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NON-SPATIAL FACTORS OF DEVELOPMENT OF FUNCTIONAL URBAN AREAS – CASE STUDY OF SELECTED FUAS OF SILESIAN VOIVODESHIP

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Abstract: The paper presents a synthesis of approaches to development and functioning of Functional Urban Areas. The authors present typology of such areas and determine how they facilitate the flow of various types of potentials, paying particular attention to creativity and innovations. The emphasis is put particularly on non-spatial factors of development of such areas. The process of forming the functional area basing on common strategy of development founded on various types of potentials is presented on two examples.

Keywords: Functional Urban Area, creative economy, new economy, local partnership

JEL codes: R11, R58

1. Introduction and methodology of the paper

Relations between neighbouring territorial units become more and more competitive. Between units having comparable scales of potentials the competitive tensions are evident and they may be rooted in similar objectives and aspirations, as well as in an analogical level of development. Among units of various position a hierarchical setting emerges in which the feature of complementarity is strongly reduced and replaced with subordination of smaller units to the larger ones. As a result, according to the Theory of Cumulative Causation by G. Myrdal, it comes to gradual overtaking and concentration of potentials by the strongest units, particularly the ones which have significant impact on innovative and creative development (Fujita 2007). The smaller and poorer units become gradually weaker. It leads to gaps in spatial, social and economic cohesion. European Union has been addressing the issue of cohesion in many documents, particularly related to regional policy, since 1970s. Cohesion reports published by EUROSTAT indicate, that the efficiency of the policy is below expectations. A report by Barca in 2009 indicates clearly that new approach needs to be developed, which replaces sectorial (thematic) thinking with the interdisciplinary territorial one (Barca 2009).

The approach based of Functional Urban Areas in Polish public policy was first introduced in the National Strategy of Regional Development 2010–2020 and extended in the Concept of Spatial Development of the Country till 2030. As indicated by the authors, planning in the functional areas is concentrated mainly on spatial factor (Kociuba 2015; Markowski 2013; Heffner & Gibas 2013; Barska & Jędrzejczak-Gas 2016). The aforementioned authors, following Barca, also underline the need to rethink the means and methods of FUAs planning, due to the inefficiency of sectorial approach in earlier years. In the approach proposed by the authors of this paper, spatial factor, however important, is a part of the story concerning development of FUAs, as it emphasizes the meaning of soft factors.

The research question is: what is the approach of the municipalities in Silesia region towards development of Functional Urban Areas and how this process is influenced by soft factors (innovations, ideas), besides it spatial and socio-economic dimension?

In order to address the research question, the authors carried out a literature review on approaches towards development of FUAs, identified the administrative background for that in Poland, identified the patterns of flows of potentials and described two different cases of FUAs in Silesia region, the development of which was based on different types of potentials. The methods used in this paper comprise literature review and semi-formal case study research based on participative observations.

2. Study on competition among municipalities within FUAs

Development of FUAs is highly dependent on the competition among the municipalities that are to be covered with. Due to inequalities in size, population, wealth

and other factors, the competitive tension among them is evident. Depending on these factors, the roles and powers of given municipalities in the FUA may differ. The phenomenon of strengthening the competition, as well as creation of hierarchical structures of subordination can be caused by 'anxiety', particularly in countries like Poland, that is still under system transformation. In Silesia region, being the main subject of research in this paper, in course of the research, the authors identified 4 types of competitive situations describing relations, being a derivative of the reconstruction of relations between neighbouring municipalities:

1. **Competition between units having comparable potential;** the example of such relation may be the cities of Upper-Silesian Agglomeration; these municipalities made some effort to integrate their development and create a metropolis, but still the effects of these activities are far from satisfactory. Moreover, tendency weak tendency to develop common policies may be observed, both in internal and external approach. It results, for instance, in competing for investors and – as a consequence – in lowering the bargaining power of the municipalities versus business organisations. Such competition has virtually no justification in the area being a common labour market and integrated economic structure. In case of the cities of Upper-Silesian Agglomeration the main cause for insufficient level of cooperation may be found in political motivations which drive local government decision makers. Insufficient pace of processes of metropolisation influences the limited abilities of shaping and strengthening of so called creative centres, that is places of concentration of creative class and people creating positive impulses for development of their environment.
2. **Domination of larger cities over the smaller resulting in cumulating the potentials and functions from the nearest proximity and even from the whole sub-region.** In this very case we are mentioning the city of Częstochowa, which became the centre for smaller cities and rural municipalities for the whole northern sub-region of Silesian voivodship. The disproportion between Częstochowa having more than 220,000 inhabitants and the second largest city in this sub-region – Myszków counting 30,000 inhabitants, describes sharply the hierarchy of dependency, namely subordination. The main reason for this is low number and weakness of potentials of smaller cities, particularly in the area of creation of new economy resulting in the shift of entrepreneurial and creative capital towards dominating unit.
3. **Fuzziness of functions of a leader of the functional area and undefined direction of economic change.** The so called western sub-region may be the example of such an area in the Silesian region. This area encounters rapid economic change and important spatial processes. The main centres of this sub-region create and pursue successfully their own policies, but their mutual relations are weakening. This refers mainly to the city of Rybnik which used to play traditionally a leading role in this particular area. The possibilities and potentials of creation a new economy in this area are dubious without recovering stronger relations among the municipalities of the sub-region, including the use of common advantage – the A1 motorway. Its current role was flattened only to be a gateway to the south of Europe, but it can be used to strengthen the relations of

the sub-region with the neighbouring Upper-Silesian Agglomeration – the main development pole of the whole region. The characteristics of this area create the potential to consider it as a setting of partner cities, where complementary functions and potentials may be developed.

4. **Historically weak relations developed by the peripheral municipalities.** An example of such area is so called Biały Śląsk (White Silesia). This area comprises 17 municipalities, located to the north-west from the Upper-Silesian Agglomeration. The type and strength of relations among the municipalities may be described as district-based relations, referring mainly to day-by-day functioning of the inhabitants rather than the systematic cooperation oriented on strategic economic and social change. In case of this region, creation of a new profile of development, slowdown of outflow of capital to larger cities and creation of common and joint offer enabling cooperation with larger centres in the region is of the utmost importance.

3. Functional Urban Areas – comprehension, main challenges and directions of development

Current system of local planning in Poland is determined by the administrative division which does not reflect actual processes taking place in spatial dimension. Within local strategic documents effort is made to solve critical problems and determine the future of the territorial units in a way that only partially takes into account the neighbouring municipalities. Furthermore, local policy has a tendency to be approached in a sectoral way, where emergence of synergetic effect is rare and difficult to find.

Silesian region is the area in the phase of key structural transformation of municipalities and the region as a whole. Development of existing urban areas, complexes of cities, as well as development of suburbia is characteristic for this situation. Regardless of the sources of these processes, it is necessary to develop a more context-based approach to development conditions of the cities, resulting from the way of development of functional relations within the region, particularly in transportation. Simultaneously to the autonomous change, the processes of spatial management, management of infrastructure, economy or public services must also evolve and reshape. The necessity of these changes is related to the new quality of processes, changes of expectations and attitudes of local actors or pressure imposed externally from the global environment. The most visible symptom of redefining the relations among the municipalities in the region is the mobility of the citizens related to consumption of public services and labour market. These relations are the basic premise of the description and indication of functional areas in the Strategy of Development of Silesian Region – *Slaskie 2020+* developed by the Marshal Office of Silesia Region in 2013 (*Slaskie 2020+ 2013*).

Effectiveness of the decision processes carried out in the functional areas is determined by the application of appropriate research tool, objectivising indication of

such areas, and consequently searching for new directions of development oriented on transformation of the inclusive economic structure able to compete globally. One of the key aspects of planning and creation of development is defining “smart areas”, where the leading drivers of change are both creative potential, as well as simultaneously introduced new tools of management of such an area using sophisticated IT tools facilitating social and environmental cost optimisation. Spatial factor cannot be overestimated, but is considered as a natural background for the processes of change in other dimensions. Due to the processes of spatial development, including the suburbanisation and structural transformation, partnership-based management within functional urban areas emerges to be one of the critical approaches to development management, particularly in the qualitative manner. Functional areas are then the response and attempt to break some kind of artificiality which is local development management separated partially from the context of direct neighbourhood. Particularly this refers to facing the problems of a “cross-border” nature autonomously.

It is worth to call here the definitions of the functional areas and their interpretations on various levels of policy in Poland, as they differ from the ones given in foreign publications. Both in publications from OECD (2013) and ESPON (Study on..., www.espon.eu; Peeters 2011), as well as in methodologies adapted in France, Sweden, Finland, Norway or Denmark, urban functional area is defined generally as the core area and the area of commuting (i.e. “urban cores and hinterlands whose labour market is highly integrated with the cores”, “an area attracted by an urban pole”, “area attracted to labour market centre”, “labour market area” or “commuting area”), in ESPON approach FUAs are composed of urban core and neighbouring economically integrated zone (i.e. local labour market) (Peeters 2011; OECD 2013). Based on commuting, 1596 FUAs of more than 20000 inhabitants were identified. The fundamental, national-level document defining functional urban areas is the Concept of Spatial Development of the Country till 2030 (Koncepcja Przestrzennego Zagospodarowania Kraju do roku 2030), called later “KPZK 2030”, which describes them as “spatially continuous settlement consisting of independent administrative units. It comprises cohesive area of the city and functionally related surrounding urbanised zone” (KPZK 2012).

More detailed definition of functional urban areas provides the document “Criteria for delimitation of functional urban areas in the voivodships”, prepared by the Ministry of Regional Development (called later “MRD Criteria”). According to this document functional urban area is “spatially cohesive zone influenced by the city, characterised by existence of functional relations and advancements of urbanisation processes, differing from the environment and getting somehow similar to the central city” (MRD 2013).

Following the definitions of the functional areas, the criteria for their delimitation were developed. However the complexity of relations taken into account in various definitions, makes at least some of them subjective in character.

Functional urban areas are facing many challenges – both in pragmatic manner related with their delimitation and building of a model of their management, as well as in axiological dimension regarding development of objectives in a partner-based way. In the second context, it is crucial to cross the barrier of thinking focused on

current problem solving and shift towards strategic thinking oriented on creation of new values, shaping solid structures of cooperation, joint actions for emergence in global networks of cooperation, etc.

Analysing the challenges that the functional areas need to face, it is worthy to browse through the National Urban Policy (KPM 2015). The postulates referring to creation of values founded on innovativeness and creativity were gathered in the table provided below (Table 1).

Table 1. Challenges and postulates for the functional urban areas

Main challenges of the functional urban areas indicated in the National Urban Policy	Postulates that refer to creation of development based on innovativeness and creativity
Use of the potential of main cities and their functional areas to create growth and employment, as well as to accelerate the development	Shifting from the structure with domination of a single city being a development pole to the pole consisting of a few complementary territorial units, as a consequence the potentials of the development pole should multiply and enable implementation of qualitative development and strengthening of the polycentric pole
Use of the potential of the cities in the processes of regional development in the problem areas	Development of a system in which larger cities do not “drain” smaller ones, but supply them with chances of inclusion into creative and innovative processes. It leads to increase in the level of intraregional cohesion, particularly in the use of processes taking place in core cities to stimulate the transformation of the problem areas. It is worth underlining, that ICT may be key to bringing the smaller units from peripheral positions and creating context and solid relations between the core and peripheries.
Counteracting social, spatial and economic degradation of the urbanized areas	<ul style="list-style-type: none"> – True inclusion of smaller units in the relations of the functional area and a shift towards new economy supplying chances for the citizens as a way to reverse negative tendencies and strengthen development processes in smaller cities losing their potential, – Counteracting the degradation of urban areas in larger cities caused by development of new functions emerging on given area.
Improvement of spatial order in the urban areas and suppressing uncontrolled suburbanisation	<ul style="list-style-type: none"> – Increase in saturation of the urban space with services and facilities supporting taking up innovative social and economic activities and – as a consequence – suppressing uncontrolled suburbanisation, – Maintaining environmental and cultural values exposed to degradation as a result of uncontrolled suburbanisation, use of the values for strengthening innovative and creative economy, – Integrated development of the functional area in the spatial aspect, development of infrastructure as a response to “cross-border” problems generated by uncontrolled suburbanisation.
Improvement of quality of management and cooperation in the urban areas, including their functional areas	<ul style="list-style-type: none"> – Suppressing unnecessary competition among the units of the functional area, leading to lowering their bargaining power comparing to the units from the environment (exercising the negative sum game by the functional area units), – Integration of local policies in aspects important for all territorial units of the functional area, particularly in relation to strategic development, – Strengthening the position of the whole functional area in environment, due to development of partnerships in key aspects of development related to creativity and innovations, – Efficiency of public expenditures due to partner-based “cross-border” problem solving.

Main challenges of the functional urban areas indicated in the National Urban Policy	Postulates that refer to creation of development based on innovativeness and creativity
Horizontal challenges emerging in cities	<ul style="list-style-type: none"> – Real implementation of sustainable development rules, including aspects: <ul style="list-style-type: none"> – Optimisation of use of resources, particularly the non-renewable ones, – Protection of elements of the environment and space, – Strengthening the relation capital based on increased awareness and use of multiple cultural values existing in the territorial units of the functional area. This condition is of the utmost importance in the context of giving new values to possessed potentials.
Transportation infrastructure, public transportation in urban areas	<ul style="list-style-type: none"> – Ensuring mobility within the functional area, particularly for young persons, aspiring to run a start-up. – Real spatial integration of the functional area supporting mutual strengthening of relations among cooperating units of new economy, – Shared infrastructure and offer of particular territorial units forming the functional area for its whole territory, removing local barriers for development of creativity and innovations.
Continuous monitoring of socio-spatial phenomena in urban areas	<ul style="list-style-type: none"> – Identification of development opportunities emerging in the functional area, – Increase in possibilities for identification of cooperation areas among territorial units within one functional area, – Increase in efficiency of decisions made in the area, – Monitoring of processes influencing spatial transformation of the functional area.

Source: own elaboration based on Kmiec T., Wrana K., Raczek M., Kmiec B., *Koncepcja kształtowania i rozwoju Miejskich Obszarów Funkcjonalnych na przykładzie woj. śląskiego*. Studia KPZK PAN CLXIV: 233–250.

4. Functional Urban Area – between synergy and competition

Taking into account practical experience, integration of territorial units within urban functional areas is not that obvious. Despite rational reasons justifying stronger and tighter cooperation, real partnerships of the municipalities in the Silesian region cannot be rated too high. The thing that is obviously missing here is the authentic vision of common development, oriented towards new future of these areas. The future saturated with innovative approach and consequence in creation of new economic and social values. Integrated Territorial Investment Strategies (ITI) that were developed in relation to the Regional Operational Programme of the Silesian region cannot be treated as real tools for cooperation, as they are oriented not on development and implementation of common vision and idea, but rather on creation of favourable conditions for consuming available European funds. They are then conglomerates of particular interests of autonomous municipalities, where vision of joint actions is rather weak. It can be stated that lack of political will and low experience in cooperation result in serious difficulties in breaking the barriers

of integration of administrative units, and reaching the advantages of cooperation seems to be rather distant.

In the picture below there was provided a set of problems and barriers related with internal differentiation of units forming a functional area and a setting of potential benefits gained from the cooperation.

Within most of the functional areas, the highest barrier for establishing cooperation is differentiation of given territorial units. The results of the observation indicate that the difference is not in functions, space, problems in general or social issues. It is placed rather in challenges and potentials, but also in problems, in analysed in-depth. This results in creation of strategies differing significantly and being mutually competitive. Another barrier, having direct relation to the one identified above, is relatively low level of cooperation of local governments, particularly those, which are not forced to cooperate. It refers both to their legal situation, as well as to political one. Local governments are more prone to cooperate also in the situation when there are available financing sources for their projects. In the political dimension, concerning relation of the authorities and the citizens it may be stated, that besides a few aspects – they do not perceive it as a vital part of their functioning. The attention of the citizens is concentrated on internal transformations taking place in their cities. Basically, only the issues of public transportation and access to particularly sensitive social services are considered to be areas of potential cooperation with others.

In case of functional areas covering territorial units having lower level of differentiation, lack of leadership may be a problem, i.e. identification of a unit which may be treated as the main axis of development for the whole area. Such phenomenon may be noticed in the Upper-Silesian Agglomeration. This barrier, apart from the ambition-related or prestigious causes, may result from rational justification and different approach to development of local strategies and policies. Neighbouring units are unable to define areas of cooperation in which it could be possible to execute common actions.

All the indicated barriers are based both on objective arguments, resulting from situation of particular cities and the needs of their local communities, as well as from the subjective causes related with lack of will or narrow view on the local development.

Internal differentiation of the Functional Urban Areas may also be considered as a source of advantages and opportunities for development of new activities transforming the society and the economy of both the area as a whole, and also of each individual municipality. Based on the existing differences, it is possible to make an inventory of creative and innovative activities, present both in local policies and in the operations of leaders in given territorial units. Such activities may be found in the policy of local governments, businesses, organisations, educational institutions and NGOs. Mutual enrichment and establishing partner networks for implementation of state-of-the-art solutions is possible in the functional areas. Moreover, they may result in rapid creation of new products being carriers of creativity and innovations.

Differentiation of the functional areas – if treated as a potential, not a barrier – may be used in given units as a foundation for the development of their territorial,

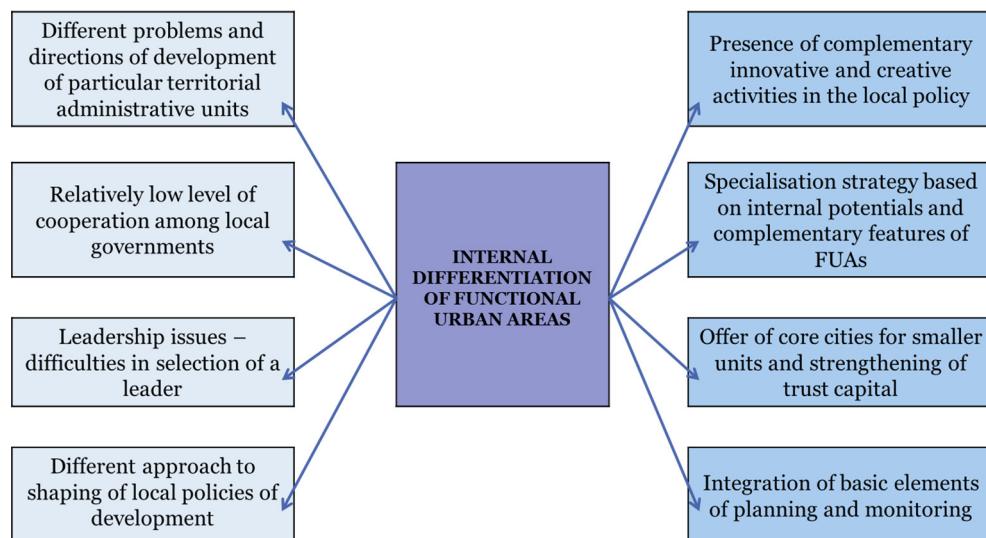


Fig. 1. Internal differentiation of functional urban areas – advantage or barrier?

Source: own elaboration.

specialised and complementary strategies. Their implementation may lead to synergistic development of the municipalities, particularly reaching their innovative and creative development.

Another chance for innovative and creative development may be delivered by integration of local policies indicating complementary priorities and paths of development of given municipalities in the functional area. It refers equally to planning, implementation and monitoring of development policies.

5. Local and supralocal partnerships and flows of potentials in FUAs

Functional Urban Areas which should be characterised by a high level of creativity and innovations, should at first develop partnership-based model of cooperation among territorial units forming such an area. The hierarchy within the functional area must not be perceived as subordination of smaller units to the ones with higher rank. Municipalities having higher potential and more favourable development situation must treat their nearest environment as a source of opportunities and area of partnership, not as an area of influence and exploitation. Flows within the functional area must not be perceived as:

- top-down flow meaning dictate of conditions or imposing of areas of cooperation,
- bottom-up flow meaning uncontrolled flow of potentials and ideas from lower-rank units, to the higher-rank core cities.

Management of the functional area as a space of innovations and creativity requires achieving multidimensional complementarity. Such complementarity is based on:

- cooperation established by various organisations within the functional area, leading to creation and use of basic potentials of creativity and innovations. Such cooperation may be executed spontaneously and incidentally or systematically on a scheduled basis. It can cover intra- or cross-sector cooperation.
- cooperation of local governments concerning:
 - equal relations linking municipalities of comparable potentials,
 - relations using leading role of core cities as centres of development of the whole area.

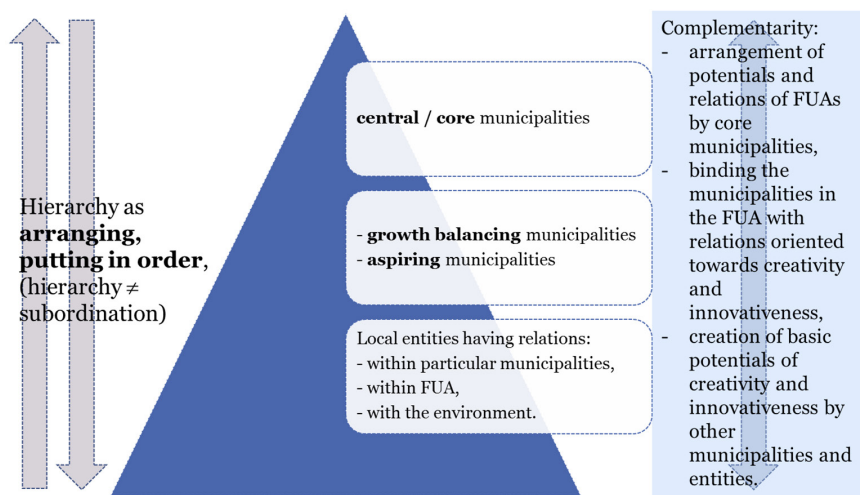


Fig. 2. Complementarity of potentials and processes within the functional area

Source: own elaboration.

Cooperation of municipalities in given functional area should be also considered in the context of relations linking it with broader, global environment. According to the strategic approach, the relation in the functional areas may be seen as:

- “from inside to outside” approach,
- “from outside to inside” approach.

In the first approach the key thing is such management of the functional area and cooperation of the municipalities, that it could become a real partner for global centres of innovation and creativity. The integrating activities presented in Figure 3 should concentrate on:

- concentration of potentials, building capabilities to hold and use the resources supporting innovations and creativity processes. Functional area, due to broadening the partnership, may prevent the outflow of key capitals.
- discovery of new methods of use of internal potentials and activation of potential not used so far.

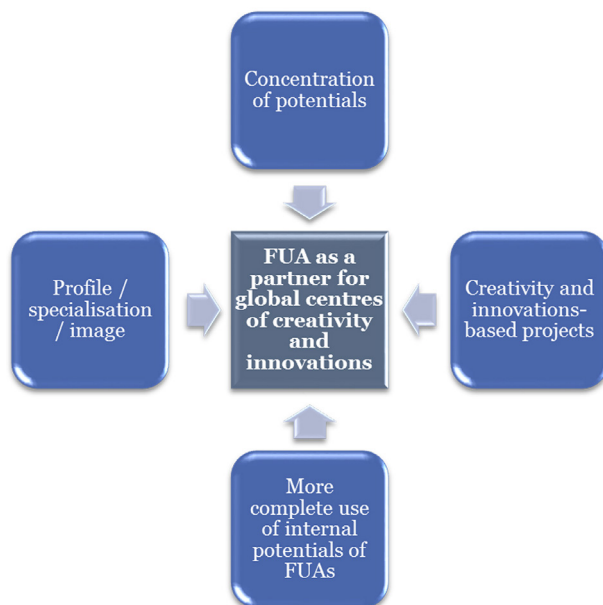


Fig. 3. Outside-in strengthening of the functional area as a way for building its position in the environment

Source: own elaboration.

- creation of a sharp profile attracting attention of external organisations (centres, areas). As a consequence, It may be possible to get into meta-regional networks of cooperation.
- creation and implementation of large projects supporting concentration of potentials, creation of a profile of development, underlining position of the functional area in the environment.

In the “From outside to inside” approach, the key factor is the use of the position of the functional area to acquire the potentials and impulses for development from the environment. In this context the functional area may be considered as a key factor for:

- acquisition of new potentials from the environment. Strong functional area prevents outflow of own potentials and simultaneously builds up its attractiveness for potentials from the outside,
- attracting organisations interested in innovative and creative use of the potentials,
- joining of the functional area to the group of areas of similar profile of development,
- participation of the functional area in projects of global importance.

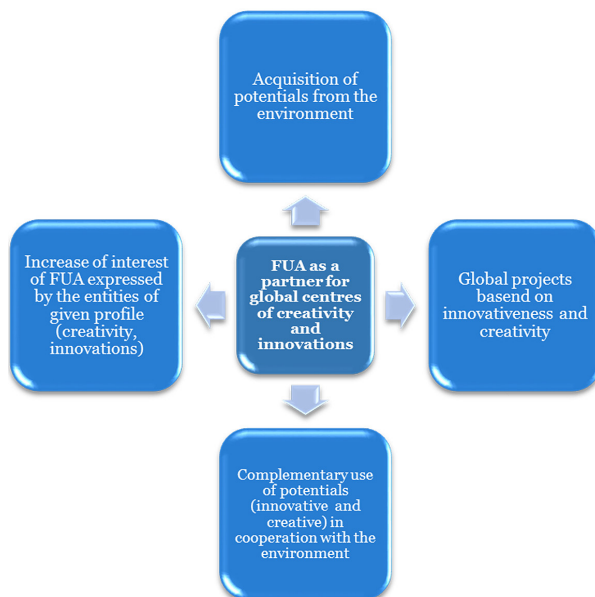


Fig. 4. Creation of the position of the functional area as a way to picking impulses from the environment

Source: own elaboration.

6. Functional Area – Biały Śląsk (White Silesia) – case study

Functional area Biały Śląsk is located in the middle-western part of Silesia region and covers 17 municipalities. It comprises cities being the core units of Upper-Silesian Agglomeration, i.e. Bytom, Tarnowskie Góry and Radzionków, as well as local centre of development – Lubliniec. Moreover, this area covers also two units of higher level – counties of Lubliniec and Tarnowskie Góry. Besides the aforementioned, it is also formed by smaller units: City of Kalety, City of Miasteczko Śląskie, Municipality of Boronów, Municipality of Ciasna, Municipality of Herby, Municipality of Kochanowice, Municipality of Koszęcin, Municipality of Krupski Młyn, Municipality of Pawonków, Municipality of Świerklaniec, Municipality of Tworóg, Municipality of Woźniki, Municipality of Zbrośławice.

Formally the functional areas are comprised of local governments only, however when analysing the organisational structures it must be indicated, that among actors responsible for creation of the development policy there can be listed business units, culture organisations, science and education units or touristic organisations, being public and private bodies. It should be underlined that the main initiator of establishing the functional area was the Chamber of Commerce and Industry in Tarnowskie Góry. Among the public partners, the central cities and units delivering higher level public services can be highlighted – i.e. Bytom, Tarnowskie Góry and other growth balancing municipalities. The division of stakeholders, corresponding with the model provided in Figure 2 above, is presented on Figure 5.

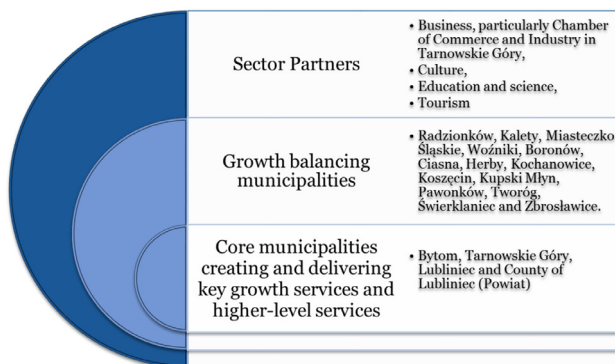


Fig. 5. Hierarchy of stakeholders involved in creation of development policies in Biały Śląsk Functional area

Source: own elaboration.

The location of the area and its social and economic potential cause that it is a key link in the development processes of the whole region. Biały Śląsk covers the area of 1490 sq. kms, which is 12% of the whole region. Rural areas cover 68.4% of the area, however the urbanisation indicator reflecting the ratio of inhabitants of urban areas exceeds 77.2%.

Analysing the functional urban areas as spaces of creativity, innovations, and having given potentials, not only considered as spatially cohesive units, it must be

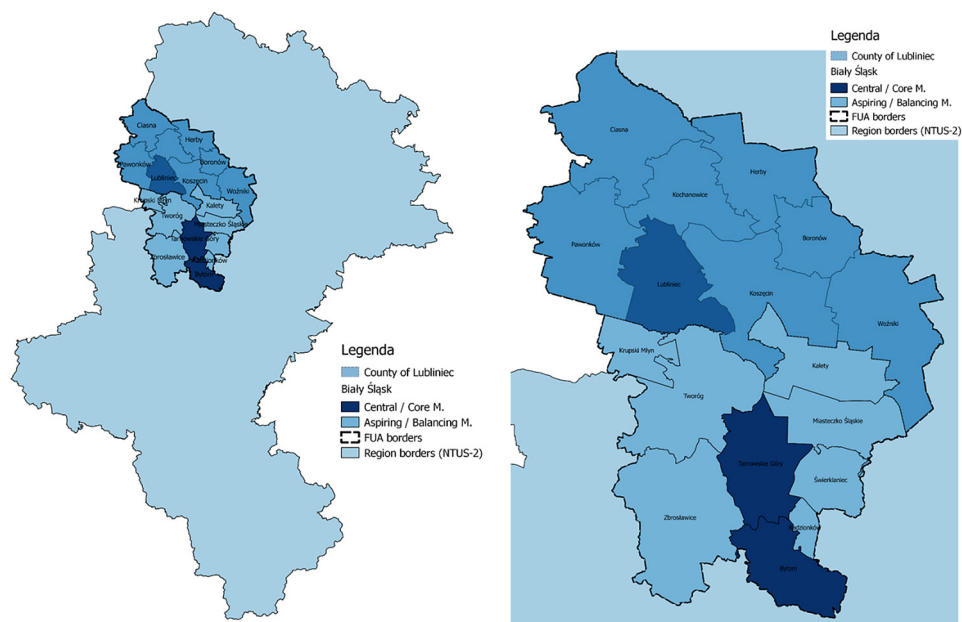


Fig. 6. Borders and structure of Biały Śląsk area

Source: own elaboration.

indicated that the case of Biały Śląsk includes also presentation of the assumptions related to its strategy of development. These statements indicate that the effects of the strategy should lead to general improvement of functioning of various types of organisations operating in this area. These organisations are treated as:

- beneficiaries of implementation of the strategy that is delivery of strategy-based effects facilitating these organisations and reaching their expectations and aspirations,
- partners of implementation of the Strategy, assuming necessary level of participation of local organisations in the process of partnership-based implementation of the strategy.

Supplementary groups taken into account when defining operational objectives comprise: inhabitants, entrepreneurs, guests/tourists and local communities. Developed objectives and organisations attributed to them are presented in the following graph which indicates:

- priority areas corresponding with the organisations taken into account when developing objectives:
 - entrepreneurs → innovative, modern and clean economy,
 - inhabitants → quality of living, conditions of living,
 - tourists → touristic potential,
 - local communities → citizen activity and internal cooperation.
- spheres of horizontal interference:
 - technical infrastructure,
 - ecology and the environment.

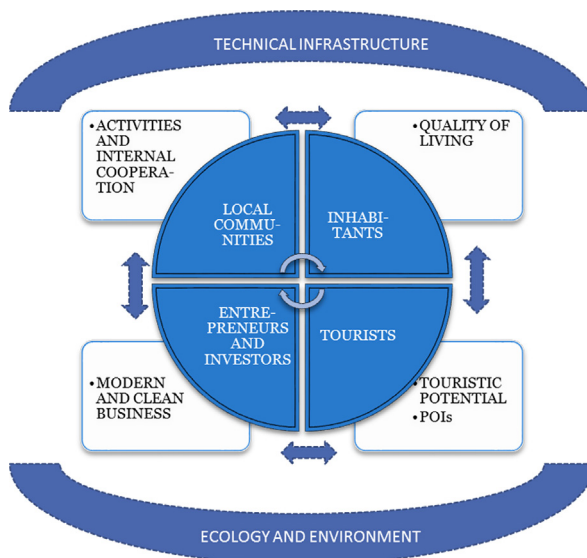


Fig. 7. Main recipients and areas of implementation of the strategy using internal potentials and resources of Biały Śląsk and horizontal dimensions influencing sustainable development of the functional area

Source: own elaboration.

Biały Śląsk is the area, which topography should deliver new opportunities for development for territorial units forming it. The same argument refers also to the organisations currently or prospectively (potentially) related with this area. The mechanism of development of Biały Śląsk Functional area based on the cooperation of local governments and economic development was founded on a vision of development of this area as a whole. Therefore, the vision of the future comprises values which are shared by all the stakeholders and are catalysed by the cooperation of local governments and acquisition of a new dynamics of development of this area in terms of quantitative and qualitative strengthening and enrichment of local economy. The mechanism of development based on cooperation is presented on Figure 8.



Fig. 8. Mechanism of development of Biały Śląsk Functional Area based on stakeholders cooperation

Source: own elaboration.

7. Functional Area located along A1 motorway in the Western sub-region of Silesian region – case study¹

Functional area located along A1 motorway is located in the Western subregion of Silesian region. It is a vital component of former Rybnik Coal Area (PL – ROW) and is considered as an important factor shaping development processes of the region, being simultaneously strongly related with Upper-Silesian Agglomeration in Poland and Agglomeration of Ostrava in Czechia. Historical processes related to the spatial structure of this area definitely influenced its current structure and character. The

¹ This case study is based on authors' expertise delivered as a report: "Diagnosis of development potential for the functional area located along the A1 motorway in the western sub-region of Silesia region" prepared by the "Kreatywny Śląsk" Foundation between 11.2013 and 03.2014.

works on creation of the functional area were initiated by the group of 8 municipalities: cities of Rybnik, Żory and Jastrzębie-Zdrój, municipalities of Czerwionka-Leszczyny, Godów, Świerklany, Gorzyce and Mszana.

The functional area covers 8 municipalities inhabited by ca. 390 thousands persons, which is approximately 8.5% of the population of the whole region.

The main objective of development of this functional urban area was formulated in accordance with geographic and transportation alignment of this area. The strategy defines it following: *Functional area located along the A1 motorway in the western sub-region of Silesian region as a territory of accelerated socio-economic development between Silesian Metropolis and Agglomeration of Ostrava.*

During the diagnostic stage of works a set of challenges common for the functional area and for individual municipalities which form this area was developed.

Table 2. Challenges justifying the development of main objective

Components of the main objective	Challenges justifying the main objective
Use of location on the trans-European communication routes	<ul style="list-style-type: none"> – Preventing against “tunnelling” effect which may emerge as a result of construction of the A1 motorway, – Necessity of “exploiting” new advantage of communication connectivity, both in terms of investment attractiveness and quality of life.
Favourable conditions of use of innovative potentials of neighbouring agglomerations	<ul style="list-style-type: none"> – High level of competition of neighbouring agglomerations requiring definition of new determinants of position of particular municipalities within the functional area. – Limited possibilities of creation of facilities on the level comparable to metropolis, – Availability of technologies eliminating spatial barriers, including ICT.
Attracting organisations for which development is determined by: <ul style="list-style-type: none"> – Location, – Advantages of human capital of the sub-region, environmental values, – Accessibility of knowledge and cooperation networks in neighbouring agglomerations. 	<ul style="list-style-type: none"> – Higher mobility of enterprises (jobs) and people influencing: <ul style="list-style-type: none"> – Possibilities of attracting new organisations to the area, – Breaking the relationships among living place, job, consumer services and leisure / recreation. – Threat of emigration of local organisations. – Increased investment attractiveness that is based on: <ul style="list-style-type: none"> – Investment in real estate, – Human capital, – Conditions of living and making business. – Openness of modern economy, particularly in the aspect of shaping cross-sector supra-local relations, – Shaping local development by supplying the area with resources and ideas “imported” from the external environment.

Source: Diagnosis of development potential of the Functional area located along A1 motorway in the Western sub-region of Silesia region, Part II: Strategy and Implementation (2014) “Kreatywny Śląsk” Foundation (technical report).

Two strategic objectives were defined for this functional area, i.e:

1. "InweSTrada", which translates into a set of particular objectives related to:
 - attractiveness of investment real estate (land),
 - relations between institutional and environmental development,
 - quality of jobs,
 - development of human capital,
 - image and PR linked to investments.
2. "Mobility", which translates into a set of particular objectives related to:
 - internal and external transportation cohesion,
 - innovative networks of cooperation,
 - urban revitalisation,
 - leisure time services,
 - housing,
 - public services.

The organisations responsible for implementation of the strategy are mainly: local governments forming this functional area, local leaders and the inhabitants of this area.




Basic functions in relations to the structure of the area were indicated for municipalities forming this area. Simultaneously there were defined functions that may be externalised, as well as the ones dedicated to the internal recipients, having rather local character. The functions of particular municipalities are collected in the provided table.

Table 3. Functions addressed to particular municipalities of the functional area

	New knowledge based economy	Innovations in traditional industries	Agriculture	Renewable sources of energy and passive buildings	Tourism and leisure	Free time, culture, sports, physical activity	Education	Healthcare, rehabilitation, nursing services	Housing	Logistics
Czerwionka-Leszczyny										
Godów										
Gorzyce										
Jastrzębie-Zdrój										
Mszana										
Rybnik										
Świerklany										
Żory										

Source: Diagnosis of development potential of the Functional area located along A1 motorway in the Western sub-region of Silesia region, Part II: Strategy and Implementation (2014) "Kreatywny Śląsk" Foundation (technical report)

Legend:

-  – function of importance exceeding the borders of the functional area,
-  – function of importance within the functional area,
-  – local function.

8. Conclusions

Functional Urban Areas effectively solve the problem of cross-border impact of given municipalities. If adapted properly, they may deliver new quality to socio-economic development, as they facilitate better use of potentials that may be mutually strengthened. Moreover, such areas may gain competitive power high enough to become a significant player of the country-level or even globally. The case study of functional areas in the Silesia region led to creation of typology of such areas, dividing them into three groups depending on capabilities to attract and accumulate creative capital. The impact of the external environment on building the positions of such areas was also presented and compared with their potential to generate development impulses directed to the outside. Different approaches to forming the functional areas based on different strengths and potentials were presented in the case studies. In both cases the cooperation among local governments is of a key meaning. For the area of Biały Śląsk, there was emphasized the supporting role and the complementarity which characterises given municipalities and which contributes to the synergetic potential of the area as a whole. In case of the functional area located along the A1 motorway it was indicated that the element of key transportation infrastructure may be a stimulant of cooperation of the municipalities and influences its position and development. Firstly, because it determines the selection and setting of locally identified functions. Secondly, because it defines functions that have potential to have significance outside the area. Thirdly, because it links two large agglomerations delivering higher level of services that facilitates the flow of creative capital and consumption of public services.

Success of the functional area is highly determined by the level of cooperation and understanding. Stronger municipalities should not exercise their powers and potentials as source of domination over others but rather as a source for building capacity of the whole area. Smaller municipalities should rather concentrate on development of specialised features that are complementary to the characteristics and potentials of others. This creates the functional area achieving cohesion and sustainability.

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