

Governance practice and enlightenment of the British metropolitan area from the perspective of scale reorganization——Based on

England Research in metropolitan areas

Zhang Xuchen, David SHAW., Zhao Min, Zhang Yishuai

School of Architecture and Urban Planning, Tongji University, Department of Planning,
Department of Planning, Department of Land and Space Intelligent Planning Technology,
Department of Natural Resources, School of Architecture, University of Hong Kong

Summarize: In the context of globalization, regional spaces such as metropolitan areas have become the main carriers for participating in global competition, and their governance issues have also become hot topics in regional space research. From the perspective of scale reorganization, on the basis of sorting out the development process and research content of metropolitan area governance, we focus on the metropolitan area of England, and analyze the evolution characteristics and operation mode of British regional governance from three aspects such as governance subjects, governance tools and governance mechanisms. The study found that in the process of governance in the British metropolitan area, the governance subject has changed from single to diversified, the governance tool has changed from independent to collaborative, and the governance mechanism has changed from science. Layer direction Network. Based on the inspiration of British experience, in view of the problem that the construction of China's regional governance scale lags behind the restructuring of the regional spatial scale, from the establishment of urban Circle governance Structure and define the subject powers and responsibilities, compound use each Class treatment. Tools, improve the regional network governance system and mechanism and other three aspects to make some discussions.

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Brief introduction of the author:

Zhang Xuchen, a graduate student of the School of Architecture and Urban Planning of Tongji University, jointly trained a graduate student of the School of Planning of Liverpool University. 304741416@qq.com

David SHAW, professor and doctoral supervisor of the Department of Planning at the University of Liverpool, former dean of the department*

Zhao Min, professor and doctoral supervisor of the Key Laboratory of Land and Space Intelligent Planning Technology of the School of Architecture and Urban Planning of Tongji University and the Ministry of Natural Resources, Zhaomin@tongji.edu.cn

Zhang Yishuai, Postdoctoral Researcher and Lecturer, School of Architecture, The University

of Hong Kong

Over the years, economic globalization and the information revolution have accelerated the global flow of capital and the change of production mode. In order to cope with external shocks, metropolitan areas (circles) (1) have gradually become the main spatial unit for economic development and participation in global competition.[One], but in recent years, there has also been a counter-globalization trend, coupled with the impact of the epidemic, global resources-Produce-The trade system and supply chain are facing challenges, and the demand for localization and localization development has been significantly enhanced.

In 2020, China proposed to build a domesticThe "double cycle" development pattern based on the large cycle, the role of regional scale spaces such as metropolitan areas (circles) as linking localities and the world is more prominent [2-3], and its governance issues have also become one of the key issues under the new development pattern. Regional development strategies and metropolitan space planning are both based on the logic of scale reorganization and resource integration to improve domestic and international competitiveness. This article discusses the governance of metropolitan areas from the perspective of scale reorganization. Taking the six metropolitan areas in England (2) as an example, it explains the evolution of its governance, and analyzes the adjustment of its governance subject, tool selection and mechanism innovation: and then explores the metropolitan areas in China (Pen in) The revelation of governance.

1 The perspective of metropolitan area governance and scale reorganization

1.1 About "Governance" and Metropolitan Area Governance

Regarding "governance", its meaning is different from "management" or "rule". It first appeared in Western society.SpecialSystematic theory(Fordism) Backward blessingSpecialPost-Fordism (3) The period of transformation[Four], is related to the national crisis arising from the new background of global competition, flexible economic system, and the growth of people's strength.[.5], but the maturity of governance theory is in1990Era. Global Governance CommissionThe Commission on Global Governance defines governance as the sum of multiple ways in which public or private individuals and institutions manage common affairs. This is a continuous process through which conflicting or different interests can be adjusted and cooperative actions can be taken. It includesFormal institutions and systems that have the right to enforce, as well as informal institutional arrangements that people and institutions agree with or believe to be in their interests[6], according to this, governance can be understood as government, market and social groups.And other governance subjects, through some way or institutional tools, the process of solving common problems based on equal consultation and interests.[7].

The governance of metropolitan areas can be understood as the application of the concept of "governance" in metropolitan areas. Under the background of different systems and societies around the world, the research and practice of the governance model in metropolitan areas are becoming more and more abundant; from the perspective of time, it can be mainly divided into the traditional regionalism stage, the public electivism stage and the new regionalism stage. Traditional regionalism advocates"Single center"Unified government and centralized rule are mainly characterized by the hierarchical system [8-

9].Public selectivism advocates decentralization and private sector participation, emphasizing intergovernmental competition and "multi-center governance, with market mechanism as the main characteristics [10]. New regionalism advocates cooperation network and pluralistic coordination, and attaches importance to the role of the government.At the same time, emphasize multi-level governance and multi-party participation.[11], with process and networking as the main characteristics [12-13], at present, most scholars believe that the networking mechanism of multi-collaboration can overcome the "giant government" problem of the hierarchical system and the fragmented and decentralized decision-making problem of the competitive system; but some scholars [14-15] questionMulti-cure.The effectiveness of subject collaboration.

1.2 Metropolitan area governance from the perspective of scale reorganization

Yardstick(Scale) is an important concept of spatial measurement in geography, which includes three dimensions such as scale, layer and relationship [16] From different perspectives, only the degree can be summarized as realistic scale, analytical scale and practical scale [17]], the realistic scale refers to the real scale of physical space and geographical pattern based on ontology; the analytical scale is based on epistemology, and the analysis framework of the realistic scale is constructed from different angles, such as the grading of the scale [18-19], and the practical scale is based on different political and economic backgrounds.The subjective application of utility is a kind of "social construction" process [20], the core of which is "scale politics".

In 1999, Brenner applied the concept of "scale politics" to the governance framework of urban areas and put forward the concept of "re-scaling", believing that the scale reorganization of geospatial is accompanied by the flow of capital and the change of power.[21], manifested as the scaling up or decentralization of power on different scales such as global, national, regional and urban (Scaling.Down). Therefore, from the perspective of regional governance, the scale reorganization process not only involves the recombination of physical space[tW22], it also involves the politics, rights and society it carries.The reorganization and expression of the relationship[23] .

"Scale reorganization" has an intrinsic correlation with "metropolitan area", because metropolitan areas are "defined" the spatial category through scale reorganization. On the one hand, in response to the global expansion of capital and the change in the mode of production organization, the state empowers metropolitan areas to improve the international or global competitiveness of metropolitan areas; on the other hand, the new "localism" demand pushes part of the power of the city to the metropolitan area level to break the zero sum Play and achieve efficient development[24]. In this process, the scales of the world, countries, regions, cities, etc. nest with each other and constantly reorganize dynamically to cope with the rapidly changing external environment. Among them, the restructuring of the governance scale in metropolitan areas includes three aspects: governance subjects, governance tools and governance mechanisms.. In general, the concept of only reorganization has become more common in governance research and practical exploration in metropolitan areas, but research based on the perspective of scale reorganization still needs to be strengthened.; The relevant development process and governance experience of developed countries can provide reference.

2 The evolution and operation of governance in the British metropolitan area

2.1 Background overview

Britain is a unitary government system based on parliamentary sovereignty and has a political and cultural tradition of centralization and progressiveism. For a long time, the basic regional framework of the United Kingdom has determined localism. (Localism) often challenges the centralized unitary government model; in response to local needs, it has been devolutionized many times since the 19th century. However, compared with the decentralization of Scotland, Wales and Northern Ireland in the United Kingdom, the decentralization of England is relatively lagging behind, and its practice can be traced back to 1840. The era is based on Civil defense area. [25] The "standard regions" established [26]; This subdivision was first used for public services, statistics and other functions, and then evolved into 9 major "regions" (regions of England), and gradually give it economic planning unit, regional planning unit and other governance functions. In this process, the metropolitan area has also attracted wide attention. In 1974, Establish 6 metropolitan regional governments, that is, urban County government (Figure 1), a new governance in the metropolitan area of England has begun. And then, in the centralization of power. In the swing of decentralization, metropolitan areas have successively experienced different stages such as the abolition of regional governments, the dismantling of power, the establishment of informal joint committees of local governments, the struggle for power, the decentralization of power, the establishment of a joint agency for mayors of metropolitan areas and cooperative organizations for local enterprises. See Figure 2.

2.2 Evolution and Event Analysis

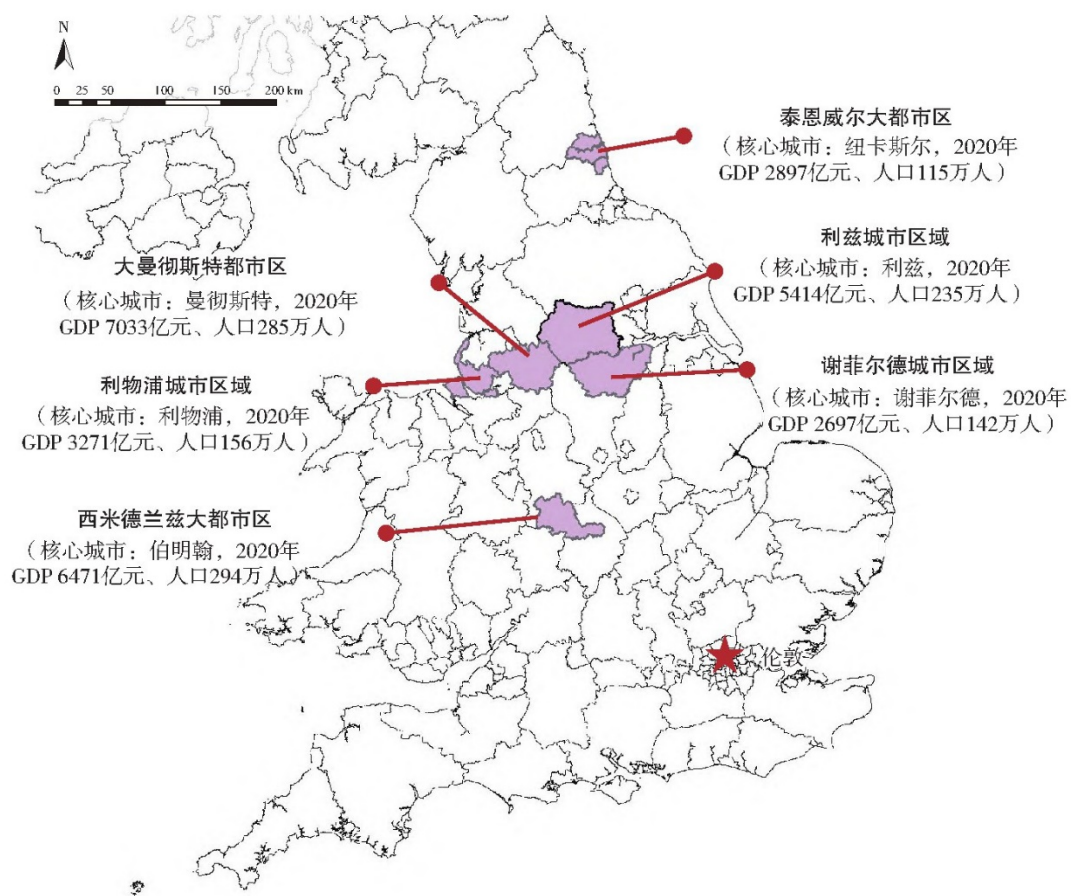
2.2.1 Before 1986: Establish a metropolitan regional government and create an inner city cooperation organization and an urban development company

For years, Britain has been trying to establish regional governments in metropolitan areas outside Greater London. Until the enactment of the Local Government Act 1972 in 1972, Greater Manchester metropolitan area, West Yorkshire (core city is Leeds) metropolitan area, Merseyside (core city is Liverpool) metropolitan area, South York (South Yorkshire, the core city is the Sheffield metropolitan area, Tyne and Wear (the core city is Newcastle) metropolitan area, West Midlands (the core city is Birmingham) metropolitan area County government Only then did it be established. Since then, the local government structure of these metropolitan areas has become a two-level structure, that is County government (Metropolitan County Council) and District Government (Metropolitan District Council, Large size). There is a clear functional division with the district government. Former management Surface affairs, such as road infrastructure, public transportation, emergency services, waste treatment, etc., as well as regional functions such as urban and rural strategic planning; the latter is mainly responsible for social affairs such as public services, libraries, basic education, etc.

Follow 1980 Since the beginning of the year, the core cities in the metropolitan area have taken the renewal of the inner city as a strategic priority, and have successively established the Inner City Cooperation Organization. [27] (Inner City Partnerships), to promote cooperation between the public and private sectors related to the development of the inner city, involving Liverpool, Birmingham, Manchester and Salford (Salford.), Newcastle, Gateshead and other cities. At the same time, since 1981, the central and local governments Each autonomous number's Urban Development Company (Urban

Development-opmentCorporations) have been established one after another, aiming to Push the lecture wasteRedevelopment of abandoned industrial areas and revitalization of the economy, Liverpool Mersey Development Company (Merseyside Development.Corporation) and Birmingham Nuclear Heart District Development Company(Birmingham Heartlands De-DevelopmentCorporation) is the first batch of urban development companies established. It is a legal institution and has the authority to plan and develop in the jurisdiction (generally the core area of the metropolis). For example, the Liverpool Development Company focuses on the redevelopment of Liverpool's abandoned port area. The flagship project is the Albert Dock Area (Albert.Dock) Transformation and functional development, the main work is infrastructure construction and attracting investment and new projects.

Picture1 Spatial distribution and basic situation of 6 metropolitan areas in England

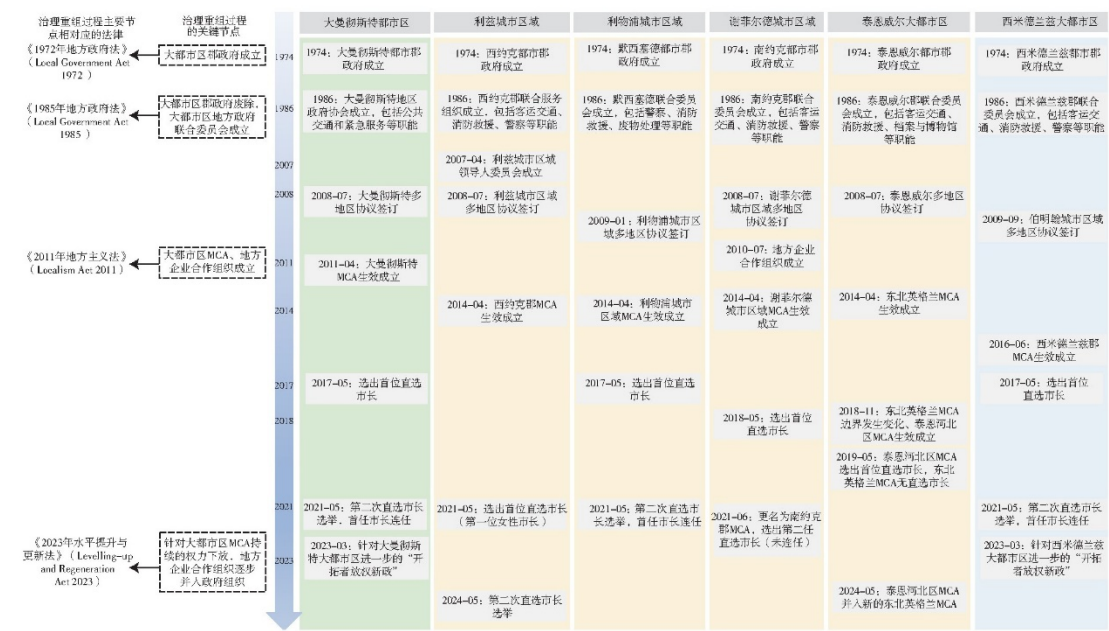


2.2.2 1986-1997: Abolish the metropolitan regional government and establish the local government joint committee

In the metropolitan areaCounty governmentEstablishTen years later, the central government believed that it was inefficient and had a deficit, so through the promulgation of the Local Government Law (Local Government Act 1985) repeals it (4). Local government joint committees were immediately established in various places to take overCounty governmentSome of the responsibilities, such as passenger transportation, fire and rescue, police services, waste disposal, archives and museums, etc., and the rest of the responsibilities, such as civil defense, tourism, trade, planning, etc., are transferred to the district-level

government.

Picture2 Schematic diagram of the evolution of governance in 6 metropolitan areas in England



Among them, the Greater Manchester Metropolitan Area, as a functional economic region, has reached a consensus among the ten local government agencies and established the Greater Manchester Local Government Alliance.(The Association of Greater Manchester Authorities), as the unified external subject of Greater Manchester, can actively seek decentralization from the British government. Belarus, the European Union and other organizations made appeals and lobbying funds, as well as marketing to the global marketing Manchester. Be similarAt that time, district-level governments within the metropolitan area still enjoy all the powers of local governments within their administrative jurisdictions, but they can also cooperate under the guidance of the Greater Manchester Local Government Alliance based on the principle of voluntariness., mainly responsible for management functions such as public transportation and emergency services, and hope to promote cross-regional cooperation.

2.2.3 1997-2011: Establish a "regional" institution, establish an urban renewal company and sign a regional agreement

After the British Labour Party came to power in 1997, it shifted its vision of regional governance to the "regional" level. In 1998, eight Regional Development Agencies and eight regional parliaments were established (Regional Assembly): The former is mainly responsible for promoting economic development and revival, improving business efficiency and competitiveness, promoting employment and strengthening employment-related training, and preparing regional economic strategies (Regional Economic Strategy); The latter aims to promote partnerships at the regional level and is responsible for the preparation of Regional Policy Guidance. After the regional policy guidelines, it was changed to regional space.Strategy(Regional Spatial Strategy), but it was abolished between 2008 and 2012.

ReachIn 1998, according to the time limit stipulated by the relevant legislation, the urban development companies established in the early years were all terminated; the labor

government introduced the Urban Regeneration Company around 2000 in order to promote the private sector to increase investment. Encourage real estate-based economic development [28]. Sheffield Urban Renewal Company, Liverpool Urban Renewal Company and East Manchester Urban Renewal Company are the first urban renewal companies to be established. By 2007, the Urban Renewal Company was given a wider range of economic development functions by the central government to commit to more efficient economic development. To this end, the Urban Renewal Company was gradually renamed the Economic Development Company. Sheffield and Liverpool Urban Renewal Company became Economic Development Company in 2007 and 2008 respectively, and East Manchester Urban Renewal Company became a subsidiary of Manchester City Government in 2011.

Since 2008, nearly 20 Multi-area Agreements have been signed in response to regional and subregional cross-border regional cooperation, including Greater Manchester, Liverpool urban areas, Zi City Region, South Yorkshire, Tynewellshire, Birmingham City Area and other 6 areas. This kind of agreement aims to promote cooperation between different administrative regions and regional economic development, and also lays the foundation for later cooperation between local governments and enterprises. Among them, the Greater Manchester Metropolitan Area and Leeds The urban area was granted the legal pilot status of "urban area" in 2009, that is, allowing the two regions to integrate resources and establish a statutory coalition government.

2.2.4 2011-2022: Establish a joint mayor agency (MCA) and a local business cooperation organization (LEP)

Follow Since 1986, the local authorities of Greater Manchester have been exploring voluntary governance structures and institutional cooperation, and have been actively seeking some formal government structure from the central government since 2000. Against this background, England, in addition to the Greater Lo The first Metropolitan Mayoral Combined Authority (MCA) other than ndon Authority) (5) was established in 2011 in the Greater Manchester area. This government agency is a large Directly Elected Mayor is the leader of the metropolitan area, mainly responsible for transportation, economic development and regeneration, strategic space planning, education and skills. Training, police services, fire and rescue, public health, waste treatment, etc. 8 functions, which can exercise the right of compulsory purchase and full authority to plan the development area under its jurisdiction (Mayoral Development ArEa), and can create and manage a development company (Mayoral Development Corporation). Since then, MCA in West Yorkshire, Liverpool City Area, Sheffield City Area and Northeast England was established in April 2014. West Midlands and Tyne The MCA of Hebei District (the administrative boundary of the former Northeast England MCA was changed) was established successively in June 2016 and November 2018, and the New Northeast England MCA was established in May 2024 (Table 1). These regional government agencies are based on the relevant The law stipulates to undertake the management responsibilities of relevant matters.

The regional development agency established in 1998 was abolished in 2012, and some of its functions were transferred to local governments and newly established Local Enterprise Partnerships (LEP). LEP is a voluntary cooperative organization between local governments and local enterprises. It was founded and guided by the British Department of Commerce, Innovation and Skills in 2011 to focus on local economic priorities and lead local economic

growth and job creation. The LEP boundary of the Greater Manchester Metropolitan Area and the Liverpool Urban Area and the jurisdictional boundary of the MCA have been consistent since their establishment. The LEP boundaries in other areas have been adjusted to varying degrees, and some of them are currently under the management of their MCA..The administrative boundaries of the jurisdiction are consistent, some are inconsistent, and some are with the surroundingLEP has a heavy weight (Table 1, Figure 3). Both MCA and LEP play an important role in the governance of metropolitan areas; generally speaking, the former is mainly responsible for many comprehensive affairs including economic development, while the latter mainly focuses on economic and industrial development..

2.2.5 From 2022 to the present: Issue the Level Improvement and Renewal Act and the Pioneer Decentralization New Deal

Along withWith Brexit in 2016, the withdrawal of EU funds and the impact of the COVID-19 pandemic on the economy since 2020, British local governments are facing great fiscal austerity pressure. At the same time, throughThe decentralized MCA and LEP have played a good role in promoting regional and local economies since 2011. Therefore, in 2022, the British government issued the "Leveling Up White Paper", proposing to expand, deepen and simplify decentralization. Expanding decentralization includes inviting 9 counties or independent districts to agree on a new decentralization policy with the central government, such as expanding the decentralization of MCA in Northeast England; deepening decentralization includes a new round of decentralization policies for West Midlands and Greater Manchester, and encouraging other MCAs under the new decentralization framework. , obtain deeper decentralization through competition: simplifying decentralization refers to the formulation of a clearer devolution framework, andXi YiCreate a kind ofCountyCounty Combined Authority, in order to form a single responsible subject within the corresponding functional geographical area. In 2023, the Trailblazer Devolution Deal and the Levelling Up and Regeneration Act were successively released, thus realizing Institutionalized governance. " The core of the "New Deal of Pioneers' Decentralization"The content of the heart includes providing a package of financial plans.(Single departmental-style Settlement), establish a new accountability system, establish a data-supported partnership, and decentralize other management authority, including transportation and housing. See Table 2.

Surface1 Correspondence of MCA, LEP name and three-party boundary corresponding to the metropolitan area

大都市区名称	对应的MCA	对应的LEP	边界对应情况
大曼彻斯特都市区	大曼彻斯特MCA	大曼彻斯特LEP	MCA、LEP边界与大都市区范围一致
利兹城市区域	西约克郡MCA	利兹城市区域LEP	MCA、LEP边界与大都市区范围一致
利物浦城市区域	利物浦城市区域MCA	利物浦城市区域LEP	MCA、LEP边界与大都市区范围一致
谢菲尔德城市区域	南约克郡MCA	南约克郡LEP	MCA、LEP边界与大都市区范围一致
西米德兰兹大都市区 (核心城市:伯明翰)	西米德兰兹MCA	大伯明翰和索利哈尔 LEP、黑郡LEP、考文垂和 沃里克郡LEP	MCA与大都市区范围一致 LEP边界与大都市区范围不一致
泰恩威尔大都市区 (核心城市:纽卡斯尔)	东北英格兰MCA	东北英格兰LEP	MCA、LEP边界比大都市区范围更广

Three The main body of governance and operational innovation in the British metropolitan area from the perspective of scale reorganization

The scale reorganization, governance restructuring and release of metropolitan areas in the United KingdomPower, etc. is not a one-time event, but a process, so it is necessary to analyze its governance subject and operation evolution in combination with the backtracking of its process.

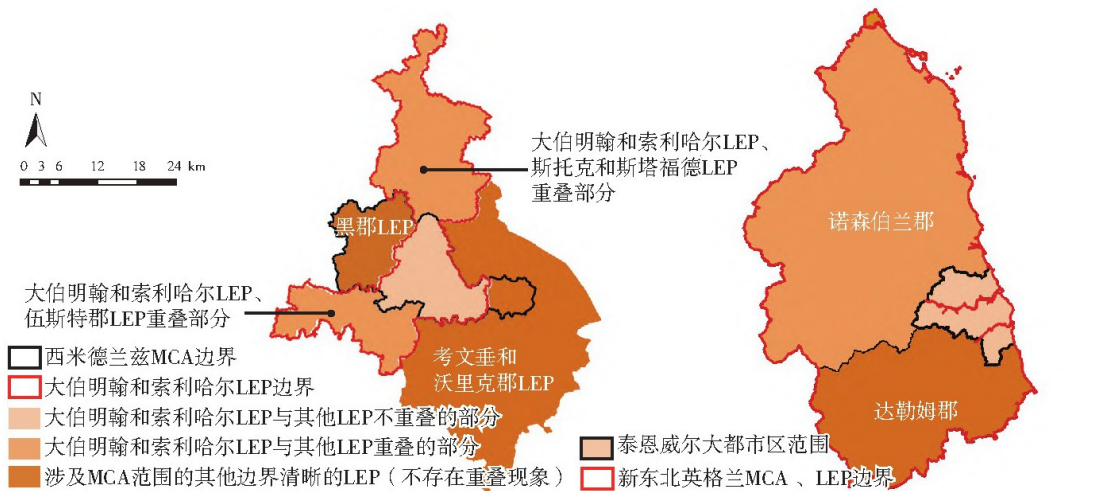
3.1 Governance subject and mode adjustment: from single to plural, various subjects cooperate and discuss

Surface2 Comparison list of the decentralization of Greater Manchester Metropolitan Area and West Midlands Metropolitan Area and Greater London Area

政策领域	大伦敦地区	大曼彻斯特都市区	西米德兰兹大都市区
交通	交通:地铁、有轨电车、公共汽车、主干道,出租车管制;河流服务 征收拥堵费、排污费、工作场所停车费的权力	交通:有轨电车、公交专营; 征收拥堵费、排污费、工作场所停车费的权力; 综合票价系统,将铁路车站纳入大都市区交通系统,包括资金	交通:有轨电车、公交专营; 征收拥堵费、排污费、工作场所停车费的权力; 综合票价系统,将铁路车站纳入大都市区交通系统,包括资金
经济	本地企业伙伴关系;经济增长中心;英国共享繁荣基金;市属开发公司;旅游业发展	本地企业伙伴关系;经济增长中心;英国共享繁荣基金;市属开发公司;投资基金	本地企业伙伴关系;经济增长中心;英国共享繁荣基金;市属开发公司;投资基金
就业支持	工作与健康支持	工作与健康支持;就业支持的协同设计	就业支持的协同设计
环境	废物及回收论坛;市长对废物处理机构下达指令的权利	废物处理当局;净零排放和物业改造资金	净零排放和物业改造资金
住房	可支付住房计划;伦敦土地基金	房屋贷款基金;棕地住房基金;可支付住房计划	棕地住房基金;可支付住房计划
警察	大都市区警察局	大曼彻斯特警察局	西米德兰兹警察局
消防	伦敦消防长官	大曼彻斯特消防和救援服务	—
文化	市长任命的伦敦艺术委员会 伦敦博物馆委员会	—	—
规划	空间发展战略(伦敦规划); 确定具有战略重要性的实践; 有权指示各区根据伦敦规划改变地方规划	大曼彻斯特空间发展战略(暂未编制,但已编制联合地方规划,有9个地方当局参加,1个地方当局未参加)	—
技能培训	成人教育预算;技能训练营;免费就业课程;提高计算能力培训项目	成人教育预算;提高计算能力培训项目;联合职业委员会;16—19岁技术教育联合战略委员会;免费就业课程;技能训练营	成人教育预算;提高计算能力培训项目;联合职业委员会;16—19岁技术教育联合战略委员会;免费就业课程;技能训练营
健康	健康平等战略	公共卫生责任	公共卫生责任
资金	37%商业税保留;制定市政规范;营业费率补充;道路使用者收费(交通拥堵费、低排放区、超低排放区);票款收入;市长社区基础设施税	100%商业税保留;制定市政规范;制定商业收费补充、公共交通、道路使用者收费的权力;单一财务结算	100%商业税保留;制定商业收费补充、公共交通、道路使用者收费的权力;单一财务结算

Pour: The bold content is the new permission of "Pioneer Decentralization New Deal"

Picture3 The scope of the West Midlands metropolitan area and Tynewell metropolitan area and the relationship with the corresponding MCA and LEP boundaries



.In the process of the change of the British ruling party and the policy of centralization and decentralization, the scale reorganization of metropolitan areas and the adjustment of

the main body of governance are constantly taking place. See the table3.

Generally speaking, due to the needs of post-war reconstruction and economic recovery, the governance of metropolitan areas in early England mainly focused on urban core areas, aiming at "inner city development" and establishing a number of governance entities at the local level. In the later stage, due to the need to face the impact of economic globalization and the unified market and capital flows of the European Union, most of them The goal of urban governance has gradually turned to "regional development". State power and local power are integrated at the metropolitan area level, and the main body of governance has gradually changed from a single subject model of metropolitan county-level government and local government joint committee to "mayor joint agency + metropolitan area independent agency + local enterprise cooperative organization + municipal development company" and so on. Meta-body mode. See the picture4.

3.2 Governance tool selection and operation characteristics: from independence to collaboration, multiple tools coexist

Britain is a maritime law country, but written laws are also constantly introduced, and the corresponding legal and policy document basis is usually enacted when implementing an important policy. In response to the development process of metropolitan area governance, the British government has promulgated corresponding laws or policy documents at all key points. For example The Local Government Law of 1985, the Localism Law of 2011, etc. After 2011, the central government also successively issued the Devolution Deal and Devolution Order on decentralization. As of July 2021, there are more than 120 policies or bills involving six metropolitan areas (Table 4), involving different fields such as transportation and infrastructure, enterprises and growth, financial services, skills training and planning. In governance In terms of operation, the British government has also set up various Class of enjoyment Parks with specific policies, such as special zones for enterprises (Enterprise zone), business Improve District (Business improvement. District) and investment zone, freeport, etc.; in addition, it has also provided various Kind of finance Funding. Existing types of financial support include local growth funds, urban transformation funds, British Shared prosperity funds, level-leveling funds, etc. On the main side of the market, there is the British Industrial Alliance (ConderationOf British Industry), Federation of Small and Medium Businesses (federation Or Small Busi Economic organizations such as nesses), the private sector usually participates in metropolitan area governance by joining relevant economic organizations or committees. At 1980 The private sector once played an important role in the inner city renewal of the era. [29]; In the early 21st century, the private sector can participate in relevant decision-making discussions by participating in associations such as Town Centre Management Partnerships [30].

Surface3 Dynamic adjustment of governance subjects in 6 metropolitan areas in England

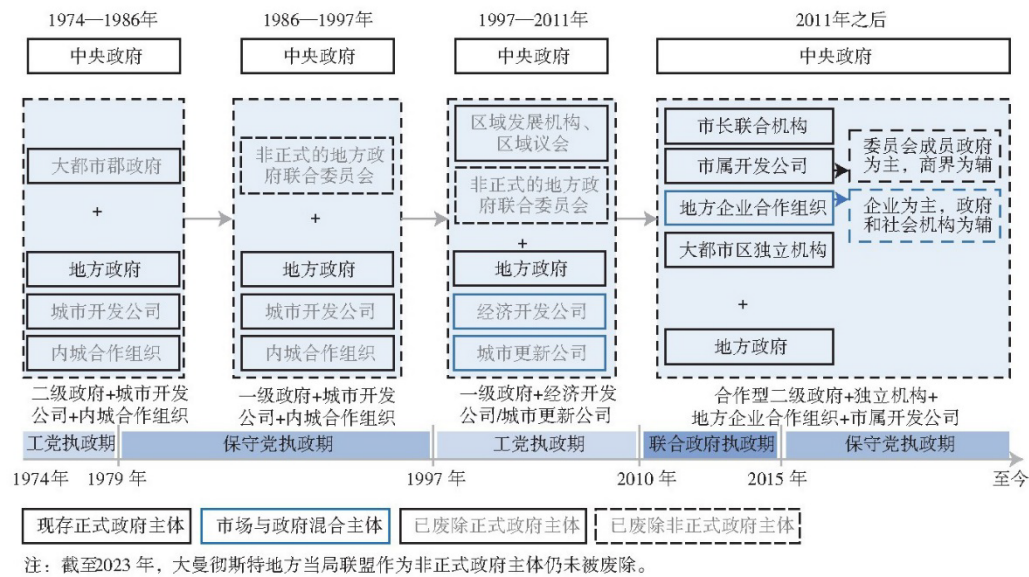
治理主体	大曼彻斯特 都市区	利物浦 城市区域	利兹 城市区域	谢菲尔德 城市区域	西米德兰兹 都市区	泰恩威尔 大都市区
大都市郡政府	√	√	√	√	√	√
城市开发公司		√			√	
内城合作组织	√	√			√	√
非正式的地方政府联合委员会	√	√	√	√	√	√
城市更新公司	√	√		√		√
经济开发公司		√		√		
市长联合机构	√	√	√	√	√	√
市属开发公司	√	√	√	√	√	√
地方企业合作组织	√	√	√	√	√	√
大都市区独立机构	√	√	√	√	√	√

Pour: "√" in the table indicates that the metropolitan area has established this kind of governance subject.

Surface4 List of areas involved in the decentralization of the New Deal or decrees in 6 metropolitan areas of England

大都市区	资产 使用	健康	企业与 增长	犯罪	儿童 服务	金融 服务	交通与基 础设施	规划	消防	就业	技能 培训	能源与 环境	住房
大曼彻斯特都市区	1	2	2			1	3	2	1	2	2		1
西米德兰兹都市区	1	1	6	1		5	7	3		2	5	1	1
利兹城市区域			1	1		2	4	1			2		1
利物浦城市区域	1		5	1	1	5	5	3			5	4	
谢菲尔德城市区域	1		6			3	5	2		1	3		
泰恩威尔大都市区			2			5	1	1			1	1	
小计	4	3	22	3	1	21	25	12	1	5	18	6	3

Picture4 Adjustment of the main body and model of governance in the English metropolitan area



The governance of metropolitan areas in the United Kingdom can be said to have adopted mixed tools, such as the combination of law and administrative means, the complementarity of administrative mechanisms and market mechanisms, and the cooperation of policies, laws and spatial planning.(Figure 5, Figure 6).Among them, regional spatial planning, as a comprehensive carrier of scale reorganization and governance strategies, is an important platform for various stakeholders to express their demands, participate in consultation and decision-making. Corresponding to the development process of metropolitan area governance, metropolitan area spatial planning has experienced "structural planning + local planning", "single management area development planning", "local development framework" spatial development strategy + joint/separate local Local plan" and so on.

At present, 4 out of 6 metropolitan areas in England have been awardedThe authority to prepare spatial planning, including the Greater Manchester metropolitan area, the Liverpool urban area, theZi CityArea, Sheffield City Area. Among them, the Liverpool urban area is compiling the Liverpool Urban Regional Spatial Development Strategy.2040" will formulate a framework for land development and use in the urban area of Liverpool, including planning content in housing, economy and employment, infrastructure and natural environment.

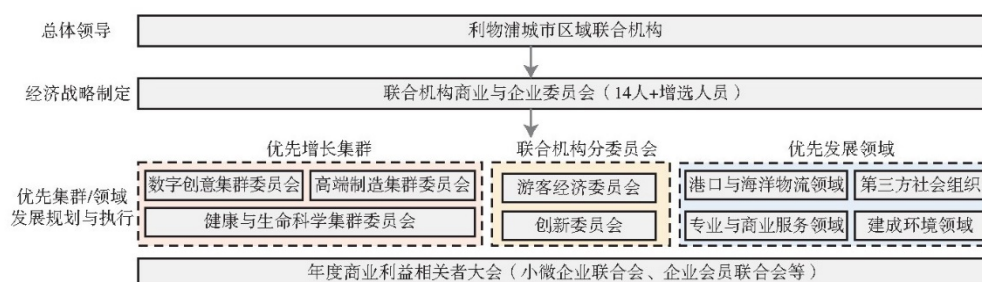
In general, most of the early metropolitan governance tools were scattered; after the metropolitan county-level government was abolished, the metropolitan area-levelThe governance county is inIn the absence state, the local-level governance tools are of limited utility. After 2011, MCAs at the metropolitan area level have been established one after another, coupled with the decentralization of power by the central government, which has completed the governance system and responsibilities of the metropolitan area government.Good, and can integrate various resources and the interests of many parties based on the "space development strategy", and formulate a framework for the future spatial development of metropolitan areas through spatial planning and preparation. At the same time,LEP plays a bridge role in connecting enterprises, social organizations and the government to promote variousClass governanceThe collaborative operation of tools. See Figure 7.

Picture5 The consultation process for the preparation of Liverpool's urban regional spatial development strategy (left picture) and the special public consultation meeting of the University of Liverpool (right picture)

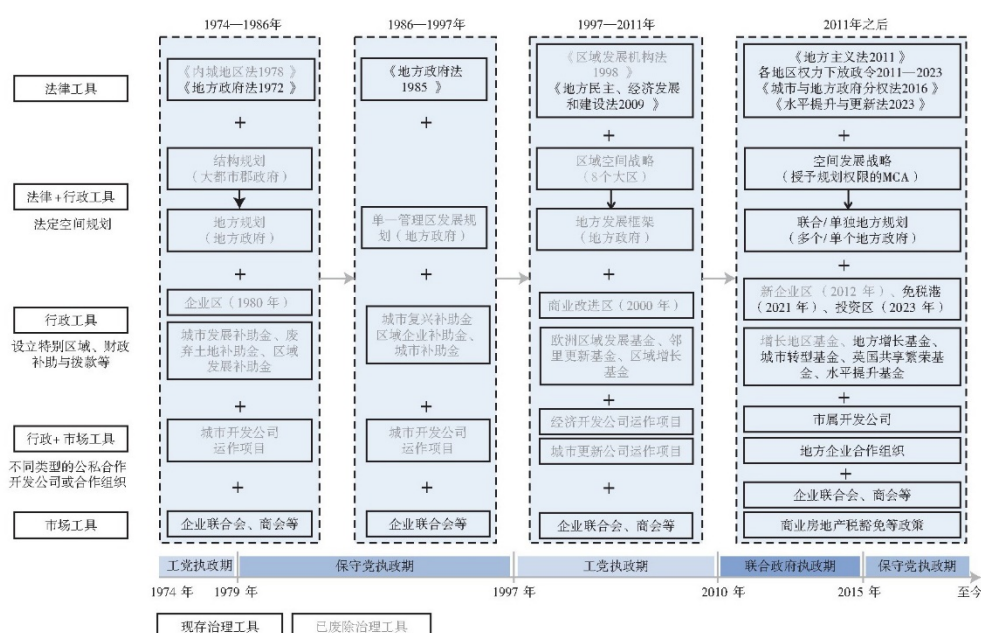


Source of information: The picture on the left comes from the MCA of the Liverpool urban area..Official website(The meeting took place in November 2023), the picture on the right is from the selfie.

Picture6 Structure of Liverpool Urban Regional Business and Enterprise Committee (formerly Local Enterprise Cooperation Organization)



Picture7 Selection and reorganization of governance tools for metropolitan areas in England



3.3 Innovation of governance system and mechanism: from the section layer to the network, multi-subject and multi-tool cooperation

With the diversification of governance subjects and governance tools in the metropolitan areas of England, the governance mechanism has also changed accordingly. In the 1970s, the newly established metropolitan County government undertakes different management functions from local governments based on a clear division of powers. The former is responsible for the preparation of structural planning (development planning at the strategic level), and the latter is responsible for the preparation of local planning, which belongs to a typical section level. Control and control Reason mechanism. And then, with the metropolitan County government It was abolished, and various regions have successively established joint local government committees to continue to provide some management services at the metropolitan area level; however, such committees are established by local governments on the basis of voluntary principles. They are not in a constrained relationship with local governments, and there is no corresponding one at the metropolitan area level in the same period. Spatial planning. At 1990. In the later period, the central government established at the regional level. Pass the area Development institutions and regional parliaments, which are responsible for the preparation of regional economic strategies and regional spatial strategies for local development. The formulation of the framework has a certain guiding role.: However, there are still no spatial planning and management institutions at the metropolitan level.

Since 2011, various regions have successively established MCAs and carried out work in the model of "municipal council + directly elected mayor" (6). MCA manages regional transportation, skills training, economic development, spatial development strategy and other affairs. The directly elected mayor has the right to establish and manage the development company.—Consider the development and revival of key areas from the perspective of metropolitan areas. In cooperation with MCA, enterprise-led LEP has been established one after another, providing a platform for communication between enterprise entities, academic and voluntary institutions and the government, and integrating into the metropolitan area governance network. In addition, the subordinate institutions of the previous local government joint committee have gradually transformed into independent institutions in metropolitan areas and provided Off the service. So far, the English metropolitan area has formed a new multi-level and networked governance system and mechanism. See the picture 8.

In each metropolitan area Within the MCA, there will be certain differences in its organizational structure. For example, the West Midlands County MCA divides the functional departments into the Strategic Development Committee and the Policy Development and Implementation Committee/Group. See Figure 9.

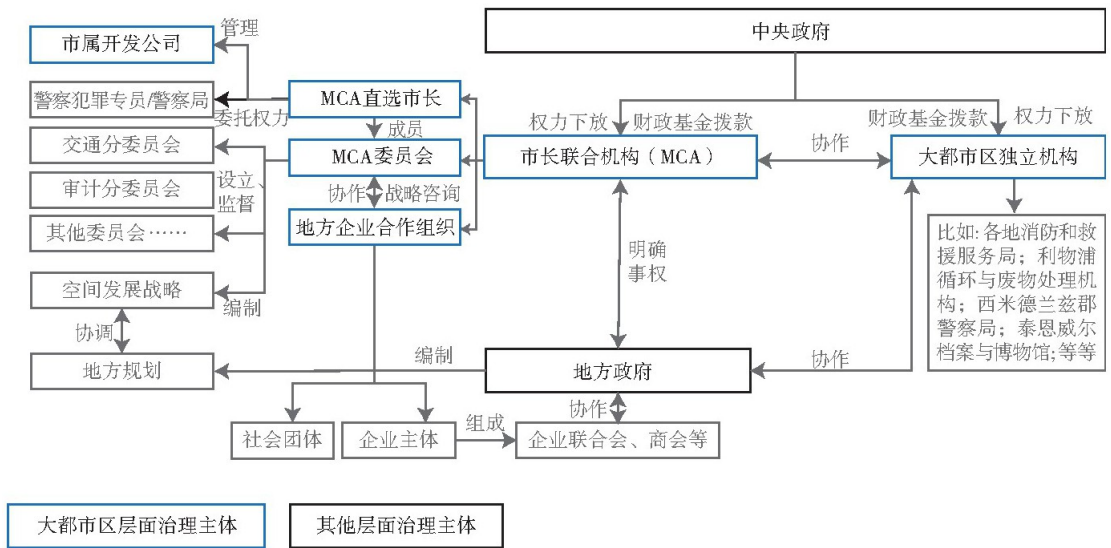
4 Several discussions

Changes in the external environment and global cities—Against the background of the continuous reshaping of the regional competition pattern, the role of metropolitan areas in linking local and global areas and as a basic unit to participate in external competition is unquestionable. A large country like China is based on the metropolitan area.[31-32], its role in the new pattern of dual-cycle development has also become increasingly prominent. This article takes six metropolitan areas in England as examples, systematically sorts out the evolution of governance in metropolitan areas in the United Kingdom, analyzes the governance subjects, governance tools and mechanisms in different periods, aiming to draw

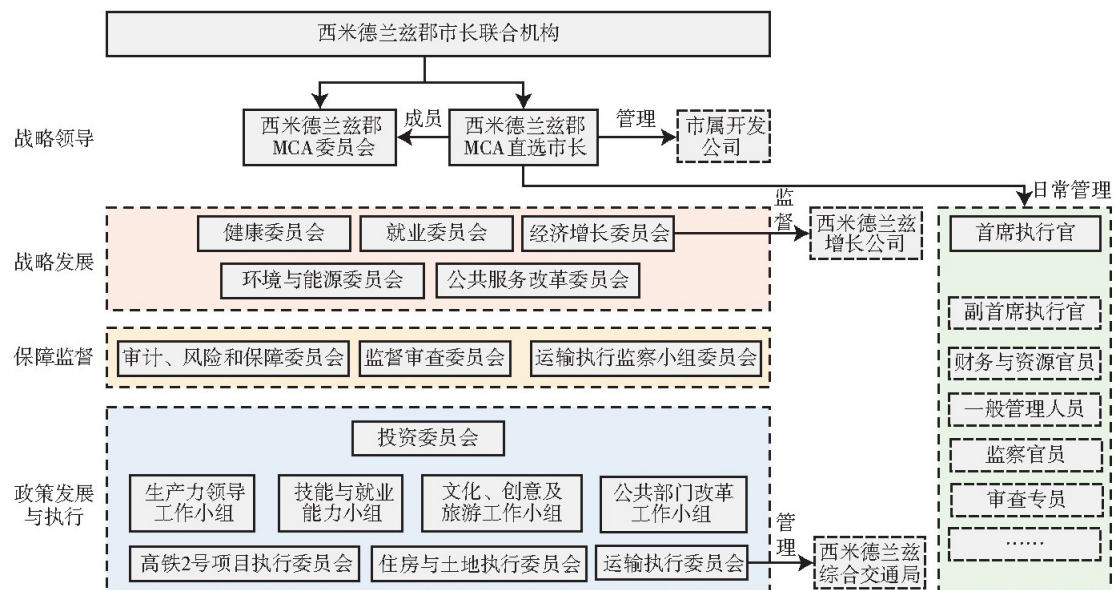
useful insights. The analysis also shows that the changes in the British regional governance system, planning systems and mechanisms and other adjustments are often due to partisan strife and government changes, so not all policy innovations or practices are based on the principle of rationality. It can also be seen that for foreign countries The introduction of experience Lie between It must be based on a real grasp of its context, and avoid blindness.

Follow the above principles to identify the governance of the English metropolitan area. Speech tends to cushion and Practical experience, explore the inspiration for China's metropolitan area governance: (1) In order to ensure the governance efficiency of the metropolitan area, draw on the experience of England and explore the establishment of a cooperative metropolitan area government on the basis of "clear authority". According to the Legislative Law of the People's Republic of China revised in 2023, local people's congresses and their standing committees with legislative power "can cooperate to formulate local regulations and implement them in their administrative regions or relevant regions according to the needs of regional coordinated development". According to this provision, the people's Congress of political districts with legislative power in the metropolitan area may jointly formulate local regulations to create the necessary management institutions and give them the legal authority to manage the coordinated development of the metropolitan area. (2) Make good use of various "governance tools", especially rigid Legal tools and flexible regional policies, and the spatial planning system between the two; Through the legislation of the National People's Congress and supplemented by government regulations and normative documents, clarify the powers, responsibilities and boundaries of different governance subjects; build a platform for multi-party subjects to consult, dialogue and appeal for interests, and establish a series of supporting systems. (3) Through the innovation of institutional mechanisms such as "cooperative government" and "participatory administration", we will truly integrate all kinds of administrative subjects, market subjects and social subjects into the decision-making and governance system of the metropolitan area, and continuously enhance the adaptability and resilience of the governance system.

Picture8 Indication of the governance system and mechanism of the English metropolitan area



Picture9 The internal organizational framework of the West Midlands County MCA



In addition, it is necessary to explore the "non-fixation" of governance paradigms and spatial scales based on the case experience of England. The first is the "non-fixation" of the governance paradigm, which needs to be continuously optimized in practice. In the governance of the English metropolitan area, the government still plays a leading role in the decision-making process.; However, driven by decentralization and local autonomy, various market organizations and social groups also have a certain say in specific affairs of regional development and even lead the decision-making process. At the same time, the powers granted to each MCA in England are also different, and their internal organizational structures and governance tools adopted are also different. It can be seen that there may not be an "optimal path" in metropolitan area governance, so thinking such as "fixed mode" should be abandoned.[Thirty-three];In China's metropolitan area governance, it is notThe creation of a metropolitan area government can be achieved overnight, but it needs to be constantly reflected and optimized in exploration and practice.

Secondly, the "non-fixation" of the spatial scale needs to be adjusted in a timely and reasonable manner. At1980Around the age and after 2011, the spatial scale of the governance of metropolitan areas in England is "city one region" (city Region) level, in1990In the era, the spatial scale of governance sank to districts or autonomous municipalities, and once moved up to the "district" level. Since the beginning of the reform and opening up in our countryOnce explored acrossEconomic zones and planning mechanisms of provinces and cities;During the "Eleventh Five-Year Plan" period, it was proposed for the first time to take urban clusters as a grasp of regional coordinated development, and the spatial scale changed from provincial areas to urban clusters; during the "13th Five-Year Plan" period, the regional coordinated development strategylt has been upgraded to a national strategy, but the construction of urban clusters focuses on the metropolitan area scale, and in developed areas, it expands to a large regional scale, such as the Beijing-Tianjin wing, the Yangtze River Delta, Guangdong, Hong Kong and Macao, etc. It can be seen that the spatial scale has never been fixed.(Never fixed), it will be constantly redefined and reorganized in terms of scope, content,

relative importance and mutual relationship [34] .

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.Annotate

(1) The metropolitan area referred to in the text refers to the functional area composed of one or more core cities with regional driving force as the main body of functional space, and the surrounding cities with close social, economic and transportation networks. It has both geographical proximity and Cross-domain connection characteristics [35-36]. Different countries have different descriptions and definitions of "metropolitan areas", such as metropolitan areas in the United States.Statistical area(Metropolitan statistical area[37]) and megapolitan[38], etc., the metropolitan economy of the United Kingdom.WorkDistrict (metropolitan economic LaborArea[39]) and Employment Tongle District(Travel to work area[40]), etc., metropolitan areas in Europe (metropolitan regions and areas[41]) and cross-border metropolitan areas (cross-border Metropolitan-Tan[42]) and so on. In China, the metropolitan areas in this article include megapolitan clusters and metropolitan areas (Metropolitan region) and other forms. Therefore, this article no longer distinguishes its relevant concepts separately, and they are collectively referred to as "metropolitan areas"..

(2) The term of the six metropolitan areas in England comes from the central government's enactment of the Local Government Act 1972 to establish six metropolitan areas.County governmentThe mention of (Metropolitan County Council). Although some of the six metropolitan areas were later recognized as "urban areas" (city-rEgion) or functional economic area,However, this article chooses to follow the original time of the six regions, that is, metropolitan areas.

(3) BlessingSpecialThe principle develops in191From the 0s to196In the 0s, it advocated large-scale production, standardization, centralized management and Keynes' welfare society; HoufuSpecialThe principle is from197Developed from the 0s to the present, it has advocated flexible production, personalization, elastic structure and new liberalism.

(4) 6 metropolitan areasCounty governmentAt that time, it was controlled by the Labour Party, and the ruling party of the central government was the Conservative Party. Therefore, some scholars believe that the abolition of metropolitan areasCounty governmentIt is motivated by the political party. The Secretary-General of the National and Local Government Officials Association described it as "a trick that completely forgets justice".

(5) There are many differences between the Greater London government and the joint agency of mayors in metropolitan areas. For example, the Greater London government has no legal relationship with the lower district governments. The Greater London government operates strategically between district governments and has completely independent powers and terms of authority. However, the core decision-making power of the joint institution is held by the "municipal council", and the members of the municipal council are generallyLower-level famous district governmentIt is composed of leaders and directly elected mayors.

Therefore, the leaders of the lower-level government have formal decision-making power as members of the Joint Institutional Committee.

(6) Between 1974 and 1985, the metropolitan County government. The members are composed of members of each local government, but the person in charge is from County government. It is elected among the members of the government, not directly elected by residents. The joint agency is responsible for the direct election of the mayor by the residents. In order to get the votes of the voters, the mayor is mainly responsible to the voters. At the same time, in order to ensure that the use of decentralized funds is in line with the British priority strategy and the integrity of local governments, the mayor also needs to be responsible for the joint institutions.