

# ESPON SCALES

## Breakdown and capitalisation of ESPON results on different scales

ECP Transnational Networking Activity

Draft Final Report | Version 31/01/2013



This report presents a more detailed overview of the analytical approach to be applied by the project. This "Scientific Platform and Tools" Project is conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund. The partnership behind the ESPON Programme consists of the EU Commission and the Member States of the EU27, plus Iceland, Liechtenstein, Norway and Switzerland. Each partner is represented in the ESPON Monitoring Committee.

This report does not necessarily reflect the opinion of the members of the Monitoring Committee.

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## **A. Executive summary**

### **1. Summary of the overall project strategy and main actions**

The ESPON project "Breakdown and capitalisation of ESPON results on different scales/ SCALES" is a Transnational Networking Activities project under Priority 4 "Capitalisation, Ownership and Participation" of the ESPON 2013 programme. Its aim is to ensure the relevance, effectiveness and sustainability of ESPON results. The "Transnational Networking Activities" projects involve ESPON Contact Points (ECPs) as partners. They cooperate to jointly disseminate the ESPON results on a transnational level, to transfer the results of the Europe-wide studies onto the regional and local level thus arousing interest for ESPON outside the ESPON network. Furthermore, the results of the project work may serve as a basis to formulate recommendations for revising and developing the ESPON programme.

In the SCALES project, ESPON Contact Points from Luxembourg, Austria, Switzerland/Liechtenstein, Hungary and Germany jointly develop strategies facilitating an application of the ESPON results on various territorial levels.

The project consists of two main work packages: First of all, the ESPON results were reflected via five thematic clusters in the context of the participating countries. The topics were defined from the Territorial Agenda 2020. They cover the main fields of European territorial development policy-making: (1) cities, regional development and planning, (2) urban-rural relations, (3) economy and innovation, (4) transport and mobility and (5) risk management, climate change and culture.

Secondly, three strategies for facilitating "scales-sensible dissemination" were developed: European comparison; Zooming in; Bi-/multilateral comparison.

These strategies were used to break down the ESPON results within the five thematic clusters related to the participating countries. During four thematic seminars and one final seminar they were used to present the ESPON results and discuss them with stakeholders, practitioners and the scientific community.

#### **ESPON as a source of territorial information**

ESPON constitutes an important source of information for civil servants and politicians who are looking more and more for reliable, interesting and easy to use information on their own territory. However, the information provided especially by the ESPON maps raises immediately a number of very concrete questions that stakeholders for the most part find difficult to answer on their own. Therefore, ESPON contact points (ECPs) are key actors to place back the ESPON results into the local, regional and national contexts and debates. Against this backdrop, the main question for the SCALES project is: Which strategies can

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ECPs develop to make the best use of ESPON results in front of very different audiences, taking into account the local, regional and national contexts?

#### **The success of disseminating ESPON results is influenced by scale-related challenges**

The experience gathered in the five countries involved in the project suggests that most of the dissemination challenges relate to SCALES questions. They are linked to the NUTS system, to sectoral policies and to the target group.

##### SCALES challenges related to the NUTS system:

Comparing EU regions implies working mostly on the basis of the European nomenclature of territorial units for statistics (NUTS). The main criterion to structure the NUTS categories is the population. Existing or newly aggregated administrative units in the Member States were used to implement this system.

ESPON deliveries – especially maps – show the ESPON results mainly on NUTS 2 (in the majority) or NUTS 3 level. Due to the diversity of the implementation in the NUTS system, this leads to several challenges that the dissemination of ESPON results has to deal with:

- There is an extreme territorial discrepancy regarding the size of statistical units between the Member States; ESPON results given in the same NUTS category can therefore not be compared easily, even though the system gives this impression.
- As statistical units, NUTS units are often not congruent to relevant administrative and/or political units, so the data are less usable, and there is often no direct contact person or target group where the ESPON results can be disseminated to.
- Most of the ESPON maps are available at NUTS 2 level only, which in some countries are not politically relevant units.
- There are very few data available on lower level (e.g. below NUTS 3), which hampers the dissemination towards local stakeholders.
- In some smaller countries, there are no NUTS units on a sub-national level, therefore no regionalised territorial information is available from ESPON.

##### SCALES challenges relating to sectoral policies:

- The constitutional setting of a Member State strongly influences the territorial level on which target groups have to be addressed. Dissemination strategies therefore should take into account the level at which sectoral and territorial policies are decided and implemented in each member state.



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- The scale of how ESPON information is disseminated best depends also on the topic; while e.g. metropolitan issues are better addressed through information on a local or regional level, questions of globalisation developments or climate change need information on a global or European level.

#### SCALES challenges relating to the target group:

Different target groups have specific interests depending on the territorial level of their work: local and regional stakeholders will be interested in local and regional data, while ministries might be interested in regional and national data.

#### **The CoZiCo approach to deal with SCALES challenges**

To deal with these challenges, the project partners in the SCALES project developed a targeted dissemination strategy, the so-called CoZiCo approach which is based on the methods COMparing, Zooming-In and COMpleting.

*Comparison* is about comparing the situation of another region with the region back home in order to illustrate parallel or diverging trends. It can also be of interest for local stakeholders to compare the situation of their region with other EU regions that have similar patterns of development.

*Zooming-in* may help small states or regions with strong transregional/cross-border interdependencies to take into account more specific debates. It works through either increasing the size of the map or by delivering the data at a finer scale.

*Completion* means either illustrating the situation with comparable national information if data are missing in an ESPON report, or by adding more relevant data to the existing one, e.g. on a lower NUTS level which is of higher political or administrative relevance.

#### **Assessing the method through interactive seminars**

In the SCALES project, the five partners in the SCALES TPG organised five seminars, one in each country and hosted by the respective TPG partner, each with a different focus on the topics and the question of scales.

The seminars aimed at presenting results of ESPON projects of the ongoing or past programming period and at discussing how these results can be used on different territorial levels while at the same time testing different dissemination strategies and raising awareness of ESPON activities in stakeholders from different contexts.

The seminars focused on:

- Urban-rural relationship

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- Cities, regional development and planning (labelled through polycentricity)
- Accessibility, innovation and economy
- Climate change and risk management
- ESPON's role in serving transnational cooperation

The five seminars took place in each of the participating countries from October 2011 to October 2012. Each event was organised by the respective ECP of the host country as a one-day seminar, lasting between 4.5 to 7 hours. Except from the Seminar in Budapest, which was held in English, all other seminars used the national language (German and/or French) as working language with an English translation.

In most cases presentations took place in a lecture setting and were followed by more interactive elements. In all seminars special emphasis was put on involving different levels of decision making, as well as researchers and practitioners in the debate. Complementary, inputs from representatives of the ESPON contact points and questions from the audience contributed to the discussions.

## **2. Conclusions on the outcomes and achievements and appraisal of the impact**

The main aim of the SCALES project was to develop strategies for the capitalization of ESPON results to deal with the challenges of scales. The Transnational Project Group (TPG) did so by developing thematic strategies for the dissemination of ESPON results and by testing them in five national seminars. The main results are summarised throughout this report; the parts of the report that can help other ECPs to improve their dissemination activities will be published as a manual, which will increase the visibility and usability of the results obtained in the SCALES project.

The project partners evaluated the feasibility of the strategy by handing out (mostly) identical questionnaires in the seminars. The feedback showed that the dissemination methods worked, since 49,4% of the respondents rated the support given by the seminar to use ESPON results by 4 or 5 points out of 5.

Several hypotheses were confirmed, e.g. that there is a very diverse potential audience for ESPON results, scientists as well as political experts, and that their information needs are met by different forms of ESPON deliveries. The seminars also revealed several thematic gaps that ESPON should cover in the future.

An important outcome which can help other ECPs to improve the national dissemination is the importance of the language barrier. In addition, it became clear that the direct means of dissemination, like the seminars, are very important.

## **B. Report**

### **1. Presentation of the overall strategy**

#### **1.1 Main dissemination challenges**

Designed in the 90's, the ESPON programme was the first programme to offer a comparison of the latest spatial trends across all EU Member States (15 at that time). This programme proved to be innovative as it studied European trends and the impact of EU policies on the European territory. The original aim to provide information, analysis and data at EU level remains a challenge in terms of consolidating the datasets and indicators. Especially during the second programming period (2007-2013) an additional challenge arose: EU policies now have to be implemented at national, regional and local level. During the next programming period (2014-2020), this challenge will be further enhanced insofar as the 'place-based approach' (Barca, 2010) encourages strategy development on the basis of territorial assets and particularities of each local and regional authority. To do so, local, regional and national stakeholders need increasing amounts of information on current trends affecting their own territory. Therefore, civil servants and politicians are looking more and more for reliable, interesting and easy to use information on their own territory. For this purpose ESPON constitutes an important source of information. First, with the help of maps, ESPON allows to situate very quickly EU regions in comparison with each other across Europe. Second, ESPON provides information on a wide range of highly important topics (e.g. globalisation, research and innovation, environment, energy). Conversely, this very quick information provided by maps raises immediately a number of very concrete questions that stakeholders for the most part find difficult to answer on their own.

Besides the interpretation and the usability of the results for their specific regional and national context, stakeholders raise questions about indicators, data quality and about their relevance with regard to their specific local and regional setting. Therefore, ESPON contact points (ECPs) are key actors to place back the ESPON results into the local, regional and national contexts and debates. Against this backdrop, the main question for the SCALES project is: what strategies can ECPs develop to make the best use of ESPON results in front of very different audiences (civil servants, politicians, planners, and scientists), taking into account the local, regional and national contexts? The experience gathered in the five countries involved in the project suggests that most of the dissemination challenges relate to SCALES questions. They can be summarised as follows:

##### **1.1.1 Investigations of the NUTS system related to scales**

The comparison of EU regions implies working mostly on the basis of the European nomenclature of territorial units for statistics (NUTS). This system has

been developed by the Member States and Eurostat in the 70's and has been transferred to EU regulation in 2003. The purpose was to establish a reference scheme allowing a comparison between territorial units in member states on 3 different regional levels (NUTS1, 2, and 3) including the national level as NUTS 0. Particular regions can represent several NUTS level.

The regulation indicates classification criteria for each level on the basis of the population, ranging in NUTS 1: from 3 to 7 million, in NUTS 2: from 800.000 to 3 million and in NUTS 3: from 150.000 to 800.000 inhabitants (Regulation (EC) No 1059/2003, article 3, paragraph 3). But "existing administrative units within the Member States shall constitute the first criterion used for the definition of territorial units (ditto, paragraph 1). The latter explains the deviation of the population criteria in some countries and some regions, which sometimes limits the comparison of regions within the same NUTS level.

Additionally to the differences in population size of the administrative settings within the Member States, it is difficult to find clear correspondences regarding the policy competences and the regional policy relevance at each NUTS level.

To illustrate the significance of the NUTS system in each country, we summarise the situation for each SCALES country.

#### NUTS system in Switzerland and Liechtenstein

NUTS level 0 and 1 correspond to the nation state. NUTS level 2 comprises both single cantons and aggregations of cantons. This results in 7 so-called "Grossregionen". They have no political function, being purely statistical units. Because many of those "Grossregionen" are a conglomerate of spatially completely different cantons, their meaning for statistical purposes is rather limited. On NUTS level 3 are the (26) cantons – they are strong political units in a very federally organized country like Switzerland. Because of the huge variety of the cantons (their population range from 15'000 to 1.4 million), analyses at NUTS 3 level are somehow limited as well, but nevertheless quite common because of the cantons' important political role. In Liechtenstein, with a population of roughly 40'000, NUTS 0-3 are attributed to the nation state, with no further sub-units.

#### NUTS system in Germany

The highest regional level NUTS 1 is covered by the 16 Bundesländer. The NUTS 2 level represents the medium regional level, although it does not exist in every Bundesländer. Only 5 Bundesländer have regional units with administrative responsibilities on this level (Baden-Württemberg, Bayern, Hessen, Nordrhein-Westfalen and Sachsen). In Berlin, Brandenburg, Hamburg, Bremen, Schleswig-

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Holstein, Mecklenburg-Vorpommern und Saarland units of this level are also highest regional level (NUTS 1). In Niedersachsen, Sachsen-Anhalt, Rheinland-Pfalz the level is built of groups of administrative units. At NUTS 3 level, "Landkreise" and "kreisfreie Städte" are important cities or associations of communes, whose representatives are elected.

#### NUTS system in Hungary

At NUTS 1 level, three units have been defined gathering planning and statistical regions: Central Hungary (Central Hungary), Transdanubia (Central Transdanubia, Western Transdanubia, Southern Transdanubia) and Great Plain and North (Southern Great Plain, Northern Great Plain, North Hungary). The seven Hungarian planning and statistical regions are represented at the NUTS 2 level. The counties and the capital city of Budapest are the 20 NUTS 3 level units of Hungary.

#### Austria

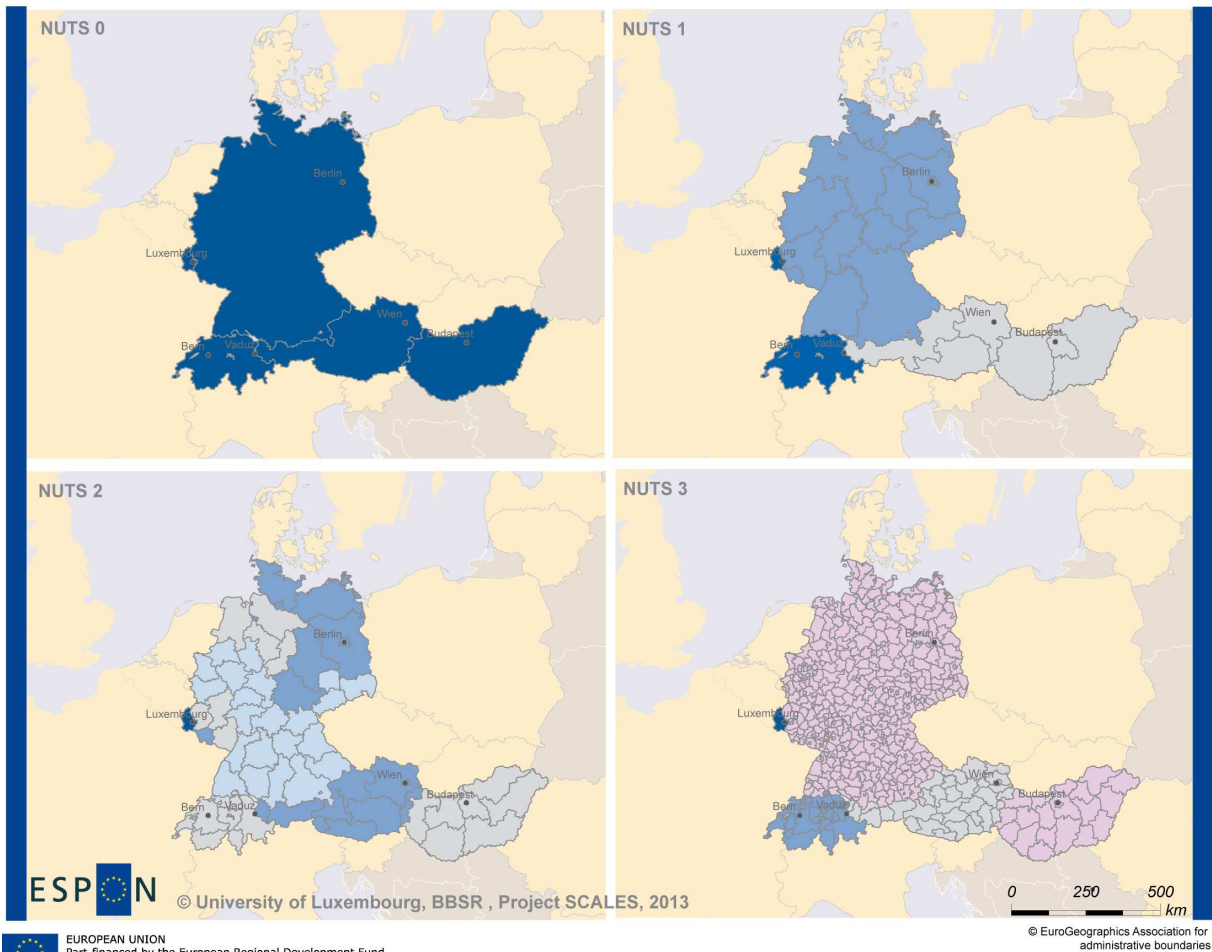
At NUTS level 1 Austria has been divided in three units, in which several federal provinces "Bundesländer" are grouped together: western Austria (Vorarlberg, Tyrol, Salzburg, Upper Austria), eastern Austria (Lower Austria, Burgenland, Vienna) and southern Austria (Carinthia and Styria). The nine Austrian provinces are represented at the NUTS level 2. NUTS 3 level consists of 35 units which are formed by merged municipalities, whereby each municipality is assigned precisely to one unit. Vienna forms an exception: as a federal province it is represented on NUTS level 2 but also on NUTS level 3 with its own unit.

#### NUTS system in Luxembourg

As the regional level does not exist in Luxembourg, the state level is used for the three NUTS categories (1, 2 and 3).

The map showed in Figure 1 reflects this complexity by comparing administrative and statistical units in the SCALES countries. The main argument in this map is to visualise for each NUTS level whether representatives have been elected ("political representativity"). In some cases, NUTS units represent a group of administrative units or are used for EU funding. In this case, there is no direct contact person or target group to disseminate ESPON results to.

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**Figure 1: Comparison of administrative and statistical units in the SCALES countries**

**1.1.2 SCALES challenges related to the NUTS system**

Against this backdrop, the SCALES project aims at developing guidelines for the dissemination of ESPON results to cope with the following challenges:

- *Extreme territorial discrepancy in Europe – Size and form of statistical units*

First, this is certainly very trivial; one has to point out the important territorial discrepancies (in terms of size and form of the territorial units) at different levels in Europe. At a first glance, ESPON maps blur them in the sense that they give the impression that territorial levels can easily be compared from one state to another. But these territorial discrepancies become obvious as soon as stakeholders confront their knowledge of a specific region with its cartographic representation. The map showed in Figure 1 helps to keep this complexity in mind.

Even in countries with similar constitutional backgrounds, differences are important. The highest regional level of the federal states of Austria, Germany and Switzerland are located at different NUTS levels (respectively NUTS 2, 1 and 3). In centralised and medium sized countries like Hungary, two NUTS level do not fit with elected political bodies. In small countries like Luxembourg and in the even more extreme case of Liechtenstein, the same unit is used for each NUTS category.

- *Non-congruence of statistical and administrative/political units*

This situation arises above all within medium sized countries, which did not develop an intermediate regional governance level. In this case, groups of regions have been aggregated and considered as acting for NUTS 2 level (e.g. Switzerland) or for NUTS 3 (e.g. Austria). Another pattern can be found in a number of centralised former Eastern countries that have a local political level but lack a regional level. As a result, some countries developed statistical units to implement the EU regional policy (Hungary at NUTS 2 level).

- *Limited availability of data at NUTS 3 level*

Even if ESPON is working hard on data availability and on the continuity of datasets, data are not always available on all NUTS levels, especially at NUTS 3 level. Most of the ESPON maps are available at NUTS 2 level only. However, as the map in Figure 1 (page 14) clearly shows, the NUTS 3 level is a relevant scale for most of the SCALES countries as it represents an administrative territorial unit with a political mandate (Hungary, Switzerland and Germany).

- *Lacking data on lower level (esp. below NUTS 3)*

Addressing local stakeholders directly might be challenging, as ESPON usually does not work on statistical information at a level lower than NUTS

3. Efforts are currently undertaken to start working at LAU 1 and 2 levels as well. Studies at these levels remain in the framework of targeted analysis (priority 2).

- *Non-existence of statistical NUTS-units on sub-national level*

In extreme cases like Luxembourg and Liechtenstein, which are organised on two levels only (communal and national level), ESPON information is merely available at national level. In the very specific case of Luxembourg, cross-border interdependencies are increasing. The cross-border cooperation area around Luxembourg ("Greater Region") comprises the highest number of commuters (200.000 people). ESPON maps representing this cross-border region can be very interesting. However, the most relevant in this particular case would be flow data.

**1.1.3 SCALES challenges relating to sectoral policies**

- *Taking into account the territorial dimension in sectoral policies*

Latest key political documents in Europe (especially the Lisbon Treaty, 2007 and the EU2020 strategy, 2010, but foremost the Territorial Agenda 2020) insist on the relevance of the territorial dimension. A direct consequence is the intention to take into consideration the territorial dimension in sectoral policies. Again, ESPON can play a key role in providing reliable, helpful and valuable information. To do so, dissemination strategies should take into account the level at which these policies are concretely decided and implemented in each member state. Depending on the constitutional setting of each country (federal or centralised/decentralised state), target groups can be considered at different territorial level.

- *Sectoral policies and dissemination strategy*

Depending on the topic addressed, the relevant scale to approach the question both from a research and from a dissemination point of view might differ.

- To address metropolitan developments, NUTS are rather insufficient/inadequate. Functional Urban Areas (FUAs) and Morphological Urban Areas (MUAs) are much more useful even if they present their own constraints. The scale addressed is then local or regional rather than national or European.
- It might therefore be more appropriate to address globalisation developments or climate change at global or European rather than at local level.



#### **1.1.4 Scales challenges relating to the target group**

Civil servants, political representatives, researchers and planners are the most important audiences for ESPON in all member states. Presumably each of these user groups has different expectations with regard to ESPON results. At the same time, except for researchers, all the other target groups may have specific interest depending on the territorial level of their work. Local and regional stakeholders will be interested in local and regional data, the European comparison being a supplementary perspective while ministries might be interested in regional and national data. At the same time, in some very specific situations (e.g. like in Luxembourg where the cross-border dimension is increasingly important in decision-making processes), addressing this question is a naturally must.

All these challenges show that ESPON results need to be translated in order to be useful. Approaching the ESPON results in terms of scales seems to be an important element prior to the development of dissemination strategies. To summarise, scales are involved in three dimensions:

- *Territorial scales* (NUTS) are one of the most important basis on which ESPON relies to provide information (object of dissemination)
- *Policy scales* relate to a territorial competence in different member states (relevant space to consider for dissemination)
- *Most relevant scale for the target group.*

The project aims at assessing the relevance of these assumptions. To do so, a specific methodology has been developed.

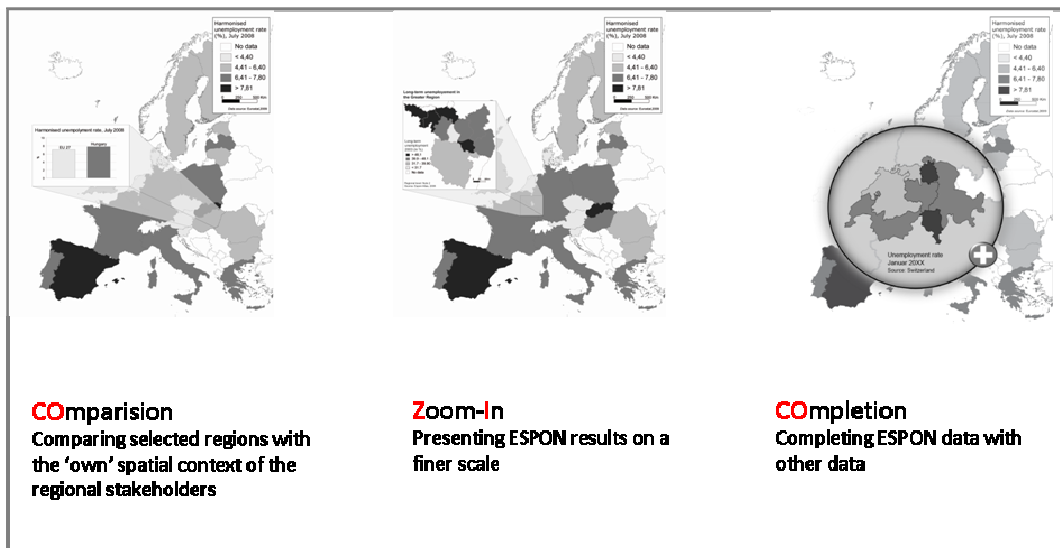
### **1.2 COMparing – Zooming-In – COMpleting (CoZiCo): methodology to address scales problematic**

In Priority 4 projects, ECPs are not entitled to provide new research. However, they are responsible for developing targeted dissemination strategies at their own national level. Having in mind the scales problematic mentioned earlier, an easy-to-use method has been developed and assessed by the five ECPs of the SCALES project.

#### **1.2.1 The CoZiCo approach**

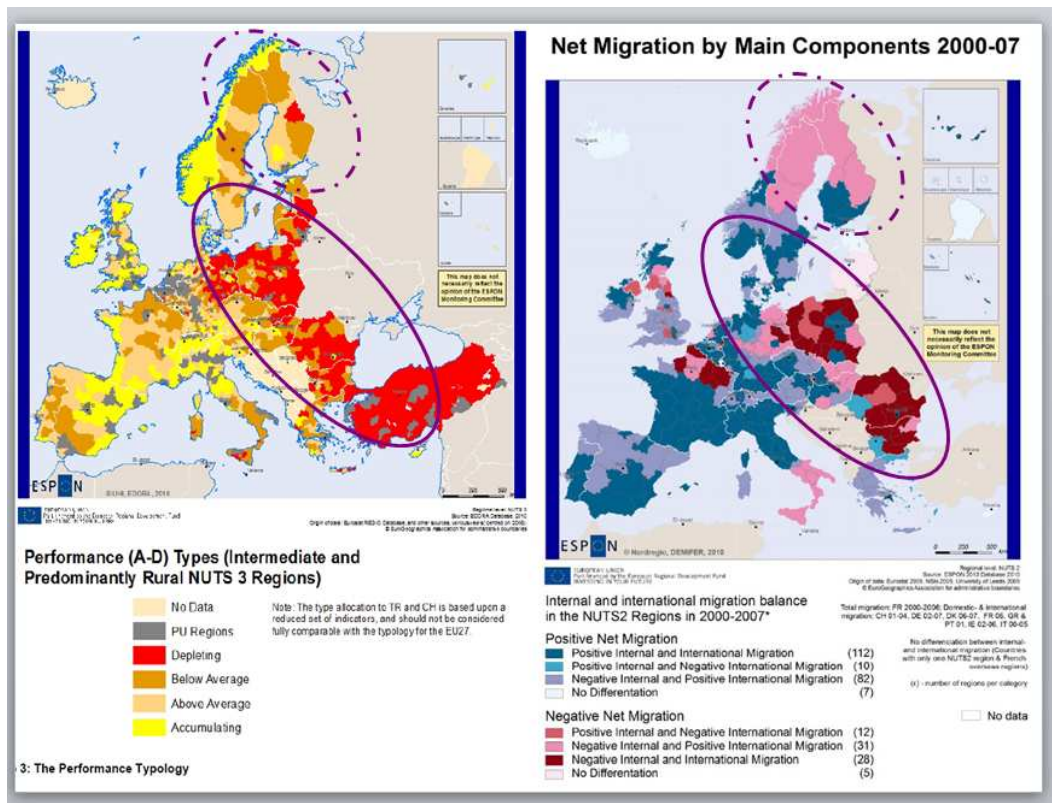
To deal with the main scales challenge relating to the NUTS problematic, the CoZiCo approach can be useful. Depending on the dissemination context (target group and most relevant scale to address), ESPON results certainly provide interesting information while at the same time presenting specific challenges (lack of data, small territorial unit considered). To address these challenges, Comparing, Zooming-in, Completing might be useful strategies (Figure 2).

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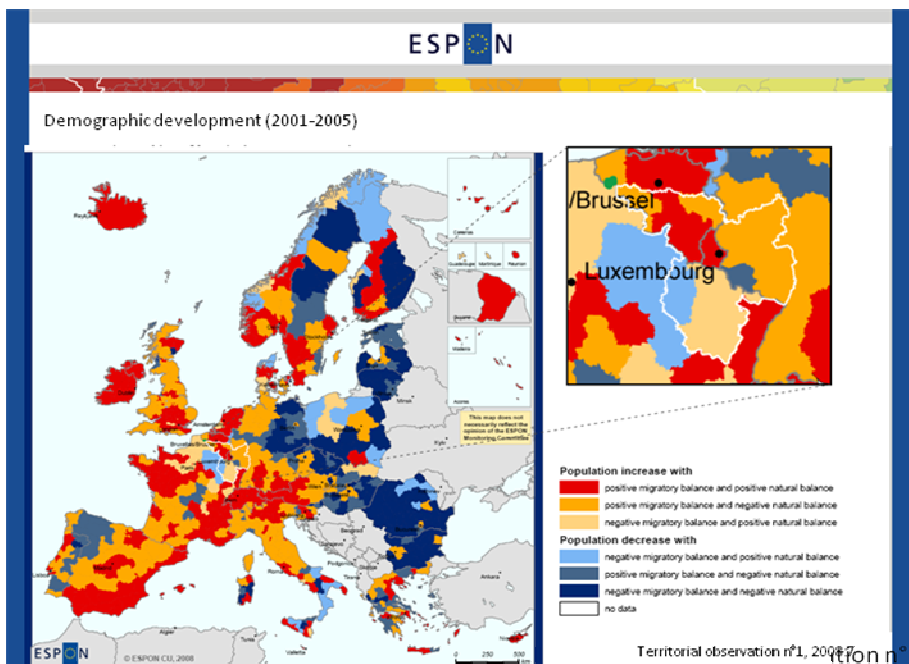
**Figure 2: The CoZiCo approach**

\* *Comparison*: This is a very palpable strategy that is spontaneously used by most of the ECPs. It is about comparing the situation of another region with the region back home in order to illustrate parallel or diverging trends. This is certainly what ESPON does best. It is also an important element to take into account when policy makers develop their own territorial policies. At the same time, it can be inspiring, also for local stakeholders, to compare the situation of their region with other EU regions having similar patterns of development.



**Figure 3: CoZiCo example: Comparison between Demifer and EDORA maps (Budapest Seminar, for more information: see Budapest seminar report, p.4)**

\* Zoom-in: This strategy may help either small states or regions having strong functional interdependencies at transregional level or across borders to take into account more specific debates. In the specific context of Luxembourg and its surrounding cross-border region (Greater Region), it may help stakeholders to get a better understanding of the current trends. Zooming-in may be used either by simply increasing the size of the map or by delivering the data at a finer scale. This last option might be implemented through the ESPON hyperatlas.



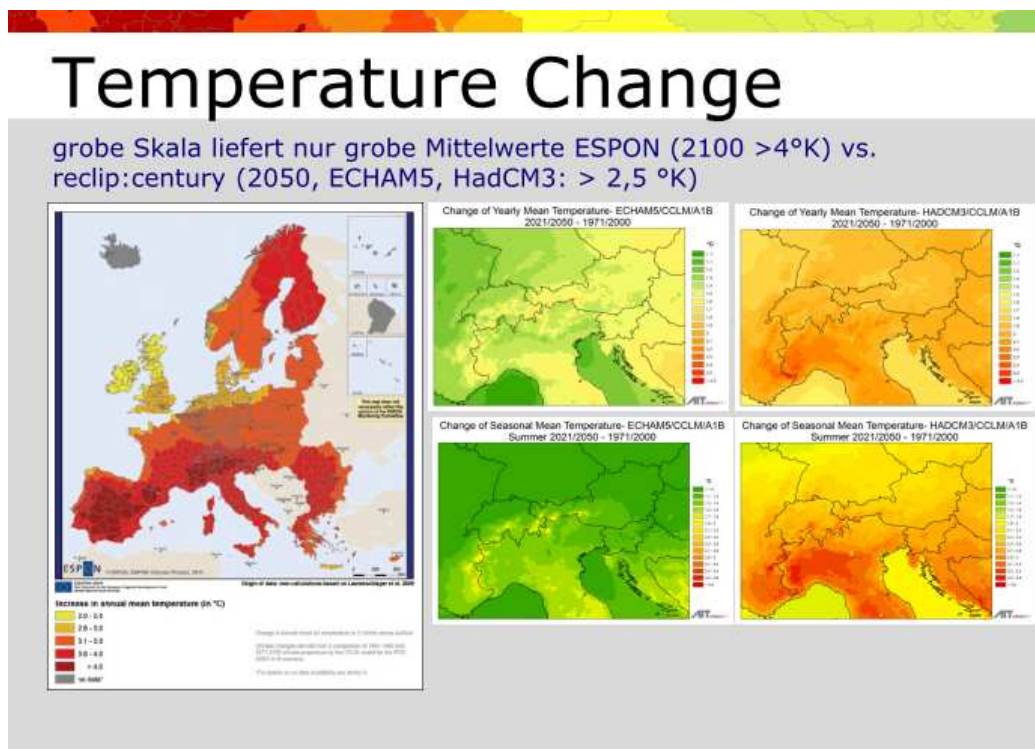
**Figure 4: CoZiCo example: Zooming-in the demographic challenges of the Greater Region and Luxembourg (Luxembourg Seminar, for more information: see seminar report, p.XX)**

\* Completion: If data are missing in an ESPON report, illustrating the situation with comparable national information might be a good strategy to avoid showing a region as a white patch. Completing can also be used for other purposes:

- To launch a discussion with stakeholders and to take into account a very specific situation that ESPON might not have studied in a targeted analysis. Comparing general ESPON information with more specific additional data can be helpful.
- To compare the specific situation of different regions having similar patterns (cross-border metropolitan interdependencies). Taking into account additional sources might nourish the debate. This method has been assessed in different seminars.

- To add more relevant data to the existing one. While ESPON maps are mostly delivered at NUTS 2 level, which does not fit with a territorial elected body in Hungary, adding data at NUTS 3 level might be more interesting and help opening a discussion with stakeholders.

However, ECPs need internal resources to either complete the information or to ask national experts delivering additional information. This strategy might be useful but more demanding in terms of technical ability and financial resources.



**Figure 5: CoZiCo example: Completing European wide information (ESPON/Climate project) with more detailed regional data (Vienna Seminar, for more information: see seminar report, p. 4)**

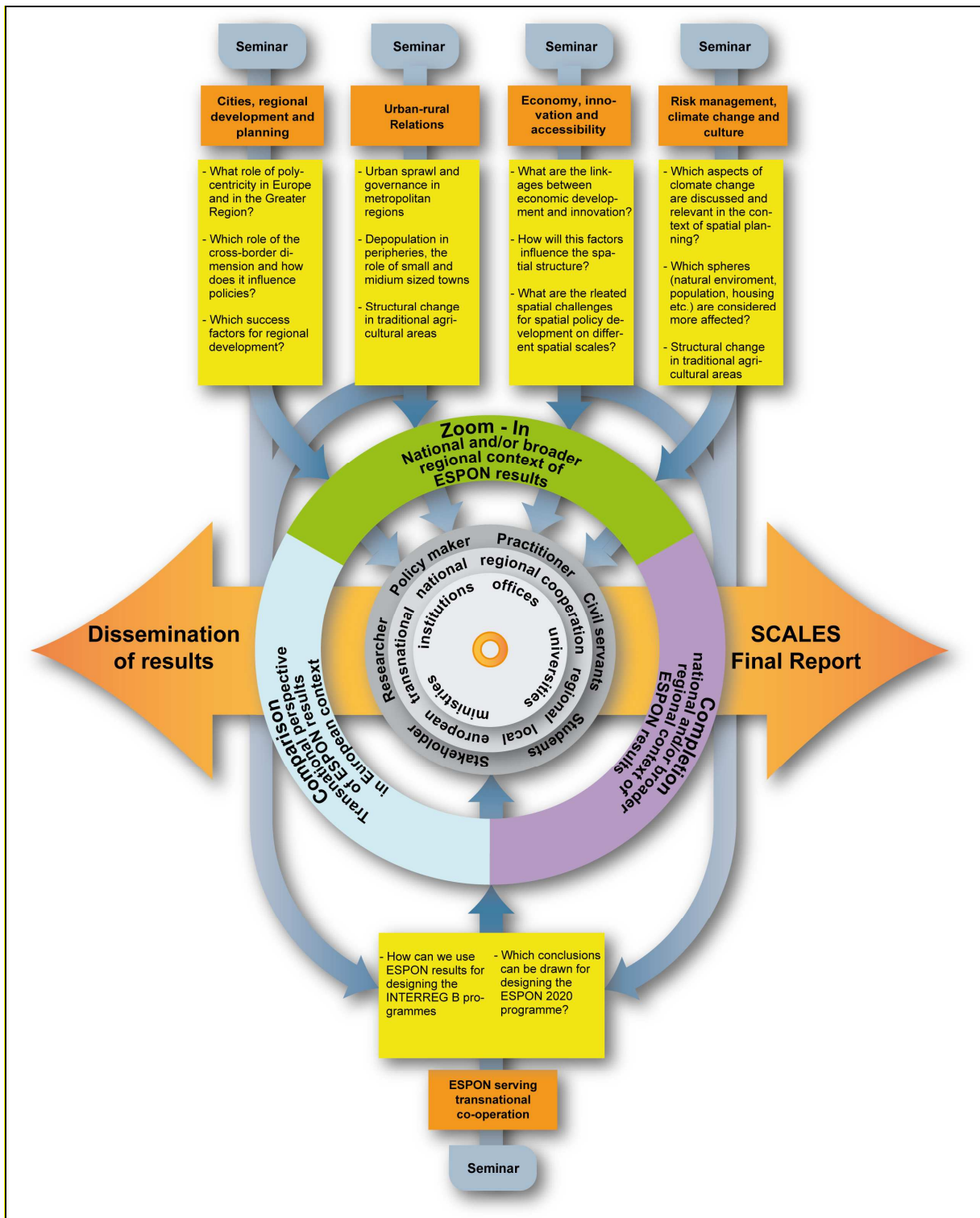
**1.2.2 Assessing the method through interactive seminars**

Each seminar intended to address very pressing questions and to launch a debate in each country. At the same time, each topic referred to the scales problematic and targeted dissemination strategies have been developed. To do so, the seminars' topics relied on the main aspects of the territorial agenda. Topics were as follows:

<b>Topic</b>	<b>Country in charge</b>	<b>Main scale problematic</b>
Urban and rural dimension	Hungary	Mainly local and regional topic
Cities, regional development and planning (labelled through Polycentricity)	Luxembourg	- No ESPON information below the national level - High cross-border interdependencies
Economy, innovation and transport	Switzerland + Liechtenstein	- Competencies mainly at Canton level - at the same time (due to high population density, small-scale spatial interrelations) need for high resolution spatial data & analysis (municipal level)
Climate change	Austria	- highly European or global issue - how to discuss it with national / regional stakeholders
Final seminar	Germany	- Wrapping-up and disseminating the results of the SCALES project towards a relevant political audience

For each seminar, a series of guiding questions have been developed to structure the debate and to target the most important questions to be addressed on the basis of the very specific context. In addition, ECPs colleagues were involved in each seminar. They had the task to bring an external output and to add to the 'comparison' dimension. The general approach is summarised in Figure 6.

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**Figure 6: The SCALES approach through seminars and reports**

## **2. Description of the implementation of the separate actions**

In the SCALES tender, the five partners in the SCALES TPG had agreed to organise five seminars throughout the project, one in each country and hosted by the respective TPG partner, each with a different focus on the topics and the question of scales.

The seminars were intended to provide an initial approach to enhance the usage of ESPON results and to give floor for discussion where the stakeholders from different levels can consider their experience and views on the related issues. They were supposed to bring together ESPON experts (from programme and project level), national and international experts for the specific topic of each event.

The seminars aimed at presenting results of ESPON projects of the ongoing or past programming period and at discussing how these results can be used on different territorial levels while at the same time testing different dissemination strategies and raising awareness of ESPON activities in stakeholders from different contexts.

### **2.1 Thematic scope of the seminars**

The ESPON Scales seminars covered a very broad thematic range reflecting the main fields of European territorial development policy making<sup>1</sup>. Thus, the seminars focused on

- Urban-rural relationship (Budapest, ECP HU)
- Cities, regional development and planning (labelled through polycentricity (Luxembourg, ECP LU)
- Accessibility, innovation and economy (Bern, ECP CH/LI)
- Climate change and risk management (Vienna, ECP AT)
- ESPON's role in serving transnational cooperation (Berlin, ECP DE)

The seminar on urban-rural relationships (Hungary) dealt with the interdependencies between metropolitan regions and their catchment areas as well as with the challenges and opportunities of rural periphery and structural change in traditional agricultural areas. Taking place in Budapest, special attention was drawn to the fact that the relationship between rural and urban areas differs widely throughout Europe, most prominently between Western and Eastern Member States. Besides focusing on the theme of urban-rural relationship the event presented the possible utilisation of ESPON results on each

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<sup>1</sup> This policy is based mainly on the EU2020 Strategy, along with the European Spatial Development Perspective and the Territorial Agenda.

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territorial scale. The findings of ESPON results extracted from EDORA, GEOSPECS, TIPTAP, TRACC, FOCI, EU-LUPA, SS-LR, SEMIGRA, RERISK and some additional results from DEMIFER, SGPTD, POLYCE, CLIMATE and METROBORDER were used to support the discussed points.

In Luxembourg, the seminar focussed on polycentric development in Europe, in Luxembourg and in its surrounding cross-border region ("Greater Region"). The seminar discussed how this concept shapes spatial planning at different scales, whether polycentricity can be measured and which governance tools can be developed to favour polycentricity. Polycentric development was stressed as the notion at the heart of political discussion not only at European level, but also in Luxembourg and its border regions at that very point of time. Therefore, the seminar contributed to the ongoing political reflections at the time. The content-related inputs refer to the results of the ESPON projects METROBORDER, ULYSSES but also to SGPTD, FOCI.

The seminar in Switzerland covered a lot of ground thematically: from accessibility to innovation to economy. The seminar discussed the linkages between these three topics, the related specific challenges for spatial policy development at different spatial scales and its impacts on Switzerland's spatial structure in future. The presented topics were seen as important factors in the national debates in Switzerland and Lichtenstein on spatial development, especially in the context of transportation/infrastructural planning and regional development or regional policy. In the course of the seminar, results from the ESPON projects TRACC, KIT, FOCI, SGPTD and the ESPON 2013 Database were presented and discussed.

The seminar in Vienna revolved around the challenges of climate change and risk management for spatial development in Europe. Climate change related results from selected projects (CLIMATE, RERISK and to a lesser extent EDORA and GEOSPECS) were presented, discussed and confronted with regional climate change signals to compare the effects of scale. Special emphasis was put on the spheres (forestry, tourism, infrastructure, ...) regarded as most affected as well as on mitigation and adaption capacities. Another focus of the seminar was to discuss the utility and relevance of ESPON results for spatial planning on national and regional level, in particular for Austria.

The seminar in Berlin was the last in the SCALES seminar series. As such, it was planned to be more political than scientific and to provide a sort of summary from the other seminars. Due to the time of the seminar – end of October 2012 – the focus was put on discussing on a political level the benefits from ESPON and potential necessary adjustments of the ESPON programme, since at this time the Multiannual Framework 2014-2020 as well as the new ESPON Programme would be discussed. It was decided to focus on INTERREG B regions since they have specific problems and tasks where ESPON findings could help; this potential of



ESPON is however mostly not known to INTERREG stakeholders. Since currently the most important issues in the INTERREG B programmes are transport/accessibility, climate change and innovation, a seminar programme was developed that provided insights into these topics.

## **2.2 Implementation and organisation**

The five seminars took place in each of the participating countries from October 2011 to October 2012. Each event was organised by the respective ECP of the host country as a one-day seminar, lasting between 4.5 to 7 hours. Except from the Seminar in Budapest, which was held in English, all other seminars used the national language (German and/or French) as working language with an English translation.

Although quite different in the seminar design and with diverse thematic focus, the seminars had common core elements. Each seminar started with a general presentation of the ESPON programme and introduction of the ESPON Scales project. Thereafter the focus was turned to the specific thematic priority of the event: Results from ongoing or finalized ESPON projects - relevant to the topics discussed - were presented while at the same time highlighting identified challenges with the scale of the presented results.

In most cases presentations took place in a lecture setting (see pictures in Figure 7) and were followed by more interactive elements. In all seminars special emphasis was put on involving different levels of decision making, as well as researchers and practitioners in the debate. Complementary, inputs from representatives of the ESPON contact points and questions from the audience contributed to the discussions.



**Figure 7: Pictures illustrating lecture setting elements (Budapest and Berlin seminars)**

Apart from this general procedure each seminar set other priorities in the workshop design:

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The seminar in Budapest aimed at reaching the decision-makers at different levels. The seminar began with a brief overview on the on-going ESPON projects results and was followed by presentations of the Hungarian ECP on three challenges focusing on the theme of the seminar. In the second section four ESPON project stakeholders shared their experiences on the utilisation of ESPON results in a panel discussion involving the audience as well. The discussion brought together representatives of transnational, national, regional and local levels.

The main aim of the seminar in Luxembourg was to give floor to different levels of decision making in the country (local, national and cross-border) as well as to executive and legislative branches. This being the case, a rather compact format was chosen to allow for the political decision makers to attend the whole seminar and not leave after their contributions. In the first half, the conference offered some ESPON theme-specific presentations. In the second half, four participants from different political spheres came together in a roundtable discussion. In the end, the public was invited to contribute to the discussion.

The Bern seminar was organised along three thematic blocks, each one being devoted to one of the main topics. There were three presentations per thematic block. Generally, the intention was to start each block with insights and new results from ongoing ESPON projects. In order to generate a thematically overarching discussion, some of the three presentations per block had the task to combine or make references to the other main topics of the seminar. It was intended to have a good mix of European, national and regional perspectives. Each ECP had the opportunity to present a short "spotlight" from his or her national perspective, based on ESPON results. After each block there was enough room for questions and a plenary discussion.

Vienna followed a more interactive concept (see pictures in Figure 8) . A lecture on climate change served as a starting point of the event. This was followed by a world café session where the benefit of ESPON maps were reviewed and discussed by the participants along five exemplary maps of the projects CLIMATE and RERISK. The afternoon started with a fishbowl discussion, in which three experts (researcher, practitioner and civil servant) discussed the role of spatial planning in climate change and adaptation strategies with active participation of the ECPs and the audience. Finally, the participants discussed in four different working groups their expectations regarding and ESPON.



**Figure 8: Pictures illustrating interactive elements at the Vienna seminar (Fish Bowl and World Café)**

The aim of the Berlin seminar was to foster the link between ESPON and INTERREG and to make ESPON known to persons and institutions which did not have many contacts with ESPON so far. This was done by bringing together stakeholders from the ESPON programme and ESPON projects as well as stakeholders from the INTERREG programme administration and INTERREG regions, but also experts from the regional government authorities that deal with European/transnational questions or with the topics transport/accessibility, innovation and/or climate change. To achieve this aim, the seminar wanted to show the potential benefits of ESPON research through concrete examples, especially by illustrating the results for the German INTERREG areas and for the specific INTERREG spheres of activity.

The seminar started with presentations from different ESPON projects that deal with the topics transport, innovation and climate, which are of special interest for INTERREG B. After this, introductory presentations gave an insight into several ESPON projects that were started on the initiative of INTERREG cooperation areas and that are linked to German cooperation areas in terms of contents or territory. On this basis, several ESPON and INTERREG actors discussed with the audience ideas how to use ESPON results for shaping the INTERREG B programmes. During the last seminar session, a group of different ESPON actors reflected on conclusions to be drawn from the transnational experience for the ESPON 2020 programme.

### **2.3 Involvement of stakeholders and awareness raising in ESPON**

It was one of the main objectives of this project to involve policy makers of all levels (global, transnational, national, regional and local) as well as practitioners, the private sector, the scientific community and the general public in the seminar discussions. Their participation should contribute to stakeholder-oriented activities on national, regional and local level in order to raise or deepen awareness and stimulate the use of results of ESPON projects and thus to

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stimulate interest – in the sense of bottom-up approaches – in targeted analysis proposals under the ESPON Programme.

The seminars succeeded in bringing together a wide range of different stakeholders in fruitful discussions. While some seminars targeted primarily decision-makers of the political and administrative sphere, other seminars put emphasis on reaching civil servants, researchers and practitioners.

The participants experienced the diversity of the ESPON programme by being introduced to many different ESPON projects – applied research and targeted analyses alike – and their results. The attendees were encouraged to discuss the usability of these results in their daily work, especially in respect to the different scales. In this sense, the seminars stimulated the use of ESPON results and provided a platform for stakeholders from different levels to consider their experience and views on the related issues. Thus, the seminars made sure that national, regional and local stakeholders were reached and involved in the process of scale-oriented reflection of ESPON results.

### **3. Presentation of the main outcomes and achievements**

The project's main aim is to communicate the ESPON results by taking into account the specificities of the dissemination target group, their local specificities and the relevant scale to address ESPON topics. For this purpose, five seminars were organised relating the Europe-wide spatial analyses of the ESPON programme to each participating country..

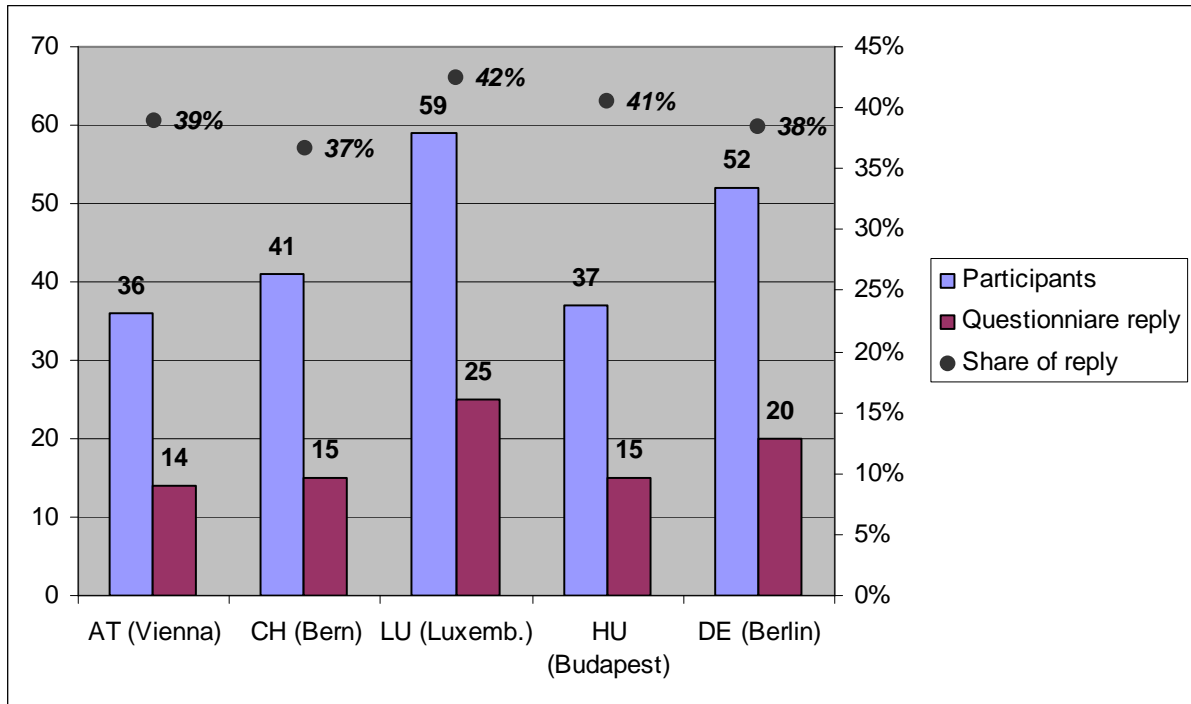
Conclusions were then drawn from the findings of the seminars in order to solve the problem of different data levels and to apply the ESPON results to various spatial levels. In doing so, the question of how the various thematic clusters and related policy areas are related to the various spatial levels from the point of view of spatial monitoring, were analysed: For some thematic clusters, relating ESPON results to the local level seems to be better than to the national level and vice versa; these content related results are described in chapter 3.2.

The conclusions mainly served the parties involved in the programme to discuss about possibilities to disseminate ESPON results; this is outlined in chapter 3.3 for each individual seminar. The chapter 4 summarises these conclusions as lessons learnt for the ESPON programme in general and for national dissemination in particular. Chapter 3.1 provides an overview of the knowledge gained from the seminar feedback.

#### **3.1 Seminar participation and feedback**

During the project, the project partners developed a joint questionnaire which was distributed to the participants at all seminars.

Participation was relatively good in all partner countries: 52 participants in Germany, 41 participants in Switzerland, 36 in Vienna, 59 in Luxembourg and 37 in Hungary (Figure 9). Participation numbers include speakers and SCALES TPG partners, however the TPG partners did not fill out the seminar questionnaires.



**Figure 9: Number of seminar participants, number of questionnaire respondents and share of questionnaire reply**

Between 33% and 39% of the participants filled in a questionnaire, which makes a total of 89 questionnaire respondents.

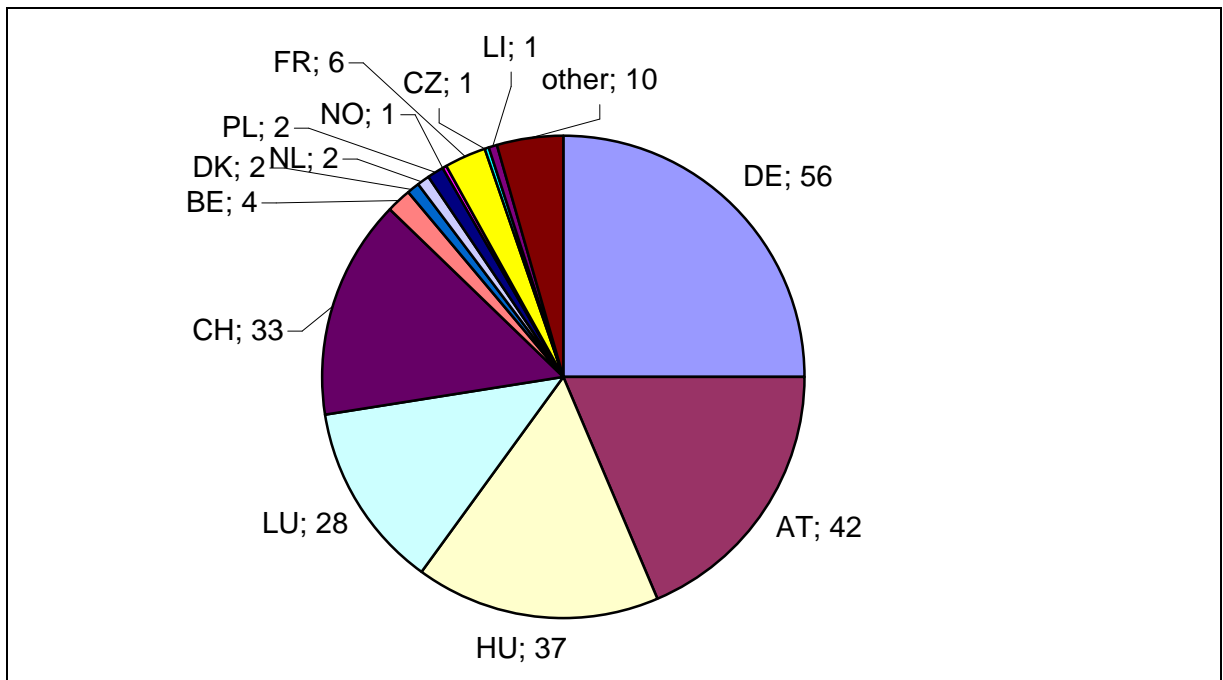
The following subchapters will present some results of the participants' feedback. For the functions and the origin of the participants (subchapter 3.1.1), this is based not on the questionnaires, but on an analysis of the participants' lists. In all other subchapters, the data are based on the questionnaires, which in some cases allowed multiple answers. The feedback is given for the individual seminars only if there were relevant differences, otherwise the replies of all seminars are given as total.

The complete questionnaire can be found in Annex 5.

**3.1.1 Functions and origins of seminar participants**

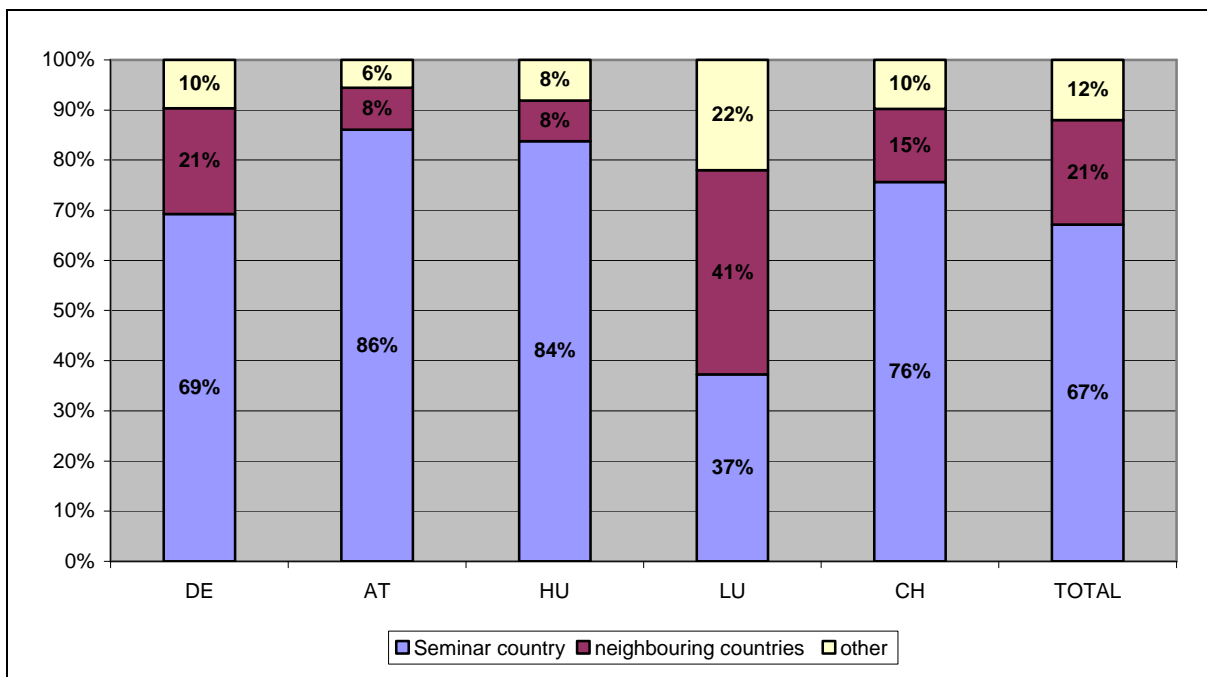
Looking at all seminars (Figure 10), 85% of the participants came from the project partner countries Germany, Austria, Hungary, Luxembourg, Switzerland and Liechtenstein, which reflects the fact that the seminars were organised as national seminars of the ESPON Contact Points.

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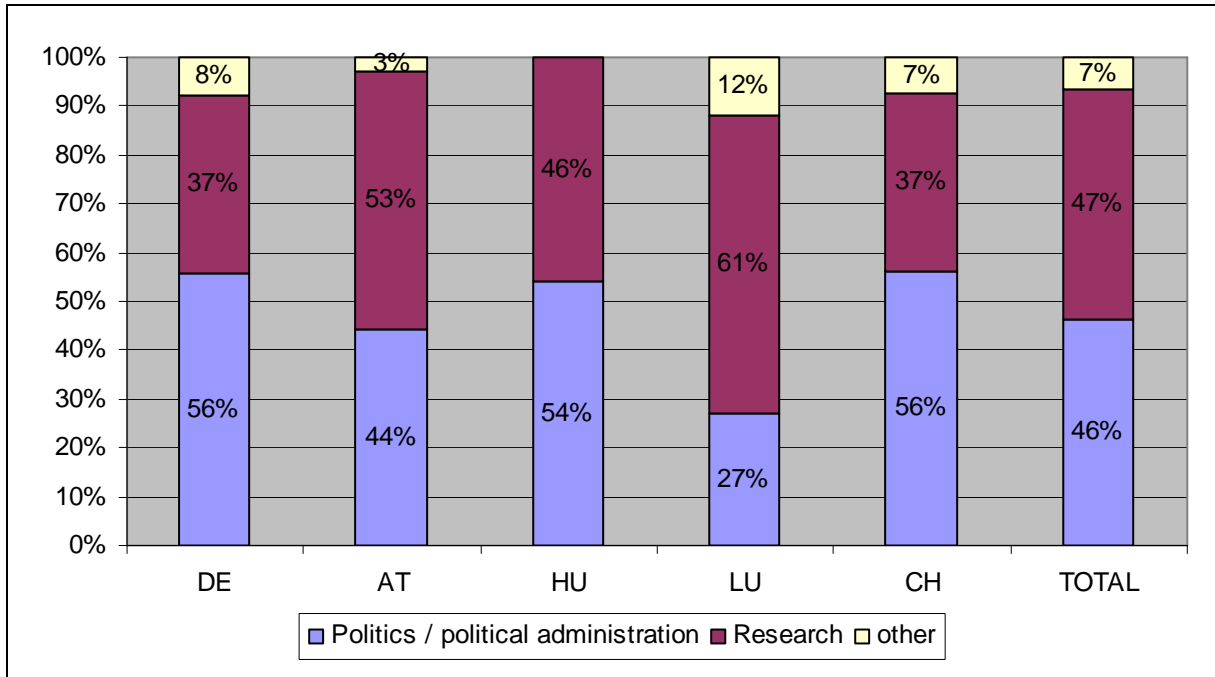
**Figure 10: Origin of seminar participants (countries)**

If we do not look at the individual countries, but rather at the relation to the country where the seminar took place (Figure 11), it is visible that the participants came mainly from the country itself, but also from neighbouring countries. In addition, a small proportion of participants from farer away was also found.



**Figure 11: Origin of seminar participants (seminar country, neighbouring countries or other)**

Looking at the function of the participants (Figure 12), it can be seen that the focus of the seminars is clearly reflected by the participants: The more scientific-oriented seminars in Vienna and Budapest attracted a much higher number of scientific participants than the more politically-oriented seminars in Bern, Berlin and (partly) Luxembourg.

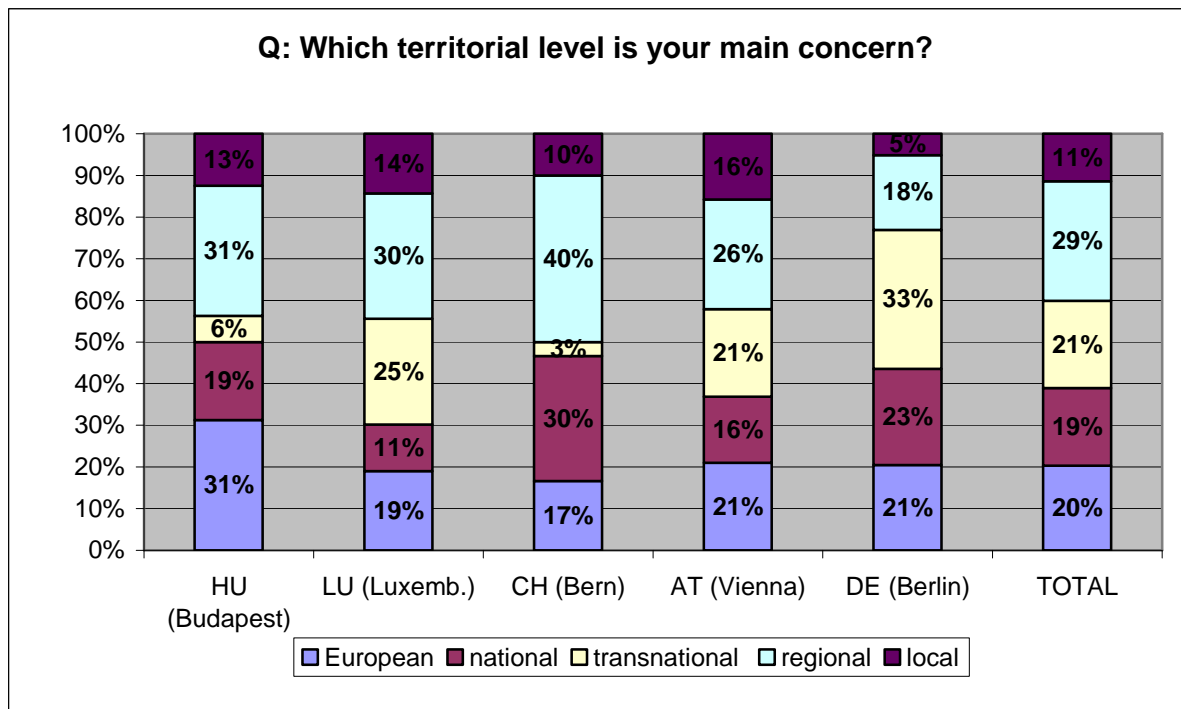


**Figure 12: Function of seminar participants**

**3.1.2 SCALES-specific questions**

As to the territorial level of concern (see Figure 13), the very low percentage of respondents that are interested in transnational questions in Hungary and Switzerland stands out. Looking at the total picture, there is no clear preference for any territorial level, with the local level being of lowest importance. This figure represents relatively good news for the ESPON programme: local scale is not of primary interest of the participants. Regional, national and European information are important. Transnational information seems obviously important in cross-border context (Luxembourg) as well as when discussing INTERREG programmes (like during the Berlin seminar).

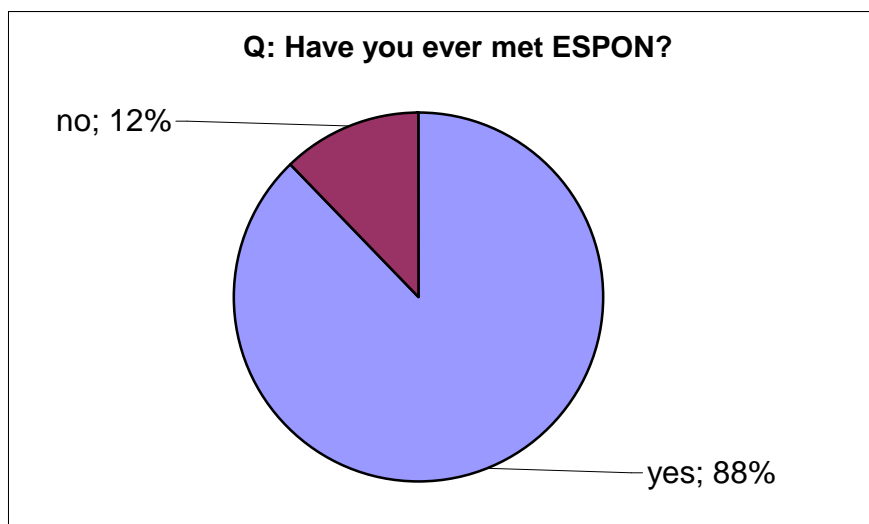




**Figure 13: Territorial level of interest for questionnaire respondents (share of questionnaire replies, multiple answers possible)**

### 3.1.3 Knowing and using ESPON

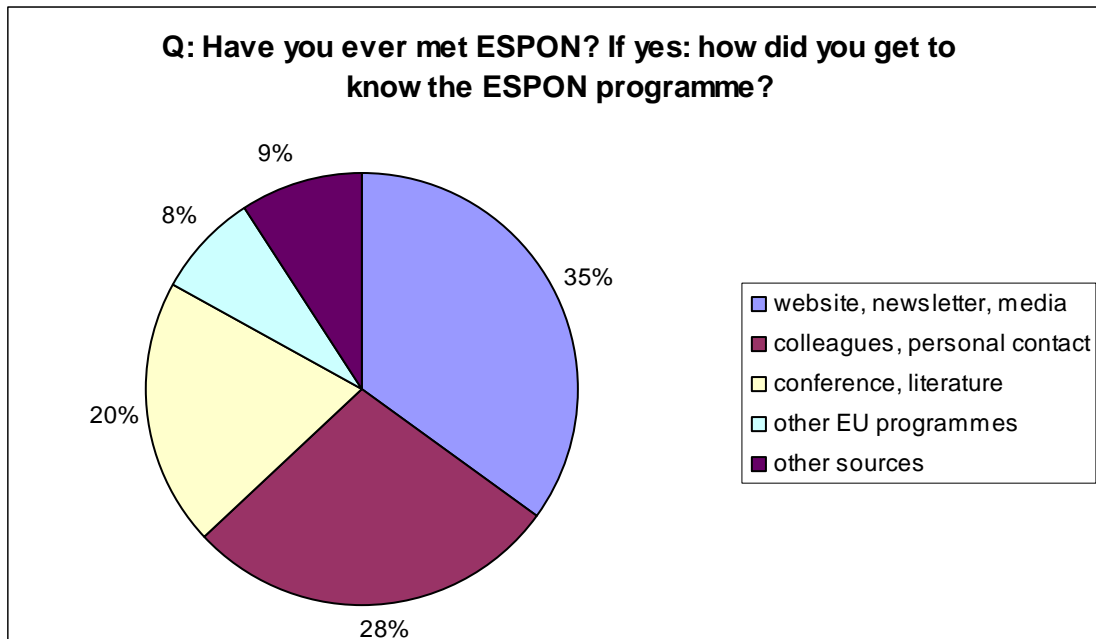
Figure 14 shows that most of the participants had already known about ESPON before visiting the seminars.



**Figure 14: ESPON knowledge of questionnaire respondents (total of all seminars)**

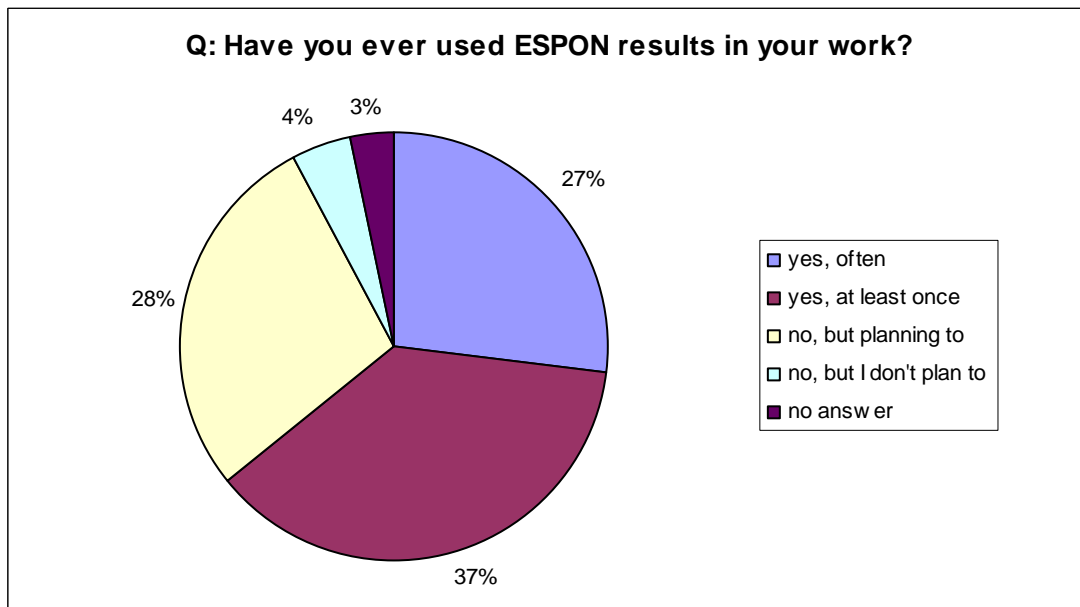
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As to the means of knowing ESPON, there is a wide variety of means and no clear preference (see Figure 15).



**Figure 15: Espon knowledge (total of all seminars, share of questionnaire replies, multiple answers possible)**

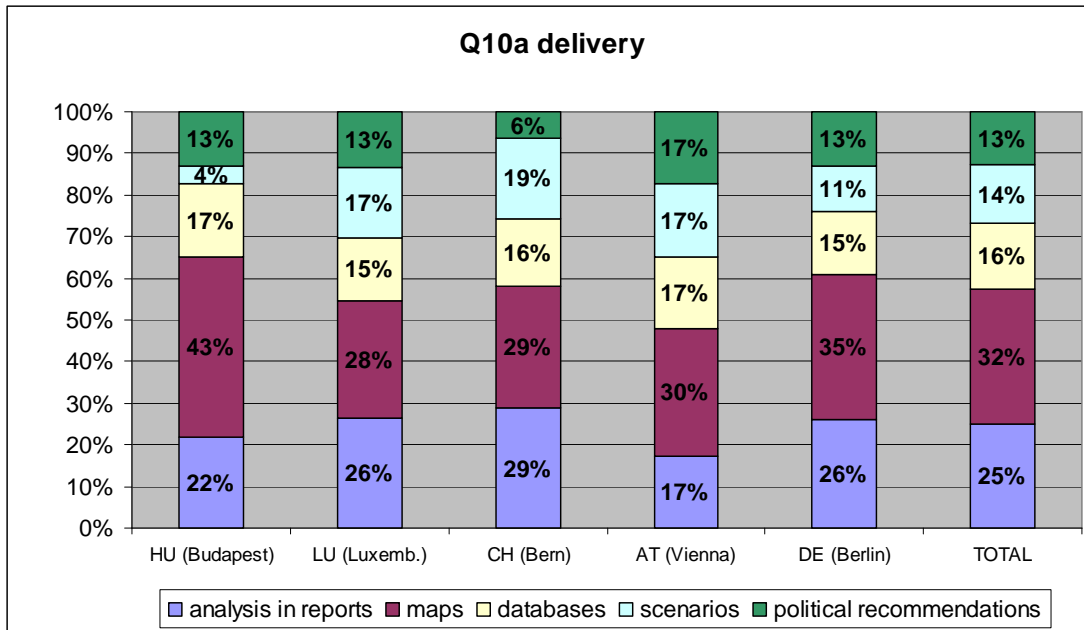
Figure 16 shows that ESPON was not only known, but also used in the work by 64% of the questionnaire respondents; 28% of the respondents have not used ESPON results so far, but are planning to do so.



**Figure 16: Use of ESPON results in work (total of all seminars, share of questionnaire replies, multiple answers possible)**

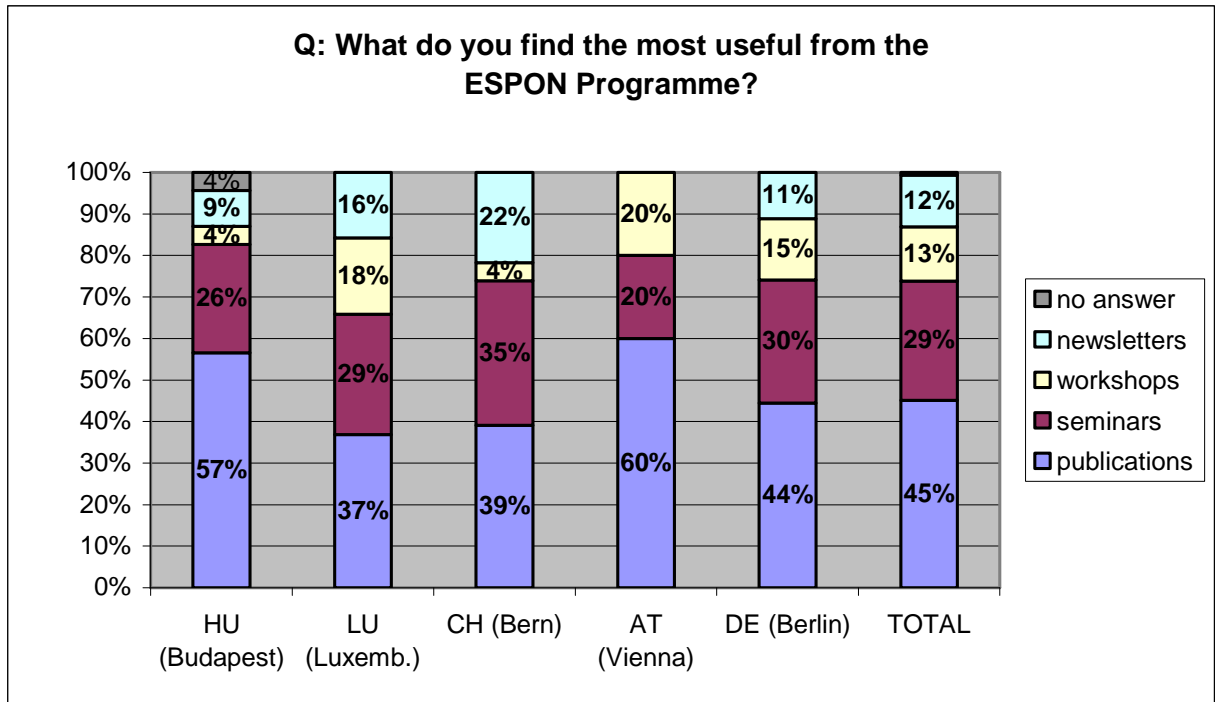
**3.1.4 ESPON deliveries and dissemination means**

The following figures shows that out of all ESPON deliveries, maps are valued most (32% of all replies). Political recommendations are the least preferred (13% of all replies). A very interesting observation is that the participants from the more political seminars (DE, LU and CH) showed no exceptional preference for political recommendations - which were least preferred anyway at all seminars. Maps and analysis in reports were valued highest..



**Figure 17: Assessment of usefulness of ESPON deliveries (total of all seminars, share of questionnaire replies, multiple answers possible)**

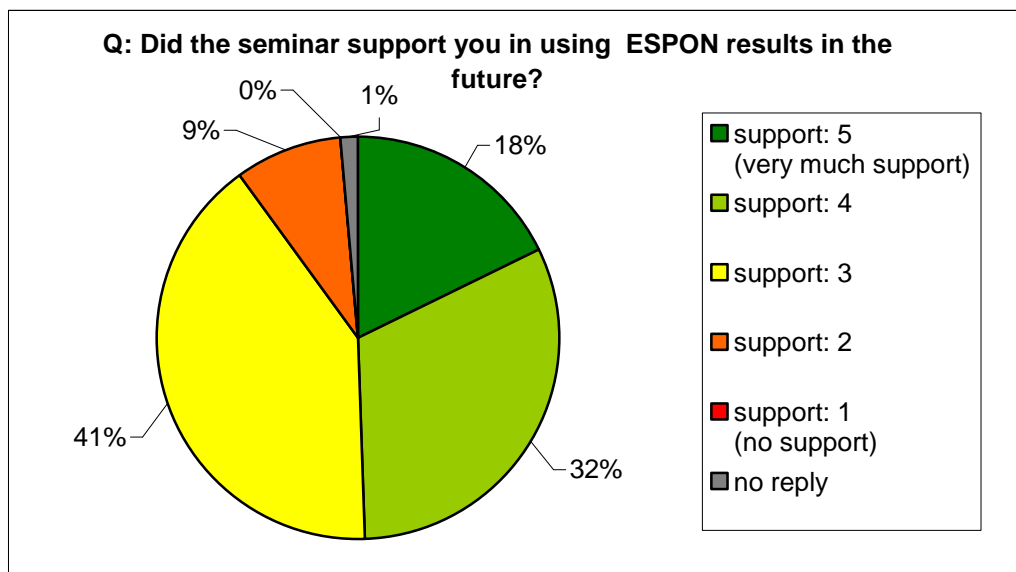
The questionnaire asked for an assessment of the usefulness of different means of disseminating ESPON results (Figure 18). The participants from the more scientific-oriented seminars (Budapest, Vienna) showed a strong preference for publications, whereas the participants from the other seminars preferred direct means of dissemination (workshops and seminars).



**Figure 18: Assessment of usefulness of ESPON dissemination means (share of questionnaire replies, multiple answers possible)**

The topics that are of most importance for the future ESPON work are very diverse and can only be interpreted in the framework of the individual seminar. The detailed results for these questions are found in the individual seminar reports.

The support given by the seminar was rated by 49,4 % of the respondents with 4 or 5 out of 5 points (Figure 19).



*Figure 19: Assessment of support given by the seminar*

## **3.2 Content related results**

### **3.2.1 Urban-rural relations (Hungary)**

As part of the Seminar programme, three scales of urban-rural relations were demonstrated by the Hungarian ECP and with reflections from partner ECPs related to the topic. The content of the presentations can be summarised as follows:

#### **Interdependence between cities and their catchment areas**

As the first theme, the main interrelationships between metropolitan regions and their catchment areas were investigated. The scale can be defined on two levels: immediate surroundings and wider influence areas. It is also an element of our discussion to unfold the main drivers of urban sprawl and its major challenges, and relate their effects to the hinterlands. The findings of former and actual ESPON results extracted from FOCI, SS-LR, RERISK, and some additional results from CLIMATE and METROBORDER. From local-regional (immediate surrounding) to macroregional (wider influence area) scales were used. As part of this process, a good delimitation should be utilized for both categories of impact areas. The abovementioned approach was used to compare the status of Budapest and Munich, in terms of these interrelationships. Furthermore, similarities and differences in the structures and functionalities of the two catchment areas can be revealed. A completion method as a potential tool for measuring the impact area was involved from the evaluation report of State and perspectives of the Hungarian Settlement Network and an additional map was created about the influence areas based on their population. For comparison, Munich was the counterpoint of Budapest.

The Luxemburgish ECP presented the national and cross border results which can be compared by the Budapest and Munich examples.

#### **Rural peripheries – challenges and opportunities and the role of small- and medium size towns**

The presentation concentrated on the main problems and challenges rural peripheries are facing with and potentially some development opportunities. This was based on existing ESPON results applying the findings of the projects EDORA, GEOSPECS and SS-LR with some completions from DEMIFER, SGPTD and POLYCE. It analysed core-periphery relations in terms of urban-rural connections both at macro-regional and national as well as at regional/local levels. The issue of peripherality was concerned firstly at macro regional and national levels, with special emphasis on types of rural regions relevant for core-periphery relationship (outer peripheries – remote rural areas with the challenge of depopulation; and internal rural peripheries lagging behind). Due to the fact

of data and map constraints one of the main outputs at local/regional levels were the best practices collected from EDORA and TeDi projects in the form of a synthesis table. The case studies with special information about pilot regions can support the stakeholders at lower territorial levels as best practices to be used in the future as alternative development solutions. During the analysis of existing ESPON results themes emerged that have not been examined in the ESPON 2013 programme so far like the role of small and medium size towns.

The German ECP completed the ESPON project results by zooming into the national findings and presented the processes at lower territorial scale.

### **Structural change in traditional agricultural areas**

The presentation built mainly on the findings of EDORA project and focussed on the changing urban-rural relationship from economic point of view and the special challenges these areas facing with. Using the structural types developed by the EDORA project distinction was made between the different regions of Europe with special attention to Hungary and the other SCALES countries. The presentation highlighted the results at macro (European, national) and micro (regional, local) levels by using the maps, graphs as well as one of the case studies of the project.

As a comparison the Swiss ECP presented the situation of the country by using the findings of EDORA and TeDi projects completed by national results.

### **Panel discussion**

The aim of the panel discussion was to explore the concerns and experiences of stakeholders at different territorial levels on the usage of ESPON results. We invited representatives of national, transnational, regional and local level in order to better understand the usability of ESPON results on each level.

The project's idea comes from the fact that disseminating ESPON results goes along with several challenges with regard to scales; especially stakeholders from the sub-national level often question the relevance of ESPON for their purposes.

Taking into account that the attendants mainly came from the scientific sphere the afternoon session tried to connect the researcher and the stakeholders, namely the users of results. The answers to the question "What is the added value of the ESPON programme concerning polycentricism?" can be concluded as follows:

- Analysing of the urban-rural relationship is a great challenge, every new results coming from ESPON could be useful for future planning of the metropolitan areas, because new information helps the researchers to approach the problems from different views. Practitioners and stakeholders need a unique and clear delimitation method of metropolitan regions, ESPON can contribute to this.

- The program's main aim is not making new typologies, rather utilising and disseminating the outcoming results. The typologies cannot be permanent because of the continuously changing regions. For researchers ESPON projects can provide new ideas for development of methodologies by using them in their own contexts.
- Concerning urban-rural relationship it is of a great importance that we have distinguished that rural is not equal to agricultural.
- ESPON can contribute to avoiding that polycentricism becomes only an academic problem by raising the awareness on political analyses and territorial consequences. ESPON is a process towards creativity.

### **3.2.2 Cities, regional development and planning (Luxembourg)**

#### **Content related results ('polycentric development')**

Polycentricity is a key concept when considering cities, regional development and planning. Whether at national, cross-border or European level, several key political documents promote polycentricity. In the Greater Region building a "cross-border polycentric metropolitan" region is one of the most important strategy on the agenda. As the whole Grand-Duchy is comprised in the Greater Region and faces high cross-border interdependencies mainly in the south, this concept plays also an important role at national level. It is for example a key concept in the national integrative spatial planning concept, "IVL" (gouvernement du Grand Duché de Luxembourg, 2004). Moreover, the Territorial agenda promotes at European level a "polycentric and balanced territorial development" (Territorial agenda 2020, 2011: 7).

The aim of this seminar was to take stock of the ESPON results to discuss the role of polycentricity in regional development at cross-border and national level. Discussing these questions under the prism of polycentricity proved to be very interesting as this concept is well understood by policy makers. It also receives different implementations and interpretations, so that the debate was vivid and fruitful.

Concretely, polycentricity poses several questions:

- To which extent should the different centres of the same polycentric system be similar or complementary?
- Which distance should exist between the centres to ensure sufficient interaction between them?
- Which policy fields should be taken into account when considering polycentricity (economy, metropolitan quality, transport, demography)?

These questions have been reflected on the basis of ESPON results and during the debate with policy makers. Three aspects structured the debate.

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

The discussions during the round table showed that depending on the territorial level, polycentricity can receive different implementations ("multi-level polycentricity").

In Luxembourg, two dimensions of polycentricity have been discussed. At first, the discussion compared the importance of the different urban centres. While Luxembourg-city remains the most important urban centre in terms of wealth, demography and metropolitan functions, two other urban centres receive a lot of political interest (Nordstad and Esch-sur-Alzette). Different initiatives have been launched in this respect to ensure the development of these "three centres of national interest". This objective is for example implemented by the national spatial planning concept, the decentralisation of major research centres and administrations in Esch. The second understanding of polycentricity underlined the current challenges faced by rural areas in Luxembourg. The expression "desertification of the country-side" has been coined. In this respect, different policy options to face this question have been discussed. The state could for instance have more competences regarding land-use.

At cross-border level, polycentricity plays a role in the everyday life of citizens. The 120.000 workers commuting to Luxembourg every day have been labelled 'polycentric inhabitants'. Concrete questions arise from this phenomenon. They relate for example to financing trains, busses for commuters or financing schools for their children in their home country. In several cases, bilateral agreements and/or projects exist to balance the development. Polycentricity has been discussed as a concept that should be further used to balance the development between the different regions. A new step could be undertaken by developing a common cross-border spatial planning concept as suggested by the Metroborder strategy.

At European level, participants agreed that Luxembourg is still well positioned, even being hit by the financial crisis. The political aim remains to reinforce its position in comparison to other centres. Luxembourg's positioning should be reinforced, according to participants especially in the fields of rail and air accessibility, research and development.

### **The cross-border dimension: which role, how does it influence policies?**

Either working at local level (communes) or at national level, the cross-border dimension is very often taken into account by policy makers. These questions are prominent in communes close to a border where specific cooperations have been developed (ex.: European Pole of Development "PED", future EGTC at Alzette-Belval). At national level, cross-border questions are also important as numerous



policies (ex.: transport, spatial planning, housing, social security) are influenced by cross-border interdependencies.

Several aspects have been put forward in the debate as important elements for future cross-border projects:

- The ESPON project Metroborder is considered as a common basis for political debate, not only in the Greater Region but also in Luxembourg.
- Some decision makers speak about a "cross-border identity" as a political request to improve the cooperation.
- Further support of the EU is crucial. In this respect, the questions has been raised whether the INTERREG funds could be managed in the future at regional/cross-border level as it is the case in some European regions. At the moment, national level is responsible for managing the funds. The European Grouping for Territorial cooperation (EGTC) is considered as being a major tool to involve directly the communes in the cross-border institutions (ex.: an EGTC Alzette Belval is being developed and should French and Luxembourgish communes).
- At Greater Region level, one controversial topic is the cross-border financial re-distribution. This question is discussed at two levels. First, an important part of the wealth of Luxembourg being created by the commuters, some specific needs arise in the surrounding regions (e.g. infrastructure, public services). Some speak about "redistribution" which could be formalised through a common regional fund. Second, in some cities workers are mainly leaving their cities to work across border. This phenomena is so important in some cities (Arlon in Wallonia), that compensation between cities is also discussed.

### **Which success factors for regional development?**

Success factors to implement polycentricity in the regional development are mainly to be found in the field of governance. The discussions stressed the need for a political vision for the whole region. The Metroborder project is one important step in this process that the policy makers should concretise. In this respect, the political process will have to deal with the sensitive question of complementarities in the region. Therefore, evaluating strengths and weaknesses of each region could be an important step forward. Participants discussed the example of Copenhagen/Malmö were Malmö closed its airport to stop the competition between both airports and to reinforce the accessibility in Copenhagen. A bridge has been built in 2000 between these cities, flows raised considerably as well as the degree of connectivity of the region abroad.

Some policy makers stressed the importance of a cross-border "Identity" as one element to strengthen the identification degree of the cross-border space.

Finally, one of the most important barriers to cross-border cooperation are the heterogeneous competences between partners on both sides of the border. Therefore, multi-level governance is in this context not a buzzword, rather a very concrete strategy to implement. As spatial planning is a policy relating to a wide range of other cross-border interdependencies (e.g. transport, labour market), developing a common spatial planning concept could be another success factor in this region.

### **3.2.3 Risk Management, Climate Change and Culture (Austria)**

Guiding question of the seminar was:

- What are the major issues when discussing climate change and risk management and what are the particularities of the situation in Austria

In global terms climate change is the most important eco-political topic. Changes in climate and its impacts are already visible and likely to become more pronounced in the future. Still, the international discussion is slow and too little and the implementation of action takes time. Action in this regard has to be understood twofold: Firstly, the mitigation of climate change, often synonymous with the reduction of greenhouse gas (GHG) emissions. Even if good progress is made in that regard, climate change to some extent has become unavoidable. This leads to the second form of necessary action, the adaptation measures to address climate change impacts. It should be stressed here, that implementing measures combating climate change do not imply an economic disadvantage. In a global assessment of the cost-benefit analysis Nicholas Stern (Stern 2006) points out that measures directed against climate change always pay off, because the damage costs are 10 times higher than adaptation or mitigation measures.

In Austria climate change impacts will be very variable due to the fact that some parts are densely populated and others are covered by the Alps that separate the mountainous regions from the Mediterranean space. In the Alps the tourism and biodiversity will be affected most profoundly i.e. decreasing snow cover, melting glaciers, tree line shift, changing species composition. In the Alpine Foothills, the Pannonian Plain, Klagenfurter and Grazer Basin effects are expected mainly on forestry and water.

Within the Climate and Energy Fund framework, the Austrian Climate Research Programme (ACRP) provides a conceptual and institutional framework for supporting climate research in Austria. So far research focused primarily on energy efficiency and GHG reduction. This holds true even for those calls which name governance and climate protection as their key issue. Although some studies investigate mitigation and adaptation measures, hardly any research on climate change impacts was commissioned by an official body.

- Which aspects of climate change are discussed and relevant in the context of spatial planning and regional development?

After several years of intensive debate the draft of the non-binding national adaptation strategy is now available in Austria. So far, Austria shows a high level of adaptive capacities in the disaster management as well as agriculture and forestry while the tourism sector is lagging behind. In order to address this issue, experts bank on adapted regional funding and spatial planning that has the reduction of emissions in focus. Although spatial planning and its instruments are seen as major leverage to combat climate change, it has to be kept in mind that it is only one player among others who mostly represent short-term economic and political interests. This is aggravated by the fact that spatial planning itself pursues contradicting goals: enhancing or sustaining a certain level of quality of life in the city (e.g. through green and open space) versus high-density housing developments in order to spare natural resources in a compact city.

Having focused on Austria it has to be noted that climate change is a global phenomenon and does not stop at administrative boundaries. It takes a problem-oriented analysis of its effects considering the affected areas, actors and sectors. In that regard supraregional or transnational initiatives are in demand. Impacts on the alpine region for example are simulated with one common model that integrates alpine space in Austria, Italy and Switzerland. The exchange of data or best practices (e.g. dealing with forest fires, or winter tourism in regions where days with snow cover are decreasing) is another example of vital cooperation. The macro-level, such as the EU, is an important knowledge hub that can promote the collecting of comparable data and support nation states by the formulation of their mitigation and adaptation strategy.

#### **3.2.4 Economy, Innovation and Accessibility (Switzerland)**

During the Seminar it became clear that, generally, the discussion on accessibility has already achieved a very „mature“ stage – there is a variety of results available, be it from scientific organizations, private consultants or the administration. And there exists at least to a certain extent a common understanding on drivers and impacts. The discussion focused rather on methodological questions.

Some central messages: the European accessibility pattern is quite stable and does not change a lot over time. But it makes a big difference whether we look at it at the European scale or from a national or regional perspective. Most investments are mainly beneficial for the core regions. The gap is widening. Switzerland is investing in infrastructure but also profits from European investments into transportation networks. When comparing accessibility with economic performance, most regions in Switzerland seem to “overperform” (doing even better, economically, than their accessibility values would suggest),

some regions even have a clear or strong overperformance. One study suggested that long term impacts of accessibility are much higher than short term impacts. Changing accessibility patterns over time due to large infrastructure projects (e.g. tunnels) were shown in another presentation. Interrelations between accessibility and population growth, differentiated by types of regions, were analyzed as well. An Austrian perspective on accessibility was offered by the Austrian ECP, highlighting policy goals regarding national accessibility improvements and future infrastructure investments.

The block on innovation received a lot of attention. The final results from the ESPON KIT (Knowledge, Innovation, Territory) project were not yet available at that time, but expectations towards the upcoming final report were already high. There seemed to be a considerable interest from the audience to know more about innovation and its interrelation with territory. This block achieved several goals: on one hand, it showed that ESPON itself is "innovative", by delivering results for rather new and not so well known thematic aspects of territorial development. On the other hand, the block offered many inspiring linkages with the accessibility and economy blocks.

The KIT project departs from the idea that the linkages between R & D activities, innovation and economic growth are strongly mediated by local territorial assets. First results suggest that there is a high number of regions in Europe where the knowledge economy is still in its infancy. On an innovation "scale", focusing on regional assets (structure of the economy, employment in R & D sector etc.), most Swiss regions rank very high, as well as many regions in Southern Germany and Austria. As far as European innovation policies are concerned, there is a need for regionally and thematically tailor-made interventions. An innovative aspect presented in this block did combine economy and accessibility by introducing the concept of "non-physical accessibility". This is a very important aspect in the context of the growing knowledge economy. Besides physical transportation networks, there are also "non-physical" communication networks and relations between companies that are shaping today's functional regions and global networks. Starting from a conceptual background that brings together the locational behavior of multi-branch, multi-location firms with a value chain approach, the study looked at the extent to which the functional urban hierarchy in Germany is associated with the networking activities of advanced producer services and high-tech firms. The study provides evidence that the functional urban hierarchy in the German space economy is steeper than is claimed by the federal government. A non-nested hierarchy with overlapping and trans-scalar urban networks increasingly challenges the traditional view of a nested hierarchy as an organizing principle of space. A more regional perspective was offered by the example of Liechtenstein. Being situated away from large city regions, Liechtenstein has always been dependent on innovation in order to

move forward. The challenge was met with a range of successful strategies, e.g. the planning across borders and investments in R& D. Liechtenstein is well-integrated into a wide range of networks. A German view on innovation was offered by the German ECP, combining Eurostat and ESPON data to provide a spatial picture of R&D spending, patents per 1000 inhabitants and the pattern of technologically advanced, science based areas.

Economy was the most “open” block, with an immense range of potential subtopics, and it comes as no surprise that ESPON offers a wealth of information in this field. The challenge was therefore to filter and select the information. To a large degree thanks to the input from ECP Hungary, this complex task could be solved: in the first presentation of this block, ESPON results mainly on economy, but also on innovation and accessibility, were presented from a national (Hungarian) perspective. It became clear how well ESPON results can be used to show relevant economic facts and their linkages with territory for a specific country. A recent national synthesis report (Position and future of Hungary in Europe) served as a good basis.

The example of Hungary made evident one of the big territorial challenges of Eastern Europe: the strong polarization, with dominant capital regions. Studies suggest that future development might even worsen the situation. Some regions are literally “left behind”. ESPON is not always offering data fine enough to show this, but the approaches and methodologies used in ESPON projects help a lot to discuss general tendencies (in Europe and / or in comparable countries or regions) nationally.

A national monitoring of the economic development of Swiss regions was presented as well. The monitoring has economy in its focus, but as it has to produce policy relevant information for Swiss regional policy actors, it is also very “territorial” in its approach. GDP and employment over the last 15 years show a growing gap between urban and rural regions. On the other hand, regarding gross value added, there seems to be a “catching up” underway. The regional perspective in this last block was focusing on the Swiss Capital City Region (Bern). From an economic point of view, the Swiss capital region (which is not the largest city in Switzerland – Zurich is much larger, Bern ranks 5<sup>th</sup>) has a mixed profile. Strengths like “presence of national and international organizations” or a well-educated population are contrasted by an image of a “non-innovative administration-dominated” region. The truth lies somewhere in between. The fact that administrative work has become increasingly complex, demanding specialized knowledge and therefore creates many attractive opportunities for private firms, has to be taken into account. The future might be rather colorful than grey.

The final presentation of the day was given by ECP Luxembourg, on how ESPON results can help fuel the national debate on cross-border cooperation.

### **3.2.5 Transnational cooperation (Germany)**

The seminar on transnational cooperation had three sessions: in the first session, the speakers presented knowledge and expertise from different ESPON projects that deal with the topics accessibility, innovation and transport, which are currently the most crucial topics for INTERREG projects. The second and the third session dealt with the question how ESPON can support transnational cooperation and how the future ESPON programme should look like to provide an improved support.

Accessibility is referred to directly or indirectly both in the EU 2020 Strategy and in the Territorial Agenda 2020. It is a combination of opportunities or goals that people want to use or reach and the efforts they have to make to access them. There is a clear correlation between accessibility and economic strength of a region; however there are many exemptions to this rule.

Policies and policy actions to improve accessibility have to be more than pure transport planning, which was considered to be an important message to the INTERREG areas, who often deal with transport planning projects.

Innovation is also referred to in the EU 2020 strategy, where economic growth is supposed to be based on knowledge and innovation. In a European comparison, Germany as a whole is leading on its way towards a knowledge economy, but parts of northern and eastern Germany are often only European average or even below. Germany is specialized in high-tech industries and is rather average in the field of (public) services. Economy is characterized by growth of high technology industries which are regionally concentrated. A high innovation intensity can be found especially in high technology industry.

As to the European cooperation areas, East Germany faces improved prospects and economic stabilisation below the level of the leading innovation regions. Northwest Europe is economically highly developed with the leading European metropolitan areas and many specialized high-tech regions. The Alpine area is economically highly-developed as well and shows low income disparities and large economic and cultural diversity. The North Sea area shows low income disparities but has very diverse economic structures. In Central Europe, big development differences can be found, with stronger economic growth in Central and Eastern European countries because of catch-up effects. The Baltic Sea Region has relatively small national markets and faces the challenge for transnational networking in order to create critical mass.

ESPON case study analysis shows that it is difficult to establish a link between the participation of a region in EU R&D programmes and the economic performance; it is therefore difficult or even impossible to know how much investment is necessary for an economic improvement.

The ESPON Climate project provides a typology of similar climate change patterns. Particularly those local economies are sensitive which are dependent on tourism, agriculture and forestry. Hot spots are mostly in the South of Europe – i.e. the big agglomerations and summer tourist resorts at the coastline. Other specific types of regions (e.g. mountains) are particularly impacted, but partly for other reasons. Particularly those countries which may expect a high increase in impact seem to be less able to adapt than others for which the problem is less visible. Climate change would trigger a deepening of the existing socio-economic imbalances between the core of Europe and its periphery.

The sessions “Transnational co-operation – users and providers of ideas” and “Using transnational experience for the future of ESPON” dealt with the guiding questions of the seminar:

- How can we use ESPON results for designing the INTERREG B programmes?
- Which conclusions can be drawn for designing the ESPON 2020 programme?

Both in the introductory presentations and in the panel discussions a number of important benefits were mentioned that ESPON can provide in general and for INTERREG in special, but also problems were mentioned and proposals for improvement were derived.

The potentials of ESPON for INTERREG cover the provision of data and indicators for INTERREG: as time series, by comparing INTERREG areas with the ESPON space, through raw data and through maps and visualisation. Tools and databases come in addition, e.g. GIS and other software tools, statistical tools, and recommendations for data analysis. Last but not least, the ESPON policy recommendations can support local policies in individual fields of action.

There are however a lot of constraints in putting these potentials into reality for INTERREG: data extraction from the ESPON database is very complicated; data availability usually stops at the NUTS 3 level; the number of projects and the amount of available reports makes it extremely difficult to find and access policy recommendations.

Regarding a further development and improvement of ESPON, the ESPON tools should be improved. It was proposed among others to include INTERREG areas as flag in the data tables of the ESPON database (as for the typologies), to include GIS layers of INTERREG areas in the ESPON GIS database, to include much more data on LAU 2 level, and to make an easy web GIS.

The use of the ESPON policy recommendations could be improved by making the access to them much easier, for example through short thematic newsletters and special thematic seminars, both in general and for individual INTERREG areas.

As to data collection and thematic research by ESPON, there are some thematic gaps that still have to be closed; especially social topics have not been treated fully yet by ESPON, but have to be covered, since the growth which Europe aims for should not only be smart and sustainable, but also inclusive. At the same time, the background information has to be deepened, especially regarding the provision of (long) time series and the calculation of flows. ESPON should thus move towards a continuous spatial observation.

A closer link between the ESPON programme and the INTERREG stakeholders, as in the ESPON-INTERREG projects that were presented during the seminar, could help in better matching needs and deliveries. In addition, a closer relationship with DG Regio and the cohesion policy was considered to be needed. To be able to deal with these suggested improvements, a strengthening of the capacities of the ESPON Coordination Unit was deemed necessary.

### **3.3 Discussion of national dissemination strategy**

The ESPON Programme provides comparable spatial information on a European level in order to support spatial policy.

The Budapest seminar approached very directly the challenges of urban-rural relationship at macro-regional, national and local/regional levels. However, there is certain incongruence which has to be overcome by stakeholders to increase the usability of the results. These problems arise as the available statistical data do not reflect real processes completely and depend on the regional level presented. In general stakeholders may not have the competence to influence the regional levels on which statistical data are available. Following this, some problems of a specific regional level will for example not be identified on a higher level.

Based on this the seminar intended to explore and highlight potential and existing usage of the results at different level.

In the framework of this seminar, the conclusion cannot be completed. Still, the results can be utilised not only by European level policies, but also on lower territorial levels.

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:



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- 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.

The Swiss seminar showed that ESPON projects and results (and reports) are generally quite complex and cannot be interpreted without a certain basic knowledge of the methodologies, indicators, typologies behind. In other words: they must be translated in order to be understood. As there are different user demands (and scales!), there is not just one "correct" translation. One audience will prefer a deepened debate about methodologies, others will focus on linkages with policies and causal relations, still others are mainly interested in typologies or comparisons between similar regions. Combining these aspects will be difficult, but necessary.

The Bern seminar was quite successful regarding the added value for the participants. 40 Percent of the respondents did not work with ESPON but are intending to do so after the seminar.

When compared with earlier ESPON events in Switzerland, it was remarkable that the discussion did not touch the subject of the plausibility (and relevance) of ESPON results for Switzerland.

The variety of the audience (administration, science, private companies) underlined that there is a broad and probably even increased interest in scientific and politically relevant information on European territorial development. It remains open how exactly and to what extent ESPON results are used in the daily work of the participants.

All in all, there is no doubt that ESPON results are in demand. ESPON analyses have a great potential to deliver substantial information useful for regional as well as national research and administrations.

The guiding question of the Austrian seminar was:

- What practical benefits and what added value can ESPON results offer the Austrian professional planning community?

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### B. Report

ESPON uses a scientific approach, which is clearly reflected by the complex definitions, indicators and models presented in the deliverables. Thus it requires intense examination by skilled users to comprehend maps and reports. Other sources like Eurostat are used more frequently in order to produce simpler maps or access data.

The world café method was used for a hands-on discussion on the practicability of ESPON maps. Participants of the seminar could discuss exemplary maps in groups and add ideas for the content or the dissemination method.

As the world café session at the seminar revealed, the complexity of the maps and the underlying data often impedes the understanding of the maps. Many times it is not obvious how the components of the often aggregated indicators have been weighted and to which extent an indicator itself contributes to a greater typology.

Not only the indicators necessitate more explanation but also the definitions, which have been used. Hence the lack of information needs to be either compensated by another way of presentation or by a concise but reasonable explanation in the report or map.

In the Berlin seminar, scale issues were of high importance throughout the seminar: One of the main problems in using ESPON data for transnational cooperation through INTERREG projects is the scale of the data, since ESPON uses mainly NUTS 3 as lowest scale, while the INTERREG stakeholders need data on LAU 2 level. On the other hand, ESPON provides too many information in very different ways, so the use of ESPON material has to be simplified and downscaled. The dissemination of ESPON results therefore has to master the task of summarising and condensing information while not providing too simple results on the local level.

The use of an external facilitator had proved to be very helpful for the seminar, especially since it had been a facilitator who knows both ESPON and INTERREG and who therefore presented some sort of a link between the two programmes. The speakers who presented ESPON-INTERREG projects and who also discussed the relation between the two programmes during a panel discussion also represented this link. Their assessment of ESPON benefits and their ideas for potential improvements were very supportive since-knowing and working for both programmes-they provided a rather unbiased view on ESPON.

The interpretation that was used during the seminar was very important, even if the majority of the seminar participants did not use it; several important stakeholders of transnational cooperation who made valuable contributions would otherwise not have been able to join the seminar and the discussions.

## **4. Lessons learnt**

The SCALES project revealed several lessons learnt as well for ESPON as for national dissemination. Several problems were identified as main issues for the dissemination of ESPON results and are listed in this chapter; the first two points are scales-specific, the other points are partly already under discussion in the ESPON community. The SCALES project group discussed a number of measures and activities to tackle these problems and to enhance the use of ESPON.

### **1. To make policy advice successful, the regional level of ESPON analysis must correspond with the regional level of policy action**

As a result of applying the CoZiCo approach in the seminars, one can draw the conclusions that the most adequate NUTS level considerably varies between Member States and between the topics. ECPs have a crucial function to understand this complexity behind ESPON maps in order to translate them properly into their very specific national context.

However, as an overall measure, the NUTS problematic has to be tackled by the ESPON programme itself: The political system of the Member States has to be better taken into account by the research. This means especially that analyses should go beyond NUTS 2 level, e.g. by going to NUTS 3 level, either for the whole ESPON area or only for those Member States that most severely need ESPON information on a smaller level, like the small countries. Priority 2 projects could also be used to gather more detailed data for countries that due to their size and NUTS structure do not get enough detailed information through the current way of ESPON analysis

The SCALES seminars showed that the relevant level of policy action also depends on the topic; the relevant level of analysis should take this into account and focus on those levels which – for the specific theme to be discussed – are covered by relevant actors.

Concerning the project work and regional analysis, the range of investigation should be improved including the national and regional interpretations of results and the stronger orientation not only on European but also on national regional political relevance. There should also be a stronger focus on functional cross-border relations and the transnational perspective.

The need of a close integration of actors and stakeholders into ESPON projects and research was emphasised in several seminars and could help in finding the adequate level of analysis. This would help in better matching stakeholders' information needs and ESPON deliveries, but also to better anticipate how to implement, or deal with, the empirically identified potentials within a region or at the national level.

**2. The regional level to be addressed depends on the size of the country and the number of stakeholders**

Smaller countries like Luxembourg can much easier address local stakeholders than bigger countries like Germany, since the interlinkages are much closer and the number of stakeholders to address is considerably smaller. Bigger countries therefore have to focus on the next sub-national level and to rely more on indirect forms of information dissemination like publications to reach the local level. The funding made available for the national dissemination work of the ECPs has to take these different necessary dissemination means into account.

ECPs in bigger Member States could try to use existing ESPON means for addressing and including local stakeholders, e.g. by initiating Priority 2 projects, which cover selected regions in a more detailed way than Priority 1 projects.

**3. The policy relevance of ESPON results will be fostered with focused project orientation and the ad-hoc analytical competence**

Within the project orientation a stronger and deeper focus of Priority 1 projects on territorial political discussion (e.g. innovation) might enhance the relevance and visibility in the political scene. In the future the replication of Priority 1 projects on the same topic with partly different results should be avoided. In general, the ESPON programme needs a clarification of the Priority 1 project philosophy. Should they be more scientific evidence oriented or policy advice related?

Within the Priority 2, a thematic clustering of projects on a "top-down" approach would open the view on territorial specificities, but also enhance a more systematic model character; at the moment the creation of projects on a pure bottom-up approach is a bit random.

To be able to deal with these suggested improvements, a strengthening of the capacities of the ESPON Coordination Unit seems necessary.

**4. ESPON has to close certain thematic gaps to provide a full view on European spatial development**

The thematic focus of the seminars revealed some important thematic gaps in the ESPON analyses. The seminar on urban-rural relations showed that there is a need to get more information about topics of small and medium sized towns. The innovation-centred seminar made clear that innovation in the territorial context is considered very important and ESPON could deliver highly relevant new insights.

The seminar on climate change and risk management showed that these topics are handled best when understood as global phenomenon with consequences that do not stop at administrative boundaries. Therefore transnational initiatives like ESPON are needed to emphasize the exchange of data and best practices.

Seminars in Luxembourg (polycentricity) and Berlin (use of ESPON in the INTERREG framework) revealed the importance of interregional and cross-border data for a wide range of policy-makers and practitioners.

Even if priority 2 and 3 projects have been developed in this direction, efforts could be further strengthened to improve datasets, data availability and the flow data.

ESPON analysis should not only be oriented towards trends within a (often data-driven) time frame, but should also include structural breaks and policy relevant points of interventions.

Right now, the analysis of ESPON is often more data-driven than research-driven. Due to this and because of largely concentrating on NUTS 2/3 levels, ESPON analyses mainly focus on questions that can be answered with the available data on NUTS level. Especially social topics have not been treated fully yet by ESPON, but have to be covered, since the growth which Europe aims for should not only be smart and sustainable, but also inclusive. At the same time, the background information has to be deepened, especially regarding the provision of (long) time series and the calculation of flows. ESPON should thus move towards a continuous spatial observation.

#### **5. The usability of ESPON deliveries has to be improved to foster the use of ESPON results**

Throughout all seminars, the ESPON deliveries – both reports and tools – were seen at the same time too complex and not detailed enough. This rather conflicting observation has its reasons in the very different purposes for which the users want to employ the ESPON deliveries and in the very different background they have and the approach they take:

Scientists seem to prefer very in-depth knowledge; in the case of indicators for example they are not satisfied with the mere provision of the indicators, but want to know how they are calculated, why they have been used in that particular way or how plausible the depicted situation is. This wish for in-depth background knowledge includes the wish for a broad or even full access to the underlying data.

At the same time, the sheer amount of ESPON deliveries is overwhelming and seems to contribute to information overload. Potential users need an easier access to the information. It was highlighted that basically ESPON delivers either project-specific reports or highly synthetic reports. It would make sense to create intermediate publications, for example by “grouping” thematically related topics; the Territorial Observations are going into this direction. Another form could be short thematic newsletters or special thematic seminars.

The ESPON tools, first and foremost the ESPON database, but also the ESPON Hyperatlas, seem very difficult to be used by those who do not work with it regularly. However, users do not demand simplicity of the contents, but a better usability and/or help in using these tools. Here again, even more complex (or rather dynamic) contents and usage possibilities are wanted as well; this includes the further development towards a real web GIS where users can individually choose the thematic scope of the displayed maps and can customise the maps by changing classes and their limitations or weights of combined indicators.

The Capitalisation of ESPON results strongly depends on a timely provision of maps and data from the projects. In general the publication strategy should emphasis a thematic grouping of publications to improve knowledge on causalities. Concerning the maps a reduction and verbal interpretation of map legend complexity will improve the communicability. In a broader oriented communication strategy, the ESPON results dissemination need special teaching relating media formats.

The focus of the project on scale issues and the resulting development of the CoZiCo approach showed that the quality of the ESPON deliveries have to have a higher quality if the ECPs want to take into account scale issues: For example, the zooming-in method only works if maps are given in a high resolution, which is usually not the case when maps are provided only in the context of a report; they would have to be provided as individual files in high resolution for this approach.

The ESPON programme has to be aware that the dissemination problems of the ECPs is not solved by maps; the information in the maps has to be translated and completed by the ECPs.

## **6. National dissemination capacities have to be strengthened to promote the use of ESPON results**

The first experience made already in the preparation phase of the SCALES seminars was that the thematic focus matters. ESPON as "brand" name does not attract but the thematic range presented. It also showed that the ESPON results and current EU policy developments (e.g. TA 2020) are relevant and important, but both can be very abstract for regional and local stakeholders. To transport the ESPON results, a balanced national and European perspective is needed – ESPON only does not work always.

ECPs can translate this by showing the added-value of ESPON in their specific context and by contributing to the national debates.

Translation of ESPON results into the regional or local levels seems to be crucial – and apparently the most challenging task – for the national and regional users of ESPON deliveries. To do this, the ESPON results need national "translation" in

context and scale to improve the suitability of ESPON results for national policy. This can be done by adding national data to the ESPON deliveries (the completion element of the Co-Zi-Co approach), but also by zooming in, i.e. the production of map excerpts, which means a map with the country plus a crossborder buffer. These maps would have to be produced by the national ECPs.

However translation is not only necessary in the figurative sense, but also literally: The seminars made clear that the language barrier is remarkable; while four of the seminars took place in the national language(s), partly with interpretation, the Hungarian seminar, as the first in the seminar series, was fully organised in English. This was seen as a reason why merely scientists from different universities and research institutes attended the seminar and why other target groups were not reached. English is the language of scientists, but not of regional and local actors.

Another language barrier that has to be overcome for a better use of ESPON results seems to be the different topic-related languages that spatial planners and sectoral planners speak, even if they share the same national language.

To overcome the language barriers, more seminars could be organised in the national language(s) to both literally and figuratively translate the ESPON deliveries into national language and national thinking and knowledge. Another way is to comprise ESPON information into national publications, which would serve at the same time the aims of translation, of simplification and of completion of ESPON data with national information. If seminars and publications concentrate on special thematic subjects, they might contribute to reaching more sectoral planners and not only the spatial planning community. The use of ESPON maps works better with national "cut-out" including neighbouring regions. In general, printed materials in national languages will enhance visibility

In order to achieve this, ECPs have to have a specific, rather policy-related profile, based on sound scientific knowledge. Several of the ECP-related actions mentioned above will need a better funding of the ECP work.

## **Literature**

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## **C. Annexes**

### **Annex 1: Summary and overview of compulsory actions and contractual obligations**

#### **WP 1: Coordination**

##### **Project Partner 1 (BBSR, DE)**

- start and implement the project according to the application form approved by the Monitoring Committee and its annexes;
- timely inform the MA if project costs are reduced, if the project objectives, the activities or the budget plan on which this contract is based change, or one of the disbursement conditions ceases to be fulfilled, or circumstances arise which entitle the MA to reduce payment or to demand repayment of the subsidy wholly or in part;
- timely inform the MA if the LP or one of the Project Partners as private partner becomes insolvent and / or is moving towards liquidation or declares bankruptcy;
- comply with the regulations referred to in § 1 Legal framework of the Subsidy Contract as well as with all other European Union and national legislation including the horizontal policies of the European Union quoted in same paragraph;
- submit to the MA the copies of the Partnership Agreements signed with the partners
- submit progress reports (by 31/07/2011, 31/01/2012, 31/07/2012, 31/01/2013 and 30/11/2013)
- organise TPG and CU meetings (10 January 2011 in Luxembourg, 3 February 2011 in Bonn, 28 November 2011 in Krakow, 22 March 2012 in Bonn, 12 June 2012 in Aalborg, 4 October 2012 in Bonn, 4 December 2012 in Paphos)

##### **Project Partner 3 (ARE, CH)**

- organization of TPG-Pre-Meeting on 3 May 2012 in Bern, Switzerland

##### **Project Partner 4 (ÖROK, AT)**

- Organization of TPG meeting on 29<sup>th</sup> of sept. 2011
- Organization of the TPG-Pre-Meeting 3<sup>rd</sup> of June 2012
- Participation on the Financial seminar 31/03/2011 and 03/05/2012

##### **Project Partner 5 (VATI, HU) / Project Partner 6 (ONEP, HU)**

- organise TPG meeting on 20 June 2011 in Budapest
- participation in financial seminar in Geneva, 31.03-01.04.2011
- partner change between VATI and ONEP in the 4th period

**WP 2: Activity**

**Task 1: Elaboration on how the ESPON results can be used by stakeholders on different levels**

**Task 1.1: Cities, regional development and planning**

**All partners:**

- Strategy for the capitalisation of ESPON results to deal with the challenges of scales: Cities, regional development and planning / polycentricity

**Task 1.2 Urban-rural relations**

**All partners:**

- Strategy for the capitalisation of ESPON results to deal with the challenges of scales: Urban-rural relationship

**Task 1.3: Economy and innovation**

**Task 1.4: Transport and mobility**

**All partners:**

- Strategy for the capitalisation of ESPON results to deal with the challenges of scales: Accessibility, Innovation, Economy

**Task 1.5: Risk management, climate change and culture**

**All partners:**

- Strategy for the capitalisation of ESPON results to deal with the challenges of scales: Risk management, climate change and culture

**Task 2: Capitalisation of ESPON results: Events**

**Seminar No. 1: Polycentric development at every level: urban-rural relationship ESPON SCALES Seminar on 27 October 2011, Budapest**

**Project Partner 5 (VATI, HU) / Project Partner 6 (ONEP, HU)**

- preparation of invitation in four languages for the seminar;
- preparation of seminar programme;
- organisation of seminar;
- preparation and giving presentations on the seminar (1. Interdependence between cities and their catchment areas, 2. Rural peripheries – challenges and opportunities and the role of small- and medium size towns, 3. Structural change in traditional agricultural areas);
- preparation of seminar report;
- preparation of evaluation on seminar feedback questionnaire;
- publication of seminar documentation on [www.espon.hu](http://www.espon.hu) website

**Project Partner 1 (BBSR, DE)**

- presentation by Volker Schmidt-Seiwert: ESPON project SCALES - Breakdown and capitalisation of ESPON results on different scales

**All partners:**

- distribution of the invitation / programme
  - publication of the programme on the partners' websites
- 

**Seminar No. 2: Polycentric territorial development: what does it mean? on 11 November 2011, Luxembourg**

**Project Partner 2 (University of Luxembourg, LU):**

- Invitation in three languages for the seminar;
- Seminar programme;
- Organisation of the seminar and of the presentations
- Seminar report;
- preparation of evaluation on seminar feedback questionnaire;
- publication of seminar documentation on [www.espon.lu](http://www.espon.lu) website

**All other partners:**

- distribution of the invitation / programme
  - publication of the programme on the partners' websites
- 

**Seminar No. 3: Accesibility, Innovation, Economy: Future Spatial Challenges for Switzerland and Europe on 4 May 2011, Bern**

**Project Partner 3 (ARE, CH)**

- preparation of Seminar programme
- preparation of Seminar invitation (3 languages: English, German, French) and publication on [www.espon.ch](http://www.espon.ch)
- organisation of Seminar
- preparation of and giving presentations at the Seminar
- elaboration of Seminar report for the Lead Partner
- evaluation of Seminar feedback questionnaire
- publication of Seminar documentation on [www.espon.ch](http://www.espon.ch) website

**Project Partner 1 (BBSR, DE)**

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- presentation by Volker Schmidt-Seiwert: Innovation. Insights from a German perspective

**All partners:**

- distribution of the invitation / programme
  - publication of the programme on the partners' websites
- 

**Seminar No. 4: Climate Change and risk impacts: results of European research from the Austrian perspective on 4 June 2012, Vienna**

**Project Partner 4 (ÖROK, AT)**

- preparation of Seminar programme
- preparation of Seminar invitation and publication on [ÖROK](#) Website
- organisation of Seminar in cooperation with ÖIR
- preparation of and giving presentations at the Seminar in cooperation with ÖIR
- elaboration of Seminar report for the Lead Partner
- evaluation of Seminar feedback questionnaire
- publication of Seminar documentation on the ÖROK Website
- announcement of the SCALES event in Vienna on ESPON Homepage [www.espon.eu](http://www.espon.eu)

**All other partners:**

- distribution of the invitation / programme
  - publication of the programme on the partners' websites
- 

**Seminar No. 5: ESPON serving transnational co-operation: shaping transnational spatial development based on territorial knowledge on 30 October 2012, Berlin**

**Project Partner 1 (BBSR, DE)**

- preparation of invitation in German and English;
- preparation of seminar programme (in German and English);
- finding of speakers
- organisation of seminar;
- preparation and giving presentations on the seminar;
- preparation of seminar report;
- preparation of evaluation on seminar feedback questionnaire;
- publication of seminar documentation on BBSR website

**All other partners:**

- distribution of the invitation / programme
- publication of the programme on the partners' websites

**Task 2: Capitalisation of ESPON results: Manual / Guideline**

All partners:

- Discussion of Manual contents on TPG meetings

**Task 3: Feedback to ESPON projects under priority 1 (blunder checks)**

**All Project Partners:**

- ESPON CLIMATE/Territorial effects of Climate Change
- ATTREG/Attractiveness of European regions and cities for residents and visitors
- EU LUPA/European patterns of land use
- TRACC/Transport accessibility at regional/local scale and patterns in Europe
- SGPTDE/Secondary growth poles in territorial development
- GEOSPECS/European perspective on specific types of territories
- KIT/Territorial dimension of innovation and knowledge economy
- TIGER/Continental territorial structures and flows (globalisation)
- ESaTDOR/European seas in territorial development
- SeGI/Services of general interest
- ARTS/Territorial and Regional Sensitivity of EU Directives
- SIESTA/Territorial contribution to the Europe 2020 Strategy

**Task 4: Feedback on national activities**

**Project Partner 1 (BBSR, DE)**

**Dissemination of results, information and publications**

August 2011 BBSR ESPON Aktuell 02/2011 newsletter:

- Information on calls of 24.08.11
- Support on TPG building
- Information on ESPON
- Preannouncements of ESPON SCALES events

December 2011 BBSR ESPON Aktuell 03/2011 newsletter:

- Start of German ECP activity relate to the Presentation of ESPON projects in Germany – Portrait and activities of German ESPON partner
- Presentation of the project ESPON SCALES
- Retrospect: Conference on "Urban-Rural Relations" in Budapest, Hungary
- Retrospect: Conference on "Polycentric territorial development" in Luxembourg
- Announcements of ESPON Scales seminars "Economy, Innovation and Accessibility" in Bern, an "Risk management, Climate Change and Culture in Vienna
- Report of the Internal ESPON Conference 2011 in Krakow
- Announcement of new project proposals
- ESPON publications – ordering in the BBSR and online

August 2012 BBSR ESPON Aktuell 01/2012 newsletter:

- Announcement of final SCALES seminar in Berlin
- Retrospect: Seminar on "Economy, innovation and accessibility" in Bern, Switzerland
- Retrospect: Seminar on "Risk management, climate change and culture" in Vienna, Austria
- Retrospect: ESPON Open Seminar in Aalborg, Denmark
- Information about new ESPON Atlas project
- Information about new ESPON projects

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- Information about new ESPON reports

#### **Production of material in national language on ESPON results**

December 2011: Draft Report of Themenheft 1 „Energie und Klima“ aus der Reihe: „Deutschland in Europa - Ergebnisse des ESPON-Programms 2013 aus deutscher Sicht

#### **Other activities**

ongoing – peaks in August and September 2011: advisory service for German institutions interested in ESPON, support of partner finding, introduction to ESPON philosophy and tendering procedures

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#### **Project Partner 2 (University of Luxembourg , LU)**

- xyz
- 

#### **Project Partner 3 (ARE, CH)**

- Regular newsletters on upcoming ESPON calls and events
  - Newsletters in 2011 and 2012 announcing ESPON SCALES Seminars
  - Update of national ESPON website [www.espon.ch](http://www.espon.ch)
  - Advisory service for Swiss institutions interested in ESPON, supporting partner / TPG finding etc.
- 

#### **Project Partner 4 (ÖROK, AT)**

- Announcement of ESPON calls on the ÖROK Website
  - Information about ESPON projects and events on the ÖROK Website and the ÖROK newsletter
  - Publishing of EPSON publications on the ÖROK Website and the ÖROK newsletter
  - 
  - Organization of the ESPON SCALES seminar in Vienna
  - Information about the ESPON Programme and SCALES project to the permanent subcommittee (STUA)
  - Written report in January 2012
- 

#### **Project Partner 5 (VATI, HU) / Project Partner 6 (ONEP, HU)**

##### **1. Feedback to the MC**

- Oral report in June 2011.
- Written report in January 2012.
- Oral report in June 2012

##### **2. National networking activity**

- Workshops on disseminating the publication “Hungary in the European space 2011 – in the light of ESPON results” (16.02.2012, Budapest), on

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“Space for the territorial issues and counties 2014-2020” (17.07.2012, Budapest);

- Translation and dissemination of ESPON newsletters (newsletters were sent **2011**: 25.02, 02.06, 26.07 on report of the seminar, 26.08, 14.10, **2012**: 08.02, 27.02, 26.04, 28.06, 27.11 );
- E-alerts on the new call for proposals (24.01 and 02.03.2011), on the open seminar in Gödöllő (18.05, 24.05), on the pre-announcement of new call for proposal (11.07.2011), on new call for proposals (24.08.2011);
- Providing information for potential Hungarian project partners;
- Continuous update of contact list;
- Operation and development of the national website.

### **3. Material in national language on ESPON results**

- Hungary in the European space 2011 – in the light of ESPON results: European and national maps, assessment, analysis, recommendations, December 2011; Report on the Open Seminar in Gödöllő in the journal Falu, Város, Régió, 2011;
- General information and Report on the Open Seminar in Gödöllő on the ‘spatialist’ web portal [www.terport.hu](http://www.terport.hu), 2011.

### **4. Other activities**

- Contribution to the Open Seminar in Gödöllő, June 2011: support of the organization, presentation of the TA – national level, preparation of audiovisual presentation, support of the organization of ESPON project meetings;
- Lectures at universities on the results of the ESPON 2013 Programme, 2011

## **Annex 2: List of the materials developed by the project**

### **TPG**

- Joint seminar questionnaire

### **Project Partner 1 (BBSR, DE)**

- Seminar outline
- Save-the-date email
- Seminar programme for seminar in Berlin on 30 October 2012
- Presentation by Peter Schön (ECP Germany) about ESPON and the SCALES project
- Berlin Seminar Report
- Documentation of the Berlin Seminar on the BBSR website
- Documentation of all project seminars on the BBSR website
- Meeting minutes (for TPG and CU meetings: 10 January 2011 in Luxembourg, 3 February 2011 in Bonn, 28 November 2011 in Krakow, 22 March 2012 in Bonn, 12 June 2012 in Aalborg, 4 October 2012 in Bonn, 4 December 2012 in Paphos)
- presentation by Volker Schmidt-Seiwert: Innovation. Insights from a German perspective (Seminar CH)
- presentation by Volker Schmidt-Seiwert: ESPON project SCALES - Breakdown and capitalisation of ESPON results on different scales (Seminar HU)

### **Project Partner 2 (University of Luxembourg, LU)**

- Seminar outline
- Save-the-date email
- Seminar programme for seminar in Luxembourg, held on 11.11.11
- Presentation by Tobias Chilla (ECP Luxembourg) about the concept of polycentricity, presentation by Estelle Evrard (ECP Luxembourg) about the usability of ESPON results in Luxembourg and in the Greater Region Luxembourg Seminar Report
- Documentation of the Luxembourg Seminar on the ECP.lu website (publication also on Europaforum website: <http://www.europaforum.public.lu/fr/actualites/2011/11/espon-polycentrisme/index.html>)
- Seminar report
- Website report

### **Project Partner 3 (ARE, CH)**

- programme for the Seminar in Bern on 4 May 2012
- Presentation by Marco Kellenberger (ECP Switzerland) about the ESPON KIT Project interim results
- Bern Seminar report
- Evaluation of Bern Seminar questionnaire feedback
- Documentation of the Bern Seminar on the ARE website ([www.espon.ch](http://www.espon.ch))

### **Project Partner 4 (ÖROK, AT)**

- Seminar outline
- Save the date email to ESPON community



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- Seminar programme for the Seminar in Vienna on 4th of June 2012
- Advice of the Vienna Seminar by ÖROK-Newsletter
- Presentation of ESPON program and the ESPON SCALES project by executive director of ÖROK
- Vienna Seminar report
- Documentation of the Vienna Seminar on ÖROK website
- Evaluation of seminar questionnaire feedback

#### **Project Partner 5 (VATI, HU) / Project Partner 6 (ONEP, HU)**

- Invitation email for the Budapest seminar on 27 October 2011
- Programme for seminar in Budapest on 27 October 2011
- Presentations on the Budapest seminar on 27 October 2011
- Budapest Seminar Report
- Documentation of the Budapest Seminar on [www.espon.hu](http://www.espon.hu) website
- Evaluation of seminar questionnaire feedback

### **Annex 3: List of abbreviations and glossary**

ARE	Swiss Federal Office for Spatial Development
BBSR	Bundesinstitut für Bau-, Stadt- und Raumforschung - Federal Institute for Research on Building, Urban Affairs and Spatial Development
Climate	Climate Change and Territorial Effects on Regions and Local Economies in Europe
CoZiCo	COmparing – ZOoming-in – COmpleting
CU	ESPON Co-ordination Unit
DEMIFER	Demographic and Migratory Flows Affecting European Regions and Cities
ECP(s)	ESPON Contact Point(s)
EDORA	European Development Opportunities in Rural Areas
ESPON	European Spatial Planning Observation Network
EU-LUPA	European Patterns of Land Use
FOCI	Future Orientation for Cities
FUA	Functional Urban Area
GEOSPECS-	Geographic Specificities and Development Potentials in Europe
LAU	Local administrative unit
MA	ESPON Managing Authority
METROBORDER	Cross-Border Polycentric Metropolitan Regions
MUA	Morphological Urban Area
NUTS	Nomenclature of territorial units for statistics
ONEP	Office for National Economic Planning
ÖROK	Österreichische Raumordnungskonferenz- Austrian conference on Spatial planning
POLYCE	Metropolisation and Polycentric Development in Central Europe: Evidence Based Strategic Options
ReRisk	Regions at Risk of Energy Poverty
SGPTD	Secondary growth poles in territorial development

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SS-LR	Spatial Scenarios: New Tools for Local-Regional Territories
TA2020	Territorial Agenda of the European Union 2020 Towards an Inclusive, Smart and Sustainable Europe of Diverse Regions
TeDi	Territorial Diversity in Europe
TIPTAP	Territorial Impact Package for Transport and Agricultural Policies
TPG	Transnational Project Group
VATI	VÁTI Hungarian Nonprofit Limited Liability Company for Regional Development and Town Planning

**Annex 4: List of publications**

*none*

## **Annex 5: Contents of the seminar questionnaire**

Which country do you come from?  
*(individual choices depending on the seminar)*

What is your function?

- scientist
- practitioner
- politician
- civil servant
- other

Which territorial level is your main concern?

- European
- national
- transnational / crossborder
- regional
- local

What is your profession?

- geographer
- spatial planner
- sociologist
- economist
- architect
- other

Have you ever met ESPON?

- yes
- no

If yes: how did you get to know the ESPON programme?

- website, newsletter, media
- colleagues, personal contact
- conference, literature
- other EU programmes
- other sources

Which ESPON project do you find the most useful?

*(individual choices depending on the seminar)*

Which ESPON project do you find the most interesting?

*(individual choices depending on the seminar)*

Have you ever used ESPON results in your work?

- yes, often
- yes, at least once
- no, but planning to
- no, and I don't plan to

What do you find the most useful from the ESPON Programme?

- publications
- seminars
- workshops
- newsletters

What do you find the most useful from ESPON deliveries?

- analysis in reports
- maps
- databases
- scenarios
- policy recommendations

Looking at the future: on which topics would you like to have more ESPON results?

- territorial polycentric development
- cities, rural and specific regions
- transborder and transnational functional regions
- competitiveness of local economies
- connectivity
- environmental protection and cultural values of the regions
- other (please specify)

Did the seminar support you in using ESPON results in the future?

- no support (1)
- 2
- 3
- 4
- much support (5)

[www.espon.eu](http://www.espon.eu)

The ESPON 2013 Programme is part-financed by the European Regional Development Fund, the EU Member States and the Partner States Iceland, Liechtenstein, Norway and Switzerland. It shall support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory.

ISBN