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THE TERRITORIALISATION OF THE LISBON-GOTHENBURG STRATEGY

Justification of objectives and a preliminary methodological note. – The main objective of this paper is to present a territorial typology for the Lisbon/Gothenburg territorialisation in order to assess the spatial impacts of different sectorial policies relevant for the implementation of the Lisbon/Gothenburg Strategies. Beyond this approach will permit to verify the application of the territorial development policy framework as formulated in the ESDP (especially the concepts of «polycentricism», «urban-rural relations» and accessibility) and their contribution to spatial cohesion in Europe.

In order to respond to the above mentioned objectives, both assessing the territorial dimension of the Lisbon/Gothenburg Strategies and identifying the extent to which the policy framework defined in the ESDP has been integrated, we should obey to a series of relevant criteria, as the following:

- i) to secure the 'representability' and geographic diversity of the EU;
- ii) to take into consideration a variety of spaces, keeping in mind: *a)* the population structure and its incidence in areas with urban and rural characteristics (via typologies referring to the Functional Urban Areas and to urban-rural relationships); *b)* the relationships between urban and rural areas via the typology referring to urban-rural relationships); *c)* the cities' growth dynamics (via the typology referring to the Functional Urban Areas/MEGAs); *d)* the accessibility/connectivity, introducing a dimension of territorial integration that deals with spatial integration capacity (via the typology referring to the Functional Urban Areas/MEGAs).

As the tender pointed out, the sample of proposed regions should be selected in function of the typologies of regions developed within the ESPON Programme, specifically those from Project 1.1.1. – «The role, specific situation and potentials of urban areas as nodes in a polycentric development» (2002-2004) and Project 1.1.2. – «Urban-rural relations in Europe» (2002-2004).

- iii) to secure a multi-level approach. A multi-level approach allows for an assessment of whether or not a polycentric spatial organisation exists and in what way this organisation contributes towards the increase of economic competitiveness in such spaces. In that case it will be interesting to create

Table 1 – *Summary of criteria for the selection of case studies**Criteria*

- i) Geographic representativity of the EU
- ii) Variability of spaces considering different economic, social and settlement structures
- iii) Multi-level analysis (NUT III and NUT II) and Multi-regional scope (transnational and transborder regions)

the conditions for an analysis of the level of transnational or trans-border integration/cooperation, thus illustrating the importance of the EU INTER-REG III Initiative (in domains such as infrastructure, support for economic activity, rural development, etc.) in the increase in spatial cohesion.

This facet is particularly evident in the larger FUA, where the phenomenon of metropolisation is directly linked to the territorial and spatial competitiveness, with a variety of implications for cohesion and sustainability.

In this sense, it appears pertinent that the selected regions should fit into an approach engendered by multidimensional spatial principles that must take three fundamental objectives/principles into account (as discussed in M. Prezioso et al. contribution): sustainability; cohesion; integration.

Brief overview of the typologies presented in the ESPON Programme. – Of the series of typologies presented in the ESPON Programme, two whose spatial dimensions are most evident stand out and, for this reason, they were chosen as the starting point in choosing the case studies. They are Project 1.1.1 - «The role, specific situation and potentials of urban areas as nodes in a polycentric development» (2002-2004) and Project 1.1.2 - «Urban-rural relations in Europe» (2002-2004).

ESPON Project 1.1.1. «The role, specific situation and potentials of urban areas as nodes in a polycentric development» (2002-2004) identifies 1595 Functional Urban Areas (FUAs) with more than 50,000 inhabitants, of which 149 are metropolitan areas and 76 were classified as *Metropolitan European Growth Areas* (MEGAs). The *Pentagon*, defined as the centre of Europe (delimited by London, Hamburg, Munich, Milan and Paris), is part of these MEGAs.

The 76 MEGAs can be separated into five categories, which in their totality comprise the urban system at the European scale: i) Global nodes (2 MEGAs) – includes the largest and most competitive urban systems with high connectivity; ii) European Engines (13 MEGAs) – corresponds to large, highly competitive cities, possesses strong human capital and good accessibility; iii) Strong MEGAs (11 MEGAs) – includes cities that are relatively large, competitive and often possessing strong human capital; iv) Potential MEGAs (26 MEGAs) – smaller, with lower competitiveness, more peripheral and weaker human capital; v) Weak MEGAs (24 MEGAs) – usually small, less competitive, more peripheral

Table 2 – *Classification of the 76 MEGAs*

<i>MEGA - Global Nodes</i>	<i>Category 1 European Engines</i>	<i>Category 2 Strong MEGAs</i>	<i>Category 3 Potential MEGAs</i>	<i>Category 4 Weak MEGAs</i>
London Paris	Amsterdam Barcelona Berlin Brussels Copenhagen Frankfurt Hamburg Madrid Milan Munich Rome Stuttgart Zurich	Athens Cologne Dublin Düsseldorf Geneva Gothenburg Helsinki Manchester Oslo Stockholm Vienna	Aarhus Antwerp Bergen Edinburgh Glasgow Birmingham Palma de Mallorca Bern Bilbao Bologna Bratislava Bremen Budapest Lille Lisbon Luxembourg Lyon Malmö Marseille Nice Prague Rotterdam Toulouse Turin Valencia Warsaw	Bordeaux Bucharest Cork Gdansk- Gdynia Genoa Katowice Krakow Le Havre Ljubljana Lodz Naples Porto Poznan Riga Seville Sofia Southampton Szczecin Tallinn Timisoara Turku Valetta Vilnius Wroklaw

Source: ESPON Project 1.1.1

and with lower human capital figures than Potential MEGAs.

This typology includes a group of regions outside of the *Pentagon* possessing development potential and that, because of this, are capable of contributing towards the construction of a more polycentric European urban system. We are speaking here of some «Strong MEGA» and some «Potential MEGA», which should be included in the case studies sampling.

Along with the MEGAs typology that characterises the urban system at the European scale, a second index was related that measures the potential for

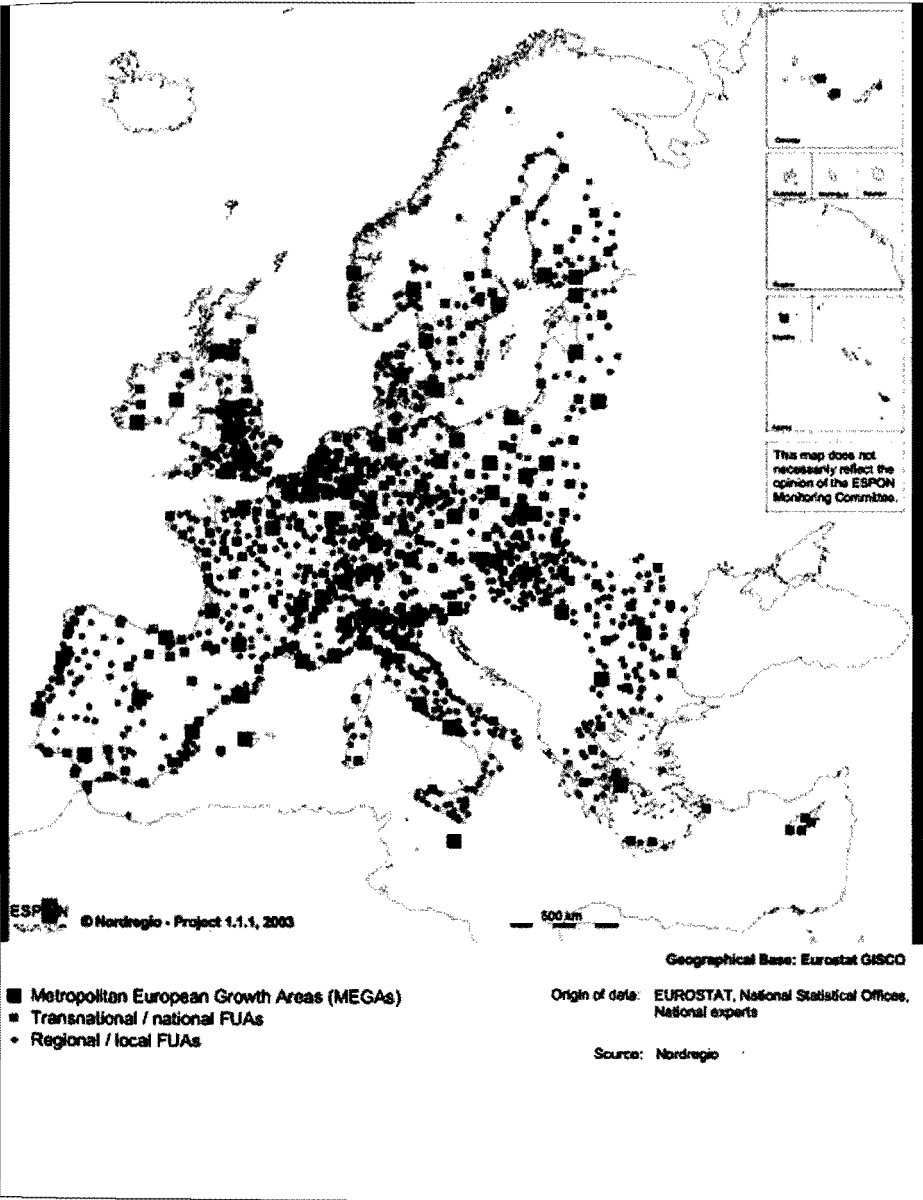


Figure 1 – *Typology of Functional Urban Areas*

Source: Project 1.1.2. – «Urban-Rural Relation in Europe (2002-2004)», Final Report, pp. 29

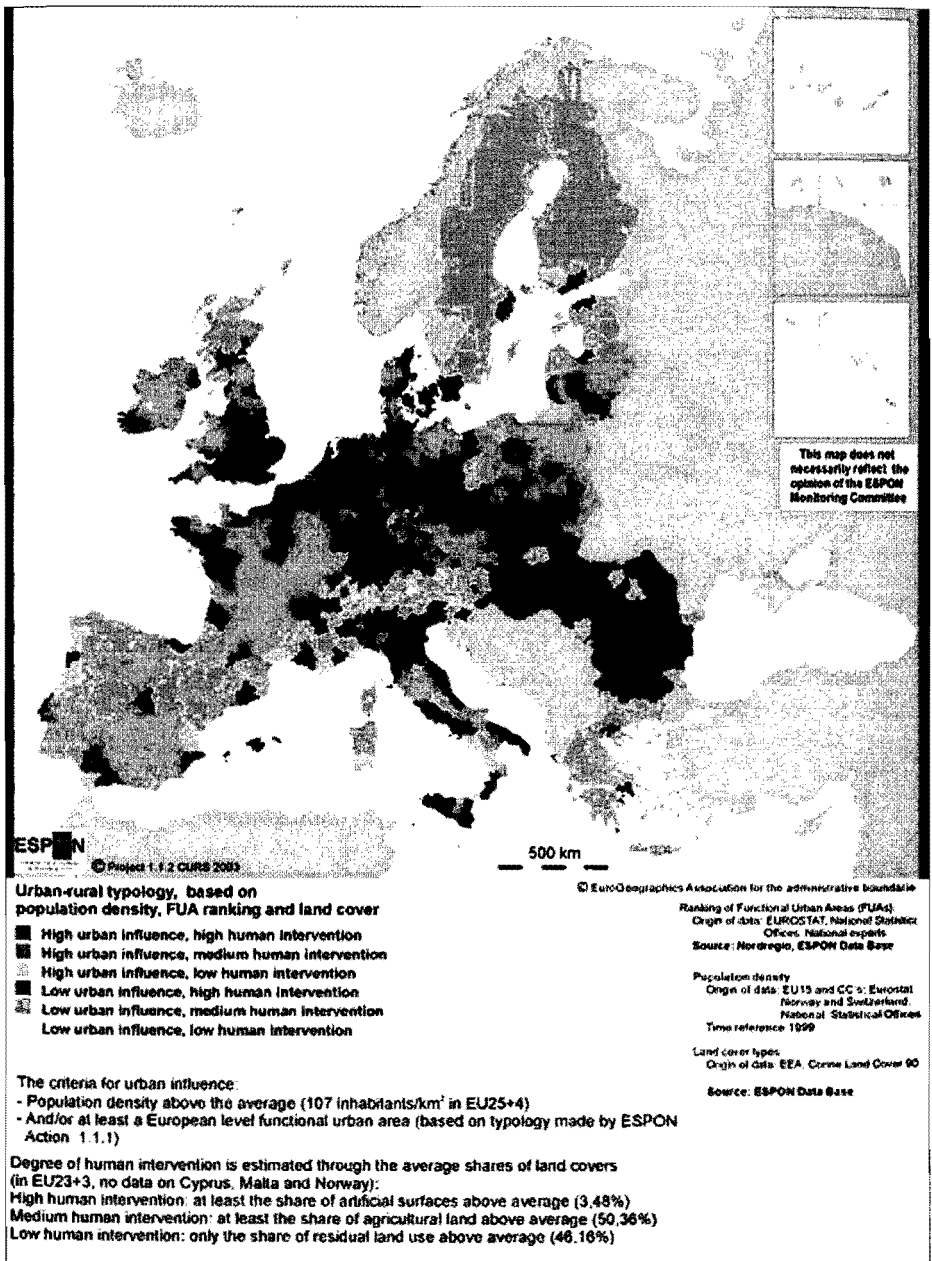


Figure 2 – Urban-Rural Typology

Source: Project 1.1.2. – «Urban-Rural Relation in Europe (2002-2004)», Final Report, pp. 29

polycentricity based on morphological proximity, by identifying territories referred to as *Potential Urban Strategic Horizons* (PUSH) ⁽¹⁾.

In defining the typology presented in Project 1.1.2. «Urban-rural relations in Europe» (2002-2004), the following two dimensions of analysis were taken into consideration: i) the *degree of urban influence* ⁽²⁾, defined according to population density and status of the leading urban centre of each NUTS3 area; ii) the *degree of human intervention* ⁽³⁾, measured by the relative share of land cover according to the main land cover classes of the CORINE data set (artificial surfaces, agricultural areas and residual land cover).

According to their urban-rural characteristics, the following six different regional types were identified: i) High urban influence, high human intervention; ii) High urban influence, medium human intervention; iii) High urban influence, low human intervention; iv) Low urban influence, high human intervention; v) Low urban influence, medium human intervention; vi) Low urban influence, low human intervention.

The classification should take these six regional categories into consideration, as they portray differentiated facets of organisation and land use and, therefore, contribute towards a response to questions such as how to confirm the importance of small and medium-sized cities in peripheral regions as anchors of regional competitiveness and instruments of spatial cohesion (in their urban-rural relationships), how to characterize the dynamics of competitiveness and cohesion in regions with a sprawling urban population system, or how to assess the importance of connectivity/accessibility in spatial integration at various scales.

Typology of territories for the Lisbon/Gothenburg territorialisation. – In order to provide a territorial typology, it was considered: the population structure and its incidence in areas with urban and rural characteristics (via typologies refer-

(1) For each FUA, the area reached within 45 minutes by car from a FUA centre was calculated (travel time).

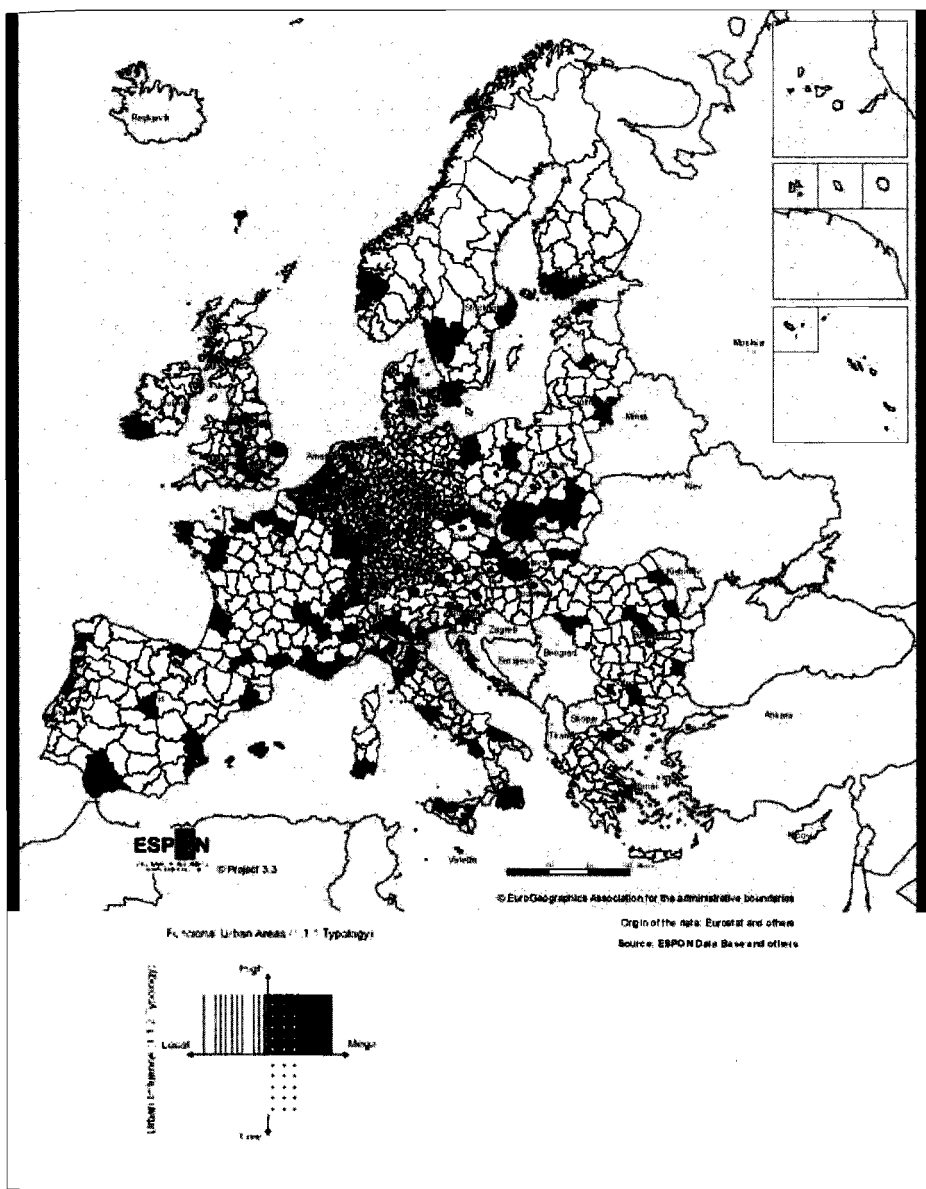
(2) *Degree of urban influence*: population density above EU 25+4 average and/or at least an European Level Functional Urban Area according to ESPON 1.1.1. typology.

(3) *Degree of human intervention* was determined by the relative share of land cover according to the main land cover classes of the CORINE data set. The main classes are *artificial surfaces*, *agricultural areas*, and *residual land cover*. The European average of *artificial land cover* is 3.48 percent of the total land cover. The corresponding figure of *agricultural land* is 50.36 and of the *residual group* it is 46.16. The classes are: «*High human intervention* corresponds to a situation where the share of artificial surfaces (and possibly one of the two other land cover categories) is above the European average; *Medium human intervention* equals the cases where the share of agricultural land (and possibly the share of residual land cover) is above the European average; *Low human intervention* concerns all cases where only the share of residual land cover is above the European average».

Table 3 – *Examples of regions in the Typology of urban-rural relations*

<i>Typology of urban-rural relations</i>	<i>Examples of regions</i>
High urban influence, high human intervention	Benelux countries, a huge part of western Germany, most of England, most of northern Italy and parts of middle and south of Italy strong line of high urban influence and human intervention stretches from the west of Germany through the east to southern Poland, northern Czech Republic down to the west of Slovakia and Hungary. Scattered areas are to be found around the national capitals in particular and some of the seashores of the Mediterranean and the Atlantics. E.g. Catalunha, East Derbyshire, East Lothian And Midlothian, East Merseyside, East of Northern Ireland, East Riding of Yorkshire, East Sussex Cc, Genova, Gent (Arrondissement), Leuven, Madrid, Milano, Noord-Drenthe, Noord-Friesland, Noord-Limburg, Rhone, Venezia, Grande Lisboa
High urban influence, medium human intervention	Baleares, Ferrara, Luzerna, Malaga, Pescara, Zuidwest-Friesland
High urban influence, low human intervention	North (Finland and Sweden), the alpine countries (Austria, Switzerland) Portugal and the Mediterranean countries (Spain, France, Italy) E.g. Baixo Mondego, Berchtesgadener Land, Bern, Cadiz, Cagliari, Valencia
Low urban influence, high human intervention	Lithuania (Kauno (Apskritis)) former GDR, Hungary, Romania, Bulgaria Parts of Denmark and France (Bastogne)
Low urban influence, medium human intervention	Part of Portugal, Spain, part of France E.g. Alto Alentejo, Alto Tras-Os-Montes, Haute-Marne, Haute-Saone, Haute-Vienne, Perugia, Piacenza, Segovia
Low urban influence, low human intervention	Finland and Sweden in the north, Ireland in the west and Greece in the southeast E.g. Douro, Girona, Huelva, Evros, Evrytania, L'aquila, Pyrenees-Orientales, Bratislavsky, Aaland

Source: adapted from Project 1.1.1. – ‘The role, specific situation and potentials of urban areas as nodes in a polycentric development’ (2002-2004), Final Report

Figure 3 – *Typology of Territories - Hypothesis A*

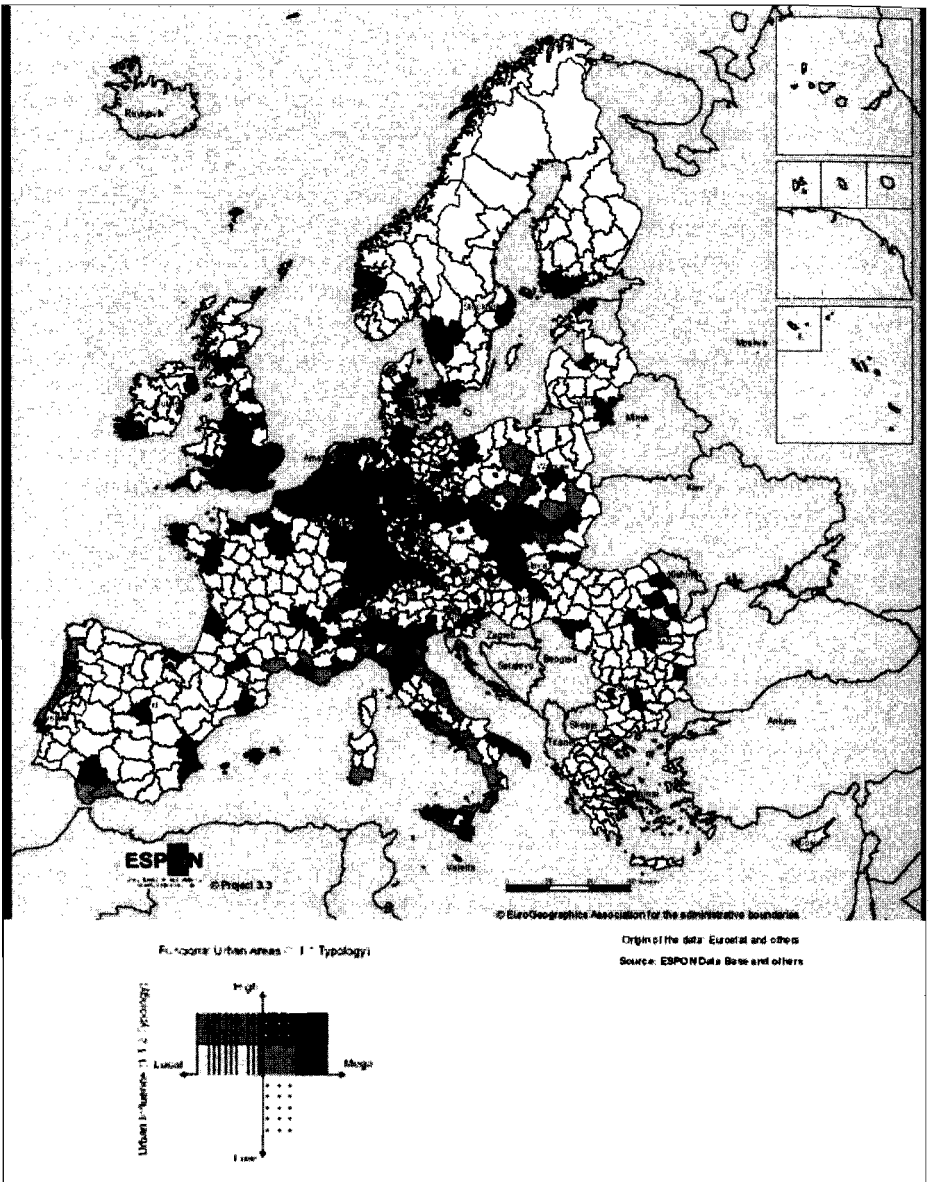


Figure 4 – Typology of Territories - Hypothesis B

ring to the Functional Urban Areas and to urban-rural relationships); the relationships between urban and rural areas (via the typology referring to urban-rural relationships); cities' growth dynamics (via the typology referring to the Functional Urban Areas/MEGAs) and accessibility/connectivity. This typology also show the spatial integration capacity (via the typology of FUA) that represents different competitiveness profiles and distinct patterns of social cohesion and environmental sustainability. In this case, the typology of territories should be selected in function of the typologies of regions developed within the ESPON Programme, specifically those from Project 1.1.1., «The role, specific situation and potentials of urban areas as nodes in a polycentric development» (2002-2004) and Project 1.1.2., «Urban-rural relations in Europe» (2002-2004).

The classification of territories was developed in 3 steps:

i) First step: crossing the urban-rural typology and FUA.

The urban-rural typologies, take into account 6 different regional types: i) High urban influence, high human intervention; ii) High urban influence, medium human intervention; iii) High urban influence, low human intervention; iv) Low urban influence, high human intervention; v) Low urban influence, medium human intervention; vi) Low urban influence, low human intervention.

Concerning the functional urban areas (FUA), they take into account 4 classes: i) No special function; ii) Regional/Local; iii) Transnational/National; iv) Mega. These two typologies give a quite complete picture of European territorial diversity in four dimensions that include the settlement structure and the urban development level. Because they are «composite» indicators, they «integrate» also the concept of accessibility (especially 1.1.2. typology) and the economic performance/agglomeration effects (especially 1.1.1. typology). After crossing these two typologies, we got a third classification that gives a new territorial typology that accomplishes the territorial diversity of Europe in the four pointed dimensions.

Nevertheless, the implementation of this methodology (crossing 1.1.1. and 1.1.2. typologies) has a problem that must be pointed out. The unavailability of information for the new accession countries (namely more specific indicators, time series and different NUTS levels, and from some other countries has been solved by choosing alternative indicators as a proxy, that could represent the same phenomena of 1.1.1. and 1.1.2. typologies: population density, accessibility index and urban network, indicators available in ESPON database.

The table shows 24 different classes, 21 with statistical units and 3 empty ones, which have necessarily to be aggregated in a smaller number

ii) Three different hypotheses of analysis.

Concerning the relevance of the phenomena, three different hypotheses have been prepared: i) Hypothesis A: Cross the 2 variables in order to obtain 5 classes; ii) Hypothesis B: Cross the 2 variables in order to obtain 8 classes ; iii) Hypothesis C: Cross the 2 variables in order to obtain 7 classes.

Hypothesis A. The criteria of aggregation were supported in settlement pattern and functional importance of the urban agglomerations, that resulted in 5 classes: i) Class 1 - High urban influence with Mega cities (top functions); ii)

Table 4 – Number of NUTS III according to the crossing of the two typologies

urban-rural typology	FUA Typology				Total NUTs III
	0. No special function	2. Regional/ Local	3. Transnational/ National	4. Mega	
1. High urban influence, high human intervention	241	256	129	66	692
2. High urban influence, medium human intervention	15	31	7	6	59
3. High urban influence, low human intervention	4	15	14	4	37
4. Low urban influence, high human intervention	36	67	28		131
5. Low urban influence, medium human intervention	57	111	29		197
6. Low urban influence, low human intervention	63	99	43		205
<i>Total of NUTs III</i>	<i>416</i>	<i>579</i>	<i>250</i>	<i>76</i>	<i>1321</i>

Class 2 - High urban influence with Transnational or National city functions; iii) Class 3 - High urban influence with no special or regional/local functions; iv) Class 4 - Low urban influence with Transnational or National city functions; v) Class 5 - Low urban influence with no special or regional/local functions.

Class 1 represents high urbanisation levels in regions in the leadership of the *Metropolitan European Growth Areas* (MEGAs) as London, Madrid, Groot Amsterdam or Rome, but also Barcelona, Sevilla, Milan, that is different from class 2, where high urbanisation levels are in the leadership of urban agglomerations of Transnational and National level, as Malaga, Parma, Firenze, Utrecht, Twente, Surrey, Sheffield, or Baixo Vouga and Baixo Mondego.

The class 3 represents an interesting group of regions that are characterised by high density of occupation supported in urban centres of lower functional level. They correspond to medium sized-cities of local and regional functional level located in sprawl settlement pattern in many cases related with a presence of a class 1 NUTS, as various examples in Germany, Modena near Bologna, the NUTS3 around Paris or London, or at other level Peninsula de Setubal and Oeste around Lisbon.

Within class 4, emerge regions with lower level of urbanization concentrated in urban agglomerations of transnational or national level. In this case we have some examples of touristical areas as Algarve and Malaga, but also

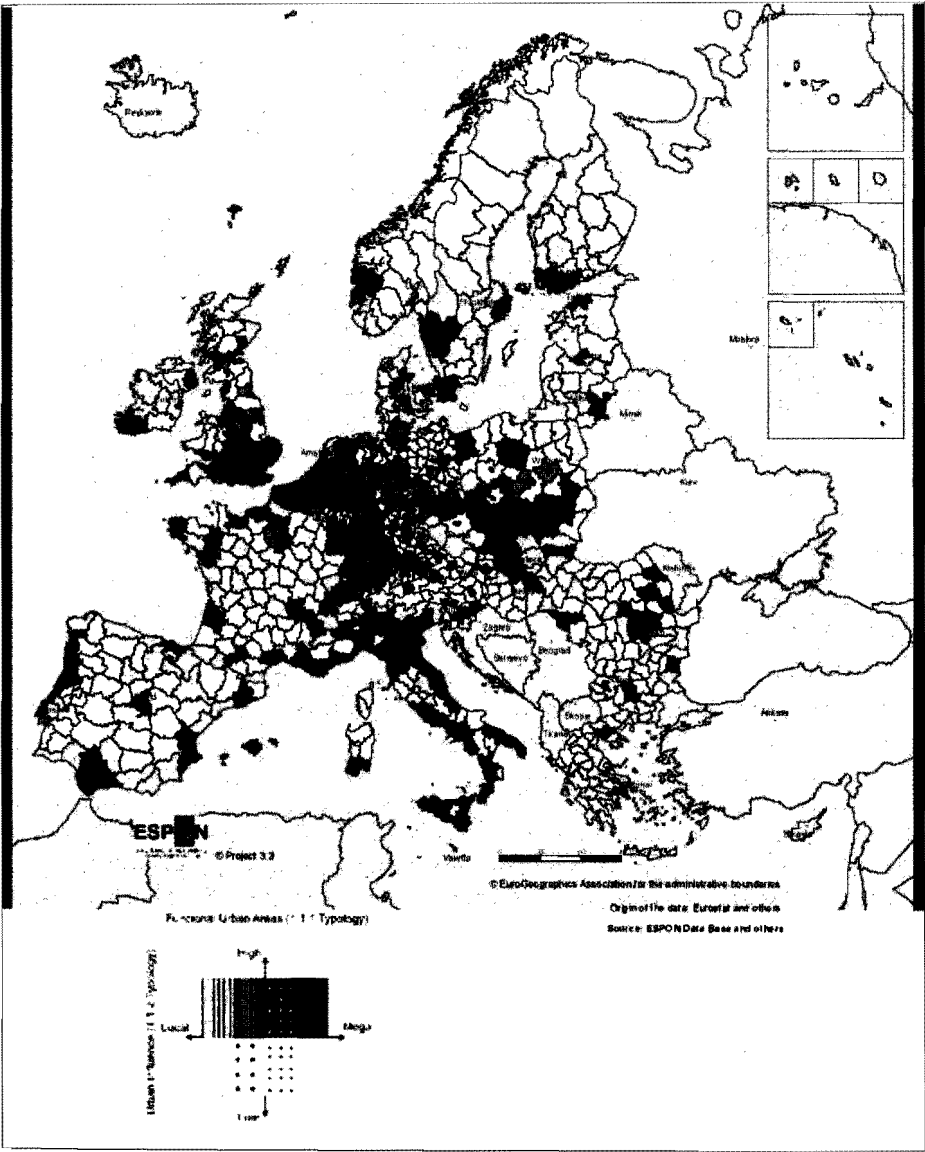


Figure 5 – *Typology of Territories - Hypothesis C*

Table 5 – Hypothesis A - 5 classes

urban-rural typology aggregation	0. No special function and 2. Regional/Local		3. Transnational/ National	4. Mega
1,2,3	241	256	129	66
	15	31	7	6
	4	15	14	4
4,5,6	36	67	28	/
	57	111	29	
	63	99	43	

Table 6 – 5 class's classification – PROPOSAL

urban-rural typology aggregation	0. No special function and 2. Regional/Local	3. Transnational/National	4. Mega
1,2,3	High urban influence with No special function or Regional/Local functions	High urban influence with Transnational or National functions	High urban influence with Mega functions
4,5,6	Low urban influence with No special function or Regional/Local functions	Low urban influence with with Transnational or National functions	/

Table 7 – Hypothesis B – 8 classes

urban-rural typology aggregation	0. No special function and 2. Regional/Local		3. Transnational/ National	4. Mega
1	241	256	129	66
2,3	15	31	7	6
	4	15	14	4
4,5,6	36	67	4	/
	57	111	29	
	63	99	43	

regions as Aberdeen, Perugia or the «semi urbain French terriroires» of Tours, Angers or Le Mans.

Finally, class 5, represent the low density territories where emerges small and medium-sized cities of regional/local role, or small villages with no special role.

Concerning the present study, hypothesis A allows distinguishing: i) the relation of MEGA with economic, social and territorial performances (class 1); ii) the effects of transnational and national urban agglomerations in the regions their leadership (class 2); iii) to characterise the urban sprawl pattern in territories organised around small and medium-sized cities (class 3); iv) to identify the role of capitals and medium-sized cities with transnational and regional functions in the regional performance (class 4); v) to understand the role of small and medium-sized cities (and its agglomeration effects) in low density territories (class 5).

For the present analysis, classes 1 and 2 retract the European leadership nodes while classes 3, 4 and 5 emphasise the regional capabilities of territories, a more bottom-up approach of development.

Hypothesis B. The hypothesis B results in a different aggregation made in order to highlight the «high urban influence» with «high human intervention» areas (represented in Classes 1,2,3) from the «high urban influence» with «medium and low human intervention» areas (represented Classes 4,5, and 6).

Classes 7 and 8 represent the low urban influence territories in the leadership of transnational and national cities (Class 7) or with regional/local cities (with low functional level, Class 8). It resulted in 8 classes that correspond to: i) Class 1 - High urban influence, high human intervention with Mega functions; ii) Class 2 - High urban influence, high human intervention with Transnational or National functions; iii) Class 3 - High urban influence, high human intervention with no special function or Regional/Local functions; iv) Class 4 - High urban influence, and medium/low human intervention with Mega functions; v) Class 5 - High urban influence and medium/low human intervention with Transnational or National functions; vi) Class 6 - High urban influence and medium/low human intervention with no special function or Regional/Local functions; vii) Class 7 - Low urban influence with Transnational or National functions; viii) Class 8 - Low urban influence with no special function or Regional/Local functions.

The main differences from Hypothesis A are the classification of classes 4, 5 and 6. These ones emphasise the territories with high level of urbanisation (high population density) but with low level of settlement occupation. These regions, besides the high urbanisation level, have an important agriculture or forestry occupation, which points to a more «concentrated» pattern. Classes 1, 2 and 3, are quite different as they show densely urban territories with highest functional agglomeration effects.

Class 4 isolates cities as Sevilla, Vilnius or Bern, and class 5 isolates cities as Cadiz, Malaga, Parma or Innsbruck. Class 6 permits the distinction between

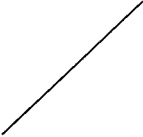
Table 8 – 8 class's classification – PROPOSAL

urban-rural typology aggregation	0. No special function and 2. Regional/Local	3. Transnational/ National	4. Mega
1	High urban influence, high human intervention with No special function or Regional/Local functions	High urban influence, high human intervention with Transnational or National functions	High urban influence high human intervention with Mega functions
2,3	High urban influence, and medium/low human intervention with No special function or Regional/Local functions	High urban influence, and medium/low human intervention with Transnational or National functions	High urban influence and medium/low human intervention with Mega functions
4,5,6	Low urban influence, with No special function or Regional/Local functions	Low urban influence, with Transnational or National functions	

Table 9 – Hypothesis C: 7 classes

urban-rural typology aggregation	FUA typology			
	0. No special function	2. Regional/ Local	3. Transnational/ National	4. Mega
1,2,3	241	256	129	66
	15	31	7	6
	4	15	14	4
4,5,6	36	67	28	
	57	111	29	
	63	99	43	

Table 10 – 7 classes' classification - PROPOSAL

urban-rural typology aggregation	<i>FUA typology</i>	2.Regional/ Local functions	3. Transnational/ National	4. Mega
	0. No special function			
1,2,3	High urban influence with No special function	High urban influence with Regional/ Local functions	High urban influence with Transnational or National Functions	High urban influence with Mega functions
4,5,6	Low urban influence with No special func- tion	Low urban influence with Regional/Local functions	Low urban influence with Transnational or National func- tions	

the more rural areas located around cities of high urban influence, and with a more or less sprawl settlement pattern. In this group we can point Oeste region near Lisbon in Portugal or Ferrara near Bologna and Savona near Genoa in Italy or Potsdam near Berlin in Germany.

Class 7 and 8 are the same as 4 and 5 of the previous hypothesis.

Hypothesis C. A third different aggregation was made in order to highlight the real difference between the «regional/local areas» and the «no special function areas».

This classification resulted in 7 classes: i) Class 1 - High urban influence, with Mega functions; ii) Class 2 - High urban influence, with Transnational or National functions; iii) Class 3 - High urban influence, with Regional/Local functions; iv) Class 4 - High urban influence, with no special function; v) Class 5 - Low urban influence with Transnational or National functions; vi) Class 6 - Low urban influence with Regional/Local functions; vii) Class 7 - Low urban influence with no special functions.

The main differences from Hypothesis A and B are: i) Class 3 and 4, that distinguish the situation of urbanised territories with or without functional roles, which gave different types of territories: *a)* Class 3 - urbanised areas with small and medium-sized cities; *b)* Class 4 - urbanised territories where urban agglomerations have no special functional role – sprawl settlement under other territorial influence, namely related with the «metropolisation» process under influence of MEGA and with a smaller area, like Val d'Oire, Essonne near Paris, Solihull near Birmingham, East Merseyside and Sefton near Liverpool, Potsdam near Berlin or Zasavska near Ljubljana or Peninsula de Setubal near Lisbon; ii) Class 6 and 7, that distinguish the situation of low urbanised territories with or without functional roles, which gave different types of territories: *a)* Class 6 - underline the role of small and medium-sized cities in low density areas with

Table 11 – Interaction matrix between indicator and Territorial typologies: Hypothesis C

Determinant	Value	1 High urban influence with Mega functions (A1)	2 High urban influence with Transnational or National functions (B1)	3 High urban influence with Regional/Local functions (C1)	4 High urban influence with No special function (D1)	5 Low urban influence with Transnational or National functions (E1)	6 Low urban influence with Regional/Local functions (F1)
Innovation & Research	A						
	B						
	C						
	D						
Global/Local	A						
	B						
	C						
	D						
Quality	A						
	B						
	C						
	D						
Resources & Funds	A						
	B						
	C						
	D						

cross values

absolute
very high
high
medium low
low

D
E
F

very low

several examples in Spain (Caceres, Badajoz, Toledo), Portugal (Baixo Alentejo - Beja, Alentejo Central - Évora), France (Ardennes-Reims) or Italy (Siena or Bari); *b*) Class 7 - corresponds to low density areas.

The selected hypothesis. – Starting from hypothesis A and comparing with hypothesis B, emerge differences between the «High urban influence, high human intervention areas» and the «High urban influence and medium/low human intervention areas», that depict the differentiation in their settlement pattern.

In the hypothesis C emerges the differences between «Regional/Local functional areas» or «No special function areas». In this case, more depopulated areas are separated from the rural areas where we can find medium-sized cities with regional/local economic bases.

Reminding that the main arguments of the analysis are: identify the more competitive and dynamic territories based on knowledge and innovation and relate it with urban and regional characteristics; to know if urban centres and metropolitan agglomerations play a crucial role in providing the framework conditions for a knowledge-based economic development; understand polycentric model in different scales, which includes the dynamics of urban growth centres and linking peripheral and disadvantaged areas with urban centres (ESPON, Terms of Reference, 2004).

Considering these three main arguments, the TPG has chosen the Hypothesis C as the more adequate to evaluate behaviour in the four determinants.

This type of approach allows one to construct an indicator which includes not only the information on the current situation according to its own specificities, but also on the real dynamics of the actions that enable a given goal to be reached: in this case we turn from the simple territorial competitiveness to the capability to generate territorial competitiveness in sustainability.

The correlation matrices is shown and described in the table 11.

LA TERRITORIALIZZAZIONE DELLA STRATEGIA DI LISBONA-GÖTEBORG. – L'articolo ha l'obiettivo di presentare le tipologie sintetiche e semplificate alla base della territorializzazione regionale europea e la sintesi dei criteri che ne hanno permesso la costruzione e utilizzazione ai fini della Strategia di Lisbona/Göteborg. La ricerca di tipologie semplificate e tuttavia esaustive della complessità regionale europea ha consentito di valutare l'efficacia degli indicatori selezionati rispetto agli obiettivi dello studio, di misurarne l'appropriatezza nel contesto europeo, nel rispetto degli obiettivi di sviluppo differenziato (urbano-rurale) e policentrico propri dell'ESDP, contribuendo a definire la base che rafforzerà la coesione spaziale e territoriale europea.

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