zones within the city limits (Sýkora, Ouředníček 2007). This has led to a gradual change in the mindset of local and regional politicians in acknowledging the importance of the cooperation within the agglomeration/metropolitan area and putting the initial ideas in practice.

This change was mediated through two pathways. First was the project experience related to the EU and its Cohesion Policy – from the preparation to join the EU in 2004 to programming period 2014-2020 which accentuated metropolitan dimension. Important insights into the issues of metropolitan development were also gained during the active participation of Brno representatives in EU projects and activities, such as Urbact: Joining Forces or Eurocities.

Second, the city of Brno participated in the preparation of planning documents for South Moravian region in 2009-2016, which started prior to the 2014-2020 planning period. The collaboration concentrated namely around the preparation of 'Development Principles of South Moravian region (2016)' which included the 'Territorial Study of Agglomeration Relationships of Brno and its Hinterland (2010)' and also the cooperation with the South Moravian regional government on the 'Development Strategy of the South Moravian Region 2020 (2012)'. These collaborations enabled to establish communication between the city of Brno, municipalities with extended powers in the city hinterland and the South Moravian regional government. Furthermore, they helped to identify common problems and acknowledge the needs for common solutions. Further concretization of metropolitan cooperation has then been related to the ITI implementation as defined on the national level.

The implementation of ITI represented the breaking factor that provided concrete mechanism in a form of organisational arrangements and financial possibilities to actually pursue the metropolitan cooperation. In the context of the EU cohesion policy, the Brno Metropolitan Area is central part of NUTS 3 South Moravian region (CZ064) considered as "less developed region". This significantly influenced the level of financial resources flowing to the metropolitan area as well as the favourable co-financing rate. In 2014-2020 period, the financial incentives for metropolitan cooperation were related nearly exclusively to the support provided from EUCP and specifically with explicit reference to the metropolitan scale of public intervention to the implementation of the ITI. The EUCP financial resources represented virtually the only form of a "metropolitan budget" that the metropolitan institution of Brno Metropolitan Area could use to enhance the metropolitan cooperation in the fields of infrastructure, transportation, social cohesion, education and economic development and competitiveness.

Based on the positive experience with the ITI implementation in fostering metropolitan development Brno Metropolitan Area has been building its position within the negotiations on the national level. First, the metropolitan institution represented by the Brno municipality's Department of Strategic Development and Cooperation and its section 'Management of ITI and Metropolitan Cooperation' started to advocate for further development of metropolitan dimension and its establishment on the national level beyond the EU cohesion policy. Brno Metropolitan Area became a leader proponent organising events and sharing its experience with other metropolitan areas. As a result of its activity (and as of other statutory cities in the Czech Republic) the Ministry of Interior begun to organise a platform for discussion of possible forms of metropolitan level of governance in Czech legislation. Secondly, it has been building its position and role in the negotiation of the future programming of EU cohesion policy, despite the central top-down architecture in the Czech Republic which officially recognizes only the national and regional level of government.

Furthermore, Brno is moving the metropolitan agenda also internally within BMA. In preparation for 2021-2027 period, the development goals for Brno Metropolitan Area have been planned to go beyond the EUCP (ITI) objectives. A new so-called horizontal working group of the metropolitan Steering Committee was established to foster horizontal (inter-thematic) linkages between actors of metropolization. Brno is also the most active holder of the ITI in the country, which loudly argues for moving the metropolitan cooperation also to spheres behind the ITI brackets. While these element shows an important form of the local customization, the overall representative structure, mechanism and delimitation of the area continue within the top-down driven framework that has been set-up by the EU and Czech national government. The current programming period can thus be seen as an outstanding window of opportunity when the external support by the EUCP and national government can be utilised for a firmer institutionalization of metropolitan governance and planning.

Figure 3.9
Timeline of metropolitan cooperation development

National level	Brno Metropolitan Area level
Introduction of the instrument 'Spatial Plans of Large Territories for Settlement-Regional Agglomeration' 1975	
	1980s Spatial Plan of Large Territory for Brno Settlement-Regional Agglomeration
Establishment of regional governments 2000	Recognition of wider urban region in activities of Brno Municipality
New Building and Planning Law introducing Regional Development Principles 2004	Projects 'Urbact: Joining Forces' and 'Eurocities'
	2006
'Spatial Development Policy' 2008	
'Concept of Urban Policy' 2010	'Territorial Study of Agglomeration Relationships of Brno and its Hinterland'
Establishing metropolitan dimension in national regional policy with ITI implementation 2012	'Development Strategy of the South Moravian Region'
	2013 Preparation for ITI of BMA
	2015 Start of the implementation of ITI of BMA
'Position Document of Czech Statutory Cities' 2018	Brno municipality becomes a leader in fostering the national discussion about metropolitan cooperation
'Spatial Development Policy' recognizes Prague, Brno and Ostrava metropolitan areas National regional policy enhances metropolitan dimension 2019	Work on the metropolitan strategy of BMA 21+
'Strategy of Regional Development 2021+' declares continuing of ITI implementation 2020	Widening the metropolitan cooperation beyond the ITI instrument
Ministry of Interior's platform for the national frame of metropolitan governance 2021	

Source: own elaboration

Challenges and critical elements

- See this section 3.1 as it applies here as well.
-

3.3 Metropolitan development goals

In 2014-2020, the metropolitan development goals were directly related to the EUCP. For further information see chapter 5.

3.3.1 Coherence with national and regional goals

In 2014-2020, the coherence of metropolitan development objectives with national and regional goals has been given by the organisation aspects when the metropolitan development was governed dominantly by the ITI instrument and hence within the framework of the EUCP (Brno, 2015). The regional priorities in the field of spatial planning accommodated the priorities of the EUCP and national regional policy in favour of metropolitan spatial scale of development and territorial planning.

3.3.2 Coherence with municipal goals

The coherence has been assured between the metropolitan development objectives and the development goals of the core metropolitan city of Brno and six other municipalities (with extended powers), which signed the memorandum of cooperation on the metropolitan development. These municipalities are members of Steering Committee and its working groups and actively participate in the identification of the metropolitan needs and development of priorities and preparation of integrated strategy for Brno Metropolitan Area. The other municipalities in the metropolitan area are informed about the developments and strategic policy and planning priorities, however, no formal arrangement exists to assure the coherence between municipal and metropolitan goals.

Challenges and critical elements

- The kick-start of the metropolitan cooperation through ITI proved effective. Yet, it represents only selective and fixed scope of the objectives for the metropolitan cooperation, as it is based on the national framing of the instrument and the EUCP and national development priorities. The key challenge is to move beyond the EUCP objectives and find pathways to finance development objectives that would not be directly linked to the ITI allocations.
-

3.4 Metropolitan development and planning instruments

Since 2014 up to present (2021), the only metropolitan development and planning instrument is the ITI with the integrated strategy (see chapter 4.2).

3.4.1 Instruments in the framework of other cooperation initiatives

The metropolitan cooperation, which is anchored by the Steering Committee, its working groups and the integrated strategy (all established for the operation of the ITI instrument), reflects instruments and initiatives in specific fields of development within the Brno Metropolitan Area (Table 3.1).

For instance, the managing authority of Operational Programme Research Development and Education required the integrated strategy for ITI Brno Metropolitan Area to comply with Regional Innovation Strategy (see section 5.1). Despite the scopes of objectives of Regional Innovation Strategy and ITI are different, the manager of the Regional Innovation Strategy is a member of the ITI Steering Committee to assure mutual collaboration.

The representatives of Local Action Plans for Education Development participate in the working groups of the ITI Steering Committee as they represent important specific source of local knowledge for the respective thematic objective. They, however, are not members of Steering Committee itself. The metropolitan development objectives are coherent with the Local Action Plans for Education Development objectives within the framework of general EUCP objectives (result of the process of objectives identification see chapter 5.1).

Table 3.1
Other instruments

Instrument	Level	Type	Type (2)	Type (3)
Regional Innovation Strategy	Regional	Strategy	Statutory and mandatory	Binding for public authorities,
Local Action Plans for education development	Local	Sectoral strategy	Statutory but not mandatory	Binding for public authorities

Source: Authors own elaboration

3.4.2 Instrument and initiatives related to COVID-19

There has been no specific instrument dedicated to the treatment of COVID-19 pandemic at the scale of metropolitan areas whether designated at the national level of public policies or on the scale on metropolitan areas and specifically at Brno Metropolitan Area. There was no EU funded project (or funded from national, regional or local resources) related to COVID-19 pandemic prepared or run by the metropolitan institutional structures at Brno Metropolitan Area. However, we shall distinguish between the immediate reaction on the pandemic situation, namely in health care or support to digital online communication, and the long term economic and social consequences of COVID-19 pandemic. These consequences of the impact of pandemic situation on economic and social development call for public intervention at all scales of government, with prime role played by the EU and its support from Recovery and Resilience Facility (RRF) through national recovery and resilience plans.

The National Recovery Plan: Plan for recovery and resilience of the Czech Republic (MIT 2021) has been prepared under the leadership of Ministry of Industry and Trade of the Czech Republic since August 2020. The first draft of the recovery plan was submitted to the European Commission in October 2020. At that time, ministries, regional and local governments, Czech civil society organisations and professional associations were not officially invited to participate in the process. The Ministry of Industry and Trade began to organise participative round tables since December 2020 as response to discontent with the level of stakeholder participation. However, these round tables were without clear rules on who can participate and how the comments of stakeholders will be reflected. After initial avoiding any consultations with regional and local governments, the major cities that are cores of metropolitan areas and settlement agglomerations and also the holders of ITI have since spring 2021 gained limited opportunities to comment upon the priorities of the national recovery plan and articulate their positions reflecting urban and metropolitan development priorities. No version of the plan was made publicly available until late March when it was opened for interdepartmental proceedings and comments from government ministries. The national plan was approved by the government of the Czech Republic in May 2021 and by the European Commission in July 2021.

The total amount of Czech national recovery plan is €7.1 billion in grants and loans under the RRF to respond to the impacts of COVID-19 pandemic while addressing common European challenges by embracing the green and digital transitions, to strengthen economic and social resilience and the cohesion of the Single Market. The plan for Czechia is built around six pillars: digital transformation (€1.1 billion), green transformation and physical infrastructure (€3 billion), education and the labour market (€1.5 billion), R&D and innovation (€0.5 billion), public administration (€0.5 billion) and health (€0.5 billion). Projects in the plan cover the entire lifetime of the RRF until 2026.

The approved National Recovery Plan: Plan for recovery and resilience of the Czech Republic does not include any measures specifically targeted to urban or metropolitan development. However, until the last version of the draft that went into interdepartmental proceedings, the recovery plan included a component of brownfields revitalisation pursued by the Ministry for Regional Development and supported by cities but was dropped from the final version of the plan. The approved recovery plan explicitly states that its goals are nationwide and shall rather contribute to the convergence of non-metropolitan regions to the level of development and infrastructure provision in metropolitan regions of Praha, Brno and Ostrava.

Challenges and critical elements

At present, there is a lack of other instruments and mechanisms (apart from ITI) that would encourage and frame metropolitan cooperation, planning and governance. The challenge is to explore these possibilities outside the frame of ITI and the incentives coming from the EUCP. The support provided from Recovery and Resilience Facility (RRF) through the Czech National Recovery and Resilience Plans explicitly states that its goals are nationwide and does not reflect urban or metropolitan dimension of public intervention. In term of territorial development, it supports the convergence of non-metropolitan regions to the level of development and infrastructure provision in metropolitan regions.

3.5 Metropolitan financing and budgeting

There is no metropolitan budget and up to present (2021) no metropolitan financial instruments were developed. Limited municipal resources were provided in association with the assurance of organisational embeddedness of the EUCP ITI instrument.

Challenges and critical elements

- To sustain and enhance the metropolitan cooperation in the long run, there is a need for common budget. The budget should at its minimum finance the functioning of the metropolitan office of the BMA. More importantly, it shall be used for co-financing of the support to metropolitan cooperation from national government (and the EU). Its establishment requires framework for metropolitan governance that would enable financial participation of involved actors (a form of binding conditions, some benefits in exchange, or a legislative obligation).
-

3.6 Role of social groups and the business community in metropolitan governance

At present, there is no formal metropolitan government, that would stimulate and involve non-governmental organisation and stakeholders from civic organisations and business community. However, there are governance structures at metropolitan level were established in 2014 for the management of the EUCP ITI instrument. Within the EUCP, the metropolitan areas are represented by the metropolitan Steering Committee and administrative office, which were established in association with the implementation of the ITI instrument and EUCP since 2014.

The role of social groups and the business community in metropolitan governance has thus been defined by the partnership approach of the EUCP. It invites relevant actors in the territory to participate in the discussion and definition of strategic development aims, within thematic objectives of integrated strategy, and thus to participate in the metropolitan governance (see chapter 4.1). Since 2021, further development of metropolitan governance including its own metropolitan agenda 'outside the EUCP' is promoted in Brno Metropolitan Area, and at the national level, a working group was established to discuss and propose arrangements for formal metropolitan government.

There is number of informal or less-formal activities that reflect upon metropolitan issues, planning and governance and enhance the culture of metropolitan thinking, acting and governance in Brno Metropolitan Area. They include participation of the City of Brno administration and political representation in working committees in urban and regional development and policy or working group on metropolitan governance on national/ministerial level, cooperation with regional government and other regional actors at metropolitan level, discussion of metropolitan agenda at specifically tailored meetings and conferences, with the national conference on metropolitan cooperation organised by the City of Brno, involvement in EU and nationally funded research projects (such as ESPON METRO, TAČR METROSPOL) aimed at metropolitan cooperation and

governance, and involvement in international networks such as Eurocities (WG Metropolitan Areas) and METREX.

3.6.1 Social groups and the civil society

In the 2014-2020 period, the metropolitan governance established for the application of the ITI instrument involved several civil society actors, non-governmental organizations in the programming of measures within the thematic objective of social cohesion (Brno, 2015) through their participation in the working group meetings. The list of these actors actively participating in metropolitan governance evolves. Furthermore, number of non-governmental organizations enhance the metropolitan development through activities supported from ITI instrument and fulfilling metropolitan objectives.

3.6.2 Business community

The Brno Metropolitan Area has not specifically involved the representatives of business community in the planning and implementation of the metropolitan strategy in the period 2014-2020 and neither is planning to do so in the following period.

Challenges and critical elements

- The metropolitan governance and cooperation involve other actors from QUANGOs⁸, non-governmental organizations and business sectors. This cooperation is largely voluntary based: the active and interested actors participate, expressed their priorities and benefit. The network of actors collaborating on metropolitan development within the Brno Metropolitan Area still needs further enhancement to foster firmer legitimacy for metropolitan development, planning and governance.
-

3.7 Participation to policy networks

The Steering Committee is not involved (and cannot be as it is not a legal body) in other policy networks. However, the Brno Metropolitan Area ITI manager office participates on national, regional and local level in several networks. On the national level, the office participates in regional policy networks, along with the regional delegates, in negotiations with Ministry for Regional Development about the national regional policy (Strategy of Regional Development) and the priorities in programming period of EUCP. Also, with other ministries (managing authorities of operational programmes) the office discusses the ITI implementation for the upcoming period (the update of integrated strategy, financial allocations etc). Furthermore, the ITI office has established position within the National and Regional Standing Conferences where discussion, information exchange concerning the implementation and future programming of EUCP takes place as well (see chapter 4.1). The office regularly meets, exchanges and discusses positions with other ITI manager offices in the Czech Republic and is part of the working group 'Cohesion' of the Association of municipalities and towns of the Czech Republic. Lastly, the Brno Metropolitan Area ITI office is part of the working group of the Ministry of the Interior to discuss the future of metropolitan regions outside the EUCP in Czech legislation.

Apart from the Regional Standing Conferences, on the regional level, the office organizes ad hoc meetings with representatives of South Moravian region, in particular for discussion of updates of South Moravian development strategy and Regional Innovation Strategy. Other example is the inclusion of the office to the meetings of Regional Action Plans for Education Development.

⁸ QUANGO: quasi-autonomous non-governmental organization, that is established by a government for a specific purpose, but is independent from the government

On the local level, the participation is linked to the implementation of integrated strategy or recently to the preparation of its update. To highlight some, the office coordinates ad hoc meetings with municipalities in Brno Metropolitan Area or participates to Local Action Plans for Education Development meetings.

Challenges and critical elements

- The metropolitan development issues are now represented through the representatives of the ITI holder, i.e. Brno municipality. The key challenge is to design and empower the institutional framework for metropolitan governance that would guarantee the representation on behalf of all municipalities in metropolitan area, respectively actively involved and participating in metropolitan cooperation.
-

RECOMMENDATIONS

- The continuing EUCP support to the metropolitan governance, co-operation, planning and integrated development in 2021-2027 shall be fully used to establish and retain metropolitan areas (and urban regions of non-metropolitan cities) key territories for placed based policies within the national regional policy (Regional Development Strategy), even after this planning period.
- Similarly, this outstanding window of opportunity shall be utilised to enhance the metropolitan governance and cooperation at the scale of metropolitan areas and urban regions of non-metropolitan cities (core cities and municipalities in their hinterland) to become self-standing, autonomous and independent from the EUCP. While the EUCP can and shall continue its preference for the integrated development of metropolitan areas, the metropolitan cooperation shall be primarily the interest of local, regional and national stakeholders.
- The legal organizational framework shall be established in national legislation, that will ensure the metropolitan governance based on voluntary participation of municipalities in bottom up driven metropolitan cooperation, that will at the same time assure obligations towards the fulfilment of common metropolitan goals.
- The present situation with the dominant reliance of metropolitan cooperation on the EUCP (ITI) sources shall move towards multisource financing including substantial proportion of local financing and explicit national support. The metropolitan governance, planning and cooperation can consolidate through finding arrangements towards common metropolitan fund or budget to fulfil the metropolitan strategic priorities by own means, at least partially.

4 Cohesion policy governance

4.1 EU cohesion policy institutional architecture and competences

In the Czech Republic, the main actors who programme the EUCP and manage the ESI Funds are individual ministries of the national government, with the Ministry for Regional Development as the leading institution of the institutional architecture and development of the EUCP documents and other ministries as managing authorities of operational programmes. The operational programmes are produced on the national level with one exception of OP Prague Growth Pole in EUCP 2014-2020. For the EUCP 2021-2027, the programmes are defined exclusively on the national level.

Concerning the architecture of EUCP (Figure 4.1) in relation to the implementation of territorial dimension (which is important for the formation of metropolitan cooperation and arrangements) the actors and their role are as follows:

- Ministry for Regional Development - programming, supporting, monitoring, evaluating guide providing methodological background;
- Other ministries - managing authorities of ESI Funds programs - programming, evaluating, monitoring the implementation of integrated instruments, managing the financial allocation for integrated instruments;
- Regions - programming, ensuring partnership principles;
- City offices of managing authorities covering areas with an integrated strategy - ITI intermediate body (for ERDF supported programmes). The city office is entrusted with a public contract with the managing authority to perform the function of the intermediate body. The superior administrative body of the public law contract is the Minister at the head of the Ministry in the role of the managing authority of the operational programme. The ITI intermediate body is not part of the ITI manager office established by the Steering committee of ITI. They are two different separated units;
- The holder of integrated instrument - cities (ITI/IPTD) and local action groups (CLLD) - programming, managing and implementing the integrated strategy, monitoring and evaluation;
- Steering Committee - assigned representatives of ITI metropolitan area whose role is to assess and issue statements on compliance with the integrated strategy of ITI metropolitan area;
- Working Groups - platforms of professionals and project applicants - the project intentions of applicants intending to submit their integrated projects to the ITI/IPTD are discussed here.

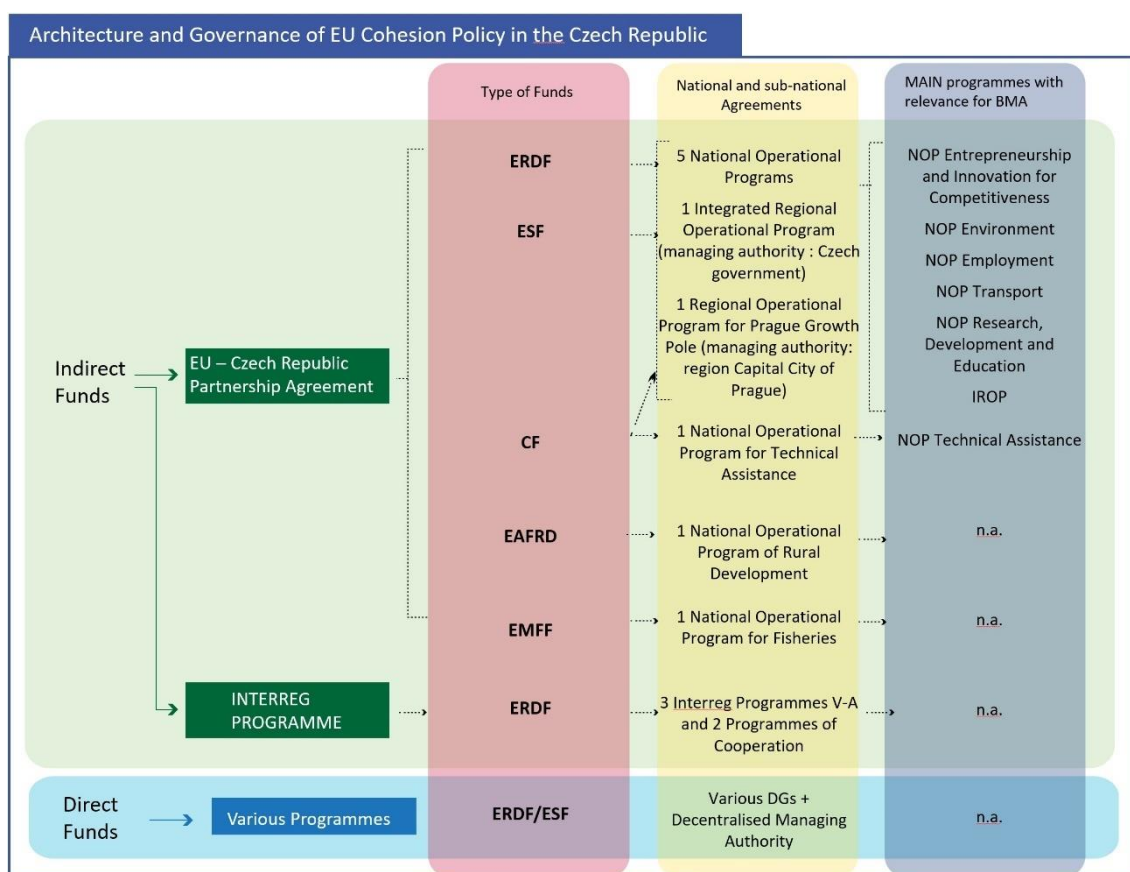
The interaction between these actors is organised in both top-down and bottom-up way in the form of national and regional discussion platforms - National and Regional Standing Conference:

- National Standing Conference - contributes to ensuring the interconnection and coordination of the state and regions (territorial partners) in the implementation of integrated instruments and the implementation of the Partnership Agreement and programmes co-financed by the ESI Funds. It consists of three chambers. First, "Regional Chamber" is composed of delegates from the Regional Standing Conferences. Second, the Chamber of ITI and IPTD is composed of representatives of individual ITI and IPTD. The third Chamber of the CLLD is composed of 13 representatives of the regional networks of the local action groups, representing the implemented CLLD. The umbrella organisations of territorial partners (the Association of Regions of the Czech Republic, the Union of Towns and Municipalities of the Czech Republic, the Association of Local Authorities of the Czech Republic, the National Network of the Local Action Groups of the Czech Republic) are relevantly represented across all these chambers. Representatives of the managing authorities of individual operational programmes, guarantors (other ministries who are not the managing authorities), Agency for Social Inclusion, and of the Ministry for Regional Development also participate in the meetings of these chambers.

In connection with the National Standing Conference' chambers, operational working groups were set up. Their task is to continuously coordinate the implementation of integrated instruments and the territorial dimension at a lower level. The activities of all these working groups are coordinated by the Ministry for Regional Development.

- Regional Standing Conferences - ensure the fulfilment of the objectives of the Strategy of Regional Development of the Czech Republic 2014–2020 in the administrative district of the regions: for each administrative region of the Czech Republic there is organised an individual Regional Standing Conference. They are established on the principles of partnership and are composed of representatives of regional, local, municipal and other public administrations, economic and social partners and bodies representing civil society and the Agency for Social Inclusion.

Figure 4.1
The governance of the territorial dimension of EU cohesion policy in Czechia



Source: authors' elaboration based on documents from the Ministry for Regional Development of the Czech Republic

4.1.1 The role of metropolitan actors

The metropolitan areas are represented by the Steering Committee and ITI manager office, which were established in association with the ITI instrument and EUCP 2014-2020 (chapters 3.1 and 4.2). They are not legal bodies representing local and/or regional government and as such, they were not directly involved in the negotiations about the frame and objectives' list for this programming period. The national framework which was designed for the ITI implementation in 2014-2020 enabled cities to set up these new arrangements (which may be called ITI metropolitan institution) and to programme and implement the development in the metropolitan areas. They were empowered to programme (within preselected objectives), manage and implement EUCP 2014-2020. They designed the integrated strategy specifying the metropolitan goals and managed its implementation. The integrated strategy however needed to pass evaluation and approval from the Ministry for Regional Development before the start of the implementation. Therefore, while involving bottom-up initiative, the whole process was top-down driven and controlled.

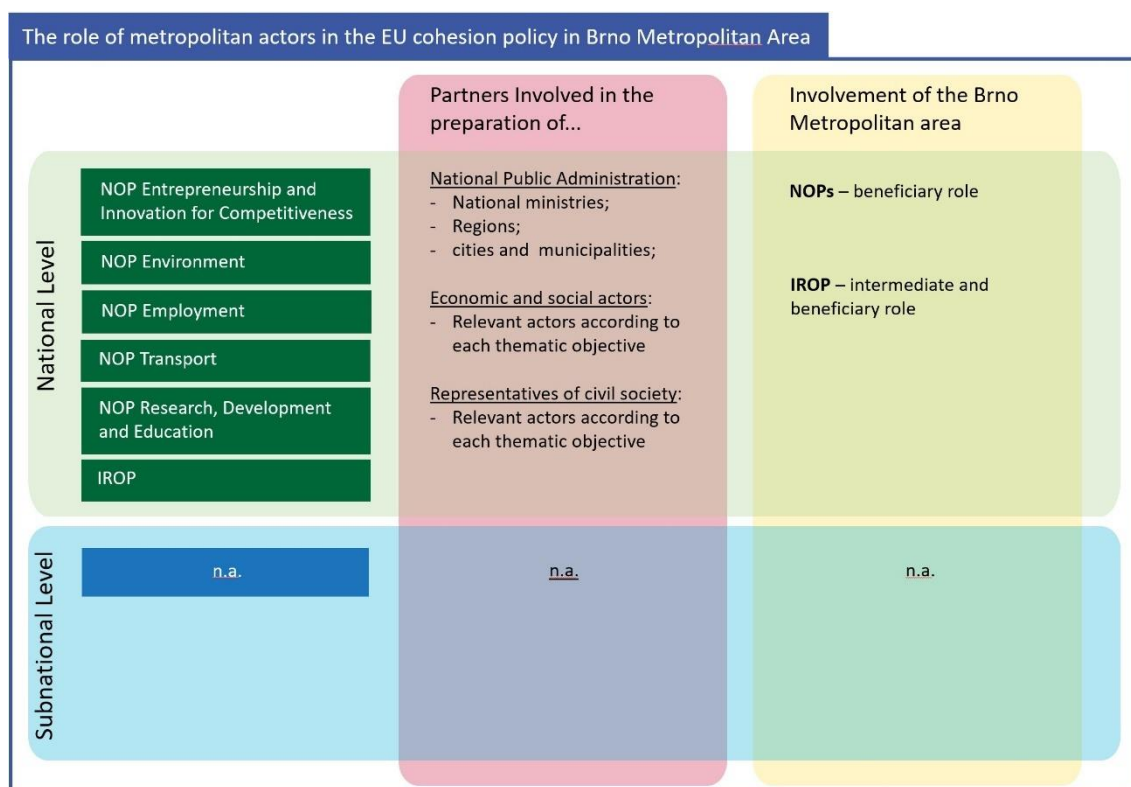
In terms of granting financial allocation from operational programmes, the metropolitan areas depended on the approval of their integrated strategies from the respective managing authorities of individual programmes (Figure 4.2) to accord them demanded amounts of financial resources. Also, they disposed little control over

the management of these allocations: the Steering Committee was ‘only’ allowed to grant statements on compliance of individual projects with the integrated strategy. Those projects who were granted a positive statement by the Steering Committee of Brno metropolitan area could afterwards be considered for approval by respective managing authorities (or intermediate bodies) of operational programmes to obtain the financial resources from the ITI envelope in the specified programmes (Figure 4.3).

Therefore, the main role of ITI metropolitan institution was in promoting the specific ITI envelope among the variety of actors and stakeholders who were listed as eligible project applicants. Each ITI metropolitan institution was programming, managing and implementing its respective ITI envelope within OPs defined in their integrated strategies.

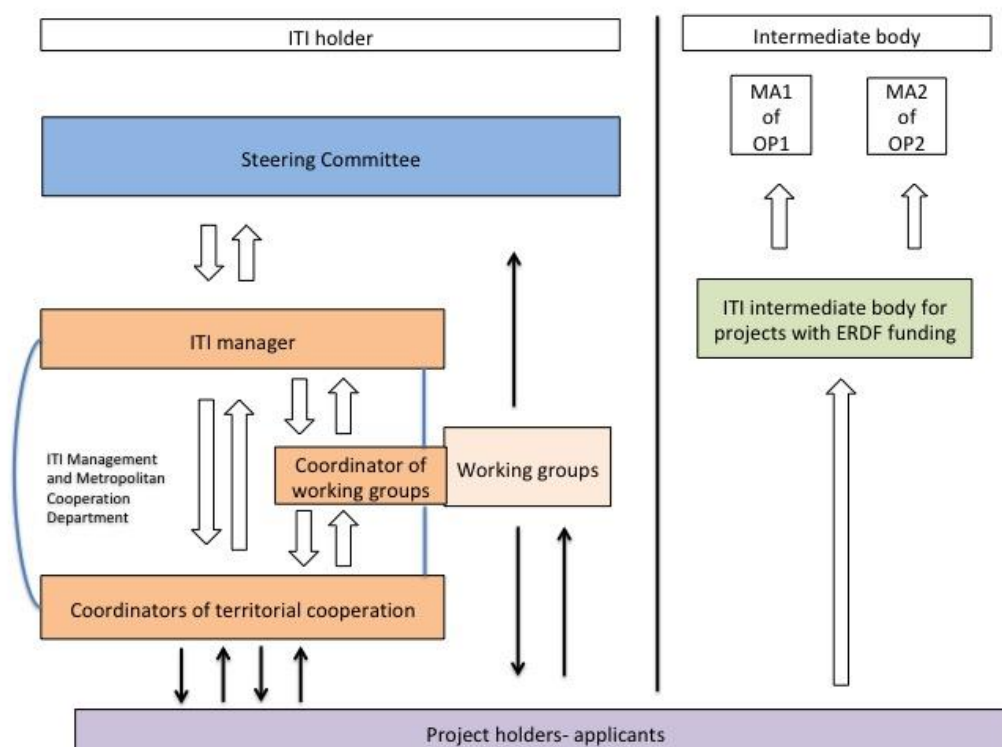
As such, within the period 2014-2020, the metropolitan actors acquired certain new powers and responsibilities. Yet, it is still the Ministry for Regional Development and respective managing authorities of operational programmes who were responsible for the management of the EUCP 2014-2020 and final decision-making of its fund distributions.

Figure 4.2
The role of metropolitan actors in the EU cohesion policy



Source: authors' elaboration

Figure 4.3
The process of selecting applications for funding within the ITI BMA



Source: Own elaboration based on MRD (2014) and Brno (2015)

Challenges and critical elements

- The institutionalization of metropolitan areas in the Czech Republic is, at present time, the product of EUCP. It is highly dependent on the centralised governance of the EUCP (higher need to negotiate all steps and pass the evaluation process). In these terms, the top-down organisation of decision-making is justified, especially as it includes requirements and incentives for bottom-up cooperation in the preparation and implementation of the integrated strategy.
- However, in terms of the obligation and responsibility to EUCP, the local governments in declared metropolitan areas are not equal in their rights and responsibilities. For instance, only the ITI instrument holder, i.e. the central (largest) city (in case of Brno Metropolitan Area the Brno Municipality) is officially responsible for the implementation of the integrated strategy. Therefore, while the strategy is binding for the holder in relation to the EUCP, it is not for the remaining metropolitan actors who participate in its programming. Therefore, there is a need for a direct representation of involved local governments in the relation to the EUCP instruments for metropolitan areas. This shall be developed within the new legal framework for metropolitan governance.

4.2 EU cohesion policy instruments at the metropolitan level

The national level identified the ITI as the only instrument for the implementation of EUCP 2014-2020 in the metropolitan areas and agglomerations within the frame of metropolitan cooperation (MRD, 2013; 2014a). Consequently, within six national operational programmes, an envelope of financial allocation for the ITI was granted by the agreement between the Ministry for Regional Development and concerned individual ministries, who are managing authorities those programmes. The operational programmes are the following: Integrated Regional Operational Programme, OP Environment, OP Employment, OP Entrepreneurship and Innovation for Competitiveness, OP Transport, OP Research, Development and Education.

The ITI was a statutory but not mandatory instrument. If the metropolitan area decided on implementing ITI, there was a mandatory condition to have the integrated strategy in order to identify the specific financial needs. It allowed the metropolitan actors to have access to the national financial allocations dedicated to ITI from individual concerned operational programmes. That is, within certain national objectives a small part of operational programme total financial resources was dedicated to holders of project proposals which applied through the frame of ITI instrument. The holder of project proposal could candidate directly to the national thematic operational programme, but in this case the project would compete with other projects from all around the country. The candidature through ITI frames thus limited the territorial and quantitative scope of competing projects: the holders of project proposals were in competition only with other actors from their ITI territory.

The integrated strategy was developed for the time of one programming period in a large local partnership agreement (as mentioned in 3.1 chapter) and validated by the political representative bodies of the region and the main city, who is the holder of the ITI instrument. The city, who is the holder of the ITI, is responsible for the implementation of the integrated strategy—making the strategy binding for the holder. However, it is not directly binding to region, all municipalities and other actors within the delimited metropolitan area. They can decide whether to participate in the preparation as well as in the implementation through their project proposals. Several actors need to obligatorily participate in the preparation of the integrated strategy as defined the Ministry for Regional Development (MRD, 2014c) and individual concerned programmes. This is, for instance, the regional and Brno Municipality assigned politicians or officers or the manager of the Regional Innovation Strategy.

The integrated strategy is the only document that defines and declare officially the metropolitan scope and objectives. For the evaluation of its implementation a set of indicators and financial allocations were specified.

All interviewees stressed the positive effect brought by the ITI implementation. It includes, first, the creation of working groups to meet other stakeholders and have the opportunity to discuss intentions, options and priorities and share the information and experience. Second, learning on how to work and plan together in order to pursuit long-term goals. Third, having a mandate to speak on behalf of the metropolitan actors for the first time.

While the instrument proved its positive effect on the formation of metropolitan governance and cooperation, there are also some limits and weak points. The metropolitan governance and cooperation running exclusively under ITI instrument is:

- constrained in terms of objective scope, financing or territorial partnerships;
- has limited possibilities for agility in implementation (strict reliance on the set of indicators and financial plans);
- represents high demands on project proposals;
- does not reflect possible compliances with other instrument such as CLLD possibly operating in the ITI metropolitan areas through local action groups (see chapter 3.1.1).

Table 4.1
EU cohesion policy programmes and instruments in the Brno Metropolitan Area

Instrument	Level (geographical scope)	Type	Programming	Management	Implementation	Role of metropolitan actors
Integrated Territorial Investments	National	National Programmes with ITI allocations	State and metropolitan institution	Metropolitan institution	Metropolitan institution	Programming and implementation

Challenges and critical elements

- The metropolitan governance and cooperation running exclusively under ITI instrument is constrained in terms of territorial partnerships, objectives and financing.
-

4.3 Involvement of social groups and the business community in the EU cohesion policy

The EUCP 2014-2020 enhanced the need to cooperate in large partnerships. The explicit recognition of the territorial dimension of the EUCP initiated the establishment of the Regional and National Standing Conferences (see chapter 4.1). However, actors like non-governmental organisations and business partners are involved only in the implementation of the EUCP through their projects as defined by individual objectives of operational programmes. The programming and management are vested in the government and public administration subjects such as ministries, regions or municipalities (as for integrated instruments ITI, IPTD and CLLD).

In regard to the ITI programming, management and implementation, the ITI metropolitan institution analysed territorial actors and stakeholders within the territory and identified a list of relevant actors for each thematic objective of metropolitan cooperation (Brno, 2015). The civil society - non-governmental organisations - participate in the programming and implementation of social cohesion thematic objective (Brno, 2015: 144); in other thematic objectives they do not participate. They are invited to the working groups meetings but, foremost, their interest and own activity are the key factors to be involved.

The business community does not represent the key actor in the implementation of the ITI instrument. For instance, the Brno Metropolitan Area does not specifically seek partners from business community for their involvement in the planning and implementation of the metropolitan strategy.

Challenges and critical elements

- While the representatives of civil society (non-governmental organisations) participate in the programming and implementation in the thematic area of social cohesion, the representatives of the business community are not specifically involved in the planning and implementation of the metropolitan strategy.
-

4.4 The governance of EU cohesion policy in the COVID-19 emergency

The major intervention of the EU Cohesion Policy in combating the long term negative economic and social effects of COVID-19 pandemics is the support from Recovery and Resilience Facility (RRF) provided within the framework of national recovery and resilience plans. The National Recovery Plan: Plan for recovery and resilience of the Czech Republic (MIT 2021) was approved by the European Commission in July 2021 (the preparation of the plan is commented in section 3.4.2).

The total amount of Czech national recovery plan is €7.1 billion in grants and loans under the RRF to respond to the impacts of COVID-19 pandemic while addressing common European challenges by embracing the green and digital transitions, to strengthen economic and social resilience and the cohesion of the Single Market. The plan for Czechia is built around six pillars: digital transformation (€1.1 billion), green transformation and physical infrastructure (€3 billion), education and the labour market (€1.5 billion), R&D and innovation (€0.5 billion), public administration (€0.5 billion) and health (€0.5 billion). Projects in the plan cover the entire lifetime of the RRF until 2026.

The approved National Recovery Plan: Plan for recovery and resilience of the Czech Republic does not include any measures specifically targeted to urban or metropolitan development. The approved recovery plan explicitly states that its goals are nationwide and shall rather contribute to the convergence of non-metropolitan regions to the level of development and infrastructure provision in metropolitan regions of Praha, Brno and Ostrava.

4.5 Coordinating metropolitan governance and EU cohesion policy

In 2014-2020, the metropolitan governance and planning in Brno Metropolitan Area was exclusively related to the management and coordination of objectives and priorities of metropolitan development within the implementation of the ITI instrument of EUCP. Therefore, as there has been no metropolitan governance independent of the EUCP, respectively as the metropolitan governance was dependent on the EUCP organisational framework and financial resources, we can hardly speak about mutual coordination between metropolitan governance, on the one hand side, and EU cohesion policy on the other. However, since 2020 the Brno Metropolitan Area has been strongly pursuing further development of metropolitan governance and agenda towards own metropolitan goals independent of the ITI and thus solely dependent on the framework of EUCP. Therefore, BMA has only recently been moving towards situation when, if successful, we will be able to observe a dynamics between metropolitan governance (independent of EUCP) and EU cohesion policy.

It is also necessary to highlight, that the only direct relation of Brno Metropolitan Area to the EU cohesion policy is through the instrument of the ITI. While there are other channels of EUCP funds supporting development within the territory of BMA, these are not coordinated, managed and implemented through ITI and Brno Metropolitan Area. EUCP funds are provided from National Operational Programmes. Their elaboration could be commented by some key stakeholders involved in the governance of Brno Metropolitan Area, such as the City of Brno government or regional government of South Moravian region. Concerning the implementation of these funds in concrete projects (beneficiaries can be from local and regional governments, private and non-governmental subjects), the institution of Brno Metropolitan Area has no direct impact on them, provided the allocation of EUCP funds is not organised within the frame of the ITI. Therefore, many project supported from EUCP contribute to the development within Brno Metropolitan Area, however without explicit coordination from and with Brno Metropolitan Area.

In our investigation we specifically focused on mechanisms and practices explicitly associated with metropolitan governance within the institutional framework of Brno Metropolitan Area, i.e. in association with the ITI implementation. The coordination and integration of objectives, priorities and targets of metropolitan governance and cooperation activities under the ITI framework involves a network of various public and private “nodes”. While many actors are involved in the development activities and governance within Brno Metropolitan Area, only some of them foster true metropolitan cooperation within but also outside the EU cohesion policy framework. With the aid of 12 interviews with key actors involved in the metropolitan cooperation, governance and the implementation process of ITI we compiled a list of those actors that form nodes of the

metropolitan cooperation and governance in the BMA and fine-tuned it with the help of the stakeholder (table 4.2). This list was presented to the 12 actors belonging to the 10 institutions highlighted in bold in table 4.2, which were earlier interviewed. They included the City of Brno and its ITI office, the South Moravian Region, South Moravian Innovation Centre, the Ministry for Regional development which is the main institution responsible for EUCP coordination, the Ministry of Interior which has been engaging dialog with metropolitan areas to sustain this scale outside the EUCP, three municipalities with extended powers, Voluntary Association of Šlapanicko Municipalities and Diocese Brno which coordinated integrated projects financed through ITI BMA, one Local Action Group from the territory of Brno Metropolitan Area.

Table 4.2
Nodes of the metropolitan governance network⁹

Organization	Subsection of organization	Status	Scale
The City of Brno	Department of Strategic Development and Cooperation	Public	Local
	ITI Management and Metropolitan Cooperation Office	Public	Local
	Department of Spatial Planning and Development	Public	Local
	Department of the Environment	Public	Local
	Department of Transport	Public	Local
	Property department	Public	Local
	Department of Social Welfare	Public	Local
	Department of Education and Youth	Public	Local
Ministry of Regional Development		Public	National
Ministry of Education, Youth and Sport		Public	National
Ministry of Interior	Department of Strategic Development and Public Administration Coordination	Public	National
Ministry of Transport		Public	National
Ministry of Labour and Social Affairs		Public	National
Ministry of Industry and Trade		Public	National
South Moravian Region	Department of Regional Development	Public	Regional
	Department of the Environment	Public	Regional
	Department of Transport	Public	Regional
	Department of Social Welfare	Public	Regional
South Moravian Innovation Centre		Public	Regional

⁹ In bold, the interviewed institutions.

Union of Towns and Municipalities		Public	National
Municipalities with extended powers		Public	Local
Municipalities		Public	Local
Local Action Groups		Public	Local
Voluntary Association of Municipalities		Public	Local
Local Action Plans of Education Development		Public	Local
Regional Chamber of Commerce		Public	Regional
Center for Regional Development South Moravian Region		Public	Regional
Labour Office		Public	Regional
Building Authority		Public	Regional
Brno Transport Company		Public	Local
Technical Network Brno		Public	Local
Coordinator of Regional Transport System		Public	Regional
Povodí Moravy		Public	Regional
Masaryk University		Public	Local
Brno University of Technology		Public	Local
NGO Association		Public	Local
Diocese Brno	Construction Department	Public	Local
Diocesan Charity Brno		Public	Local

Source: authors' elaboration

The identified actors establish relations with many other actors in the metropolitan area mainly for EUCP purposes, but also for non-EUCP. The interviewees were asked fill in a roster questionnaire, specifying the main actors with which they establish relations and what is its purpose (EUCP or non-EUCP relations).

To ensure the maximum comparability across case-studies, the team decided to apply the following procedures:

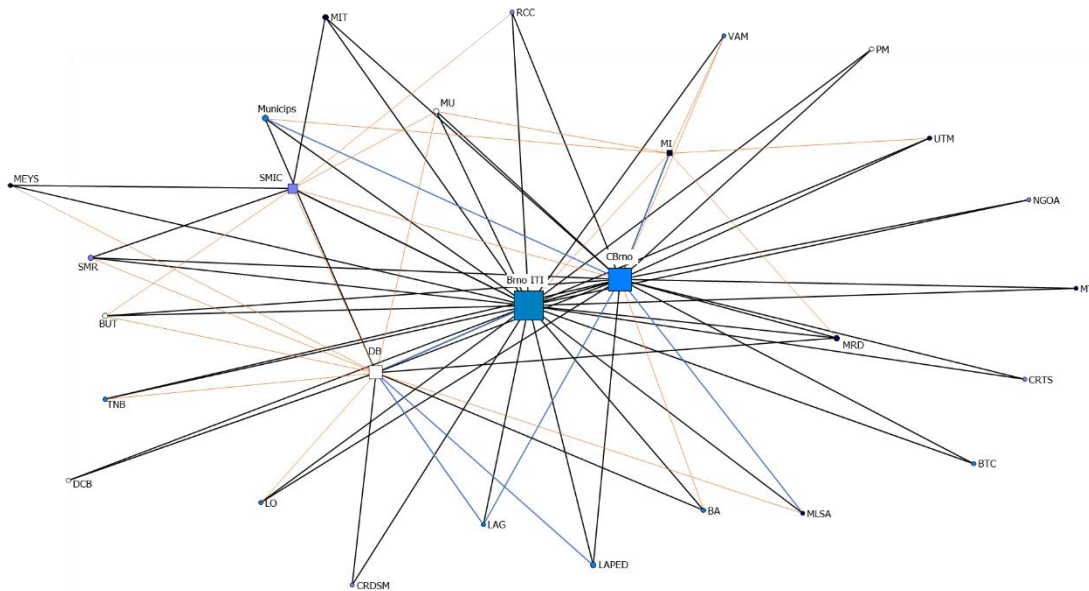
- No consideration of roster questionnaire answers from local authorities, except if they are the city that originated the metropolitan area, as it may unbalance /bias comparative analysis across case studies;
- No consideration of intensity of relations because it is difficult to ensure all organisations have a common criteria /understanding on different levels;
- No analysis of intra-organization relations in each institution.

We use the UCINET software package (Borgatti *et al.*, 2002) to elaborate the matrices of dichotomous relationships between the actors and we use the NetDraw module to draw the networks of relationships. The following steps were applied:

- Dataset consolidation;
- Computation of binary symmetrical matrixes (UCINET);
- Elaboration of one network per case study (NetDraw);
- Networks include the type of relation (EUCP, non-EUCP), scale of intervention of actors (European, National, Regional, Metropolitan, Local), and the degree of each node (the number of nodes adjacent to a given node in a symmetric graph measures the network activity).

In the case of Brno Metropolitan Area, the team received and validated 5 answers from the selected institutions (BrnoITI, CBrno, DB, MI, SMIC) (see Table 4.2). Figure 4.4 depicts the metropolitan governance network in the Brno Metropolitan Area.

Figure 4.4
The metropolitan governance network



LEGEND

DEGREE	SCALE	ANSWERED ROSTER QUESTIONNAIRE	TYPE OF RELATION
Higher Lower	European National Regional Metropolitan Local NA	YES NO	EUCP and Non-EUCP Only EUCP Only Non-EUCP

ID	ID_name	
BA	Building Authority	Local
BTC	Brno Transport Company	Local
BUT	Brno University of Technology	NA
Brno ITI	Brno Integrated Investment	Metropolitan

CBrno	The City of Brno	Local
CRDSM	Center for Regional Development South Moravian Region	Regional
CRTS	Coordinator of Regional Transport System	Regional
DB	Diocese Brno	NA
DCB	Diocesan Charity Brno	NA
LAG	Local Action Groups	Local
LAPED	Local Action Plans of Education Development	Local
LO	Labor Office	Local
MEYS	Ministry of Education, Youth and Sport	National
MI	Ministry of Interior	National
MIT	Ministry of Industry and Trade	National
MLSA	Ministry of Labour and Social Affairs	National
MRD	Ministry of Regional Development	National
MT	Ministry of Transport	National
MU	Masaryk University	NA
Municips	Municipalities/Municipalities with extended power	Local
NGOA	NGO Association	Regional
PM	Povodí Moravy	NA
RCC	Regional Chamber of Commerce	Regional
SMIC	South Moravian Innovation Centre	Regional
SMR	South Moravian Region	Regional
TNB	Technical Network Brno	Local
UTM	Union of Towns and Municipalities	National
VAM	Voluntary Association of Municipalities	Local

Source: authors' elaboration

This exercise requires caution in its analysis due to the limited number of actors who responded to the roster questionnaire, although relevant institutions such as the City of Brno, the ITI office and the Ministry of Interior responded to it. Bearing this in mind, the analysis confirmed that the City of Brno and the ITI office relate with various stakeholders in the metropolitan area, in a formal or informal way, aiming at articulating strategies and actions in several policy domains. The ITI office is obviously a key stakeholder in metropolitan planning and governance processes and as such its influence is more relevant in the EUCP than outside the EUCP. However, its role outside the EUCP is currently evolving by establishing relations with other actors outside the EUCP frame.

The other most relevant actors in the metropolitan governance processes related to the EUCP are the Ministry for Regional Development, South Moravian Region, local actors, such as municipalities, Diocese Brno, Local Action Groups or Local Action Plans of Education Development, and individual national ministries which are managing authorities of operational programs of EUCP. The South Moravian Innovation Center is another relevant player shaping the metropolitan institution by representing regional interest. Moreover, the Ministry of Interior is a relevant actor in metropolitan governance outside the EUCP instruments establishing relations and discussing existing knowledge in metropolitan planning processes on the national level. The Union of Towns and Municipalities is another relevant player on the national level influencing the metropolitan institution both in and outside the EUCP.

A number of other nodes that are related to specific sectors or activities within and outside the EUCP emerge from the network analysis, such as universities, public (Building Authority, Labor Office, Povodí Moravy, Coordinator of Regional Transport System, Technical Network Brno, Brno Transport Company), Regional Chamber of Commerce, Center for Regional Development South Moravian Region, Diocesan Charity Brno.

Although the local authorities were not surveyed, they represent essential nodes of metropolitan cooperation in Brno Metropolitan Area, operating in many policy domains at the local scale. They are involved in programming and implementation of ITI instrument either directly or indirectly.

Finally, the selected interviewees were mostly related to the EUCP, however, the relevance of the metropolitan institution in metropolitan governance processes outside the EUCP was emphasized. The developing metropolitan network within Brno Metropolitan Area is formed by relations in connection to EUCP but also with increasing importance of bonds outside the EUCP.

Overall, the results can be summarized:

- EUCP with the implementation of its instrument ITI has stimulated the development of institutional relations at metropolitan area, articulation of shared metropolitan goals and association of local and regional actors with these metropolitan goals, thus enhancing their metropolitan identification;
- Although the role of national government, regional authorities and Brno city government are pivotal in the implementation of EUCP, the institutional arrangement of BMA exhibited increasing role in the governance, planning and development within the territory of BMA;
- Various actors at different scalar levels are involved in metropolitan governance processes, both within and outside the EUCP with multi-level governance as a distinctive trait in the metropolitan governance network.

Challenges and critical elements

- As, up to present, the metropolitan institutionalization was nearly exclusively driven and backed by the EUCP, there was no metropolitan governance independent of the EUCP framework. However, the implementation of the ITI instrument of the EUCP did stimulate the debates about general metropolitan governance and opened pathways for discussing its institutionalization. The development of the metropolitan governance mechanism outside the EUCP is currently on the agenda locally in Brno Metropolitan Area and nationally at the government levels. Therefore, in future the metropolitan governance, if established, shall also include the facilitation of the EUCP management and thus deal with the coordination of metropolitan governance and planning and the priorities enhanced via the EUCP.
-

RECOMMENDATIONS

- The local governments in declared metropolitan areas are not equal in their rights and responsibilities in terms of the obligation and responsibility to the EUCP. For instance, only the ITI instrument holder, i.e. the central (largest) city (in case of Brno Metropolitan Area the Brno Municipality) is officially responsible for the implementation of the integrated strategy. Therefore, there is a need for a direct representation of involved local governments in the relation to the EUCP instruments for metropolitan areas. This shall be developed within the new legal framework for metropolitan governance.

5 Cohesion policy impact

5.1 EU cohesion policy objectives and actions

On the national level, the metropolitan development goals were defined with the 'Regional Development Strategy of the Czech Republic 2014-20' (MRD, 2013), 'Partnership Agreement for the Programming Period 2014-20' (MRD, 2014a) and the 'National Territorial Dimension Document' (MRD, 2014b). According to these documents, the metropolitan areas were classified as 'developing areas' with public policies focusing on four objectives:

(1) **regional competitiveness** with measures such as promoting knowledge transfer between the research and business sectors; development of universities and research institutions; promoting the integration of transport systems; expansion and improvement of infrastructure; labour market adaptability; modernization of road infrastructure; modernization of the railway network; expansion and modernization of energy networks.

(2) **territorial cohesion** with measures such as promoting the integration of socially excluded and socially vulnerable groups; Improving the quality and equipment of public services; development and improvement of conditions for leisure activities of the population and for the use of cultural potential; housing promotion as a tool of social cohesion.

(3) **environmental sustainability** with measures such as removal of old ecological burdens, revitalization brownfields and areas after former mining; reducing the production of municipal waste and increasing their material utilization; reducing the negative effects of traffic (noise, dust, etc.) on the population and the landscape; use of renewable energy sources and promotion of energy savings in relation to local conditions; sustainable use of water resources; improving the quality of the environment in settlements, protection and development of landscape values; strengthening preventive measures against natural disasters; restoration of the area after natural disasters

(4) **public administration and cooperation** with measures such as improving the administrative capacity of public administration; improving the systemic framework to support regional and local development; Information and communication support for the functioning of territorial public administration; strengthening strategic and conceptual tools and approaches to local and regional development; support for inter-municipal and regional cooperation

Specifically, these objectives were programmed through six national thematic operational programmes (see Table 5.1) which implement the territorial dimension and hence stressing focus on metropolitan dimension. The operational programmes are the following:

- **Integrated Regional Operational Programme (IROP)** specified 3 priority axes in which it was appropriate to implement projects with integrated ITI approaches. They are (1) competitive, accessible and secure regions, (2) improving public services and living conditions for the inhabitants of the regions, and (3) good territorial management and streaming of public institutions (MRD, 2017).

Within the first axis, the objectives were twofold, to increase the regional mobility by connecting secondary and tertiary nodes to the Trans-European Transport Network (TEN-T) network infrastructure and to develop (and improve) environmentally friendly transport systems (such as low-noise, low-carbon systems).

The second axes specified three objectives: investing in health and social infrastructure in order to reduce health inequalities and to promote social inclusion by better access to (community-based) services; providing support to social enterprises; and investing in education, training, skill training and life-long learning by developing education and training infrastructure.

The last axis specified only one objective—preservation, protection, promotion, and development of natural and cultural heritage.

Interventions from this national operational programme were covered from European Regional Development Fund (ERDF). From the total EU allocation, the managing authority of IROP reserved an envelope of approximately 13% to all ITI areas.

- **Operational Programme Environment (OPE)** specified 3 priority axes suitable for ITI use: (1) improving water quality and reducing the risk of floods, (2) improving air quality in human settlements, and (3) waste and material flows environmental burdens and risks (ME, 2014). All these axes were financed through European Cohesion Fund (CF).

The first axis aimed at two objectives in metropolitan areas: investing in water management to meet the requirements of the Union's environmental acquis and addressing investment needs identified by Member States and promoting adaptation to climate change, risk prevention and risk management by supporting investments to address specific risks, ensuring disaster resilience and developing disaster management systems.

The second axis in metropolitan areas planned on preserving and protecting the environment and promoting resource efficiency by taking measures to improve the urban environment, revitalize cities, regenerate and decontaminate brownfield sites (including former military areas), reduce air pollution and promote noise abatement measures.

The third axis specified two objectives: preserving and protecting the environment and promoting resource efficiency by investing in waste management to meet the requirements of the Union's environmental acquis and addressing investment needs identified by Member States and promoting adaptation to climate change, risk prevention and risk management by supporting investments to address specific risks, ensuring disaster resilience and developing disaster management systems.

The managing authority of OPE decided to reserve the following allocations for ITI use from their total EU allocations: for the first axis it was 1,17%; for the second axis 0,59% and for the third axis the ITI envelope represented 1,46%.

- **Operational Programme Employment (OPEmp)** identified two priority axes eligible for ITI use: (1) promoting employment and adaptability of the workforce and (2) social inclusion and the fight against poverty (MWSA, 2015). The interventions through this programme were financed from European Social Fund (ESF).

Within the first axis the metropolitan areas could focus on access to employment for jobseekers and inactive people, including the long-term unemployed who are distant from the labour market, also through local initiatives to promote employment and worker mobility. The managing authority of OPEmp reserved envelope of 1,9% of total ESF allocation for this objective for ITI instrument.

The second axis planned to focus on intervention aiming at active inclusion through promoting equal opportunities and active participation at labour market and improving employability. The managing authority reserved envelope of 3,4% of total ESF allocation for this objective for ITI instrument.

- **Operational Programme Entrepreneurship and Innovation for Competitiveness (OPEIC)**: 3 priority axes were identified within this programme as eligible for ITI: (1) development of research and development for innovation, (2) business development and competitiveness of small and medium-sized enterprises and (3) efficient energy management, development of energy infrastructure and renewable energy sources (MIT, 2015). All these axes were financed through ERDF.

The first axis in ITI areas focused on support for business investment in research and innovation and the creation of links and synergies between enterprises, research and development centres and the higher education sector.

The second axis aimed at interventions in metropolitan areas that (1) support entrepreneurship by facilitating the economic exploitation of new ideas and supporting the creation of new businesses and (2) support the creation and expansion of advanced capacities for the development of products and services.

The third axis eligible for ITI stressed the promotion of the use of high-efficiency cogeneration based on useful heat demand.

The managing authority of OPEIC decided to reserve an envelope of approximately 5% for each objective to all ITI areas from their total EU allocation.

- **Operational Programme Transport (OPT)** (MT, 2014) declared that the ITI will be focused mainly on the implementation of more investment-intensive projects that have an impact on the area. It assumed

both the solution of traffic problems in the cores of metropolitan areas and agglomerations resulting mainly from the high concentration of population and economic activities (traffic congestion, removal of bottlenecks, etc.), as well as the solution of transport relations between the core (or cores) and its hinterland. Two priority axes were eligible for ITI use (1) infrastructure for rail and other sustainable transport and (2) road infrastructure on the TEN-T network and public infrastructure for clean mobility and road traffic management. All these axes were financed through CF.

Within the first axis the metropolitan areas could focus on (1) development and improvement of low carbon and more environmentally friendly transport systems (including low noise systems), including inland and maritime shipping, ports, multimodal connections and airport infrastructure, in order to promote sustainable regional and local mobility and (2) development and renewal of comprehensive, high quality and interoperable railway systems and support for noise reduction measures. The managing authority of OPT reserved envelope of 7,3% of total CF allocation for these objectives for ITI instrument.

The second axis planned to focus on (1) promoting a multimodal Single European Transport Area through investment in the TEN-T and (2) development and improvement of low carbon and more environmentally friendly transport systems (including low noise systems), including inland and maritime shipping, ports, multimodal connections and airport infrastructure, in order to promote sustainable regional and local mobility. The managing authority of OPT reserved envelope of 2,8% of total CF allocation for these objectives for ITI instrument.

- The last operational programme that identified eligible objectives and reserved an envelope for ITI was **Operational Programme Research, Development and Education (OPRDE)** (MEYS, 2018). This programme approached the territorial instruments as secondary means of distribution of ERDF and ESF funds. Its managing authority also imposed obligation - integrated strategies needed to be in line with Local and Regional Action Plans of Education Development and Regional Innovation Strategy documents. Overall, the managing authority of OPRDE reserved an envelope of 5,47% of total allocation for ITI use. It identified three priority axes eligible for ITI: (1) capacity building for quality research, (2) development of universities and human resources for research and development and (3) equal access to quality pre-school, primary and secondary education.

Within the first axis the metropolitan areas could focus on strengthening research and innovation infrastructure and capacities to develop excellence in research and innovation and supporting centres of expertise, especially those of pan-European interest.

In the second axis the interventions had to aim at (1) improving the quality and efficiency of and access to tertiary and equivalent education, especially for disadvantaged groups, in order to increase participation and educational attainment and (2) investing in education, vocational education and training for skills and lifelong learning by developing education and training infrastructure.

The third axis specified three objectives: (1) reducing and preventing early school leaving and promoting equal access to quality pre-school development programs, primary and secondary education, formal and non-formal education opportunities that allow reintegration into the education and training process, (2) combating all forms of discrimination and promoting equal opportunities and (3) socio-economic integration of marginalized groups such as the Roma.

The metropolitan goals of Brno Metropolitan Area for 2014-20 were implemented exclusively through ITI instrument and were specified in the 'Integrated strategy for ITI of Brno Metropolitan Area' (Brno, 2015). The metropolitan development goals had to correspond to the national and European goals identified for the ITI use. Therefore, the objectives and measures identified within the framework of thematic working groups (see chapter 3.1 above) represent sort of a compromise between the national and European objectives on the one side and the specific needs of the metropolitan area and individual local actors participating in the programming of the integrated strategy. They eventually focused on the following objectives axes and measures:

- (1) **transportation and mobility** (public transport terminals and park and ride systems; urban and suburban public transport infrastructure; means of public transport; traffic telematics and information systems; regional road network following the TEN-T network; bicycle and pedestrian transport);

(2) **environment** (water protection and purification; water supply; flood protection measures; flood prevention analysis, studies and plans; reduction of air pollution load of the territory; waste prevention; material and energy recovery of waste; areas and elements of residential greenery);

(3) **competitiveness and education** (infrastructure and services for innovation and new industries in Brno Metropolitan Area; support of innovation services and application of R&D results for companies in Brno Metropolitan Area; support of innovation services for start-ups in Brno Metropolitan Area; capacity building and quality of lifelong learning facilities; preschool education in Brno Metropolitan Area; key competencies from the beginning of education); and

(4) **social cohesion** (improving and developing a network of social and related services; replenishing the capacity of social services infrastructure; construction of social housing).

Table 5.1
Objectives of the EU cohesion policy in the metropolitan area

Instrument	Type of Fund(s)	Axis	Specific Objective
IROP	ERDF	<p>1 Competitive, accessible and secure regions</p> <p>2 Improving public services and living conditions for the inhabitants of the regions</p> <p>3 Good territorial management and streaming of public institutions</p>	<p>1.1 Increasing regional mobility through the modernization and development of regional road infrastructure networks following the TEN-T network</p> <p>1.2 Increasing the share of sustainable modes of transport</p> <p>2.1 Increasing the quality and availability of services leading to social inclusion</p> <p>2.2 Creation of new and development of existing business activities in the field of social entrepreneurship</p> <p>2.4 Improving the quality and accessibility of infrastructure for education and lifelong learning</p> <p>3.1 Streamlining the presentation, strengthening the protection and development of cultural heritage</p>
OPE	CF	<p>1 Improving water quality and reducing the risk of floods</p> <p>2 Improving air quality in human settlements</p> <p>3 Waste and material flows, environmental burdens and risks</p>	<p>1.1 Reducing the amount of pollution discharged into surface and ground water from municipal sources and the input of pollutants into surface waters</p> <p>1.2 Ensuring the supply of drinking water</p> <p>1.3 Ensuring urban flood protection</p> <p>1.4 Promoting flood prevention measures</p> <p>2.1 Reducing emission from local heating of households</p> <p>2.2 Reducing emissions from stationary sources</p> <p>2.3 Improving the system for monitoring, evaluating and predicting the development of air quality and related meteorological aspects</p> <p>3.1 Waste prevention</p> <p>3.2 Increasing the share of material and energy utilization of waste</p> <p>3.3 Reclaiming old landfills</p> <p>3.4 Completing the inventory and removal of environmental burdens</p>
OPEmp	ESF	1 Promoting employment and adaptability of the workforce	1.1 Increasing the employment rate of supported persons, especially the elderly, the low-skilled and the disadvantaged

Instrument	Type of Fund(s)	Axis	Specific Objective
		2 Social inclusion and the fight against poverty	2.1 Increasing the employability of people at risk of social exclusion or socially excluded in society and the labour market
OPEIC	ERDF	<p>1 Development of research and development for innovation</p> <p>2 Business development and competitiveness of SMEs</p> <p>3 Efficient energy management, development of energy infrastructure and renewable energy sources</p>	<p>1.1 Increasing the innovative performance of companies</p> <p>1.2 Increasing the intensity and effectiveness of cooperation in research, development and innovation</p> <p>2.1 Increasing the competitiveness of start-up and development of SMEs</p> <p>2.3 Increasing the usability of the infrastructure for business</p> <p>2.4 Increasing the capacity for vocational training in SMEs</p> <p>3.5 Increasing the efficiency of heat supply systems</p>
OPT	CF	<p>1 Infrastructure for rail and other sustainable transport</p> <p>2 Road infrastructures on the TEN-T network and public infrastructure for clean mobility and road traffic management</p>	<p>1.3 Creating conditions for greater use of multimodal transport</p> <p>1.4 Creating conditions for increasing the use of public transport in cities in electric traction</p> <p>1.5 Creating conditions for wider use of rail and water transport through the modernization of the transport fleet</p> <p>1.1 Improving infrastructure for greater competitiveness and greater use of rail transport</p> <p>2.1 Improving the intersection of centres and regions and increasing the safety and efficiency of road transport through the construction, renewal and modernization of motorways, express roads and TEN-T roads, including the development of ITS systems</p> <p>2.2 Creating conditions for wider use of alternative propulsion vehicles on the road network</p> <p>2.3 Improving traffic management and increasing traffic safety</p>
OPRDE	ERDF/ ESF	<p>1 Capacity building for quality research</p> <p>2 Development of universities and human resources for research and development</p>	<p>SO1: Improving the international quality of research and its results</p> <p>SO2: Capacity building and strengthening of long-term cooperation of research organizations with the application sphere</p> <p>SO3: Improvement of infrastructure for research and educational purposes</p> <p>SO1: Improving the quality of education at universities and its relevance to the needs of the labor market</p> <p>SO2: Increasing the participation of students with special needs, from socio-economically disadvantaged groups and ethnic minorities in higher education, and reducing student failure rates</p>

Instrument	Type of Fund(s)	Axis	Specific Objective
		3 Equal access to quality pre-school, primary and secondary education	<p>SO3: Improving the conditions for lifelong learning at universities</p> <p>SO4: Setting up and development of a system of evaluation and quality assurance and strategic management of universities</p> <p>SO5: Improving the conditions for research-related teaching and for the development of human resources in research and development</p> <p>SO1: Improving the educational infrastructure at universities in order to ensure high quality teaching, improving the access of disadvantaged groups and increasing the openness of universities</p> <p>SO1: Improving the quality of pre-school education, including facilitating the transition of children to primary school</p> <p>SO2: Improving the quality of education and pupil outcomes in key competences</p> <p>SO3: Development of a system of strategic management and quality evaluation in education</p> <p>SO4: Improving the training of future and starting pedagogical staff</p> <p>SO5: Improving the quality of education and training, including strengthening their relevance for the labour market</p> <p>SO1: Quality conditions for inclusive education</p> <p>SO1: Social integration of children and pupils, including the inclusion of Roma children in education</p>

Source: OPs documents, own elaboration

5.1.1 Funded measures: main sectors and spatial distribution

On the national level, the analysis of operational programmes showed that the largest share of the EUCP funds was dedicated to the ITI in metropolitan and urban regions from the Integrated Regional Operational Programme (IROP) while the other thematic operational programmes reserved smaller proportions of EU funds for the implementation through the ITI instrument (see Table 5.2). This can be explained in two ways. First, the managing authority of IROP (the Ministry for Regional Development) is the main national promoter of the metropolitan dimension. Second, the thematic scope of this operational programme is broad and the other programmes were acting as complementary sources of possible measures (and finances) to tackle the metropolitan regions problems and needs.

If we combine the allocated financial resources from the operational programmes, the infrastructure and transport was most supported (IROP, OPT) thematic within ITI regions, while the least supported were the environmental measures (OPE). However, the environmental thematic is included also in the preferences to sustainability of transportation modes (IROP, OPT) or to reuse of waste for further production (OPEIC). Important proportion of finances was dedicated to social cohesion and education projects (OPEmp, IROP, OPERD) as well as to the support of competitiveness (OPEIC, OPRDE, IROP).

In Brno Metropolitan Area, the measures within the main thematic sectors of interventions sought financial resources from 5 national operational programmes (IROP, OPE, OPEmp, OPEIC and OPT). The distribution of funds within the thematic interventions roughly corresponds to the national distribution of EU funds (Table 5.3). The largest share of resources was planned for interventions in mobility and transport axis and the smallest in the environmental axis. The table also shows the mixture of operational programmes and their priorities that finance individual thematic axis in Brno Metropolitan Area. In practice, the planned amount of

allocation for the main sectors of interventions was not only the outcome of the bottom-up planning at the metropolitan area as it largely depended on the discretion of managing authorities of operational programmes. In the case of environment, despite the management of the ITI emphasized the importance of environmental interventions for the metropolitan area development and the applicants from the Brno Metropolitan Area proposed enough potential projects for the ITI, the OP's decision did not allocate sufficient budget to implement all the possible environmental projects proposed within the ITI of Brno Metropolitan Area.

Table 5.2
ITI share from total OPs EU allocations on the national level

Operational Programme	Total EU allocation (EUR)	Share (%)
IROP	4 763 230 350	12,88
OPE	2 789 613 538	0,65
OPEmp	2 386 158 492	0,90
OPEIC	3 850 109 773	5,62
OPT	4 559 769 999	4,5
OPRDE	1 518 174 825	5,47

Source: Operational programmes documents, <https://cohesiondata.ec.europa.eu/programmes>, own calculations

Table 5.3
Planned investments according to thematic axis in BMA

Thematic axis	Total EU allocation (EUR)	Engaged OPs
Mobility & transport	144 149 139,6	OPT (1.4, 2.3) IROP (1.2, 1.1)
Competitiveness & education	39 502 868,1	OPEIC (1.2) IROP (2.4)
Social inclusion	32 459 790,8	IROP (2.1) OPEmp (2.1.1)
Environment	19 120 458,9	OPEIC (3.5) OPE (1.3, 3.2)

Source: Brno, 2015; own calculations. The currency was converted according to the Czech National Bank on 10 March 2021

As of February 2021, the share of the committed financial allocation of all projects in relation to the total allocation of the Integrated Strategy of the Brno Metropolitan Area reached 86.49%. From the total of 120 projects, which represent this share of committed financial allocation, 44 projects (36.67%) are realized within the social cohesion axes, 34 projects (28.33%) within the transportation and mobility axes, 28 projects (23.33%) within the competitiveness and education axes, and 14 projects (11.67%) within the environment axes (interactive maps of projects - <https://mestobno.maps.arcgis.com/apps/webappviewer/index.html?id=43dcfc33306f4348be030211bf264b43>).

In terms of geographical spread of EUCP funding (Map 5.1, 5.2), the analysis of committed financial allocations data showed that in 2014-2020, the core of Brno Metropolitan Area, i.e. the City of Brno received almost ¾ of total number of projects realization and of committed financial resources (Table 5.4). At the territory of

the City of Brno, 84 projects out of 120 were implemented with committed EU allocation of almost EUR 153 million, while in the case of periphery the number of projects was 36 with approximately EUR 39 million.

If we consider the individual thematic axes, the spatial distribution of committed EU allocations does not substantially vary. The majority of funding is localized in the core, i.e. in Brno. Specifically, in the environmental axis 100% of EU funds are allocated to projects in the City of Brno, i.e. in the core of metropolitan area. In terms of the number of projects, majority is located in the core except mobility and transport axis where the spatial distribution is territorially balanced with 17 projects in both core and periphery/hinterland of Brno Metropolitan Area (Map 5.1).

Table 5.4

Localisation, thematic axis and EU resources of committed financial allocations in BMA

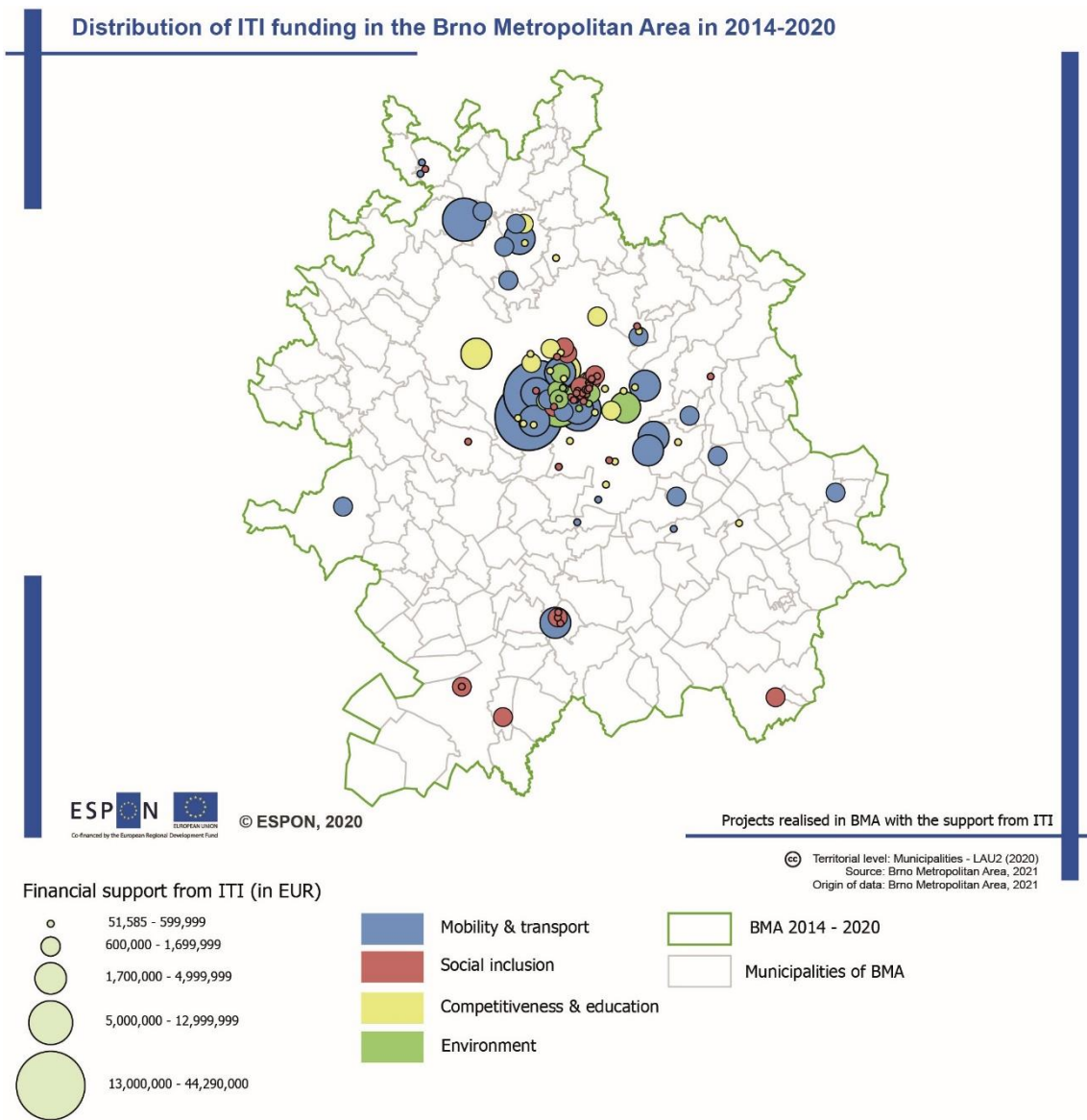
Thematic axis	Total EU allocation to core (EUR)	Total EU allocation to periphery (EUR)	Number of projects (core)	Number of projects (periphery)
Mobility & transport	101 289 898,7	28 128 157,89	17	17
Competitiveness & education	19 146 047,33	3 085 252,07	22	6
Social inclusion	14 574 605,44	7 710 936,31	31	13
Environment	17 793 346,85	0	14	0
Total	152 803 898,32	38 924 346,27	84	36

Source: Brno, 2015; own calculations. The currency was converted according to the Czech National Bank on 10 March 2021

While the spatial distribution of EU CP support through ITI projects measured through EUR per capita shows spatial variance within the Brno Metropolitan Area, the dominance of the City of Brno is not striking with the area of Kuřim (administrative district of municipality with extended powers) outpacing Brno with the intensity of support (Map 5.2).

Map 5.1

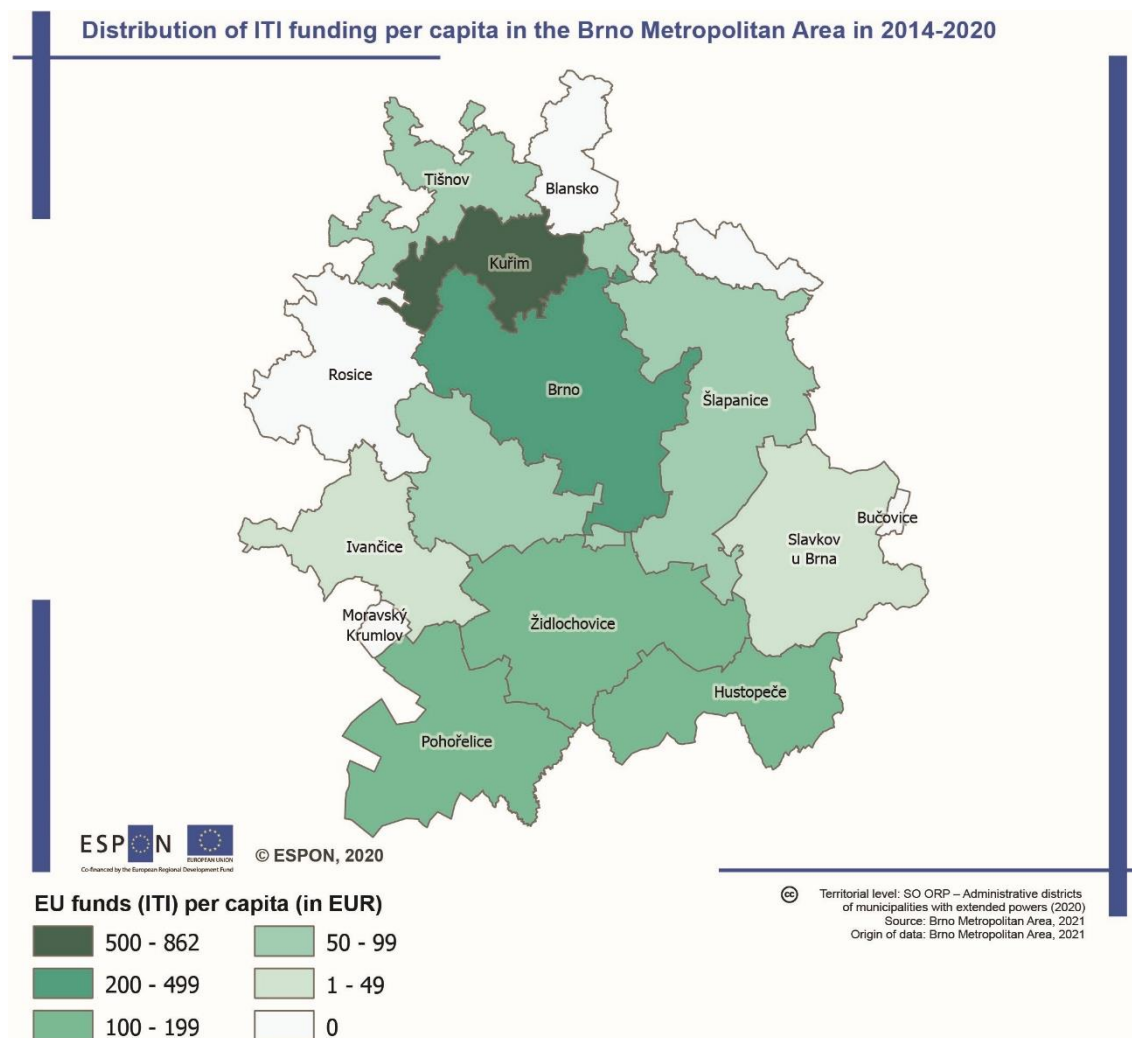
Distribution of funding in the Brno Metropolitan Area in 2014-2020



Source: authors' own elaboration

Map 5.2

Distribution of ITI funding per capita in the Brno Metropolitan Area in 2014-2020



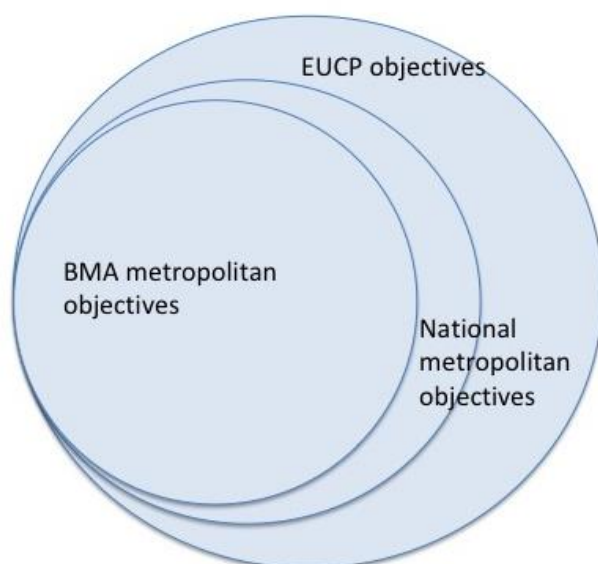
Source: authors' own elaboration

5.2 Coherence and synergies with metropolitan objectives and instruments

As for the period 2014-2020, the goals of metropolitan cooperation were in total coherence with the EUCP objectives, as the metropolitan cooperation was defined by the ITI implementation (see also chapter 3.1). According to the Brno Metropolitan Area integrated strategy, the metropolitan actors identified problems and needs in the metropolitan territory and found ways how to tackle them through the objectives of the EUCP. As it was for the first time that the metropolitan actors could act together to solve their problems, the EUCP funding greatly addressed the main problems.

With the evolution of time, experiences and preparation work for upcoming programming period, the metropolitan actors started to identify further needs that they may tackle in the future. Possibly, these may start to diverge from the EUCP objectives, as the national plan is to allow the metropolitan actors to build their interventions also on other financial resources than those reserved for ITI (MRD, 2020).

Figure 5.1
Coherence and synergies between EUCP and metropolitan objectives



Source: own elaboration

5.2.1 Alignment with the goals defined in metropolitan instruments

Regarding the process of how the metropolitan objectives were identified, there is a coherence between the metropolitan development goals and the EUCP goals. They also tend to be coherent with goals defined at the national and regional levels (Brno, 2015).

5.2.2 Thematic priorities

The thematic priorities for metropolitan cooperation (see above) are based on the EU, national and regional cohesion policy priorities in fields of infrastructure, transportation, social cohesion, education. In the field of economic development/competitiveness the metropolitan objectives cover only a small part of measures defined on the national and regional level.

The coherence was achieved by the exclusivity of metropolitan cooperation for EUCP frame. The respective operational programmes imposed obligatory implications, such as the OP Research, Development and Education that made obligatory for individual ITI integrated strategies to be in coherence with respective Regional Innovation Strategy and Local Action Plans for Education Development.

As of February 2021, in the Brno Metropolitan Area 120 projects were accorded EUCP finances through ITI within these thematic priorities.

Challenges and critical elements

- Nearly absolute alignment and coherence of metropolitan objectives with EUCP objectives defined within the frame of ITI, which facilitated the initial support for and institutional framing of metropolitan agenda in the period 2014-2020, may represent a critical element for the future of metropolitan governance and cooperation in metropolitan areas and urban regions and specifically in Brno Metropolitan Area.
- The critical issue is whether the implementation of the ITI sufficiently stimulated the metropolitan actors and stakeholders to cooperate also without the EUCP stimuli.

5.2.3 Funding magnitude

In the Brno Metropolitan Area case, this is a bit difficult to compare quantitatively as there is not official budget outside the EUCP. Taking account of the available data, this analysis was based on data describing the amounts and shares of different actors (EUCP and metropolitan actors' resources) in the total planned budget of Brno Metropolitan Area integrated strategy (see Table 5.5).

The amount of EU funds flowing to the Brno Metropolitan Area can be documented with the 'metropolitan financial envelope' for Brno Metropolitan Area which is more than 230 million Euros that covers approx. 66% of planned expenses. Compared to previously non-existing metropolitan finances, this envelope represented important financial incentives for metropolitan actors. The metropolitan actors (such as region, municipalities or other organizations) who benefit from this envelope for their project proposal participated with less than 32% of the total planned expenses of the strategy.

The share of EU allocations varied between individual operational programmes and their specific objectives: from the highest in OPT (89,47%), IROP (85%) and OPEmp (85%) to the lowest in OPEIC (40%) and OPE (40%).

Table 5.5

Share of EU funds and beneficiaries per operational programme priority compared to the total planned expenses

Operational Programme	Specific Objectif	Total planned expenses (EUR)	Share of EU allocation on total planned expense (%)	Share of beneficiaries on total planned expenses (%)
IROP	1.1	17 995 726,02	85	10
	1.2	33 741 986,28	85	10
	2.1	26 993 589,02	85	10
	2.4	21 729 839,16	85	10
OPT	1.4	134 397 705,54	60,31	39,69
	2.3	21 369 924,64	89,47	10,53
OPEmp	2.1.1	5 466 201,78	85	7,5
OPE	1.3	14 021 664,24	60	40
	3.2	7 648 183,56	40	60

Operational Programme	Specific Objective	Total planned expenses (EUR)	Share of EU allocation on total planned expense (%)	Share of beneficiaries on total planned expenses (%)
OPEIC	1.2	45 113 957,93	46,62	51,28
	3.5	19 120 458,89	40	60
Total		347 599 237,06	66,27	31,89

Source: Brno, 2015; own calculations. The currency was converted according to the Czech National Bank on 10 March 2021

Challenges and critical elements

- The full dependence of metropolitan agenda on EUCP finances and allocations provide from the ITI instrument and accorded from the national level (managing authorities of individual operational programmes) rises a question, whether the sole alignment of metropolitan development with EUCP financing through ITI instrument will stimulate the metropolitan actors and stakeholders to think and act behind the EUCP ITI frame.

5.3 Outcomes

Starting to actually 'do' the metropolitan development in a frame of cooperation of a variety of actors, the EUCP greatest outcome and added value was the arrangement of metropolitan organization and functional mechanism that enabled to tackle the metropolitan development, specifically, through integrated projects.

Integrated projects were understood as being based on metropolitan cooperation and integration principles - territorial, material, financial and organizational. The integrated projects move forward the development policy and planning in the entire metropolitan area as they often amalgamate several different project proposals and different actors standing behind them and lead to coordinated implementation, higher efficiency and mutual synergies based on consensus of multiple actors in the metropolitan territory. In the frame of ITI mechanism these various actors were related together to discuss and pursuit the implementation of integrated strategy prepared, negotiated and agreed on partnership principles. The integrated projects could apply for financial resources from different operational programmes that reserved their financial envelope for ITI Brno Metropolitan Area. In order to implement integrated projects in practice, it required good project preparation, proactive approach and advanced project management skills to accomplish projects realization.

The ITI manager office as a good practice emphasizes and promotes five integrated projects that contributed to solve problems of several involved parties: the transfer terminal in Židlochovice; networks of cycle paths in Šlapanice; hospice of St. Elizabeth; Czech Cybersecurity Center; and new district of Trnitá (<https://metro-politni.brno.cz/uspesne-projekty/>).

Table 5.6
Successful outcomes

Action	Field	Outcome	Added value	Role of the metropolitan institution
Building a transfer terminal	Infrastructure and transport	Better connection of the hinterland to the core centre	Junction of multiple projects linking multiple modes of transport	Enabling, coordinating and integrating individual projects into one integrated project

Action	Field	Outcome	Added value	Role of the metropolitan institution
Designing a networks of cycle paths	Infrastructure and transport	Better connection of the hinterland to the core centre	Junction of multiple cycle path projects supporting environmentally friendly mode of transport	Providing a frame for the actions of the special purpose associations of municipalities
Planning of a new district	City planning, Infrastructure and transport	Improvement of problematic zone of bus station in the core city	Junction of multiple development projects dealing with the principle issues in the area	Enabling, coordinating and integrating individual projects into one integrated project
Improving infrastructure of hospice in the core city	Health and social services	Renovation of the building increasing the bed capacity and diversifying the portfolio of services	Junction of two independent project	Enabling, coordinating and integrating individual projects into one integrated project
Developing a science park in the core city	Competitiveness, Infrastructure	Formation of 'innovation district' specialised on cybersecurity	Strengthening Brno's position within the Czech Republic and internationally	Providing a frame for these projects in coordination with Regional Innovation Strategy

Source: own elaboration

5.3.1 Transfer terminal in Židlochovice

Transfer terminal in Židlochovice is an example of crucial transport infrastructure build in the suburban hinterland of Brno (approximately 20 km from the city). Large proportion of the local inhabitants from town Židlochovice and surrounding villages commute daily to the city of Brno to their jobs and schools. Thanks to the Cohesion Fund, the line between Hrušovany u Brna and Židlochovice has been modernized and electrified, which increased the efficiency of this railway connection in terms of speed and frequency. Simultaneously with the modernization of the railway line, a transfer terminal was constructed in Židlochovice as modern hub that links train, bus, private car, bicycle and pedestrian traffic¹⁰. Passengers from town and nearby villages can use the park and ride free of charge or place their bikes in stands and continue their journey to Brno by train or bus. The terminal has, of course, wheelchair access. Projects like this one, will be in the focus of metropolitan cooperation also in the future to enhance efficient mobility within the metropolitan labour market through efficient transport connection and commuting between the core city of Brno and towns and villages in wide suburban hinterland.

¹⁰ This example also shows the effects of multiple financing from national OPs and through the frame of ITI of Brno Metropolitan Area that finally bring synergetic effects in efficient connection of suburban sub-centre to the core city.



5.3.2 Networks of cycle paths in Šlapanice

Networks of cycle paths in Šlapanice is another project in the hinterland of the core city of Brno. The rationale is that the cycle paths improve transport links between municipalities and allow people in neighbouring municipalities to travel to work and school. Bicycling is a more environmentally friendly mode of transport in comparison with individual car transport and at the same time it has positive health effects and improves the quality of life of the inhabitants in the Brno Metropolitan Area. In this project, more than 20 municipalities associated in voluntary union of municipalities Šlapanicko (see chapter 3.1.1) pursued the construction of new sections of cycle paths in the Šlapanice area to increase mutual connectivity. The completion of over 11 km of new cycle paths connects in a network several municipalities of Telnice, Sokolnice, Kobylnice, Ponětovice and Šlapanice with Brno neighbourhoods of Slatina and Černovická terasa including connections to the existing sections of international path from Brno to Vienna. Furthermore, the enlargement of network continues with construction of connecting paths to Blažovice and Prace. Similar, yet smaller projects were realised in Kuřim area, where it will provides connection with Lipůvka and the industrial zone in Kuřim. Another example is a cycle path between Slavkov u Brna and Hodějice that diverted bicycle traffic from the busy E50 road.



5.3.3 New district of Trnitá

New district of Trnitá is the third example of integrated intervention in the field of infrastructure and mobility. This project in the city of Brno tackles three principle problems related to the central bus station Zvonařka. First, the bus station is undersized and outdated, but has to handle around 1,000 buses and more than 25,000 passengers a day. Second, the access to Zvonařka is complicated by massive traffic congestions of neighbouring Plotní and Dornych streets. This is fuelled by a tram line that leads through busy crossroads. At the same time, the tram just passes around without serving the bus station, so passengers have to access the bus station by an overpass. The tram line will be moved from Dornych Street to Plotní Street, where the Zvonařka stop will be created. The Plotní tram will give passengers better access to the bus station and create the basic conditions for the further development of this area. This will free up the space on Dornych Street for the creation of a four-lane road that will handle the onslaught of cars from the centre of Brno to the south. The intersection of Dornych and Zvonařka streets will also be rebuilt and will better handle the heavy traffic after the removal of the tram loop. New Park and Ride car parks, Kiss and Ride quick car stops and dozens of cycles stands on site will be added. Third issue in the area are obsolete steam pipelines in the underground that need to be replaced by hot water pipelines.



5.3.4 Hospice of St. Elizabeth

Hospice of St. Elizabeth (city of Brno) is an example of integrated project that improves health and social services. This established hospice assists the terminally ill and their loved ones: provides inpatient hospice and counselling for patients and people caring for a sick person. It also provides home hospice services, thanks to which patients receive palliative care at the end of life in their home environment. Similarly, there is a relief service that provides people with reduced self-sufficiency with assistance with common tasks, such as hygiene, dressing, eating or independent movement. The integrated project joins two different interventions. The first, infrastructure project has two parts, the reconstruction of the northern wing of the monastery of St. Elizabeth and the completion of the so-called corner, which will provide suitable conditions for the development of hospice social services. The northern wing of the monastery has not been used yet, but after the reconstruction, a space for 23 beds of the residential relief service will be created, which will significantly increase its capacity. The second project has a non-investment character and focuses on improving social services.



5.3.5 Czech Cybersecurity Center

Czech Cybersecurity Center represents the fifth successful example of an integrated project. Located in the city of Brno, this integrated project joins two projects focused on cybersecurity. CERIT Science Park II will be newly built in the IT CAMPUS CITY CENTER area in the Šumavská - Botanická - Hrnčířská area, and the Čichnova Brno Secondary School will have a unique technological center for cyber security and information and communication technologies (ICT). CERIT Science Park II follows on from CERIT Science Park I, which has been in operation since 2014 and whose capacity is already full. CERIT Science Park II will be a business incubator for innovative start-up companies focused on security research and development, which will help strengthen Brno's position within the Czech Republic and internationally. Its opening is scheduled for spring 2022.



Challenges and critical elements

- Organization of integrated projects or projects led by the voluntary association of municipalities asks for good project preparation, proactive approach and good project management skills in order to successfully manage the realization
-

5.4 The impact of the EU cohesion policy in the COVID-19 emergency

There has been no specific instrument dedicated to the treatment of COVID-19 pandemic at the scale of metropolitan areas whether designated at the national level of public policies or on the scale on metropolitan areas and specifically at Brno Metropolitan Area. There was no EU funded project (or funded from national, regional or local resources) related to COVID-19 pandemic prepared or run by the metropolitan institutional structures at Brno Metropolitan Area.

While there was no explicit use of EUCP funds in the immediate reaction on the pandemic situation affiliated with the metropolitan scale of governance, there is rationale to involve metropolitan scale of development, planning and governance in the reaction to the long term economic and social consequences of COVID-19 pandemic. These consequences of the impact of pandemic situation on economic and social development are addressed by the EU Recovery and Resilience Facility (RRF) and support provided within the frame of national recovery and resilience plans.

The National Recovery Plan: Plan for recovery and resilience of the Czech Republic (MIT 2021) has been approved by the European Commission in July 2021. It was prepared under the leadership of Ministry of Industry and Trade of the Czech Republic with contributions from other government ministries. After initial avoiding any consultations with regional and local governments, the major cities that are cores of metropolitan areas and settlement agglomerations and also the holders of ITI have since spring 2021 gained limited opportunities to comment upon the priorities of the national recovery plan and articulate their positions reflecting urban and metropolitan development priorities. The recovery plan placed the priority to green transformation and digitalization. The specific input from the Ministry for Regional Development that targeted urban development was directed towards brownfields regeneration. Until the last version of the draft that

went into interdepartmental proceedings, the recovery plan included the component of brownfields revitalisation was dropped from the final version of the plan.

The approved National Recovery Plan: Plan for recovery and resilience of the Czech Republic worth of €7.1 billion is organised around six pillars: digital transformation, green transformation and physical infrastructure, education and the labour market, R&D and innovation, public administration and health. The Czech national recovery plan, however, does not include any measures specifically targeted to urban or metropolitan development. The approved recovery plan explicitly states that its goals are nationwide and shall rather contribute to the convergence of non-metropolitan regions to the level of development and infrastructure provision in metropolitan regions of Praha, Brno and Ostrava.

Challenges and critical elements

- Territorial dimension has not been explicitly pronounced during the drafting of the National Recovery Plan. The instrument does not articulate and utilise the role of metropolitan areas as important vehicles in the implementation of National Recovery Plan and achievement of the Green Deal and digitalization objectives while managing the national recovery from Covid-19 impacts and fostering national resilience.

5.5 The impact of the EU cohesion policy on metropolitan governance and cooperation

As already mentioned above, in the case of Brno Metropolitan Area and in the Czech Republic in general, the EUCP played a crucial role in inducing the metropolitan arrangements and in fostering cooperation therein through its funds. It stimulated cooperation, partnerships and joint vision and strategy making on the metropolitan level. For more details see chapters 3.1, 3.2, 4.1, 4.2 and 4.5. Nevertheless, despite the large delimitation of the BMA area (covering more than 170 municipalities) the active core of metropolitan actors explicitly gathers only 7 biggest municipalities in the organisation structure of metropolitan arrangements. Other municipalities need to be proactive to engage in the working group discussions. In 2014-2020, the EUCP had impact on all themes identified for the metropolitan cooperation (see chapter 5.1, 5.2).

If there was no EUCP funding and ITI framework, it would be likely that the metropolitan governance structure would not really exist. In the other case, if more policy competences and funding is devolved to metropolitan bodies, the Brno Metropolitan Area is all what they ask for. In particular, they along with other ITI representatives try to negotiate higher financial allocations from operational programmes in the upcoming period. In terms of more policy competences, the question is more complicated, as the metropolitan body has not legal position and the metropolitan actors are only voluntarily joint together. Therefore, in order to be able to manage more policy competences, the metropolitan arrangement needs first, perhaps, make clear enough for all actors how it is supposed to work, under what conditions and with what cost and benefits for whom.

Challenges and critical elements

- High dependence on EUCP finances making the main critical element a case when less or very little financial resources from EUCP would flow to the metropolitan area through the metropolitan body.
- Thus, the main challenge is to learn and establish the metropolitan level of cooperation in the mindset of actors as a 'normal' practice which does not depend only on EUCP impulses.

RECOMMENDATIONS

- Organization of integrated projects or projects led by the voluntary association of municipalities asks for good project preparation, proactive approach and good project management skills in order to successfully manage the realization. Establishing a role of integrated project manager?
- The main challenge is to learn and establish the metropolitan level of cooperation in the mindset of actors as a 'normal' practice which does not depend only on EUCP impulses.

6 Main challenges and recommendations

6.1 Metropolitan governance and the EU Cohesion Policy in the Czech Republic and Brno metropolitan area: summary of the main findings

Metropolitan governance initiation by the EUCP

The **Brno Metropolitan Area (BMA)** was established in 2013 for the purpose of the implementation of **Integrated Territorial Investment (ITI)** instrument of the EU cohesion policy (EUCP) in 2014-2020. This continues in the current planning period of 2021-2027. The EUCP emphasis on the integrated development in the metropolitan and urban regions supported by the financial incentives anchored by the ITI instrument initiated a **significant shift in national policies**. The concept of metropolitan and urban region and area became established in national strategic policy-making in regional and urban policy and spatial planning. Regional policy broadened former support provided to disadvantaged and lagging areas through the recognition of the role of major urban centres and their regions including the stimulation of territorial cooperation in these areas. This policy shift has led to the adjustments in other national strategic policies and planning instruments, in particular in the Spatial Development Policy of the Czech Republic, the key national document in spatial planning, and in the national Concept of Urban Policy that began to accentuate the role of metropolitan areas in national development.

At present, Brno Metropolitan Area's territory of 1,978 km² is composed of **184 municipalities**, ranging from a dense urban core to small industrial towns and rural municipalities in the hinterland. Its delimitation is based on **functional urban area** of Brno municipality reflecting functional relations such as job commuting, commuting to schools, migration flows, accessibility by individual car transport and accessibility by mass transit. However, this territorial unit is not represented by any government institution with direct legal government rights over the territory of the BMA.

The **organisational arrangement of metropolitan governance** consists of Steering Committee and the office of the ITI manager was established for the purpose of ITI implementation at metropolitan territory of BMA. The Steering Committee is a coordinating body composed of representatives from selected municipalities in BMA and other actors with the scope of their activity in the metropolitan area. The ITI manager office deals with all the requirements needed to implement the ITI instrument. The management of BMA also involves thematic committees that serve for the identification and discussion of ITI and metropolitan development objectives.

These metropolitan bodies do not have any own budget. They oversee the allocation of the EUCP funds provided through the ITI instrument. Their decisions also do not have any binding powers towards local or regional governments in the metropolitan area. However, since their establishment in 2014, these **metropolitan "institutions" has developed as territorially based entities with specific governance mechanisms that serve as intermediary bodies between national and local governments**. In other words, they are now subjects of both, top-down policies of the European Commission and national governments and, at the same time, they serve as organizational framework for bottom-up activities enhancing intra-metropolitan coordination and cooperation.

EU Cohesion policy empowers metropolitan actors

The involvement of metropolitan institutions in the decision-making about the EUCP implementation in the country is limited to a single instrument of the EUCP, i.e. to **Integrated Territorial Investments**, implemented within the framework, guidance and approval by the national government. In the Czech Republic, the main actors who programme the EUCP and manage the ESI Funds are individual ministries of

the national government, with the Ministry for Regional Development as the leading institution of the institutional architecture and development of the EUCP documents and other ministries as managing authorities of operational programmes. The operational programmes are produced on the national level¹¹.

To assure the **implementation of territorial dimension within EUCP, the top-down and bottom-up interaction between national government and territorial partners** is organised in the form of national and regional discussion platforms named National and Regional Standing Conference. National Standing Conference contributes to ensuring the interconnection and coordination of the state and territorial partners in the implementation of the Partnership Agreement, programmes co-financed by the ESI Funds and integrated instruments of ITI and CLLD. It includes three chambers. First, the Regional Chamber is composed of delegates from the Regional Standing Conferences. Second, **the Chamber of ITI is composed of representatives of individual ITIs**. The third Chamber of the CLLD is composed of 13 representatives of the regional networks of the local action groups, representing the implemented CLLD. This mechanism allows the metropolitan institutions active involvement in the design of the EUCP national framework and its priorities.

Regional Standing Conferences are organised for each administrative region to ensure the fulfilment of the objectives of the Strategy of Regional Development of the Czech Republic and the EUCP. They are established on the principles of partnership and are composed of representatives of regional and local governments and other public administration bodies, economic and social partners, bodies representing civil society and the Agency for Social Inclusion. Regional Standing Conferences include **representatives of major cities, that are the holders of the ITI and key actors in metropolitan coordination and cooperation**. Therefore, indirectly, they may also act in favour of metropolitan agendas¹².

The ITI instrument for integrated development of specific territory, in our case of metropolitan areas and urban regions, **empowers its holders to programme, manage and implement EUCP 2014-2020, however, within the scope of objectives defined by individual national operational programmes**. Metropolitan institutions design the integrated metropolitan strategy, that, however, needed approval from the Ministry for Regional Development. While involving bottom-up initiative, the process is top-down driven and controlled. In terms of granting financial allocation from operational programmes¹³, the metropolitan areas depend on the approval of their integrated strategies from the respective managing authorities of individual programmes. Also, they dispose little control over the management of these allocations. The Steering Committee 'only' provides statements on compliance of individual projects with the integrated metropolitan strategy. These projects still need approval by respective managing authorities (or intermediate bodies) of operational programmes. Therefore, the main role of ITI metropolitan institution is in promoting the specific ITI envelope among the variety of actors and stakeholders who are the project applicants.

Metropolitan development objectives beyond EU Cohesion Policy

Since 2020, the activities of the Steering Committee, ITI manager office and, also, thematic committees of BMA (and also in other ITI regions) has been moving beyond the scope of the ITI instrument, **towards more indigenously embedded metropolitan cooperation**. This wider role of metropolitan coordination is for the planning period 2021-2027 **supported and stimulated by the top-down national government directives**, specifically from the regional policy of Ministry for Regional Development, as well as by **bottom-up interests and initiatives of the major and core cities** (and their mayors) of metropolitan and urban areas, that are the holders of the ITI.

¹¹ The exception was OP Prague Growth Pole in EUCP 2014-2020.

¹² However, it has to be noted, that representatives of regions and those defending interests of non-metropolitan (non-ITI) municipalities see the ITI instrument and any financial support to metropolitan areas as an extraordinary and unequal preference to metropolitan areas while omitting needs of the peripheral areas (despite, there are instruments explicitly aimed at less developed and lagging regions).

¹³ In 2014-2020, an envelope of financial allocation for the ITI was granted by the agreement between the Ministry for Regional Development and concerned individual ministries, who are managing authorities of six national operational programmes: Integrated Regional Operational Programme, OP Environment, OP Employment, OP Entrepreneurship and Innovation for Competitiveness, OP Transport, OP Research, Development and Education.

While in the period of 2014-2020, when we could see the emergence and consolidation of metropolitan institutions, they primarily served to implement the EUCP instrument of ITI, and thus objective defined within the frame of the EUCP, at present we can see first **steps to define metropolitan objectives without limitations given by the scope of the EUCP and respective national operational programmes** that provide support to projects implemented within the ITI scheme. We can assess that in the 2014-2020 period, the local governments and other actors in metropolitan areas and urban regions, that implemented the ITI, have established initial organisational structures and learned procedural practices towards metropolitan coordination and cooperation, which now they can begin to use to negotiate, define and realize developmental objectives that do not necessarily fall within the EUCP ITI scheme.

Up to present, the participation in metropolitan cooperation has been primarily driven and motivated by the availability of the EUCP finance through the ITI instrument to reach the individual goals of actors. The key challenge for the 2020s is to **overcome the current state-of-mind and shift metropolitan cooperation towards long-term planning and realization of common metropolitan objectives**. The present situation with the dominant reliance of metropolitan cooperation on the EUCP (ITI) sources shall **move towards multisource financing including substantial proportion of local financing and explicit national support**. The metropolitan governance can consolidate and planning and cooperation can be enhanced and sustained through finding arrangements towards common metropolitan fund or budget to fulfil the metropolitan strategic priorities by own means, at least partially. This however requires to design and empower the institutional framework for metropolitan governance that would guarantee the representation on behalf of all municipalities in metropolitan area, respectively actively involved and participating in metropolitan cooperation.

Challenges and Recommendations

In the Czech Republic we could since 2014, observe developments in favour of the establishment of metropolitan areas and urban regions as legitimate subjects in national territorial/spatial, regional and urban development. However, their position is still fragile as they do not have any legal status and decision-making powers in terms of territorial governance (**Challenge #1**). Therefore, the key recommendation for both national governments and metropolitan stakeholders is: use the outstanding window of opportunity in 2021-2027 period when the EUCP supports the metropolitan co-operation to enhance institutionalization of metropolitan governance and planning in Czech metropolitan and urban regions (**Recommendation #1**).

While the metropolitan areas in the Czech Republic were primarily established to manage the EUCP, and specifically the ITI instrument, they also became an integral part and subject of national (top-down) policies. However, their reflection in national decision-making varies and is not fully appreciated as one of the key aspects of territorial dimension of public policies (for instance, metropolitan areas are not considered as important entities and subjects in the National Recovery Plan) (**Challenge #2**). The continuing EUCP support to the metropolitan governance, co-operation, planning and integrated development in 2021-2027 shall be fully used to establish and retain metropolitan areas (and urban regions of non-metropolitan cities) as the key territories for the territorial dimension of national public policies (**Recommendation #2**).

Metropolitan areas (and urban regions) are now embedded within the regional policy (national Strategy of Regional Development) and spatial planning (national Spatial Development Policy). The national regional policy is following the priorities of the EUCP. It is directed towards the actors in territories and supports them primarily through financial incentives. The spatial planning policy impacts the territorial arrangements through land use regulation. While both these areas of public policies are complementary, they do not use the same concepts and vocabulary and retain themselves as parallel institutional cultures instead of utilising mutual synergies (**Challenge #3**). Coordination between national regional policy and national spatial planning policy is needed to stabilize and firmly establish the position of metropolitan areas in national regional and spatial policies (**Recommendation #3**).

Since 2017, the national urban policy has emphasized the role of metropolitan areas and urban agglomerations in national development. However, up to now, it has not paid attention to the intra-metropolitan cooperation and issues of (intra-)metropolitan development (**Challenge #4**). As the new Concept of National Urban Policy is under preparation, it is advisable that it does reflect the experience from metropolitan cooperation, planning and development during 2014-2020 and reflect them in national urban policy priorities and measures in a way that will encourage local actors to use it in practice (**Recommendation #4**).

As the metropolitan areas and urban regions are now firmly related to the EUCP ITI instrument, there is risk, that with the change in the EUCP instruments, the political support for these territorial entities may fade away (**Challenge #5**). Therefore, already now efforts shall be made in terms of forward looking practices that will help to assure that metropolitan areas (and urban regions of non-metropolitan cities) will be retained as the key territories for placed based policies within the national regional policy (Regional Development Strategy), even after the current EUCP planning period (**Recommendation #5**).

Up to now, the metropolitan governance and cooperation has been primarily top-down driven. The national government selects core cities, delimits territory of metropolitan areas and settlement agglomerations and defines the mechanisms of metropolitan institutional arrangement for the implementation of metropolitan coordination for the sake of ITI implementation. However, this provides mechanisms that enable bottom-up identification of metropolitan development priorities (of course, that shall correspond to national and European goals). The key challenge is to strengthen and empower the institutional framework for local bottom-up initiative to address key metropolitan issues, trends and challenges (**Challenge #6**).

Therefore, and similarly like at national level, this outstanding window of opportunity in 2021-2017 period shall be utilised to enhance the metropolitan governance and cooperation at the scale of metropolitan areas and urban regions of non-metropolitan cities (core cities and municipalities in their hinterland) to become self-standing, autonomous and independent from the EUCP (**Recommendation #6**). While the EUCP can and shall continue its preference for the integrated development of metropolitan areas, the metropolitan cooperation shall be primarily the interest of local, regional and national stakeholders.

At present, there is no mechanism that would guarantee the participation of all concerned municipalities (their local governments) in metropolitan governance. Only small fragment of local governments who are members of Steering Committees are actually involved in the design, planning and management of metropolitan coordination. Majority of other municipalities are mere subjects of metropolitan ideas and opportunities they can adhere to or comment, however, without any legal assurance that their position will be accounted for (**Challenge #7**). The legal organizational framework shall be established in national legislation, that will suite to the metropolitan co-operation independently of the existing ITI scheme and will ensure the metropolitan governance based on voluntary participation of municipalities in bottom up driven metropolitan cooperation, that will at the same time assure obligations towards the fulfilment of common metropolitan goals (**Recommendation #7**).

The ongoing discussions about the paths of metropolitan institutionalization emphasize either quasi-governmental body of Metropolitan Development Agency or voluntary Metropolitan Union of Municipalities. While the development agency would rather represent an executive organisation for coordination and implementation of national and regional policies as well as of metropolitan goals, the union of municipalities would be a body representing the local governments and their stake in metropolitan development. While municipalities in metropolitan area significantly differ quantitatively in their population, economy, territory and geographic position, all of them have the same legal status and rights over the development of their territory in terms of planning and decision-making. The key challenge is how to reconcile the need for effectiveness of metropolitan executive and at the same time legitimacy of political representation in the context of unequal size and significance of municipalities and their governments and need for equity in decision-making (**Challenge #8**). It seems that both organisation arrangements will be needed, Metropolitan Union of Municipalities as legitimate political body representing metropolitan self-government that would define, approve and guarantee the legal status and acceptance of metropolitan objectives and Regional Development Agency as the executive organisation providing the professional and administrative support for planning and implementation of metropolitan objectives (**Recommendation #8**).

At present, the key advocate for metropolitan governance and planning is the office of ITI manager. The ITI manager is an administrative position within the organisational administration of the town hall of the city, that is the holder of the ITI instrument. In terms of its decision-making powers and legitimacy it is subjected to the leadership of city local government, specifically to the city mayors and/or their deputies. To advance the role and position of Brno Metropolitan Area and other metropolitan areas and urban agglomerations in the country, there is need to enhance the metropolitan leadership (**Challenge #9**). First is the clarification of the position and the role of the key spokesperson: whether this is a politician (who primarily represents a city or other political-territorial entity) or administratively appointed manager (for instance at metropolitan agency). Second is the identification and promotion of spokespersons for individual sub-territories that compose Brno Metropolitan Area and who would act as mediators of local interests that would help at the strategic planning level as well as overseeing the promotion and implementation of metropolitan projects in given territory. We

recommend to articulate the role of metropolitan leadership, the key spokesperson: whether this is a politician (who primarily represents a city or other political-territorial entity) or administratively appointed manager (for instance at metropolitan agency) (**Recommendation #9**).

Provided the metropolitan bottom-up governance is established as a project and structure independent of the EUCP and national regional policies, the challenge will be to reconcile the national policy to metropolitan areas, which is now directed to areas (territories) delimited by the state, and bottom up metropolitan initiatives that would be driven by a voluntary collaborations of municipalities, which do not have to correspond to the territorial scope of national policies (**Challenge #10**). This would require mutual understanding that metropolitan areas that are subject of specific national policies can, but do not have to precisely correspond with metropolitan areas in terms of political territorial entities with their own metropolitan government organisation (provided they are self-organised as voluntary (metropolitan) union of municipalities (**Recommendation #10**).

At present, the metropolitan issues are understood as a specific field in both national and local policies, planning and decision-making. However, in line with the EU effort to promote complex integrated development in metropolitan and urban regions, they shall be commonly understood as fundamental units of territorial development of the state and autonomous self-standing areas that sustain economic, social and cultural life and promote technological and social advancements through innovations (**Challenge #11**). We recommend to attempt for mainstreaming of metropolitan agenda at both national level (towards other ministerial agendas) and at metropolitan level (within local and regional administrations). The Ministry for Regional Development and its Department for Regional Policy has successfully used the notion of “territorial dimension” to promote place-based policies or, in other words, policies and instruments that reflect specific needs of territories. The territorial dimension is now applied in all spheres of public policies, i.e. outside the explicit territorial agendas of regional and urban policy or spatial planning. The concept of metropolitan areas and metropolitan cooperation and their existing territorial (geographical) delimitation shall be promoted as one of the key territories contributing to both the national cohesion and competitiveness and fulfilment of the EU and national development agendas, at present specifically related to Green Deal, digitalization and recovery. At the local (municipal) and regional level, the mainstreaming of metropolitan agenda shall be targeted towards other agendas at local and regional government and administration that in some instances are affected by or/and can help to articulate the metropolitan dimension and promote the benefits from metropolitan cooperation (**Recommendation #11**).

The current participation in metropolitan cooperation is primarily driven and motivated by the availability of the EUCP finance provided through the ITI instrument that allow the individual actors to reach their individual goals. The engagement of certain inter-municipal cooperation arrangements has been limited due to the conditions of ITI implementation - not all actors can use ITI resources and hence there is no stimulus to participate in the BMA. While they can participate in the metropolitan discussions, the dominant reliance on the ITI excludes them from the access to the financial resources related to the metropolitan development, which in turn decreases their level of interest and engagement. The main challenge is to learn and establish the metropolitan level of cooperation in the mindset of actors as a normal practice which does not depend only on EUCP impulses (**Challenge #12**). A major effort is needed to overcome the current state-of-mind and shift metropolitan cooperation towards long-term planning and realization of common metropolitan objectives independent of the sole reliance on the EUCP (**Recommendation #12**).

While the EUCP instrument of the ITI effectively helped to kick-start the metropolitan cooperation, it represents only selective and fixed scope of the objectives for the metropolitan cooperation, as it is based on the national framing of the instrument and the EUCP and national development priorities. Furthermore, the dependence on EUCP finances and allocations accorded from the national level (managing authorities of individual operational programmes) limits the possibilities of metropolitan autonomy and interventions. The metropolitan governance and cooperation running exclusively under ITI instrument is constrained in terms of territorial partnerships, objectives and financing. Therefore, nowadays, the availability of the option of the ITI pathway not only supports metropolization process, it also limits the more difficult yet in the long run more sustainable path of complex bottom-up metropolitan governance, planning and development (**Challenge #13**). The national support to metropolitan development and metropolitan cooperation and governance shall move beyond the EUCP objectives and find pathways to negotiate, define, approve and finance development objectives that would not be directly linked to the ITI allocations (**Recommendation #13**).

In national policies, there are no other instruments and mechanisms (apart from ITI) that would encourage and frame metropolitan cooperation, planning and governance (**Challenge #14**). The national government

shall explore the possibilities for enhancing metropolitan planning and development outside the frame of ITI and the incentives coming from the EUCP (**Recommendation #14**).

The present situation with the dominant reliance of metropolitan cooperation on the EUCP (ITI) sources shall move towards multisource financing including substantial proportion of local financing and explicit national support (**Challenge #15**). The metropolitan governance, planning and cooperation can consolidate through finding arrangements towards common metropolitan fund or budget to fulfil the metropolitan strategic priorities by own means, at least partially. The budget should at its minimum finance the functioning of the metropolitan office of the BMA. More importantly, it shall be used for co-financing of the support to metropolitan cooperation from national government (and the EU). Its establishment requires framework for metropolitan governance that would enable financial participation of involved actors (a form of binding conditions, some benefits in exchange, or a legislative obligation) (**Recommendation #15**).

Another set of issues concern the implementation of the EUCP in metropolitan areas and specifically the ITI instrument. The local governments in declared metropolitan areas are not equal in their rights and responsibilities in terms of the obligation and responsibility to the EUCP. For instance, only the ITI instrument holder, i.e. the central (largest) city (in case of Brno Metropolitan Area the Brno Municipality) is officially responsible for the implementation of the integrated strategy. Therefore, while the strategy is binding for the holder in relation to the EUCP, it is not for the remaining metropolitan actors, who participate in its programming (**Challenge #16**). Therefore, there is a need for a direct representation of involved local governments in the relation to the EUCP instruments (such as ITI) for metropolitan areas. This issue shall be addressed with the negotiation and establishment of the new legal framework for metropolitan governance (**Recommendation #16**).

6.2 The role of Brno metropolitan area in the EU cohesion policy governance

Challenges

- The position of metropolitan areas in the Czech Republic is still fragile as they do not have any legal status and decision-making powers in terms of territorial governance.
- Their reflection in national decision-making varies and is not fully appreciated as one of the key aspects of territorial dimension of public policies (for instance, metropolitan areas are not considered as important entities and subjects in the National Recovery Plan).
- There are inconsistencies in vocabulary, terms and concepts related to metropolitan areas in national regional policy and national spatial planning policy that retain themselves as parallel institutional cultures instead of utilising mutual synergies.
- The national urban policy has not yet paid attention to the intra-metropolitan cooperation and issues of (intra-)metropolitan development.
- As the metropolitan areas and urban regions are now firmly related to the EUCP ITI instrument, there is risk, that with the change in the EUCP instruments, the political support for these territorial entities may fade away.
- Up to now, the metropolitan governance and cooperation has been primarily top-down policy driven. The key challenge is to strengthen and empower the institutional framework for local bottom-up initiatives to address key metropolitan issues, trends and challenges.
- At present there is no mechanism that would guarantee the participation of all concerned municipalities (their local governments) in metropolitan governance.
- The current discussions about metropolitan government and governance either emphasize the quasi-governmental body of Metropolitan Development Agency or as an alternative the voluntary Metropolitan Union of Municipalities. The key challenge is how to reconcile the need for effectiveness of metropolitan executive and at the same time legitimacy of political representation in the context of unequal size and significance of municipalities and their governments and need for equity in decision-making.

Challenges

- At present, the key advocate for metropolitan governance and planning is the office of ITI manager, which is just a part of city administration. To advance the role and position of Brno Metropolitan Area and other metropolitan areas and urban agglomerations in the country, there is need to enhance the metropolitan leadership.
- Provided the metropolitan bottom-up governance is established as a project and structure independent of the EUCP and national regional policies, the challenge will be to reconcile the national policy to metropolitan areas, which is now directed to areas (territories) delimited by the state, and bottom up metropolitan initiatives that would be driven by a voluntary collaborations of municipalities, which do not have to correspond to the territorial scope of national policies.
- At present, the metropolitan issues are understood as a specific field in both national and local policies, planning and decision-making. However, in line with the EU effort to promote complex integrated development in metropolitan and urban regions, they shall be commonly understood as fundamental units of territorial development of the state and as autonomous self-standing areas that sustain economic, social and cultural life and promote technological and social advancements through innovations.
-



Recommendations for the Brno metropolitan area (metropolitan level)

- Use the outstanding window of opportunity in 2021-2027 period when the EUCP supports the metropolitan co-operation to enhance institutionalization of metropolitan governance and planning in Brno metropolitan area and lobby for the same process generally in Czech metropolitan and urban regions.
- Enhance the metropolitan governance and cooperation as self-standing, autonomous and independent from the EUCP.
- Articulate the role of metropolitan leadership, the key spokesperson: whether this is a politician (who primarily represents a city or other political-territorial entity) or administratively appointed manager (for instance at metropolitan agency).
- Attempt for mainstreaming of metropolitan agenda within local and regional administrations. The mainstreaming of metropolitan agenda shall be targeted towards other agendas at local and regional government and administration that in some instances are affected by or/and can help to articulate the metropolitan dimension and promote the benefits from metropolitan cooperation.



Recommendations for the national level

- Use the outstanding window of opportunity in 2021-2027 period when the EUCP supports the metropolitan co-operation to enhance institutionalization of metropolitan governance and planning in Czech metropolitan and urban regions.
- The continuing EUCP support to the metropolitan governance, co-operation, planning and integrated development in 2021-2027 shall be fully used to establish and retain metropolitan areas (and urban regions of non-metropolitan cities) as the key territories for the territorial dimension of national public policies.
- Coordination between national regional policy and national spatial planning policy is needed to stabilize and firmly establish the position of metropolitan areas in national regional and spatial policies.

- As the new Concept of National Urban Policy is under preparation, it is advisable that it does reflect the experience from metropolitan cooperation, planning and development during 2014-2020 and reflect them in national urban policy priorities and measures in a way that will encourage local actors to use it in practice.
- Efforts shall be made in terms of forward looking practices that will help to assure that metropolitan areas (and urban regions of non-metropolitan cities) will be retained as the key territories for placed based policies within the national regional policy (Regional Development Strategy), even after the current EUCP planning period.
- The outstanding window of opportunity in 2021-2027 shall be utilised to support the development of metropolitan governance and cooperation at the scale of metropolitan areas and urban regions of non-metropolitan cities (core cities and municipalities in their hinterland) to become self-standing, autonomous and independent from the EUCP and national policies (the institutional framework for local bottom-up initiative to address key metropolitan issues, trends and challenges shall be empowered and strengthened).
- The legal organizational framework shall be established in national legislation, that will suite to the metropolitan co-operation independently of the existing ITI scheme and will ensure the metropolitan governance based on voluntary participation of municipalities in bottom up driven metropolitan cooperation, that will at the same time assure obligations towards the fulfilment of common metropolitan goals.
- The metropolitan government and management shall include the Metropolitan Union of Municipalities as legitimate political body representing metropolitan self-government that would define, approve and guarantee the legal status and acceptance of metropolitan objectives and Regional Development Agency as the executive organisation providing the professional and administrative support for planning and implementation of metropolitan objectives.
- Attempt for mainstreaming of metropolitan agenda towards other ministerial agendas. The concept of metropolitan areas and metropolitan cooperation and their existing territorial (geographical) delimitation shall be promoted as one of the key territories contributing to both the national cohesion and competitiveness and fulfilment of the EU and national development agendas, at present specifically related to Green Deal, digitalization and recovery.



Recommendations for the EU level

- Use the outstanding window of opportunity in 2021-2027 period when the EUCP supports the metropolitan co-operation through ITI to enhance institutionalization of metropolitan governance and planning in member states.

6.3 Impact of the EU cohesion policy on (the achievement of) metropolitan goals

Challenges

- The current participation in metropolitan governance, planning and cooperation is primarily driven and motivated by the availability of the EUCP finance provided through the ITI instrument. Therefore, the metropolitan goals are virtually equal to the EUCP ITI goals. The main challenge is to learn and establish the metropolitan governance, planning and cooperation in the mindset of actors as a normal practice which does not depend only on the EUCP impulses and external frame.

Challenges

- In national policies, there are currently no instruments and mechanisms (apart from ITI) that would encourage and frame metropolitan cooperation, planning and governance.



Recommendations for the Brno metropolitan area (metropolitan level)

- A major effort is needed to overcome the current state-of-mind that relates metropolitan cooperation nearly exclusively to the use of the EUCP funds and shift metropolitan cooperation towards long-term planning and realization of common metropolitan objectives independent of the sole reliance on the EUCP.



Recommendations for the national level

- The national government shall explore the possibilities for enhancing metropolitan planning and development outside the frame of ITI and the incentives coming from the EUCP.
- The national support to metropolitan development and metropolitan cooperation and governance shall move beyond the EUCP objectives and find pathways to negotiate, define, approve and finance development objectives that would not be directly linked to the ITI allocations.



Recommendations for the EU level

- Use the outstanding window of opportunity in 2021-2027 period when the EUCP supports the metropolitan co-operation through ITI to enhance institutionalization of metropolitan governance and planning in member states.

6.4 Impact of the EU cohesion policy on metropolitan governance and cooperation

Challenges

- While the EUCP instrument of the ITI effectively helped to kick-start the metropolitan cooperation, it represents only selective and fixed scope of the objectives for the metropolitan cooperation, as it is based on the national framing of the instrument and the EUCP and national development priorities. Furthermore, the dependence on EUCP finances and allocations accorded from the national level (managing authorities of individual operational programmes) limits the possibilities of metropolitan autonomy and interventions. The metropolitan governance and cooperation running exclusively under ITI instrument is constrained in terms of territorial partnerships, objectives and financing. Therefore, nowadays, the availability of the option of the ITI pathway not only supports metropolization process, it also limits the more difficult, yet in the long run more sustainable path of complex bottom-up metropolitan governance, planning and development.
- The present situation with the dominant reliance of metropolitan cooperation on the EUCP (ITI) sources shall move towards multisource financing including substantial proportion of local financing and explicit national support.

Challenges

- Another set of issues concern the implementation of the EUCP in metropolitan areas and specifically the ITI instrument. The local governments in declared metropolitan areas are not equal in their rights in terms of the obligation and responsibility to the EUCP. For instance, only the ITI instrument holder, i.e. the central (largest) city (in case of Brno Metropolitan Area the Brno Municipality) is officially responsible for the implementation of the integrated strategy. Therefore, while the strategy is binding for the holder in relation to the EUCP, it is not for the remaining metropolitan actors, who participate in its programming.



Recommendations for the Brno metropolitan area (metropolitan level)

- The metropolitan governance, planning and cooperation can consolidate through finding arrangements towards common metropolitan fund or budget to fulfil the metropolitan strategic priorities by own means, at least partially. The budget should at its minimum finance the functioning of the metropolitan office of the BMA. More importantly, it shall be used for co-financing of the support to metropolitan cooperation from national government (and the EU). Its establishment requires framework for metropolitan governance that would enable financial participation of involved actors (a form of binding conditions, some benefits in exchange, or a legislative obligation).
- There is a need for a direct representation of involved local governments in the relation to the EUCP instruments (such as ITI) for metropolitan areas. This issue shall be addressed with the negotiation and establishment of the new legal framework for metropolitan governance. The successful accomplishment requires sustained involvement of bottom-up metropolitan actors, i.e. representatives of Brno Metropolitan Area.



Recommendations for the national level

- The national support to metropolitan development and metropolitan cooperation and governance shall move beyond the EUCP objectives and find pathways to negotiate, define, approve and finance development objectives that would not be directly linked to the ITI allocations.
- There is a need for a direct representation of involved local governments in the relation to the EUCP instruments (such as ITI) for metropolitan areas. This issue shall be addressed with the negotiation and establishment of the new legal framework for metropolitan governance that shall be pursued by the representatives of national government in close cooperation with the metropolitan actors.



Recommendations for the EU level

- Use the outstanding window of opportunity in 2021-2027 period when the EUCP supports the metropolitan co-operation through ITI to enhance institutionalization of metropolitan governance and planning in member states.

7 Annex: methodology

The preparation of this report was guided by the ESPON METRO Case Study Analytical Protocol, a common methodology applied across case study areas to address the key research objectives and gain structured insights that would allow for international comparison. At the same time, as each case of metropolitan development, governance and planning has its specificities, stemming from national and local contexts as well as pathways of interaction between EU, national and local (metropolitan) actors, policies and practices, we reflect them as an important part of the case study narrative. This allowed us to reconcile the structural perspective needed for comparative purposes and evolutionary perspective. Beside the identification of key driving forces behind metropolitan governance and planning, this perspective also allows for consideration of contingent factors and provides thus deeper understanding of causal mechanisms and decision-making pathways.

The research focused first on territorial, institutional and policy framework for metropolitan governance at national and case study level and the actual practices of metropolitan cooperation in case study, i.e. Brno Metropolitan Area (BMA). Second, the inquiry concerned EU cohesion policy (EUCP) governance framework on national level, specifically in relation to metropolitan dimension and implementation of cohesion policy and its impact in the case study of BMA. These issues are reflected in the structure of case study report.

The methods suggested in the ESPON METRO Case Study Analytical Protocol included “(i) desk research on existing literature, policy documents, informative materials and websites, (ii) semi-structured interviews with the stakeholders and other actors identified together with them (or through snowballing), (iii) participant observation of ongoing policy processes and, when relevant, (iv) focus groups aiming at zooming in specific issues with the help of a number of actors”. While working on the case study report, we used all these types of inquiry, except focus groups as their organisation would be due to COVID-19 pandemic and actual lockdown difficult to organise and achieve.

In the first phase, we focused on gathering information and data through desk research of available documents (see Table 7.1), literature and websites of various national, regional and local actors. While analysing these existing data, we intentionally identified important or missing information that needed to be further elucidated by semi-structured interviews. For instance, we needed deeper insights on how different actors participated in the advocating and framing of metropolitan dimension for the upcoming EUCP period to better understand the evolution of the metropolitan actors’ role. We also needed to uncover in better detail the mechanism that interconnect individual actors in the BMA and to find out their individual experiences from the 2014-20 period. Lastly, we focused on the evolution of metropolitan cooperation outside the EUCP implementation.

Therefore, in the second phase, we accomplished 12 semi-structured interviews with key actors involved in the metropolitan co-operation, governance and the implementation process of ITI as the key instrument of EUCP enhancing metropolitan development in the Czech Republic and the case study of Brno Metropolitan Area (Table 7.2 provides a comprehensive list of interviews and details on interviewees). These interviews were performed during January and February. They were almost exclusively (except one) performed on-line due to the COVID-19 situation. Along with these interviews, we also participated to one working group organised by the Ministry of the Interior, which focused on the discussion of how and under what condition to include metropolitan areas in the Czech legislation (see Table 7.3).

Furthermore, we discussed issues of metropolitan cooperation during several meetings with the representatives of stakeholder from Brno Municipality, Department of Strategic Development and Cooperation, i.e. with the Brno ITI manager and the Specialist in foreign cooperation and communication. They provided important insights into the context of metropolitan governance and cooperation as well as into the mechanisms of the implementation of EUCP, specifically in relation to ITI. Beside this, we received other needed complementary information through individual consultations (using online calls, telephone or email) of specific issues with our interviewees and other contact persons and professional colleagues at national and local governmental as well as non-governmental organizations. It concerned for instance the state-of-the-art in negotiations of National Recovery Plan, historical account of metropolitan dimension in national regional and urban policy, interests and standpoints of various governance bodies in relation to metropolitan governance, etc.

When approved by the interviewee, the interviews were recorded and afterwards transcribed in brief reports with the help of our notes. The interviews lasted from 30 minutes to two hours. Certain interviews were repeated in order to collect new missing information (for instance, interviews with the ITI executive team or representatives of the Ministry of Regional Development of the Czech Republic). With the aid of interviews, we collected missing qualitative data, uncovered the role of EUCP 2014-20 in the process, identified the critical points and challenges in the current setup of metropolitan cooperation in Czechia and in particular in BMA, and lastly compiled and fine-tuned the list of nodes of metropolitan cooperation in the BMA.

Along with the collection of qualitative data, we collected and analysed data about the BMA (from available statistical sources complemented by input of specific data from the stakeholder – Brno ITI). We also gathered and analysed information and data about financial allocation from individual operational programmes, our stakeholder database of ITI projects and plans for financial allocations for BMA ITI implementation. This data allowed us to provide further and more accurate evidence concerning the role of EUCP funding in the support of metropolitan cooperation.

Table 7.1
List of documents used in the analysis

Territorial Level	Document name
National	Partnership Agreement for the Programming Period 2014–2020 National Territorial Dimension Document Regional Development Strategy of the CZ 2014-20 Regional Development Strategy of the CZ 2021+ Methodological Instruction for the Use of Integrated Instruments Territorial Development Policy of the Czech Republic (2015, 2019, 2020) Integrated Regional Operational Programme 2014-20 OP Environment 2014-20 OP Research, Development and Education 2014-20 OP Entrepreneurship and Innovation for Competitiveness 2014-20 OP Transport 2014-20 OP Employment 2014-20 Delimitation of the territory for Integrated Territorial Investments (ITI) in the Czech Republic Clients-Oriented Public Administration 2030: Concept of public administration development for the period 2021–2030
Regional	Territorial study of agglomeration ties of the city of Brno and its surroundings Update of the strategic vision of the Development Strategy of the South Moravian Region 2020
Metropolitan	Integrated Strategy of Development for the ITI Brno Metropolitan Area 2014-20 Mid-term Evaluation Report of Integrated Strategy of Development for the ITI Brno Metropolitan Area 2014-20 Analytical basis for the Integrated Strategy for the ITI Brno Metropolitan Area 2021+
Czech city level	Position Document of Czech Statutory Cities

Source: authors' own elaboration

Table 7.2
List and details about interviewees

Type of interviewees	Interviewee job title
Ministry of Regional Development	Director of the Regional Policy Department (interview #2) Former Director of the Regional Policy Department (interview #4)
Ministry of Interior	Deputy director and head of the legal team, Department of Strategic Development and Public Administration Coordination (interview #3)
South Moravian Region	Head of the Department of Regional Development (interview #7) Chief strategy officer & RIS manager (interview #9)
Brno City Hall	Head of the Department of Strategic Development and Cooperation (interview #4) Councillor for Spatial planning and development (interview #11)
ITI executive team	ITI manager and Specialist in foreign cooperation and communication (interview #8)
Municipalities	Deputy Mayor (interview #1) Mayor (interview #12) Head of the Department of Social Affairs and Prevention (interview #13)
Inter-municipal cooperations	Former manager of the Voluntary Association of Municipalities (interview #11) Manager of LAG (interview #5)
Diocese of Brno	Project administrator (interview #10)

Source: authors' own elaboration. Note: The interviewees #4 and #11 are mentioned twice in table as their professional history covered different roles in the BMA formation.

Table 7.3
List of interviews and engagements

No.	Date	Interviewee job title	Type of engagements
1	15 January 2021	Deputy mayor	interview
2	18 January 2021	Director of the Regional Policy Department	Interview
3	19 January 2021	Deputy director and head of the legal team, Department of Strategic Development and Public Administration Coordination	Interview
4	19 January 2021	Head of the Department of Strategic Development and Cooperation and Former Director of the Regional Policy Department	Interview
5	21 January 2021	Manager of LAG	Interview
6	21 January 2021	Working group of the Department of Strategic Development and Public Administration Coordination, Ministry of the Interior	Participation in working group
7	25 January 2021	Head of the Department of Regional Development	Interview
8	25 January 2021	ITI manager and Specialist in foreign cooperation and communication	Interview
9	26 January 2021	Chief strategy officer & RIS manager	Interview
10	27 January 2021	Project administrator	Interview

No.	Date	Interviewee job title	Type of engagements
11	29 January 2021	Councillor for Spatial planning and development and Former manager of the Voluntary Association of Municipalities	Interview
12	9 February 2021	Mayor	Interview
13	15 February 2021	Head of the Department of Social Affairs and Prevention	interview

Source: authors' own elaboration

MRD (Ministry for Regional Development) (2014b) Národní dokument k územní dimenzi, verze 1.0 [National Territorial Dimension Document, version 1.0] [WWW document]. URL http://www.dotaceeu.cz/getmedia/c3defef3-c989-47f2-9240-0fdcbf570ca3/NDUD_aktualizace.pdf?ext=.pdf (accessed 26 October 2020).

MRD (Ministry for Regional Development) (2014c) Metodický pokyn pro využití integrovaných nástrojů v programovém období 2014-2020, verze 1 [Methodological Instruction for the Use of Integrated Instruments in the 2014–2020 Programming Period, version 1] [WWW document]. URL https://www.dotaceeu.cz/getmedia/cf603486-ec5b-4357-b6fb-458f4d6b1641/MP-integrované-nastroje_v4.pdf.aspx?ext=.pdf (accessed 26 October 2020).

MRD (Ministry for Regional Development) (2015) Politika územního rozvoje ČR, ve znění aktualizace č.1 [Territorial Development Policy of the Czech Republic, as amended by Update No. 1] [WWW document]. URL https://mmr.cz/MMR/media/MMR_MediaLib/Územn%C3%AD%20a%20bytová%20politika/Územn%C3%AD%20plánován%C3%AD/PUR%20ČR/2015_VI_8_cistopis_apur_1.pdf (accessed 19 February 2021).

MRD (Ministry for Regional Development) (2017) Integrated Regional Operational Programme [WWW document]. URL https://www.dotaceeu.cz/Dotace/media/SF/Microsites/IROP/Dokumenty/Programový%20dokument/9.%2011.%202017/PD-IROP-verze-1-1_08112017.pdf (accessed 19 January 2021).

MRD (Ministry for Regional Development) (2019) Návrh aktualizace č. 3 Politiky územního rozvoje ČR [Draft Update No. 3 Of the Territorial Development Policy of the Czech Republic] [WWW document]. URL https://mmr.cz/getmedia/2588bedc-5d1b-407a-89e3-5cecb2856c45/V_Srovnávací_text.pdf.aspx?ext=.pdf (accessed 19 February 2021).

MRD (Ministry for Regional Development) (2020a) Politika územního rozvoje ČR, úplné znění závazné od 11. 9. 2020 [Territorial Development Policy of the Czech Republic, full text binding from 11.9.2020] [WWW document]. URL https://mmr.cz/getmedia/4f3be369-24df-4975-81cb-c8fb91b4e65c/PUR_CR-Uplne-zneni-zavazne-od-11_9_2020.pdf.aspx?ext=.pdf (accessed 19 February 2021).

MRD (Ministry for Regional Development) (2020b) Regional Development Strategy of the Czech Republic 2021+ [WWW document]. URL https://mmr.cz/getmedia/a9985cb6-b672-4a97-a92c-c4c68bea2925/EN-III_ma_SRR-prac_doplne-schemat-a-map_kontrola.pdf.aspx?ext=.pdf (accessed 19 January 2021).

MT (Ministry of Transport) (2014) Operational Programme Transport [WWW document]. URL https://www.dotaceeu.cz/getmedia/a574fdd5-0460-4901-ab5d-febf4907991c/Programme_2014CZ16M1OP001_8_1_cs.pdf.aspx?ext=.pdf (accessed 19 January 2021).

MWSA (Ministry of Work and Social Affairs) (2015) Operational Programme Employment [WWW document]. URL https://www.dotaceeu.cz/Dotace/media/SF/FONDY%20EU/2014-2020/Programy/OPZ_2014-2020_FINAL.pdf (accessed 19 January 2021).

Ouředníček, M., J. Nemeškal, J. and L. Pospíšilová (2020, March) Vymezení území pro Integrované teritoriální investice (ITI) v ČR, finální document, třetí verze [Delimitation of the territory for Integrated Territorial Investments (ITI) in the Czech Republic, final document, third version] [WWW document]. URL https://metropolitni.brno.cz/wp-content/uploads/2020/06/PrF_200120_ZAVERECNY-DOKUMENT_FINAL_02042020.pdf (accessed 19 January 2021).

PID (2020) Co je to PID a co dělá ROPID? [What is PID and what does ROPID do?] PID, ROPID, Praha. URL <https://pid.cz/wp-content/uploads/organizace/ruzne/Co-je-to-PID.pdf> (accessed 22 June 2021)

SMR (South Moravian Region) (2010, March) Územní studie aglomeračních vazeb města Brna a jeho okolí [Territorial study of agglomeration ties of the city of Brno and its surroundings] [WWW document]. URL https://mapy.jmk.cz/geoportal/JMKStranky/files/documents/vazby_mesta_Brna/US_BA_soubory/US_BA_text.pdf (accessed 19 February 2021).

SMR (South Moravian Region) (2012) Aktualizace strategické vize Strategie rozvoje Jihomoravského kraje 2020 [Update of the strategic vision of the Development Strategy of the South Moravian Region 2020] [WWW document]. URL <https://www.kr-jihomoravsky.cz/Default.aspx?ID=175435&TypeID=2> (accessed 19 February 2021).

Sýkora, L. (2006) Urban Development, Policy and Planning in the Czech Republic and Prague. In: Altrock, U., Günter, S., Huning, S., Peters, D., eds, Spatial Planning and Urban Development in the New EU Member States: From Adjustment to Reinvention, p. 113-140. Ashgate.

Sýkora, L., Muliček, O. (2009) The micro-regional nature of functional urban areas (FUAs): lessons from the analysis of Czech urban and regional system. *Urban Research and Practice* 2 (3), 287-307.

Sýkora, L., Muliček, O. (2014) Prague: Urban Growth and Regional Sprawl. In: Stanilov, K. and Sýkora, L., eds, 2014, *Confronting Suburbanization: Urban Decentralization in Postsocialist Central and Eastern Europe*, p. 133-162. *Studies in Urban and Social Change*, Wiley-Blackwell.

Sýkora, L., Ouředníček, M. (2007) Sprawling post-communist metropolis: commercial and residential suburbanisation in Prague and Brno, the Czech Republic. In: Dijst, M., Razin, E., Vazquez, C. (eds): *Employment Deconcentration in European Metropolitan Areas: Market Forces versus Planning Regulations*, p. 209-233. Springer, Dordrecht, The Netherlands.

Zežulková, M., F. Kubeš and P. Šašinka (2014) *Metropolitní oblast Brno: Získané zkušenosti a aktuální fáze přípravy města Brna na nové programové období EU 2014+* [Brno Metropolitan Area: Lessons learned and current phases of preparation of the city of Brno for the new EU programming period 2014+] [WWW document]. URL http://www.mmr.cz/getmedia/172758df-180d-4ecf-a460-ac692b9d7c7f/Ze-zulkova_Ziskane-zkusenosti-a-aktualni-faze-pripravy-mesta-Brna-na-nove-programove-obdobi-EU-2014.pdf (accessed 19 January 2021).



Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

espon.eu



ESPON 2020

ESPON EGTC

4 rue Erasme, L-1468 Luxembourg

Grand Duchy of Luxembourg

Phone: +352 20 600 280

Email: info@espon.eu

www.espon.eu

The ESPON EGTC is the Single Beneficiary of the ESPON 2020 Cooperation Programme. The Single Operation within the programme is implemented by the ESPON EGTC and co-financed by the European Regional Development Fund, the EU Member States, the United Kingdom and the Partner States, Iceland, Liechtenstein, Norway and Switzerland.

Disclaimer

This delivery does not necessarily reflect the opinion of the members of the ESPON 2020 Monitoring Committee.

ISBN: 978-2-919795-65-9