

The Role of Small and Medium Sized Cities in Regional Development

**HRSA 14th ANNUAL MEETING
Partium Christian University
Oradea, 15–16 September 2016**

Multiple Perspectives on Small and Medium Size Towns in (Central) Europe: A Cross Border Exploration

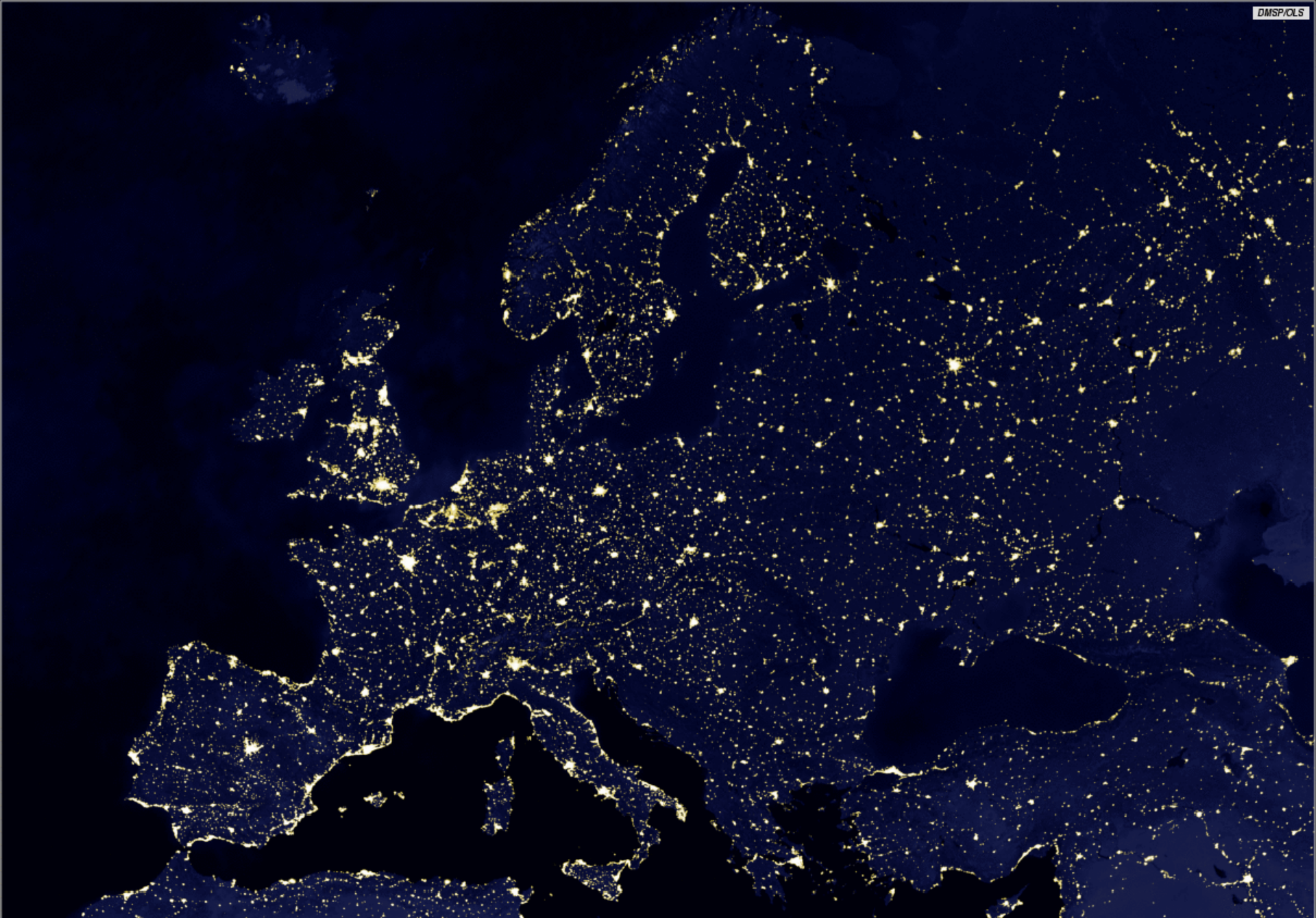
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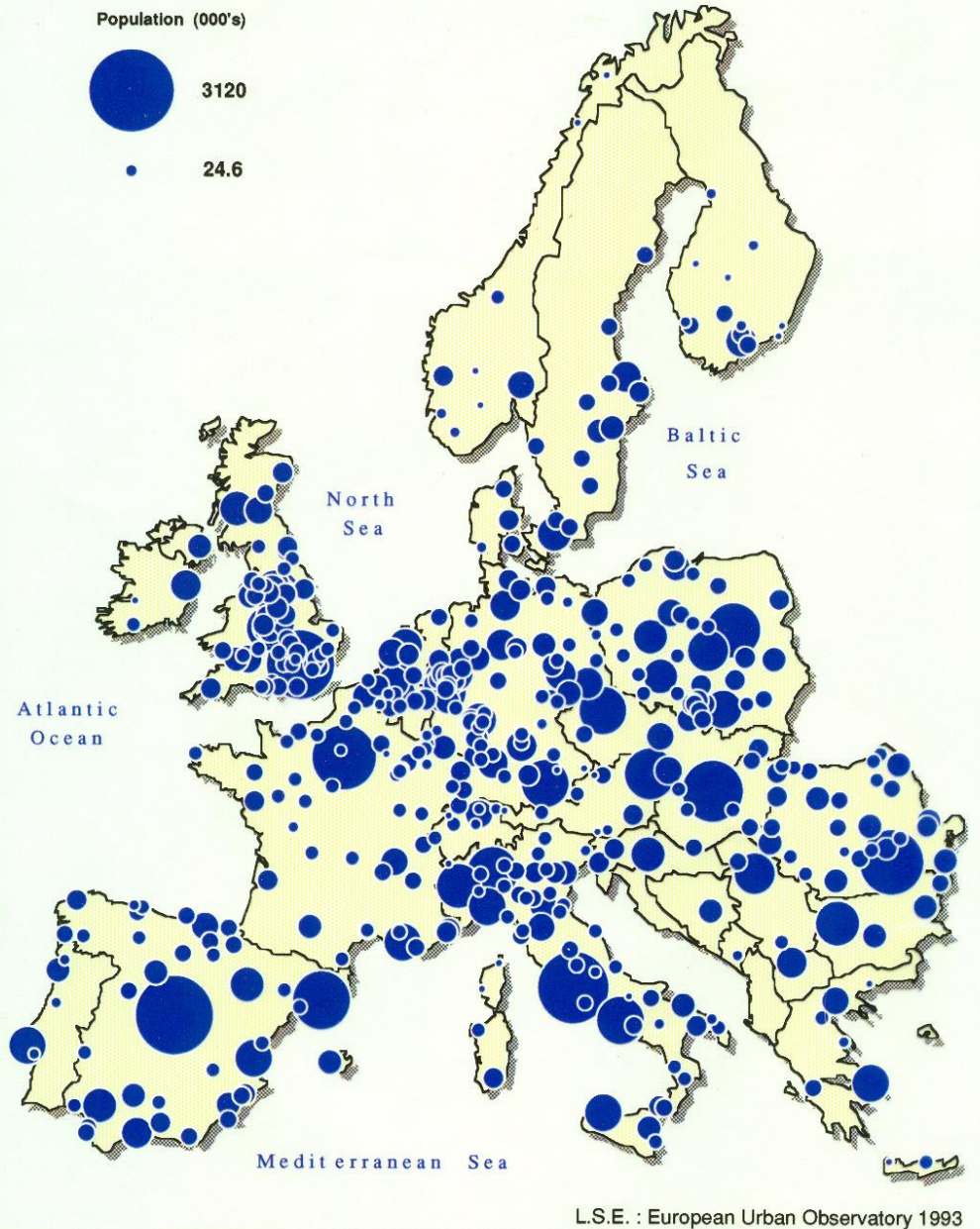
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Nataša Pichler-Milanović is a senior research associate at the University of Ljubljana in urban geography and spatial planning. She graduated at the Faculty of Geographical Sciences, University of Belgrade and continued her post-graduate studies in urban and regional development and housing policy at the London School of Economics and Political Science (LSE), University of London. From 1990-1996 she was employed at the LSE as a research officer on comparative urban research projects funded by the European Commission (DG XII, DG XVI). During 1998-1999 academic year she was a visiting research fellow at the Institute of Advanced Studies, United Nations University (IAS/UNU) in Tokyo, Japan. Between 1996-2004 she was employed at the Urban Planning Institute of the Republic of Slovenia in Ljubljana and since 2004 as a senior research associate at the University of Ljubljana, Faculty of Arts, Department of Geography and Faculty of Civil and Geodetic Engineering. She has been responsible for interdisciplinary research projects, consultancy and project evaluation activities for several ministries in Slovenia and the city of Ljubljana, international organisations (UN, OECD, EU) and the EU programmes - INTERREG, Framework Programme, URBACT, ESPON. She has authored and edited several books and published articles in a variety of journals. She is also a peer reviewer for *Urban Studies*, *Housing Studies*, *Urban Affairs*, *International Journal of Housing Policy*, *Progress in Planning*, *European Planning Studies*, and other regional journals. Her current research interests include planning for resilient and energy efficient cities, territorial governance, metropolisation, polycentricity, functional (urban) regions, housing and property market analysis and urban land use management.



A Top Down View of European Urbanisation?

Population in European Cities 1990



Comparative studies of European cities (FUR) < I. 1992:

- Hall and Hay (1980)
- van den Berg et al. (1982)
- Cheshire and Hay (1989; 1995)
- Drewett, Schubert, Knight (1992)
- A spatial vision for Europe (J. Delors, 1989)

PROJECT:

- **EU DG XII FAST /URBINNO Programme: Drewett et al. (1992)** "The Future of European Cities: The Role of Science and Technology"
- **EUROPEAN URBAN OBSERVATORY (1992-1995)** EU DG XVI / Recite

REPORTS:

- »EUROPE 2000« (1991)
- »EUROPE 2000+« (1994)
- ESDP (1999)

URBAN AUDIT > 1997
ESPON > 2002

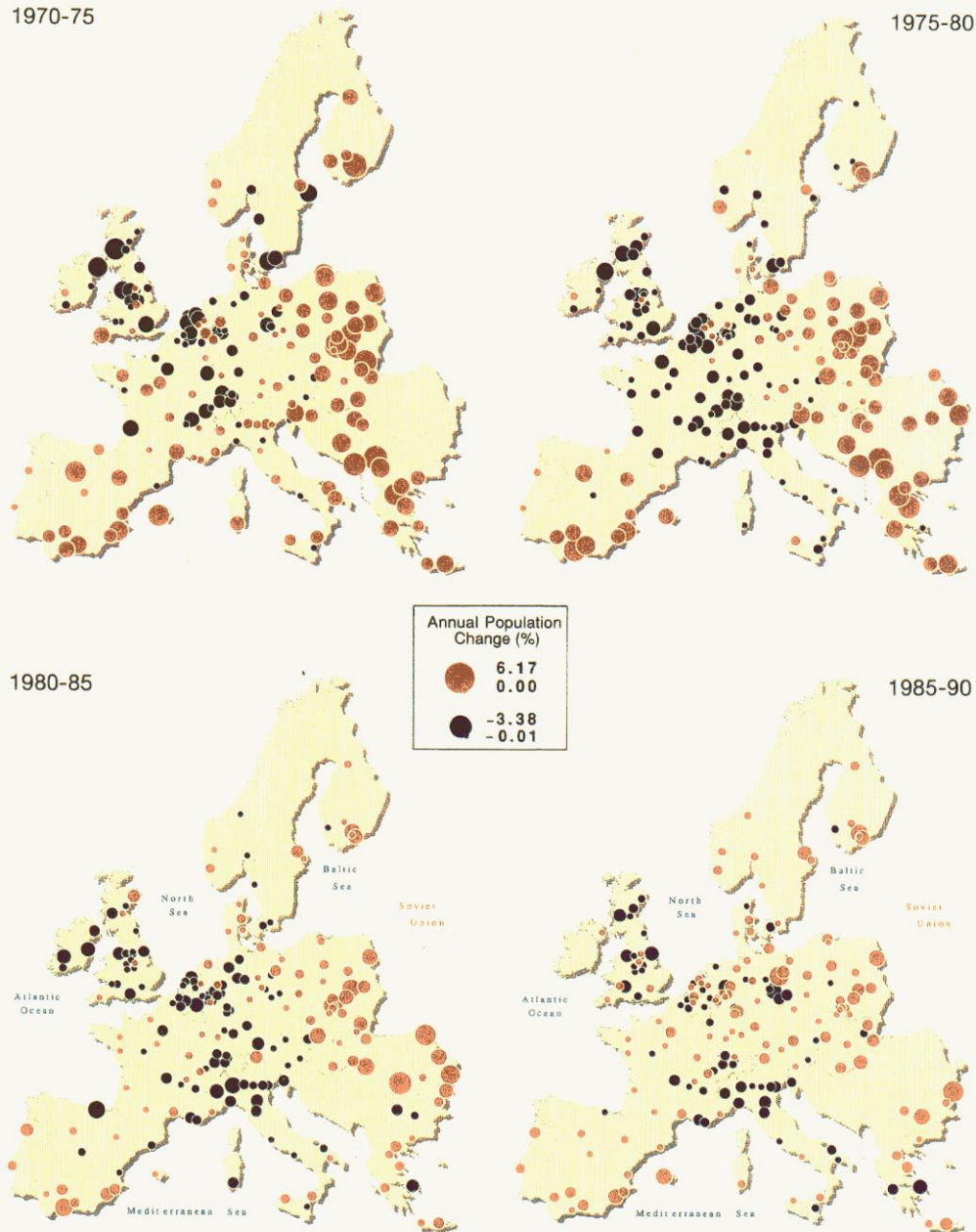
»Urban life cycle«

		Population change characteristics				
Stage of Development	Classification type	Core	Ring	FUR		
I Urbanisation	1 Absolute centralisation	++	-	+	Total growth	
	2 Relative centralisation	++	+	+++		
II Suburbanisation	3 Relative decentralisation	+	++	+++	-----	
	4 Absolute decentralisation	-	++	+		
III De-surbanisation	5 Absolute decentralisation	--	+	-	Total decline	
	6 Relative decentralisation	--	-	---		
IV Re-urbanisation	7 Relative centralisation	-	--	---		
	8 Absolute centralisation	+	--	-		

> 1985 (new patterns of urban change?)

Source: van den Berg et al. 1982.

THE EVOLUTION OF EUROPEAN CITIES 1970-1990



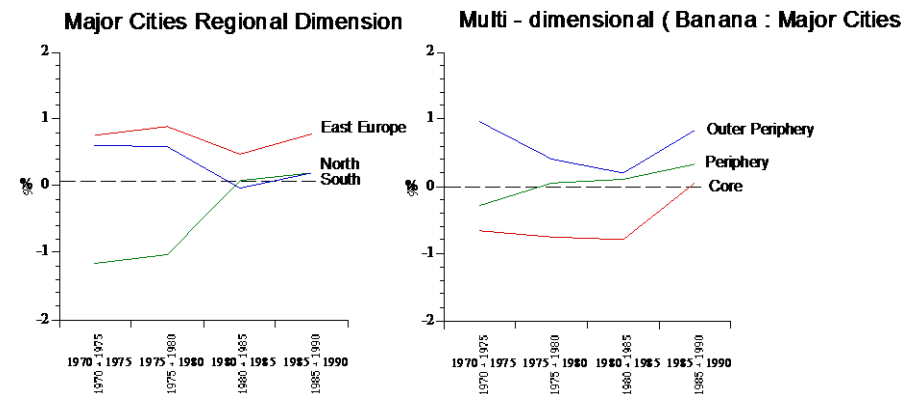
URBINNO Network, by LSE, 1991
FAST Programme Prospective Dossier No. 4

van den Berg, L., Drewett, R., Klaasen, L. H., Rossi, A. and Vijverberg, C. H. T. 1982. **Urban Europe: A Study of Growth and Decline.**

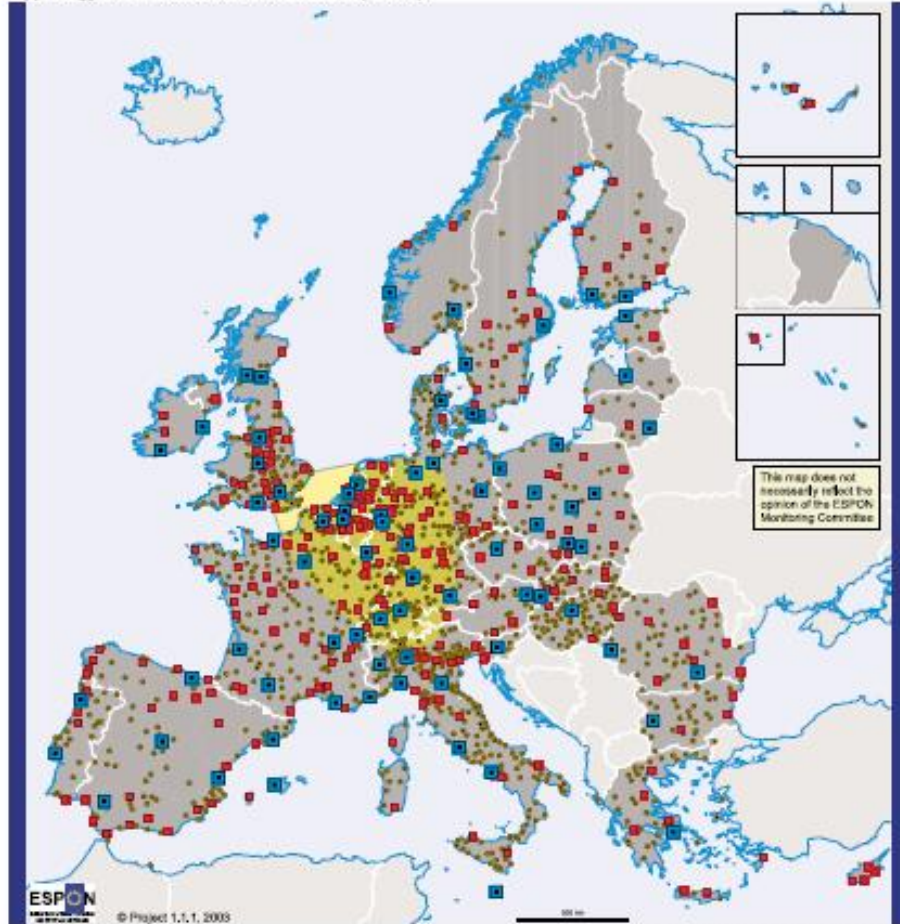
-EU DG XII (Science & Research): 2nd FP FAST /URBINNO (1989-1992) **“The Future of European Cities: The Role of Science and Technology”**

Drewett, R., Mason S., Pichler-Milanovich, N. 1991. **Population dynamics of European cities 1970-1990** (Interim Report). EU DG XII URBINNO/ FAST Monitor Programme. / EU

- INTERREG I: EUROPEAN URBAN OBSERVATORY (1992-1995) EU DG XVI / Regional Policy

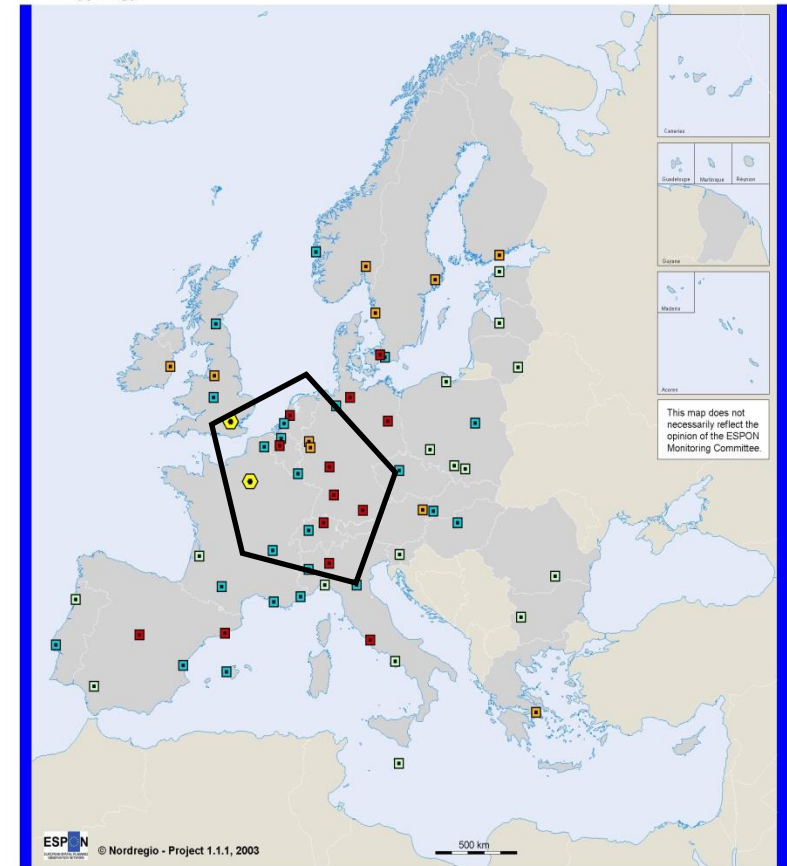


Typology of Functional Urban Areas (FUAs)



- ESPON
© Project 1.1.1, 2003
- © EuroGeographics Association for the administrative boundaries
Origin of data: Eurostat, National Statistical Offices, National Experts
Source: ESPON Database
- Metropolitan European Growth Areas (MEGAs)
 - Transnational / national FUAs
 - Regional / local FUAs
- Pentagon area

MEGA typology



- ESPON
© Nordregio - Project 1.1.1, 2003
- Geographical Base: Eurostat GISCO
Origin of data: EUROSTAT, National Statistical Offices, National experts
Source: Nordregio
- Global city
 - European engine
 - Strong MEGA
 - Potential MEGA
 - Weak MEGA

The PENTAGON Area

ESPON 1.1.1

The role, specific situation and potentials of urban areas as nodes in a polycentric development (2004)

Urban areas

2



Share of artificial surface

- very low
- low
- medium
- high
- very high
- no data

FUA & MEGA classification

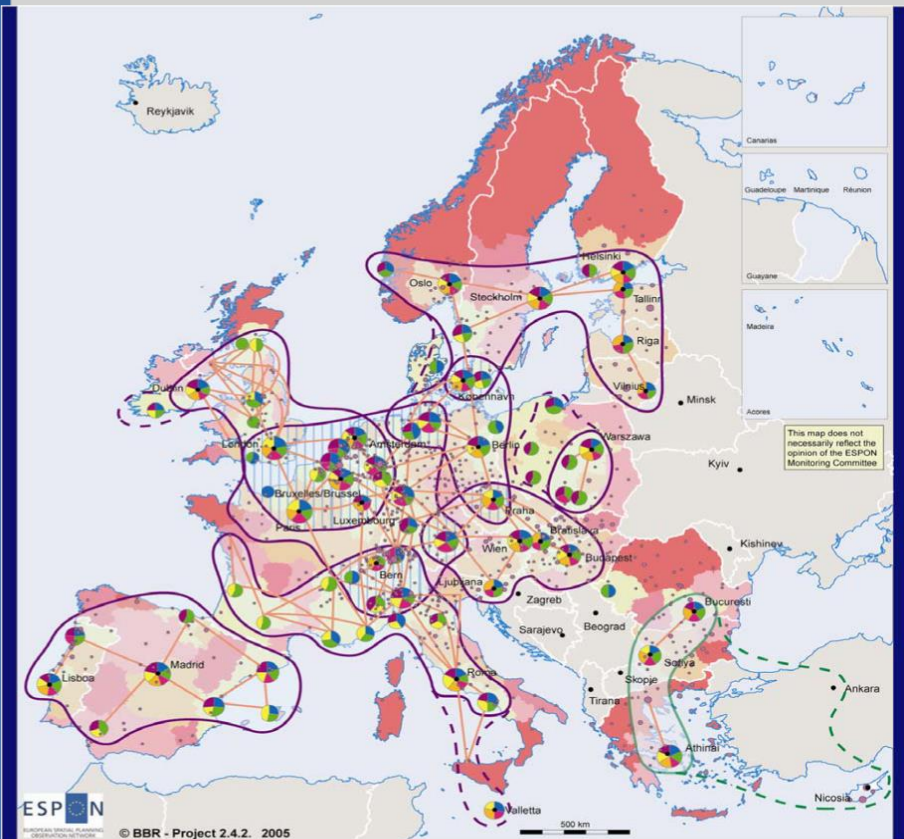
- Global nodes
- European engines
- Strong MEGAs
- Potential MEGAs
- Weak MEGAs
- Transnational/national FUA
- Regional/local FUA

Major urban areas in Europe 27 (**76 MEGA**) and their significance in European urban system (FUA)

This map does not necessarily reflect the opinion of the ESPON Monitoring Committee



500 km



Accessibility to the nearest MEGA by truck - travel time to reach the nearest MEGA in minutes

- up to 120
- 120 to below 180
- 180 to below 240
- 240 to below 300
- 300 and more

Travel times of one hour or less by air or rail between 71 MEGAs in 2003

Decision-making functions outside MEGAs by significance

- Global significance
- European significance
- National/transnational significance
- Regional significance
- Local significance

Metropolitan European Growth Areas (MEGA) by functional importance of global, European, national and transnational significance



Size according to average value of related significance functions

Potential European Global Integration Zones (EGIZ)*

- Strong Potential European Integration Zone
- Potential extension with improved accessibility
- Future Potential European Integration Zone
- Potential extension with improved accessibility
- Global integration hinge region

© EuroGeographics Association for administrative boundaries
Regional level: NUTS 2
Origin of data: ESPON 1.1.1 Nordregio
ESPON 1.2.1 INRETS
Cyprus: data for government controlled areas only; no data on accessibility for remote areas
Source: ESPON database

*The Potential European Integration Zones (EGIZ) were delineated on the basis of accessibility to the nearest MEGA (regional cohesion) and the travel time connections. The nucleus consists of at least one MEGA covering all functions of European significance

Challenge:

– Central and Eastern Europe needs dynamic core areas appropriate for enhancing the global economic integration of the enlargement area.

Chance:

– Berlin, Warsaw Prague, Vienna/Bratislava and Budapest are corner stones of the most dynamic area in Central and Eastern Europe.

Choice:

– Central Europe has a clear potential for a dynamic core area at the European level.
– South East Europe urgently needs very first steps towards city cooperation at the transnational level

After the last EU enlargement in year 2007 about **70 major cities** with more than 500.000 inhabitants dominate the European urban system. About 20% of the EU population in 27 member states live in these cities.

Approximately 120 mil. inhabitants or 40% of urban population in Europe live in **600 cities** between 100.000 – 500.000 inhabitants which are the economic poles and nodes of polycentric and balanced development of competitive cities and regions in an enlarged EU.

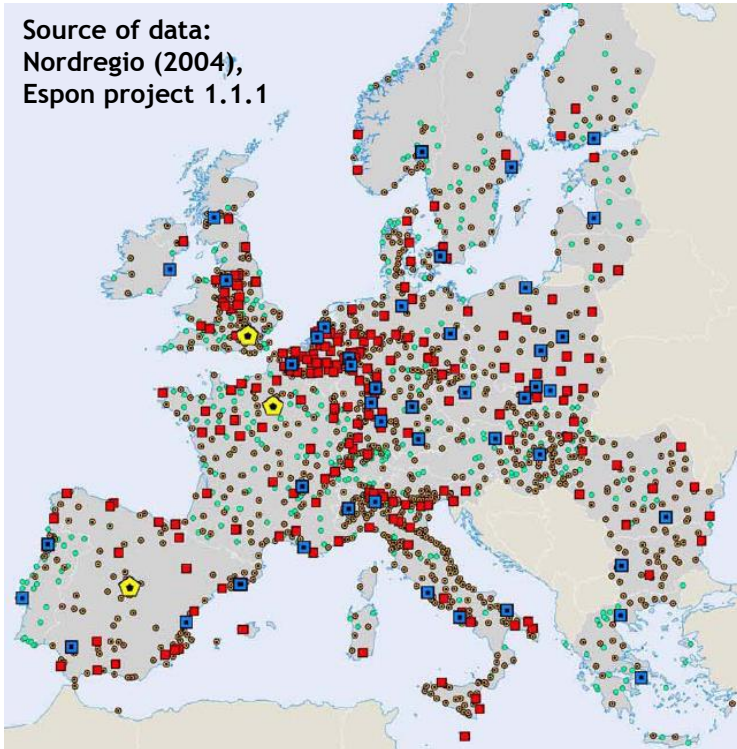
Strengthening a ***polycentric and balanced system of metropolitan areas and urban networks*** is one of the main objectives in shaping the development of European urban system and territorial integration of the EU (ESDP, 1999; Territorial Agenda of EU, 2007, Europe 2020).

Why medium sized cities?

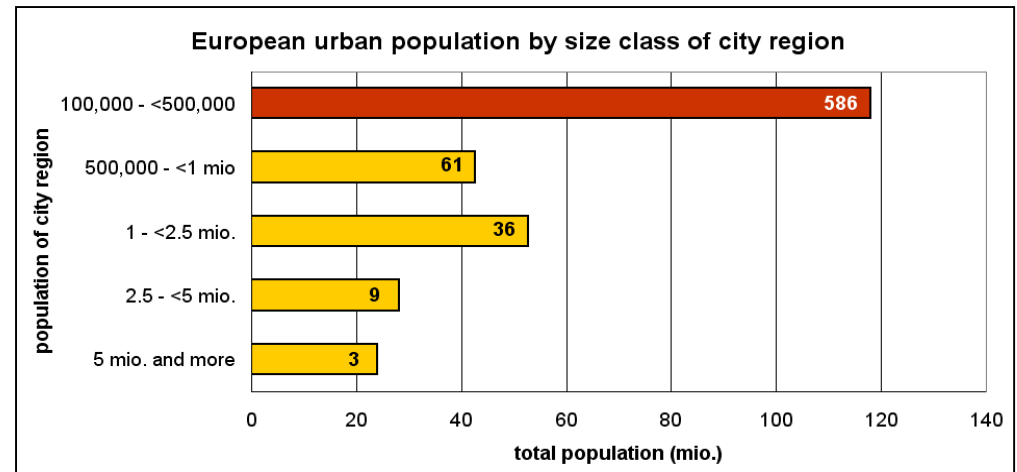
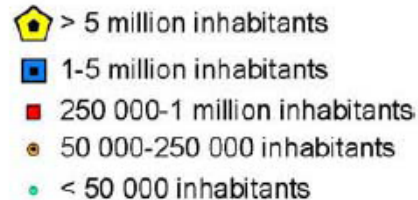
Usually forgotten in discussion about competitiveness

- Challenges of globalisation and trends of metropolisation
- High ranks of metropolises
- An important group of cities in Europe – 27+NO+CH

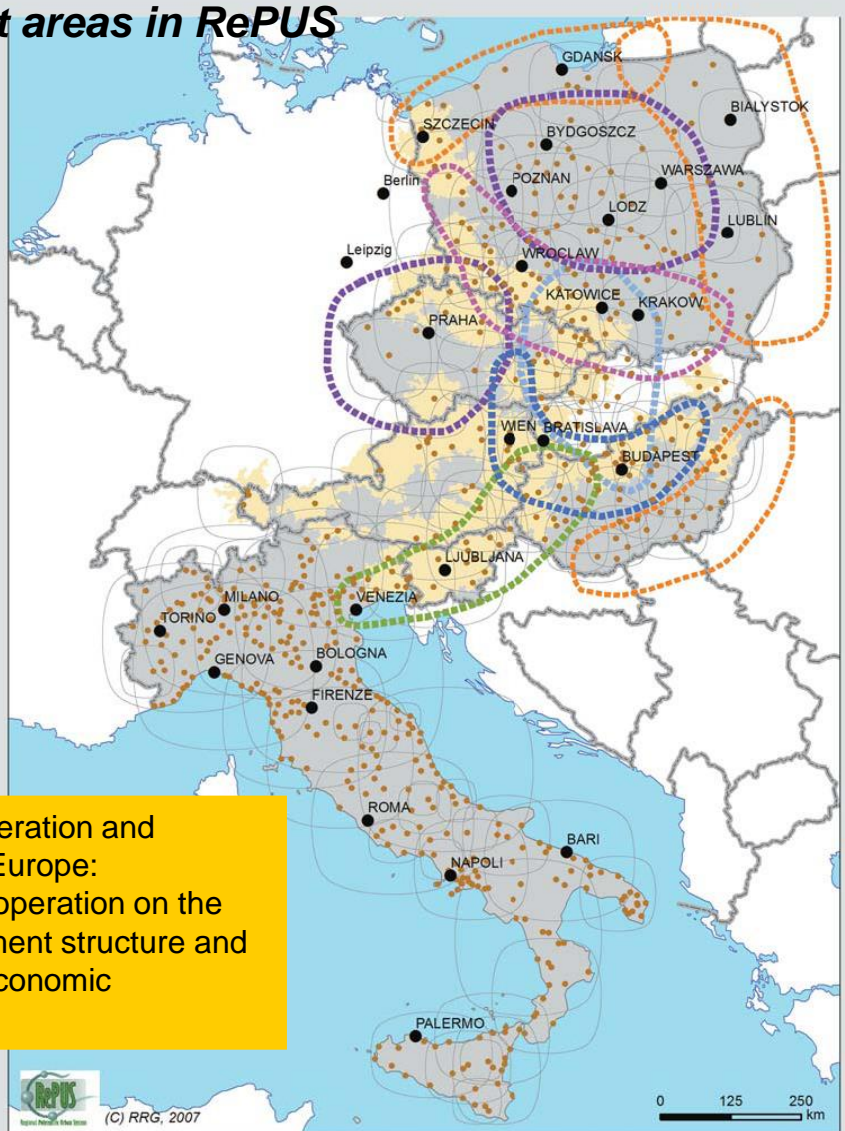
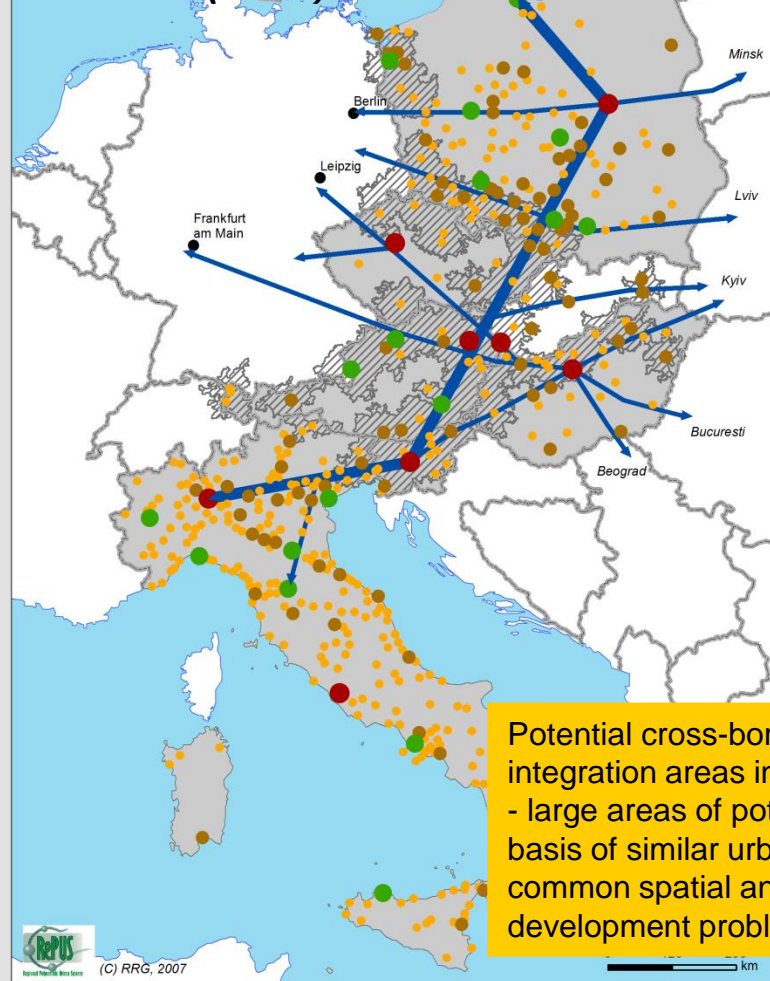
Source of data:
Nordregio (2004),
Espo project 1.1.1



Total FUA population in FUAs with more than 20 000 inhabitants 2000-2001



Spatial vision: Cooperation and Development areas in RePUS countries (2007)



Potential cross-border co-operation and integration areas in Central Europe:
 - large areas of potential co-operation on the basis of similar urban settlement structure and common spatial and socio-economic development problems.

Spatial vision: Development axes in the RePUS countries

Source(s): RRG GIS Database

- Major development axes
- Secondary development axes
- LLS European level
- LLS Trans-regional/national level
- LLS Regional level 2
- LLS Regional level 1

Spatial vision: Cooperation and Development areas in the RePUS countries

Source(s): RRG GIS Database

- - - Central area (RePUS 'blue banana')
- - - South Poland development axis
- - - Southern cooperation area
- - - North-South integration area
- - - Capital regions with future potentials
- - - Large peripheral border areas
- Potential cross-border co-operation areas
- Potential integration areas (PIAs)
- LLS European / national / trans-regional
- LLS Regional level
- RePUS countries

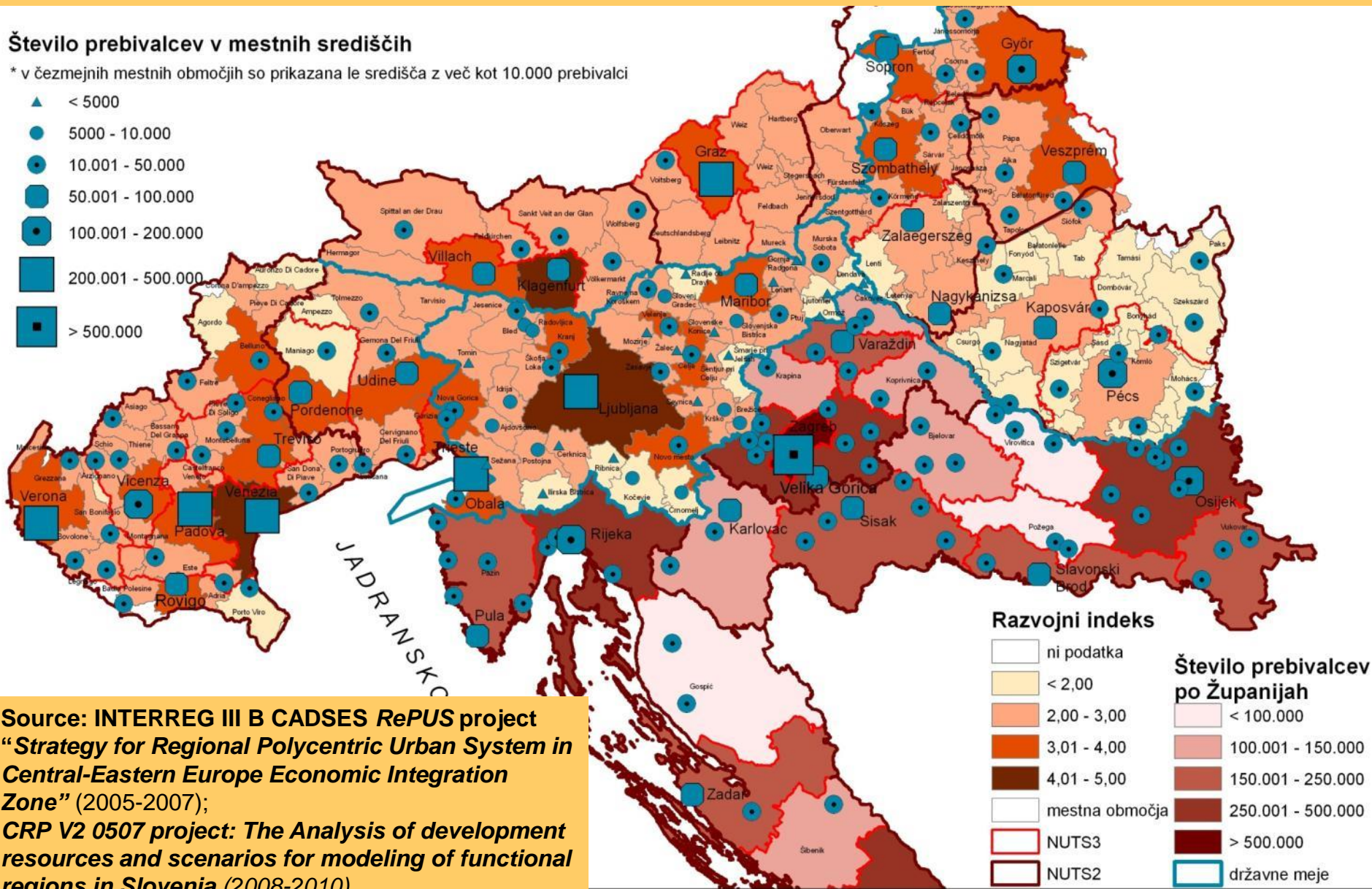
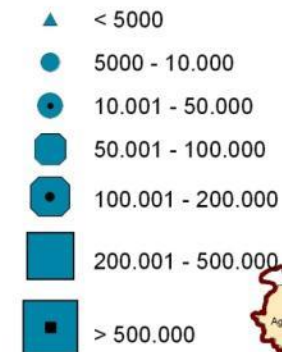
Source: INTERREG III B CADSES RePUS project "Strategy for Regional Polycentric Urban System in Central-Eastern Europe Economic Integration Zone" (2005-2007)



Development index of urban areas (LLS) with important urban centres in A, IT, SI, HU and number of population in NUTS 3 regions in Croatia

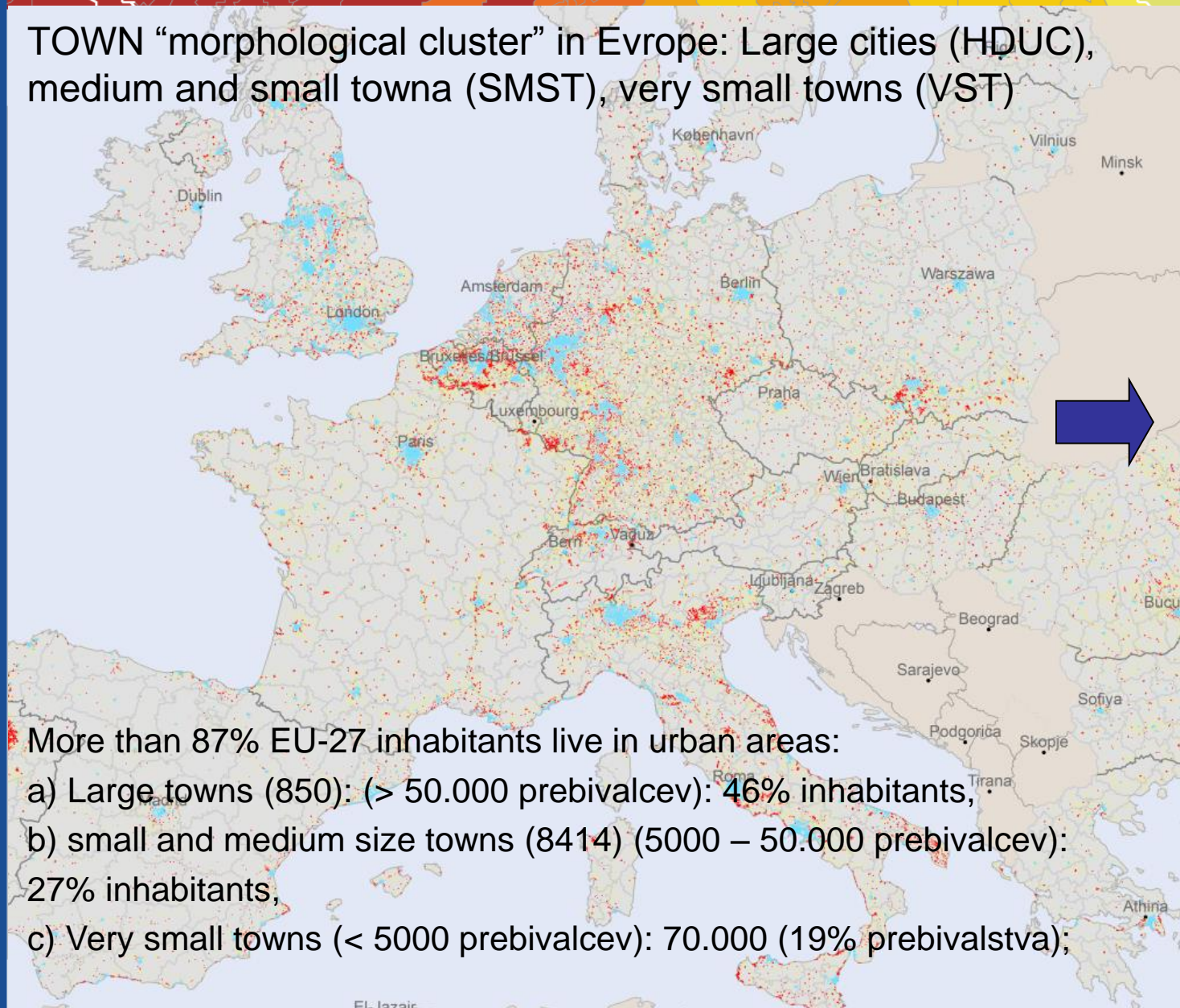
Število prebivalcev v mestnih središčih

* v čezmejnih mestnih območjih so prikazana le središča z več kot 10.000 prebivalci

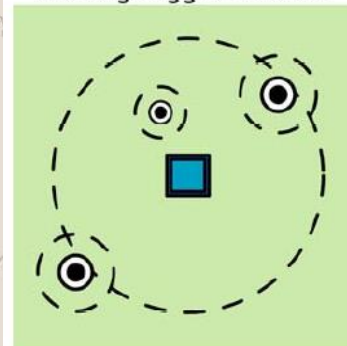


Source: INTERREG III B CADSES RePUS project "Strategy for Regional Polycentric Urban System in Central-Eastern Europe Economic Integration Zone" (2005-2007); CRP V2 0507 project: The Analysis of development resources and scenarios for modeling of functional regions in Slovenia (2008-2010).

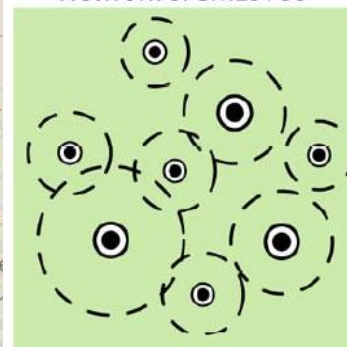
TOWN “morphological cluster” in Europe: Large cities (HDUC), medium and small towns (SMST), very small towns (VST)



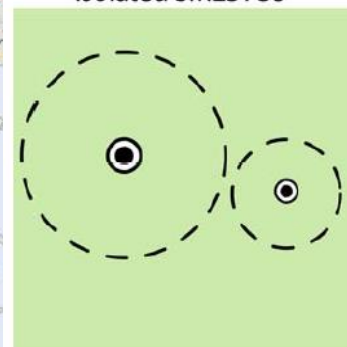
SMESTO at the fringe of a large agglomeration



Network of SMESTOs



Isolated SMESTOs



More than 87% EU-27 inhabitants live in urban areas:

- a) Large towns (850): (> 50.000 prebivalcev): 46% inhabitants,
- b) small and medium size towns (8414) (5000 – 50.000 prebivalcev): 27% inhabitants,
- c) Very small towns (< 5000 prebivalcev): 70.000 (19% prebivalstva);

Terms	Definitions	Distinctive characteristics	Criteria
Morphological definition	Built up area (area with urban physical characteristics) of a minimum population size	Concentration of buildings (distinction from open spaces) and population (above minimal threshold)	Compact build-up area Distance between settlements and buildings Population Density of urbanised area
Administrative definition	Area with urban administrative status	administrative duties and responsibilities and territory / boundary containing urban settlements	Local government administrative functions Historical attribution
Functional definition	Urban settlement (municipality) with concentration of jobs, services and other urban functions	role of centre for region due to concentration of jobs and other urban functions attracting commuters and visitors	Jobs Other urban functions Commuting Centralities
	Larger area with functional relationship with one or more urban cores	Gravitational area of jobs, services and other functions located in urban core(s)	Access to jobs and services Home-work commuting Home-service commuting

Urban settlement (SI: 104 + 52 / SURS, 2003)

Urban municipality (SI: 11 / DZ, 1995)

Urban centre (SI: 3+12+45, SPRS, 2004)

DENSITY (inh. / sq.km)

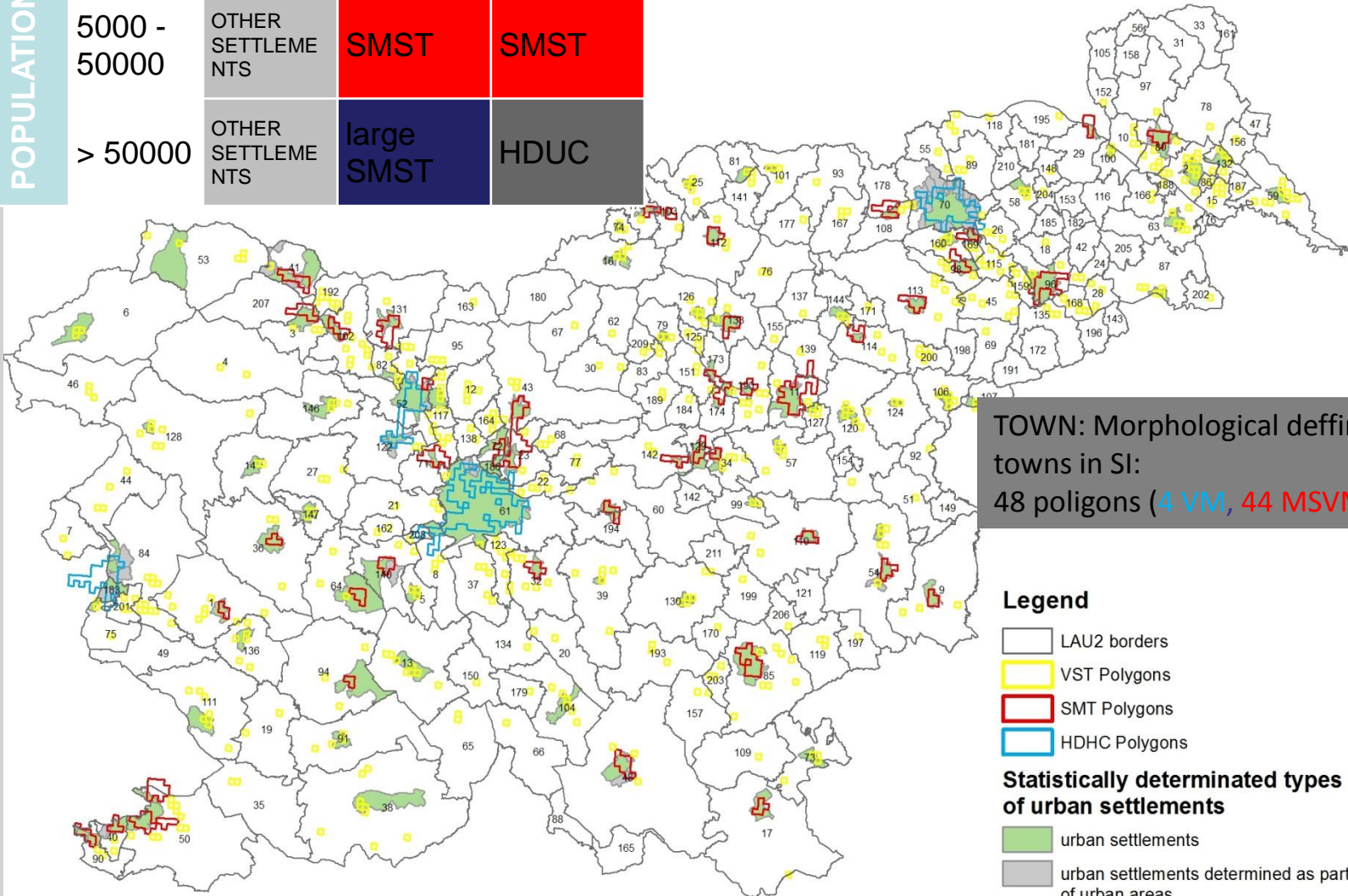


300 -
 < 300 1500 > 1500

Correlation between TOWN RA2 polygons and SURS (2003) definition of urban settlements (104 + 52) in Slovenia

POPULATION (inh.)

< 5000	OTHER SETTLEMENTS	VST	VST
5000 - 50000	OTHER SETTLEMENTS	SMST	SMST
> 50000	OTHER SETTLEMENTS	large SMST	HDUC



TOWN: Morphological definition of towns in SI:
 48 polygons (4 VM, 44 MSVM)

Legend

- LAU2 borders
- VST Polygons
- SMT Polygons
- HDHC Polygons

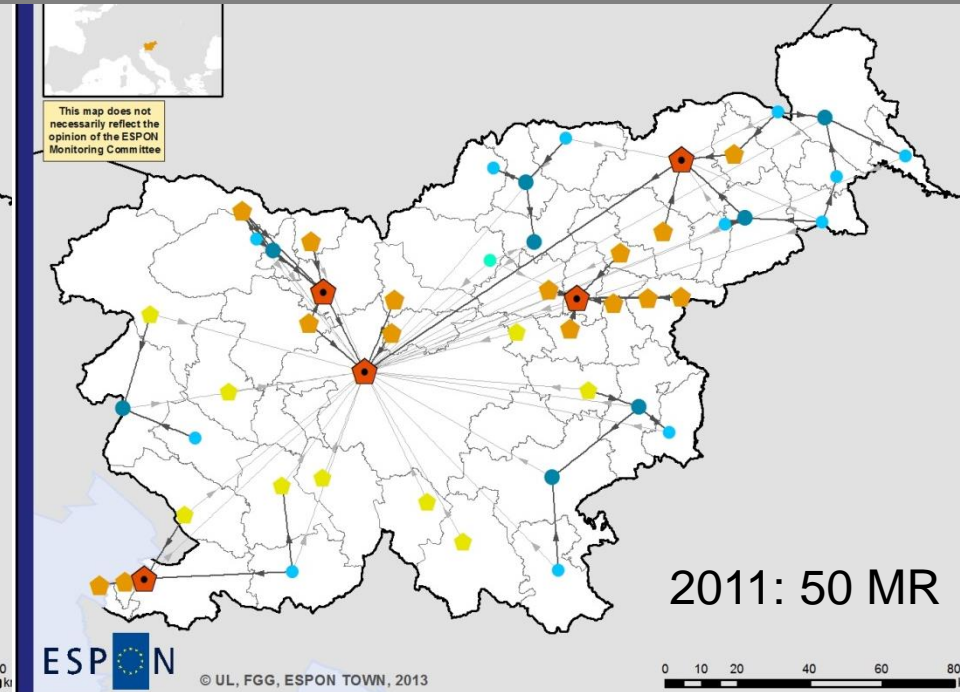
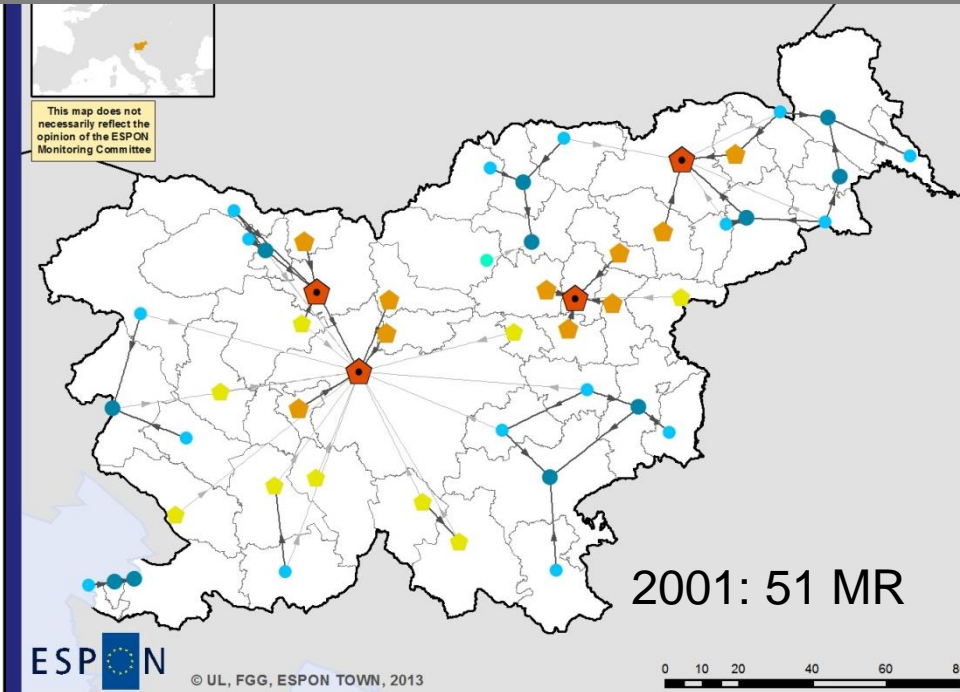
Statistically determined types of urban settlements

- urban settlements
- urban settlements determined as parts of urban areas

Types of micro-regional centers (2001)

Types of micro-regional centers (2011*)

Number, type and links (*travel-to-work*) between towns (“MRC - micro-regional centres”) in Slovenia 2001 / 2011



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Part-financed by the European Regional Development Fund
INVESTING IN YOUR FUTURE

Local level: LA
Source: TOWN, 2011
Origin of data: GURS, 2012; SORS, 2011
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INVESTING IN YOUR FUTURE

Local level: LA
Source: TOWN, 2011
Origin of data: GURS, 2012; SORS, 2011
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Type of micro-regional center (MRC)

- LC
- NETW-LC
- AGLO-LC
- NETW-SMST-D
- NETW-SMST-S
- AGLO-SMST

Share of flow on jobs in destination

- < 1 %
- > 1 %
- micro-regional border
- NUTS 0 / NUTS 1 border

Type of micro-regional center (MRC)

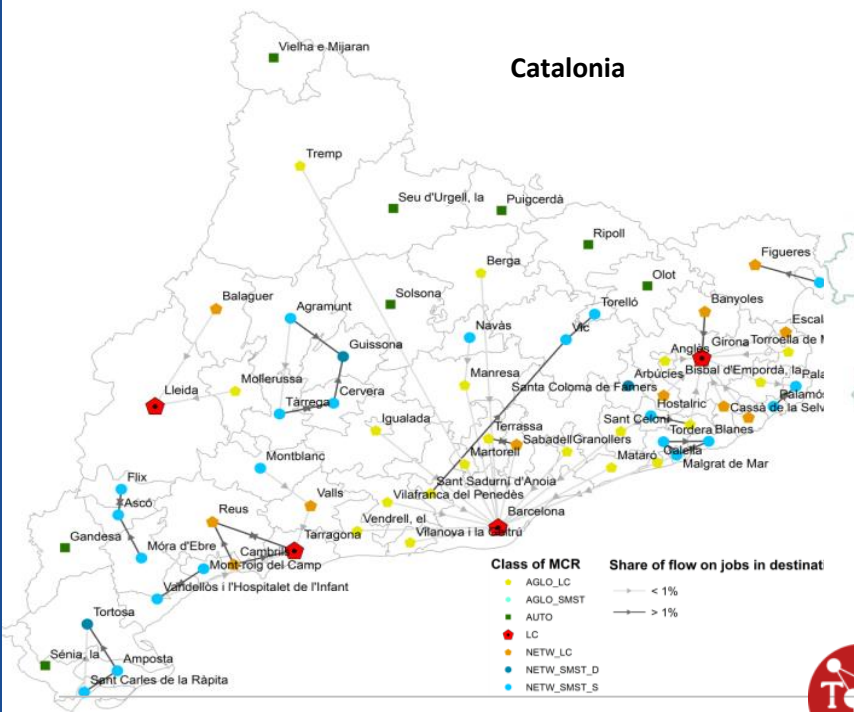
- LC
- NETW-LC
- AGLO-LC
- NETW-SMST-D
- NETW-SMST-S
- AGLO-SMST

Share of flow on jobs in destination

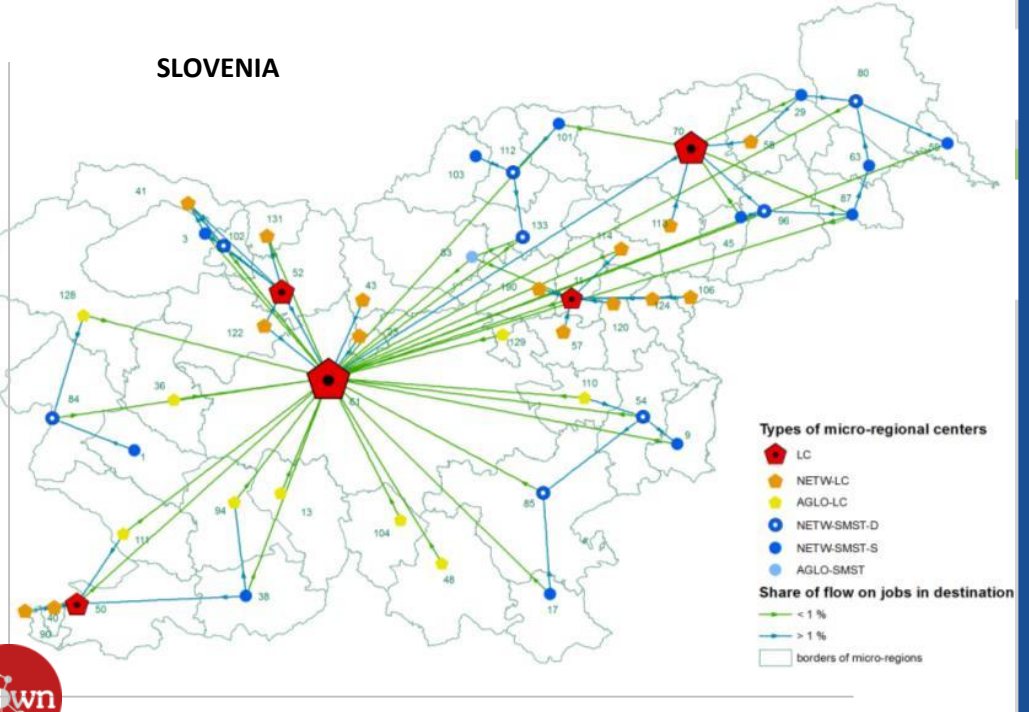
- < 1 %
- > 1 %
- micro-regional border
- NUTS 0 / NUTS 1 border

* data for 2011 recalculated on the 2001 geogra

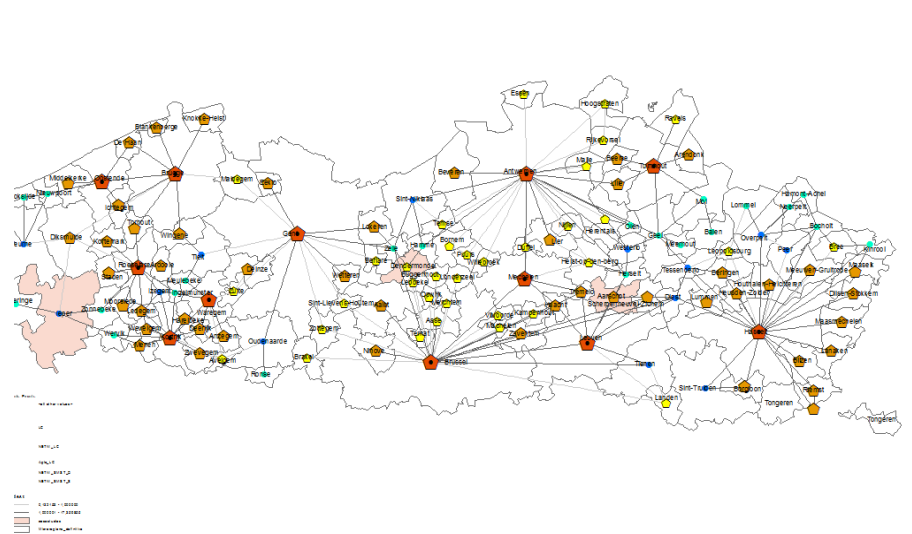
Catalonia



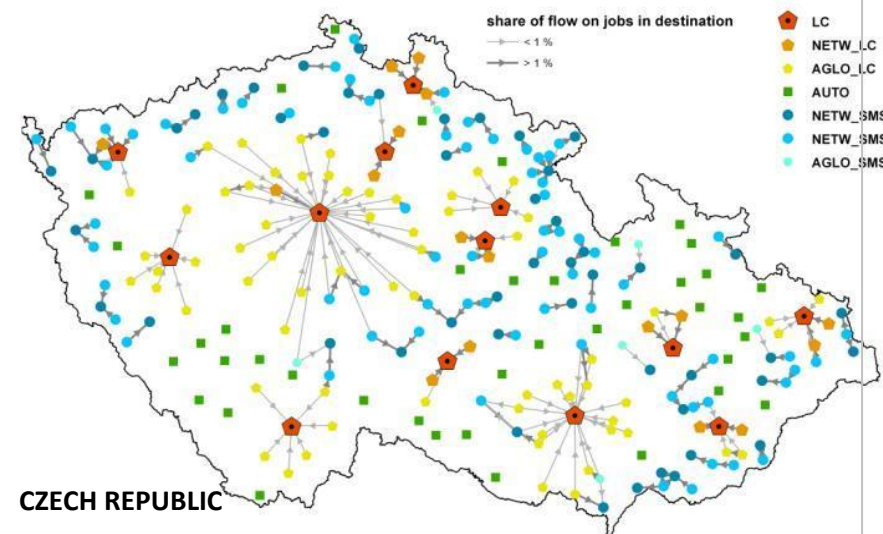
SLOVENIA



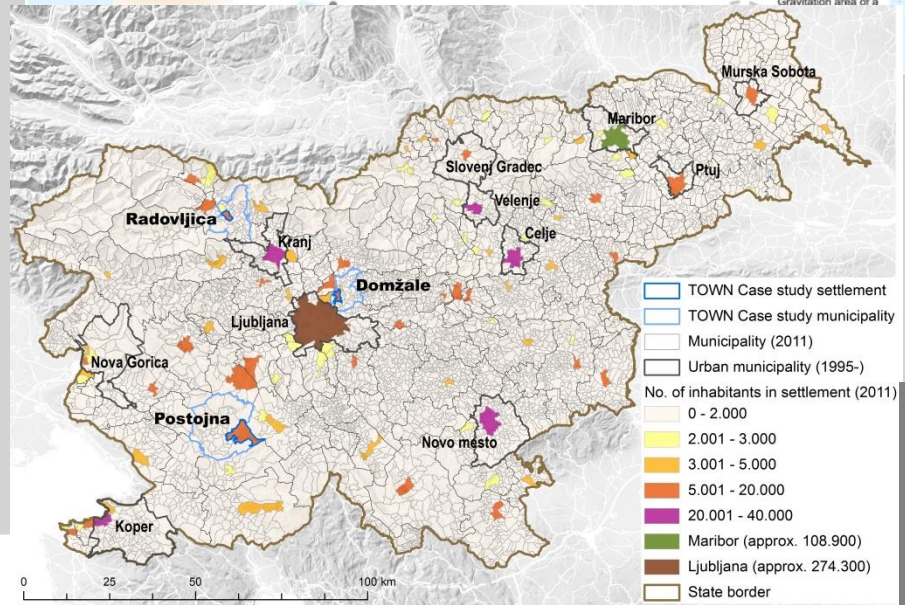
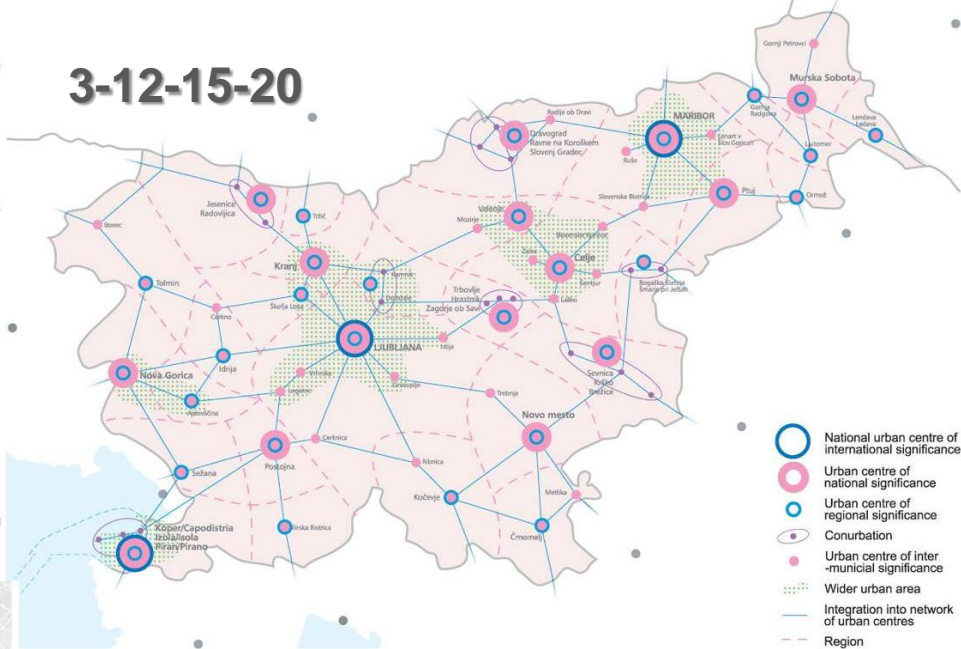
Flanders



CZECH REPUBLIC



Spatial Development Strategy of Slovenia (SPRS, 2004)



SPRS: 50 urban centres (7 conurbations) = 61 towns /urban settlements

Vision of spatial development and urban network in Slovenia (2004): 12 years after?

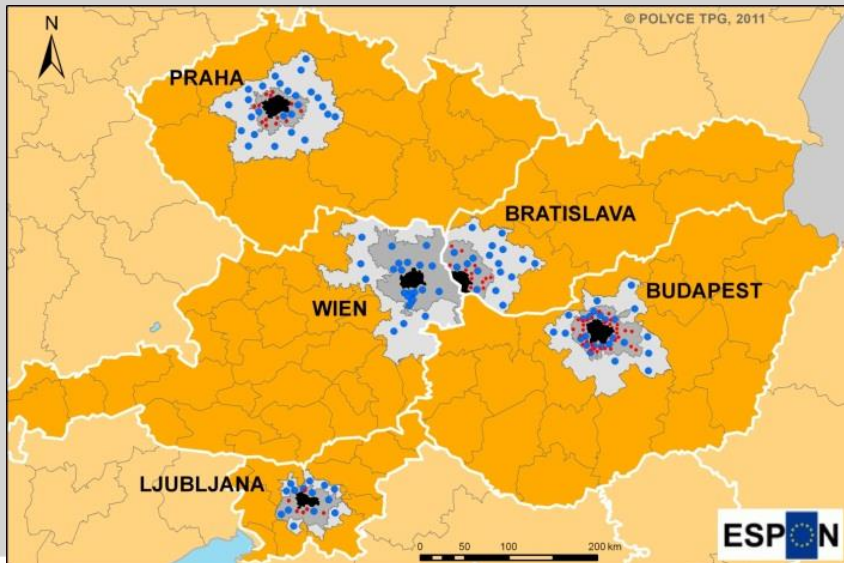
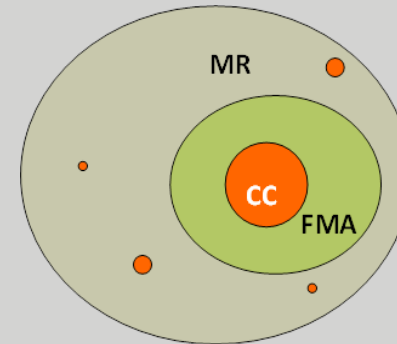
Ljubljana, Maribor: > 50 000 prebivalcev

SURS (2003)

The concept of polycentricity

- **Polycentric urban system:** several urban nodes linked through functional relations
- **Functional relations:** Intra-urban (micro) level / Inter-urban (meso or macro) level
- **Polycentricity in governance approaches:** Enhancement of mutual interests, complementarities, synergies and potentials for collaboration

- **Core City (CC):** Capital cities in their administrative delimitation
- **Functional Metropolitan Area (FMA):** Daily urban system (area of intensive commuting to work)
- **Metropolitan Region (MR):** Wider economic region reflecting the territorial networks of a city's economy

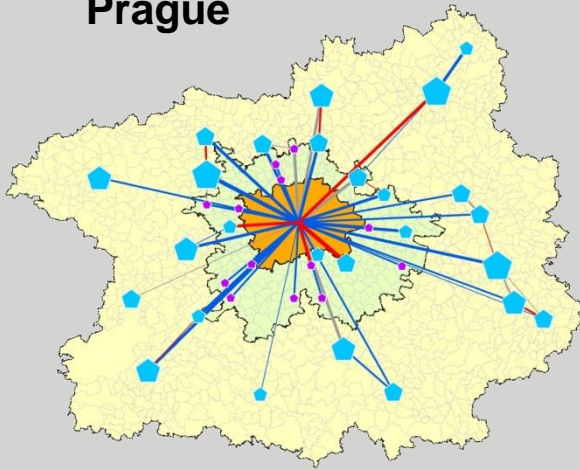


Results:

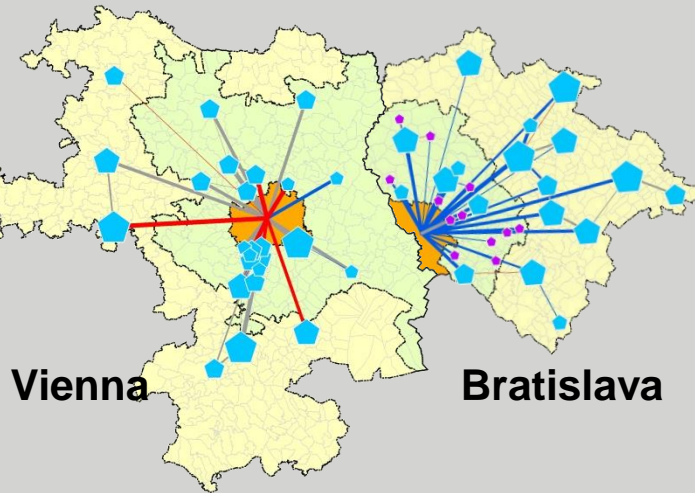
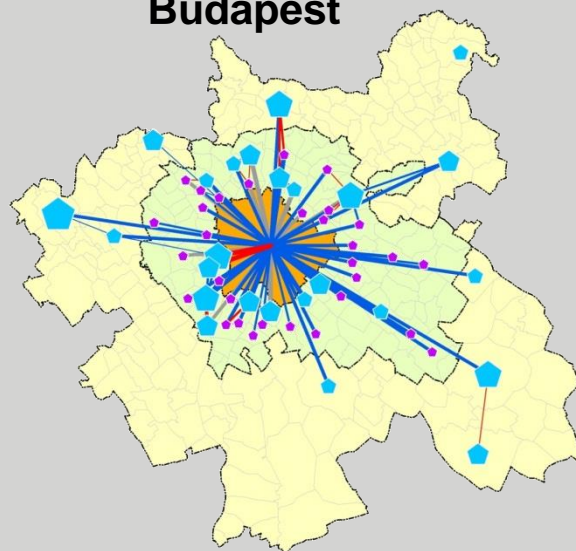
- Unequal in morphological & functional polycentricity.
- National command and control centers
- Competition between local authorities for business, property and infrastructure investments
- Lack of coordinated spatial planning at metropolitan level

INTRA-METROPOLITAN POLICENTRICITY

Prague

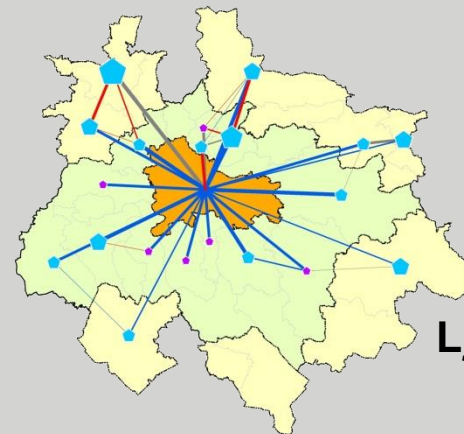


Budapest



Vienna

Bratislava



Ljubljana

reciprocal flows (%)	
Vienna	FMA 58,76
	MR 59,40
Prague	FMA 42,81
	MR 36,80
Budapest	FMA 37,12
	MR 35,76
Ljubljana	FMA 30,76
	MR 35,85

Legend

reciprocity <35%

- 200 - 500
- 501 - 1000
- 1001 - 3000
- > 3000

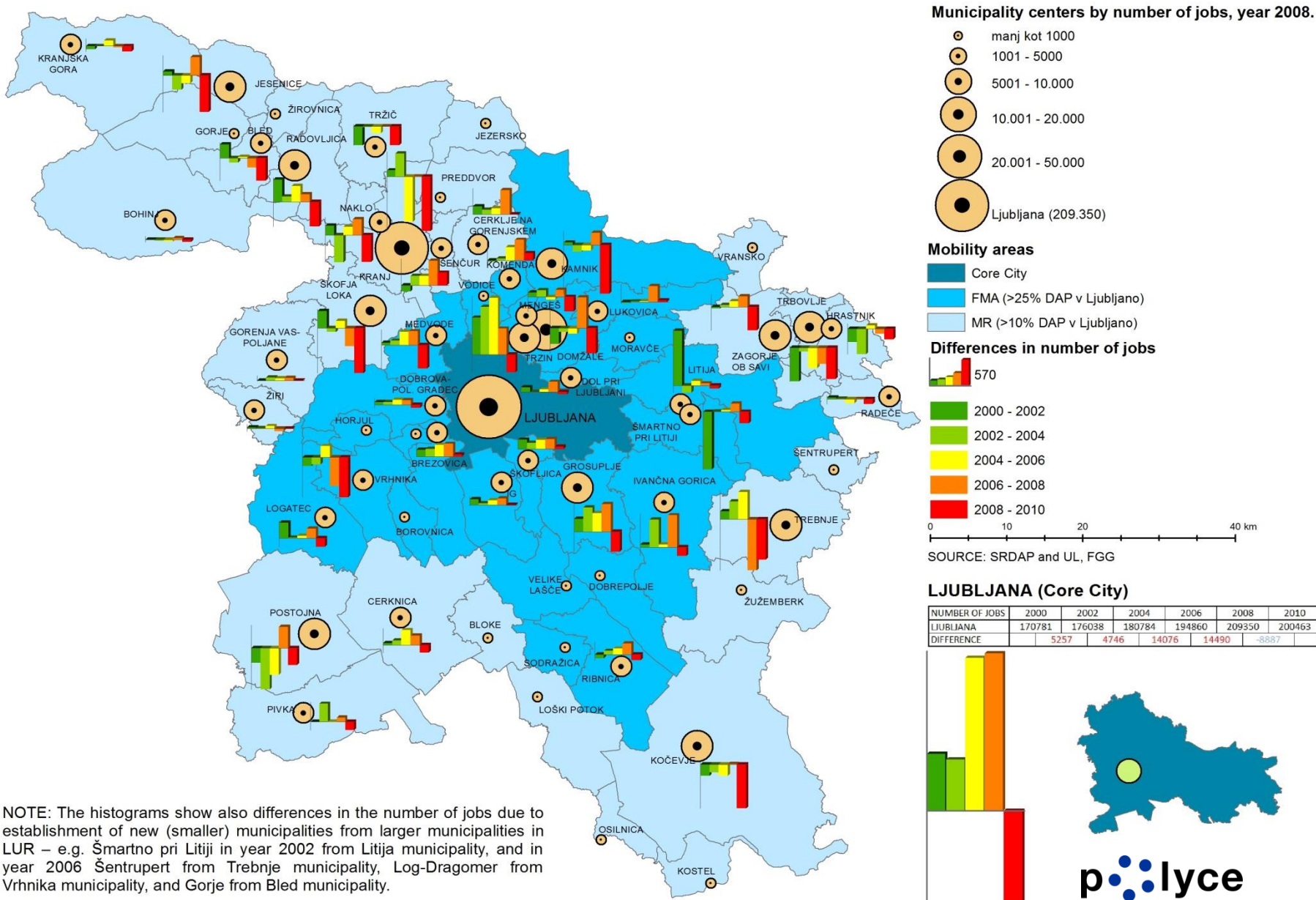
reciprocity 35-65%

- 200 - 500
- 501 - 1000
- 1001 - 3000
- > 3000

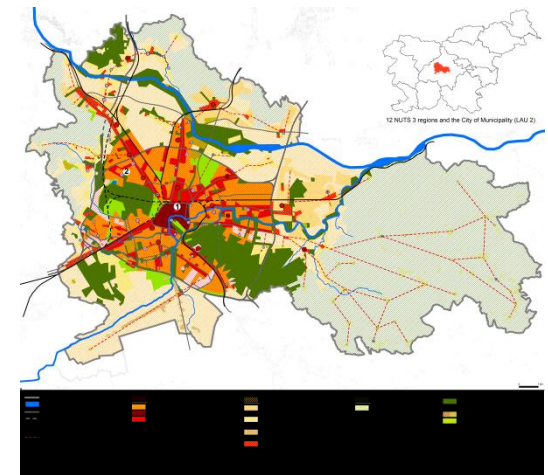
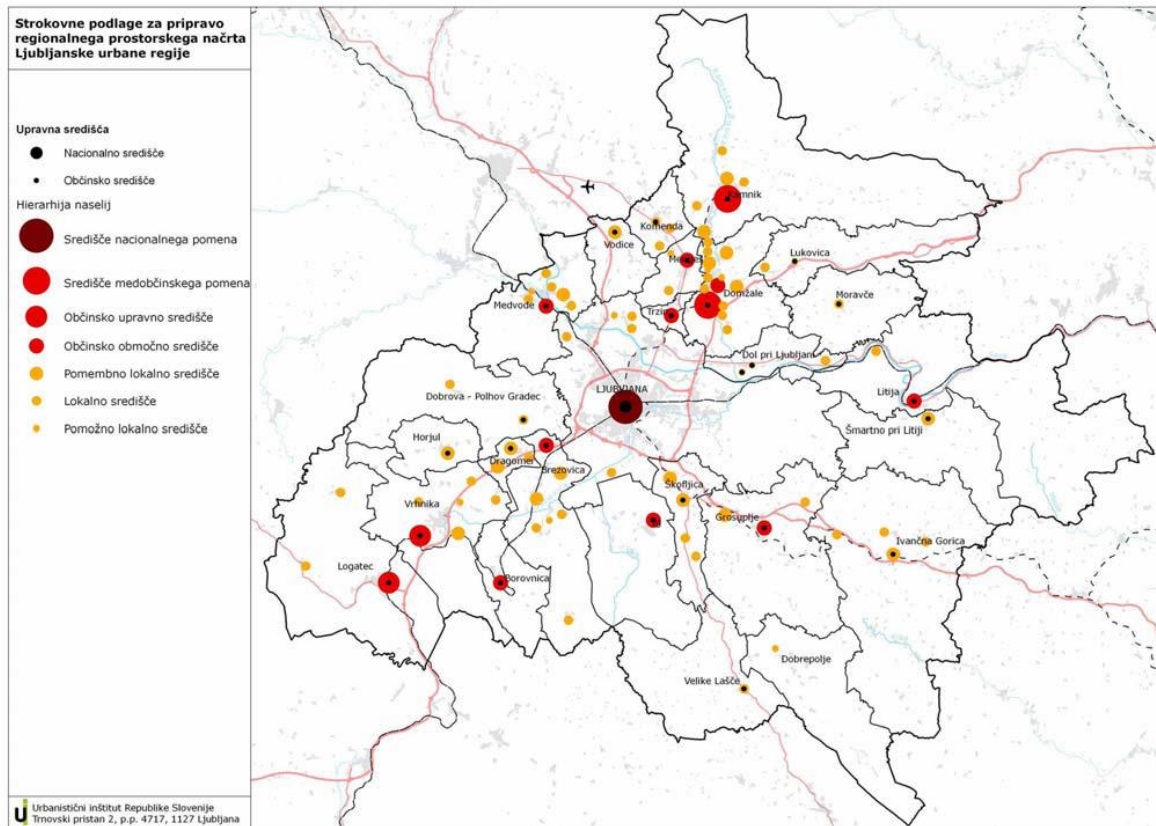
reciprocity >65%

- 200 - 500
- 501 - 1000
- 1001 - 3000
- > 3000

CHANGE OF JOBS 2000-2010 AND TRAVEL-TO-WORK AREA (2010) IN METROPOLITAN AREA OF LJUBLJANA



SPATIAL DEVELOPMENT STRATEGIES OF LUR



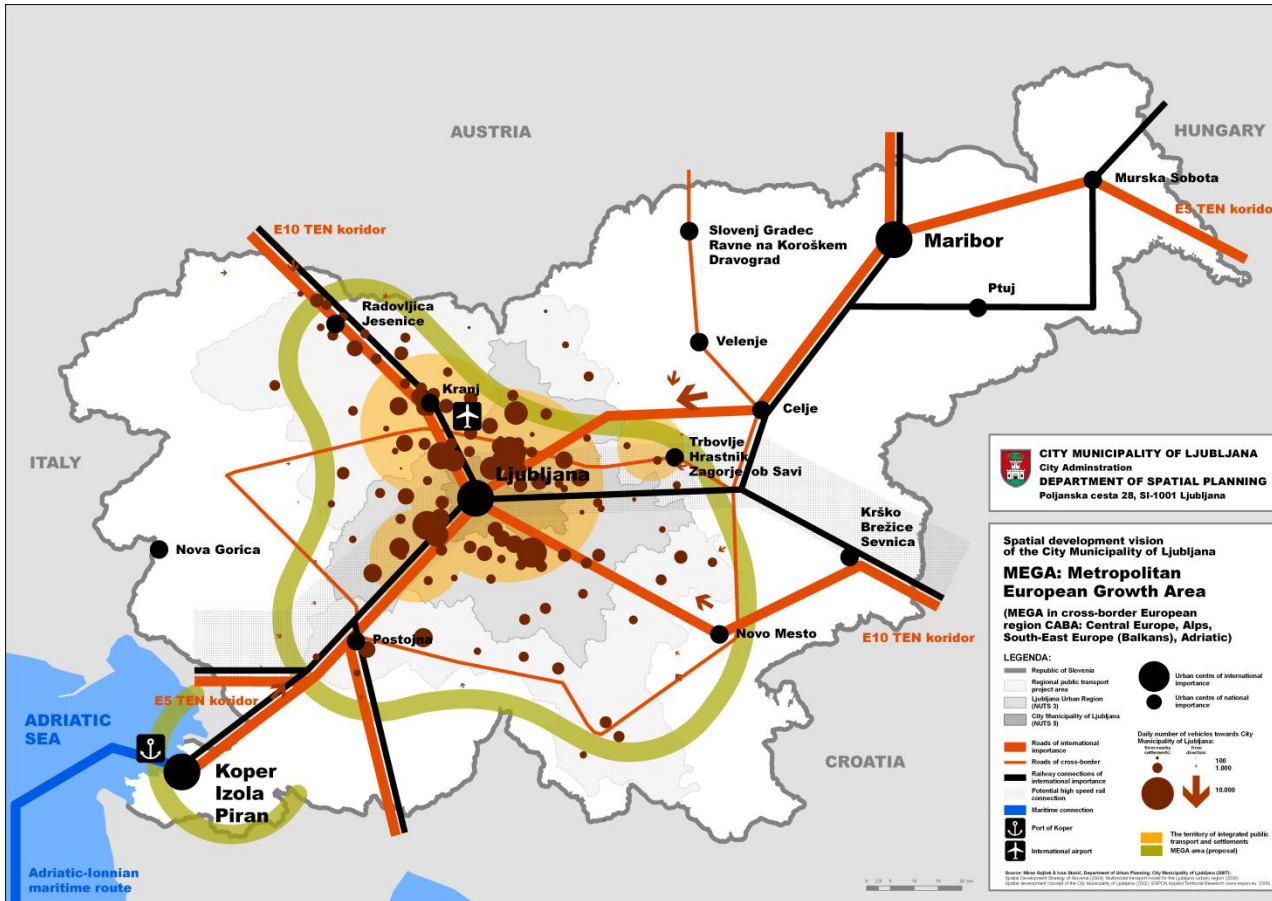
Ljubljana urban region (LUR) NUTS 3 (statistical / development region): City Municipality of Ljubljana + 25 LAU 2 municipalities

• **Regional Spatial Development Concept of Ljubljana Urban Region - LUR (2010)**

• **Regional Development Programme of Ljubljana Urban Region: LUR 2004 - 2006 / 2007-2013 / 2014 - 2020**

• **Municipal Spatial Plan of the City Municipality of Ljubljana (2010)**

Ljubljana: “Metropolitan European Growth Area” (MEGA)



Enhancement of the position of Ljubljana as the European **capital city** and the most important **transport node** in Slovenia at the cross-road of E5 and E10 corridors. Strengthening of **links and networks** in the cross-border Alps-Adriatic region, Central Europe, South-east Europe, Adriatic, etc.

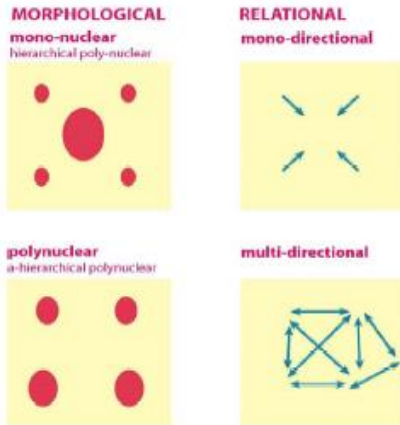
Improvement of the “weak MEGA” (ESPON 1.1.1, 2004) status in order to become centre of new European “**potential integration zone**” (e.g. *Alpe-Adria-Pannonia*);

Polycentricity: from local to European level

THE CONCEPT OF POLYCENTRISM:

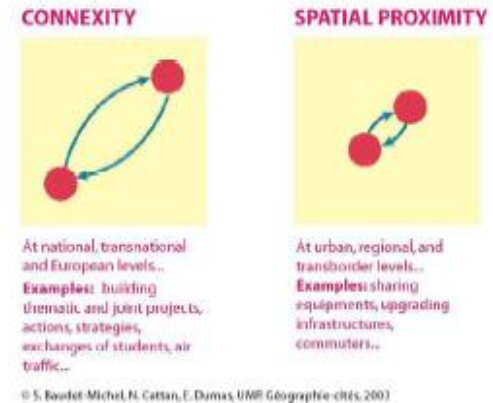
- From »central-place theory« to urban and regional competitiveness and cooperation
- Polycentricity is a policy option (not only in the ESDP!)

I. Polycentrism: two complementary aspects



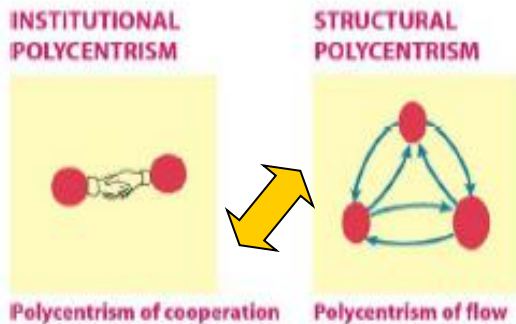
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III. Polycentrism: different territorial scales

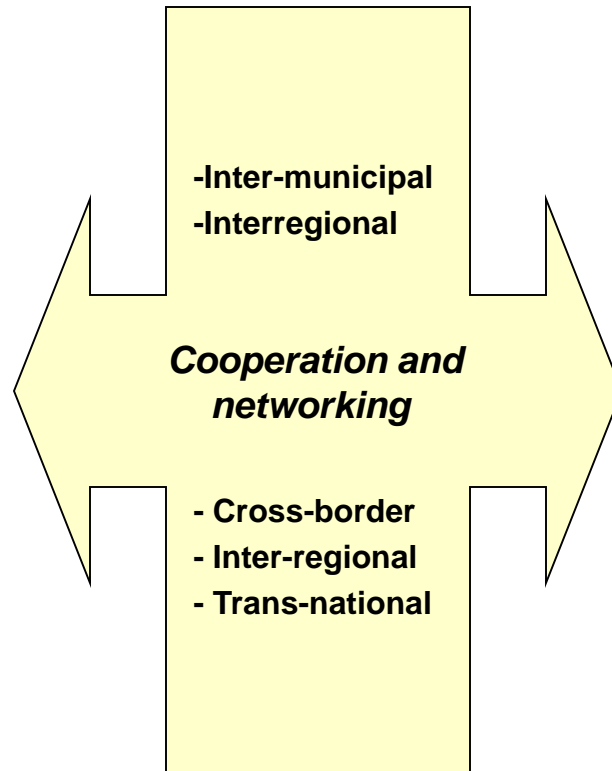


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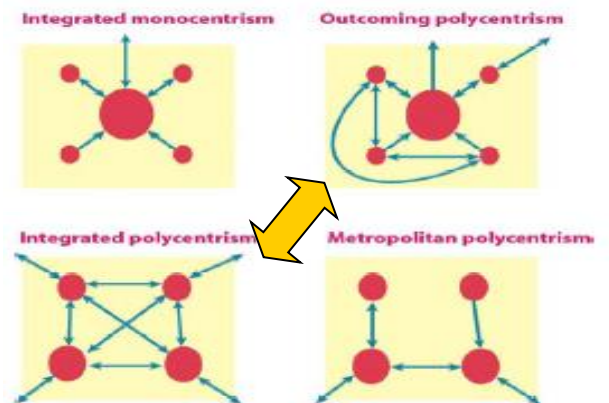
II. Polycentrism: two main processes



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IV. Polycentrism: four main types



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URBAN DEVELOPMENT IN EUROPE

Key challenges & trends:

- The **sustainability of European cities** is currently threatened by the following: *social change, loss of cultural identity and heritage, insecurity and criminality, changing employment patterns, deteriorating infrastructure and built environment, urban sprawl, traffic congestion, poor air quality and noise pollution, and inefficient water and waste management, the ageing population, immigration, energy efficiency, - and challenges of the financial and environmental crisis.*
 - *Territorial capital – key challenge for territorial governance*
 - *Territorial cohesion – polycentric, balanced and sustainable spatial development among territories*

Development characteristics & bundles of factors

SMART ECONOMY (Competitiveness)

- Innovative spirit
- Entrepreneurship
- Economic image & trademarks
- Productivity
- Flexibility of labour market
- International embeddedness
- *Ability to transform*

SMART PEOPLE (Social and Human Capital)

- Level of qualification
- Affinity to life long learning
- Social and ethnic plurality
- Flexibility
- Creativity
- Cosmopolitanism/Open-mindedness
- Participation in public life

SMART GOVERNANCE (Participation)

- Participation in decision-making
- Public and social services
- Transparent governance
- *Political strategies & perspectives*

SMART MOBILITY (Transport and ICT)

- Local accessibility
- (Inter-)national accessibility
- Availability of ICT-infrastructure
- Sustainable, innovative and safe transport systems

SMART ENVIRONMENT (Natural resources)

- Attractivity of natural conditions
- Pollution
- Environmental protection
- Sustainable resource management

SMART LIVING (Quality of life)

- Cultural facilities
- Health conditions
- Individual safety
- Housing quality
- Education facilities
- Touristic attractivity
- Social cohesion

Smart City:

- 6 key development characteristics are defined through bundles of factors in a comprehensive way

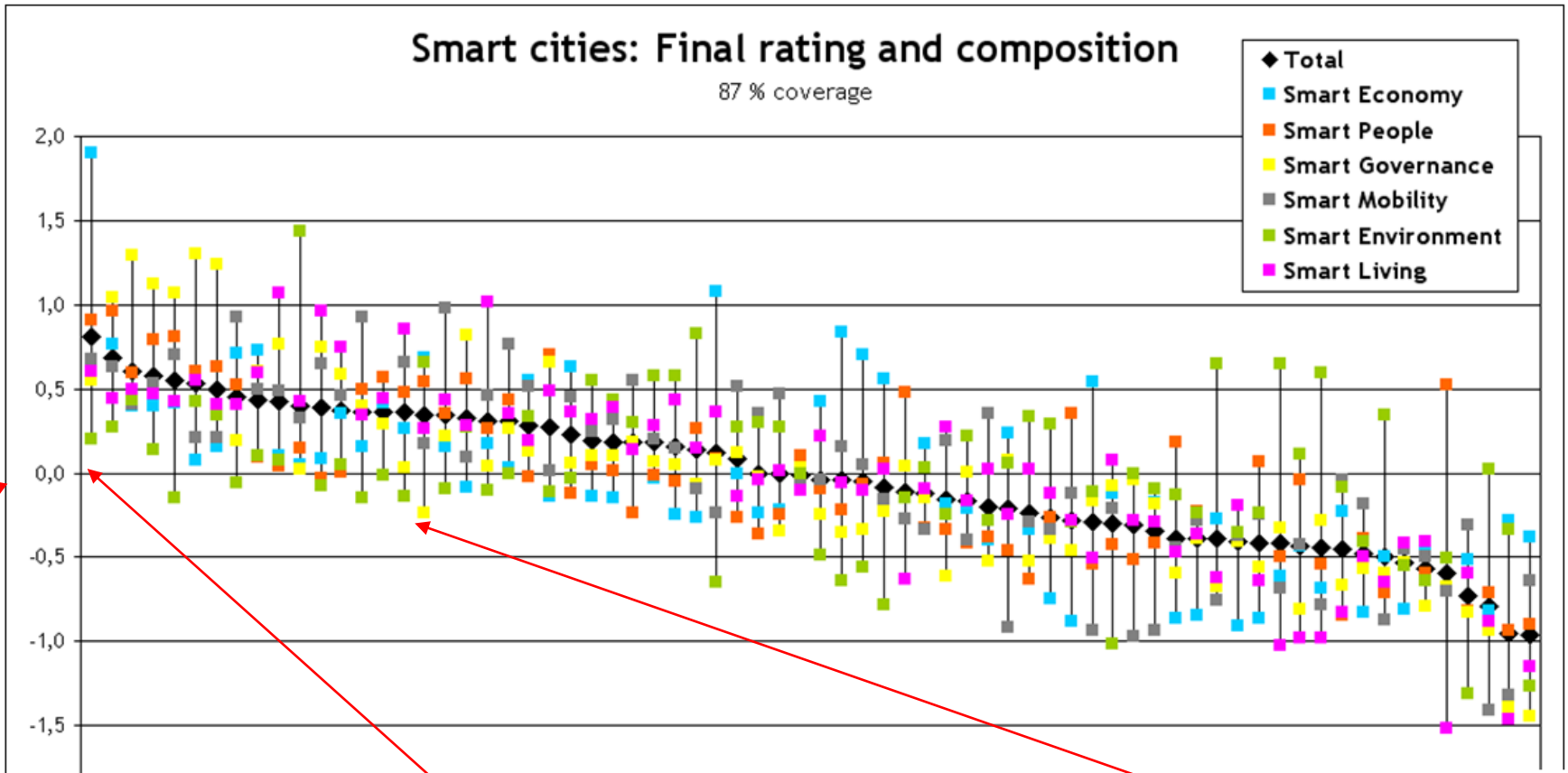
- 31 factors are operationalised through selection of 74 indicators

„A Smart City is a city well performing in these 6 characteristics, built on the ‘smart’ combination of endowments and activities of self-decisive, independent and aware citizens.”

Smart City ranking results

Smart cities: Final rating and composition

87 % coverage

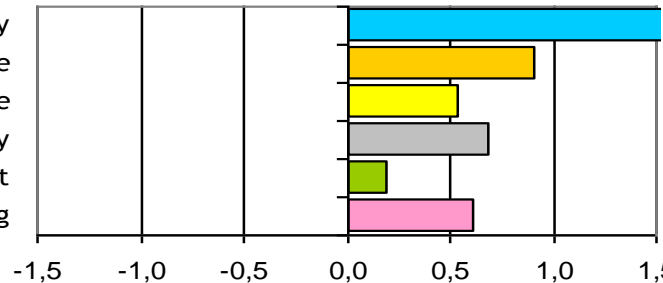


Luxembourg

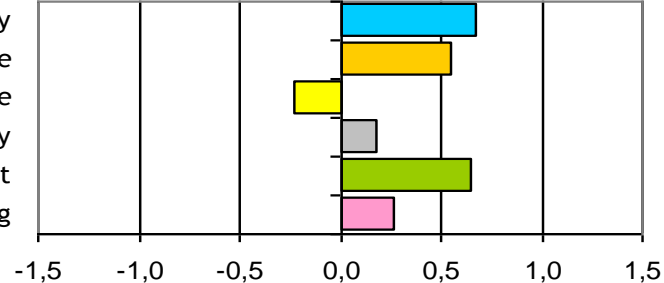
1 Ljubljana

17

Smart Economy
Smart People
Smart Governance
Smart Mobility
Smart Environment
Smart Living



Smart Economy
Smart People
Smart Governance
Smart Mobility
Smart Environment
Smart Living



The Europeanisation of Cities

- questions of institutional adaptation of member states and cities to the integration process, in particular regarding the behaviour and interests of actors in the context of changing domestic (bargaining) structures;
- - understanding Europeanisation as a historical phenomenon, raising questions of belonging and identity, as a process of diffusion of transnational cultural norms, and on the adaptation of policies and policy processes;
- For some cities and city regions the EU offers new possibilities to position themselves in a highly competitive European urban networks. **Larger cities and urban regions** often concentrate on influencing policies affecting cities' competencies, mainly by opening offices in Brussels in order to gain a more direct access to EU institutions.
- Other cities try to gain further powers in **national bargaining structures**, as hierarchical relationships seem to be questioned by the involvement in EU policies.
- Many cities use the additional resources provided by EU policies, programmes, **modernising urban politics and policies**, but also for coping with **structural problems**.
- For another category of cities the EU is just an additional 'supra-local' level of political regulation, which constrains the local room for manoeuvre.

Another approach to Europeanisation has been a step-by-step process, in which cities climb up a ladder depending on the quality and intensity of their activities and the degree of choice over them vis-à-vis the EU.

- Responding to EU directives and regulations
- Managing European information
- Communicating to the private sector and the public
- Maximising EU grants
- Facilitating urban regeneration
- Linking with other local organisations participating in the EU
- Participating in EU international networks and co-operating in joint projects
- Advising the EU on implementation issues
- Making urban policies more European

What is the appropriate level for action towards sustainable and resilient (small and medium sized) European cities – should this be the (inter)national, regional or the (intra)city level?

- **Multi-level approach and cooperation is needed urgently!**
- **International organisations** need to be responsible for recommendations, standards and monitoring as well as dissemination of information and benchmarking.
- Common but differentiated roles and responsibilities are needed between European countries.
- **Central government policy** is essential for success but implementation depends on particular **local governments** (municipalities) policies and other public and private actors.
- The **national urban policy** needs to address also the geographical, morphological and functional characteristics of urban areas and not only the administrative structure.
- Spatial and urban planning need to be strengthened at the **regional level**.
- **Cross-border cooperation** between cities and regions need to be supported by financial resources and projects of common interest.
- **Change of life-styles and consumer patterns** are urgently required.



LJUBLJANA
CAPITAL CITY OF SLOVENIA



Institutional Context

What are the skills needed to plan, manage and deliver *sustainable and resilient European cities*?

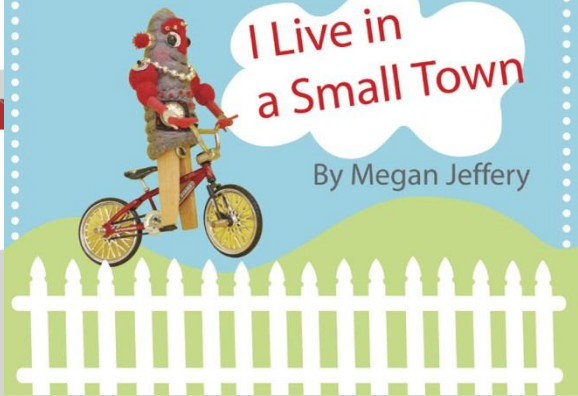
- **Implementation of spatial planning regulation and other laws** and by-laws at the local level is the most important issue.
- Enhance the **political interest** over the complexity of urban sprawl issues.
- Greater understanding of the **science and technology** that need to be put at community service.
 - **Training of municipal planners** how to introduce and “translate” anti-sprawl policies in land use plans and sectoral policies in order to strengthen the ability of local government to manage and deliver *Sustainable City*.
 - **Local government** facilitates action through persuasion, education and provision of incentives to local inhabitants and businesses.
 - Municipalities influence people’s day-to-day lives and can promote **behavioral changes and life-style patterns**.
 - Development of **regional cooperation** (formal or informal) between municipalities in land use and building standards.
 - **Public awareness** through the involvement of the civil society in environmental issues.
 - Incorporating the environmental issues in the curricula of all **education levels**.
 - Promotion of **spatial planning studies** at universities.
 - The role of **international professional associations and networks** at the (inter)national level (ISOCARP; AESOP, IFHP, ENHR, IGU, RSA, etc).

Danube macro-region: “potential global integration zone” in Europe

Beside the INTERREG transnational cooperation areas the EU has started to apply another macro-regional approach, with the aims of coordinating EU policies and funding in similar regions in close cooperation with the countries and regions. One example of this approach is the *Baltic Sea Strategy*, adopted in June 2009. The similar strategy is currently being drafted for the *Danube Area*. The *Baltic Sea Strategy* and the *Danube Strategy* (2011) are macro-region territorial policy approaches with territorial cohesion and sustainability as important overarching policy objectives through horizontal and vertical cooperation as main ways to achieve these objectives.



Danube Area is a partnership involving 14 EU, accession and Third Countries with a budget of 4.3 bill. EUR available for cooperation activities until 2013 with the support of ERDF, IPA and ENPI financing instruments. No new funding, legislation and institution set the frame for a coordinating Danube Area strategy of already existing resources, instruments and networks of different legal status and of different tiers.



SMALL TOWNS Are Just Great!



Thank you for your attention !

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