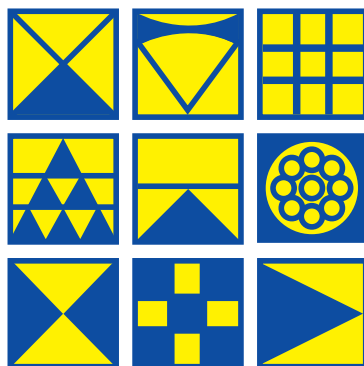




*Ceci n'est pas un plan*

[with apologies to René Magritte]

**GIVING SPATIAL EXPRESSION TO THE CONCEPT OF  
TERRITORIAL COHESION**



**PERSPECTIVE VISION FRAMEWORK**  
**SUBSIDIARITY BALANCE POLYCENTRICITY**  
**CONNECTIVITY INTEGRATION PROCESS**

Giving spatial expression to the concept of  
Territorial Cohesion

European Territorial Vision and Framework – ETVF

## **TO PLAN IS A BASIC HUMAN NEED**

Patrick Geddes (1854-1932) was an eminent European planner, environmentalist and educationalist who recognised the relationships between cities and their surrounding areas and between urban activities and their environmental impact. He conceived the concept of the synoptic view. He maintained, **"To plan is a basic human need"**.

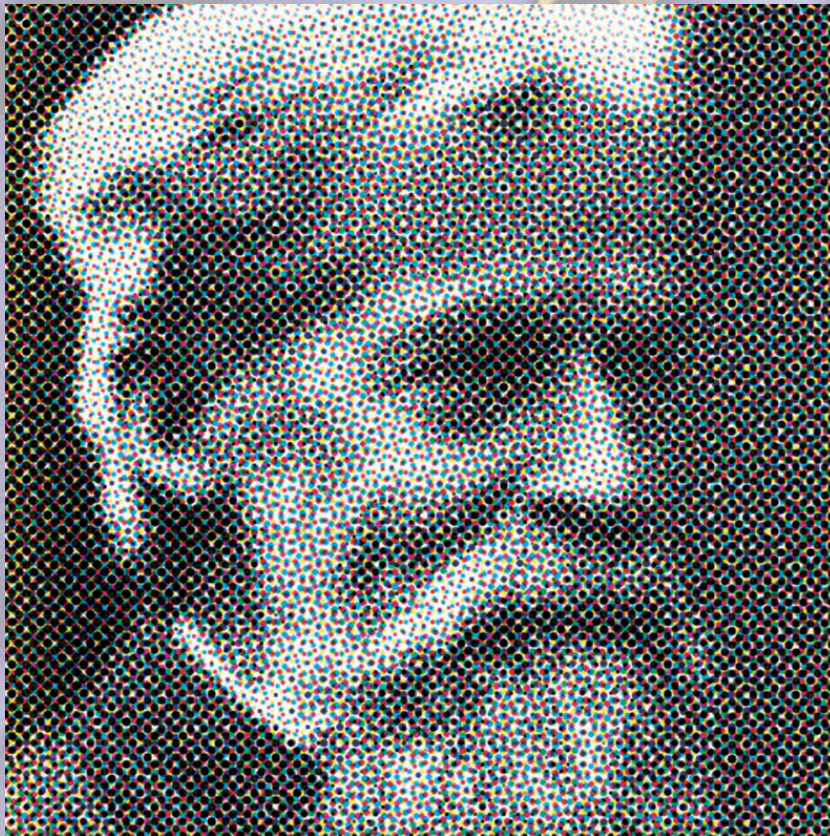
Europe will shortly add Territorial Cohesion to its existing objectives of Social and Economic Cohesion. The concept of Territorial Cohesion, by definition, must have spatial expression.

The European Community now has an opportunity to show how the basic human need to plan can be interpreted at the European level.

What follows is a contribution by METREX to the debate on the form and content of a possible Vision and Framework for Europe to give spatial expression to the concept of Territorial Cohesion.

A Vision and Framework are seen as leadership tools through which the European Community can orchestrate both the collective activities of national, regional and urban players and its own powers and responsibilities.





Patrick Geddes [1854 - 1932]

**“TO PLAN IS A BASIC HUMAN NEED”**

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*Ceci n'est pas un plan*

[with apologies to René Magritte]



**GIVING SPATIAL EXPRESSION TO THE CONCEPT OF  
TERRITORIAL COHESION**

## STORYLINE

- To plan is a basic human need
- This is not a Plan
- Subsidiarity
- European balance
- Polycentricity
- Connectivity
- Better European balance
- Vision and Framework
- Steps to polycentric clusters and corridors
- Integration
- European spatial planning process
- Lineage
- Evidence



## THIS IS NOT A PLAN

Spatial planning is not a function of the European Union, as defined in its Treaties.

The EU has therefore been at pains to use terms other than a Plan when describing its longer-term aspirations or intentions. Planning is also viewed differently in countries with a long, and necessary, history of planning, such as the Netherlands, and countries in Eastern Europe with a comparable history of state direction and control. Planning can be viewed positively, as enabling, or negatively, as restrictive.



### Perspective

This was the term used for the European Spatial Development Perspective of 1999, produced by the then EU Ministers with responsibility for spatial planning. It has the value of implying a longer-term view, which all are invited to share. This need is still with us.



### Vision

Many EU policy programme and project documents refer to Visions. The term is comparable to Perspective but has an added dimension of expectation. It is a term of leadership with an element of aspiration and as yet unrealised potential for the future.



### Framework

Framework is a less emotional term, implying a management tool to bring integration and coherence. It is valid for this purpose and can usefully be employed to give definition to a longer-term Vision.

**Vision and Framework are helpful and meaningful terms in European discourse.**





## SUBSIDIARITY

### Metropolitan dimension

There is a range of inter related key social, economic and environmental issues that can be addressed most effectively at the metropolitan level. These include, for example:

- Urban structure and the balance to be struck between urban renewal (of land and buildings) and urban expansion
- Urban connectivity and the relationships between modes of transport for people and goods
- Economic change and the need for urban restructuring to cope with the consequences of growth or decline
- Social change and the need for urban facilities and services to respond to factors such as migration, demographics and consumer expenditure
- Environmental sustainability and the need to safeguard natural resources and balance their use and development with their capacity for regeneration

- Climate change and the need to mitigate the emission of urban greenhouse gases to achieve the EU greenhouse gas reduction targets of 20% (over 1990 levels) by 2020 and 80% by 2050 and adapt to the consequences of global warming.

Such issues require to be considered in an integrated way over the longer term. Forward planning of this kind will require a process of metropolitan governance to assess needs and balance these with options for development, their costs and benefits and their environmental impact. This is the metropolitan dimension.

### European dimension

There is, similarly, a range of inter related key social, economic and environmental issues that can be addressed most effectively at the European level. These include, for example:

- European structure and the balance to be struck between the core and the periphery
- Functional Urban Areas (FUA), particularly the major urban regions, their competitiveness, wellbeing and future prospects
- European connectivity, particularly the relationships between the major FUA, European hubs and gateways
- Economic change, particularly the structural changes in prospect, the implications for labour markets, economic migration, expenditure patterns and the prospective problems and opportunities in the major FUA
- Social change, particularly the structural changes in prospect, the implications for sectors of society and services of public interest and the prospective problems and opportunities in the major FUA





- Environmental sustainability and the need to safeguard natural resources and balance their use and development with their capacity for regeneration
- Climate change and the need to mitigate the emission of urban greenhouse gases to achieve the EU greenhouse gas reduction targets of 20% (over 1990 levels) by 2020 and 80% by 2050 and adapt to the consequences of global warming.

As within a metropolitan area, such issues require to be considered in an integrated way over the longer term.

### **Subsidiarity**

Subsidiarity requires each level of policy making or governance to express its intentions with regard to its powers and responsibilities. Such expression should employ all the best available powers of communication and should certainly not be limited to words alone. It should include a Vision of what better would look like that is actually visual as well as written. It should also include a Framework to show how the key components of the Vision can be orchestrated for greater collective resonance.

Each level of policy making or governance needs to do this to provide a coherent and readily understood context for levels below and a clear position for the information of levels above.

**For subsidiarity to work to greatest effect each level of policy making or governance needs to meet its responsibilities to other levels. Not to do so means uncertainty, and a lack of cohesion and consistency. Not a good basis for effective collective action.**



## EUROPEAN BALANCE

This section draws on the findings and conclusion of the INTERREG IIC PolyMETREXplus project, 2004-2007, led by the Generalitat de Catalunya. The outcome was the PolyMETREXplus Framework – Polycentricity and better European territorial balance (can be downloaded from [www.eurometrex.org](http://www.eurometrex.org))

### European territory, its cities and its people

Cities have always grown up at points of connection, which is why connectivity must feature as a key consideration in any European Vision and Framework. They started as market places, developed supporting services and eventually specialisations. Such knowledge and expertise became a valuable asset, which in turn needed safeguarding and support. For example, medieval cities reflected these functions in their market places, exchanges, castles, walls, monasteries, universities, guilds and systems of governance. Urban Europe grew from city-states, which exercised influence over wide areas of territory. They were the first Functional Urban Areas.

Many early trading areas between city-states were based on their maritime connections, notably within the Mediterranean and Baltic Seas and along the Atlantic coast. Europe's major rivers were key trading routes to inland Europe. Europe began the process now known as globalisation through its long distance external trading links to the east to Asia and to the west to the Americas. Many European cities founded their prosperity on their roles as gateways to wider global markets.

The industrial revolution saw a rise in cities whose activities were based on local energy and mineral resources and on a supply of materials from Europe's global contacts. European empires made such sources of supply accessible. In the twentieth century urban Europe has experienced the devastation of two major territorial wars and, until recently, a major political territorial division between east and west.

This is the historical context for a European Vision and Framework. It is summarised here because they must take as their starting point the territory of Europe, with its geographical and geological characteristics and the natural resources that have so influenced its urban development, its people and their cities. They have responded to the opportunities offered by nature and circumstances.

Urban Europe, and in particular its major urban areas, reflect the legacies of past centuries and many of their locations remain valid today for the same reasons that brought them into being in the first place. Maritime trade remains a factor, global links remain factors, long-standing trading routes still have significance, centres of knowledge and expertise have even more significance and culture is a key factor in identity and attractiveness.

**Connectivity remains the key to cohesion.**



### **European Spatial Development Perspective (ESDP) and the issue of better European territorial balance**

The European Spatial Development Perspective (ESDP) of 1999 identified one specific key strategic territorial issue. Europe has two cities of global significance, London and Paris, and many of the core business and productive functions of the European economy are located in what has become known as the Global Integration Zone (GIZ) based around the London/Paris/Brussels/Rhine-Ruhr area.

The ESDP sought the identification of a number of balancing GIZ in order to foster the wider competitiveness of the European economy and to avoid growing disparities of prosperity and wellbeing across the territory of the European Union. Such disparities were seen as the potential generators of economic migration that would diminish the competitiveness of some areas and increase pressures on others.

**The ESDP sought a better territorial balance and this remains the issue 10 years later.**

### **A polycentric and balanced development model for the European territory - Conference of Peripheral Maritime Regions of Europe (CPMR - 1999)**

The CPMR study covered the Baltic area (Norway, Denmark, Sweden and Finland), UK, France, Spain, Portugal and Italy but excluded the core area (London, Paris, Rhine-Ruhr).

The CPMR developed a typology of peripheral urban systems before the ESPON research Projects. It is based on 5 indicators (Competitiveness of the urban systems, Economic decision making centres, Human capital, Connectivity, Drivers of change) and led to the identification of 41 Metropolitan European Growth Areas (MEGA's). MEGA's include a conurbation of at least 500k and other centres of 150k within 130km. The total metropolitan population, on this basis, should then be at least 1m.

The study then goes further than this to cross reference the above indicators and categorise the 41 MEGA's as Peripheral gateways, Rising stars, Dilemma systems (whose future depends on tackling major weaknesses in terms of

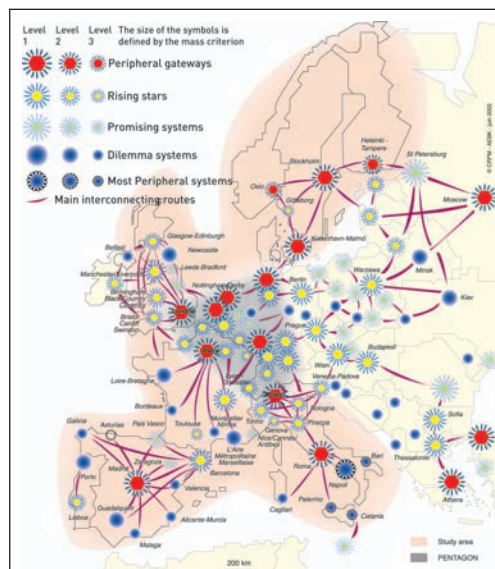
competitiveness and connectivity) and Most peripheral systems (that are at risk of being left out of international dynamics because of their competitive difficulties and lack of connectivity).

The study summarises the present situation with regard to the 41 MEGA's (Diag. 30 Current situation), considers the implications of the continuation of present trends (Diag. 31 Illustrative hypothesis: straight line development) and the benefits of a voluntary change of direction towards polycentricity (Diag. 32 Illustrative hypothesis: long-term voluntarist development).

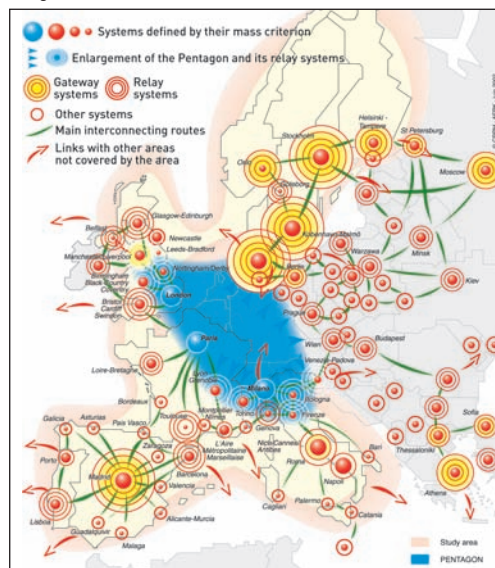
These diagrams give one approach to the analysis and graphic representation of a polycentric metropolitan Europe and seek to illustrate visually the strategic benefits to be gained. They have been used by METREX as a basis from which to extend the coverage to include the core area and Eastern Europe in order to give series of working graphics of what better European territorial balance might look like.



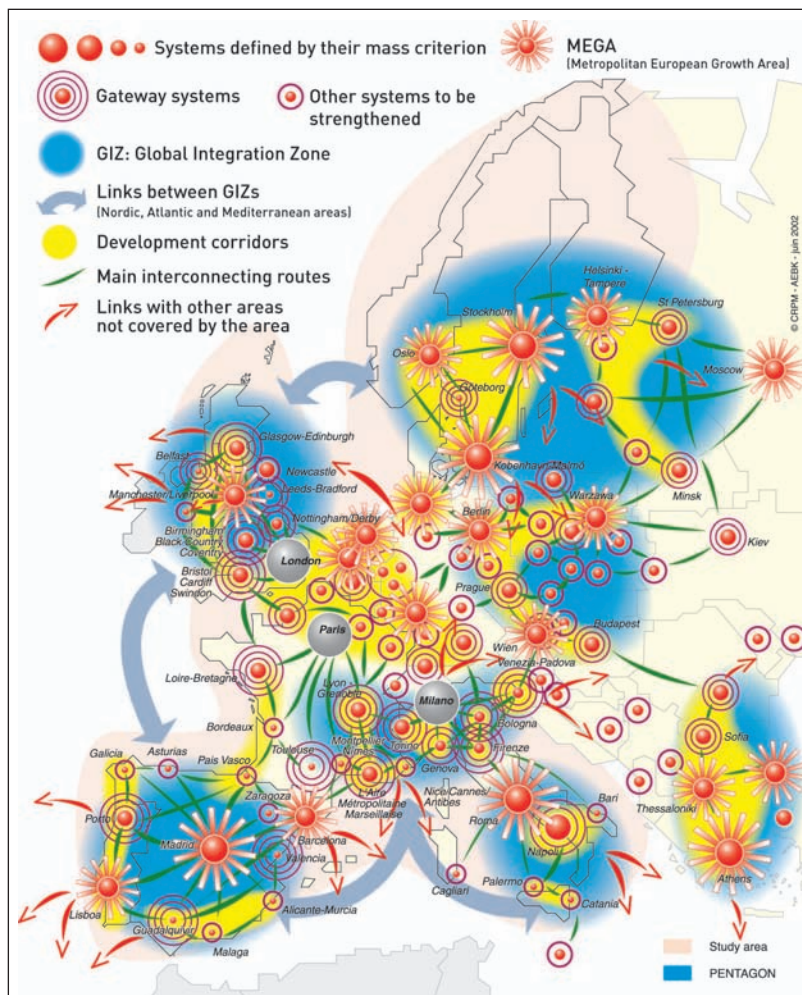
METREX acknowledges the intellectual origins of the MEGA concept and the assessment of European metropolitan areas in the work of CPMR. This work provided the foundation for subsequent studies by ESPON (Thematic project 1.1.1 Polycentricity) and by METREX through the PolyMETRExplus project.



Diag. 30 Current situation



Diag. 31 Illustrative hypothesis: 'straight line' development



Diag. 32 Illustrative hypothesis: long-term voluntarist development



## POLYCENTRICITY

### ESPON Thematic project 1.1.1 Polycentricity

ESPON Thematic project 1.1.1 Polycentricity has identified 1595 recognised Functional Urban Areas (FUA), which have been assessed against 7 key indicators including population and industrial, tourism, transport, knowledge, decision-making and administrative functions.

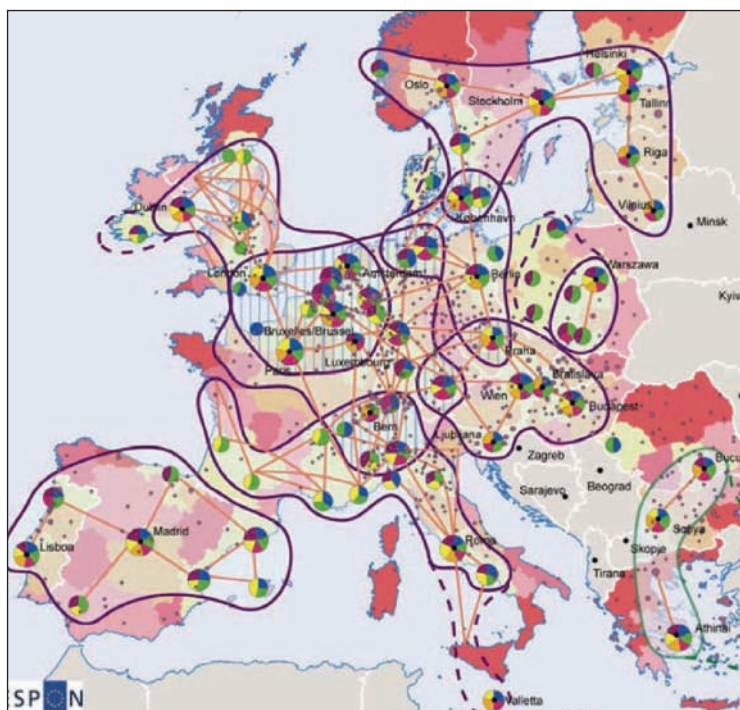
64 Metropolitan European Growth Areas (MEGA's) have been identified from the FUA analysis and ranked as Global Nodes (2), European Engines (13), Strong MEGA's (10) Potential MEGA's (23) and Weak MEGA's (16) on the basis of the 4 key indicators of mass, competitiveness, connectivity and knowledge.

Mass is defined by population and GDP, competitiveness by GDP per capita and head offices of European Companies, connectivity by air transport and accessibility and the knowledge base by education levels and R and D share of total employment (see Page 18 for details).

In addition ESPON has identified 12 metropolitan areas that would rank as MEGA if administrative and tourism criteria are ignored. These are included in the ESPON final analysis to make 76 MEGA in all.

The ESPON analysis also identifies 7 metropolitan areas that are international and 31 that

are European gateways. Only 4 gateways are not MEGA's. This package of 80 ESPON MEGA and gateway locations, together with potential polycentric clusters and corridors, could form a starting point for a European Vision and Framework.



ESPON view of potential Global Integration Zones and better European territorial balance

## ESPON Policy Impact project 2.4.2 Zoom-in – Integrated analysis of transnational and national territories

ESPON Policy Impact project 1.2.1 Zoom-in concludes that 9 transnational areas can be identified as potential Global Integration Zones to balance the European core. These conclusions are similar to the PolyMETREXplus conclusions on European transnational areas but the difference is that PolyMETREXplus goes further to identify interregional areas below this level where existing and potential polycentric metropolitan clusters and corridors can form the building blocks for a polycentric Europe (see Table 1).

ESPON Policy Impact project 1.2.1 also shows MEGA analysed by the significance of their industry, transport, University, decision-making, administration and tourism functions. This analysis also demonstrates the scope that there is for polycentric cooperation between potential and weak MEGA to complement one another.

These particular ESPON studies have been helpful to PolyMETREXplus in providing the research basis from which to make the informed judgments that have led to the Vision, Framework and Action Plan.

Table 1  
Comparison of the GIZ conclusions in ESPON project 2.4.2 zoom-in and the first PolyMETREXplus Interim Report

zoom in 9 transnational areas	PolyMETREXplus 8 transnational areas and 18 interregional areas
1 Central European Zone	1 Global Integration Zone 1.1 Core Area 1.2 Rhine/ Alps North 1.3 Niedersachsen
2 North Western Zone	2 Northern Isles
7 Iberian Zone	3 Iberian Peninsula 3.5 Iberia Mediterranean 3.6 Iberia Atlantic 3.7 Iberia South 4.8 Biscay
3 Southern Belt (includes Biscay)	5 Alpes-Mediterranean 5.9 Rhone/ Alps 5.10 Alps South 5.11 Mediterranean Central
9 Eastern Zone (potential)	6.12 Aegean plus
6 South Scandinavian-Baltic Zone	7 Baltic 7.13 Baltic West 7.14 Baltic East 8 Central Europe
5 Eastern Central Zone	8.15 Berlin 8.16 Sachsen Triangle
4 Danube Zone	8.17 Danubian Area
8 Polish Zone	8.18 Poland





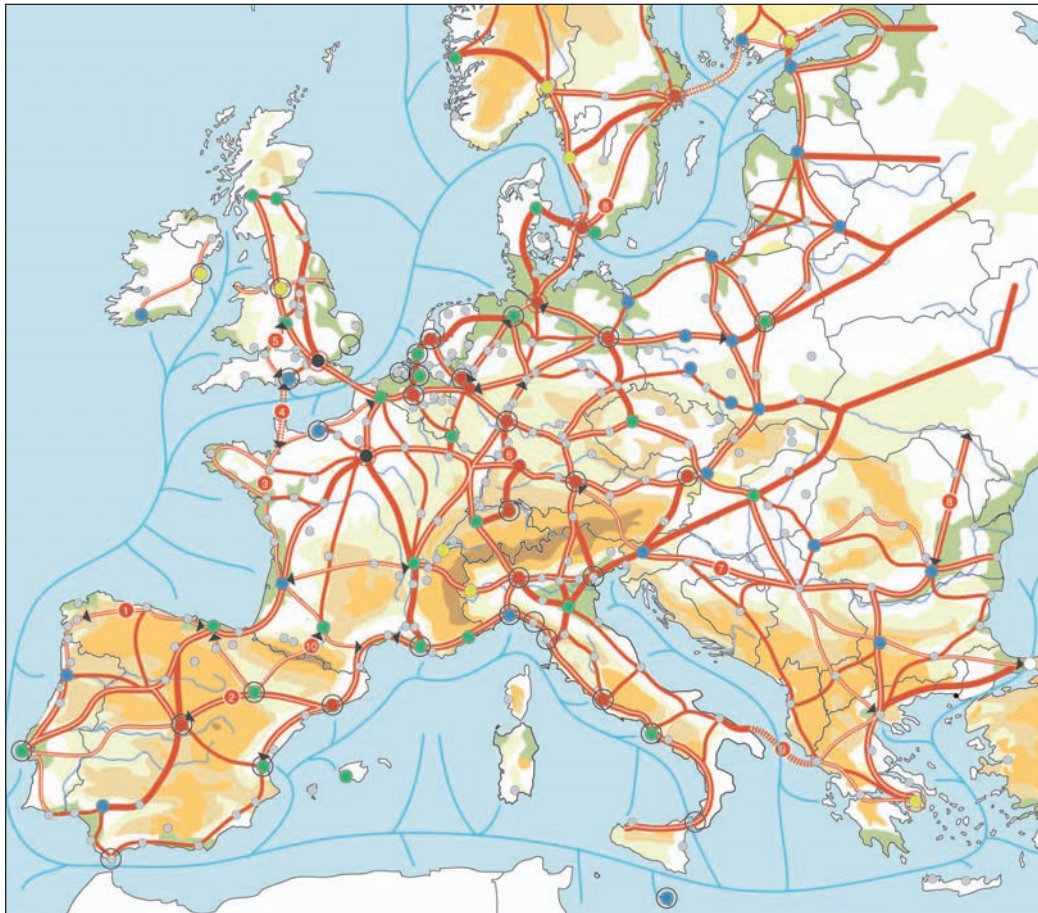
## CONNECTIVITY

The 2005 European Union Trans-European Transport Network (TEN-T) programme contains 30 priority axes and projects. ESPON concludes that there are 9 additional projects that warrant consideration to support the better territorial balance sought by the ESDP. The PolyMETREXplus partnership supports this view and has also suggested the inclusion of a project to maximise the improved connectivity that will be possible once a new Pyrenean tunnel is completed.

This augmented TEN-T programme would enable the improved North/South, East/West and peripheral connectivity that is required to support the better territorial balance sought by the ESDP. The Programme is reflected in the Vision and Framework and underpins them both.

A key issue is how the improved connectivity envisaged in the TEN-T programme is to be achieved in a carbon light way, that is, in a way that is compatible with the EU target of an 80% reduction in greenhouse gas emissions by 2050.

Modal shift to rail (as high speed lines release capacity for inter and intra regional passengers and freight) and maritime transport (motorways of the sea) is envisaged in the TEN-T programme.



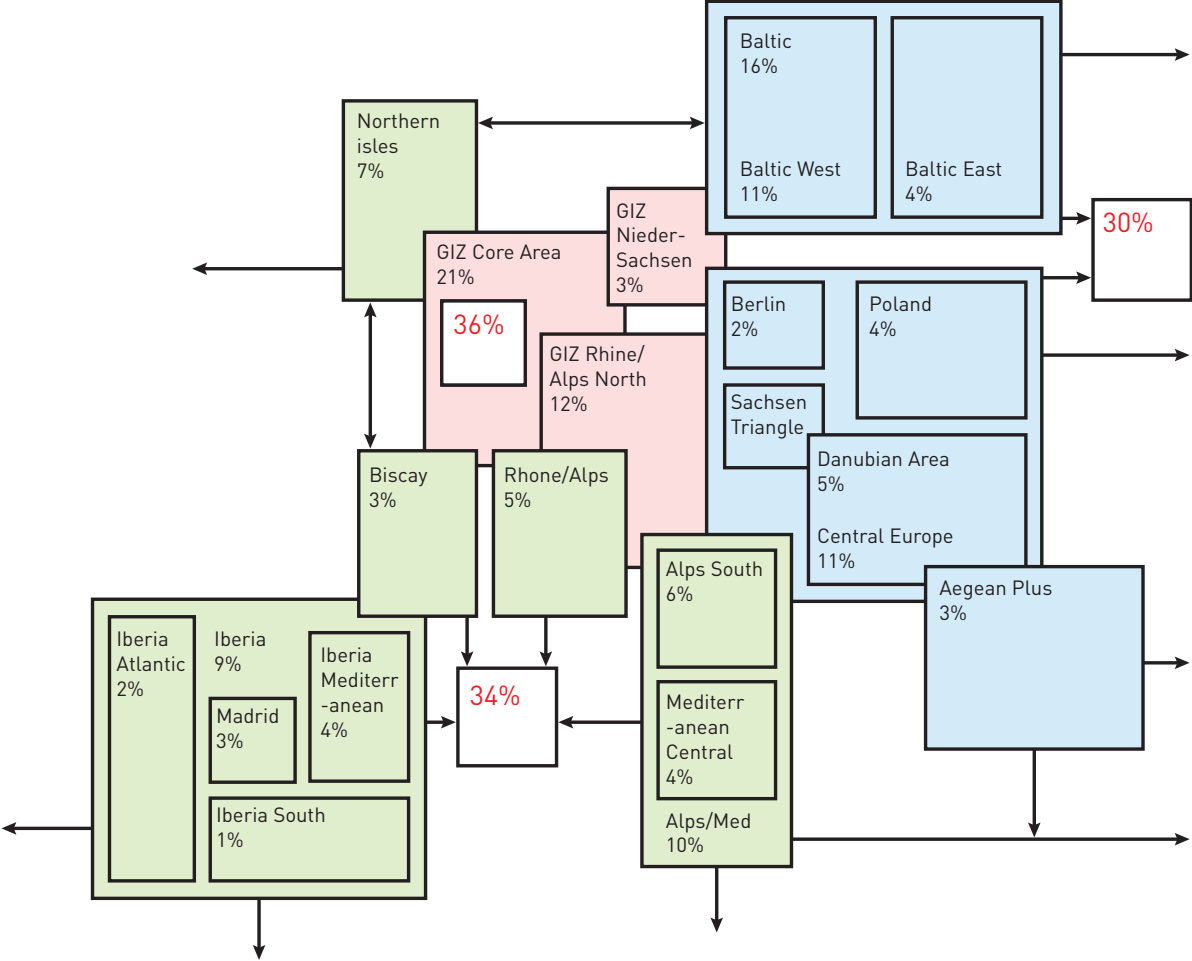
EU TEN's programme augmented

TEN-T  
ESPON/  
PolyMETREXplus





Diagrammatic representation of the ESPON MEGA analysis when applied to potential balancing areas





## BETTER EUROPEAN BALANCE

The detailed analysis summarised in the table below, shows that, taking the ESPON FUA and MEGA indicators described earlier, the Global Integration Zone (GIZ) focussed on the London/Paris/Rhine-Ruhr area can only be balanced by the Mediterranean and Baltic/Danubian/Aegean transnational areas.

The concept of the Pentagon, bounded by London, Paris, Milano, München and Hamburg, has sometimes been taken as being

synonymous with the GIZ. It would clearly be impossible for the rest of Europe to achieve balance with such an extensive view of the European core.

The ESPON context diagram clearly supports this view in recognising the existence of bridging or linking metropolitan areas around the GIZ. München and Hamburg fall into such areas and Milano, being south of the Alps, makes a key contribution to the strength of the Mediterranean balancing area.

**The PolyMETREXplus analysis of the realities of better European territorial balance has informed the Vision that follows.**

T11 European urban balance													
			Mass	Compete	Connect	Know	Av Index	Mass	Compete	Connect	Know	Totals	
T3	GIZ	Percentage 36	3038	2567	2889	1948	2652	42	46	44	46	178	
T4	Northern Isles		444	489	519	534	496	7	8	10	9	34	
T5	Iberian Peninsula		878	436	670	535	631	15	7	14	9	45	
T6	Biscay		174	185	209	314	213	3	3	3	5	14	
T7	Alps/Mediterranean		1110	868	1008	701	943	21	17	19	17	75	
Sub Totals		Percentage 34	2606	1978	2406	2084	2283	46	35	46	40	168	
T8	Aegean Plus		287	116	240	341	246	5	1	4	7	17	
T9	Baltic		800	883	804	1761	1055	14	14	13	36	77	
T10	Central Europe		763	534	640	853	694	13	8	11	16	55	
Sub Totals		Percentage 30	1850	1533	1684	2955	1995	32	23	28	59	149	
Totals			Percentage 100	7494	6078	6979	6987	6930	120	104	118	145	495



# ESPON MEGA assessment

MEGA	Categories		Indicators					Scores				
	MEGA type	Gateway type	Mass	Competitiveness	Connectivity	Knowledge	Average Index	Mass	Competitiveness	Connectivity	Knowledge	Total Score
1 Paris	Global node	Air	787	197	386	175	387	4	4	4	4	16
2 London	Global node	Air	553	402	536	122	403	4	4	4	3	15
3 München	Euro engine	Air	164	227	158	184	183	4	4	3	4	15
4 Frankfurt am Main	Euro engine	Air	158	142	290	135	181	3	3	4	3	13
5 Madrid	Euro engine	Air	276	98	187	156	179	4	2	4	3	13
6 Bruxelles/Brussel	Euro engine	Air	100	148	166	132	137	2	3	4	3	12
7 Milano	Euro engine	Air	235	125	190	57	152	4	3	4	1	12
8 Roma	Euro engine	Air	211	112	170	86	145	4	2	4	2	12
9 Hamburg	Euro engine	Mainport	181	156	107	125	142	4	3	2	3	12
10 København	Euro engine	Mainport	136	123	139	148	136	3	3	3	3	12
11 Zurich	Euro engine	Air	96	125	166	0	129	2	3	4	3	12
12 Amsterdam	Euro engine	Air/Port	96	159	241	120	154	2	3	4	2	11
13 Berlin	Euro engine	Air	223	77	123	144	142	4	1	3	3	11
14 Stockholm	Euro engine	Air/Port	132	116	119	199	142	3	2	2	4	11
15 Stuttgart	Euro engine	Air	164	106	101	157	132	4	2	2	3	11
16 Barcelona	Euro engine	Air/Port	234	65	136	98	133	4	1	3	2	10
17 Duesseldorf	Euro engine		115	151	147	81	124	2	3	3	2	10
18 Wien	Euro engine	Air	126	95	111	151	121	3	2	2	3	10
19 Köln	Euro engine		122	116	97	125	115	3	2	2	3	10
20 Helsinki	Strong MEGA	Air/Port	95	110	79	222	126	2	2	1	4	9
21 Oslo	Strong MEGA	Mainport	80	114	103	202	125	1	2	2	4	9
22 Athinai	Strong MEGA	Air/Port	172	48	105	87	103	4	1	2	2	9
23 Greater Manchester	Strong MEGA	Air/Port	147	71	138	78	108	3	1	3	1	8
24 Dublin	Strong MEGA	Mainport	75	109	103	114	100	1	2	2	2	7
25 Göteborg	Strong MEGA	Port	90	68	61	146	91	2	1	1	3	7
26 Torino	Strong MEGA		126	96	64	60	87	3	2	1	1	7
27 Geneve	Strong MEGA		32	87	102	0	74	0	2	2	3	6
28 Lyon	Potential MEGA	Air	102	76	78	110	92	2	1	1	2	6
29 Antwerpen	Potential MEGA	Port	72	84	67	118	85	1	2	1	2	6
30 Lisboa	Potential MEGA	Air/Port	128	75	79	54	85	3	1	1	1	6
31 Rotterdam	Potential MEGA	Mainport	75	86	63	114	85	1	2	1	2	6
32 Malmoe	Potential MEGA	Port	66	57	62	138	81	1	1	1	3	6
33 Marseille/Aix-en-Provence	Potential MEGA	Mainport	96	59	73	90	80	2	1	1	2	6
34 Lille	Potential MEGA		134	52	55	57	75	3	1	1	1	6
35 Nice	Potential MEGA	Air	54	57	94	90	74	1	1	2	2	6
36 Napoli	Potential MEGA	Mainport	134	40	67	40	71	3	1	1	1	6
37 Bern	Potential MEGA		50	75	50	0	58	1	1	1	3	6
38 Praha	Potential MEGA	Air	55	74	78	117	81	1	1	1	2	5



ESPON MEGA assessment contd.

MEGA	Categories	Gateway type	Indicators					Scores				
			Mass	Competitiveness	Connectivity	Knowledge	Average Index	Mass	Competitiveness	Connectivity	Knowledge	Total Score
39 Glasgow	Potential MEGA		96	64	80	76	79	2	1	1	1	5
40 Bremen	Potential MEGA	Mainport	63	75	98	109	79	1	1	1	2	5
41 Toulouse	Potential MEGA		57	64	98	119	77	1	1	1	2	5
42 Warszawa	Potential MEGA	Air	101	51	75	78	76	2	1	1	1	5
43 Budapest	Potential MEGA	Air	72	69	74	95	75	1	1	1	2	5
44 Aarhus	Potential MEGA	Port	72	65	39	148	73	1	1	0	3	5
45 Edinburgh	Potential MEGA		41	98	63	86	72	0	2	1	2	5
46 Bergen	Potential MEGA		25	66	46	147	71	0	1	1	3	5
47 Birmingham	Potential MEGA		59	68	91	66	71	1	1	2	1	5
48 Bilbao	Potential MEGA		52	58	54	119	71	1	1	1	2	5
49 Valencia	Potential MEGA	Mainport	96	50	51	74	68	2	1	1	1	5
50 Luxembourg	Potential MEGA	Air	31	130	69	41	68	0	3	1	1	5
51 Bologna	Potential MEGA		53	90	69	55	67	1	2	1	1	5
52 Palma de Mallorca	Potential MEGA	Air/Port	31	60	125	49	66	0	1	3	1	5
53 Bratislava	Weak MEGA	Air	23	57	53	131	66	0	1	1	3	5
54 Turku	Weak MEGA		24	65	33	145	67	0	1	0	3	4
55 Cork	Weak MEGA	Port	26	79	44	114	66	0	1	1	2	4
56 Bordeaux	Weak MEGA		65	63	57	76	65	1	1	1	1	4
57 Le Havre	Weak MEGA	Mainport	63	62	40	74	60	1	1	1	1	4
58 Genova	Weak MEGA	Mainport	47	70	54	63	58	1	1	1	1	4
59 Bucuresti	Weak MEGA	Air	63	22	51	89	56	1	0	1	2	4
60 Tallinn	Weak MEGA	Port	18	38	39	132	57	0	0	0	3	3
61 Sofia	Weak MEGA	Air	39	26	45	116	57	0	0	1	2	3
62 Southampton/Eastleigh	Weak MEGA	Mainport	14	74	52	79	55	0	1	1	1	3
63 Sevilla	Weak MEGA	Port	60	39	42	70	53	1	0	1	1	3
64 Porto	Weak MEGA	Port	53	49	50	34	47	1	1	1	0	3
65 Krakow	Weak MEGA		38	41	48	51	44	0	1	1	1	3
66 Vilnius	Weak MEGA	Port	21	30	43	80	44	0	0	1	2	3
67 Ljubljana	Weak MEGA	Air	20	56	47	50	43	0	1	1	1	3
68 Riga	Weak MEGA	Port	41	31	41	54	42	1	0	1	1	3
69 Katowice (Upper Silesia)	Weak MEGA		90	32	38	37	49	2	0	0	0	2
70 Gdansk/Gdynia/Sopo	Weak MEGA	Port	35	38	40	49	40	0	0	1	1	2
71 Poznan	Weak MEGA		30	51	42	36	40	0	1	1	0	2
72 Wroclaw	Weak MEGA		27	39	40	49	39	0	0	1	1	2
73 Lodz	Weak MEGA		43	24	30	40	34	1	0	0	1	2
74 Valletta	Weak MEGA	Mainport	15	34	48	0	32	0	0	1	1	2
75 Szczecin	Weak MEGA	Air/Port	21	27	32	41	31	0	0	0	1	1
76 Timisoara	Weak MEGA		13	20	39	49	30	0	0	0	1	1
Total												495





## VISION

The longer-term territorial balance of Europe will be achieved over time through the common understanding of strategic decision makers and civil society of the directions that need to be taken. It could be helpful to inform this process with a graphic representation, or Vision, of such directions that illustrates the essentials.

For the future there are global uncertainties to be taken into account, such as energy supplies and climate change, the changing structure of economies and the balance of global trade. These are reflected in the Lisbon Strategy of the EU, which aims to make Europe a foremost knowledge based economy.

There are good reasons to conclude that the European core, or Global Integration Zone (GIZ) focussed on the London/Paris/Rhine-Ruhr area, will continue to generate a high proportion of European wealth and prosperity. The GIZ benefits from the proximity and connectivity of its component

metropolitan areas and is strongly linked to the wider global economy. The ESPON criteria of wellbeing and influence indicate that the GIZ and its closely associated linking areas comprise some 36% of Europe's collective strength.

However, there are also metropolitan areas outside the core that also have global roles, for example, Rome, Madrid, and Milano. There are also well established, or historic, relationships between metropolitan areas outside the core, for example, within the Baltic and Mediterranean areas and along river corridors such as the Rhine and Danube.

It is not possible to foresee the many and varied social, economic and environmental relationships that might develop outside the core given the right circumstances. However, it is possible to imagine the broad opportunities and to positively promote and enable them.

A Vision for better European territorial balance, that reflects the Lisbon Strategy, could include the following elements:

- A strategic emphasis on improved European connectivity North/South, East/West and peripherally, to link Europe's main transnational areas to each other and to the core
- Within transnational areas outside the core, the identification and promotion of polycentric metropolitan clusters and corridors
- Within such a Framework of strategic connectivity and metropolitan clusters and corridors the Mediterranean and Baltic/Danubian/Aegean areas of Europe could be strengthened to balance the core.



The Vision



## FRAMEWORK

The main elements of the Vision can be defined and located on the European territory and reflected in the Framework. It is clear that strategic connectivity of European transnational and interregional areas would be greatly improved by the EU TEN-T programme, augmented as suggested by ESPON and METREX, and that the opportunities for North/South, East/West and peripheral movements would be significantly increased.

With such strategic improvements in prospect it would also be possible for metropolitan areas, either MEGA or FUA of national and transnational significance, to consider the potential to form polycentric clusters or corridors. Corridors might stretch over the longer distances within recognised European transportation axes.

ESPON and METREX studies have also identified a number of existing clusters of smaller FUA that might also consider the benefits of polycentric association (see Table 2 earlier).

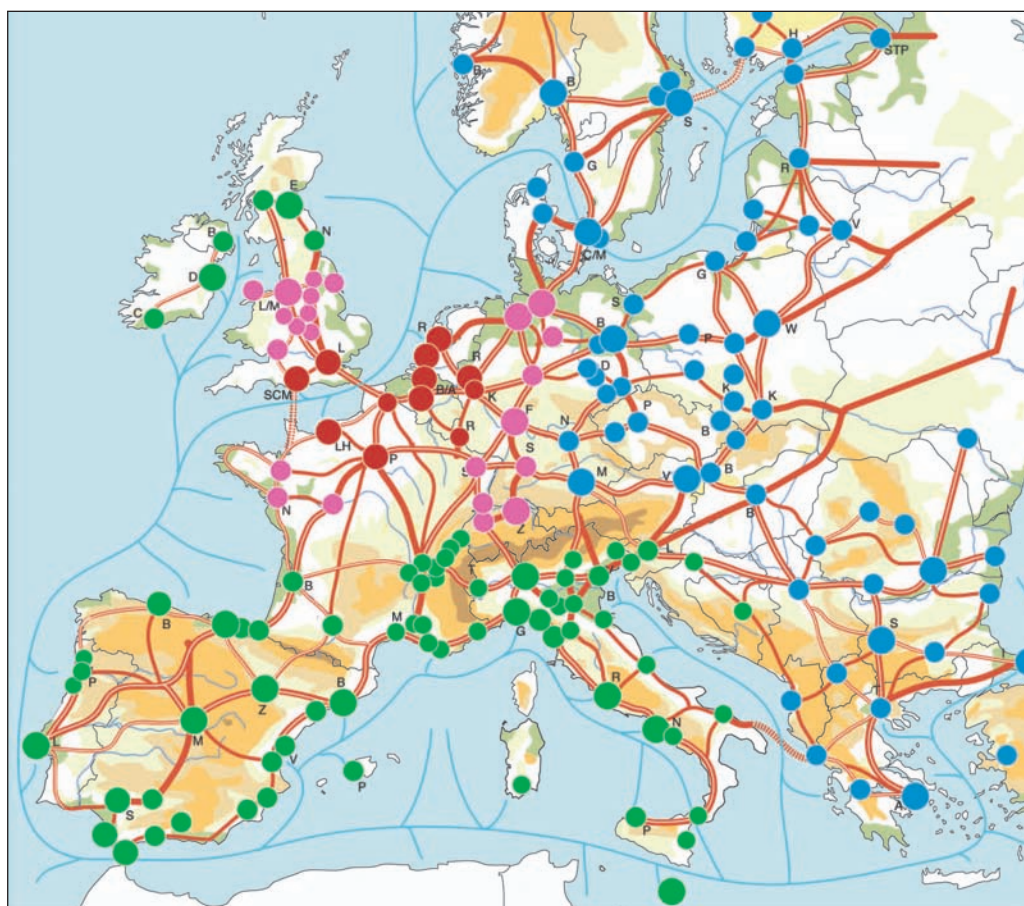
**A Framework for a Polycentric Metropolitan Europe could therefore comprise the primary European connections, whether they are by road or rail, and the metropolitan structure of Europe comprising MEGA, significant FUA and FUA clusters.**

Within such a Framework the potential for a growing range of transnational and interregional social, economic and environmental relationships could be released. Their combined impact outside the core area could help to achieve and sustain the better territorial balance sought by the ESDP and its new expression as Territorial Cohesion.

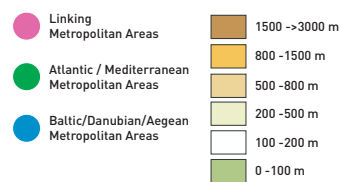
The key components of the Framework could be:

- A recognised inner core (GIZ) and related outer core bridging areas linking to the centre
- Balance between the inner core (GIZ) and the Mediterranean/ Danubian/ Aegean transnational areas
- Improved North/South, East/West and peripheral connectivity

- Good connectivity from all areas to the core area
- Good connectivity to European gateways, particularly from land locked countries or countries with limited coastal access
- Recognition of Europe's metropolitan regions and areas to foster effective metropolitan governance, economic development, social complementarity and environmental co-operation
- Promotion and development of polycentric metropolitan clusters and corridors
- In consequence, strong polycentric relationships within and between recognised European interregional areas.



Framework for a Polycentric Metropolitan Europe





## ACTION PLAN

The Action Plan comprises the 9 polycentric initiatives and organisations that presently exist in Europe, the 11 Representative Interregional Networking Activities (RINA) scoping studies that have been carried out by PolyMETREXplus partners, 6 polycentric metropolitan clusters and corridors that have been identified by ESPON and by METREX and a number of national and transnational polycentric Spatial Visions.

This package of related polycentric activities and opportunities could form the basis for effective action to take forward the Vision and implement the Framework. The INTERREG IVB and C programmes could provide one means of taking RINA scoping studies further to concrete plans, programmes and projects.

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### Case studies (Red)

- 1 Regio-Randstad
- 2 ýresundskomiteen
- 3 Eurocity Basque

### Other existing polycentric initiatives & organisations

- 4 Ruhrgebiet
- 5 Flemish Diamond
- 6 MHAL – Maastricht/Herleen/Aachen/Liege
- 7 Sarre-Lor-Lux – Sarbrücken/Lorraine/Luxembourg
- 8 Northern Way (UK)
- 9 Midlands Way (UK)
- 10 SCM – South Coast Metropole (UK)
- 11 Baltic Palette

### PolyMETREXplus RINA 1 – 11 (Blue)

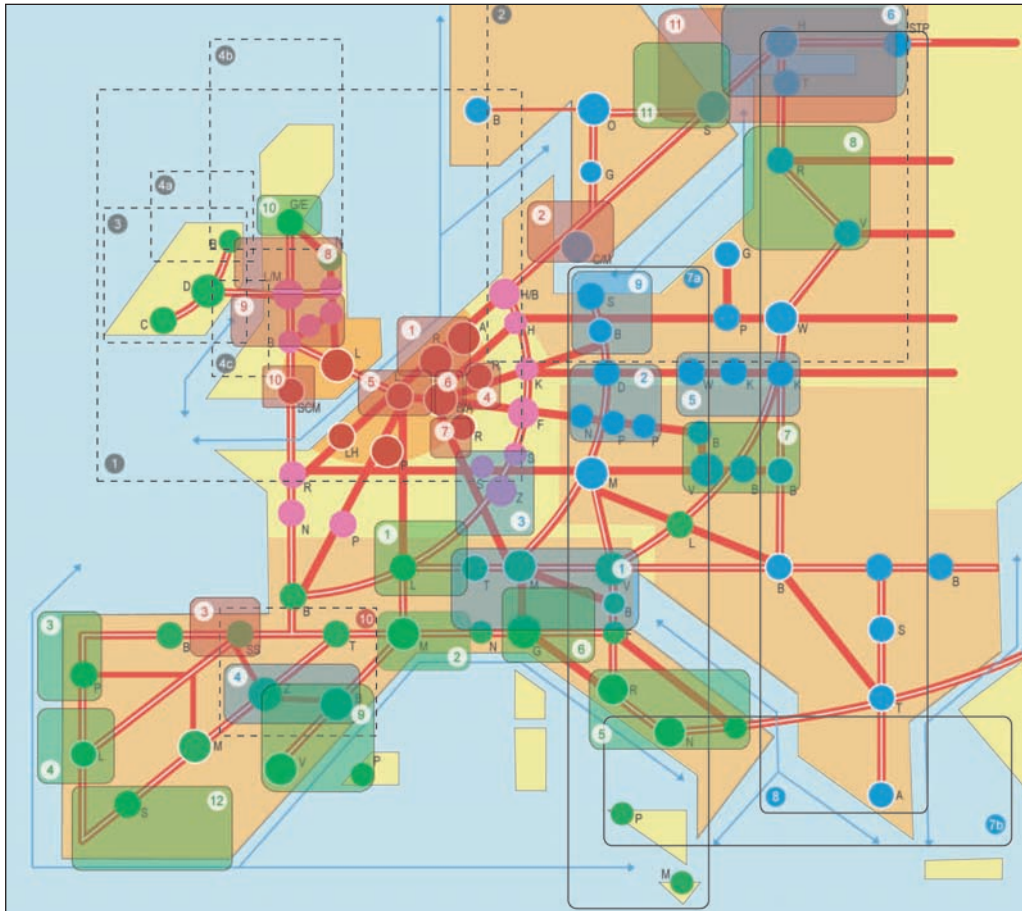
- 1 Po Valley Spatial Vision
  - 2 Metropolitan spatial vision for central Europe
  - 3 Polycentric cluster - Stuttgart/Zurich/Strasbourg
  - 4 Ebro Valley economic cluster
  - 5 Krakow – the Upper Silesia cluster
  - 6 Gulf of Finland – Helsinki/St. Petersburg/Tallinn
  - 7A/B Corridor 1 Euro-Mediterranean relations
  - 8 North-South Interface
  - 9 Szczecin-Berlin corridor
  - 10 Trans-Pyrenees area
  - 11 Metropolitan Governance in Polycentric and Cooperating Metropolitan Regions
- 

### Other potential polycentric cluster and corridors (Green)

- 1 Lyon polycentric cluster
- 2 Marseille polycentric cluster
- 3 Porto polycentric cluster
- 4 Lisboa polycentric cluster
- 5 Roma-Napoli-Bari corridor
- 6 Genova/Florence cluster
- 7 Riga/Vilnius cluster
- 9 Barcelona/Valencia corridor
- 10 Central Scotland corridor
- 11 Stockholm cluster
- 12 Andalusia cluster

### Related Spatial Visions (Grey)

- 1 NW Europe
  - 2 Baltic Sea
  - 3 Spatial Plan for Ireland
- 4A/B/C Spatial Plans for Northern Ireland, Scotland and Wales



The Action Plan



## STEPS TO POLYCENTRIC CLUSTERS AND CORRIDORS

### 01 **Mass**

Polycentric metropolitan clusters and corridors can create the critical population mass on which to build the knowledge base, labour markets and expenditure markets from which to compete more effectively.

### 02 **Connectivity**

Improved connectivity will help to build social networks and economic markets and change perceptions of what is possible. Connectivity will include transportation and telecommunications links.

### 03 **Identity**

Over time metropolitan clusters and corridors can build fresh identities around the new social and economic relationships that become possible.

### 04 **Recognition**

Publicity for the new opportunities in prospect can enhance public awareness and generate recognition of the value of polycentric collaboration.

### 05 **Marketing**

Collective marketing can be undertaken, with confidence, once the opportunities in prospect have been clarified and take on more substance.

### 06 **Influence**

Once the polycentric possibilities are established then a body or organisation might be formed to represent the collective and common interests of the cluster or corridor. It may begin to have influence on strategic decision-making and to generate its own resources.

### 07 **Support**

Once real benefits begin to flow from the new relationships that have been formed then the cluster or corridor will be able to generate lasting support for its initiatives and activities.

### 08 **Integrated strategies**

There may then come a point where the added value of an integrated approach to the consideration of the collective strengths and weaknesses of a polycentric cluster or corridor will become apparent and an integrated Strategy can be produced with the involvement of stakeholders and civil society.

### 09 **Collective decision-making and governance**

Integrated polycentric strategies can be taken forward on a collective and voluntary basis or through an established body with planning and implementation powers and resources. These are issues of governance, which is the function of effective representative decision-making on the basis of subsidiarity.

Subsidiarity, in a polycentric metropolitan context, would require recognition of those issues that require to be addressed over the cluster or corridor as a whole.

10 **Proximity**

Polycentric relationships can arise from shared problems and opportunities. Borders and natural barriers can present administrative and technical problems to be overcome jointly.

Natural resources can form the basis for a common interest in their sustainable use. Water and renewable energy resources, in particular, offer opportunities for metropolitan collaboration on a polycentric basis, for example, along river valleys and coasts.

11 **Co-operation**

Polycentric relationships can also arise from shared economic and social opportunities, for example, where businesses draw on a wide range of suppliers or public services offer specialist research, health or educational opportunities. Interregional public transport services offer particular opportunities for co-operation.

12 **Complementarity**

Polycentric relationships can also be formed on the basis of complementarity, where metropolitan areas with different roles and functions improve their collective competitiveness by through a wider portfolio of services, attractions and opportunities.



## INTEGRATION

A European Vision for territorial cohesion and Framework for an integrated approach (ETVF – European Territorial Vision and Framework), produced by the European Union, would rely on the strength of its conception and expression for its influence. It would be a mechanism for leadership and influence rather than direction and control. It would be a strong force for vertically (Europe, Nation States, regions and major urban areas) integrated policy making and a horizontally (within the European community of the Council of Ministers, Parliament, Commission, Committee of the Regions (CoR) and the Economic and Social Committee (EESC) together with ESPON as their research arm) integrated policies, programmes and projects.



## EUROPEAN SPATIAL PLANNING PROCESS

Europe needs to establish a process through which a European Territorial Vision and Framework can continue to be informed by ESPON research and the knowledge and experience of the European community. It also needs to include in this process the means to regularly monitor, review and roll forward the Vision and Framework. It will be the Framework that will require this most frequently.

**DG Regio is well placed, with its territorial experience, to orchestrate the Vision and Framework production process and to maintain its effectiveness.**

**The orchestra need a conductor.**

The players in the process might include:

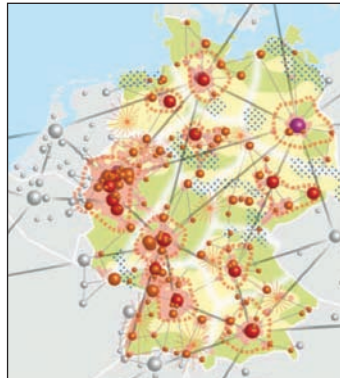
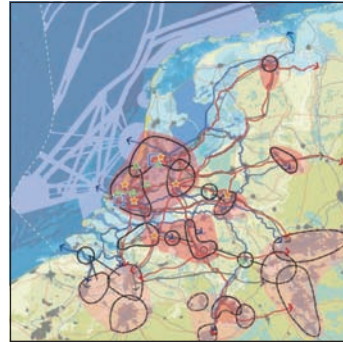
- Council Ministers responsible for Territorial/Spatial planning
- Parliamentary Committee responsible for Territorial/Spatial planning
- Committee of the Regions Committee responsible for Territorial/Spatial planning
- European Economic and Social Committee (EESC) Committee responsible for Territorial/Spatial planning
- DG Regio – FUA wellbeing and competitiveness, advised by ESPON
- DG Transport – EU Transportation Strategy, Programmes and Projects
- DG Energy – EU Energy Strategy, Programmes and Projects
- DG Environment – EU Strategies, Programmes and Projects for the protection and conservation of natural and heritage resources of European significance
- DG Climate Change – EU mitigation and adaptation strategies, programmes and projects.





## LINEAGE

- Europe 2000 and 2000+
- European Spatial Development Perspective (ESDP – 1999)
- EU Trans European Transportation Network (TEN-T) programmes
- EU Transport Strategies and Reviews
- EU Thematic Strategy on the Urban Environment
- EU Climate Change Strategy
- ESPON projects
- Spatial Visions for the Baltic, CadSES
- National Spatial Visions





## EVIDENCE

There is convincing evidence of the virtue of Visions and Frameworks, or their equivalents, at the transnational, national and metropolitan region levels.

### **Baltic and Cadses**

Both these transnational areas have recognised the value of Spatial Visions to express the shared aspirations of the partner Nation States and major urban areas.

### **Germany**

Germany has led the way in the establishment of 11 Metropolregions as mechanisms for effective governance over major FUA. Their purpose is primarily to ensure their competitiveness and to create a capability to address their weaknesses and capitalize on their strengths. Their core

functions have usually included economic development, aspects of higher education and training, transportation and spatial planning.

Berlin-Brandenburg is a good example of the joint production of a Spatial Vision, on a collaborative basis, over a major FUA.

Germany has also provided a national Spatial Vision to provide the necessary overall unifying context for their progress.

### **Netherlands**

The Netherlands has produced a National Spatial Structure for economy, infrastructure and urbanization. The Randstad concept is an example of an enduring Vision of influence, without formal statutory expression.

### **France**

The Region Ile-de France covers the largest FUA in Europe and enjoys for its support the services of IAU-Idf, the Institut d'Aménagement et d'Urbanisme de Ile-de-France. IAU-Idf is probably the metropolitan planning resource with the highest capability in Europe. Its work exemplifies the value of recognising the metropolitan dimension.

## METREX

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