

Justyna Danielewicz

University of Lodz

Faculty of Management

justyna.danielewicz@uni.lodz.pl,  <https://orcid.org/0000-0001-8599-7054>

Integrated management of development in Functional Urban Areas. The case of metropolitan areas in Slovenia

Abstract: Metropolisation and globalisation have had a significant influence on space and development, both in terms of the physical and social aspects of the environment. Metropolitan areas have become engines of development, centres of economic activity, innovation, and culture, attracting people and businesses from all over the world. However, this concentration of people and activities has also resulted in significant challenges concerning management of their sustainable development. Most of today's challenges are spread across administrative borders and working at the level of the metropolitan area can help develop innovative solutions that benefit the wider functional urban areas. Many of the problems faced by territories cut across sectors and effective solutions require an integrated approach to managing the development of functional urban areas (FUAs) and cooperation between the various authorities and stakeholders involved. The aim of this study is to evaluate the degree to which an integrated approach to development management is used in the management of metropolitan areas in Slovenia. The research focuses on FUAs of Ljubljana and Maribor. The results show that policy makers understand the need for integrated planning and management on a supralocal level. Local authorities commonly cooperate with each other using legitimate forms of institutionalising inter-municipal cooperation.

Key words: metropolitan areas, integrated planning and management, cooperation, FUA, Slovenia

Introduction

Metropolisation and globalisation have had a significant influence on space and development, both in terms of the physical and social aspects of the environment. Metropolisation refers to the concentration of people, economic activities, and infrastructure in large urban centres (Kübler et al. 2003). This concentration of people and activities has also resulted in significant challenges, including traffic congestion, resource depletion, and ecological damage. It also can result in the

neglect of rural areas and smaller towns, which can lead to social and economic disparities (Danielewicz 2013, Nelles 2021).

Many of the problems faced by territories cut across sectors and effective solutions require an integrated approach to managing the development of functional urban areas (FUAs) and cooperation between the various authorities and stakeholders involved. A FUA is a geographical area that encompasses a central city and its surrounding urban and suburban areas, which are functionally integrated with the city in terms of economic, social and environmental activities (OECD 2012, Dijkstra et al. 2019). The definition of FUA aims to provide a functional/economic definition of cities and their areas of influence by maximising international comparability and overcoming the limitations of the use of purely administrative approaches. The combined OECD/EU/Eurostat method uses population density as a starting point to identify urban cores, but it also considers commuter flows to identify areas whose labour market is interconnected with the cores (Marek, Müller 2019). Among FUAs divided into 4 categories according to population there are metropolitan FUAs, with population between 250,000 and 1.5 million and large metropolitan FUAs, with population greater than 1.5 million.

Following the combined OECD/EU/Eurostat method, Ljubljana and Maribor are classified as metropolitan regions. They are also identified in the Slovenian Spatial Development Strategy as national urban centres of international significance (MOP 2004).

The paper is focused on metropolitan FUAs because they are often considered engines of development (Duranton 2008). The metropolitan areas in Slovenia obviously do not match the size of western European metropolises but they play a similar role on the scale of their country or region. In the developed world intermediate cities increasingly act as drivers of economic development (Dijkstra et al. 2013). They have developed as advanced industrial service hubs and, in many cases, have been the source of considerable innovation and productivity growth (Fritsch, Wyrwich 2021).

The integrated management of FUAs involves the coordination of various public policies, actions, and stakeholders in a way that improves the sustainability and competitiveness of the area as a whole. It refers to a comprehensive approach to urban development and governance that takes into account the interconnectedness of different urban functions and services across different administrative boundaries. The aim of this study is to compare in which of analysed metropolitan areas an integrated approach to development management is more advanced.

The research questions are as follows:

1. Do the strategic documents adopted at national, regional, and functional area level take into account an integrated approach to development planning?
2. How is cooperation in analysed FUAs organised?
3. What are the areas of cooperation?
4. What are the main stakeholders in development in FUA?
5. How advanced is integration in the FUAs analysed?

The desk research method was applied to analyse Slovenian legislation for FUAs, spatial planning, and the possibility of inter-municipal cooperation. Ac-

cess to this information was provided by government websites. Strategic documents adapted at supramunicipal levels in the functional areas of Ljubljana and Maribor available at the websites of Ljubljana Urban Area and City of Maribor were also analysed. The analysis of inter-municipal cooperation was based on the list of joint municipal administrations for 2016, published by the Ministry of Public Administration. Information on the characteristics of public companies and institutions has been collected from their websites. This phase of research took part in the last quarter of 2022. A simplified evaluation method¹ based on scoring was used to assess the level of integration in the FUAs analysed. This provided an overall score that reflects the degree of integration in each of the functional urban areas.

Integrated management concept

Integrated development management can be understood as combining various activities at the functional level and creating appropriate institutions to address problems in this area. In documents adopted at international level (EU), addressed to cities and their functional areas, there are recommendations to apply an integrated approach to planning and managing the development of urbanised areas (Karta Lipska 2007, Urban... 2016). One of the critical aspects of integrated management in FUAs is the need for a shared vision and strategic plan for the area. Another important element of integrated management in FUAs is the need for effective governance structures and mechanisms. This involves the establishment of formal and informal networks and partnerships among stakeholders to facilitate cooperation, collaboration, and communication. Integrated management also requires a focus on sustainable development. This involves balancing economic, social and environmental considerations in policy and decision making, promoting resource efficiency, and minimising negative impacts on the environment and human health (Vigar 2009, Candel 2017, Tosun, Lang 2017).

The most important forms of integration concern:

1. The spatial integration. It is particularly important in urban areas with their strong anthropogenic influence on areas around the city centre. In order to prevent uncontrolled urban expansion, it is necessary to implement a comprehensive spatial policy for the whole metropolitan area (Healey 2006, Ruiz-Tagle 2013).
2. Functional (sectoral) integration. Since social, economic, environmental, and spatial phenomena are closely interconnected, it is necessary to remove the sectoral approach of development planning in order to develop a holistic and long-term strategy for social, economic, and spatial development. (Markowski 2011).

¹ Due to the fact that the research in the article concerns two case studies, it was impossible to use more advanced methods, e.g. full scoring, which would be universal for the analysis of the degree of integration in any FUA.

3. Stakeholders integration. One of the key challenges of governing functional urban areas is balancing the interests of different stakeholders, such as authorities, businesses, and residents. This is possible by implementing governance. Metropolitan governance refers to the organisation, management, and decision-making processes in metropolitan areas, usually composed of several cities and suburbs. This can involve vertical collaboration, where governmental organisations placed at different levels in the governance structure must coordinate their activities to achieve a common objective (Bulkeley, Betsill 2005, Newig, Fritsch 2009).
Inter-municipal cooperation is an important aspect of governance in functional urban areas (Feiock 2004, Knieling, Kuerschner 2011). Effective governance also requires the active participation of citizens (Bovaird 2005, Duranton, Venables 2018).
4. Financial integration. The development of FUAs requires not only funds from the territorial units of functional areas, but also from the central budget, European funds, and private resources. Public-private partnerships are an important form of financial integration that determines the future competitiveness of individual FUAs (Markowski, Turała 2015).

Integrated management in Slovenian metropolitan areas

Position of FUAs in the administrative structure

Slovenia, since 1993 as the Local Self-Government Act was adopted, is a decentralised unitary state composed of devolved state administration units and municipalities. Slovenia has only one subnational government level, i.e. 212 municipalities (Fig. 1). There are 67 towns/cities, 11 of which have the status of urban municipalities. Urban municipalities are allowed by law to have greater responsibilities than ordinary municipalities (state responsibilities related to urban development) (<https://portal.cor.europa.eu...>). Ljubljana's status as the capital of Slovenia is regulated by a special law (National... 2016).

In 2000 12 statistical regions (NUTS-3 level) have been created for development and statistical purposes. They have no administrative function (Administrative divisions... 2019).

According to the Spatial Development Strategy of Slovenia (SDSS), which was adopted by the government in 2004, 15 urban centres of international and national importance have been distinguished in the country (Fig. 2) (SDSS 2004). Then each urban centre was connected with all the municipalities from which at least 15% of their working age population commuted to the centre. These areas can be likened to wider urban areas that comprise the territories of several local communities that surround a municipality (SDSS 2004).

Those wider urban areas of national significance with an average population of 150.000 have been defined as functional regions, geographically, functionally and economically complete areas, with a clearly recognisable settlement network

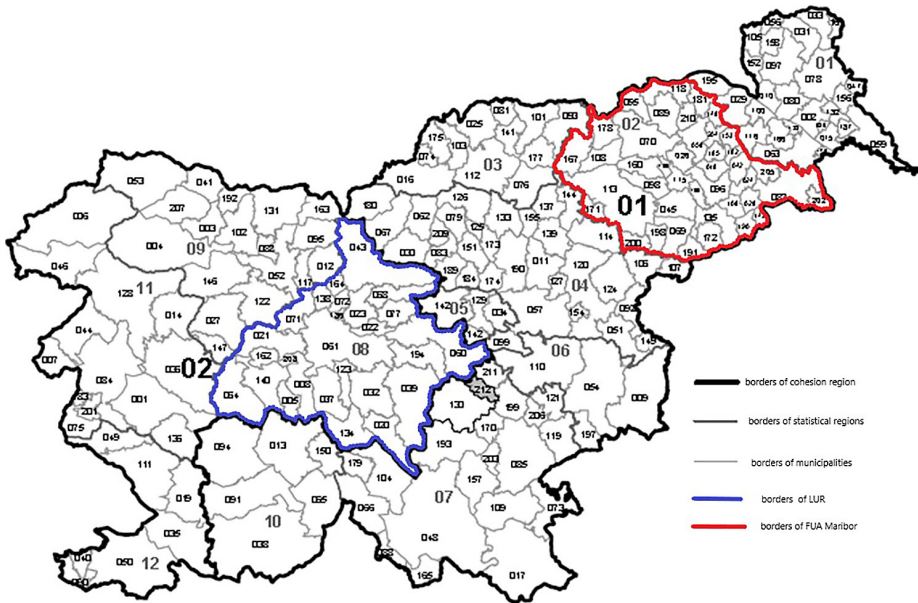


Fig. 1. Administrative division of Slovenia and borders of LUR and FUA Maribor
 Source: own elaboration based on: Statistical Office of the Republic of Slovenia. 2012. Administrative territorial structure.

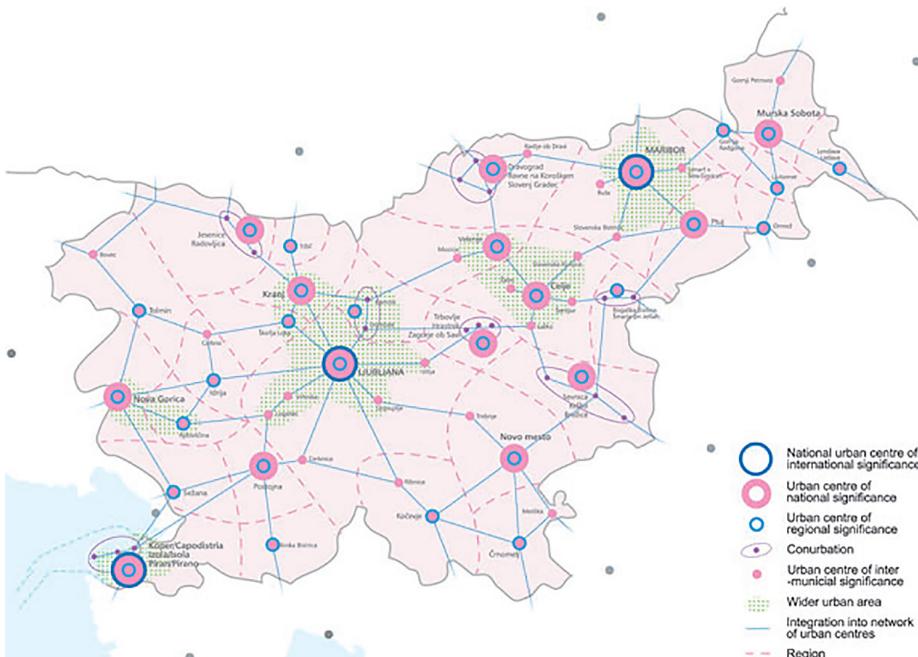


Fig. 2. Polycentric Urban System and Development of Wider Urban Areas
 Source: The Spatial Development Strategy of Slovenia (2004).

Table 1. Metropolitan Areas (MA) in Slovenia

Name	Population in MA (2021)	Population in core city (2021)	Share of population living in the core city (%)	Area (km ²)	Area of the core city (km ²)	Population density MA/core (p/km ²)	Number of municipalities
Ljubljana Urban Region (LUR)	571 691	294 464	51.5	2555	275	223.4/1070	26
Maribor MA	251 604	113 778	45.2	1516.8	147.5	166/766	24
FUA Maribor (Drava region)	323 469	113 778	35.2	2170	147.5	151.2/766	41

Source: own elaboration.

and the structure of centres and their impact areas, where developmental issues of the entire region and its every particular part are resolved in a consistent manner (SDSS 2004). The most important of which are Ljubljana, Maribor, and Koper. As the OECD/EUROSTAT classification only recognises the functional areas of Ljubljana and Maribor as metropolitan FUAs, these will be the focus of the remainder of the study.

The Ljubljana Urban Region (LUR) is part of the Western Slovenia cohesion region encompassing 26 municipalities with a total of over 500,000 residents or 27% of all population of Slovenia. LUR's boundaries correspond to the boundaries of Central Slovenian (no 08 at Fig. 1) statistical region (NUTS-3).

Regarding the delimitation of the Maribor metropolitan area, it is not explicit. Considering the functional links and the delimitation made for the Spatial Development Strategy, the functional area includes 24 municipalities (Drobne et. al. 2017). On the other hand, in a broader context, it includes 41 municipalities and overlaps with the FUA Maribor, the boundaries of which are those of the Drava Region (no 02 at Fig. 1), which is a NUTS-3 statistical region.

Integration of spatial planning in Slovenia

From the aspect of harmonised spatial development, wider urban areas play a specific role in the polycentric urban system. These areas are characterized by strong daily migrations to work and elsewhere causing dense traffic and thus imposing pressure on the entire area and the central city (SDSS 2004). One of the main challenges for the management of metropolitan areas is integrated spatial planning, which would help to reduce the negative externalities associated with rapid suburbanisation and its consequences.

Since its inception, the Republic of Slovenia has not yet established a spatial planning system that would comprehensively integrate spatial planning of all levels of management and substantive areas of spatial planning. The fragmentation of municipalities, the number of which increased from 60 (1991) to 212 (2017), increased the gap between the national and local levels of spatial planning, while

at the same time the introduction of Spatial Development Strategy of Slovenia impoverished the content of the national substantive integration of the areas of spatial planning, which opened up room for the development of loosely interconnected sectoral plans. The need for strategic spatial planning at the regional level was recognised in 2017 by the Spatial Planning Act (ZUreP-3), which provided for the creation of “Regional Spatial Plans” by 2023, and at the same time, their creation is also foreseen in the proposal of the new Spatial Development Strategy of Slovenia 2050, which regionally sees spatial planning as a necessary connecting part of spatial planning in Slovenia. According to this law, there are three levels (national, regional, local) and two types of plans (strategic and implementing) (Table 2).

Table 2. Spatial planning system in Slovenia

Level	Plan/Document	Category of plan
National	Spatial Development Strategy of Slovenia 2050	Strategic
	National spatial plan (DPN)	Implementing
Regional	Regional spatial plan	Strategic
Local	Municipal spatial strategy	Strategic
	Municipal spatial plan (OPN)	Implementing
	Detailed municipal spatial plan (OPPN)	Implementing
	Ordinance on urban planning and landscape engineering	Implementing

Source: own elaboration based on Spatial Management Act (ZUreP-3, Article 50) (2017).

The fundamental long-term spatial development document of the Republic of Slovenia that sets spatial development goals and priorities is the **Spatial Development Strategy of Slovenia** adopted in 2004, which takes an integrated approach to development planning. The document also points to the need for intermunicipal cooperation when planning and managing wider urban areas to rationalise traffic flows, efficiently distribute jobs, housing, services, and production activities (SDSS 2004, p. 24). When it comes to the development of efficient public transport, the participation of the state is also necessary (integration of stakeholders). “The integrity of the transport system shall be ensured by functional integration of all modes of passenger and goods transport” (SDSS 2004, p. 27). The distribution and concentration of functions within the wider urban areas shall be planned in accordance with the development of efficient public transport, integrated at all levels (functional integration) (SDSS 2004, p. 25). Spatial disproportions must be overcome by integrating the spatial and development planning (spatial and functional integration) (SDSS 2004, p. 27).

In 2023 the New Spatial Development Strategy of Slovenia 2050 was adopted (Resolucija... 2023). Fundamental principles of spatial planning and management include: integration of public policies and comprehensive approach to the area. It also emphasises the need for stakeholders and citizens to participate and be actively involved in a participatory spatial planning process. The Strategy identifies a wide range of instruments for cross-sectoral integration and spatial

governance for the implementation of the Strategy (SPRS2050 2023, p. 31). The above provisions show that the need for integration is clearly defined in the documents adopted by the government. **The National Spatial Plan** covers mainly areas of state infrastructure.

Regional spatial plans are to be prepared at the level of statistical regions. Their key role is to harmonise municipalities on its implementation and to determine spatial arrangement designs of local importance that extend into the area of several municipalities or affect their development. The regional spatial plan will serve as the basis for the elaboration of the regional development programme and must be adopted before or simultaneously with it. It will also be the basis for the implementation of the national spatial planning procedures used to harmonise the concepts of spatial arrangements. The regional spatial plan will be a replacement for the strategic part of the existing municipal spatial plans (<https://www.gov.si>). It is the only mandatory strategic spatial plan at the regional and municipal level. Law envisages the creation of Regional Spatial Plans until 2023, but their preparation has just started because the state has not yet prepared the relevant by-laws. Funding for the creation of the regional spatial plan is provided in the municipal and state budgets, with the state budget providing 60% and 40% of the expenses covered by the municipalities. Regional spatial plans are currently required to be prepared and adopted by the end of 2026. The adoption of a **municipal spatial strategy** is obligatory only for urban municipalities if no regional spatial plan has been adopted or its preparation has not yet been started. This demonstrates a desire to integrate planning of strategic importance to the development of the whole area at the regional level. Other plans adopted at the municipal level have an implementation role and set out spatial development rules in more detail. **The municipal spatial plan** is a local law. They are main implementation spatial plan in Slovenia. The planned use of land is determined by spatial planning documents, so it can only be changed by amending spatial planning documents. A detailed municipal spatial plan is generally prepared for areas required by the municipal spatial plan. A municipality may issue an **Ordinance on urban planning and landscape engineering** to regulate urban and other spatial development in generally built-up settlement areas, with an emphasis on a well-kept appearance and the harmonised and complementary use of public and private areas, and to regulate and protect the landscape (<https://www.gov.si>). **Strategic plans** are not legal acts, their role is to guide, but the implementation plan should not conflict with them.

Despite the delay in formal preparation of the regional spatial plan, both the municipalities of the LUR and the Drava region recognized the need to prepare a strategic regional spatial document that will harmonise the planned development of the region. The preparation of regional spatial plans is one of the projects included in the RDPs 2021–2027 (RDA LUR 2022, RRA Podravje – Maribor 2022). The areas requiring comprehensive regional solutions, in particular, are flood safety, water and waste water management, road and cycling path planning, waste management, development of the settlement pattern in connection with the development of public transport and management of protected areas.

Governance in Ljubljana Urban Region and Maribor Metropolitan Area

Cooperation in functional areas, across administrative boundaries of individual municipalities, can be both formal and informal. The Slovenian Local Self-Government Act provides for the following institutionalised forms of intermunicipal cooperation (IMC): a single-purpose or multi-purpose union of municipalities, association, joint municipal administration, the joint service of municipalities for the performance of individual tasks of municipal administration in the form of public institutions or public companies (Zakon 2007). They can also establish and manage funds.

Cooperation in the form of associations is aimed at representing and enforcing the rights of local government units at national and international level. There are three such associations in Slovenia:

- Association of Municipalities and Towns of Slovenia (SOS)
- Association of Urban Municipalities of Slovenia (ZMOS) – 12 urban municipalities
- The Association of Municipalities of Slovenia (ZOS) – 141 small and medium municipalities (excluding urban municipalities) (<https://www.gov.si>).

All municipalities of Maribor MA are members of the SOS, while Ljubljana and its two neighbouring municipalities are not. Both central cities are members of the ZMOS.

Surprisingly, no single union of municipalities has been established in Slovenia to date.

A popular form of IMC are **joint municipal administrations** (JMAs). Their rapid growth began in 2005, when national policy aimed to stimulate inter-municipal cooperation by offering subsidies for certain local services, which in the long term could have a spillover effect and municipalities would foster cooperation exceeding these few subsidised local services. These subsidies amount to 50% of the JMA's operating costs. The remaining 50% is made up of funds from municipal members. The JMAs are tasked with inspectoral oversight, traffic constabulary, environmental protection, R&D, traffic infrastructure, spatial planning, applying for projects for Slovenian or EU funding, financial and accounting services, civil protection, and fire safety.

According to the Ministry of Public Administration's list of forms of inter-municipal cooperation, there are six JMAs in the Ljubljana Urban Region, formed by 21 municipalities of the region. Three JMAs also include municipalities outside the LUR. However, the five largest municipalities (led by Ljubljana) are not members of any JMA. This is due to the fact that they have sufficient financial resources and staff to manage municipal tasks on their own or outsource some tasks; e.g. to public companies (Rus at al. 2018). The JMA's tasks in the Ljubljana Metropolitan Region are limited to municipal inspection and municipal police only. An exception is the Grosuplje Inter-Municipal Development Centre established by three municipalities to provide and implement public services, monitor

tenders for public services, spatial planning, and environmental protection, prepare projects to be candidates for tenders for external funds (MJU 2017).

Municipalities in the Drava Region are members of seven JMAs, of which the smallest comprises two municipalities and the largest 22 (some of them are outside the region's borders). At the beginning of 2020, in order to strengthen the integration of the urban area, the JMA (Intermunicipal Inspectorate and Police Office) was established by 18 municipalities of the wider Maribor area (<https://sou-maribor.si/>).

The JMAs' objectives are: spatial planning, environmental protection, fire and civil protection, municipal inspections, municipal policing, internal financial control.

Two or more municipalities can jointly establish **joint service of municipalities (JSM)** in the form of a public institute or public company in order to provide more economical and efficient public services (Zakon 2007). The municipalities in LUR cooperate through 11 joint companies that provide communal services. The three largest companies Voka Snaga, LPP and Energetika form a holding (Javni Holding Ljubljana). Voka Snaga manages the Waste Management Centre (RCERO), processing waste for one third of the Slovenia (including more than fifty municipalities, with all municipalities of LUR) and is responsible for water and waste water management and green areas (<https://www.rcero-ljubljana.eu/>). RCERO is co-financed with 61% of the funds from the European Cohesion Fund. It is an example of good practice in the field of integration and cooperation of municipalities and region and integration of financial resources. The LPP company provides public transport in the municipality of Ljubljana and sixteen suburban municipalities (<https://www.lpp.si/>). Energetika Ljubljana produces, distributes, and provides heating, electrical energy and gas in Ljubljana and eight adjacent municipalities (<https://www.energetika.si/>). Other companies share municipalities that were formerly part of the same municipality before the local government reform in 2012 (Rus at al. 2018).

Throughout the Maribor metropolitan area, there is a holding company, JHMB, which brings together seven public companies responsible for providing public services in the field of energy, transport, environmental management, management of public sports facilities, water supply and wastewater management, waste management, cemetery management, care for stray animals and sport (<https://www.jhmb.si/o-holdingu>). Some of them operate only within the administrative boundaries of the central city (transport company).

In part of the metropolitan area there is also a Public Inter-Municipal Housing Fund set up by Maribor and five other municipalities to ensure a continuous supply of rental housing (<https://www.jmss-mb.si/...>).

Cooperation and integration at the regional level

In the absence of regions as a level of self-government administration, several institutions responsible for the planning and implementation of regional policy at the regional level (NUTS-3) have been formed (Table 3) under the Promotion

of Balanced Regional Development Act adopted in 2011. These include the development council of the region and the council of the region.

The tasks of the Regional Development Council include: guiding and directing the preparation of regional development programmes (RDPs) and its adoption, cooperation with regions of other countries on regional development, making arrangements for regional development, participating in dialogue on territorial development, and monitoring the implementation of the RDP.

The Council of the Region, which consists of all the mayors of the region, approves the Development Council's decision on the RDP and the agreement for the development of the region. It also supervises the performance of regional development agencies (RDA) (Promotion... 2011).

In 2012 have been adopted Rules on regional development agencies (RDA), which enabled the creation of RDAs that would act as a bridge between municipalities addressing regional issues. They can be established by municipalities and/or private businesses. Municipalities may voluntarily join an individual agency. The RDAs are financed by their founders, from the national budget, funds from projects, international aid, and from funds of interested clients (Rules ... 2012). All 12 Slovenian regions (NUTS-3) created RDAs. They implement administrative, technical, and professional tasks for the Council of the Region. They are the decision-making bodies responsible for the preparation of RDPs. The RDP elaborated for each financing period is a basic programmatic, strategic, and implementation document at the regional level designed to harmonise the region's development objectives, determine the relevant instruments, and assess the funds needed for their realisation.

The actors mentioned above, together with others key development institutions, create the Regional Development Network. The Network is approved by the Council, and is designed and managed by the RDA. Its main aim is an integration in the preparation and implementation of regional projects, mutual information to the institutions involved on programmes and projects in the region, integration of development institutions in the region and across the region's borders (Rules... 2012).

The LUR RDP as well as the Drava Region's RDP were adopted by the Development Councils in June 2022 (the delay was influenced, among other things, the COVID pandemic). The RDA in the Drava region worked on the RDP2021-2027 along with the work on the Sustainable Urban Strategy (<https://www.smartcitymaribor.si/si/>). Both documents take an integrated approach to development planning; in addition, the preparation of two strategic documents, for the core city and the region, by a single institution ensures the integration of objectives and actions, and thus more effective development management. RDPs are realised through agreements on the development of the region (ADR), which contain both regional and sectoral projects (<https://rralur.si/en/region/development-documents/>). Their preparation is the responsibility of the RDA, which sends them for consultation with the ministry responsible for regional development. The ADR is concluded when it has been adopted by the Development

Council of the Region, approved by the Council of the Region, and signed by the minister (RDP LUR 2022).

The need for integrated management is indicated by the provisions of the strategic documents adopted by LUR. The LUR Regional Innovation Strategy (RIS LUR) already assumes at the beginning an “integrated approach to the formula-

Table 3. The bodies of LUR and Drava Region

		Bodies of the Region		RDA	
		LUR	Drava	LUR	Drava
Decision-making bodies	Council of the Region			RDA Council	President
	President		President	5 representatives of the founder	
	26 mayors of LUR municipalities		41 mayors of Drava municipalities	1 representative of the workers	
				3 representatives of the interested public	
	Development Council of the Region			Programming and Development Council	
	President		President and two vice presidents	3 representatives of the RDA	
	26 elected municipal officials		10 representatives of local communities,	4 representatives of the interested public	
	26 representatives from the private sector		10 representatives of business associations,		
	13 representatives of NGOs		5 representatives of NGOs		
			3 representatives of Regional Development Partnerships		
Consultative bodies	Coordination Committee for Public Transport		Committee on the Economy		
	6 representatives of municipalities				
	1 representative of Slovenian Railways				
	4 representatives of regular transport services providers				
	Committee on Human Resources and Education		Human Resources and Labour Market Committee		
	Committee for Infrastructure, Environment and Spatial planning		Committee for the Environment and Spatial planning		
	Committee for Economy and Tourism		Committee for Tourism		
Committee for Rural Development		Committee for Rural Affairs			
			Committee for the Development of Social Innovations of the Social Economy and NGOs		

Source: own elaboration.

tion and implementation of policies that is focused on local environments” (RDA LUR 2022), the region “is integrating existing mobility systems, improving the competitiveness of public transport and aligning mobility planning with spatial and development planning” (RDA LUR 2022), and in specific objectives: “integrated management of green infrastructure, efficient connections of all forms of public transport and integration with other means of transport, integration of municipalities in the fields of energy and climate”. All projects envisaged for RIS involve the cooperation of a number of partners from the region, among others: RDA LUR, municipalities of the LUR, enterprises, research and educational institutions, NGOs, societies, associations for the elderly, but also from the central level, companies providing services, etc. (RDA 2022). The LUR Sustainable Urban Mobility Plan (SUMP) is based on harmonising the concepts of economic development, social justice and environmental quality. It is an approach that links the local, regional and national levels, as well as promotes the participation of various groups of stakeholders in the preparation process (RDA LUR 2019).

The integrative approach to management in a cross-sectoral context is also evidenced by the provision in the Maribor Development Strategy until 2030 that states that the strategy can only be implemented by taking into account the valid spatial plan of the city. Furthermore, the Strategy combines already existing and adopted strategies and programmes from individual areas of Maribor. Also, this document will influence those that Maribor will be preparing (Strategija... 2012).

To compare the degree of integration in the Ljubljana and Maribor metropolitan areas, a simple evaluation method has been used. First, key integration indicators have been defined. Then, specific criteria indicating the level of integration were assigned to them. Each criterion has been assigned specific values. One point was awarded for each document created at the supralocal level, source of financing, IMC cooperation, and jointly implemented task. In the case of the transport and accessibility indicator, the number of points corresponds to the number of municipalities covered by a common transport system. If a given feature was absent, the value was 0. Finally, the results obtained were aggregated. This provided an overall score that reflects the degree of integration in each of the functional urban areas (Table 4).

From the table above, it can be seen that the Ljubljana metropolitan area is more advanced in an integrated approach to governance, which is mainly due to the common transport system covering the municipalities in the metropolitan area and the greater number of strategic documents adopted at regional level.

Conclusions

Slovenia, being a small country with just over 2 million inhabitants, does not have metropolitan areas comparable to those of larger European countries. However, due to the functions that the largest urbanised areas play in the development of individual regions and the country as a whole, the Slovenian authorities

are also trying to establish FUAs and thus strengthen economic development, improve public services, and sustainable use of natural resources. This is reflected in the strategic documents adopted by the government, especially the Spatial Development Strategy of Slovenia. By international institutions, authorities at various levels, but also by other stakeholders in the country, the functional areas of the largest urban centres Ljubljana and Maribor are treated as metropolitan areas, which, however, do not have a separate level of administration. There is also no rigid delimitation of metropolitan areas.

The need for a regional level based on a strong framework of urban centres for both economic and spatial development and the development of local self-governance has been a highly topical issue in professional and political debates for several decades (MOP 2013, Vlada 2016, SPRS2050 2020).

To overcome the limitations associated with the lack of regional authorities, the state has adopted solutions to enable development management at the regional/supralocal level. The most important of these concern the creation of regional entities responsible for the development of statistical regions and the need to develop regional spatial plans. These bodies have been successfully operating for several years steering regional development financed to a large extent by EU

Table 4. Degree of integration in Ljubljana and Maribor Metropolitan Areas

Indicators	Criteria	Ljubljana MA	Maribor MA
Transport and accessibility	No of municipalities covered by a common transport system	17	1
Land use	Mixed land use in strategic documents on local level	1	1
Integration of spatial and strategic planning	Number of integrated development strategies	0	0
IMC + (number of cooperating municipalities)	JMA with core city	0	1 (18)
	JSM with core city	11 (2–50)	9 (1–16)
	Public Inter-Municipal Housing Fund		1 (6)
Shared vision	RDA	1 (25)	1 (41)
	Supralocal documents:		
	SUMP	1	0
	RIS	1	0
Number of tasks performed by IMC	RDP	1	1
	JMA	5	7
	JSM	5	8
	Public Inter-Municipal Housing Fund	0	1
Sources of funds	Local	1	1
	State	1	1
	EU	1	1
	Private	1	1
Total score		47	35

Source: own elaboration.

funds, while regional plans are to be compulsorily developed by 2026. This in-

strument will allow for integrated development planning that combines economic and social functions with spatial development and environmental issues. It should be stressed that all documents adopted by central authorities and local or regional entities emphasise that many of the problems faced by territories cut across sectors and effective solutions require an integrated approach and cooperation between the various authorities and stakeholders involved.

The most common form of integration is stakeholder integration, which varies in scope and manifests itself in various forms of cooperation, in line with the concept of governance. Of the forms of cooperation allowed by law, joint municipal administration and joint service of municipalities are the most common. The reason for cooperation is to tackle common problems and to ensure more efficient and cheaper provision of public services to the residents of FUAs. It is worrying that the city of Ljubljana is not a member of any JMA. It should be remembered that not all types of metropolitan problems can be solved through cooperation and the bottom-up management approach. The state also has a significant role to play here in promoting and stimulating integration of metropolitan management, using all the available instruments (e.g., territorial agreements).

Sectoral integration in urban functional areas takes place primarily between spatial planning and public transport development planning. The regional development strategies of the Ljubljana and Maribor and the mobility strategies consistently promote the concentration of development along existing or planned transport corridors. In the areas analysed, financial integration can also be seen, which on the one hand takes the form of co-financing by the individual municipalities within the framework of the bodies created, and on the other hand involves joint financing of metropolitan projects. In this case, there is often an integration of public and private funds. The further coordination of development in the metropolitan areas of Ljubljana and Maribor is dependent on administrative reform and the creation of a regional level of administration, the functioning of which would enable overcoming problems related to the very strong fragmentation of municipalities (the population of some of them is only 400 people). Due to the fact that Slovenia is divided into NUTS-3 statistical regions within which there is already inter-municipal cooperation, the discussion is aimed at creating provinces whose borders would correspond to NUTS-3 borders. The new level of local government could also successfully play the role of metropolitan authorities, because in the case of such a small country, the multiplication of various management bodies is unjustified.

References

- Administrative divisions of Slovenia. 2019 (<https://www.best-country.com/en/europe/slovenia/administration>).
- Bovaird T. 2005. Public governance: balancing stakeholder power in a network society. *International Review of Administrative Sciences*, 71/2: 217–228.
- Candel J.J.L. 2017. Holy Grail or inflated expectations? The success and failure of integrated policy strategies. *Policy Studies*, 38/6: 519–552.

- Danielewicz J. 2013. Zarządzanie obszarami metropolitalnymi wobec globalnych procesów urbanizacji. Wydawnictwo Uniwersytetu Łódzkiego, Łódź.
- Dijkstra L., Poelman H., Veneri P. 2019. The EU-OECD definition of a functional urban area. OECD Regional Development Working Papers, 11. OECD Publishing.
- Dijkstra L., Garcilazo E., McCann P. 2013. The economic performance of European cities and city regions: Myths and realities. *European Planning Studies*, 21/3: 334–354. <https://doi.org/10.1080/09654313.2012.716245>
- Drobne S., Lamovšek A.Z. 2017. Functional Urban Areas as Instruments of Spatial Development Policy at the Regional Level in the Case of Slovenia. *Scientific Papers*, 25: 200–215.
- Duranton G. 2008. Cities: Engines of Growth and Prosperity for Developing Countries? World Bank, Washington DC.
- Duranton G., Venables A.J. 2018. Place-based Policies for Development. NBER Working Paper, 24562.
- ESPON. 2014. Atlas on European Territorial Structures and Dynamics. ESPON & BBSR.
- Feiock C.R. (ed.) 2004. Metropolitan Governance. Conflict, Competition and Cooperation. Georgetown University Press, Washington.
- Fritsch M., Wyrwich M. 2021. Is innovation (increasingly) concentrated in large cities? An international comparison. *Research Policy*, 50(6): 104237. <https://doi.org/10.1016/j.respol.2021.104237>
- Healey P. 2006. Territory, integration and spatial planning. [In:] M. Tewdwr-Jones, P. Allmendinger (Eds.), *Territory, Identity and Spatial Planning, Spatial Governance in a Fragmented Nation*. Routledge, London, p. 64–80.
- <https://portal.cor.europa.eu/divisionpowers/Pages/Slovenia.aspx>
- <https://rralur.si/en/region/>
- <https://rralur.si/en/region/development-documents/>
- <https://sou-maribor.si/>
- <https://www.energetika.si/>
- <https://www.gov.si>
- <https://www.jhmb.si/o-holdingu>
- <https://www.jmss-mb.si/index.php/sl/mnupredstavitev/271-o-nas>
- <https://www.lpp.si/>
- <https://www.rcero-ljubljana.eu/>
- <https://www.smartcitymaribor.si/si/>
- Kaczmarek T., Mikula Ł. 2007. Ustroje terytorialno-administracyjne obszarów metropolitalnych w Europie, Bogucki Wydawnictwo Naukowe, Poznań.
- Karta Lipska w sprawie Europejskich Miast Zrównoważonych. 2007.
- Knieling J., Kuerschner J. 2011. Territorial cohesion by supra-regional urban-rural partnerships. Exploration of different forms of cooperation between metropolitan cores and peripheral regions, the cases of the city of Amsterdam and the metropolitan region of Hamburg. [In:] *Contested Regions: Territorial Politics and Policy*. Regional Studies Association, Seaford.
- Kübler D., Schenkel W., Leresche J.P. 2003. Bright Lights, Big Cities? Metropolitanisation, Intergovernmental Relations, and the New Federal Urban Policy in Switzerland. *Swiss Political Science Review*, 9: 261–282.
- Marek M., Müller R. 2019. Metropolitan Regions in the Danube Region. Policy paper. EUSDR Priority Area, 10. Institutional Capacity and Cooperation, Vienna.
- Markowski T. 2011. Funkcjonowanie gospodarki przestrzennej – założenia budowy modelu zintegrowanego planowania i zarządzania. *Studia KPZK PAN*, 134: 25–44.
- Markowski T., Turała M. (Ed.) 2015. Planowanie jako instrument zintegrowanego zarządzania w jednostkach samorządu terytorialnego. Katedra Zarządzania Miastem i Regionem Uniwersytetu Łódzkiego, Łódź.
- MJU. 2017. Skupne Občinske Uprave. Ljubljana.
- MOP. 2004. Spatial Development Strategy of Slovenia. Ministry of the Environment, Spatial Planning and Energy, Ljubljana.
- MOP. 2013. Prenova Strategije prostorskega razvoja Slovenije. Ljubljana (http://www.mop.gov.si/si/delovna_podrocja/prostorski_razvoj_na_nacionalni_ravni/).
- National Report on Urban Development – HABITAT III. 2016. Ministry of the Environment and Spatial Planning, Ljubljana.

- Nelles J. 2021. Alternative Manifestations of Metropolisation: Spatial Dissimilarity and the Tensions between Heuristics and Realities of Metropolisation. *Urban Geography*, 42/1: 21–36–36. <https://doi.org/10.1080/02723638.2019.1670572>
- OECD. 2012. Definition of Functional Urban Areas (FUA) for the OECD metropolitan database. Paris.
- Promotion of Balanced Regional Development Act. USSR-2. Official Gazette of the Republic of Slovenia, 20/11, 57/12 and 46/16.
- RDA LUR. 2019. Sustainable Urban Mobility Plan of the Ljubljana Urban Region. Ljubljana.
- RDA LUR. 2022. Regional Innovation Strategy of the Ljubljana Urban Region 2030. Ljubljana.
- Resolucija o Strategiji prostorskega razvoja Slovenije 2050 (ReSPR50) 2023. Uradni list Republike Slovenije, št. 72.
- RRA Podravje – Maribor 2022. Regionalni razvojni program Podravja 2021–2027. Maribor.
- Ruiz-Tagle J. 2013. A Theory of Socio-spatial Integration: Problems, Policies and Concepts from a US Perspective. *International Journal of Urban and Regional Research*, 37/2: 388–408.
- Rules on regional development agencies. Official Gazette of the Republic of Slovenia, 3/13, 59/15, 12/17.
- Rus P., Nared J., Bojnec Š. 2018. Forms, areas, and spatial characteristics of intermunicipal cooperation in the Ljubljana Urban Region. *Acta Geographica Slovenica*, 58-2: 47–61. <https://doi.org/10.3986/AGS.4830>
- SDSS Spatial Development Strategy of Slovenia 2004. Official Gazette of the Republic of Slovenia, 76. Spatial Management Act (ZUreP-3). 2017.
- Strategija razvoja Maribora 2030. 2012. Maribor.
- Tosun J., Lang A. 2017. Policy integration: Mapping the different concepts. *Policy Studies*, 38/6: 553–570.
- Uradni list Republike Slovenije.
- Urban Agenda for the EU. Pact of Amsterdam. 2016.
- Vigar G. 2009. Towards an integrated spatial planning? *European Planning Studies*, 17/11: 1571–1590.
- Vlada R.S. 2016. Strategija razvoja lokalne samouprave v Republiki Sloveniji do leta 2020. Ljubljana (http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/SOJ/2016/Strategija_LS_2020/12_SRLS_1692016_vlada.pdf).
- Zakon o lokalni samoupravi. 2007. Uradni list Republike Slovenije, 94. Ljubljana.

Zintegrowane zarządzanie rozwojem w miejskich obszarach funkcjonalnych. Przykład obszarów metropolitalnych w Słowenii

Zarys treści: Relacje pomiędzy jednostkami administracyjnymi tworzącymi obszary funkcjonalne dużych miast generują potrzebę zintegrowanego podejścia do zarządzania rozwojem metropolii. To z kolei wymaga współpracy różnych interesariuszy, co prowadzi do odejścia od hierarchicznego zarządzania na rzecz koncepcji governance.

Celem artykułu jest ocena stopnia, w jakim zintegrowane podejście do zarządzania rozwojem jest stosowane w zarządzaniu obszarami metropolitalnymi w Słowenii. Badania koncentrują się na FUA Lublany i Mariboru. Wyniki pokazują, że decydenci rozumieją potrzebę zintegrowanego planowania i zarządzania na poziomie ponadlokalnym. Władze lokalne powszechnie współpracują ze sobą, wykorzystując dopuszczalne prawem formy instytucjonalizacji współpracy międzygminnej.

Słowa kluczowe: obszary metropolitalne, zintegrowane planowanie i zarządzanie, współpraca, MOE, Słowenia