

SCALES Seminar in Luxembourg (11/11/2011)

Seminar report

1 Background and focus

1.1 Thematic Scope of the seminar “Polycentric development”

The task of the Seminar in Luxembourg was to address the first priority of the Territorial Agenda which is labelled the promotion of “polycentric and balanced territorial development” in the TA2020. In the invitation for this conference, the polycentric development has been stressed as the notion at the heart of political discussion not only at European level, but also in the country and its border regions at that very point of time.

In order to make the content related discussion more concrete, the following guiding questions were raised for the discussion:

- What role for polycentricity in Europe and in the Greater Region?
- The cross-border dimension: which role, and how does it influence policies?
- Which success factors for regional development?

1.2 Organisation and users

The conference was held on half a day (9.00 - 13.30). This time slot was pretty short for the complex issue to be addressed. The reason for this rather compact format was the challenge to involve political decision-makers participating at the round table and attending the whole conference (and not only for the more interactive part). This strategy turned out as feasible and useful, even if the presentations cannot be complete within the given time.

In the first half, the conference offered some ESPON specific presentations. In the second half, 4 participants discussed – for an hour – in the format of a roundtable. In the end, the public was invited to contribute to the discussion. The round table brought together representatives of the following spheres:

- Mayor / representative of Luxembourgish municipalities
- Mayor / deputy and member of the sustainable development committee at the Chamber of deputies
- Employee of the city of Luxembourg and representative of a cross-border city network
- City counsellor and expert for EU urban matters

- Representative of national spatial development ministry, part of the ESPON managing authority

The main was to give the floor to every level of decision making in the country (local, national and cross-border) as well as executive and legislative branches.

After reflections with national authorities and with the SCALES partners, the following addressees were particularly targeted:

- The decision-makers of the political and administrative sphere within Luxembourg were the main target group. In particular, the representatives of the local level were of high relevance as the municipalities in Luxembourg are relatively small, so from a scale sensitive perspective they are a challenging public.
- Beyond that, the broad public has been invited using the established address lists of the contact point, completed by the support of the ESPON CU.

2 SCALES approach

2.1 Main dissemination challenges

The dissemination challenges in Luxembourg are very much dominated by the small size and the two-level organisation (no regional, but only local and national level). The table below gives some more details on the challenges that can be summarised in three bullet-points:

- Small size of the country
- NUTS-problematic (NUTS 1, 2, 3 are based on identical perimeters) so that only the national level is reflected in ESPON projects. Making the difference between the national level and the capital city is for example not possible.
- Cross-border challenges: cross-border interdependencies are increasing while due to data problems only few ESPON projects are able to analyse flows between states or even between regions. In numerous cases, ESPON maps reflect only part of this complex situation so that an important “translation work” has to be undertaken by the ECP.

2.2 Methodology: Addressing the scales problematic (CO-ZI-CO)

The following table briefly summarises the tools that have been used to address the above mentioned ‘scale’ challenges. These tools follow the three steps logic (COmparision, ZOOMing-in, and COmpletion: *CO-ZI-CO*).

3 Outcomes

3.1 Content related results ('polycentric development')

The conference led to a remarkable vivid debate on polycentric development. In the framework of this report, the conclusions cannot be complete. Still, the most important results can be summarised within the following bullet-points. This summary takes into account the reflections of the students that have participated into the conference.

What role for polycentricity in Europe and in the Greater Region?

- polycentricity is important at various levels within Luxembourg and beyond (multi-level polycentricity)
- on the EU level, the political aim to compete with other centres is stressed
- polycentricity plays a role in the everyday life of citizens: cross-border commuters as 'polycentric inhabitants'
- The understanding of polycentricity can be different and lead to different political decisions. Two aspects have been discussed in particular:
 - * 3 centres of national interest (Luxembourg-City, Nordstad, Esch-sur-Alzette)
 - * Urban / rural polycentricity: "desertification of the countryside" (discussion "maîtrise du foncier", "regional fund ")

The Cross-border dimension: which role, how does it influence policies?

- cross-border dimension is very often taken into account by policy makers (ex.: European Pole of Development "PED", Alzette-Belval) – contrast with other national debates in the EU (ex.: Hungary)
- ESPON project *Metroborder* as a common basis for political debate
- "Cross-border identity" as a political request "25 km identity"
- Importance of EU support:
 - INTERREG – discussion on management of INTERREG funds at regional/cross-border level (instead of management at national level)
 - The European Grouping for Territorial cooperation (EGTC) as a major tool to involve directly the communes (ex.: EGTC Alzette Belval)
- Greater Region Polycentricity – controversial topic on a cross-border financial re-distribution:
 - *Between the regions*: "Redistribution" via a common regional fund budget
 - *Between cities* (ex. Luxembourg to Arlon)

Which success factors for regional development?

- Greater Region: need for concrete political vision / agreement for the whole region
- Greater Region: complementarities (strengths / weaknesses) of regions (reference to the Copenhagen/Malmö airport)
- Cross-border “Identity”
- Multi-level governance
- -...

3.2 Discussion on the dissemination strategy

The Luxembourg seminar approached very directly the challenges of scale: the small state of Luxembourg with its very small municipalities and its two-level-organisation in the political system is a particular difficult setting for the dissemination of a research programme with a European focus. However, it has turned out that ESPON still delivers interesting results that can fuel a debate. The Co-Zi-Co approach has in general proved to function.

With regard to the format of the seminar itself, the following lessons can be drawn:

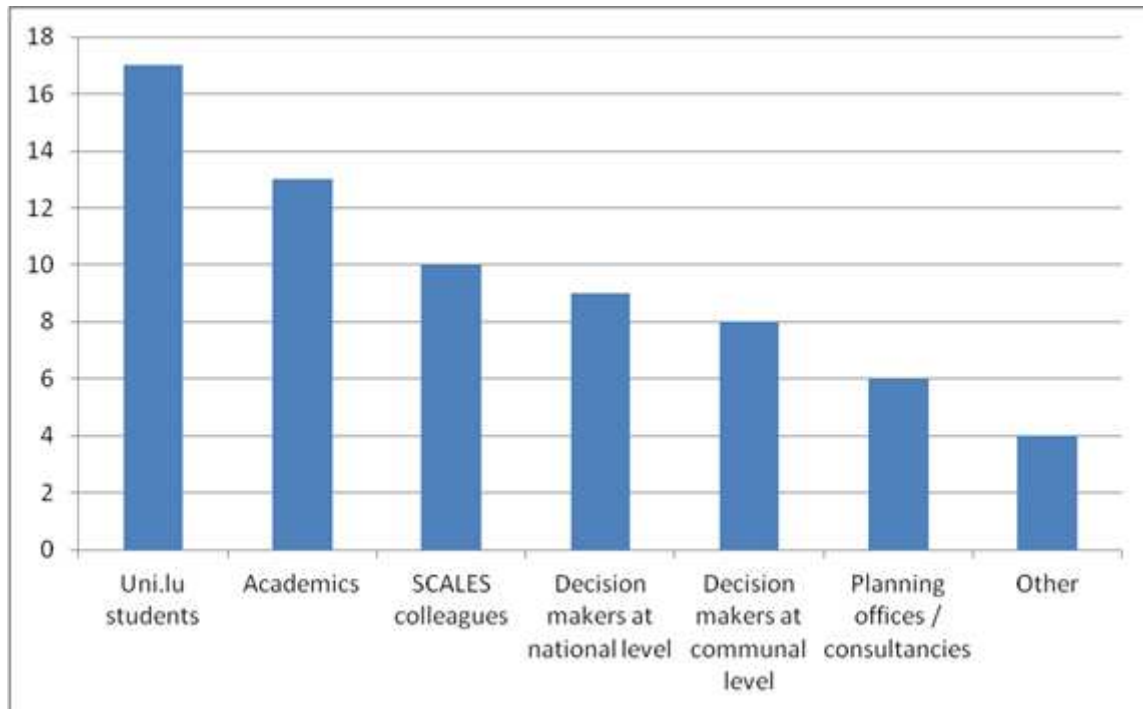
- The involvement of local and national stakeholders is extensively facilitated if they can speak their mother tongue. Translation facilities proved to be very helpful, if not necessary.
- Inviting local or national stakeholders and policy makers to discuss ESPON results can be difficult or even sensitive. A short comprehensive briefing of policy makers (for example in preparation of a panel discussion with 2 or 3 maps and the key questions to be addressed) can be very helpful.

However, with regard to the conference organisation the following point seems to be crucial: questions of regional or local spatial development cannot often be directly answered by ESPON results. ESPON can fuel the debate, but the link to the local context has to be guided by the moderation and conference preparation. In some cases, ESPON can only serve as an illustration for the overall context.

3.3 Seminar participation and feedback

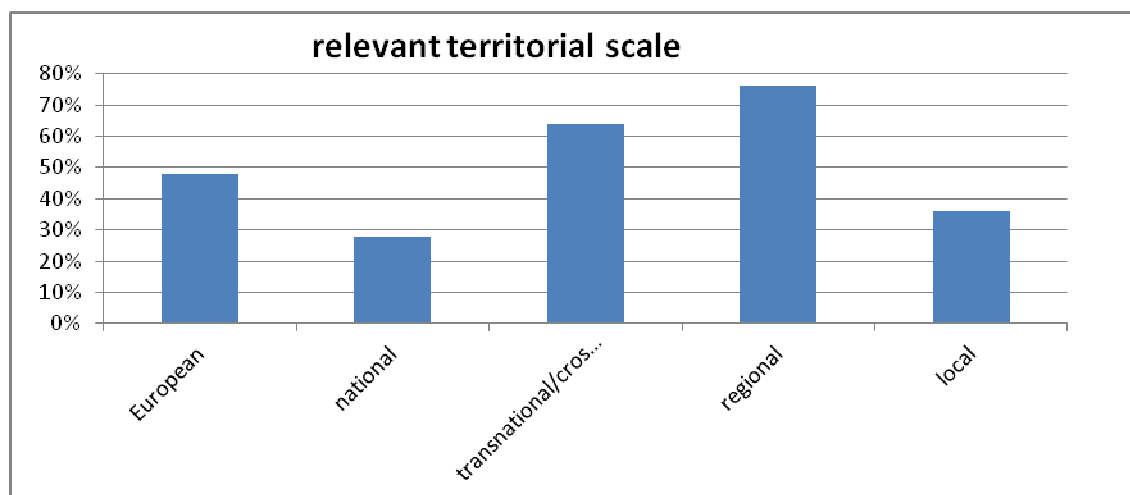
The participants were asked to fill a feedback questionnaire what around one third of the addressees did.

For the small state of Luxembourg, the participation of 66 persons is remarkable high. The graphic below gives some details on the institutional background of the participants on the basis of the list of presence.



Even if the questionnaire has been filled-in by a third of the participants, their answers give an idea of the main trends with regard to the expectations towards the ESPON programme.

First, the ESPON programme and the ECPs face the challenge to disseminate European wide results while the interests of the target groups are also for regional, national and even in the case of Luxembourg for local and cross-border results (see table below). This illustrates the relevance of the SCALES problematic and approach.



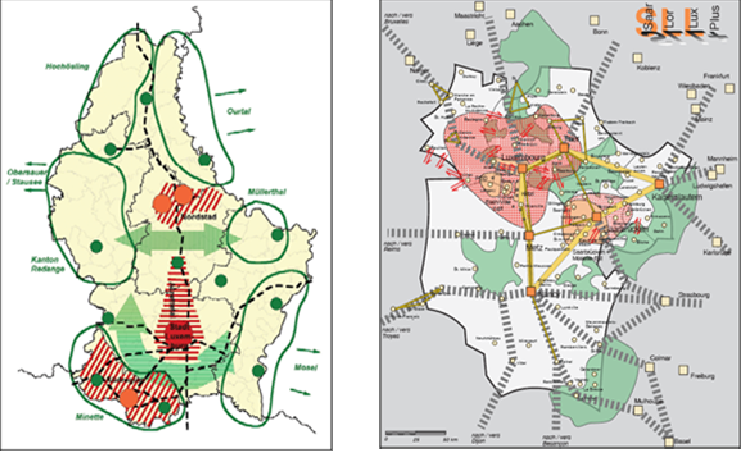
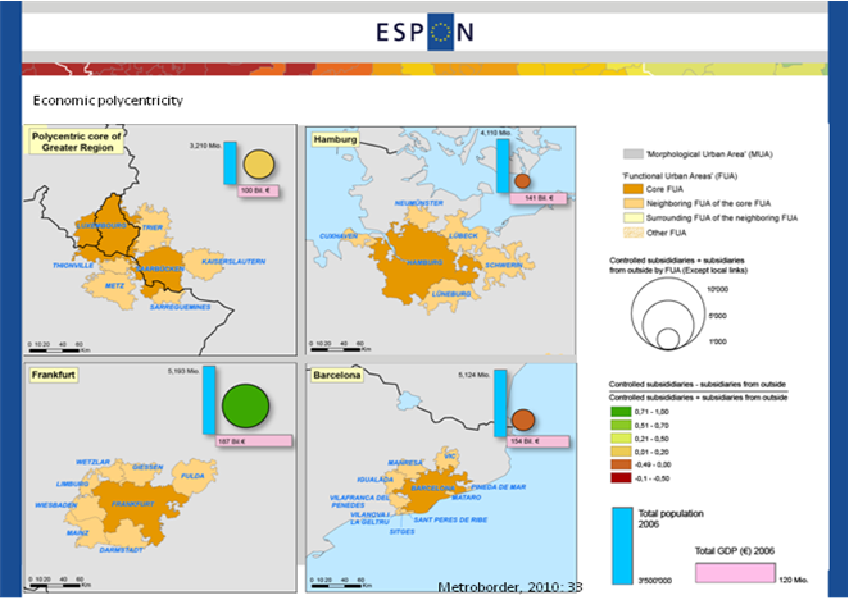
4. Lessons learnt

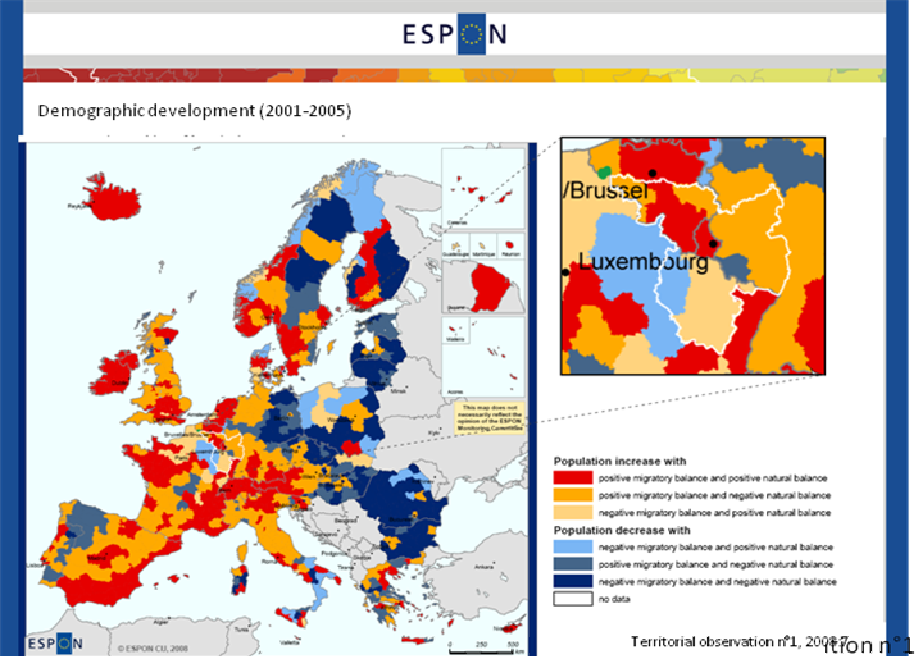
4.1 Lessons learnt for ESPON

- EU current policy developments (ex.: TA 2020) are relevant for national and local debates and ESPON can contribute to this debate. However, both the results and these policy developments can be very abstract for regional and local stakeholders. ECPs can show the added-value of ESPON results in their specific context and contribute to the national debates.
- Need for more local information (added-value of priority 2 projects)
- More cross-border specific results (esp. Priority 1 project)

4.2 Lessons learnt for the national dissemination

- Having a bilingual seminar (in French and German) is necessary if the target group are policy makers and planners. Translation facilities in this case are necessary only if policy makers from the Greater Region are involved.
- Added-value of the “external perspective” to national contexts (reflections provided by other SCALES colleagues)
- ESPON results provide very interesting results. They need however to be translated in each very specific national context depending on the specific SCALES problematic and on the main topics on the agenda. Dissemination of ESPON results can help fuelling a debate. To this extent, adding other sources to ESPON results may help widening and opening the debate.

Main dissemination challenges	"CoZiCo tools"	Example used during the seminar (in form of .ppt presentation)															
<p>Small size of the country</p> <ul style="list-style-type: none"> With current ESPON results, it is hardly possible to address polycentricity at national level (between the cities and the cities and their hinterland). In ESPON maps only the city of Luxembourg is represented, sometimes no data are available for LU (ex.: SGPTD, FOCI). 	<ul style="list-style-type: none"> Compare: - Zoom-in: Metroborder, Ulysses <i>Completion</i>: mention the national and cross-border debates on polycentricity 	<p><i>Completion: Spatial planning concept for Luxembourg (left) & model for the spatial development in the Greater Region (right)</i></p>  <p>Left map: <i>VL 2014 9</i> Right map: <i>Niedermeyer Steins, 2014 65</i></p>															
<p>NUTS-problematic</p> <ul style="list-style-type: none"> In Lux. NUTS 1,2,3 are identical People are in general more interested by their national context – it can be difficult to address directly the EU level 	<ul style="list-style-type: none"> <i>Compare</i> the GR cross-border context with similar cross-border areas The expert T. Panwinkler from Vienna-Bratislava compared the Greater Region with the Centroepe region. <i>Zoom-in</i>: - <i>Complete</i>: statistical data from national institutions 	<p><i>Comparison: metropolitan core of the Greater Region, Hamburg, Frankfurt and Barcelona</i></p>  <p>ESPON</p> <p>Economic polycentricity</p> <table border="1"> <thead> <tr> <th>Region</th> <th>Total population 2005</th> <th>Total GDP (€) 2006</th> </tr> </thead> <tbody> <tr> <td>Polycentric core of Greater Region</td> <td>3,210 Mio.</td> <td>100 Bk. €</td> </tr> <tr> <td>Hamburg</td> <td>4,910 Mio.</td> <td>141 Bk. €</td> </tr> <tr> <td>Frankfurt</td> <td>5,103 Mio.</td> <td>107 Bk. €</td> </tr> <tr> <td>Barcelona</td> <td>5,124 Mio.</td> <td>124 Bk. €</td> </tr> </tbody> </table> <p>Legend for Functional Urban Areas (FUA): - Morphological Urban Area (MUA) - Core FUA - Neighboring FUA of the core FUA - Surrounding FUA of the neighboring FUA - Other FUA</p> <p>Controlled subsidiaries - subsidiaries from outside by FUA (Except local links): - 15000 - 9000 - 1000</p> <p>Controlled subsidiaries - subsidiaries from outside: - 0.71 - 1.05 - 0.51 - 0.70 - 0.21 - 0.50 - 0.01 - 0.20 - 0.00 - 0.00 - 0.1 - 0.50</p> <p>Total population 2005: 9500000 to 130 Mio. Total GDP (€) 2006: 100 Bk. € to 130 Mio.</p> <p>Bottom right: <i>Metroborder, 2010: 38</i></p>	Region	Total population 2005	Total GDP (€) 2006	Polycentric core of Greater Region	3,210 Mio.	100 Bk. €	Hamburg	4,910 Mio.	141 Bk. €	Frankfurt	5,103 Mio.	107 Bk. €	Barcelona	5,124 Mio.	124 Bk. €
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<p>cross-border challenges</p> <ul style="list-style-type: none"> • Need to address cross-border challenges in Luxembourg: Cross-border analyses are considered to be crucial. They nourish the on-going political debate both at local and national level. • Lack of cross-border studies • In the Greater Region, only the city of Luxembourg appears on most European maps, not regional cities (Esch, Trier, Saarbrücken, Metz...) 	<ul style="list-style-type: none"> • <i>Compare</i>: cases of Metroborder, Ulysses; in particular Vienna-Bratislava • <i>Zoom-in</i> ESPON maps to compare the situation with regard to accessibility, demography... • <i>Completion</i>: relevant regional documents (declaration of the Greater Region summit etc.) 	<p><i>Zoom-in: demographic development in Europe and in the Greater Region</i></p>  <p>Demographic development (2001-2005)</p> <p>Population increase with</p> <ul style="list-style-type: none"> positive migratory balance and positive natural balance positive migratory balance and negative natural balance negative migratory balance and positive natural balance <p>Population decrease with</p> <ul style="list-style-type: none"> negative migratory balance and positive natural balance positive migratory balance and negative natural balance negative migratory balance and negative natural balance <p>no data</p> <p>Territorial observation n°1, 2004</p>