Rural and urban planning to promote cooperation

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Spatial visions: roles and relationships of Newcastle

- Shared urban core of the North East
- Population 279,000
- 91% of jobs in services
- 1.8 million people in wider TTWA
- 55% of the employed workforce commute in each day
- Key growth and employment industries across wider area
Interdependent labour and housing markets

- 5 urban and 2 rural Councils
- Newcastle has higher wages and exports wealth
- Constrained urban housing markets
- New collaborative mechanisms

- NE Local Enterprise Partnership – business led promoting growth
- A Combined Authority from 2014 – strengthen alignment of policy in transport and economic development

<table>
<thead>
<tr>
<th>District</th>
<th>Labour demand</th>
<th>Employed Labour force</th>
<th>Earnings (by employment)</th>
<th>Earnings (by residency)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Durham</td>
<td>177,000</td>
<td>221,300</td>
<td>437.40</td>
<td>458.00</td>
</tr>
<tr>
<td>Gateshead</td>
<td>96,000</td>
<td>84,600</td>
<td>482.70</td>
<td>465.20</td>
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<tr>
<td>Newcastle</td>
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<td>133,700</td>
<td>484.50</td>
<td>469.70</td>
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<tr>
<td>North Tyneside</td>
<td>78,000</td>
<td>90,000</td>
<td>454.40</td>
<td>454.40</td>
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<tr>
<td>Northumberland</td>
<td>124,000</td>
<td>142,500</td>
<td>439.10</td>
<td>462.50</td>
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<tr>
<td>South Tyneside</td>
<td>48,000</td>
<td>66,900</td>
<td>425.30</td>
<td>450.10</td>
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<tr>
<td>Sunderland</td>
<td>119,000</td>
<td>124,500</td>
<td>442.90</td>
<td>424.00</td>
</tr>
</tbody>
</table>
A wider northern functional geography

- 5 significant City Regions and other urban areas
- Cultural, transport, research and supply chain linkages
- Interlocking rural areas at the heart of the North
- Eco-system services and tourism assets
- Future national assets with climate change impacts?
Planning and rural and urban development

“intensifying relations between cities and the rural territories surrounding them call for deepening the connections and cooperation between urban and rural territories…. Urban-rural interdependence should be tackled through multi-level governance including integrated planning” (Territorial Agenda 2020)

“consideration of the changing nature of proximity, point to a degree of complexity and ongoing change…Three distinct ‘modes’ of intervention may be envisaged…. conventional urban-rural cooperation, based on functional regions….. interaction between urban and rural spaces, without constraining them to link contiguous areas…..organised proximity between rural areas,” (Copus 2013)

Three points in common:
• Increasing importance of functional linkages in delivering on objectives
• Issues of governance, partnership and organisation
• Processes of exchange, mediation or aggregation between places

But also other forms of territorial interaction
Roles of spatial planning

Land use
“...a range of public organisations, policy mechanisms and institutional processes at various tiers of government and administration that, together, influence the future allocation and use of space”
Mark Tewdwr-Jones, Richard Hamilton Williams, 2001

An evidence based, scientific, policy process
“.....geographical expression to the economic, social, cultural and ecological policies of society....a scientific discipline, an administrative technique and a policy developed as an interdisciplinary and comprehensive approach...”
European Regional/Spatial Planning Charter, 1983

Place-shaping
“.....interventions to shape the development outcomes affecting a specific area, whether in a region or a neighbourhood ...it is a place-shaping and space-mediating mechanism”
http://www.sed.manchester.ac.uk/research/cups/research/projectsummaries/cups_summary_rtpi_clg.pdf

Negotiation
“...can lead to new insights facilitating a synthesis between apparently diverging opinions to produce new compromises.”
OECD, 2001

Visioning and implementation
“...process through which a vision, coherent actions, and means for implementation are produced that shape and frame what a place is and what it might become.”
Louis Albrechts, 2006
Context
- City of Prague wholly surrounded by Central Bohemia Region
- Mismatch between regional and functional geographies
  - administrative area of Prague: 1.4 million inhabitants
  - administrative area of Central Bohemia: 1.1 million inhabitants
  - Prague functional urban area: 1.8 million inhabitants
- Key growth engine for Czech economy. 172% of the EU average for GDP per head and widening influence (2010). 42% of the economy in 2007
- National Spatial Planning Framework
Priorities for the National Spatial Plan
- Growth and expansion of key areas and corridors. Prague as the key focus
- Joint responsibility of Regions and Municipalities to promote growth through “conditions for location of international and republic important activities…. (through delimitation)…preservation of areas outside development areas and axes”.

National plan: Development areas and axes
Prague: Impact on rural and urban co-operation

**Challenges**
- Past political tension between regional leaders
- Asymmetry of scale and resources between municipalities;
  - largest city in Central Bohemia has less than 100,000 inhabitants
  - Prague city with more than 1.4 million inhabitants
  - Central Bohemia has higher EU Cohesion Policy aid level than Prague
- Passive Government role in promoting cooperation between the regions
- Limited functions and resources for Municipalities to:
  - Solve problems: demand created by migration
  - Service provision: providing education, housing, local services

**Co-operation – key projects rather than strategic**
- Joint investment into company supplying water to Prague – secondary investment into rural regions and local farms
- Local transport system for commuting and services, including routes and unified ticketing
- Emerging integrated tourism package.
- Department level informal co-operation for solving “daily issues” (eg social services) between Central Bohemian and Prague municipalities
Brabantstad: urban and regional co-operation to promote investment and address challenges

**Context**
- Five small-medium sized cities of 830000 people in a crowded province of 2.4 million

**Voluntary partnership**
- Voluntary partnership of the cities and Province
- ‘A triple-helix’ relationship with business and higher education to promote growth
- Economic and investment focus from all sources
- Spatial planning as an evidence based strategy
- Built on clarity of economic roles and assets

**Priorities of ‘Brabantstad’**
- Strengthened economic resilience
- Increased international attractiveness
- Accessibility and connectedness
- Strengthening spatial structure
Brabantstad: rural realities and future challenges

**Realities**
- small rural areas closely linked to towns and cities
- the most peripheral outside the partnership
- experience of managing natural challenges through strong institutions and planning
  - water, soil erosion and land reclamation
- strong food sector in the north of the area
  - diversified farms with tourism offers—eg organic food, cycling, leisure
  - proximity creates a reaction against intensification
- protection of rural areas for quality of life – Hoonehout (rural parks)

**Challenges**
- Economic strengthening and broadening the impact
- Social challenges in cities and towns
  - ageing populations – care needs and workforce gaps
  - youth care
- Central Government decentralisation to municipalities
  - More resources and responsibilities
  - Possible mergers of municipalities
  - An impact on Brabantstad?
Brabantstad: sharpening spatial visions and strengthening the institution

“(The Brabant mosaic)…. is an ideal location for internationally oriented companies and knowledge workers….. in recent decades however, the colours that make up this mosaic have faded because the differences between the city and the countryside have been diminished. “

An aim to revitalise the mosaic so that, ”the cities become more urbanised, the villages more village-like and the green areas in between free of urbanisation “.

Visions:
- sustainable villages providing an attractive residential offer
- the rural as part of area competitiveness

Broadening rural engagement in innovation activity
- Sensors to prevent bushfires
- Schools, food quality and water recycling

Strengthening engagement in the Brabantstad process
- A city-region approach to the municipalities around the 5 Cities
- Linked into the Brabanstad partnership through the 5 cities
Western Pomerania: aggregating scale and capacity to secure sustainability

- Mixed region with cities, small towns and rural areas
- Long term population changes with continuing impacts
- Industries declined rapidly following political transition
- Recent institutional changes – shifting regional boundaries

Approach of Western Pomerania Spatial Plan

- Identification of 5 distinctive economic zones
- Sustainable/functional scales
- Promotion of local collaboration to focus on economic development and service provision
Western Pomerania: Building capacity in the Central Zone

Central Zone
- 19 municipalities, including 6 small towns and a rural hinterland
- 140000 people, but steady decline
- small institutions with few resources
- local economy built on farming and small-scale tourism
- challenging scale and geography for services

Building collaboration
- Early days, but signs of support
- Big choices to make
  - diversifying and scaling existing industries
  - new departures – eg renewable energy
  - joint procurement of services
- Local leadership and enabling regional approach will be crucial
Conclusions: Spatial planning and rural-urban cooperation

**Planning as a process rather than a task**
- Importance of evidence: roles of places, linkages, capacities and potential
- Governance, engagement and collaboration:
  - agree objectives and priorities
  - enable implementation and manage impacts
- Ongoing evaluation and refinement

**Need decisions about issues of geography, scale, strategy**
- Functional areas and links as the building block – but recognition of fuzzy geographies, administrative structures, wider relationships
- Policy alignment around spatial visions and objectives
- Outcomes and evidence as the tool for mediation
- Establish logic between long term outcomes and shorter term interventions

**Key roles of leadership and planning**
- To define and maintain focus on ‘visions’
- To manage partnerships across geographies and interests
- Active communications and capacity building
OECD 9th Rural Development Policy Conference

"Rural-Urban partnerships: an integrated approach to economic development"

23-25 October, 2013
Bologna, Italy

SESSION IV: Rural and urban planning to promote greater co-operation
Rennes Métropole Case Study

Rennes Métropole/DGPDD/DIR STRAT/SRIPE
1. Rennes Metropole: a metropolitan area/region
   1.1 - Short presentation of RM organisation: a formal intentional partnership
   1.2 - Rennes Metropole achievements
   1.3 - The Pays de Rennes: a larger functional area

2. The SCoT, a powerful spatial planning instrument
   2.1 - Spatial planning objectives
   2.2 - The Archipelago City
   2.3 - Housing policy
   2.4 - Transport, mobility
   2.5 - Local Program for Agriculture

3. Challenges and issues
   To tackle economic and environmental issues:
   – Co-operating at the urban area scale?
   – Defining new objectives for the Scot
1. Rennes Metropole : a metropolitan area/region

- **Rennes**
  - Regional capital of Brittany

- Core of an Urban area of 675 000 inh.
1.1 Rennes Metropole: A formal intentional partnership

A agglomeration community introduced by law (1999)

Fiscal power, municipal contributions, national allocations

38 municipalities (43 in 2014)
416 000 inh. (Rennes 208 000 inh.)

Delegate powers:
- Economic development, Higher education, Research,
- Urban planning, Housing, Social cohesion
- Transport, Environnement, Waste management
- Digital developpement (integrated fibre optics grid), Cultural facilities
1.1 Rennes Metropole: A formal intentional partnership

- The Community Concil
  114 delegates, meeting each month in public sessions

- Conference of Mayors

- Conference of councillors

- A strategic metropolitan project

- 1100 employees

- Budget 2013: 493,15 Million EUR

  City of Rennes: 566,4 Million EUR
1.2 Rennes Metropole achievements

A well organized and effective governance scheme based on:
- Tradition of cooperation, and dialogue
- Equity

A well organized and effective governance scheme delivering:
- Economies of scales,
- Demographic growth
- Dynamic economy
1.3 The Pays de Rennes: a larger functional area

- "Communauté d’agglomération"
- "Communautés de communes"

- 69 municipalities
- 460,000 inhabitants in 2008

<table>
<thead>
<tr>
<th>Agricultural area</th>
<th>76%</th>
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<tbody>
<tr>
<td>Natural area</td>
<td>13%</td>
</tr>
<tr>
<td>Urban area</td>
<td>11%</td>
</tr>
</tbody>
</table>

250 ha urbanised per year
2. The SCoT, a powerful spatial planning instrument

*Schéma de Cohérence Territoriale = Coherence territorial plan*

- The SCoT, is an intercommunal planning document that focuses on the priorities and objectives shared for the future.

- It coordinates the still existing municipal plans.

- The aim of the SCoT is to move Rennes to a higher level urban area but with a consistency of policies to ensure desired environmental, social and economic outcomes.
2.1 Spatial planning objectives

- Supporting economic and demographic dynamics
- Saving land (housing density, urban regeneration)
- Maintaining biodiversity and limiting pressure on agriculture
- Organising the « city of proximities » and optimising mobility
2.2 The Archipelago City

A « sustainable-city » model able to combine:

- **Centrality** and metropolitan functions
- **Daily proximity** services and a town network

- A « green corridor » organises land use and surrounds the towns network
2.2 The Archipelago City

Organising the « city of proximities »

A density enforced nearby major transport hubs

<table>
<thead>
<tr>
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<th>60 logts/ha</th>
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<tbody>
<tr>
<td>Coeur de metropole</td>
<td>60 logts/ha</td>
</tr>
<tr>
<td>Couronne d'agglomeration</td>
<td>45 logts/ha</td>
</tr>
<tr>
<td>Couronne metropolitaine</td>
<td>25 logts/ha</td>
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</tbody>
</table>
2.3 A coherence for housing policies

Local Housing Program

- Producing 4500 housing units with 50% being subsidised and 25% social housing
- Promoting new urban forms/architectures and innovative housing
- Ensuring a sustainable quality

Commune

- Guarantee delivery
- Commitment to product diversity
- Active land planning

Rennes Métropole

- Financial aid
- Operationnal aid
- Research
- Communication support
2.4 A coherence for transport policies, sustainable mobility

Network of urban transports
Bus + underground (2nd line in 2018)

EuroRennes: a multimodal hub in the heart of the city
2.5 A coherence for agriculture: Local Program for Agriculture

- The agricultural space is part of the Archipelago City
  - 2/3 of the territory (RM : 55%)  1300 farms (RM : 665)
  - 10 000 jobs (farming : 3000)  62 000 ha de SAU (RM : 33 000)
- At the heart of the 1st European dairy basin

- A unique partnership in France between agricultural and spatial planning stakeholders
  - Agriculture observatory
  - Urban and agricultural plan
  - “Bocage” (hedge grove) multiple role
  - Energy et climate
  - Relation between citizens and farmers
To tackle economic and environmental issues:

- Co-operating at the urban area scale?
- Setting new objectives for the Scot
3. Challenges and issues
Thank you very much!

For further information: please contact Stephanie Poppe
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Rennes Métropole/DGPDD/DIRSTRAT/SRIPE
Milan as a Urban / Rural Area

Ada Lucia De Cesaris
Vice Mayor, Municipality of Milan, Italy
Located between one of the most fertile lowlands of Europe and the first hills of the Alpine system, in its 2,500 years of history Milan has always enjoyed a strict relationship with the surrounding agricultural areas.

Since WWII, due to economic development, the Lombardy Region has undergone massive urbanization. This process has created a continuous sprawl area North of Milan.
Few areas within the administrative borders of Milan have resisted urbanization in the South of the City, thanks to a State Landscape Measure of 1980 and the institution and planning - at the Regional level - of **Parco Agricolo Sud Milano** (1990/2000).
<table>
<thead>
<tr>
<th></th>
<th>Habitants</th>
<th>Total Surface</th>
<th>Agricultural Surface</th>
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<tbody>
<tr>
<td><strong>Milan</strong></td>
<td>1,316,000</td>
<td>182 km²</td>
<td>27 km²</td>
</tr>
<tr>
<td><strong>Municipality</strong></td>
<td>3,869,000</td>
<td>1,575 km²</td>
<td>652 km²</td>
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<tr>
<td><strong>Province</strong></td>
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</table>
Urban Planning (1953/2012)

Milan City Plan dated 1953. It was subject to a general variation last time in 1980 and, consequently, to a number of changes that allowed building over wide agricultural areas (“Piano Casa” of 1985).

Following the issue of Regional Law No. 12/2005, the Municipality started a new process of planning, which gave birth to a new instrument, which was adopted in 2010 and approved in 2011 (PGT). This Plan received heavy criticism, a key issue being the production of building rights from agricultural lands comprised in Parco Sud, which were not even evidenced as such.

When the new Municipal Government was elected in June 2011, it has revoked the approval of the Plan, which had not published, so that it had not yet entered into force. The Plan was newly approved with several changes in May 2012 and it has entered into force in November 2012.
The agricultural areas of Parco Sud does not longer generate building rights and their discipline is fully delegated to a planning process to be defined within the Park’s procedures.

Following the re-approval of the Plan, the Municipality has requested the Provincial Authorities to designate most of its agricultural areas (even those not comprised in Parco Sud) as “Strategic Agricultural Areas”, in order to protect them from further urbanization. In September 2013 the Provincial Government adhered to the core of Milan’s requests.

The Municipality is also joining a sovracommunal Park that will connect Parco Sud to the inner part of the Region through the Lambro River Valley (PLIS Media Valle del Lambro).
It has been introduced a Municipal Ecological Network based on an ecosystem approach developed at the Regional level to connect Natura 2000 Sites and other valuable areas.

In order to implement the Network the Municipality is partnering several pilot studies and intervention areas (co-financed by Fondazione Cariplo):

- Lambro River (ERSAF, Politecnico of Milan, Legambiente)
- Green Railways (WWF Italy)
- Ticinello (forestry intervention)
(3) The New City Plan (2012)

EXPO 2015 Site / Via d’Acqua
PLIS Media Valle Lambro
Feasibility Plan to reopen channels
Parco Sud specific projects, see slides at (5)
The Decree Legislative No. 228/2001 has introduced the “Rural Districts” under Regional competences, which finally had been defined in 2009 (d.G.R. 7 agosto 2009 n. 10085).

As soon as Milan was awarded EXPO 2015, in order to qualify as an example of innovation in the field of food sovereignty and security, the Municipality has applied to have its territory recognized as “Rural District”.

The “Rural Agricultural District of Milan” has been credited in 2010 (DGR No. 624/2010) and its managing body (Consortium DAM) was formed in 2011, bringing together the majority of the companies farming in the Municipality.

Together with the Municipality, the Consortium DAM has developed a “Strategic Plan for Urban / Rural Development” (2012).
The implementation of the “Strategic Plan for Urban / Rural Development” is a complex negotiated process. In May 2012 the Municipality, Consortium DAM - together with the Provincial and Regional Authorities - have signed a Memorandum of Understanding in order to share the strategies of the Plan and promote a process of negotiated co-planning by all the Authorities.

This process is still under progress and it is enjoying the assistance of the EU Project “Rural-Urban Governance - Integrated Policies And Inclusive Governance In Rural-Urban Areas” (RURBANCE), led by the Regional Authorities of Lombardy.

The big question is how to integrate the “Urban / Rural” theme in the Rural Development Policy 2014-2020, widening the possibilities for Urban Areas with strong Rural presence.
Consorzium DAM - 31 Companies farming within the Municipality

Azienda Agricola Arioli Cugini
Società Agricola Arioli
Azienda Agricola Basmetto di Giampaolo Papetti
Azienda Agricola Bernasconi Angelo
Azienda Agricola Campi Carlo Cesare
Azienda Agricola Colombo Roberto Giulio
Società Agricola Falappi Andrea e Nazzareno Farina Maria
Società Agricola Fedeli
Floricultura Farina di Farina Francesco – Azienda Agricola
Azienda Agricola La Corte di Alberti Erica
Lodi Angelo – Azienda Agricola
Azienda Agricola Moro Elena e Gambini Alberto Orsini
Azienda Agricola Pasqualini Giovanni Porta Giuditta
Azienda Agricola Prina Maria Rosa
Società Agricola Martini Fratelli
Società Agricola Ronchetto delle Rane
Azienda Agricola Sobacchi Antonio Sobacchi Roberto
Azienda Agricola Tanghetti Angelo Davide
Azienda Agricola Tanghetti Antonio
Azienda Agricola Giuseppe Ubertone
Azienda Agricola Ubertone Marco e Paolo
Azienda Agricola Verga Alessandro Guido
Apicoltura Veca di Mauro Veca
Azienda Agricola Fratelli Villa
Società Agricola Villa Umberto e Pierluigi
Azienda Agricola Zamboni Franco – Cascina Caldera
Azienda Agricola di Paloschi Giovanni Piero
The Strategic Plan support the survival of farming in the urban context, strengthening farming companies involved in the process, protect the territory and combating land urbanization, rediscovering the value and dignity "of the farmer" and the rural culture.

Its actions aim to the redevelopment of environmental landscape, recovery of the agricultural water network, planting of rows and hedges, land improvement (buildings and land), support to marketing products, integration of accommodation, teaching and social agriculture.

+ Governance:
  • Territorial Objectives
  • Business Objectives
Thanks to the innovative Milan’s Rural District experience, the whole Metropolitan area is enhancing a Rural / Urban process through the creation of new Rural Districts (“Riso e Rane”, “Valle Olona” e “Tre Acque”).

(4) New Rural Districts in the Province of Milan
There are several activities, mostly driven by private actors, that aim at consolidating **local food consumption**. There is a steady growth of citizens’ groups that choose **ethical purchase of agricultural food** ("Gruppi di Acquisto Solidale - GAS"): about **150** at the metropolitan level (www.gasmilano.org). Also, some **farmers’ markets** are established in the city. Is of great strategic importance to the role of a Municipal subsidiary Company “**Milano Ristorazione SpA**”, which prepares **every day about 80,000 lunches** in collective centers and has entered in agreements with Rural Districts of the Province of Milan to use some local products (rice, fruit, vegetables).

Also, there are about **200,000 m²** of areas directly used by citizens for **urban farming**.
In order to innovate with research, technology and business he food chain, to improve the nutritional characteristics of the products, their storage and distribution, the Municipality is developing several projects with the Universities of Milan, including:

a) "Food Planning and Innovation for Sustainable Metropolitan Regions - Foodmetres" (www.foodmetres.eu), which examines the characteristics of the food chain to identify the social and ecological footprints of food consumption;

b) "Bioregion - Promote sustainable local development through the territorial organization of supply and demand of food through the system of collective consumption", which is mapping at the regional level the actors of the catering and it is defining the flows between them and the environmental variables involved.
The collaboration with the Consortium DAM and the other Authorities involved (Regional and Provincial) has allowed the development of joint projects for the Environmental Compensation of the impacts of Expo 2015 Site and for the enhancement of the rural landscape.

The projects, based upon the Strategic Plan for Urban / Rural Development will be connected in a linear system of parks over the whole West of the City (Via d’Acqua). Specific Focus Points in Assiano, Muggiano, Parco delle Risaie.
Milan has the only national example of **reuse of the treated wastewater for irrigation in agriculture**: the sewage treatment plants of Nosedo and San Rocco process 90% of the water collected by the drainage system of the Municipalities of Milan and the Settimo Milanese. The use of irrigation occurs mainly in the summer season and attracts a vast area south of Milan at about 80 km.

Surrounding the sewage treatment plants of Nosedo, the Vettabbia channel (which receive its exiting waters) and the Chiaravalle Abbey (a masterpiece of the XII Century), a **vast Park is being realized to re-create the historical Cistercians’ agricultural valley** (“Valle dei Monaci”).
The Porto di Mare (i.e. “Sea Harbour”) area is located East of the city, where in the 1920s had been dug a massive new port that was to connect the city to the Po River via a new canal up to Cremona. The project was later abandoned and left the whole area with no planning and serious environmental problems. The foreseen intervention had been proposed for the international competition Europan 12 (www.europan-italia.com)
The Municipality has started **the recovery of 16 Historical Farming Complexes** abandoned or disused municipal property. These farms are very important because they are among the oldest and most important buildings in the Milan area, now often incorporated in peripheral areas and therefore also for this potential growth poles of the landscape and cultural value of neighborhoods and the relationship with the non-urbanized fringe territories.

In 2013 it has issued a public call for ideas, receiving 80 projects.

Among the Complexes that are being recovered, there is also Linterno Farm, thought to be the summer residence of **Francesco Petrarca**, father of the Humanisms.
In 2012 the Municipality determined the demolition of a symbol of landscape deterioration: the former “Monluè Hotel”, an impressive concrete building on the shores of Lambro river. The demolition has been completed and a new park is currently being realized.

The Measures are not just ordinary ones, but they also include joint policing with other Administrative Authorities to deal with the situations of deterioration more severe.
Urban-rural cooperation
Case study of the Central Zone of West Pomerania
Arch. Stanisław Dendewicz
9th OECD Rural Development Policy Conference - Rural-Urban partnerships: an integrated approach to economic development
9th OECD Rural Development Policy Conference - Rural-Urban partnerships: an integrated approach to economic development
West Pomerania in European space:
Area: 22,892 km² (7% country)
Population: 1,721,000 (4% country)
Population density: 100 p/km² (for Poland – 123p/km²)
Urbanisation: 68,2% (for Poland – 60,6%)
The I Odra River Zone is an area in western part of the region which borders with Germany and is influenced by structural elements of Central European Transport Corridor (CETC) such as: Odra River and Bay of Szczecin, C-E 59 railway, S-3 highway, Szczecin-Goleniów Airport, Szczecin and Świnoujście Harbours. Szczecin Metropolitan Area together with Świnoujście constitute the main development centre in this zone.
II Seaside Zone
An area with the highest intensification of tourism. Comprises areas located along the coast, seaside places with their hinterlands and impact zone of main cities. Hinterlands of coastal belt demand special support so that terrains distant from the sea can benefit from tourism concentration in the seacoast area. Another factor which induces development in the region is planned S-6 highway. It is not only a part of Via Hanseatica Transport Corridor but it also links two main areas of growth in Westpomeranian Region: Szczecin Metropolitan Area and Koszalin-Kołobrzeg Area.
IV Choszczno-Wałcz Zone – includes south-eastern part of the region with Wałcz – main city with regional rank. This area has a big potential of tourism. One of main priorities is improvement of spatial coherence in the region through: improving connections between Wałcz and Szczecin (and southern part of Poland), constructing S-10 highway and railway connection Szczecin-Wałcz. In result accessibility for tourists will enhance.

V Szczecinek Zone – an area located in eastern part of Westpomeranian region including Szczecinek – main city of regional rank. Zone of accelerated growth along planned S-11 route (Kołobrzeg-Koszalin-Poznań-Śląsk). Priorities include improvement of spatial coherence in the region through increase in connections from Szczecinek to Szczecin and Koszalin. This conjuncture will be achieved through constructing S-11 highway and modernization of national way no. 20.
III Central Zone – an area comprising six cities in the central part of the region: Drawsko Pomorskie, Złocieniec, Czaplinek, Połczyn Zdrój, Świdwin and Łobez together with their direct impact zones. The zone has the lowest access to the main cities and their labour market, services and other development agents. In result significant unemployment and emigration rates are observed. The above mentioned cities with their surrounding communities have jointly a meaningful social and economical potential, which can be compared to Koszalin. Services provided in these cities are complementary. The priority for the spatial development there is creating a complementary system through integration of the cities, cooperation, improving mutual accessibility, improving access to the main areas of development in the region.
Central Zone of West Pomerania

in the background of main centres of settlement network in the country
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### Direction 3. Creating new growth centre in central part of West Pomerania

<table>
<thead>
<tr>
<th>Proposals</th>
<th>Location/area of activities</th>
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</thead>
<tbody>
<tr>
<td>1. Creating a bipolar centre of Drawsko Pomorskie-Złocieniec with regional importance</td>
<td>Drawsko Pomorskie, Złocieniec</td>
</tr>
<tr>
<td>2. Integration of the cities of central zone:</td>
<td>Czaplinek, Drawsko Pomorskie, Łobez, Połczyn-Zdrój, Świdwin, Złocieniec</td>
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<tr>
<td>- Better access to services and flexible job market,</td>
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<tr>
<td>- temporal approach of the cities,</td>
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<td>- complementary services for the population,</td>
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<td>- establishing public services,</td>
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<tr>
<td>- establishing zones of economical activity</td>
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<tr>
<td>3. Establishing a higher education school in central zone</td>
<td>One of the cities of central zone (according to delimitation)</td>
</tr>
</tbody>
</table>
144,000 inhabitants in districts drawski, łobeski and świdwiński, within 80,000 in the urban areas.
9th OECD Rural Development Policy Conference - Rural-Urban partnerships: an integrated approach to economic development
Association of Municipalities and Cities of Parseta River
Services areas (including tourist services - summer buildings 57.9 km², 52,100 plots 1000 m² each)

Housing areas 119.5 km², 107,500 plots 1000 m² each

Alltogether in studies were marked out areas for 800,000 people

Multifunctional development zones 48.7 km², 43,800 plots 1000 m² each

Central Zone of West Pomerania
Application of West Pomerania in the competition of the Ministry of Regional Development to support regional and local governments in the field of planned cooperation in functional areas - **BASIC DATA**

1. **Title of the project:** Mezopolitalny Functional Area Central Zone
2. **Lead Partner:** West Pomerania
3. **Partners:** municipalities of Central Zone - Łobez, Drawsko, Połczyn Zdrój, Świdwin, Złcoeniec, Resko, Dobra and Łobez district
4. **Main expected results:**
   - integrated development strategy
   - common development goals and a framework for their achievement
   - stronger cooperation between different levels of administration
   - creating foundations for local government contract (kontrakt samorządowy) – innovative tool of territorialisation of the policy
   - common offer for investors
5. **Budget:** circa 3 mln PLN (about 720 000 EUR)
6. **Time:** 2013-2015
### Application of West Pomerania MEZOPOLITALNY FUNCTIONAL AREA CENTRAL ZONE - PLANNED ACTIONS 2013 - 2015

<table>
<thead>
<tr>
<th>Actions</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
<th>Realizujący</th>
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<tr>
<td>Action 1 – project management</td>
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<td>Lead Partner together with the other partners</td>
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<td>Action 2 – information and promotion</td>
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<td>Action 3 – public consultations</td>
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<td>Action 4 – analysis of the existing state</td>
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<td>Action 5 – analysis of the existing SUIKZP (spatial municipality study plan)</td>
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<td>Action 6 – preparation of the integrated development strategy</td>
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<td>Action 7 – preparation of the changes to SUIKZP</td>
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<td>Respective municipalities</td>
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<tr>
<td>Action 8 – preparation of other projects increasing the attractiveness of the Central Zone</td>
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<td>Respective municipalities</td>
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</tbody>
</table>
Application of West Pomerania MEZOPOLITALNY FUNCTIONAL AREA CENTRAL ZONE

Action 8 – preparation of projects increasing the attractiveness of the Central Zone

Exemplary projects within Action 8

8.1. Project of development of Rega river
8.2. Project of development of the lake in the park of Połczyn Zdroj
8.3. Projects for Złocieniec:
   a. project for revitalisation of the surroundings terenów of Drawa river and Żubra Park
   b. project of development of Angele Park
   c. project of development of the surroundings of Maleszewo lake
8.4. Project for revitalisation of the historical centre of Czaplinek
8.5. Project of development of Roland’s hill in Łobez
8.6. Project for revitalisation of the historical centre of Resko
8.7. Project of the reconstruction of the city centre of Drawsko
8.8. Complex investment offer of MFA Central Zone

Partner in charge

– municipality of Łobez
– municipality of Połczyn Zdroj
– municipality of Złocieniec
– municipality of Czaplinek
– municipality of Łobez
– municipality of Drawsko
– all municipalities
PROPOSED CONCLUSIONS FOR URBAN RURAL PARTNERSHIP:

**Environment:**
- urban innovation action for URP
- URP cooperation for new model of spatial structure with natural environment resources protecty
PROPOSED CONCLUSIONS FOR URBAN RURAL PARTNERSHIP:

**Environment:**
- urban innovation action for URP
- URP cooperation for new model of spatial structure with natural environment resources protecty

**Society:**
What model of living should be created in frames of URP?
PROPOSED CONCLUSIONS FOR URBAN RURAL PARTNERSHIP:

Environment;
- urban innovation action for URP
- URP cooperation for new model of spatial structure with natural environment resources protecty

Society;
What model of living should be created in frames of URP?

Economy;
Is the example of producing food in rural areas for the city a good direction of searching for the development of URP?
Thank you for your attention

arch. Stanisław Dendewicz
sde@rbgp.pl
Director of the Regional Office for Spatial Planning of West Pomerania Province

Szczecin, Poland www.rbgp.pl
Rural and urban planning to promote greater co-operation – European level tools

Christian Svanfeldt
European Commission
Directorate-General for Regional and Urban Policy
‘Inclusive growth, Urban and territorial development’

OECD 9th Rural Policy Conference  Bologna 25 October 2013
Integrated territorial approaches

• Focus on specific functional territories, areas or places;
• Builds on integrated strategies to reach area specific objectives in line with overall national and regional objectives;
• Demands solid and shared knowledge of potential and challenges;
• Empowers stakeholders close to the place or territory that are essential for its development
Spatial planning not EU competence...BUT
... agreement on principles & objectives at European level

**Territorial cohesion (EU Treaty objective)**
- ...harmonious, sustainable and polycentric development

**Leipzig charter (Intergovernmental)**
- Inclusive and integrated sustainable urban development

**Toledo declaration (Intergovernmental)**
- Implementing the Leipzig charter in Europe 2020 context

**Territorial Agenda of the European Union 2020 – (Intergov.)**
- Balanced economic growth
- Balanced territorial organisation
- Polycentric urban structure
- Good accessibility to services of general economic interest
- Compact settlement structure with limited urban sprawl
- High level of protection and quality of the environment
# Snapshot of Commission initiatives

<table>
<thead>
<tr>
<th>DG Agency</th>
<th>Urban focus</th>
<th>Territorial focus</th>
<th>Policy/Regulation</th>
<th>Targeting Cities/local</th>
<th>Local projects</th>
<th>Studies/research</th>
<th>Tools</th>
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Cohesion Policy tools

- The Common Strategic Framework promotes a coherent territorial approach for the five funds covered as well with wider EU objectives;
- New territorial instruments supporting functional territory approaches: Integrated Territorial Investments; 5% for Urban Integrated Development; Community-Led Local Development
- European inter-regional and cross-border cooperation
- ESPON & URBACT
Thematic dimension: Concentration on Europe 2020 priorities

**Smart growth**
- Research & Innovation
- ICT
- SME

**Sustainable growth**
- Low-carbon
- Resource-efficiency
- Risk-prevention
- Transport

**Inclusive growth**
- Employment
- Social inclusion
- Education

Territorial dimension: Integrated strategies and actions

- Urban neighbourhoods
- Cities and towns
- Functional urban areas, metropolitan regions
- Other functional economic or geographic areas
- Rural areas

Instruments

Urban <=> rural linkages
## ITI & CLLD - *inside* the strategic framework

### Partnership Agreement
- Overall priorities, territorial challenges & approaches

<table>
<thead>
<tr>
<th>CF</th>
<th>ERDF</th>
<th>ESF</th>
<th>EAFRD</th>
<th>EMFF</th>
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<tr>
<td>Idem</td>
<td>• Fund specific investment priorities related to Europe 2020 thematic objectives</td>
<td>Idem</td>
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**Community-Led Local Development**

**Integrated Territorial Investments**
Integrated Territorial Investment
(ex. art. 99 of the Common Provisions for ERDF & ESF)

- Implementation tool for area-based strategies requiring integrated investments under more than one priority axis or operational programme
- Focused on urban areas or other functional territories
- Can be implemented by a Managing Authority, a local administration (e.g. city) or other entity
- Operational Programme should identify planned ITIs and set out indicative financial allocations
ITI: possible implementation arrangement

Regional ERDF-OP

National/sectoral ERDF-OP

Intermediate body

(Urban) Territory Strategy

+ Complementary funding from EAFRD and/or EMFF
Strategic programming requirements

• Partnership Agreement sets out the approach to integrated territorial development including the general approach to the use of ITIs
  ➢ (types of) areas where ITIs will be used, the ESI funds to be implemented through ITIs, basic implementation and coordination arrangements between ESI Funds

• Operational programmes sets out where and how ITIs will be used
  ➢ the indicative (overall) financial allocation to ITIs from each priority axis, the arrangements for coordination between MAs concerned + elements related to integrated actions for sustainable urban development
Community-Led Local Development

article 28 § 1 of Common Provisions

a) focused on **specific sub-regional territories**;

b) **community-led**, by local action groups composed of representatives of **public and private local socio-economic interests**, no majority partner

c) Carried out through **integrated** and **multi-sectoral area-based** local development strategies;

d) considering **local needs and potential**, include networking and (where relevant) cooperation.

**ERDF article 5 investment priority 9 (d): investments undertaken in the context of Community-led local development strategies**
Why CLLD in all CSF Funds?

- Integrated territorial approach allowing more coherence and synergies between the CSF Funds
- URBAN Community Initiatives have proven relevance in urban areas
- Allows interventions in peri-urban
- Supports urban-rural partnerships
- No more white spots on the map
CLLD in the strategic programming

Partnership Agreement
implementation arrangements of CLLD: 
(types of) territories, focus, funding, Fund coordination

Coordinated call and selection procedure between Funds

- ERDF national/ regional programme(s)
- EAFRD national/ regional programme(s)
- EMFF national programme(s)
- ESF national/ regional programme(s)
- Multi-fund LAGs
- ERDF LAGs
- ESF LAGs
- EAFRD LAGs
- EMFF LAGs
- Coordinated call and selection procedure between Funds
Single vs. multiple funds; areas to target

- Simplicity vs. scope and resources
- Distinct rural, urban, fisheries areas vs. mixed territories (e.g., peri-urban areas, etc)
- Demarcation vs. integration (e.g., urban-rural partnerships)

- Community engagement vs. critical mass
**ITI vs CLLD as tools for urban-rural partnerships**

<table>
<thead>
<tr>
<th></th>
<th>Large metropolitan regions</th>
<th>Polycentric networks of small and medium sized cities</th>
<th>Sparsely populated areas with market towns</th>
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<tbody>
<tr>
<td><strong>ITI</strong></td>
<td><em>Appropriate tool</em></td>
<td><em>Appropriate tool</em></td>
<td>Smaller amounts of funding and lower administrative capacity =&gt; <em>Not appropriate</em></td>
</tr>
<tr>
<td><strong>CLLD</strong></td>
<td>Only for sub-areas with population &lt;150.000; =&gt; <em>Appropriate for specific issues</em></td>
<td>Only for sub-areas with population &lt;150.000; =&gt; <em>Appropriate for specific issues</em></td>
<td><em>Appropriate tool</em></td>
</tr>
</tbody>
</table>
Integrated Territorial Investment (ITI)
Warsaw Functional Urban Area

Regional operational programme
Mazovian Voievodship

1 923,6 M€

Integrated Territorial Investment (ITI) Warsaw Metropolitan Area

140,0 M€

Source: Franz Thun
Reinforced urban dimension Cohesion Policy 2014-2020 spills over on peri-urban areas

Earmarking for integrated sustainable urban development

- At least 5% of the European Regional Development Fund dedicated to integrated actions for sustainable urban development
- Delegated to urban authorities
- To tackle economic, environmental, climate, demographic and social challenges......
- Affecting urban areas [...], including cities, peri-urban areas and deprived urban neighbourhoods
- Taking into account the need to promote urban-rural linkages
Functional urban areas as entry point

Source: DATAR

Source: OECD
Asymmetric policies for urban-rural linkages

Rural development policy only addresses rural areas => Challenge of integration often task of local actors

Source: OECD
General challenges

- Need for well-functioning cooperation structures across sectors and administrations, which are hard to put in place;
- Democratic legitimacy and constituency dilemma – which community should local politicians serve?
- The drivers behind challenges are at different territorial scales compared to where policy responses are being implemented => multi-level, multi-actor, multi-sector
- Political urgency – budget constraints favours short-term perspectives
Ways forward – better data & knowledge

8th progress report on Economic, Social and Territorial Cohesion - Change in GDP, 2007-2010
8th progress report on Economic, Social and Territorial Cohesion - People living in very low work intensity households, 2011
Possible way forward – Territorial Impact Assessment

• Commission guidance on how to assess territorial impacts in the context of the Commission’s Ex-Ante Impact Assessments
• ESPON tools (ARTS, EATIA, etc)

BUT

• MS and regions have an important role to play in territorial impact assessment

Integrated territorial approaches

- **Focus on specific functional territories, areas or places;**
  - Partnership Agreement, Operational Programmes, ITI, CLLD

- **Builds on integrated strategies to reach area specific objectives in line with overall national and regional objectives;**
  - ITI, CLLD, 5% for Sustainable Urban Development

- **Demands solid and shared knowledge of potential and challenges;**
  - URBACT III, INTERREG, ESPON, URBAN ATLAS, CORINE LAND COVER, etc.

- **Empowers stakeholders close to the place or territory that are essential for its development**
  - CLLD (ITI), 5% for Sustainable Urban Development
Outlook

- A more integrated territorial approach in future Cohesion Policy depends very much on Member States
- Need to build on good examples – especially European Territorial Cooperation
  
  => URBACT III will address urban-rural linkages and CLLD

- Pan-European data and knowledge getting more and more refined – needs to be combined with local knowledge

- Use the opportunities that are still open in the programming process of the future European Structural and Investment Funds

  => WINDOW CLOSING FAST
Thank you!

christian.svanfeldt@ec.europa.eu
ec.europa.eu/inforegio

URBAN - RURAL RELATIONS
From planning to application
(the hellenic case)

Rural and urban planning to promote greater co-operation

Rea Orfanou,
Special Service for Strategy, Planning and Evaluation of Development Programmes
Cities, Rural areas and the Development procedure in Greece

the outline

1. Territorial dimension of the future EU Cohesion Policy: provisions, tools and instruments
2. The National Legislative and Institutional Framework
3. The Spatial Development Needs and Opportunities of urban and rural areas
4. The different territories: from the classical definitions to functional areas
5. The Governance question: local development and the management structures
6. The way forward: Integrated Territorial Strategy and Development in the Cohesion Policy Framework, the Territorial Approach and Principles, and, the Management Tools, in accordance with National Legislation
1. Territorial dimension of the future EU Cohesion Policy

- The Treaty of Lisbon introduces the *territorial cohesion*
- Territorial Agenda 2020 (reference to urban – rural relations)
- Leipzig Charter on Sustainable European Cities (also reference to urban – rural linkages)
- “Europe 2020” Strategy

*The COM legislative proposals suggests to include a strong territorial dimension at National Strategic Reference Frameworks 2014-2020*

Strategic programming:

- **Thematic dimension**: thematic objectives based on *Europe 2020* objectives for smart, sustainable and inclusive growth

- **Territorial dimension**: urban areas, Deprived urban areas and neighbourhoods, City-regions, metropolitan areas, Rural and urban-rural areas, Functional areas, cross border regions
1. Territorial dimension of the future EU Cohesion Policy

including the territorial dimension into the programming documents of the cohesion policy (the Common Strategic Framework, the Partnership Agreement and into the Operational programmes)

Instruments for implementation of Sustainable Territorial Development (using multiple funds):

- **Community Led Local Development** (Local Development Strategies, Local Action Groups, selection criteria for application areas)

- **Integrated Territorial Investments**

- **Urban Development Network (Urban Innovative Actions)**
2. The National Legislative and Institutional Framework

- **Spatial Planning at National level**
  
  General Framework for Spatial Planning and Sustainable Development:
  
  Recorded and evaluated the important factors of long-term (15 years) spatial development of the national territory.
  
  Measured the spatial effects of international, European and national policies.
  
  Identified the long-term priorities and strategic directions for integrated territorial development and structure.

Specific Provisions for Rural Areas included.

- **Spatial Planning at regional level and sub-regional level**

- **Special Frameworks for Spatial Planning and Sustainable Development**

  *But no Special Framework for Rural Areas*
3. The Spatial Development Needs and Opportunities of urban and rural areas (a)

The key elements/ features

The main characteristics of territorial inequalities:
Widespread industrialization
The intra-regional inequalities
inequalities based on specific geographical features
urban concentration, urban sprawl, disparities between urban and rural areas

And the crisis,...

in urban areas

of different size: small, medium-sized, big cities and the metropolitan areas (Athens, Thessaloniki)

of different economic, social and environmental situation:
densely populated centres and their hinterlands, urban sprawl, polycentric connected cities
3. The Spatial Development Needs and Opportunities of urban and rural areas (b)

**disparities between urban and rural area**

rural areas cover 82.2% of the total area of the country with the 42.7% of the total population

intermediate rural areas cover 12.10% of the area of the country lives in these 10.6% of the population,

while, urban areas cover 5.7% of the area of the country lives in these 46.7% of the population (OECD classification)

**the previous experience**

Initiatives based on local, integrative, participative approach in last and current programming periods

- **in cities:** Urban Pilot Projects, Community Initiative URBAN, National Integrated Urban Plans

- **in rural areas:** Leader projects
4. The different territories: from the classical definitions to functional areas

**The classical definitions:**
- Cities, rural, areas with geographical handicaps (in national framework)
- Cross-border and trans-national regions in EU and Neighbourhood

The increased urbanization and the economic development changes the territorial reality. Need to speak for a new concept for regions, cities and rural areas:

- Functional areas (?)
- a new axis: regions – cities – rural areas
- the Urban-rural space (?)
- European Territorial Co-operation areas

**Rural-urban interactions, a very complex picture:** Territorial relationships between urban and rural areas are very complex and their governance require an approach on functional region...
5. The Governance question: local development and the management structures

Multi-level governance system, New challenges:

- relations between different levels of management (central government – regions – urban areas – rural areas)
- role of European Commission, European Parliament and Committee of Regions, and other organisations in the implementation of integrated approach
- best practices in multilevel governance
- strengthening a strong and fair administrative system of governance, focused on territorial partnerships and the new territorial instruments
- creation of local partnerships and cooperation (between municipalities, residents, economic, social and housing institutions)
PARTNERSHIP AGREEMENT 2014 – 2020, A STRATEGIC APPROACH

THE MAIN TARGET: “The contribution to the regeneration of the Hellenic economy, by restoring and upgrading the productive and social structure of the country, maintaining and creating sustainable jobs, setting as top priority competitiveness and as guiding principles the sustainable development and social cohesion.”

- Implementation of the provisions of the new Regulations concerning the integrated territorial development in the Partnership Agreement and Regional Operational Programmes
- The National approach on Integrated Territorial development as described in Partnership Agreement
- The compatibility between National and Regional Spatial Planning and Integrated Territorial Development
- Monitoring, evaluation, indicators

the methodological approach and process:
continuous consultation between local authorities and central services National Development Conference, Seminars, Dissemination of Interesting examples (good practices)
6. The way forward: Integrated Territorial development: approach and principles

the need to move towards more Integrated approaches, Place-Based Policy making or Local development based on needs and potentials

- To achieve the aims of Europe 2020, a sustainable management of territorial diversity is needed
- A balanced development of the Single Market needs to be ensured
- Solidarity is crucial for keeping the European Union together

Based on these reflections, the principles for achieving a place-based approach:

- Recognizing the territorial diversity of Europe, Promoting endogenous growth in isolated and peripheral areas, while there is also need to respond to global challenges
- Identifying the potentials built on territorial specificities and characteristics
- Ensuring fair access to infrastructure and services
- Refining governance processes
- Implementing Europe 2020 principles
6. The way forward: Integrated Territorial development: the Strategy approach

the “regional problem”, the “Greek urban paradox” and the geography of the country determines the **new territorial Strategy under NSRF 2014-2020 which sets the ultimate goals of employment, social cohesion and conservation of resources, focusing on particular needs and local capacity and potential, using as engines the competitiveness and local entrepreneurship**

**The key elements**

- The increased role of regions, cities and functional areas
- Local development, urban-rural linkages
- The holistic approach, the promotion of polycentricism and balance in Europe and country
- Territorial potential and Smart Specialization Strategy
- The promotion of local partnerships
6. **The way forward**: Integrated Territorial Development in Cohesion Policy in accordance with National Legislation

**The Territorial Instruments: Community Led Local Development**

- Selection of the application areas based on local needs/ potentials (bottom-up approach)
- Administrative spatial units, but not only, also consistent territorial areas economically, socially, geographically (functional areas: taking into consideration the OECD approach for the definition of functional areas and the described relation between the core cities and the functional areas vs. the administrative cities and regions)
- Priority on Small and medium sized cities, rural areas, functional areas connecting the urban with the surrounding rural areas
- Areas with special features (deprived areas, urban sprawl extensions, brownfield areas)
- Population from 10,000 to 150,000 * with exceptions on geographical handicapped areas small and very small islands, mountainous
- Local innovation/ Local partnerships
6. The way forward: Integrated Territorial Development in Cohesion Policy in accordance with National Legislation

**The Territorial Instruments: Integrated Territorial Investments**

- Sub-regional, regional, inter-regional level
- *Metropolitan Areas*,
- *Areas with common geographical specificities*
- *Integrated cross-sectoral territorial strategy*
- *Smart specialization Strategy*
- Governance system for application and monitoring
- *Multi-Functional Areas (Urban –rural dynamic identity)*
- Specific Action Plan must be included
vi ringrazio tutti di cuore
Thank you very much
Σας ευχαριστώ πολύ όλους

Rea Orfanou,
e-mail: rorfanou@mne.gr
Website: www.espa.gr