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FROM SUSTAINABILITY TO SMARTNESS: EVOLUTION OF THE EUROPEAN REGIONAL POLICY IN THE FIELD OF CITY DEVELOPMENT

The article presents the results of comprehensive analysis of the European Union Common regional policy evolution in the field of urban development. The paper deals with the main documents, programs and projects, databases and resources related to sustainable and smart urban development. On the basis of the analysis the place and role of the city in the framework of the Common regional and economic policy were determined. The main directions and priorities of the Common European projects in the field of urban development, their contents and importance for the sustainable development of cities were analyzed. The evolution of approaches to urban development and the influence of internal and external factors on it were illustrated. The actual vision of the urban development mechanism within Community was proposed.

Keywords: sustainable development, European Union, urban development, Common policies, smart cities.

Войчук М. В. ВІД СТАЛОСТІ ДО РОЗУМНОСТІ: ЕВОЛЮЦІЯ ЄВРОПЕЙСЬКОЇ РЕГІОНАЛЬНОЇ ПОЛІТИКИ У СФЕРІ РОЗВИТКУ МІСТ

У статті представлені результати комплексного аналізу еволюції Спільної регіональної політики Європейського Союзу у сфері розвитку міст. У роботі розглядаються основні документи, програми та проекти, бази даних та ресурси, що стосуються сталого і розумного розвитку міст. На підставі аналізу визначено місце та роль міста в рамках Спільної регіональної та економічної політики. Проаналізовано основні напрями та пріоритети спільних європейських проектів у сфері містобудування, їх зміст та значення для сталого розвитку міст. Проілюстрована еволюція підходів до розвитку міста та вплив на неї внутрішніх та зовнішніх факторів. Було запропоновано фактичне бачення механізму міського розвитку в межах Співтовариства. Політика щодо розвитку міст була в першу чергу базована на потребах Співтовариства зменшувати регіональні диспропорції розвитку та забезпечити власну конкурентоспроможність через посилення соціально-економічних показників окремих регіонів. Згодом зміна пріоритетів регіонального розвитку відбулася як реакція на зовнішні чинники. Міста – як великі метрополії, так і малі міста – почали розглядатися як ключові елементи сталого розвитку окремих регіонів, держав-членів та Співтовариства в цілому. Реалізація принципів сталого розвитку в структурі політики розвитку міст була в основному обумовлена зовнішніми чинниками, але пізніше була визначена як ключовий пріоритет для розвитку всього Співтовариства. Підтримка диференціації регіонального розвитку після використання ряду інструментів, включаючи впровадження проектів та створення баз даних, створила підґрунтя нового етапу розвитку. Окремі міста вже досягли значного прогресу та результатів сталого розвитку й відповідно стимулюють / передають знання іншим, які це потребують. Цей процес створює основу для нового етапу розвитку міст на основі нової економічної парадигми. Відповідно, у Спільній регіональній політиці починає з'являтися питання формування розумних міст. На наш погляд, саме цей еволюційний механізм міського розвитку в цілому, від сталого до розумного, може бути найбільш ефективним у межах Співтовариства. Цей механізм, який базується на обміні кращими практиками та досвідом, допоможе реформувати найбільш успішні міста у розумні, одночасно заохочуючи менш успішні міста до прогресу у сталості. Відповідно, такий підхід не виключає дисбалансу регіонального розвитку, але зменшує якісний розрив між містами.

Ключові слова: сталий розвиток, Європейський Союз, розвиток міст, спільна політика, розумні міста.

The general objective of the European Union (hereinafter the Community) Common regional policy is to reduce regional differences and to prevent further imbalances through the redistribution of Community resources between problem areas through the structural funds. The Community common regional policy is not intended to replace national policies but in accordance with the principle of subsidiarity, Member States have to address their own regional policies to the problems of their regions, developing infrastructure and financially supporting investment. However, the Common regional policy coordinates national policies by formulating guidelines and establishing certain principles that aim to

avoid competition for regional aid between Member States.

The Community Common regional policy is a development tool. Coordination of national regional policies, by formulating guidelines and setting priorities at the European level, effectively helps to fill the gap between regions. But in matters of regional development the Community also has its own responsibility. The main point of economic integration is to optimize market mechanisms at the European level. However, the market policy partly based on spontaneous balance between different economic parameters, enriches prosperous regions. Before the creation of the Common market,

economic activity on the contrary developed in the national context. Some types of activities were concentrated in certain regions and were protected from international competition by customs barriers. The opening of the borders for European and other foreign (American, Japanese, etc.) companies wishing to start business on the Community market was the most advantageous for the European regions with well-developed infrastructure, highly skilled labor and the most adapted business environment. This led to a very high concentration of business in some regions and, accordingly, deepened the imbalance. The Common regional policy is intended to offset this tendency in order to achieve a more balanced growth within the Single market. This goals and mechanisms interact with other common policies (Moussis, 2008).

In the scientific literature the issues of development and implementation of the Community regional policy were found in works of such authors as N. Moussis [1], F. Wassenberg [2], R. Zwart [3], L. Carol [4], M. I. Dolishniy [5], N. Mikula [6], S. Maksymenko [7], V. Chuzhykov [8] et al. In addition, there are a large number of reports and working documents of the European Commission on this topic. However, there is a need to systematize and scope study on the evolution of the Community's regional policy in the field of sustainable urban development. This will enable, on the one hand, to identify further priorities and directions for development. On the other hand, it will help to form the basis for updating the relevant national policies of third countries. Thus, the consideration of this scientific problem will have both theoretical and practical significance.

The purpose of the article is to analyze the main directions, features and experience of the European Union in the management of sustainable urban development.

Cities play a key role as the driving forces of the regional economy and economic development [9; 10]. Cities are the heart of most places of work, companies and institutions of higher education, so their actions are crucial to ensuring social cohesion. They are the center of innovation, entrepreneurship and economic growth.

The renewed Lisbon Strategy of growth and vacancy has made a significant contribution to Europe's economic growth [11]. The cities of Europe are key to achieving the objectives of the Lisbon Treaty, as they are the driving force behind regional growth, innovation and work places creation [12]. It is important that large and small cities become and remain attractive for residents and for business. Innovation and creation of new economic opportunities in cities are a prerequisite for ensuring the competitiveness of regions in a global dimension. In addition, strong regional economies run by competitive cities are more effective in social integration, support and protection of the physical and natural environment. During the economic crisis, cities should use their innovative and integration potential to play an active role in their regions [13].

In the agreements establishing the European Union and the European Communities there is no legal basis for the formation of urban development policies. However, the Community is guided by established traditions in the field of urban development and regeneration, and also plays a central role in supporting cities and regions in their pursuit of competitiveness and unity. Over the past

two decades the Community has developed a number of important policy documents, initiatives and programs which aim to support urban regeneration, urban policy innovation, experience exchange and appropriate practices. Accordingly, the pace and complexity of changes began to accelerate [14; 15; 12; 13].

Initiatives and programs mainly focus on four policy goals: 1) strengthening economic prosperity and employment in cities; 2) promotion of equality, social integration and revival in cities; 3) protecting and improving urban environment in order to achieve local and global sustainability; 4) facilitating the efficient of city governance and the empowerment of local authorities.

The pilot urban program was initiated by the European Commission after various networks, such as: the «Quartiers en Crise» European Regeneration Areas Network which is focused on regional and local regeneration areas, established in 1989. It especially focuses on challenges faced by member organisations working in those areas, such as public bodies, NGOs and research institutions [16]. The RECITE I (1992-1996) and RECITE II (1998-2001) Programmes supported the experience exchange between local authorities of different Member States through know-how and working methods exchange with the aim of enhancing institutional capacities and the realization of pilot actions in the field of urban development policies. 33 pilot projects were launched between 1990 and 1993. They were implemented in 11 Member States. Some of them were continued after the funding period while others acted as catalysts for further regeneration in the respective target areas. In July 1997, the Commission approved the Second Phase of the Urban Development Pilot Program. Among the 503 proposals that were received from local authorities, 26 projects from 14 Member States were selected for funding between July 1997 and December 1999. They mainly concerned the following issues: economic development in regions with social problems; environmental measures related to economic goals; activation of historical centers; exploitation of cities technological facilities.

Two generations of URBAN Community Initiative Programs have followed the Urban Pilot Program and are definitely the most powerful measure of creating, disseminating knowledge and innovation in urban development and regeneration. The URBAN Initiative was aimed to develop and implement innovative regeneration strategies in small and medium-sized cities or to evolve urban neighborhoods in large cities. In addition, URBAN aims were to improve the exchange of knowledge and experience of sustainable urban development and growth within the Community. The Community Initiatives URBAN I and II have consolidated the integrated approach in almost 200 cities in Europe [17]. Mostly, they were focused on the revival of declining urban neighborhoods, local economic development, environmental issues, mobility and public space, local workplaces and cultural initiatives. Between 1994 and 1999, the URBAN I Initiative funded programs in 118 urban areas totaling 900 million euros. Financing extended to areas with a population of about 3.2 million with projects focused primarily on infrastructure renewal,

work places creation, the fight against social exclusion and the improvement of the environment [18; 14; 15].

Several key steps have been taken to support urban regeneration and sustainable urban development in the Cohesion policy. Besides the Commission's direct initiatives on urban policy, several actions have a more indirect impact on urban development but nevertheless include a strong urban dimension, examples being the INTERREG Programme with its three strands of cross-border, transnational and interregional cooperation [19]; the RECITE Programme «Regions and Cities for Europe» [20]; the INTERREG Programme to promote and support good governance of European Territorial Cooperation Programmes [21]; the ECOS-Ouverture Programme for local and regional partnerships to face political, social and economic changes taking place since the fall of the Berlin Wall in Central and Eastern Europe [22]; the LEADER Community Initiative for rural development [23] and the EQUAL Community Initiative to foster equal opportunities for all on the labour market [24].

Between 2000 and 2006, the URBAN II Initiative continued the success of its predecessors and committed itself to support European cities in search of better development and recovery strategies. 730 million euro was invested in sustainable economic and social recovery in 70 urban regions across the Europe [25; 26]. URBAN focused on funding on selected target areas and the intensive citizens and local stakeholders participation (joint responsibility), as well as on the reinforced «horizontal» coordination of urban regeneration measures as key elements of an integrated approach to urban development.

On the basis of the previous initiatives and programs experience of the Community for the cities development and regeneration, process of new development strategies creating has led to the emergence of the Common European «Acquis Urbain» as a tool for the unity policy. It plays and will continue to play an important role in supporting the development of European cities. This role has been expanded in the programming period 2007-2013 as the urban dimension is now fully integrated into programs and projects funded jointly with the European Regional Development Fund (ERDF). This has enabled Member States and regions to develop and implement individual, integrated development operations in all European cities based on the so-called «integrated approach». This kind of approach combines elements such as inter-sectoral coordination, strong horizontal partnerships, increased local ownership and concentration of funding for specific target areas that are key elements of the «Acquis Urbain» [17].

The sustainable aspects of the integrated approach are based on the European Sustainable Development Strategy [27]. The Strategy proposes measures to address threats such as climate change, poverty, social exclusion and aging, as well as issues such as health and transport. Based on the review of the Strategy, that was launched in 2004, the European Council adopted the EU Sustainable Development Strategy (SDS) in June 2006 [12]. The topics that are critical to cities are also key priorities within the SDS: climate change and clean energy, sustainable transport, sustainable consumption and production, conservation and management of natural

resources, health care, social inclusion, demography and migration, as well as global poverty [28].

During the 2007-2013 program period and with the completion of the Community initiative, the URBAN guidelines have been included in the regulatory framework for the Regional Competitiveness and Employment Objectives («integration») of the Convergence of Regional Competitiveness and Operational Programs (OPs) [17].

«[...] the ERDF may, where appropriate, support the development of participative, integrated and sustainable strategies to tackle the high concentration of economic, environmental and social problems affecting urban areas. These strategies shall promote sustainable urban development through activities such as: strengthening economic growth, the rehabilitation of the physical environment, brownfield redevelopment, the preservation and development of natural and cultural heritage, the promotion of entrepreneurship, local employment and community development, and the provision of services to the population taking account of changing demographic structures. [...]» [17; 29].

This important change has made it possible to integrate various sectoral and thematic policies in all European cities in the context of the Lisbon Strategy, the Sustainable Development Strategy and other Community priorities. This means that Member States and regions have been able to continue applying successful URBAN integrated approaches and invest in cities through «core» policy-oriented unity [17]. For the first time in the history of the Cohesion policy, all cities are potential beneficiaries of ERDF funding [30]. ERDF-funded action programs may also include information on the approach to sustainable urban development and the list of cities selected for addressing urban issues and interactions with local authorities. Today, the capabilities of the regions and Member States that are offered by the new regulatory framework are fully exploited in the short term. ERDF Action Programs provide a large variety of long-term opportunities clearly responding to diverse local needs and different economic conditions, taking into account the historical contexts of European cities. More than half of all ERDF operational programs have an explicit urban effect, while about one quarter of all operational programs introduce certain city priorities. Three different groups of activities can be defined in the ERDF action programs for 2007-2013. The first group aims to promote the recovery of unsecured and low-income urban neighborhoods («URBAN-type actions»). The second group focuses on sustainable urban development in various thematic areas: competitiveness, innovation, work places creation, physical rehabilitation of urban areas and city centers, improvement of urban infrastructure, such as transport and sewage treatment, as well as housing in new regions. The third group contributed to a more balanced polycentric development. It was aimed at developing networks of cities and establishing links between economically powerful cities and other cities, including small and medium-sized cities [17].

With the Urban Development Network, URBACT, traditionally the RECITE program has been continued to support the exchange of know-how and experiences among key players in urban politics in Europe (the

URBACT). The objectives of the URBACT program are: providing an exchange and training tool for policy makers, practitioners and other actors involved in Urban Policy development; learn from exchanges between URBACT partners sharing experience and good practice; disseminate good practices and lessons learned from exchanges between European cities; support cities responsibility for policy development, practitioners and governing bodies for action programs in defining implementation plans.

The URBACT I program, which was conducted during 2002-2006 on the initiative of the URBACT II community, was open to all cities and regions that implemented either pilot projects in cities or the URBACT I program. In 2004, it was open to all cities from the new Member States, as they needed guidance and knowledge to address the significant challenges they face in urban development. A total of 24.76 million euros was allocated, of which 15.9 million euros from the European side and 8.86 million euros from Member States. In total, URBACT combined 217 cities in 38 projects. With the URBACT II program, the Community has expanded support for exchanges between European cities during the 2007-2013 programming period. With total budget of almost 69 million euro (77% of which was co-financed) the URBACT II program funded in total of 46 thematic networks and 14 working groups. Connecting together national authorities, regional authorities and cities from the EU-27, Norway and Switzerland, the URBACT II program was aimed to increasing the effectiveness of the urban development policy in Europe and strengthening the overall concept of integrated city development.

From 2006 «Regions for Economic Change» (RFEC) program was aimed to accelerate the implementation of ideas, strengthening the exchange of experience and best practices of innovation in European regions by introducing new ways of stimulating not only regional but also urban networks such as URBACT projects [9]. Accordingly to the objectives of European territorial cooperation, the initiative allows for the rapid implementation of appropriate innovative ideas into action programs in line with convergence and regional competitiveness and employment objectives. One of the features of the initiative is the possibility of providing the so-called «Fast Track» label for regional and urban networks. This label is provided to networks that intend to make a vital contribution to one of the 30 priority themes of the Initiative, to provide a clear test of policy ideas and expressed an interest in close cooperation with the governing bodies and Commission Services evaluated by the European Commission. «Fast Track Networks» (FTN) could handle one of the following topics among the 30 RFECs covered by the URBACT program: migration management and social integration promotion; marginalized youth integration; creating healthy communities; integrated urban transport policy development; sustainable and energy-efficient housing development; achieving sustainable urban development; reuse garbage. Each year, the largest innovative regional projects in Europe, which will also inspire other regions are rewarding by the European Commission's prize, the so-called RegioStars. From 2010 RegioStars Awards also includes special category for innovative urban projects – CityStars [31].

The Urban Audit, launched by the European Commission in 1998, aims to provide an opportunity to assess the status of individual Community cities and provide admission to comparative information from these cities [32]. After a pilot project on the collection of comparative statistics and indicators for European cities, the first full-scale European urban audit took place in 2003 for the 15 EU Member States. In 2004 the project was extended to 10 new Member States plus Bulgaria, Romania and Turkey. Under the coordination of EUROSTAT the Urban Audit includes all national statistical offices, as well as some of the cities themselves. The second full-scale the Urban Audit took place between 2006-2007 and included 321 European cities in 27 EU countries, as well as 42 additional cities in Norway, Switzerland, Croatia and Turkey. The Urban Audit includes data which concerning demography, social aspects, economic aspects, public participation, education and training, environment, travel and transport, information society, culture and recreation. Due to extensive collection of comparative data for European cities, audit provides a reliable statistical basis for the urban policy formulation.

For the past ten years city planners had to completely change their mindset about how cities should grow and what ultimately is a good development. This change occurred in 1999 when EU ministers responsible for territorial planning and regional development adopted the European Spatial Development Perspective (ESDP) [33]. This significant initiative not only initiated the transnational cooperation program (strand B of INTERREG) and the creation of the European Spatial Planning Observation Network (ESPON), but also became the starting point for further discussion between EU ministers. This led to the adoption of the European Union Territorial Agenda at the informal ministerial meeting on Urban Development and Territorial Consensus in May 2007 in Leipzig (Leipzig Charter, 2007).

Faced with the challenges of competition, many cities are starting to work closely with the surrounding authorities and administrations to form the «city-regions». Urban regions could offer good basis for the authorities to work together in large urban areas to coordinate and plan action, provide integrated transport or overcome skills shortages. It is important that the relationship between the «city and region» can be mutually solid if there are positive partnerships that can have full benefits for both city and region.

Over the past decades urban planning has evolved from simple technical discipline to something much more complicated, where cities should face the challenges of our time. The years of practical experience are filled with valuable elements of good practice and city policy recommendations that are in line with European cities.

There are at least four parameters or functions that can be identified: departure from individual sectors to a wider integration into a local or regional economy; the transition from government to administration that is the tendency of central governments to impose certain responsibilities on lower levels of government such as provinces, regions, cities, urban areas and districts (decentralization). Together with the privatization of public tasks, this involves the participation of more different political

partners, organizations and individuals (administration); more attention is paid to expanding the opportunities of the inhabitants of cities and separate regions; moving from universal policy to more focused on-field policy; growing emphasis is on policy effectiveness [2].

The development and regeneration of cities is a dynamic political area with many interesting dimensions. Better large and small cities are understood as an example of what might become practical and far-sighted urban policy. Current national, regional, local programs and projects are being developed to strengthen and foster political debate. Nevertheless, the main problems are still remaining. All cities are exposed to globalized markets, structural economic changes and the effects of climate change. There are also new challenges for EU urban planning that requires creative solutions and flexible thinking that includes all levels of government and local administrations. In particular they cover the quality of the urban environment. Innovative changes are being carried out properly and in the coming years, intensive debates and the exchange of experience between cities and regions of Europe need to be continued. In November 2008 the European Commission presented an advisory paper entitled «Regions 2020 – An Assessment of future challenges for EU regions» [35]. In the forthcoming 2020 regional analysis the Commission sees future challenges in areas of globalization, demographic change, climate change and energy. This document identifies and assesses the regional effects of these four future policy challenges in the medium-term 2020 as they will have a significant impact on the economy and society in Europe and on where the EU should manage future efforts. The conclusions and projections of the regions in 2020 have been an important contribution to the development of post-2013 cohesion policy. The prospects for the development of European cities also emphasize the need and added value of the Common European methodology for sustainable and integrated urban development.

To help cities and regions benefit from their unique assets, the European Investment Bank provides technical and financial consultations as well as projects for smart cities. An important goal of investment approach is to transform cities into smart and improve their stability as evidenced by the EU 2020 Strategy and EU Urban Agenda. Utilizing the benefits of information technology and innovation, modern cities have the opportunity to streamline their day-to-day management, become more effective and improve many aspects of our daily lives.

Owing to wider use of technology, cities have the opportunity to continue their development more steadily. Indeed, the European Investment Bank sees «smart» development as one of the most important ways of sustainable urban development. Therefore, «smart» cities not only use innovations and technologies to solve complex problems but also contribute to the strengthening of urban climate, social integration and the green state.

As for smart development there is no solution that consorts with all requirements. Smart cities exploit their comparative advantages and unique assets. As a result, individual smart urban strategies will differ in their direction to address specific city needs such as digital transition, sustainable urban mobility, smart grids, energy efficiency, climate change, etc. All these elements are

united into an integrated approach as part of a smart city plan [36].

That is why the urban program for the EU aims to have a better knowledge base and to promote the exchange of best practices. In order to improve data access, the Commission created the «Urban Data Platform», combining the first available Eurostat data on major urban issues (e.g. housing, major polluters and traffic) and providing key indicators not only at city level but also for functional urban territories and metropolises. In addition, two important recent publications contribute to the understanding of European cities: «Urban Europe: statistics on cities, towns and suburbs» [37], providing detailed statistics; the second represents the conditions of European cities [38], emphasizing how the unique characteristics of European cities can support EU priorities and growth, migration and climate change by enhancing innovation, reaching people of different backgrounds and reducing the impact on the planet.

Knowledge and information should also be simplified for cities. That is why the Commission has created a single point of access to the Internet for cities and stakeholders, the «one-stop-shop» on all EU urban initiatives that provide complete, reliable and individualized information on EU rules, funds and knowledge. It is important to use the acquired knowledge and experience. This requires a new look at knowledge capitalization, capacity development and networking. There are many elements that could be used for inspiration such as the «transfer networks» under the URBACT programme or the «TAIEX REGIO peer-to-peer» that helps public officials to exchange knowledge thus improving their administrative capacity. Indeed, knowledge created over the decades with EU support is fragmentary, accessible through individual projects and therefore often too difficult for access to cities and politicians. Scientific knowledge and applied knowledge need to be united, synthesized and made easily available to politicians and citizens.

Thus, after conducting a brief analysis of the Community's regional policy development in the field of urban development we succeeded in reaching the following conclusions. The urban development policy was primarily based on the Community's needs to reduce regional developmental disparities and to ensure its own competitiveness through strengthening the socio-economic indicators of individual regions. Later, the change in the priorities of regional development occurred as a reaction to external factors. Cities – both major metropolises and small cities – have begun to be seen as key elements of the sustainability of individual regions, Member States and the Community in general. The implementation of the principles of sustainable development in the structure of urban development policy was primarily driven by external factors and later was identified as a key priority for the evolution of the entire Community. Maintaining the differentiation in regional development after usage of number of instruments, including project implementation and the creation of databases, has led the Community to a new stage of development. Individual cities have already made significant progress and balance on sustainable development, and accordingly stimulate/impart

knowledge to others who need it. This process creates the basis for a new stage of urban development based on a new economic paradigm. Accordingly, in the Common regional policy begins to appear the issue of forming smart cities. In our opinion, it is this evolutionary mechanism of urban development in general, from sustainable to smart, that can be most effective within the Community. This mechanism, based on the exchange of best practices and experiences, will help to reform the most successful cities to the smart cities while at the same time encouraging less efficient cities to make progress in sustainability. Accordingly, such an approach does not exclude regional development imbalances but reduces the quality gap between cities.

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