

The European Union and the Urban Dimension

Executive Summary

EUROPEAN UNION



Committee of the Regions

2012

This report was commissioned by the Committee of the Regions. The views expressed both in the executive summary and in the full report are the sole responsibility of the author and do not necessarily reflect the views of the Committee of the Regions.

© Cover photos: European Union, 2012 / Copenhagen Media Center

© European Union, 2012

Reproduction is authorised provided the source is acknowledged.

THE EUROPEAN UNION AND THE URBAN DIMENSION

Claude Jacquier

Director of Research, CNRS
claude.jacquier7@wanadoo.fr

Grenoble, 2012

Report summary

As strategic territories for the future of countries and continents, cities and urban or rural regions appear to be in the front line as areas of tension and as agents of intervention concerning the major challenges facing the planet. Our so-called "welfare" societies in Europe cannot escape these global processes. Initially, this report will attempt to establish a diagnosis of urban realities in Europe by exposing certain methodological difficulties and issues. In part two, it will address the theme of integrated strategies for the sustainable development of territories and ways of regulating them within cities and rural regions. The third part will cover the role of the European Union and Member States in building the urban field. Finally, it will discuss the perspectives opened by the Europe 2020 strategy for cities and rural regions, as well as some proposals.

Key words: Community-territory, cooperation, sustainable development, governance, state, innovation, rural regions, regulation, integrated strategy, European Union, urban, cities

Table of Contents

0. INTRODUCTION	5
0.1 EUROPEAN CITIES AND RURBAN REGIONS AT THE HEART OF GLOBAL CHALLENGES	5
0.2 CITIES AND RURBAN REGIONS, POLITICAL ACTORS IN INTEGRATED STRATEGIES FOR THE SUSTAINABLE DEVELOPMENT OF TERRITORIES	5
0.3 PLAN	6
1. DIAGNOSIS OF THE SITUATION AND POSSIBLE CHANGES IN CITIES. REPRESENTING URBAN REALITIES IN EUROPE	6
1.1 REPRESENTING, DEFINING AND ATTEMPTING TO UNDERSTAND EUROPEAN URBAN REALITIES	6
1.2 DIFFERENT APPROACHES TO CITIES AND URBAN ENTITIES. TOWARDS RURBAN REGIONS?	8
1.3 THE PLACE AND ROLE OF CITIES AND RURBAN REGIONS IN THE INNOVATIVE DYNAMIC OF THE EUROPEAN UNION	9
2. CITIES, RURBAN REGIONS AND THE REGULATION OF INTEGRATED STRATEGIES FOR SUSTAINABLE DEVELOPMENT	11
2.1 CITIES AND RURBAN REGIONS AT THE HEART OF SUSTAINABLE DEVELOPMENT STRATEGIES ..	11
2.2 COMMUNITY-TERRITORIES AND INTEGRATED STRATEGIES FOR SUSTAINABLE DEVELOPMENT	12
3. THE ROLE OF THE EUROPEAN UNION AND THE MEMBER STATES IN THE CONSTRUCTION OF THE URBAN FIELD	15
3.1 THE EMERGENCE OF THE URBAN ISSUE IN EUROPE	15
3.2 WHAT CAN WE LEARN? HOW CAN WE INNOVATE?	17
4. THE OUTLOOK FOR 2020 AND SOME RECOMMENDATIONS	19
4.1 THE EUROPE 2020 PERSPECTIVE AND ECONOMIC, SOCIAL AND TERRITORIAL COHESION. WHAT ABOUT THE CITIES AND RURBAN REGIONS?	19
4.2 SOME PROPOSALS BY WAY OF CONCLUSION	21
5. BIBLIOGRAPHY	23

0. Introduction

0.1 European cities and rural regions at the heart of global challenges

As strategic territories for the future of countries and continents, cities and urban or rural regions appear to be in the front line as areas of tension and as agents of intervention concerning the major challenges facing the planet: global warming and various types of pollution, a lack of clean water and sanitation problems, food issues and the nagging problem of hunger, the extension and aggravation of potential conflicts caused by competition for the appropriation of resources, population growth but also at times the non-renewal of populations, youth unemployment, population ageing and migration, stakeholder training and skills, not forgetting the nationalist fever which is gradually taking hold in all European societies due to the aggravation of all sorts of fears that manifest themselves there. Our so-called "welfare" societies in Europe cannot escape these global processes. What with "gated communities" and the world of the slums, the modern, multicultural city, whether it be in the North or South, has become both the navel of the world, in which a whole host of diasporas have taken root, and its impoverished periphery. Faced with these challenges once thought to be reserved for others, no one doubts that there must be a rapid re-alignment of our scale of values and a profound review of our systems of individual and collective preferences, including those that we have constructed in our urban worlds and thought to be immutable (see the tilting of the world's axis towards the emerging countries).

0.2 Cities and rural regions, political actors in integrated strategies for the sustainable development of territories

The difficulties involved in developing responses and taking effective measures on a global or continental (European Union) scale are obvious and this has been shown by the shortcomings, or even failures, of recent world summits on the climate and, more broadly, on global governance. In anticipation of better days on this global or continental scale, and perhaps to ensure that they arrive, more modest, complementary (not replacement) or even alternative approaches may enable citizens, local communities, elected politicians and practitioners to seize opportunities and act by initiating, at local level, development strategies based on innovative cooperative processes. This was often the case in the past! Neighbourhoods, cities and rural regions are without doubt territorial scales where it is possible - and probable - for these issues to be taken over on a daily basis by local communities with a view to developing and implementing more appropriate responses and - who knows - producing real innovations in this field. This is where the major economic, social and environmental processes that have such a strong impact on the stock of non-renewable resources occur, so the goal should perhaps be to set up controls at this level for bringing to a close, as best we can, the cycles that we carelessly set in motion some centuries ago in order to give ourselves some hope for the sustainable reproduction of our societies over time. It is also - and especially - at these levels that it is possible to arrange for the present and the future, on the basis of the principle of cooperation that has been proven in cities and in the European Union, those political coalitions and compromises that are necessary to try and achieve mutually compatibility, on various space and time scales, between the individual and collective preferences of actors and social groups that are often so divergent and even contradictory.

0.3 Plan

Initially, this report will attempt to establish a diagnosis of urban realities in Europe by exposing certain methodological difficulties and issues. In part two, it will address the theme of integrated strategies for the sustainable development of territories and ways of regulating them within cities and rural regions. The third part will cover the role of the European Union and Member States in building the urban field. Finally, it will discuss the perspectives opened by the Europe 2020 strategy for cities and rural regions, as well as some proposals.

1. Diagnosis of the situation and possible changes in cities. Representing urban realities in Europe

1.1 Representing, defining and attempting to understand European urban realities

Compared to the other continents, Europe has a **modest surface area** (4 million km² for the EU 27, one-tenth the size of Asia, less than half the size of the USA). However, its population (497 million in 2008) is 1.6 times that of the United States (311 million). Europe is a peninsula of an Asian continent that is 10 times its size and has 8 times its population, and a fortress for Africa and its migrants (7.5 times its size and twice its population). It has proportionally the longest coastline in an area that is very sensitive as regards **fisheries resources** and **pollution risks**. Its southern flank borders an **area of potential storms**, an area of energy resources (Africa, Middle East and the Caspian Sea) but also an area with a shortage of drinking water, a strategic resource for the survival of mankind whose importance is too often minimised.

Unlike other continents, its population density is **homogeneous**. The EU of 27 has no real "desert" or megacities. The two most populous cities, London and Paris, are 25th and 27th in the world's top 30. Cities of over 5 million inhabitants account for 7% of its population (25% in the USA).¹ Depending on the sources, it has between 23 and 35 cities of over 1 million people and 345 cities with more than 100,000 inhabitants. About 40% of Europe's population live in cities of medium size, with less than 100,000 inhabitants. The hallmark of Europe is to be a **seed bed of cities that mesh well**, which is an asset for a balanced and sustainable development.

The **urbanisation rate** of the population now stands at **68%** according to the new urban-rural typology used by the Commission.² It remains to be defined what makes one feel "urban" today in this Europe and it is necessary here to go back to the traditional contrasts between "urban" and "rural," "town" and "country", "city centre" and "outskirts". The emergence of the category of "intermediate regions" between rural and urban regions shows the difficulty of maintaining this distinction at a time when, with the help of sustainable development, we must rethink the whole reality in order to act for the best.

¹ OECD (2006), **Competitive Cities in the Global Economy**, OECD Territorial Review, Paris, 445 p.

² EUROSTAT (2010), **A revised urban-rural typology**, Eurostat regional yearbook 2010, European Commission, Luxembourg, Publications Office of the EU, 2010, pp. 240-253.

This demographic and environmental homogeneity of Europe's territory incorporates a highly diverse cultural and linguistic heritage and also brings together profound socio-economic differences that have been severely strained by the successive enlargements since 1957. These differences led to the establishment of the regional policy in 1975 (zoning of ERDF interventions) with reference to the economic heart of the EU known as the Pentagon. Despite the efforts to achieve converge between the different Member States and their regions, the measured differences in per capita GDP remain significant. They are particularly so at sub-regional level, especially within urban conurbations.

Attempts have been made with the 2007-2013 programming period to reduce differences in two major groups of regions: Convergence regions and Competitiveness regions. This zoning will be modified for the 2014-2020 programming period with the **creation of transition regions** (regions with per capita GDP of between 75 and 90% of average GDP for the EU of 27).³ Alongside these regional economic differences are those of accessibility to services (road, rail, airports) and, most importantly, access to internet broadband for the most deprived territories and populations (digital divide).

The fragmentation of European territory increases more and more the further one goes down the territorial scale. Fragmentation increases between metropolitan areas and especially within them. While those in the Competitiveness regions are experiencing strong growth, those in the Convergence regions (central Europe) are in decline. Gaps are widening within the most dynamic towns and cities too, often reproducing ethnic and geographical differences related to migration flows. The "borders" of town, traditionally located on their outskirts, now cross their territories (urban and social fractures). This fact, which was barely mentioned by the first Cohesion Report in 1996, is now fully recognised, but have we grasped all the implications for the redistribution of resources at a time when European countries are experiencing disturbing regressive episodes (violence, xenophobia, nationalism)? Cities continue to be listed among the regions that are rich in terms of per capita GDP although their households have become poor in terms of disposable income (the fifth Cohesion Report has begun to take this reality into account).

While they represent just under 60% of the population, cities generate nearly 70% of European GDP, a result that is consistent with analyses of agglomeration economies. However, these results would be much more relevant if they took into account the negative externalities of city life (traffic jams, various forms of pollution, health problems, etc.), the degradation of non-renewable resources, and non-monetarised activities.⁴ To take this into account, other indicators should be mobilised that can more accurately assess the wealth and well-being of an area. Already equipped with the Human Development Index (HDI),⁵ the UN has invited member states to "develop new measures that better reflect the importance of the pursuit of happiness and well-being to guide their development policies".⁶

³ EUROPEAN COMMISSION (2011), **Cohesion policy 2014-2020. Investing in growth and jobs**, Directorate General for Regional Policy, 20 p.

⁴ OECD (2006), **Competitive Cities in the Global Economy**, OECD Territorial Review, Paris, 445 p.

⁵ UNITED NATIONS DEVELOPMENT PROGRAMME (2010), **The Real Wealth of Nations: Pathways to Human Development**, Human Development Report 2010, 260 p.

⁶ UNO (2011), **Happiness: towards a holistic approach to development**, Doc. off. AG NU, Doc. NU A/RES/65/309.

The image given of cities and urban areas is that of territories that are so rich in terms of per capita GDP that they should not benefit from the redistribution of resources by States and the EU. In this area, the reports of the European Commission probably put far too much trust in per capita GDP, an indicator that masks the deep social and environmental fragmentations within territories.⁷ A telling example here is that of the Brussels Capital Region. While its per capita GDP in 2008 was nearly double that of Belgium as a whole, the net disposable income (NDI) of resident households was less than the average disposable income observed across the entire country. Moreover, within the territory of the Brussels region, the average disposable income of households in some districts was well below the national average. A study has been carried out in around twenty other European cities. The results are similar. Given the available data (2008) the effects of the crisis on the structure of metropolitan areas cannot yet be measured.

It is vital to make an effort to improve knowledge of the production, circulation and redistribution of wealth in European territories. We must welcome the effort made by the Commission in the fifth report on economic, social and territorial cohesion to start considering indicators other than per capita GDP (use of disposable income, the HDI and the Human Poverty Indicator - HPI) and to try to measure well-being on the basis of the Stiglitz-Sen-Fitoussi report.⁸

1.2 Different approaches to cities and urban entities. Towards rurban regions?

A city has different facets: it is a political entity and a social community, a territory of socio-demographic and cultural change, a market town and an innovative town producing goods and services, a machinery and a network, and a town to be recycled with an eye to sustainable development. Above all, the city is a human and social reality obliging one to rethink the relationship between communities and societies and to consider regulating power relationships. This political dimension of towns has so far been rather underestimated by the European authorities.

Member States differ in how they conceive what a city is. Obviously, the de jure city (city administration) can no longer contain the de facto city (physical and socio-economic realities). There is no single definition of a city that meets with agreement from the various bodies (EU, OECD, UN, World Bank⁹) or the various specialists, including researchers. The main international institutions (UN, World Bank, OECD, European Union and Eurostat) use different definitions of urban entities.

One of the difficulties to be solved statistically concerns the **difference of size** between level 2 Local Administrative Units (LAU 2) and NUTS 3 regions.¹⁰ These NUTS 3 regions are now classified into three categories:

⁷ STIGLITZ Joseph, SEN Amartya, FITOUSSI Jean-Paul (2009), **Report by the Commission on the Measurement of Economic Performance and Social Progress** requested by the President of the French Republic.

⁸ EUROPEAN COMMISSION (2010), **Investing in Europe's future**, Fifth report on economic, social and territorial cohesion, Report of the Commission, November 2010. p. 104.

⁹ WORLD BANK (2009), **Reshaping Economic Geography**, Annual World Development Report WDR

¹⁰ EUROSTAT (2010), **A revised urban-rural typology**, Eurostat regional yearbook 2010, European Commission, Luxembourg, Publications Office of the EU, 2010, pp. 240-253.

- Predominantly Urban (PU) if the share of rural population living in LAU 2s is less than 15%,
- Intermediate (IN) (share of the rural population between 15 and 50%),
- Predominantly Rural (PR) (share of the rural population over 50%).

Other definitions are used such as the Morphological Urban Area (MUA) and the Functional Urban Area (FUA). These urban areas cover the geographical basin corresponding to the labour market. They include a wide range of towns located in the main urban centre of attraction. An FUA can have one or several centres. Finally, a city must be considered a multi-scale area (from a district to a rural region) and so there is no relevant level of government to be favoured, but a combination of levels corresponding to the various issues to be addressed. The question therefore arises of what are the limits and boundaries of the city and the relevance of an opposition between "urban and rural". The report suggests using the concept of **rurban region**¹¹ that is already mentioned in European texts.

One of the great paradoxes and probably a strong point of cities and rural regions is the juxtaposition of wealth and poverty within the same territory. There is concern today, with the decline of automatic solidarity, that this juxtaposition no longer allows the "trickling down" of a portion of wealth to the poorest people, or its corollary, a spatial trickle down towards neglected areas (spill-over effects, agglomeration effects, positive externalities), so great is the social and spatial fragmentation of cities and the tightness of the borders that now run across towns.

1.3 The place and role of cities and rural regions in the innovative dynamic of the European Union

Europe is a political and administrative work in progress. The Union is now seeking a new lease of life and a new motivating force so that it can be something other than simply a space for the free movement of people, ideas, goods and capital. Despite the pledges and efforts made in recent years, the results achieved are considered somewhat disappointing. Many factors have been identified to explain this poor performance, but among them there is one that dominates all others in the papers published in recent years: **the lack of innovation**. Among the players capable of generating this innovation of all kinds today, cities and rural regions are starting to be really seen as potential engines of a development process that should be more sustainable.

The political and institutional architecture inherited from the European nation-states is, for now, too restrictive and does not allow enough room for cities and regions, even though these are at the heart of socio-economic, environmental and cultural dynamics. Above all, they are major bodies of socio-political control bearing in mind the crisis facing the nation-states. But for now, the cities and regions have not been granted **their rightful place and political role**. Reports generally ignore the fact that these cities and rural regions are collective and political actors that are essential to the process of generating socio-economic and cultural innovation and especially that of regulating the changes implied by sustainable

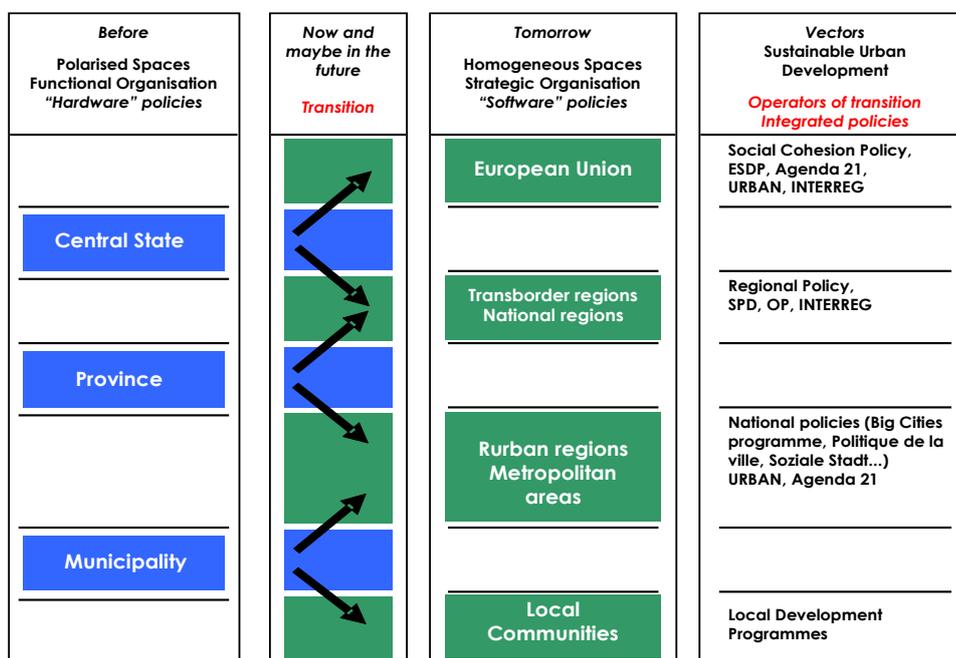
¹¹ ALLINGHAM Peter, RAGHAUGE Kirsten Marie (2008), 'Introduction: Post City Represented' in 'Knowledge, technology and policy', Volume 21, number 6, Springer 2008.

development strategies. What actors are in fact able to initiate and govern such strategies, if it is not the cities and regions of Europe organised into networks?

The political and administrative organisation of the European Union remains a juxtaposition of member states barely affected by the requirements of building Europe. This juxtaposition is placed under severe strain by the mere presence of an extra European tier which draws the whole continental system upward. Alongside the "standard" historical model of three levels (central government, provinces, and municipalities) which was characterised by a polarised functional organisation (a centre and a periphery), another model is being built on its "borders": European Union, national – or even transnational - regions, rurban and metropolitan regions, and grassroots communities. This second model, irrespective of whether it is the model for the future of Europe, is being built by the voluntary transfer or juxtaposition of certain powers within the framework of more strategic policies placing a strain on the old organisation. In any case, we must take into consideration the **simultaneous presence** of these two political and administrative models since the latter gives more room and bigger roles to sub-national entities that now account for two-thirds of long-term public investment within the EU. It will also be necessary to pay close attention to those grassroots communities that play a key role in maintaining local solidarity at a time when a certain type of welfare state is falling apart. In this "transitional" European set-up we must remember that the main innovations that Europe has seen in most areas have come from the cities and rurban regions and the grassroots communities.

Functional and Strategic Organisations

Bypassing rigidities and building reforms



Moreover, given this hybrid, often heavy, European set-up, there is a need to emphasise a key aspect of the sustainable development strategies being promoted today which generally receives too little attention, namely overcoming the obstacles and rigidities arising from the compartmentalised organisation of public and private services. As well as **multi-level**

cooperation the EU needs **integrated transversal** cooperation to confront these institutions that are too walled-off from one another. Innovations are in fact trying to make fun of these limits and generally get rid of the old boundaries in order to build interfaces that will perhaps one day be at the heart of new areas of wealth production. This is the price we have to pay if we are to bring about the re-arrangement of the economic, social and environmental spheres, which is the objective of sustainable development. This is an immense project and it is located **at the heart of cities and urban regions**. It is a political project in the best sense of the term, that of the "polis".

2. Cities, urban regions and the regulation of integrated strategies for sustainable development

2.1 Cities and urban regions at the heart of sustainable development strategies

Integrated strategies for the sustainable development of territories, the need for which was once again highlighted by the Leipzig Charter in 2007, are the product of age-old concerns about the social and environmental fragmentation of cities, all placed in a new context by the awareness of the climate and energy crisis. The initiative for them came initially from the cities and city networks in the eighties (see the Neighbourhoods in Crisis initiative). This role has been highlighted by the remarkable Commission communication entitled "Sustainable Urban Development in the European Union: A Framework for Action", a major text.¹² Cities and regions are collective political actors capable not only of taking over the Union's objectives for themselves, but also of **pushing the States into new ways of thinking and "make do"** with the European reality. The difficulty lies in the fact that so far the European Union has above all entrusted the management of these structural policies to the States. While the European Union and the Member States have considered both the city and the regions as territories where changes can be put into effect, while they have considered them as operators capable of taking over the broad objectives of the Union and implementing them, they have not considered them as innovators capable of regulating the development of the European territory politically.

In fact, it has taken a few informal meetings of the EU Council of Ministers (Leipzig 2007, Marseille 2008, Toledo 2010) before urban issues and the political role of cities and regions have begun to be taken into consideration by the Member States and the Council, thanks to the work of the Commission, the European Parliament, the Committee of the Regions, the European Economic and Social Committee and a few networks of cities and citizens. This is an interesting paradox, because at the very time that the heavily indebted States have lost their traditional instruments of power (the currency, the budget, legislation), they have transferred to the cities and regions instruments that can help to even out the shocks of globalisation (improvement of infrastructure, ensuring the continuation of society) and those required to build effective **innovative environments**. Cities and urban regions are therefore potentially - and really - able to construct this **comparative advantage** within the European continent. Are they not the last in line with the capacity to make the long-term investments needed by **"volatile" innovators**? For there is no innovation without innovators!

¹² EUROPEAN COMMISSION (1998), **Sustainable Urban Development in the European Union: A Framework for Action**, Communication from the Commission, Brussels, 28 October 1998, COM(1998) 605 final.

Cities and regions can escape the demands of political expediency to examine their various territories in terms of their life cycle and the need to recycle their components in the medium to long term which is at the heart of **integrated** strategies for sustainable development. These strategies are fully within their political competence because it is mainly at their level, on their territories and thanks to their powers that a better way of regulating the interactions between the three spheres of sustainable development is conceivable. More than ever, it is up to them to "make do with" these complex realities and regulate the sometimes contradictory reasoning of the actors at the heart of these economic, social and environmental spheres that need to be re-arranged. There, on these frontiers, lie the opportunities for effective innovations in all fields. The integration that is desired cannot be decreed. It is constructed by bringing together in the community-territories the **socio-political coalitions** needed to make the realisation of such strategies possible and by developing stable compromises to ensure its sustainability. In other words, the requirement of **economic, social and territorial cohesion** must be accepted within the city by those forming part of the economic success and who, though their numbers are dwindling, are willing to engage in collective solidarity but who are usually tempted to withdraw into themselves, pull up the drawbridge, or take an attitude of "after me the deluge." As is often the case, there has to be patient negotiations to get over the idea to the actors in the communities-territories that their **best interests lie in cooperating**. The compromise that has to emerge is highly political and must consider what are the most appropriate and best adapted space and time scales.

2.2 Community-territories and integrated strategies for sustainable development

These integrated strategies for sustainable development assume there is a working definition of the word "territory." We use the concept of "community-territory", a definition similar to that of a "community",¹³ a definition that is relevant at various levels (neighbourhood, municipality, city, conurbation, region, country). It is built on three components that refer to the three spheres identified by the analysts of sustainable development:

- **places** with their peculiarities, physical substrata carrying symbolic and historical references (environmental dimension);
- **people** (including the component of **gender**) who live and/or work in these places (social dimension);
- the public or private **institutions** (activities, businesses) which these people are given or have been imposed on them, and by which they regulate this territory (economic dimension in the broad sense).¹⁴

The arrangement of these three components generates each time a unique **atmosphere**, positive or negative, similar to that which Alfred Marshall identified in industrial districts.¹⁵ A city or urban region can be considered as a collection of community-territories, more or

¹³ MEDARD Jean-François (1969), **Communauté locale et organisation communautaire aux États-Unis**, Cahier de la Fondation nationale des sciences politiques, Armand Colin.

¹⁴ JACQUIER Claude (2008), **Villes et territoires du recyclage urbain**, Proposition pour la réunion informelle des ministres en charge du développement urbain, Marseille, 25 novembre.

¹⁵ MARSHALL Alfred (1906), **Principes d'économie politique**, V. Giard et Brière, Paris.

less well positioned in the **value chain** but which all have a real and symbolic value that makes them unique from one another. Sustainable development strategies therefore aim to maintain or restore **cohesion to these community-territories** and allow each to be an effective link in this chain. Sustainable development is therefore a **recycling** of the components of a territory in order to allow an atmosphere to emerge that is conducive to innovation.

Sustainable development owes much to the pioneering initiatives of development and the realisation that development policies, top-down strategies, would fail if they did not meet local wishes sharing similar options. An examination of successful experiments shows that these are local initiatives where the "bottom-up" approach is essential, a lesson for integrated strategies for sustainable development: it is counterproductive to have all impetus, guidance and power come from above.

What are the ingredients in these strategies that can be used for sustainable development:

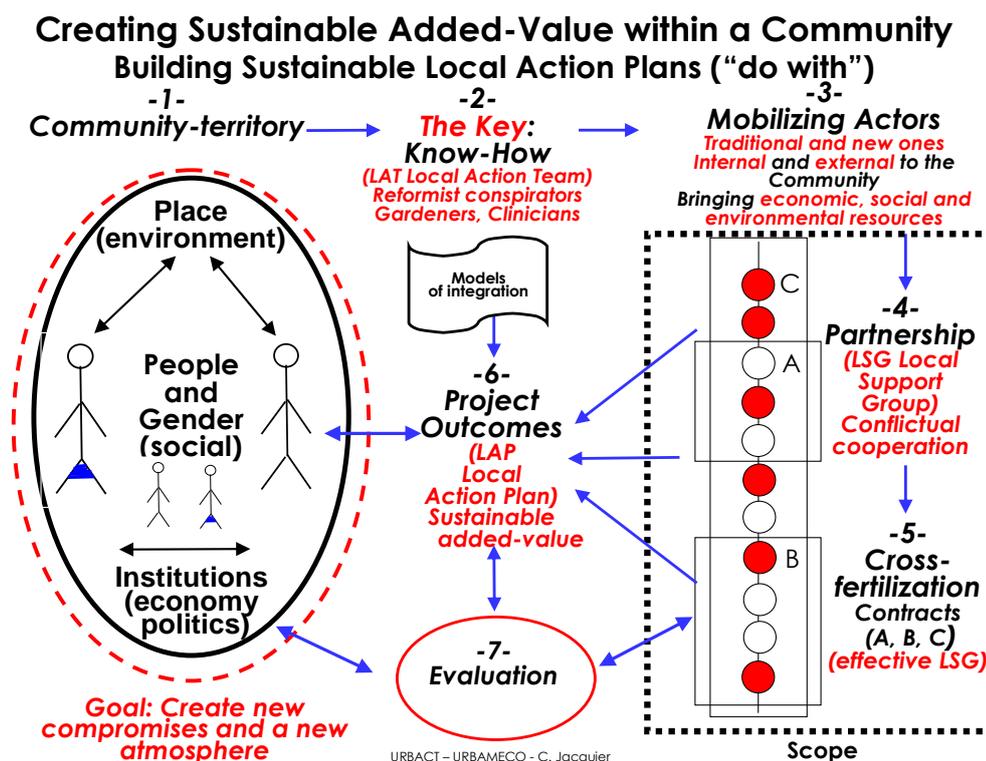
- Development is a **process** and not a collection of procedures.
- This process is based on the valuation of the **endogenous forces** of a territory, by networking them so as to diversify, expand and **synergise** them in order to trigger a **self-sustaining (sustainable)** drive process.
- This deployment is territorialised, with all the basic components of a territory having to participate in the process in order to benefit from it (ripple effect).
- Development expresses a **relationship of these particular territories to society as a whole**. A development strategy must be closely coupled with an analysis of the machinery for assigning these territories to a certain role in the functioning of the local or more global society. It aims to re-enrol them in the value chains.¹⁶

The quest for eligible territories cannot be carried out by using an indicator, however composite it may be. It must be based on collectives of actors willing to take action. These actors' collectives operate on the borders (between places, institutions, cultures etc.) and know how to use them to ensure cross-fertilisation, hybridisation and cross-breeding as it is at the **interfaces** that major innovations occur. The choice of territories must certainly target these "border community-territories", which means considering another territorial organisation of the actors and interlocutors with whom the authorities will have to negotiate the cooperation necessary to forge new compromises.

These strategies generally pursue two major goals that are very closely related: an **explicit, mobilising goal**, for example rebuilding cohesion between territories, combating exclusion, and an **implicit goal**, which is not stressed enough, of reforming the political and administrative systems that are considered to be the origin of many of the evils that societies have to face. This **necessary reform of political institutions** cannot be decreed. It may benefit from projects that have been initiated because their implementation "brings about opportunities" to reform. This reconfiguration of community-territories also means taking particular account of **gender** (the distribution of social roles between men and women), a reality that is too often forgotten which is a feature of the most neglected areas.

¹⁶ Collection of principles largely inspired by GREFFE Xavier (1984), **Territoires en France**, Paris, Économica.

The model of an integrated strategy for the sustainable development of a territory can be represented as follows. The realisation of **Local Action Plans** (LAPs) (6) must take into account the specific features of the **community-territory** (1) on different spatial scales by taking advantage of its **atmosphere**. In a multi-scale approach, developing the plan is a task for practitioners organised into **Local Action Teams** (LATs) (2) which are rarely referred to. This team mobilises **Key Actors** (KAs) (3) whose role is to mobilise the providers of endogenous and exogenous resources to the community-territory in order to build **socio-political coalitions** (Local Support Groups - LSGs) (4) whose mutual commitment is the subject of **contracts** and **agreements** (5). This whole process and its results, the production of sustainable values re-inserting these community-territories within the value chains, are the subject of **evaluations** (7).¹⁷



This model, which expresses the transition from "doing" the city (government-procedure) to "doing with" communities-areas (governance-process), does not come naturally. The "do with" does not replace the "do". They enter into combination and often in conflict in a dynamic development. In fact, before being a response to the new challenges of community-territories, integrated approaches are a **challenge thrown to the paralysing multiplicity** of government, bureaucracies, and installed corporatism. The installation of a sustainable team in a territory assumes to work together the various actors who previously participated in the "hardware" (do) and the new actors and practitioners of "software" providers of all personal services (education, health, safety, etc..), services to be increasingly "co-produced" with people. The "doing with" necessarily requires a **transversal approach**, interactive and multi-sector, that can generate a greater integration of actors' practices, although based on **highly conflictual cooperation**. From the outset it is far from

¹⁷ Diagram from URBACT URBAMECO (2009).

quiet technocratic innovation, but conflictual political innovation. This approach is the most difficult to implement.

These strategies question the political and administrative organisations, occupations, traditional crafts and intermediary organisations. They offer new ways of doing things that underline the **essential role of interfaces and mediations** in the conduct and implementation of projects (various cooperations). These strategies also help to upgrade certain areas of expertise and, more particularly, **those "conceded" to women** such as social, education, culture, health, the environment (the 'software' front office) that occupy now a **strategic role** in the development of this essential commodity, poorly defined, so-called "social capital". These strategies make it necessary to renew the theme of **citizen participation**. The integration of citizens in the manufacturing process of the city is now a necessity. The city is more than ever a **"co-produced" territory** and an **area of joint provision of services** which involves cooperation processes between the players, which means more professionals to address the issues, hybrids and "Métis professionals" (see for example the training of professionals from immigrant backgrounds and women). These strategies are a headache for the evaluation, which cannot be limited to controlled experimental procedures or counterfactual evaluations. Given the appropriate integration of different actors, it is a challenge for the accountability of resources and results.

3. The role of the European Union and the Member States in the construction of the urban field

3.1 The emergence of the urban issue in Europe

Urban policy, like housing and social policy, has no real legal basis in the founding treaties of the European Union. Originally, there was no question of the EU funding urban programmes in the strict sense of the term. It merely supported exchange of experiences between cities. One of the first initiatives in this area was probably the network Neighbourhoods in Crisis 1988-1989.¹⁸ From 1990 onwards, Urban Pilot Projects (UPPs) began to emerge in neighbourhoods facing social problems, accompanied by exchanges of experiences between local authorities (RECITE). The eligibility of urban areas for structural funds dates from the early 1990s. The Europeanization of this issue owes much to European parliamentarians, networks of elected politicians and technical staff from cities. Following an initial attempt by Commissioner Bruce Milan at the Edinburgh summit in 1992 to include urban areas among the priority objectives of the European Union, the European symposium on cities in 1993 chaired by Jacques Delors got the Community Initiative Programme URBAN 1 (1994-1999) on the road, and then URBAN 2 (2000-2006), designed to develop and implement innovative strategies for urban regeneration. From that time onwards, urban issues were never really off the political agenda. In 1995, for the first time a Member State presidency (France) took on this issue of cities which ushered in a long tradition of intergovernmental meetings.¹⁹

¹⁸ JACQUIER Claude (1991), **Voyage dans dix quartiers européens en crise**, L'Harmattan.

¹⁹ MINISTERE DES AFFAIRES SOCIALES, DE LA SANTE ET DE LA VILLE (1995), **Territoires urbains et cohésion sociale. Quelle action publique ?** Délégation Interministérielle à la ville, Actes du Séminaire, Rédacteur: Claude Jacquier, 111 p.

In 1997, the European Commission published a communication entitled "Towards an urban agenda in the European Union"²⁰ that would herald in the 1998 Vienna Forum under the Austrian presidency and the publication in 1999 of a paper entitled "**Framework for action for sustainable Urban Development in the European Union**"²¹ which laid the foundations for integrated strategies in this area. In 1999, in Potsdam, the European Spatial Development Perspective (ESDP) was agreed and to enable a better understanding of urban realities the Commission launched the Urban Audit in 1998.

In the first few years after 2000, the debate was re-launched "horizontally" by the networking of cities' experiences within the framework of **URBACT** with the exchange of know-how and experiences between key actors in urban policies in Europe. Two programmes were then implemented one after the other: URBACT 1 (2002-2006), then URBACT 2 (2007-2013), which had a total budget of nearly EUR 69 million (77% of which was co-funded by the ERDF) to support 46 thematic networks and 14 working groups. URBACT 2 was intended to improve the effectiveness of urban development policies and expand the concept of an integrated strategy for sustainable development. The result was a kind of pooling of knowledge and know-how through a structure funded by the European Union and the Member States and put into practice by the cities and regions.

With the renewed Lisbon strategy for growth and jobs, **the 2007-2013 programming period** is marked by the transition to a strategic approach which confirmed recognition of the **role of cities as motors** for developing regions identified as areas of competitiveness, social and environmental cohesion and, above all, innovation in all areas.²² These guidance documents recognise that there are still disadvantaged areas within cities where the bulk of the EU's poor live and which require integrated approaches to sustainable development.²³ This revival of urban policy led to the adoption in 2007 of the Territorial Agenda of the European Union²⁴ which was accompanied by the signing of a Charter on sustainable European cities, called "Leipzig Charter"²⁵, which emphasised the need to create the governance structures that were essential to the implementation of integrated approaches to sustainable development and to equip them with appropriate technical, legal and financial resources (structural funds and special financial instruments: Jaspers, Jeremie, Jessica, Jasmine) together with better qualified administrations. Other documents were published, such as the "Green Paper on Territorial Cohesion – Turning territorial diversity into

²⁰ EUROPEAN COMMISSION (1997), **Towards an Urban Agenda in the European Union**, Communication from the Commission, Brussels, 6 May 1997, COM(97) 197 final.

²¹ EUROPEAN COMMISSION (1998), **Sustainable Urban Development in the European Union: A Framework for Action**. Communication from the Commission, Brussels, 28 October 1998, COM(1998) 605 final.

²² EUROPEAN COMMISSION (2008), **Cohesion policy 2007-13 – National Strategic Reference Frameworks**, Brussels, January 2008.

²³ EUROPEAN COMMISSION (2008), **Fostering the urban dimension – Analysis of the 2007-2013 Operational Programmes co-financed by the European Regional Development Fund**, Working Document of the Directorate-General for Regional Policy, Brussels, 25 November 2008, p. 3.

²⁴ **Territorial Agenda of the European Union – Towards a More Competitive and Sustainable Europe of Diverse Regions** (agreed on the occasion of the Informal Ministerial Meeting on Urban Development and Territorial Cohesion in Leipzig on 24/25 May 2007).

²⁵ **Leipzig Charter on Sustainable European Cities** (agreed on the occasion of the Informal Ministerial Meeting on Urban Development and Territorial Cohesion in Leipzig on 24/25 May 2007), 9 p.

strength"²⁶ which, among other things, questioned the multi-level linkage between initiatives and policies for individual sectors and their coordination in the absence of integration. Successive EU presidencies, particularly the French presidency in the second half of 2008 with the preparation of a reference framework for the "sustainable city" (RFSC) and the Spanish presidency in the first half of 2010 with its focus on **multi-level governance** (Toledo Declaration 2010)²⁷, marked a move towards greater operational capability for EU urban policy at a time of serious economic and financial crisis. These informal meetings between government bodies signalled a desire to build a **culture of cooperation** on urban issues between the Member States, the European Commission, the European Parliament and sub-national levels of government. The emphasis is therefore placed on what appears to be a key concept, "cooperation", as an approach necessary for the implementation of integrated strategies for sustainable development.

For the period 2007-2013, through the use of other procedures (mainstreaming into operational programmes-OPs),²⁸ the Urban initiative reflects a desire to pull together the various sector policies in all European cities under the strategy for sustainable development. A good part of the operational programmes includes a strong element of sustainable urban development, using experience acquired previously.²⁹ Other measures are aimed at metropolitan governance and the links between urban and rural areas. Finally, about a third of the operational programmes under the territorial cooperation objective focus on urban governance in relation to cross-border conurbations, transnational urban systems and the improvement of territorial governance.³⁰

3.2 What can we learn? How can we innovate?

For years the question of innovation has blossomed in the official texts of the European Union alongside that of growth. More than ever, it is at the heart of the Europe 2020 strategy. A whole host of programmes and projects to do with integrated strategies for sustainable development have emerged, most often at the initiative of cities and local actors. These are real innovations.³¹ However, it is difficult to say why such innovations have emerged in community-territories and how they have taken root there. Innovation in this field cannot be decreed or laid down by procedural standards, or result from additional funds, or obey simple market logic. For these ingredients to operate there must be knowledge and know-how in local actors who are capable of building **innovative environments** from the interbreeding and hybridisation of knowledge and know-how. We also call them the gardeners and, more provocatively, the conspirators of reforms.

²⁶ EUROPEAN COMMISSION (2008), **Green Paper on Territorial Cohesion – Turning territorial diversity into strength**, Communication from the Commission, Brussels, 6 October 2008, COM(2008) 616 final.

²⁷ **Toledo Declaration** (agreed on the occasion of the Informal Ministerial Meeting on Urban Development Toledo on 22 June 2010), 19 p.

²⁸ EUROPEAN COMMISSION (2008), **Fostering the urban dimension**...op.cit.

²⁹ EUROPEAN COMMISSION (2008), **Fostering the urban dimension**...op.cit.

³⁰ EUROPEAN COMMISSION (2008), **Fostering the urban dimension**...op.cit.

³¹ In the absence of a universally accepted definition, various practices can be adopted here: **innovations by imitation**, "benchmarking", to enhance the resources of a given territory, **incremental innovations**, recombining the components of the real world, sometimes **disruptive innovations**, by hybridising remote and/or new components using processes that are fairly unlikely (beyond the probabilities) and, more rarely, **radical innovations** based on paradigm reversals, innovations that **break away from the paths of dependence** as should be the case with sustainable development.

The inability of "top-down" policies to foster innovation

For a long time the implementation of European policies was founded on a "top-down" approach based on those that most Member States had implemented on their national territory for decades, especially in the great period of "making" the city after the Second World War. Gradually, these states decentralised their administrations so as to bring the bodies responsible for enforcement closer to events on the ground and transferred some of their powers and terms of reference to local governments. Sub-national authorities were strengthened and given administrations that were more and more complete in their fields of competence and increasingly efficient in their ability to **sign contracts** with multiple partners including the State (vertical cooperation, multi-level governance). With their closeness to the action, they were able to innovate in the field of local, social, territorial or sustainable development. With its low budget resources, the EU has only a limited capacity to drive things forward and the methods available for laying down regulations and standards are, to say the least, hardly adapted to generating innovative approaches. The new URBAN approach in the context of the Operational Programmes or the URBACT approach through the dissemination of good practice based on the engineering of the regions and cities is without doubt a more promising path. While in the fifth Cohesion Report the EU recognises the role of the regions and cities in implementing these strategies, it hardly recognises their capacity for initiative and innovation and even less, failing clarification with the Member States, their role as political actors with whom it should consult to imagine other ways of bringing about on this scale, the only one that counts, those innovative environments on which so many hopes are pinned in the texts of the Commission.

Supporting the emergence of innovative environments created by the cities and urban regions

By mobilising local experiences of integrated approaches to the sustainable development of territories, those of the URBAN and URBACT Acquis as well as those in other areas (e.g. LEADER), it is also possible to draw other lessons. Innovations are the result of powerful and intelligent **interactive processes** between agents and people present in unusual places, governed by democratic political institutions. Many innovative processes are linked to institutional changes and reforms co-produced on the scale of a city or urban region, often relating to the role of cities before the advent of nation-states (reinvention of democracy). Recently, because of the shortcomings of States, their political role has increased due to their ability, with the regions, to organise new practices (delimitation of multi-scale territories) where, it is hoped, practitioners will emerge who are better trained to handle new challenges (e.g. climate change). The neologism urban region could reflect this paradox that is a potential carrier of innovations because a strict administrative delimitation of territories is a serious handicap when seeking to govern integrated strategies for sustainable development. It is preferable to use institutional models that combine functional traditional administrative entities (apparatus) and strategic entities (networks) (plan p.14).

Sustainable development has to do with complexity and how to combine the various interests involved so as to produce powerful local coalitions that can support this multi-level model which brings together public and private institutions with the aim of delivering new compromises. The key concept used to characterise this challenge is not new, it is **cooperation** based on the interest that is understood everywhere of cooperating. Three

forms of cooperation can be mobilised: horizontal (between local authorities and between actors), vertical (multi-level approach) and transverse (multi-sector approach at the heart of the integrated approach, which is the most difficult to implement because of the routines and bureaucracies). Such forms of cooperation are conflicting. In the end, the authoritarian reasoning of generally downward intervention (power from a centre over a large area and a well-defined territory) gives way to a contractual form of cooperation (horizontal, vertical and above all transverse) between public and private actors covering less homogeneous spaces where limits and borders have become more blurred. To implement these cooperative processes, Local Action Teams (LATs) are necessary bringing together elected politicians, practitioners and community organisers capable of rallying the actors in various institutions and Local Support Groups (LSGs) around Local Action Plans (LAPs). This is akin to a reformist conspiracy.

The role of these teams is too often played down in the URBAN-URBACT Acquis but it is crucial to the success of the sustainable development strategies. These teams are the producers of the **sustainable added value** needed to reposition the community-territories in the long value chains that operate on a city-wide and regional scale but also on other, larger spatial scales. That is why the Europe 2020 strategy must amplify this operational dimension. This is probably one of the most important conditions not only for increasing the capacity of urban areas to absorb European funds but also for ensuring that they are used effectively to achieve the intended goal. To ensure this, we must boost the capacities of these teams by developing solid training programmes for their members. This means, in particular, transferring knowledge and know-how between universities, research centres, local support groups and local action teams. In every European city and urban region there is a potential that can be mobilised (see the experience of URBACT in the 300 to 400 cities involved) and for a relatively small amount of extra Euros. Partnerships between the various DGs (Research, Regio, Employment and Social Policy, Environment, Agriculture, Fisheries, etc.), the relevant ministries in the various Member States, the regions and the cities must be strengthened and focused on this issue with an eye to increasing the conceptual resources and operational tools available to project managers and local communities. It is a challenging goal.

4. The outlook for 2020 and some recommendations

4.1 The Europe 2020 perspective and economic, social and territorial cohesion. What about the cities and urban regions?

As economic, social and environmental constraints increase, there is a growing need to drop the attitude of "wait and see" and get down to building the real continent-wide governance that Europe needs. The integration of the European Union is usually said to progress through the crises that it has to face and overcome. Some are asking themselves today whether the European Union and Europeans will benefit from the crisis. The Commission communication "Europe 2020: a strategy for smart, sustainable and inclusive growth" published on 3 March 2010 seeks to outline some prospects to "mark the beginning

of a new era" as the president of the Commission puts it.³² So, in this "successful exit from the crisis", what places and roles are there for cities and rural regions?

While in this communication structured around three priorities³³ the three dimensions of the Brundtland report on sustainable development (economic, social and environmental) are prominent, **their relative autonomy**, which is essential, is very small and social and environmental issues take a back seat to the economy and growth, which occupy a pivotal role in the strategy. Without going into the details of all the results hoped for, the communication is presented rather as a bunch of sectoral, non-territorial measures. Whether it be the action to be taken, the resources to be mobilised or the actors capable of implementing its strategies, there is little mention of the sub-national levels, cities and regions, which, however, account for two-thirds of the long-term European public investments required to get out of this crisis. This is somewhat surprising for such a strategic communication whose aim is to mobilise a sagging Europe, especially as most of the reports and opinions that are published at European level are increasingly highlighting this dimension and emphasising that the way out of the crisis is also and perhaps above all, by this route. The Europe 2020 strategy gives the impression of a Europe seen from above, a Europe that has lost its feeder roots, whereas today it is in fact by a good **"top-down/bottom up" linkage** that it is really possible to innovate and resume growth, the leitmotifs of the communication.

The Fifth report on economic, social and territorial cohesion,³⁴ on the other hand, shows a different face of Europe and urban issues. Since its first publication in 1996, 15 years ago, this report has grown in content and quality. Even if it does not meet all the expectations of the citizens and local actors who innovate in all areas, it is now a reference document with which it is possible, as its title suggests, to invest in the future of Europe. It outlines the conditions for this "top-down/bottom-up" linkage which is necessary to identify priorities listing the strengths and weaknesses of territories and to follow with them the implementation of their integrated strategies for sustainable development. In addition to the operational measures (technical, legal, financial, etc.) that it offers - which are often very innovative and which are developed at greater length in the draft Structural Funds regulations - the focus must be first of all on the introduction of the **territorial and environmental dimension** (Lisbon Treaty). In particular, the report gives an essential place and role to the **cities and regions**, extended to non-urbanised rural and environmental territories. By using other indicators of wealth and prosperity than just the per capita GDP used by previous reports, it fills a gap that was beginning to be harmful to the accuracy of the diagnoses of real conditions in Europe. Also worth stressing is the fact that the willingness to implement **integrated strategies for sustainable development** in the territories by seeking an interaction of all the Structural Funds is a decisive step forward, provided that the Fund's interventions are clearly identified and associated with other EU sectoral policies which have a territorial impact so that they are better coordinated

³² EUROPEAN COMMISSION (2010), **Europe 2020 – A strategy for smart, sustainable and inclusive growth**, Communication from the Commission, Brussels, 3 March 2010, COM(2010) 2020, 39 p.

³³ The communication is built around three priorities: smart growth (developing an economy based on knowledge and innovation), sustainable growth (promoting a more resource-efficient, greener and more competitive economy) and inclusive growth (fostering a high-employment economy delivering social and territorial cohesion).

³⁴ EUROPEAN COMMISSION (2010), **Investing in Europe's future**, Fifth report on economic, social and territorial cohesion, Report of the Commission, November 2010.

(integrated) at the various territorial levels. The Commission also wants more attention to be paid to local development initiatives and this could take the form of calls for regional and multi-regional, or even cross-border, projects encouraging new public-private partnerships that could lead to political and institutional reconfigurations.³⁵

Emphasising the role of the cities and regions considered, not only in their administrative dimension, but also in relation to all their public and private actors including grassroots communities - in that they are the real driving forces and bearers of technological, economic, social and environmental inventions and innovations - is a decisive step forward when it comes to promoting not only the appropriation of European guidelines but also innovating effectively. Indeed, in Europe who are the **real actors of innovation**? In this regard, as this is a case of a document issued by a central authority such as the Commission, one can criticise a vision being proposed that is still **too much of a top-down approach to development strategies** like others of its kind. Another criticism just as important, if not more so, despite the corrections made to previous reports on cohesion, concerns the lack of emphasis on the **political dimension** of local actors. While cities and regions are no longer viewed as mere receptacle areas for growth and innovation (which tended to be the dominant view in previous reports), they have not yet become political actors of those innovations and development strategies in the full sense of the term. The report barely recognises their capacity to participate fully in the preparation of multi-level governance and the political regulation of these integrated strategies for the sustainable development of territories that it recommends while the Member States continue to transfer their powers and burdens to them wholesale in this period of crisis and debt, counting, no doubt implicitly, on their political potential.

4.2 Some proposals by way of conclusion

In this time when the world's axis of the world is tilting towards the emerging economies and in the face of a whole host of challenges, it is somewhat presumptuous to make any predictions or any recommendations that appear to be entrusting the cities, urban regions and grassroots communities with the destiny of Europe. All this can be attributed to the initial question and the focus on the urban dimension of Europe, but apart from this acknowledgement to this Europe of the cities before the Westphalian nation-states, cities of prosperity and the revival of democracy, it should no doubt be emphasised once again that cities and urban regions remain the foundation of the construction of Europe and the driving force behind its economic, social, environmental and cultural advancement. Whether these cities and regions are prosperous in the near future or are in decline, they are the territories that are both supporters and actors of major innovations in all areas, including of their own self-improvement, for example when faced with two crucial issues: demographic decline and integration of migrants, or still the issue of water stress that, more than energy-related problems, will mark the end of a certain urban way of life. One can even wonder if shrinking cities would not have to "do with" out of necessity to invent a new sustainable urban community based on solidarity that will perhaps have little to do with the modern eco-technological areas that are now on the front page of publications.

³⁵ COMMITTEE OF THE REGIONS (2011), **Opinion on the fifth Cohesion Report**, COTER-V-011 16 p., p. 4.

- Strengthening the place and the role of rural regions and cities in the preparation and political steering of **integrated strategies for the sustainable development of territories**. This option is a necessity if the European Union wants to one day achieve the objectives of the Europe 2020 strategy. It is a sign to the various cities and countries in the world that an **innovative way** is possible in this area around a well understood interest in cooperation between the rural and urban worlds.
- Building **stronger political and institutional frameworks** at territorial level to ensure the conduct and regulation of these overall, holistic or integrated strategies. The role and responsibility of local political executives (mayor, president) at the highest level must be reaffirmed in the conduct of these policies (coordination and integration of sectoral policies, restructuring and decentralisation of services, etc.). In this matter, the issue of **institutional innovation and reforms** is more important than ever because new models are emerging there of competitiveness for European economies and of social and environmental cohesion that are viable on a global scale. There is a need to build **innovative environments**.
- Building more systematically on **cooperation networks** of European cities based on integrated strategies for sustainable development (e.g. those of the URBACT programme where nearly 400 cities will have been involved at the end of the programme in 2013) in order to build an **efficient know-how, validated by the cities and truly transferable and usable by them**. With these networks, the European Union has **unique and envied laboratories for innovations** in the field, but which are perhaps insufficiently valued.
- Helping to build and strengthen **local action teams** in the cities and rural regions bringing together elected representatives, practitioners and community organisers capable of **innovating** and developing sustainable development projects by mobilising partners.
- Developing common methodologies with these cities and rural regions on a European scale in order to conceive and implement **local plans for sustainable development**. Building common methodological frameworks.
- Encouraging the construction of **local public-private partnerships, including grassroots communities and the voluntary sector**, to support these development plans, so as to allow the construction of **socio-political coalitions** to bring together the active interests within the three pillars of sustainable development (environmental, social and economic) as the forerunner of new **territorial compromises**.
- Finally, launching **research, innovation and training programmes** on cities, rural regions and integrated strategies for sustainable development (analytical, operational and prospective approaches) based in each city and rural region on the **tritych city-regions/university research/economic and community worlds** mobilised with a low additional amount of Euros and supported by the networks of cities, the Urban Audit and the data used by Eurostat. Networks of research and training centres must be mobilised to assist in the capitalisation of knowledge and know-how, its reproduction and transmission so as to allow the **renewal of professional circles** which urban Europe so badly needs.

5. Bibliography

- ALLINGHAM Peter, RAGHAUGE Kirsten Marie (2008), '**Introduction: Post City Represented**' in 'Knowledge, technology and policy', Volume 21, number 6, Springer 2008.
- COMMITTEE OF THE REGIONS (2011), **Opinion on the fifth Cohesion Report**, COTER-V-011 16 p., p. 4.
- EUROPEAN COMMISSION (1997), **Towards an Urban Agenda in the European Union**, Communication from the Commission, Brussels, 6 May 1997, COM(97) 197 final.
- EUROPEAN COMMISSION (1998), **Sustainable Urban Development in the European Union: A Framework for Action**, Communication from the Commission, Brussels, 28 October 1998, COM(1998) 605 final.
- EUROPEAN COMMISSION (2008), **Green Paper on Territorial Cohesion – Turning territorial diversity into strength**, Communication from the Commission, Brussels, 6 October 2008, COM(2008) 616 final.
- EUROPEAN COMMISSION (2008), **Cohesion policy 2007-13 – National Strategic Reference Frameworks**, Brussels, January 2008.
- EUROPEAN COMMISSION (2008), **Fostering the urban dimension – Analysis of the 2007-2013 Operational Programmes co-financed by the European Regional Development Fund**, Working Document of the Directorate-General for Regional Policy, Brussels, 25 November 2008.
- EUROPEAN COMMISSION (2010), **Europe 2020 – A strategy for smart, sustainable and inclusive growth**, Communication from the Commission, Brussels, 3 March 2010, COM(2010) 2020, 39 p.
- EUROPEAN COMMISSION (2010), **Investing in Europe's future**, Fifth report on economic, social and territorial cohesion, Report of the Commission, November 2010, p. 104.
- EUROPEAN COMMISSION (2011), **Cohesion policy 2014-2020 – Investing in growth and jobs**, Directorate General for Regional Policy, 20 p.
- EUROSTAT (2010), **A revised urban-rural typology**, Eurostat regional yearbook 2010, European Commission, Luxembourg, Publications Office of the EU, 2010, pp. 240-253.
- GREFFE Xavier (1984), **Territoires en France**, Paris, Économica.
- JACQUIER Claude (2008), **Villes et territoires du recyclage urbain**, Proposition pour la réunion informelle des ministres en charge du développement urbain, Marseille, 25 novembre.
- JACQUIER Claude (1991), **Voyage dans dix quartiers européens en crise**, L'Harmattan.

Leipzig Charter on Sustainable European Cities (agreed on the occasion of the Informal Ministerial Meeting on Urban Development and Territorial Cohesion in Leipzig on 24/25 May 2007), 9 p.

MARSHALL Alfred (1906), **Principes d'économie politique**, V. Giard et Brière, Paris.

MEDARD Jean-François (1969), **Communauté locale et organisation communautaire aux États-Unis**, Cahier de la Fondation nationale des sciences politiques, Armand Colin.

MINISTERE DES AFFAIRES SOCIALES, DE LA SANTE ET DE LA VILLE (1995), **Territoires urbains et cohésion sociale. Quelle action publique ?** Délégation Interministérielle à la ville, Actes du Séminaire, Rédacteur : Claude Jacquier, 111 p.

OECD (2006), **Competitive Cities in the Global Economy**, OECD Territorial Review, Paris, 445 p.

UNITED NATIONS DEVELOPMENT PROGRAMME (2010), **The Real Wealth of Nations: Pathways to Human Development**, Human Development Report 2010, 260 p.

UNO (2011), **Happiness: towards a holistic approach to development**, Doc. off. AG NU, Doc. NU A/RES/65/309.

STIGLITZ Joseph, SEN Amartya, FITOUSSI Jean-Paul (2009), **Report by the Commission on the Measurement of Economic Performance and Social Progress** requested by the President of the French Republic.

Territorial Agenda of the European Union – Towards a More Competitive and Sustainable Europe of Diverse Regions (agreed on the occasion of the Informal Ministerial Meeting on Urban Development and Territorial Cohesion in Leipzig on 24/25 May 2007).

Toledo Declaration (agreed on the occasion of the Informal Ministerial Meeting on Urban Development Toledo on 22 June 2010), 19 p.

WORLD BANK (2009), **Reshaping Economic Geography**, Annual World Development Report (WDR).