FUNCTIONAL URBAN AREAS AS AN ESSENCE OF THE CONTEMPORARY CITY

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Abstract
The paper outlines challenges in the governance of functional urban areas, treated as a contemporary form/nature of the city. The institutional infrastructure of that governance consists in the co-existence of the formal/legal public authorities and hybrid partnerships, composed of public, private and non-governmental organizations. The spirit of the city is being the place of meeting other people and exchange of goods, assets, ideas and values. The city forms the background for the phenomena of human life and unusual events. The city treated as a functional urban zone is affronted with complex processes resulting from various types of flows in the spatial economy. Such phenomena as metropolization, suburbanization or urban sprawl demand new approaches to the governance and to the territorial management. Metropolitan governance is a result of tensions and fractures between various territorial actors. In the functional urban zone, one can observe many colliding or juxtaposing interventions, supported by different organizations, public or non-public entities, and – finally – by creative or influential individuals. That situation has a significant imprint on the spatial structure of the city and its surroundings. The main challenge is then the creation of arenas of dialogue, which become at least as important as formal, legal regulations. The adaptive governance, depicted by E. Ostrom, then gives the useful tools for hybrid partnerships, responsible for the management and the development of urban functional zones.

Introduction
What is the sense of the city? The answer is not simple, and all the types of influences burden it. The basic sense of the city is being the place of meeting other people and exchange of goods, assets, ideas and values. Thus, the city forms the background of the phenomena of human life, usual and unusual events. The city is affronted with complex processes resulting from various types of flows in the spatial economy of the twenty-first century. Such phenomena as: metropolization, suburbanization or urban sprawl, cause a significant imprint on the essence
or the nature of the city. It becomes a complex, stretched, sometimes amorphous, territorial entity of the functional urban area (FUA). The paper depicts challenges of the management of such a multifaceted body of the city matted with its surroundings.

The emerging significance of functional urban areas in regional development

Such phenomena as the suburbanization, urban sprawl and metropolization were described and conceptualized in many papers and analyses (Jewtuchowicz, 2013; Markowski & Marszał, 2006; Noworól, 2015). One can observe a growing role of functional urban areas in the contemporary world. The World Development Report 2009, published by the World Bank, disclosed and deeply analyzed the conditions of that growth, mostly resulting from the processes of globalization and internalization of flows (Castels, 2011; The World Bank, 2009). In numerous papers, the author described crucial determinants of that situation. Let's review the most important observations (Noworól, 2014b):

Economic development relies on the functioning of territorial and production systems, as well as their competitiveness. Those production systems and service provisions, have a limited relation with administrative boundaries of the territorial units (Markowski, 2011, pp. 75–77). The processes of the globalization of the economy weaken the importance of formal administrative boundaries, and the growing importance of a dynamic, variable relationship in space and time. In consequence, the boundary of the city becomes less and less important.

The technological development enhances the efficiency of various types of flows. They take the form of: transfer, i.e. the physical movement of people and goods; conductivity, meaning, for example, financial and accounting operations; and radiation, associated with the flow of information (Domański, 2006, pp. 26–29). Contemporary transportation systems as well as information and communication technologies reduce the speed of all types of mentioned flows. Researchers discovering the essence of the flow economy, such as R. Dawson, raise the importance of the relationships between all the actors involved in the processes of exchanging goods and information. Control over relationships allows one to control value. This means that the relations between organizations across all sectors: public, private, and non-governmental, as well as between organizations and individual users of the network are critical to economic and social results. In the flow economy, rooted in the world of new technologies, one must acknowledge the growing importance of the relationship between spatially distant territorial units. The "soft" component of the flow economy - the meaning of relationships - raises the importance of public/social participation as an important element of competitive advantage based on innovation (Dawson, 2008, pp. 123-147). It is worth underlining the fact that the flows of today overcome any boundary, and make important liaisons between global spaces of flows (Castels, 2011, pp. 405–452), which means – the metropolises.

Flows reinforce the process of metropolization, which express themselves in two dimensions:

1. Outer, connected with the relationships of cities with distant areas,
2. Inner, affecting the bond between the metropolitan city (core city) and the surrounding region.

This second aspect of metropolization is linked with the suburbanization and growing processes of the urban sprawl (Paelinck & Klaassen, 1979). Suburbanization is associated with an increase of the wealthy in society, part of who become – through the development of individuals commuting by car – more mobile and ready to raise their standard of living, at the expense of having to travel between the core city and the suburban zone. The core city spreads and “spills” outside of its administrative boundaries, effectively “absorbing” the surrounding urban centers and rural areas (Noworól, 2014b, p. 149).

Taking under consideration the above mentioned aspects: technological, economic and spatial, the phenomenon of FUA becomes more and more important. The main challenge consists in the development of managerial tools allowing the control of suburbanization and understanding of real people’s needs. It is worth remembering that, psychological studies disclose the human need for living in an ecologically friendly environment. The “escape” from the city to its greener surroundings has a deep connection to the positive correlation between an individual’s wellness and living in the vicinity of green areas (White, Alcock, Wheeler, & Depledge, 2013, pp. 920–928).


**Functional urban area as a territorial organization**

Territories can be treated as organizations. The notion of territorial organization was introduced by the author in 2003 (Noworól, Dąbrowska, & Sobolewski, 2003) and developed in following publications (Noworól, 2007, 2013). Without repeating earlier disquisitions, it is necessary to remember that three features characterize the territorial organization:

- Its area is the same as the spatial and functional area, which can be: an administrative unit, and also – for instance – functional urban area, not formally bound;
- People constituting the territorial organization are the same as the community, understood as an ensemble of persons territorially linked by common social and economic interests; such a group can be the community of the “gmina” (local self-government), but also a composition of people living in a group of “formal” communities;
- The structure of the relationship binding the habitants of the functional area by their will or intention to reach common goals, results, not only from the legally defined tasks, but also – and most of all – from the rules expressing local / regional institutions (Noworól, 2013; Stankiewicz, 2012).

The territorial organization can be characterized by a different level of cohesion. If it is an administrative unit, its form is the strongest entity, as constituting rules results directly from bills (Ustawa z 5 czerwca 1998 r. o samorządzie powiatowym, Dz.U. 1998 Nr 91 poz. 578 z późn.)
A certain level of cohesion is also typical to organizations invoked to manage the functional areas, recognized by Polish and European law. Some good examples are the managerial bodies of the Integrated Territorial Investments of voivodship cities (Programowanie perspektywy finansowej na lata 2014-2020 - Umowa Partnerstw, 2014). Another example of the territorial organization is a new, specific form of the integration of metropolitan self-governments called the metropolitan union (Ustawa z 9 października 2015 r. o związkach metropolitalnych, Dz. U. z 2015., poz. 1890). According to article 12 of that bill, the metropolitan union executes public tasks in the following domains: (1) shaping of spatial order, (2) development of the area of activities of the union; (3) public mass transport; (4) cooperation in the field of setting the route of national and regional roads in the area of activities of the union, and (5) promotion of the metropolitan area. The metropolitan union is an optional solution, but the law strictly regulates it.

The weakest forms of the territorial organization are hybrid structures: public-social-private, invoked to manage certain territorial processes related to the development and the management of selected current activities. Interesting examples of such hybrid organizations are Local Action Groups, created in the process of so called Community Led Local Development (Programowanie perspektywy finansowej na lata 2014-2020 - Umowa Partnerstw, 2014).

Depending on the nature of a territorial organization, its tasks and goals associated with its creation, we can observe different ways of operating in the process of the management of functional areas.

**Different approaches to FUA’s development management**

The modern approach to development policy recognizes the need to manage the dynamic (in time and space) territorial and functional systems (Markowski, op. cit.). Systems of social communication change according to the evolution of behaviors, communities self-organize themselves. Thus, the understanding of public management changes as well. On one side, we observe the activities of public administration arranged according to the “neo-weberian” concept. It means, that the classic approach to public administration, based on such values as: lawfulness, hierarchy, separation of the private from the public, etc., is enriched by elements of more contemporary concepts, like: New Public Management or Public Governance (Kattel, 2015; Pollitt & Bouchaert, 2011). On the opposite pole, there are many parallel concepts, called: governance, partnership, joining up (Pollitt & Bouchaert, 2011, p. 11). We can observe the emerging significance of multilevel governance – MLG (Sroka, 2009). It means that currently, in parallel to formal legal dependencies bonding the legal bodies responsible for territorial development, it heightens the importance of the informal inter-organizational relationships. They create horizontal and vertical connections between cooperating and competing public entities, nongovernmental organizations and corporations. The crucial notion for those connections is the “net”. The institutional infrastructure (Kudłacz, 2015; Noworól, 2015) of the territorial
management becomes more and more complex, based on the hybrid (multi-sectoral) organizations.

In consequence, in the contemporary management of territorial development, the crucial issues consist of setting the reciprocal relations between very differentiated organizations, functioning in public, social, and corporate domains. Such an institutional environment weakens the primordial position of public administration, which is characteristic of the traditional model of public management.

Regarding the management of the development of functional urban areas, mentioned attitudes can take the form of two extreme approaches. Acting along the neo-weberian concept, the authorities of the core city try to widen the city boundaries, attaching (swallowing) small neighboring localities, situated in the suburbs. A good example in Poland is the city of Rzeszow, which – between the years 2006-2010 – increased its surface from 53.69 to 116.37 km². It simplifies the management of the suburbs, although the process is not well seen and not easily accepted by the communities of the added territories. Regarding the opposite concept, the metropolises would build their relations with neighbors based on the principle of a partnership.

Although such an approach is more difficult, it is better rooted in the contemporary evolution of public management. It means that a lesson in cooperation allows the development of certain skills of the public authorities and public administration that seem to be necessary in the twenty-first century. The city of Krakow is currently building its relationship with neighboring communities through cooperation in the provision of communal services, and participation in the Association “Krakow’s Metropolis”, which was invoked for the realization of Integrated Territorial Investment (ITI) within the Krakow Functional Urban Area (Programowanie perspektywy finansowej na lata 2014-2020 - Umowa Partnerstwa, 2014, Regionalny Program Operacyjny Województwa Małopolskiego na lata 2014-2020, Załącznik nr 1 do Uchwały Nr 240/15 Zarządu Województwa Małopolskiego z dnia 4 marca 2015 r., 2015). It is important to note, that the concept of ITI was created by the European Commission in order to encourage the cooperation of core voivodship cities with their suburban communities.

The approach, based on the partnership, is also better adaptable in the case of the process of metropolization embracing areas of small towns with a developed self-awareness and a specific identity. Actually, this is the case of Kraków’s FUA, including the towns of Wieliczka, Skawina and Niepołomice. It is difficult to imagine the complexity of adding those towns, with their rich history and cultural identity, to the commune of Krakow. Another argument for a “soft” bondage of metropolitan communities is the fact that functional urban areas are dynamic in terms of social and economic potential but also in terms of the total area. That area does not remain stable, as certain activities expand, and certain liaisons become stronger (or weaker). Metropolises grow and will grow in the future.

However, we should remember that metropolitan governance, based on the principle of partnership, becomes usually a scene of tensions and fractures between various territorial actors. In the functional urban zone, one can observe many colliding or juxtaposing interventions, supported by different organizations, public or non-public entities, and – finally – by creative or influential individuals. That situation has a significant imprint on the spatial structure of the city and its surroundings. The main challenge then is the creation of arenas of
dialogue, which become at least as important as formal, legal regulations. In earlier papers, for such cases, the author has indicated the relevance of the concept of the Adaptive Governance, depicted by E. Ostrom. That concept then gives useful tools for creating hybrid partnerships, which are responsible for the management and the development of functional urban areas (Noworól, 2014c). Studies of the phenomenon of common pool resources, allowed E. Ostrom to formulate five basic requirements, identified from extensive multidisciplinary research:

- "Achieving accurate and relevant information; New challenges arising from the increased speed and spread of human impacts require adaptations using a combination of scientific and local knowledge;
- Dealing with conflict; Governance systems that ignore the possibility of conflict over diverse issues may increase the likelihood of these conflicts, which could eventually erupt into major problems;
- Enhancing rule compliance; Formal rules may become effective when participants consider them legitimate, fair, enforced, and likely to achieve intended purposes;
- Providing infrastructure; Physical, technological, and institutional infrastructure is an essential investment in increasing the effectiveness of internal operations within a commons as well as link any particular resource and its users to larger regimes;
- Encourage adaptation and change. Change is omnipresent. Institutional arrangements that are intended to be sustainable cannot be fixed for the "long term," because they need to change to address past errors and cope with new developments" (Ostrom, 2008, pp. 17–18).

Those requirements should be addressed to all who try to establish the environment of commitment and cooperation between the various actors of territorial change. It refers specifically to the management of functional urban areas, with their variety of land uses and different types of infrastructure connections.

**Spatial aspects of metropolitan governance**

The conditions depicted above, are confronted with the most difficult of challenges, which is the spatial planning of metropolitan – or functional urban – areas. This reflection was made by the author during the preparation of several surveys attempting to improve the planning system in Poland. Those surveys, commissioned by the Polish Government during 2011-2014, were structured after detailed analyses of obligatory plans and programs, resulting from bills or other regulations (including European Union acts). The author’s surveys were conducted separately for all self-governmental levels in Poland: regional (voivodship), sub-regional (powiat/county, functional areas) and local (gmina/community). The author’s recommendations resulting from those surveys create an integrated system of planning which embraces land use planning and socio-economic programming. In the context of the present paper’s theme, it is worth to underline that – for functional urban areas – author proposes a complex model of such integration. The main recommendations – taking under consideration planning instruments which are incorporated in the Polish law – are following (Noworól, 2014a, pp. 51–130).
There is a necessity to prepare a unique land use study (a study of conditioning and direction of spatial management of the commune / studium uwarunkowań i kierunków zagospodarowania przestrzennego gminy) for a completely functional urban area, which means that the preparation of such studies separately for communes, is simply a half measure. It is especially relevant for the study of the core city or cities in case of an agglomeration. Only a comprehensive look and united concept of land use development can allow for the control of the suburbanization and sustainable development of the metropolitan infrastructure. It refers also to the provision of housing in the study. Some legal changes adopted by Polish Parliament, during the years 2014-2015, enhance the situation. But it is not sufficient, as the bill on the metropolitan unions – mentioned above – has not produced a mandatory solution.

The concept of the creation of the metropolitan unions is a step in the right direction, however the union as another level of the sub-regional self-governance seems to be a kind of withdrawal in comparison to the activities undertaken in the form of Integrated Territorial Investments, under the regime of regulations of the current programming period of the EU. The territorial partnerships, more difficult but more adjusted to the networked environment in which we live, would be better governing bodies for metropolitan management.

Conclusions

Spatial planning of functional urban areas demands new approaches to governance on the sub-regional level and also to territorial management. The challenge consists in balancing the communities’ needs and aspirations in confrontation with a provision and an absorptivity of the land.

Concluding the author’s disquisitions on management and planning within functional urban areas, it must be stated that “soft” institutional and organizational solutions, based on partnership, coordination and trust should be juxtaposed or confronted with rather strict spatial regulations set for the entire area. After a difficult process of iterations, an equalized plan for sub-regional, sustainable development should emerge as the city of today.

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