

Metropolitan governance and legitimacy

Daniel Kübler, Brigitte Schwab, Dominique Joye, Michel Bassand

Research questions

The global trend towards metropolization has transformed Swiss urban areas. They are increasingly characterised by sprawl, fragmentation, spatial mobility, globalisation.

A) How are urban services organised in metropolitan areas?

B) What is the relationship between policy and politics in the metropolis?

C) What are the prospects for reforms of metropolitan institutions?

A) Urban service provision in five Swiss agglomerations

Table 1: Institutional structure

	Zurich	Lausanne	Lugano	Lucerne	Bern
Residents (x1000)	940	294	104	177	332
Number of communes	101	60	65	16	34
Mean res./commune	9'308	4'910	1'608	11'108	9'779
Median res./commune	4'026	1'279	941	4'877	3'878

Governmental coordination:

Mainly state agencies, one state level dominant, territorially defined boundaries, hierarchic decisions, autonomy of state agencies

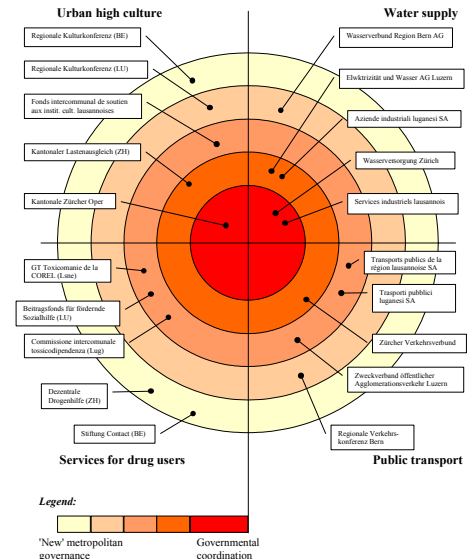
New metropolitan governance:

State agencies and civil society actors, multi-level, functionally defined boundaries, heterarchic decisions, low autonomy of state agencies

Discussion:

Multi-level and multi-partner networks (= 'new' metropolitan governance) are dominant. Perimeters are custom-made and partners are problem specific. Metropolitan areas have emerged as spaces of policies.

Figure 1: Cooperation in four policy domains



B) Policy and politics in four Swiss agglomerations



Figure 2: EVLN scores for citizenship

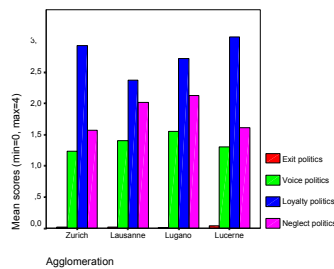


Figure 3: EVLN scores for 'service usership'

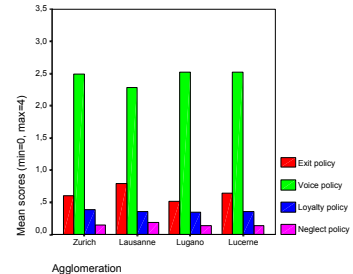


Table 2: Correlation between EVLN scores

	Exit politics	Voice politics	Loyalty politics	Neglect politics
Exit policy	0,011	-0,125*	-0,083*	0,019
Voice policy	-0,005	0,228*	0,115*	-0,063*
Loyalty policy	-0,004	-0,088*	-0,006	-0,008
Neglect policy	0,011	-0,098*	-0,069*	0,086*

Discussion:

Citizenship (related to politics) is correlated to 'service usership' (related to policies). There is a link between politics and policy in Swiss agglomerations, in spite of institutional fragmentation. But this link is weak. Inhabitants do not perceive the relationship between the local authorities and the provision and management of urban services. To strengthen this link, it is necessary to reform the political institutional structure of agglomerations.

C) Prospects for institutional reform in four Swiss agglomerations

Table 3: Attitudes towards institutional reform

	Zurich	Lausanne	Lugano	Lucerne
<i>'To solve problems of cooperation between communes, do you prefer'</i>				
Amalgamation of the core city with surrounding communes	7,6%	11,0%	22,9%	12,7%
Create a new agglomeration-wide institution	10,3%	8,8%	6,8%	12,7%
Force the communes to cooperate where necessary	19,4%	38,9%	30,6%	14,9%
Leave it to communes whether to cooperate or not (=status quo)	62,7%	41,3%	39,6%	59,7%
Total (N=)	100% (485)	100% (509)	100% (497)	100% (489)

Discussion:

Institutional reforms in Swiss agglomerations are currently not much supported: the status quo is clearly favoured. Attitudes towards reforms are shaped locally, and are strongly linked to the ways in which agglomerations and problems within them are perceived. There is a large leeway for the local political debate to influence and shape this process. Institutional reform in agglomerations must be understood as the process of self-constitution of a political community.

Method:

A) Qualitative case studies
B/C) Representative telephone survey (N=2'000), Apr. 2001