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## **Workshop Paper**

### **Approaching New Functional Areas**

#### **I. Thematic Scope of the Open Workshop**

The European Commission identifies territorial cohesion as a place-based policy in its Green Paper on Territorial Cohesion. The paper expresses the need to coordinate and integrate a set of policy actions at the level of a given territory. This given territory is to prove internal coherence or functionality that forms a logic base for policymakers and stakeholders to exploit common territorial capital and to tackle common challenges.

The appearance of new geographies which is recognised in the Green Paper on Territorial Cohesion might demand a stronger role in future EU Cohesion Policy for new types of functionally defined territories. Examples of new functionally defined territories, which are appearing within the European geography and might demand specific attention, include transnational macro-regions, cross-border polycentric metropolitan regions and combinations of urban-rural territories.

New geographies or territories within Europe have also to relate to their functional position in the world. Being highly integrated in the global context, and with the political ambition of a Global Europe, the functional relations between Europe and the rest of the world are of increasing importance. This global interphase is today concentrated in metropolitan regions and capital cities and highly differentiated within the European territory.

#### **II. Objectives and Target Group for the Open Workshop**

This open ESPON Workshop is to explore how different territorial research approaches to new functional areas can be used to support policymakers in setting policy actions for territories with sufficient internal coherence and functionality.

The Workshop will take stock of different scientific paths and shall in particular discuss 1) functional-morphological, 2) economic as well as 3) institutional approaches to identify and analyse functional areas.



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The Workshop will also reflect on possible policy support. In the light of the new policy objectives, which the European Commission lays down in the Green Paper on Territorial Cohesion, the ESPON Workshop should assess the existing scientific approaches to functional areas and their ability to support (1) the definition of internally coherent functional areas, (2) a coordinated and integrated set of policy options for given territories, and (3) sharpen ideas on demand for future applied research under the ESPON Programme in support of these European policy objectives.

The workshop aims at having a discussion amongst policymakers, practitioners and scientists working in the field of territorial cohesion. The workshop is open for participation. As the venue only allows for up to 45 participants the principle of first come first served will be applied.

### **III. Starting Points**

ESPON has already covered elements of the workshop theme in projects. The applied research made on functional urban areas, on integrated approaches in analysing territories and the development of spatial scenarios have brought important insight on useful approaches to new functionally defined territories. An overview of relevant existing ESPON projects can be found annexed to this paper.

In the framework of the ESPON 2013 Programme the following relevant projects are currently being carried through:

- The Applied Research Project FOCI (Future Orientation of Cities), analysing the current state, trends and development perspectives for the largest cities and urban agglomerations in the European territory and thus identifying the driving forces of urban development as well as offering scenarios for the development of Europe's cities leading to alternative policy options;
- The Targeted Analysis Project METROBORDER (Cross-Border Polycentric Metropolitan Regions), addressing cross-border metropolitan regions in Europe – based on the fact that these areas appear to be systematically underestimated in their development opportunities – and identifying criteria, potentials and governance practices based on available ESPON evidence as well as proposing policy options for development strategies;
- The Targeted Analysis Project CAEE (The Case for Agglomeration Economies in Europe), focusing on urban agglomerations as key drivers of the economy and thus resulting in a joint comparator data for four case study areas in order to develop strategic policy options ensuring that agglomeration growth spills over benefit the wider regional development.

Outside ESPON, important new approaches have also been developed. The OECD dedicated in 2006 one full edition of the OECD Territorial Reviews to “Competitive Cities in the Global Economy”, studying the 78 largest metro-regions in the countries of OECD.

The European Cluster Observatory, hosted by the Centre for Strategy and Competitiveness of the Stockholm School of Economics, provides a wide variety of data on clusters in Europe, based on the notion that “*Clusters are geographic concentrations of interconnected companies, specialized suppliers, service providers, firms in related industries, and associated institutions in particular fields that compete but also cooperate.*”<sup>1</sup> and “*Cluster initiatives are organised efforts to increase the growth and competitiveness of clusters within a region, involving cluster firms, government and / or the research community.*”<sup>2</sup>

#### **IV. Approaches to Functional Areas**

The following recognised approaches to functional areas will be addressed at the open Workshop:

- Functional-morphological delineation

Functional-morphological analysis follows an integrated approach. It measures the functionality of an area in terms of social, economic and environmental relations with other areas and, based on this measuring, establishes a typology of these functional areas. Strengths and weaknesses of individual functional areas can be analysed and functional complementarities between them indicated. Thus, the positioning of functional areas in the regional, national, European as well as global context is determined. National definitions of functional areas may influence the analysis as well as do decisions taken by national expertise on the ranking of cities and regions to become part of the typology’s hierarchy.

Measuring means to compile and calculate different relational statistical parameters (e.g. commuting time, social indications). With regard to commuting time, this implies in technical terms that these areas for instance are combined with isochrone areas corresponding to a zone within which commuting between living place and working place is most likely to occur. The commuting time needed is based on a 45-minute car travel time measured from the centre of the functional areas.

- Economic competitiveness

Economic as sector-based analysis concentrates more on existing functionalities (e.g. economic activities) that can be measured and that demands for closer cooperation between administrations also across borders. The following observation OECD<sup>3</sup> made illustrates the importance of this approach: “*In today’s economies former ideas of planning have been replaced by concepts of public policy marshalling support for the business environment. This includes providing necessary infrastructural support for economic activity, which for successful cities and regions crucially includes linking business to high-quality institutions of research and higher education. Concepts such as the regional innovation system will be a key. These relationships are often based on specialised clusters of related sectors of production. To fulfil these tasks requires of a strategic vision. This*

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<sup>1</sup> Michael E. Porter (1998) in *On Competition*

<sup>2</sup> Örjan Sölvell, Göran Lindqvist & Christian Ketels (2003) in *The Cluster Initiative Greenbook*

<sup>3</sup> OECD (2006), *Competitive Cities in the Global Economy*, OECD Territorial Reviews, OECD Publishing, Paris

*becomes particularly important in metro-regions, which have been identified as economically functional areas that are typically not contiguous with existing political and administrative boundaries.”*

- Institutional governance

The institution-oriented research approach is based on the analysis of (voluntary) multilevel and cross-border / transnational cooperation between different authorities. It is based on the assumption that the willingness to cooperate creates functional coherence and synergy (governance). Good examples in that respect are the cooperation in the Baltic Sea Area and in the Greater Region in which Luxembourg participates.

The different approaches to functional areas are often being combined in research and policymaking practice.

The scientific community uses different (combinations of) techniques in order to measure functionality and determine functional areas. Some examples are commuting-based analyses, gravitation techniques, cluster analyses, measuring and mapping economic cluster patterns and analyses of cooperation structures and institutional integration.

The question is how the different research approaches that are being used can be applied analytically in order to meet the European policy demand and deliver on the following:

- (1) Methodological support in proving internal coherence or functionality in a territory assuring a logic base for exploiting common territorial capital and tackling common challenges in the territory.
- (2) Support to the definition and delineation of new functional territories that includes sufficient internal coherence and potential to bring synergies.
- (3) Ways to coordinate and integrate a set of policy actions at the level of a given territory that can meet expectations from policy makers.

## **V. Questions Envisaged for the Workshop Discussion**

The workshop discussion in the afternoon will be split in two rounds.

The first round of discussion round will start with a short summary of the presentations of the morning session followed by a plenary discussion, mostly challenging scientists.

The second discussion round will begin with a series of input statements followed as well by a plenary discussion, primarily challenging policymakers and the interphase to practitioners and scientist.

Questions that will be used to structure the dialogue with workshop participants include the following:

**Questions for the first discussion round (scientific oriented):**

- **How can coherent functional areas be defined?**
  - What makes a given territory functional – should we look for territorial, economic and institutional coherence?
  - Which research approaches are in use – is it integrated, economic, institutional or a combination?
- **How can functionality within a given territory be measured?**
  - Which (territorial, economic, institutional) indicators can be used?
  - Which challenges do exist in measuring (e.g. data availability and comparability in cross-border areas)?
  - Which techniques are most adequate to define and delineate new functional territories?
  - How can changes in functionality be monitored and how can one take dynamics into account in defining relevant functional areas?
  - Which barriers do exist in applied research on functional areas?
  - Which uncertainties for policymakers will remain after researching functional areas?

**Questions for the second discussion round (policy oriented):**

- **Which policy orientations are important for selecting a functional area and for formulating an integrated set of policy actions?**
  - Which potential synergies between sector policies should be exploited within the framework of functional areas?
- **Which opportunities and challenges should an integrated policy for functional areas address?**
  - Which (economic, social, environmental) policy topics should be included?
  - Which priorities might be set by policymakers?
  - What are good examples of suitable types of (integrated) policy actions?
- **Who should be involved in preparing and implementing sets of policy actions at the level of a given territory?**
  - Which policy action is expected from the European Commission? Which EC Directorates-General should be involved?
  - Which players at the level of the functional areas should be involved and how can they collaborate?
- **Which territorial evidence is needed to support the development of a common framework for functional areas throughout Europe?**
  - Which knowledge base is already available?
  - How can ESPON Applied Research support the elaboration of a policy framework for functional areas?

**VI. Follow up of the Open Workshop**

The outcome of this workshop might as well provide ideas for further project activities within the ESPON 2013 Programme.

In addition, the workshop discussion may nourish the first ESPON Synthesis Report, due to be published by the end of 2010 with the aim at synthesising the progress made so far by the ESPON 2013 Programme.

All presentations given during the ESPON Workshop as well as a Workshop Report will be made available at [www.espon.eu](http://www.espon.eu).

## **VII. CV of Speakers and Facilitators**

### **Tobias Chilla**

Since February 2008 Dr Tobias Chilla is 'Assistant Chercheur' at the University of Luxembourg; he is also representing the ESPON Contact Point in Luxembourg with Estelle Evrard and Christian Schulz. Before joining the University of Luxembourg, Tobias was Assistant Professor at the Department of Geography, University of Bamberg. He started his professional carrier at University of Cologne being Scientific Assistant as well as Postdoctoral Research Fellow and Consultant at International Consultancy in Düsseldorf. Tobias is interested in the following research areas: Europeanisation and EU Studies, Spatial Planning, Environmental Governance, Economic, Political, Urban Geography.

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### **Simin Davoudi**

Simin Davoudi is Professor of Environment Policy and C-Director of the Institute for Research on Environment and Sustainability at Newcastle University. She has held: Presidency of the Association of the European Schools of Planning (AESOP), the Wibaut Visiting Professorship at University of Amsterdam, coordination of the Planning Research Network for the UK Government, membership of: the Expert Panel on UK Government's Housing Markets and Planning Analysis, the Research and Knowledge Committee of the Royal Town Planning Institute, the Expert Group for European Commission's DG Environment and DG Regional Policy, and for the Irish and Austrian EU Presidency's Seminars, the Advisory Boards of the Irish Social Science Platform, and the BTH Swedish School of Planning. She is published widely and delivered several keynote speeches in international conferences. Her most recent books include: *Conceptions of Space and Place in Strategic Spatial Planning* (Routledge, 2009) and *Planning for Climate Change* (Earthscan, 2009)

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**Olivier Denert**

Since January 1999 Olivier Denert is Project Director at MOT (Mission Opérationnelle Transfrontalière), responsible for territorial studies and the Cross-Border Atlas (including hundred different maps and frequently being updated) and in charge of sectoral issues (health, housing, transport, urban planning, cross-border territorial diagnosis, governance, ...). From July to December 1998 he worked as consultant for Cabinet TMO-CSA and from September 1997 to July 1998 as Project Officer at the Mission Bassin Parisien, responsible for higher education issues. Olivier Denert holds a Postgraduate Degree in Geography and Land Planning of Université Paris IV – Sorbonne and a Master in Urban and Land Planning of the Institut d'Etudes Politiques de Paris / Cycle Supérieur de Spécialisation en Aménagement et en Urbanisme.

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**Lewis Dijkstra**

Dr Lewis Dijkstra is the Deputy Head of the Analysis Unit of the Directorate-General for Regional Policy, European Commission. He is responsible for the main analytical reports such as the Cohesion Report and Progress Report as well as the Green Paper on Territorial Cohesion. He has a strong interest in the regional analysis of competitiveness, well-being and the quality of the environment. He liaises with the OECD, Joint Research Centre, the European Environmental Agency and Eurostat to develop better and new indicators and analyses of these domains. As part of regional analysis, he has been working on improvements of the definition of different types of areas such as metro regions and rural remote regions (see the Green Paper and Regional Focus 1 and 3). He holds a PhD in Urban and Regional Planning and a BA in Political Science.

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### **Göran Lindqvist**

Dr Göran Lindqvist is Principal Associate at the Center for Strategy and Competitiveness (CSC) at the Stockholm School of Economics. His research focuses on agglomerations, clusters, cluster initiatives, and cluster policy. Earlier work experience includes cluster studies as a management consultant at Monitor Group. He has conducted statistical cluster mapping exercises for Sweden and the entire European Union. The PhD dissertation covered, among other things, new techniques for measuring regional concentration as well as urbanity / rurality of industries, and comparisons of industry concentration between Europe and the USA. Since 2003 he has managed the Global Cluster Initiative Survey, and he is currently the project manager for the European Cluster Observatory, a European cluster analysis and collaboration platform within DG Enterprise's Europe INNOVA Initiative. For DG Regio, he has served on an expert panel on innovation systems governance, and is also engaged in CLUSNET, a collaboration between ten European cities on regional / local cluster policies.

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### **Peter Mehlbye**

Peter Mehlbye worked for more than 10 years in a Danish Ministry as Head of Unit for National Spatial Development and Planning, Regional Policy and International Cooperation. He was for most of this period in the ministry attached to the cabinet of the Minister. He then worked as an Expert to the European Commission, DG Regional Policy, where he was involved in the conceptual development of EU regional policy. He has since 2002 been Director of the Coordination Unit for the ESPON Programme, a European observation network on territorial development and cohesion carrying through applied research providing new evidence and knowledge on territorial structures, trends, perspectives and impacts of EU policies within the European territory. The mission of the ESPON Programme is to support policy development related to European territorial development and cohesion. New evidence and comparable information on all regions and cities of Europe will normally cover 27 EU Member States as well as Iceland, Liechtenstein, Norway and Switzerland. By education Peter holds a master degree in Economics and a master degree in Architecture, specialised in regional development and spatial planning.

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**Monika Meyer**

Dr Monika Meyer is Head of the Research Area Urban and Regional Development in Europe at the Leibniz Institute of Ecological and Regional Development (IOER) since April 2003. She studied architecture and worked as a research assistant at the TU Braunschweig, where she also received her doctorate. From 2000 to 2003 she worked as an advisor at the Federal Office for Building and Regional Planning (BBR) and the Federal Ministry of Transport, Building and Housing (BMVBS). Her focus is on urban development, the planning of mega-events, building culture, the spatial consequences of demographic change and climate change.

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**André Mueller**

André Mueller is currently Cluster Coordinator / Project Expert for “Capitalisation, Analysis and Publication” at the ESPON Coordination Unit. He has been working as Senior Project Coordinator of the Federal Office for Building and Regional Planning (BBR) in Bonn and he was Senior Adviser at the Federal Ministry of Transport, Building and Urban Affairs (BMVBS) in Berlin. Holding a MSc in Engineering he interdisciplinarily studied engineering, architecture / urbanism, economics and arts at, amongst others, the IDEA League / RWTH Aachen. Work and applied research residencies brought him to almost all European countries and beyond, resulting in interdisciplinary publications.

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**Daniel Sanchez-Serra**

Daniel Sanchez-Serra is a Consultant in both the Regional Innovation and Urban Development units of the OECD’s Regional Competitiveness and Governance Division. His current work focuses on statistical and policy analysis regarding metropolitan regions and regional innovation systems. He has contributed to the construction of the OECD’s metropolitan regions database, and to different OECD reviews such as Toronto and Venice Territorial Reviews and Catalonia Review of Regional Innovation which are in the finalisation stage. He is currently participating as well in the Competitive Cities and Climate Change review. He holds a degree in Economics and a MSc in Urban and Regional Studies from the Autonomous University of Barcelona.

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Dr Maciej Smętkowski is assistant professor at the Centre for European Regional and Local Studies (EUROREG) of the University of Warsaw. He is a member of the Board of the Polish Section of the Regional Studies Association. Since 2000 he has been involved in a number of research projects within the ESPON Programme and EU Framework Programmes on metropolisation processes, instruments of regional policy, transborder cooperation and evaluation of pre-accession aids and structural funds. He has published several articles (among others in *European Planning Studies*) as well as two books “Metropolis and its region in informational economy” (in Polish, co-author G. Gorzelak) and “Cross-border Co-operation of Poland after Enlargement: Focus on Eastern Border” (co-author K. Krok).

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### **Christophe Sohn**

Dr Christophe Sohn works since 2005 as a research officer at the public research centre CEPS / INSTEAD in Luxembourg. He is also an associate lecturer at the University of Luxembourg. Member of the research unit GEODE (Geography and Development), he is coordinating the METROLUX programme dedicated to the analysis of cross-border metropolitan governance in various European border regions. In the framework of the METROBORDER Project (ESPON 2013 Programme), he is conducting research on the functional and institutional integration processes of cross-border metropolitan areas across Europe. Regarding his academic background, he holds a PhD in Geography from the University of Strasbourg (France). He has conducted his PhD research on urban land management in the post-apartheid city (Namibia). Before joining CEPS, he has been assistant professor at the Universities of Strasbourg and Metz.

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## **Annex: Overview of Relevant Existing ESPON Projects**

The following existing project each in their way can contribute to the workshop discussion. Participants are invited to study more in detail the final reports which are all available on the ESPON Website:

- Urban Areas as Nodes in a Polycentric Development (1.1.1), having elaborated the specific functionality and potentials of cities and developed a typology of the European urban reality displaying policy options for territorial cooperation in terms of complementarity and distance between urban functional regions;
- Urban-Rural Relations in Europe (1.1.2), having developed – based on the fact that the future of numerous rural areas is functionally interlinked with urban development in terms of flows, exchange processes, institutional links and interdependencies – a European typology of urban-rural relationships inspiring future policy perspectives for these relationships including options for mutual exchange;
- Enlargement of the EU and its Polycentric Spatial Structure (1.1.3), having focused on future implications of enlargement on the territorial development of the European Union from the perspectives of EU Member States as well as EU Accession Countries providing policy options for extending a polycentric development path to EU Accession Countries;
- Integrated Analysis of Transnational and National Territories (2.4.2), having provided an integrated and structured analysis of the results of ESPON project results, “zooming in” on different territorial contexts and scales in order to identify existing spatial patterns and territorial specificities and complementarities;
- Spatial Scenarios in Relation to the ESDP and EU Cohesion Policy (3.2), having developed spatial scenarios on policy orientations of the European Spatial Development Perspective (ESDP) in order to support policymaking for helping European regions and cities in adapting to the main challenges of population ageing, climate change, a new energy paradigm and the rising importance of globalisation.