

## ISSP GREP Module (Balanced Development) Evolution of Regional Policy

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### Regional Policies (Maillet)

- **Growth Model** Competitive Generative
- **Orientation** National All places
- **Intervention scale** State Regional / local
- **Efficiency focus** Interregional Intraregional
- **Policy actions** Exogenous Endogenous  
Redistribution Potentiality  
(resources/activities) (creativity / innovation)
- **Growth pole** Functional Territories
- **Logic** Hierarchical Territorial  
(spread) (clustering)
- **Territory /Resources** Passive / Strategic /  
generic specific
- **Firms** Large MNCs SMEs

### Regional Policy Phases 1 to 4

- **Policy Phases** 1st Generation (1960s/70s)
- **Key Influences / Thinking**
  - Neoclassical convergence & unified neo-keynesian support
- **Policy Emphasis**
  - Exogenous / Redistribution
  - Firms as growth poles
  - Attracting MNC subsidiaries
- **Implications**
  - Passive dependency culture
  - Desired outcomes set a priori
  - Subsidiarity syndrome
  - No territorial coherence / dynamic
  - Great but ephemeral success

### Regional Policy Phases 1 to 4

- **Policy Phases** 2nd Generation (early 1980s)
- **Key Influences / Thinking**
  - New Technologies / New Economic Geography
  - Differentiated (vs generic) processes
- **Policy Emphasis**
  - Endogenous
  - Innovative milieux as Growth poles
  - Influencing and stimulating innovation & networking
- **Implications**
  - Organised territorial logic
  - Desired outcomes constructed
  - Local entrepreneurship / autonomy
  - Coherent network / consensus relations
  - Sustained success based on capabilities

### Regional Policy Phases 1 to 4

- **Policy Phases** 3rd Generation (late 1980s)
- **Key Influences / Thinking**
  - Globalisation and multiple dynamics
  - Integrated multi-scale processes
- **Policy Emphasis**
  - Endogenous with exogenous
  - Comparative (esp. non-material) advantage
  - Innovation & information amplification
- **Implications**
  - Smooth internal & external linkages
  - Adaptability and mobilisation
  - Global awareness - local flexibility
  - Combined territorial / functional logics
  - Continuous learning & strategising

### Regional Policy Phases 1 to 4

- **Policy Phases** 4th Generation (mid 1990s)
- **Key Influences**
  - Globalisation dynamics & critical mass
  - Urban networks and regions
- **Policy Emphasis**
  - Endogenous (town privileged) functions:  
Institutionalising, anchoring, symbolising & sector  
transcending (combining) functions
- **Implications**
  - Town externalities for creativity / dynamism
    - (1) Proximity / spatial concentration;
    - (2) Variety - players, activities, meeting places
    - (3) Accessibility - physical and social
  - Milieu-based co-production (vs metropolitan) modality

## An Additional Policy Generation?

- **Policy Phases** 5th Generation (2000+)
- **Key Influences**
  - Globalisation dynamics & EU Agenda
    - European Spatial Development Perspective (ESDP, 1999)
    - ESPON Research Agenda (with Lisbon / Gothenburg Priorities)
    - Territorial Agenda and Territorial Cohesion
- **Policy Emphasis**
  - Cities as engines of prosperity?
  - Polycentric urban networks and new urban-rural relationship
  - Multi-modality: the return of the city region
- **Implications**
  - From land-use planning to strategic spatial planning to cohesive territorial diversity for competitiveness ?

## Territorial Cohesion Possibilities

- Multi-level policy can take advantage of bottom-up processes as well as top-down- broader perspective of *governance*
- Cross-sectoral policy has a better chance of achieving sustainable and cohesive development

## The EU Agenda & Globalisation

### Contemporary European transformation – an adaptation to globalization trends (?)

- Permeable national boundaries
  - Greater openness of economies / cultures
- Intense competition between firms / places
  - Related movement / relocations of resources/activities
- Growing emphasis on urban centres
  - As collections or clusters of existing / potential assets
  - Strategic sites for management of mobile resources
  - Unifying links: to local, global & other urban networks
  - Engines of prosperity & seedbeds of innovation

### Political and other strategic reactions

- Re-scaling of activities to achieve competitive advantage
  - Up to EU mega regional level
  - Down to city regions
  - Across existing national territories
- Adoption of strategic emphasis that 'get results'
  - Policies/ institutions / infrastructure to enhance performance
  - *Hardware; Software; Orgware*
- Develop spatial strategies to:
  - Create favourable framework to focus effort & minimise waste
  - Stimulate local attractiveness & performance
- Do it all the 'European way'

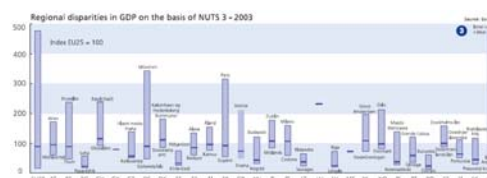


## Findings: Future Scenarios

- Implications of future scenarios – increasing territorial disparities likely if 'competitiveness' scenario followed (as opposed to 'baseline' or 'cohesion' scenarios)

## Illustration: regional disparities

- Regional disparities across EU



### ESPON 111

**1.595 FUAs**  
with more than 20.000 inh. in EU 27+2


**Delineation - principles**

**SIZE:**  
Commuter areas  
• Core > 15.000  
• Commuter area  
• + > 50.000 in large countries (> 10 mio)  
• + 20.000 – 50.000 in small countries

**FUNCTION:**  
Important national or regional functions

**Delineation - praxis**  
National statistical bureaus or best choices by national experts

**Problems**  
Variety of national definitions of FUAs  
Most countries used 20.000 FUAs. Larger FUAs were used only by a few countries e.g. Poland, Spain, Bulgaria and Czech Republic.



**FUA population (mass function)**

Legend:  
 • > 5 million inhabitants  
 • 1-5 million inhabitants  
 • 200.000-1 million inhabitants  
 • 50.000-200.000 inhabitants  
 • < 50.000 inhabitants

### Strongest FUAs: Metropolitan European Growth Areas (MEGAs)

**Ranking MEGAs**


**Mass**  
Population  
GDP

**Competitiveness**  
GDP  
Top 500 Companies

**Connectivity**  
Passengers at airports  
Multimodal accessibility

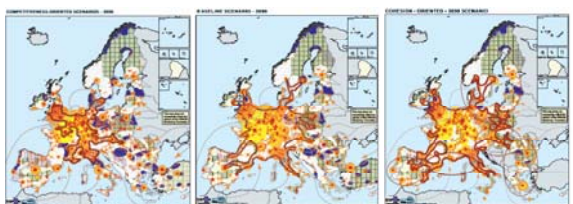
**Knowledge basis**  
Education level  
R&D share of employment

Strongest MEGAs within or close to the 5-gon!

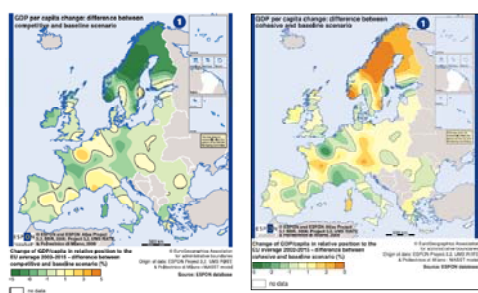


Legend:  
 • Global node  
 • Category 1 MEGA  
 • Category 2 MEGA  
 • Category 3 MEGA  
 • Category 4 MEGA

### Sketches of integrated territorial perspectives



### Illustration: competitiveness and cohesion scenarios



**Change of GDP/capita difference between competitive and baseline scenario**

**Change of GDP/capita difference between cohesive and baseline scenario**

### Polycentricity potentials

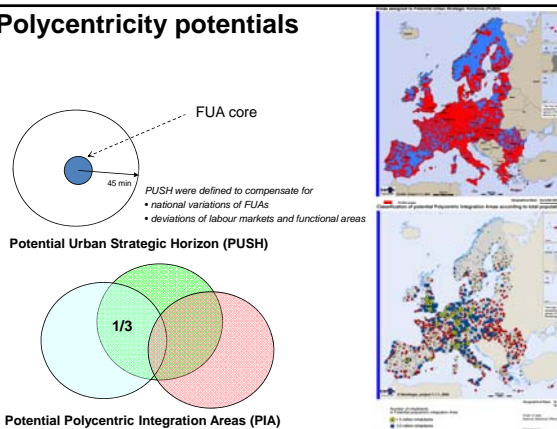
FUA core  
45 min

PUSH were defined to compensate for  
 • national variations of FUAs  
 • deviations of labour markets and functional areas

**Potential Urban Strategic Horizon (PUSH)**

**Potential Polycentric Integration Areas (PIA)**

1/3



### What if ...

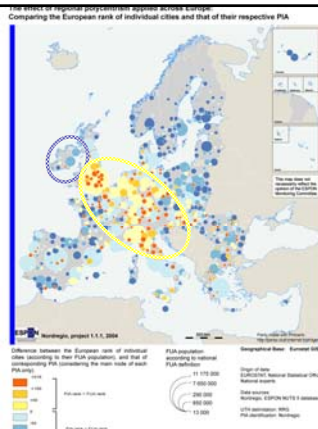
... all cities included in a Potential Integration Area (PIA) profited from the potentials of polycentricity?

- The yellow cities increase their ranking
- The blue cities decrease their ranking

NB the potentials are exploited only one by one. No room for developing all potentials simultaneously. Cities are competing.

**A cluster of potentials in the expanded 5-gon!**

**Outside the 5-gon polycentricity must rely on functional specialisation rather than proximity**



### Some Points and Questions

- The empirical issues relating to disparities:
  - Persistence and continuity (the temporal question)?
  - Extent and patterns (converging or widening)?
  - Scalar linkages and influences?
  - Relevant measurement indices and policy levers?
- The political / policy issues
  - Why, when, where and how to address the above?
  - Changing role of government
    - Stoking the boiler → hand on the tiller
    - Authoritarian neoliberalism
    - Government → Governance, policy networks
    - The end of ideology, new managerialism
- The academic issues?
  - Identify major trends and issues
  - Critically assess political developments (as well as policy levers)
  - Differentiate image(s) of urban hierarchies / networks

### Some Points and Questions

#### Questions

- Have we experienced the described 4 or 5 recent generations of regional policy?
- Is regional interventions becoming more or less evidence based or do the new policy (re)actions constitute an increasingly normative agenda?
- On the issue of desired 'equitable' / 'balanced development' outcomes have we moved from approaches based on
  - (a) Equalisation, to
  - (b) Participation, to
  - (c) Opportunities / potentiality?
- If answer to above is "yes", is this
  - Justified / fair?
  - Linked to the shift from trend planning to vision planning to competitive learning approaches?
- Can territorial (regional) planning secure metropolitan agglomeration benefits without
  - Incurring congestion costs (local imbalances)?
  - Negatively affecting smaller urban centres in the wider regional networks?
- New demands for policy knowledge? To whom are policy recommendations addressed?
  - Which level of governance? EU? National? Regional? Or Local?
  - Political, administrative, private or public actors?
  - Academics vs. practitioners?
  - Policy conclusions, implications or recommendations?