

# ESPON's evidence and policy advice for promoting regional development and territorial cooperation

Ilona Raugze, Director of ESPON EGTC

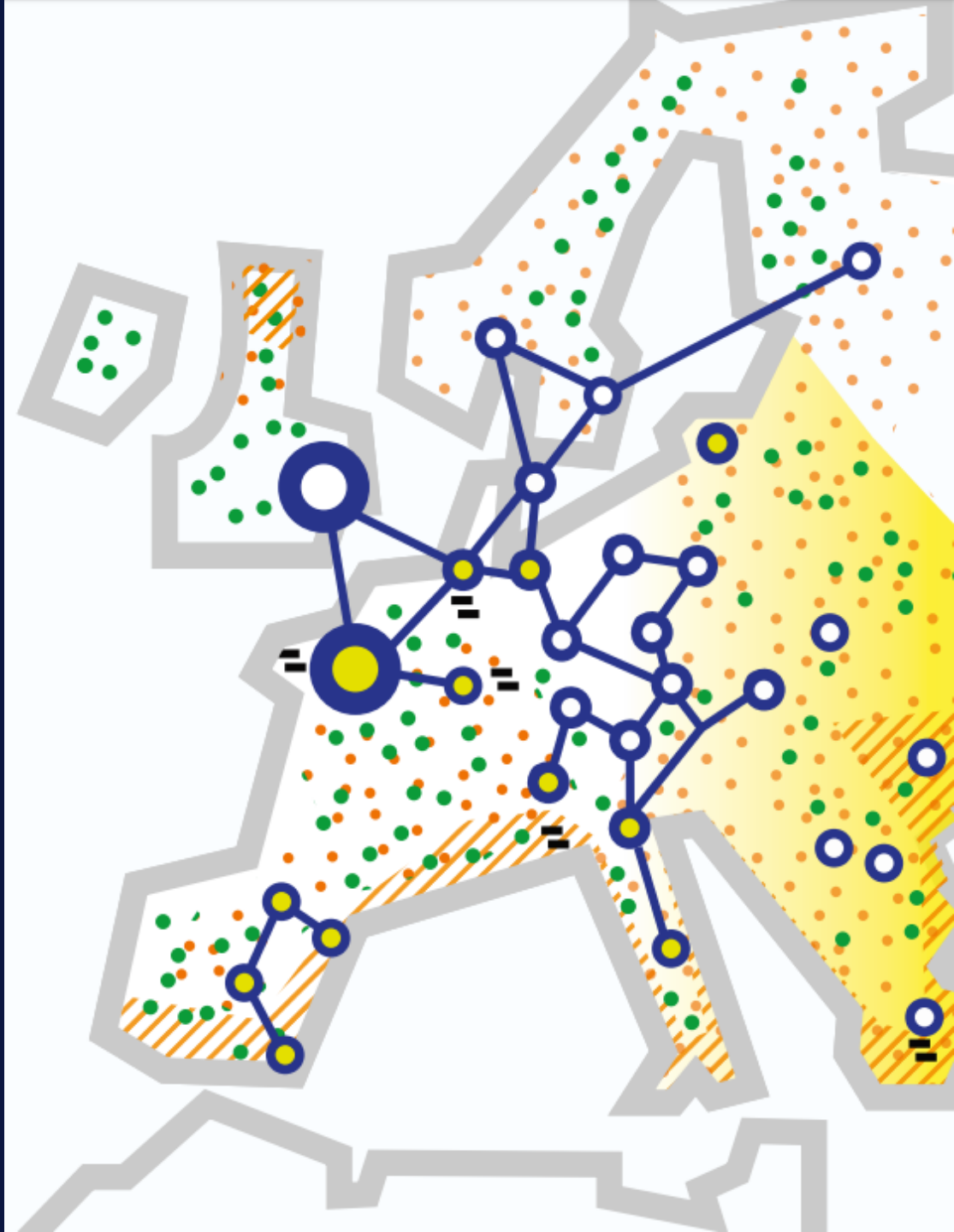
Liepaja, 24 April 2019

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- ESPON in a nutshell
- Territorial evidence by ESPON – some insights:
  - ✓ Territorial development trends and future projections (ETRF)
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  - ✓ Cross-border public services (CPS)
- ESPON's support to ETC programmes
- Cooperate with ESPON!

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# ESPON in a nutshell

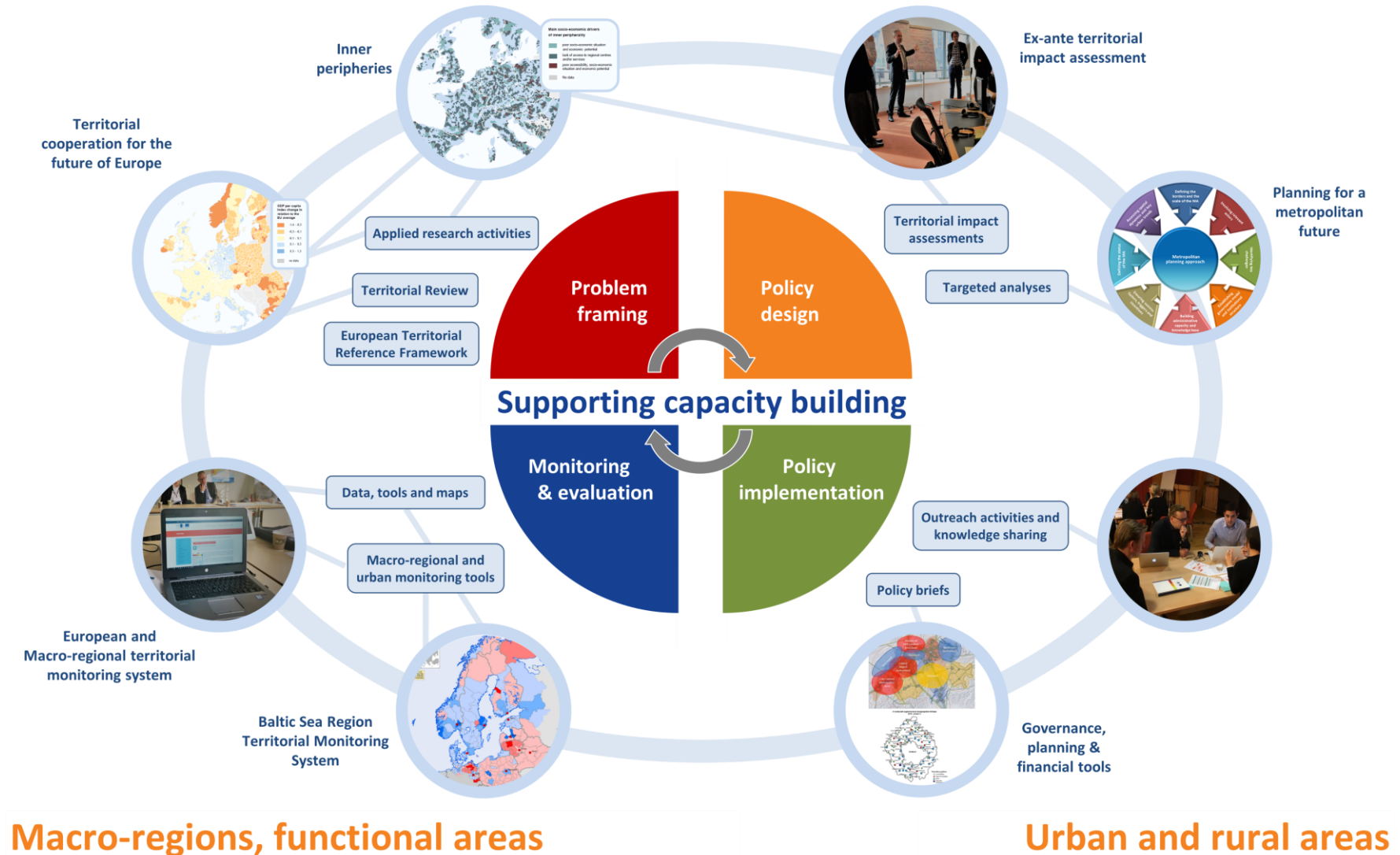


# ESPON in facts and figures

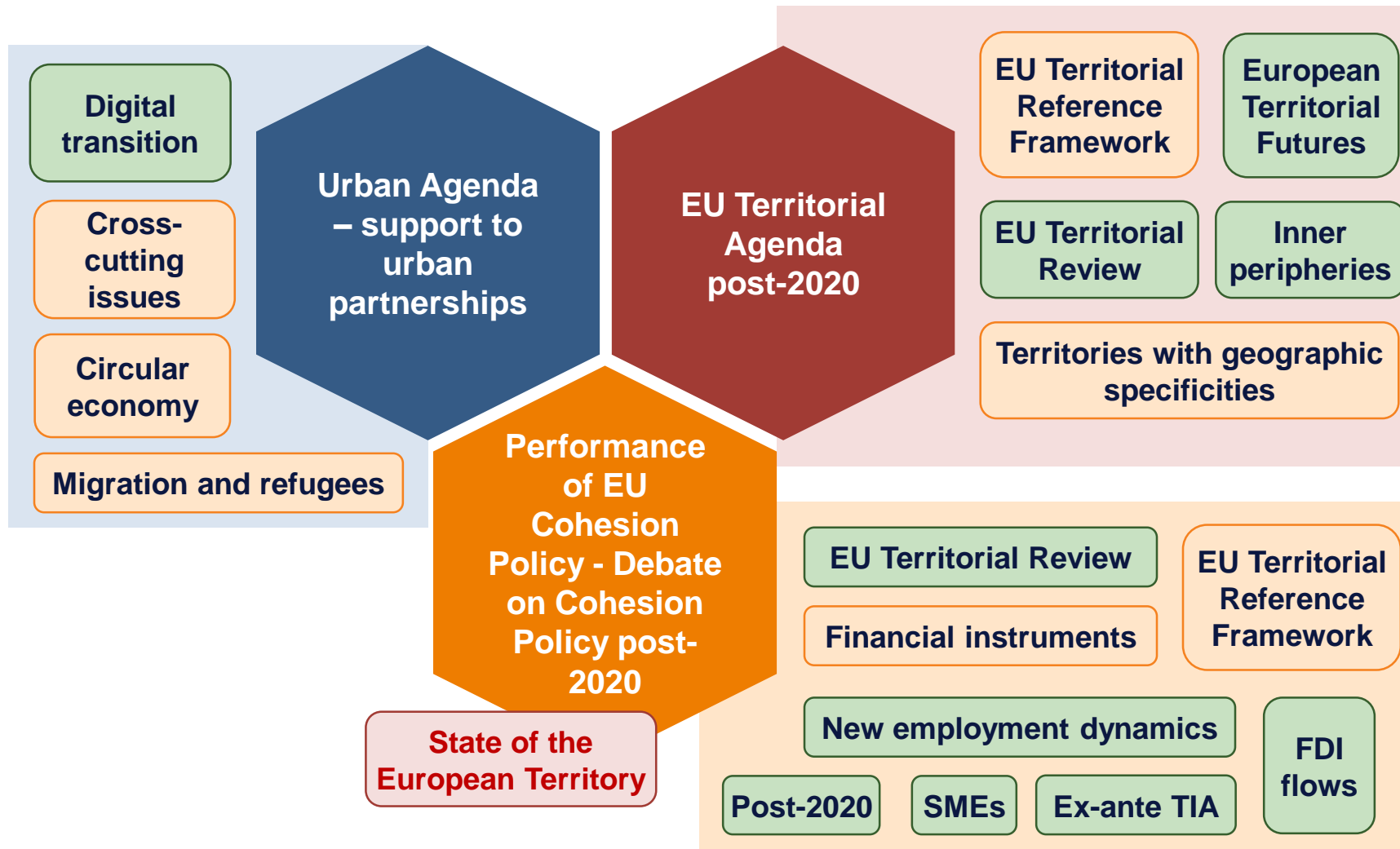
- 28 EU + 4 partner states
- ESPON EGTC (European Grouping for Territorial Cooperation) – Single Beneficiary
- Total budget = 48,678,851 €
- Target groups – European, national, regional and local authorities, EU funded programmes, academic/ research bodies



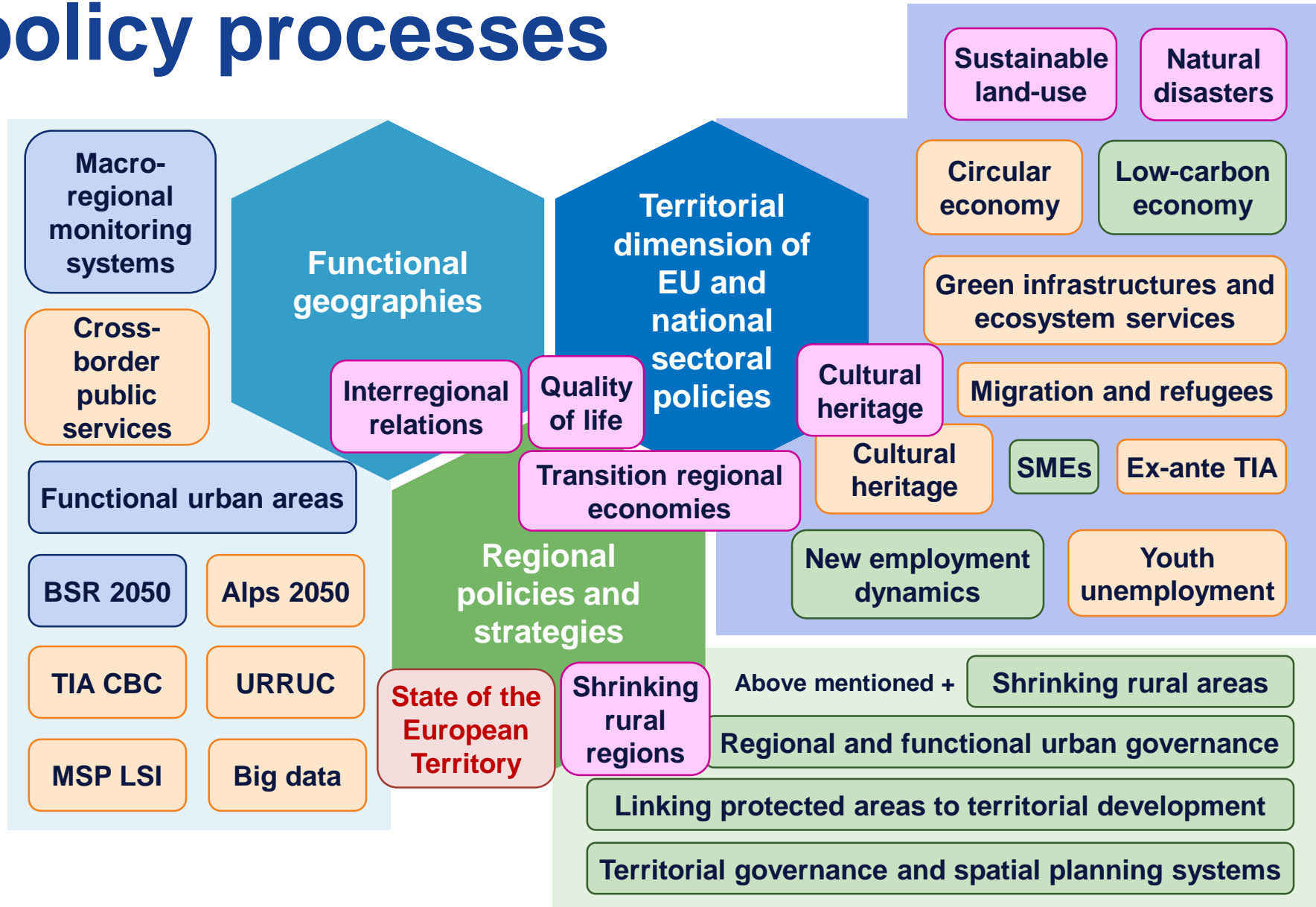
# ESPON supporting the whole policy cycle



# ESPON contribution to policy processes

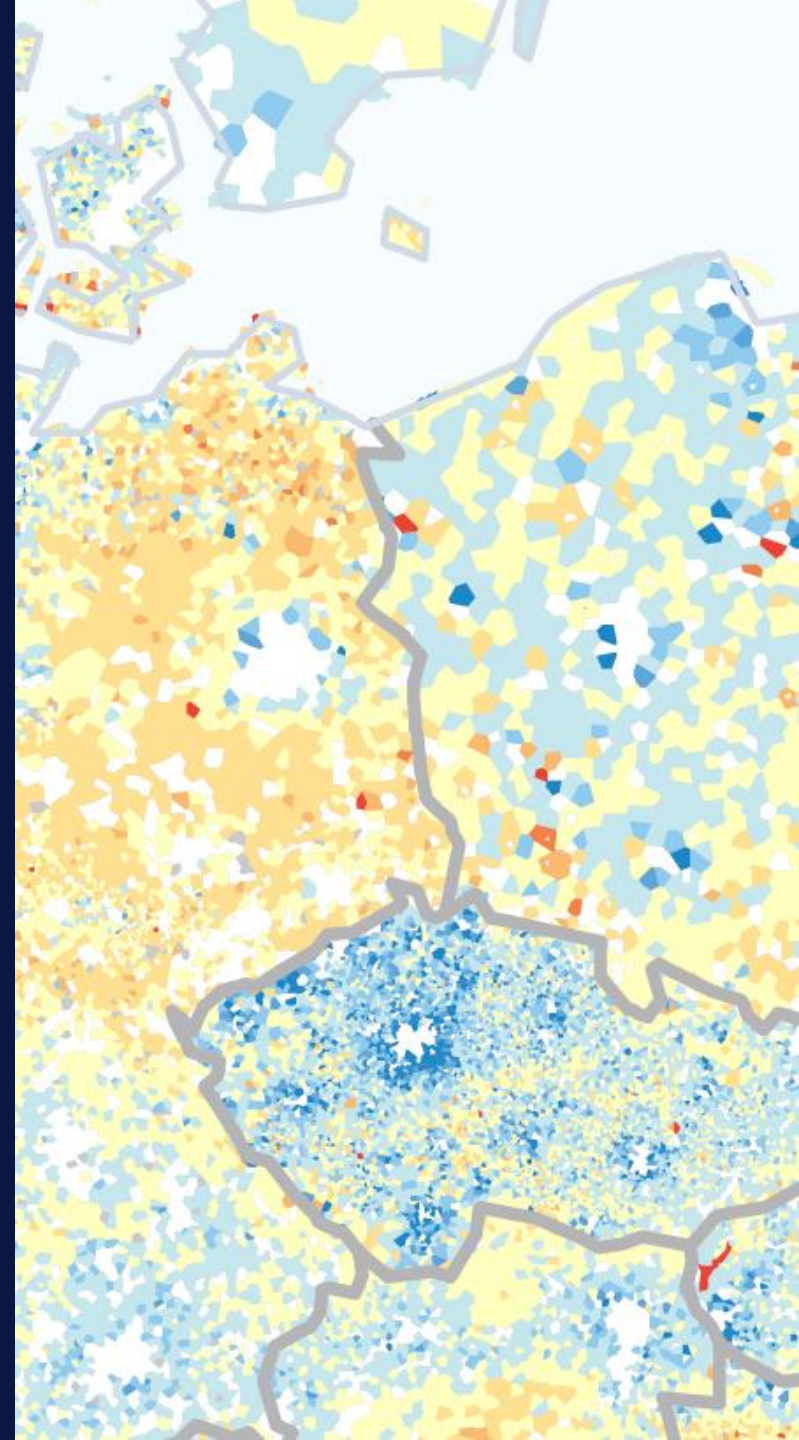


# ESPON contribution to policy processes



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## Territorial development trends and future projections (ETRF)



# Key Territorial Challenges



## Fragmentation of places...

- ...a political dimension (e.g. **discontent**)
- ...a social and cultural dimension (e.g. **diversity**)
- ...an economic dimension (e.g. **disparities**)



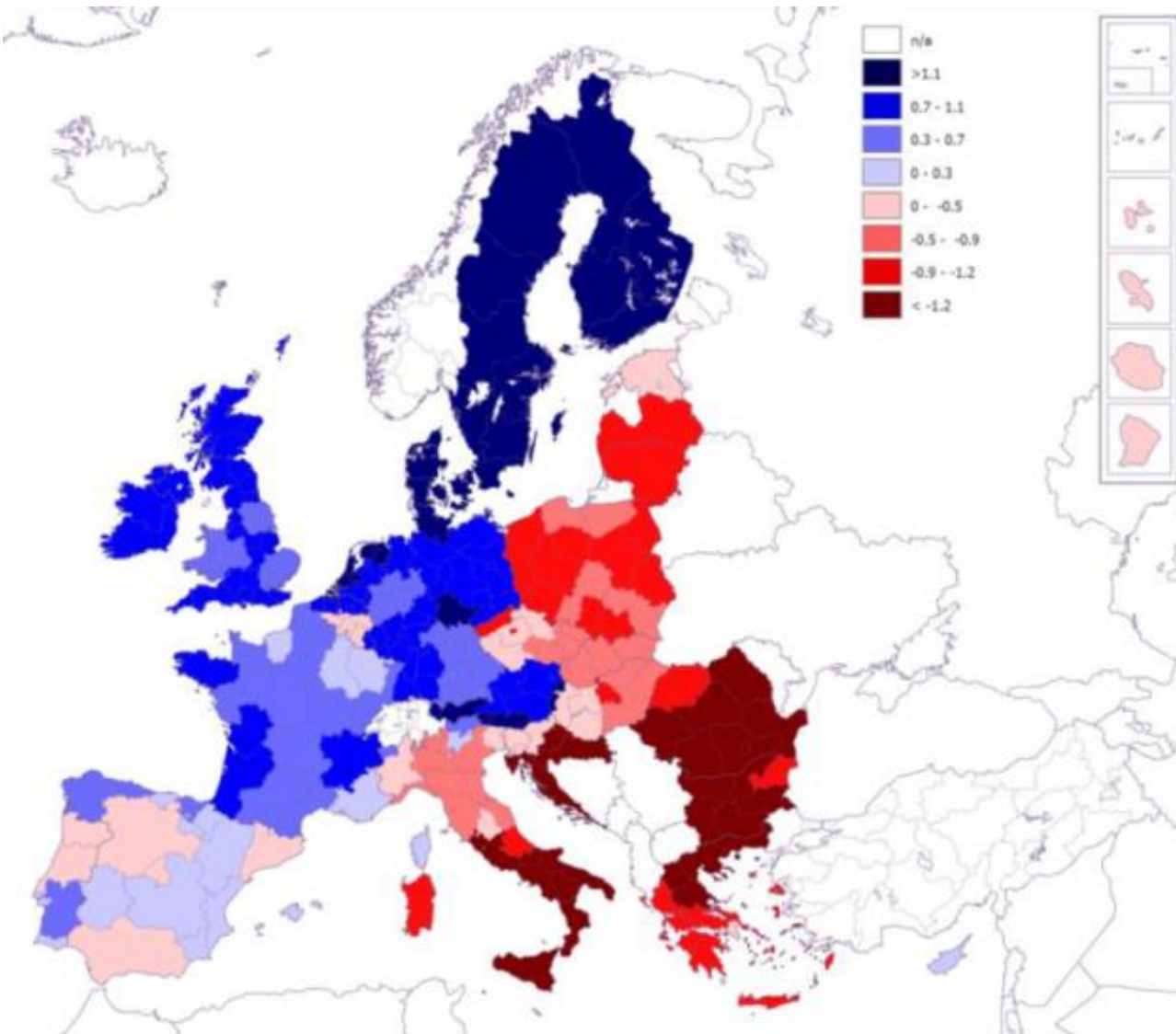
## Network interdependencies...

- Subverted distances: Proximity in terms of “**connection**”
- Increasing flows, **spill-overs and externalities**
- **Network industries create “new territorialities”** (e.g. digital markets)

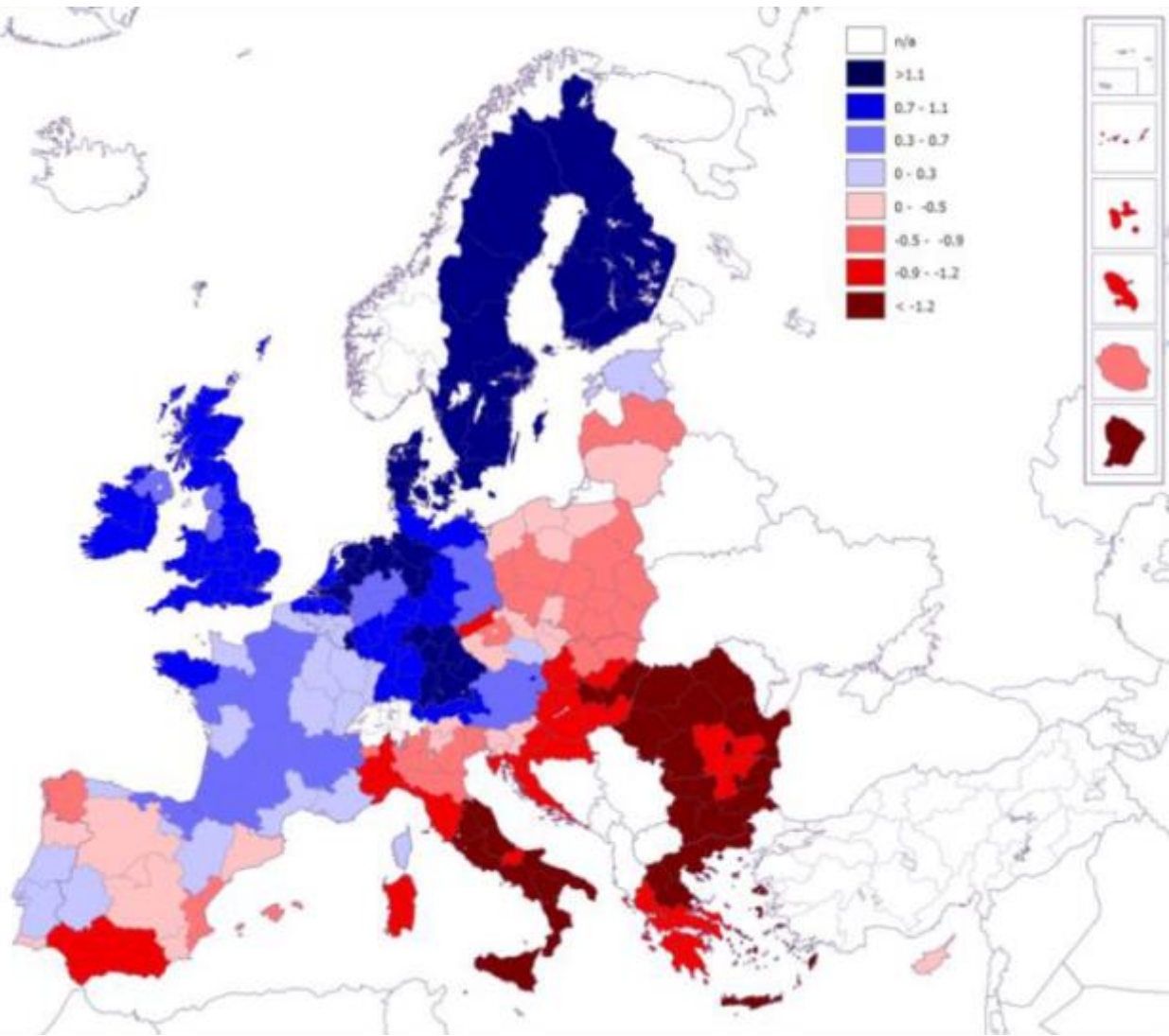


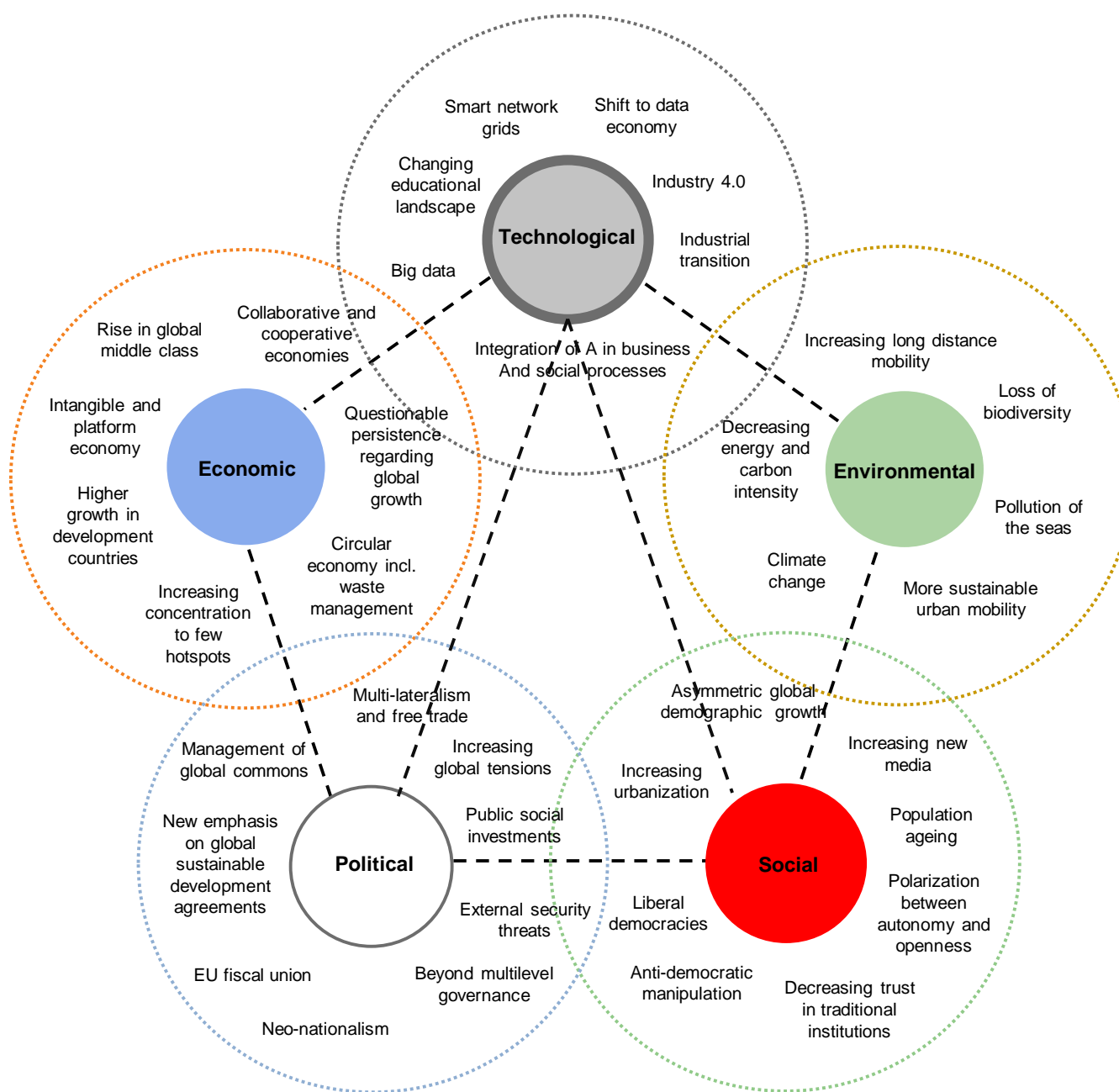
# Paramount Challenge: Quality of Government

EQI 2010



EQI 2017

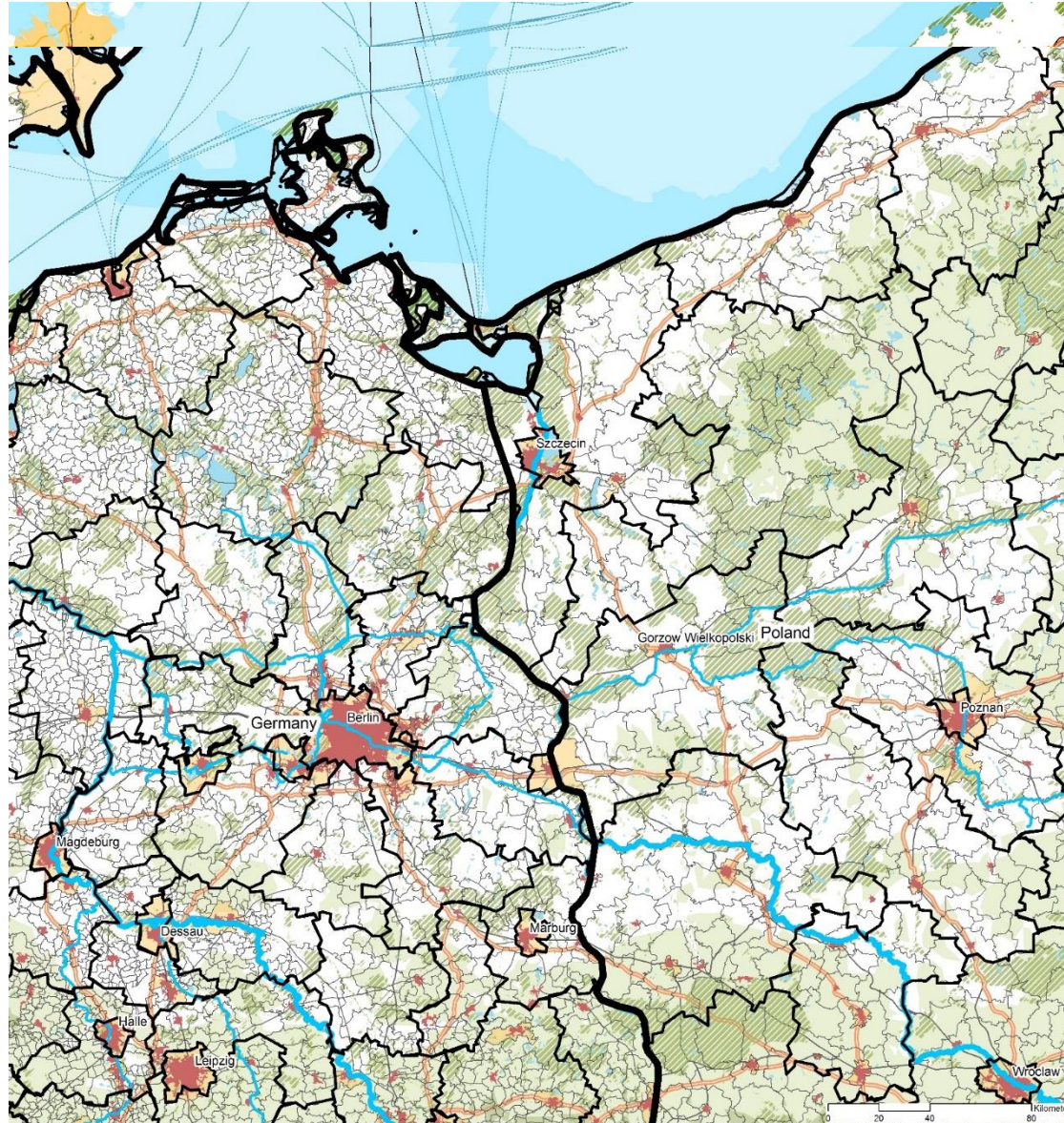




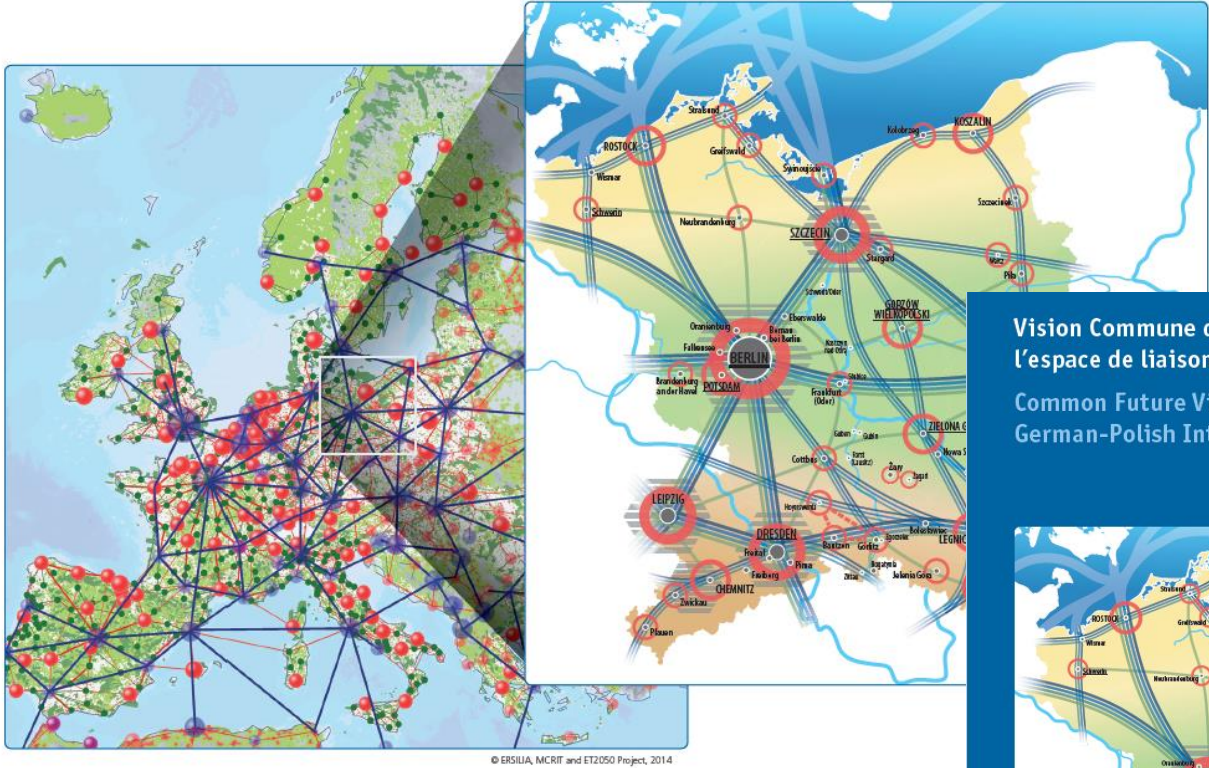
## Main Drivers (*and dilemmas*) towards 2025 and 2050



## Mismatch between territories and flows: “the Space of flows”



# Emerging “functional areas” (e.g. German-Polish border area)



Vision Commune d'Avenir pour  
l'espace de liaisons germano-polonais *Horizon 2030*  
Common Future Vision for the  
German-Polish Interaction Area *Horizon 2030*



MINISTERSTWO  
ROZWOJU  
Bundesministerium  
für Verkehr und  
digitale Infrastruktur



# Territorial Governance Scenarios Considered

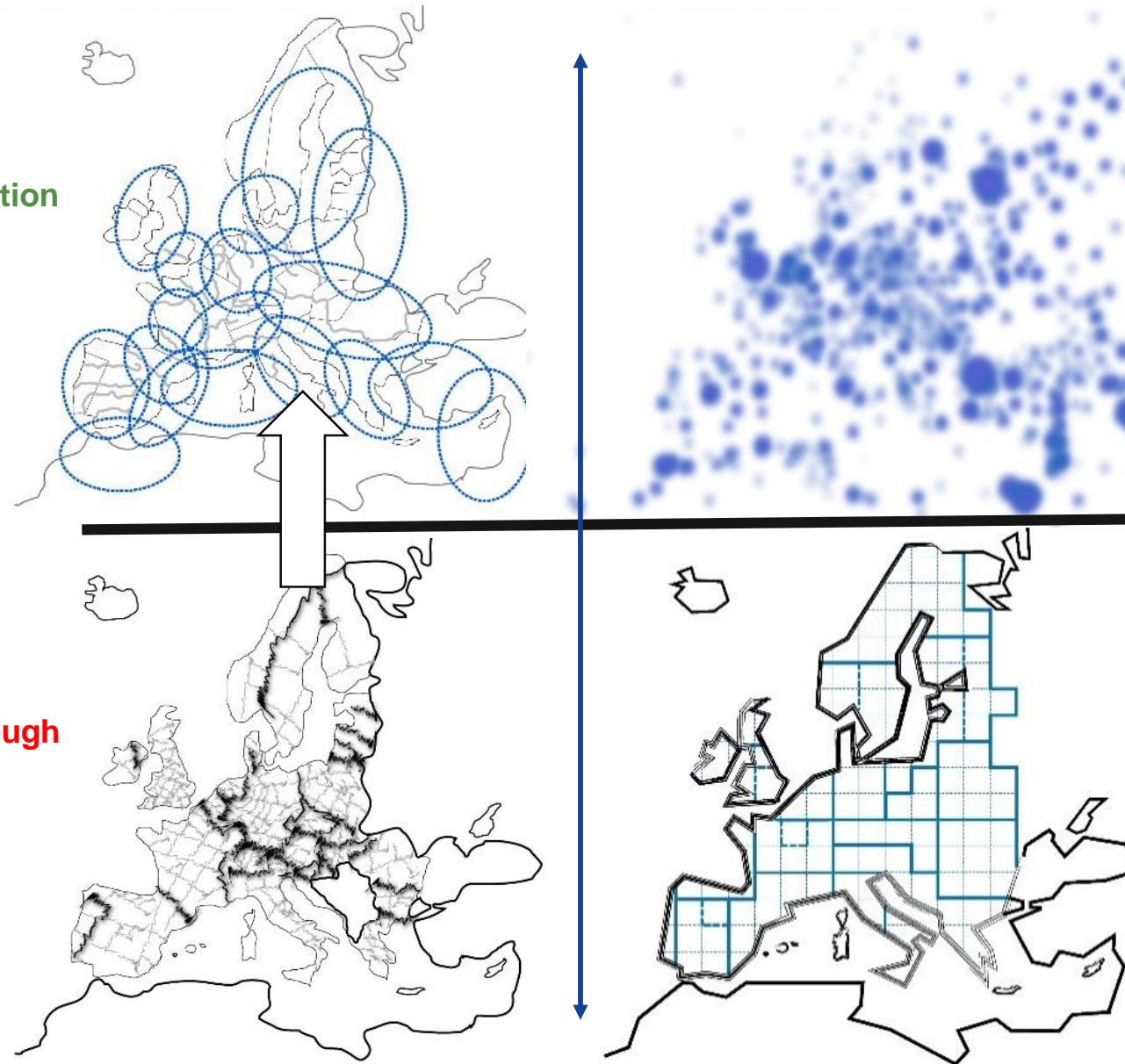
Enabling Cooperation

Post-territorialism

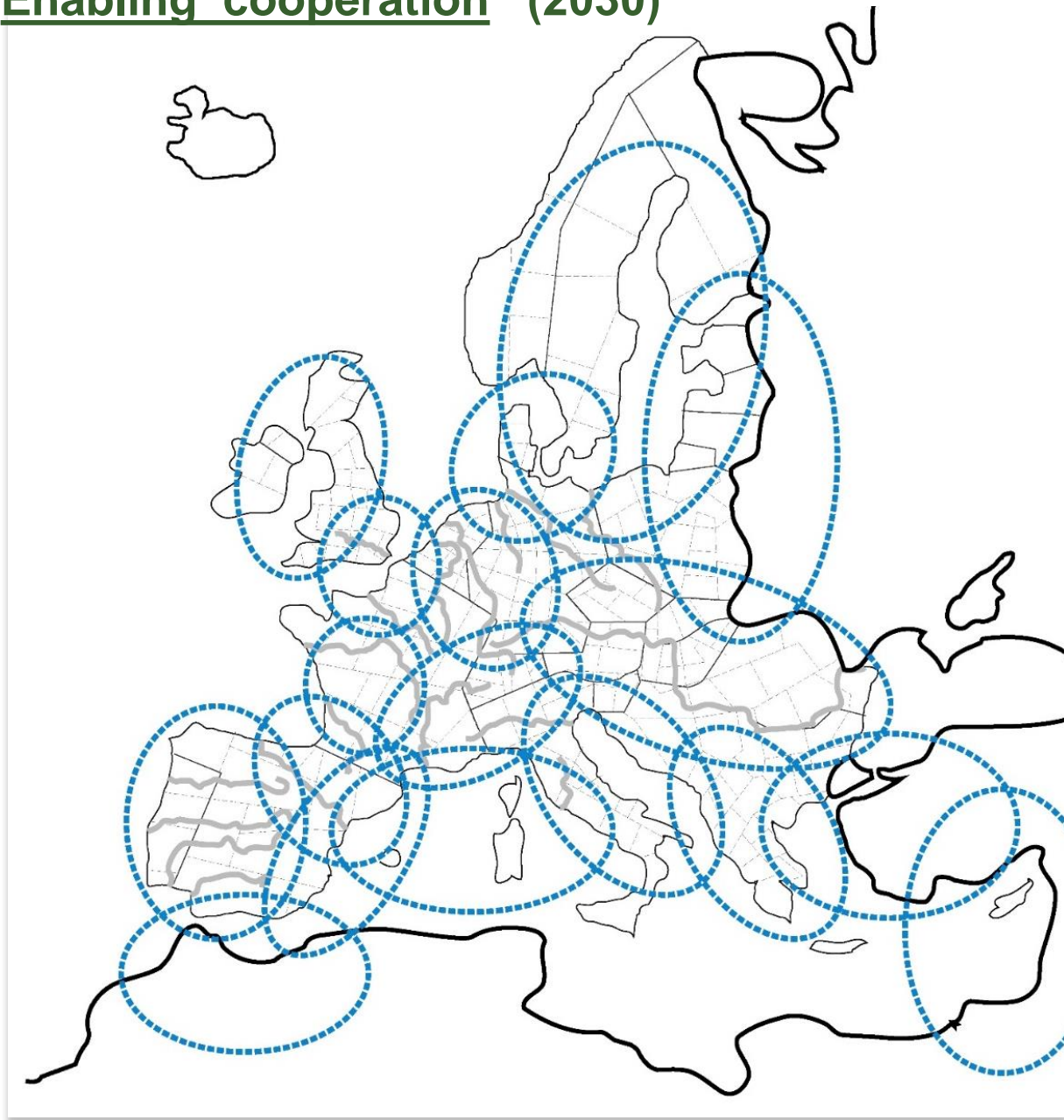
Muddling Through

New Territorialities

2050



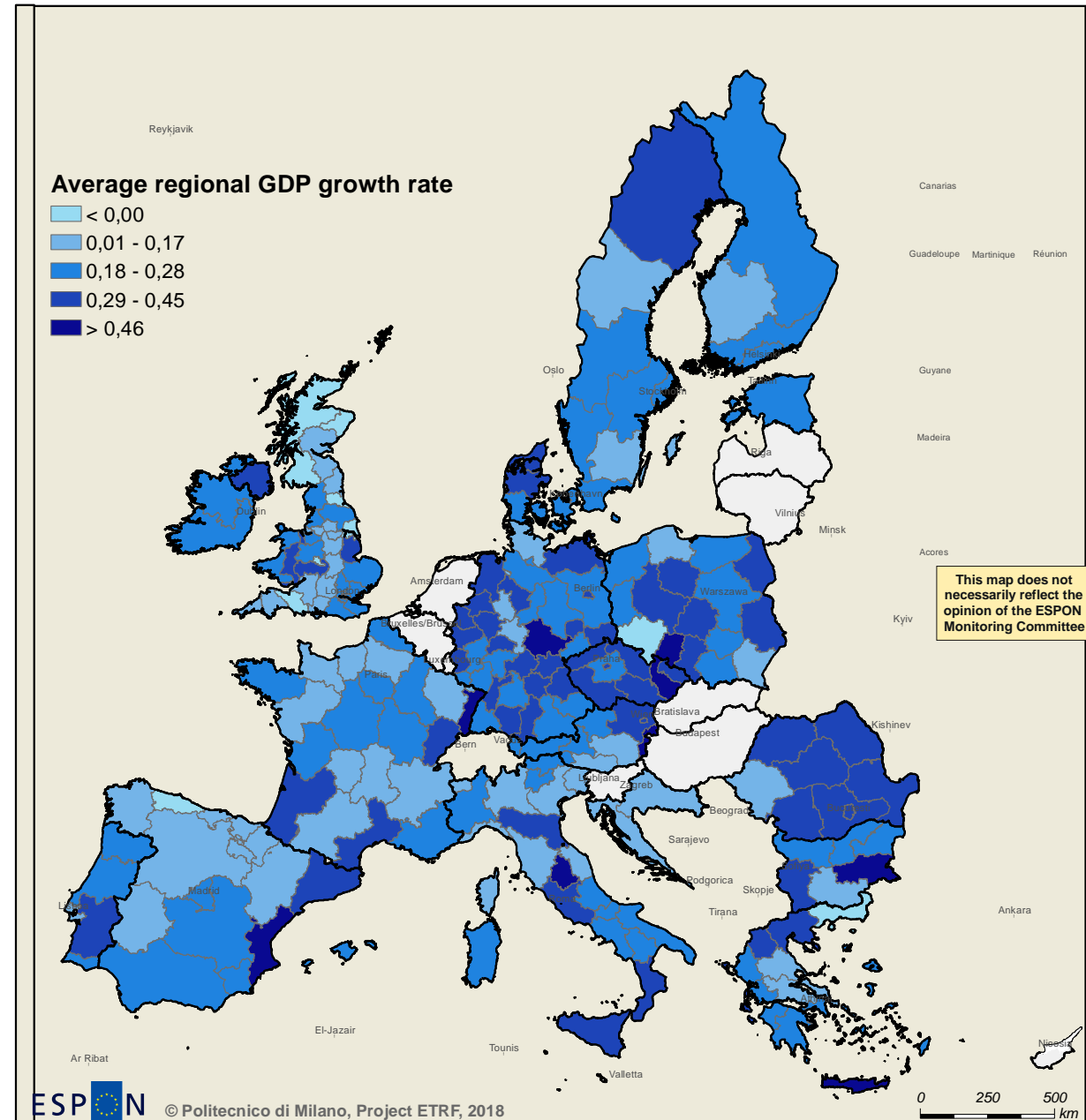
## “Enabling cooperation” (2030)



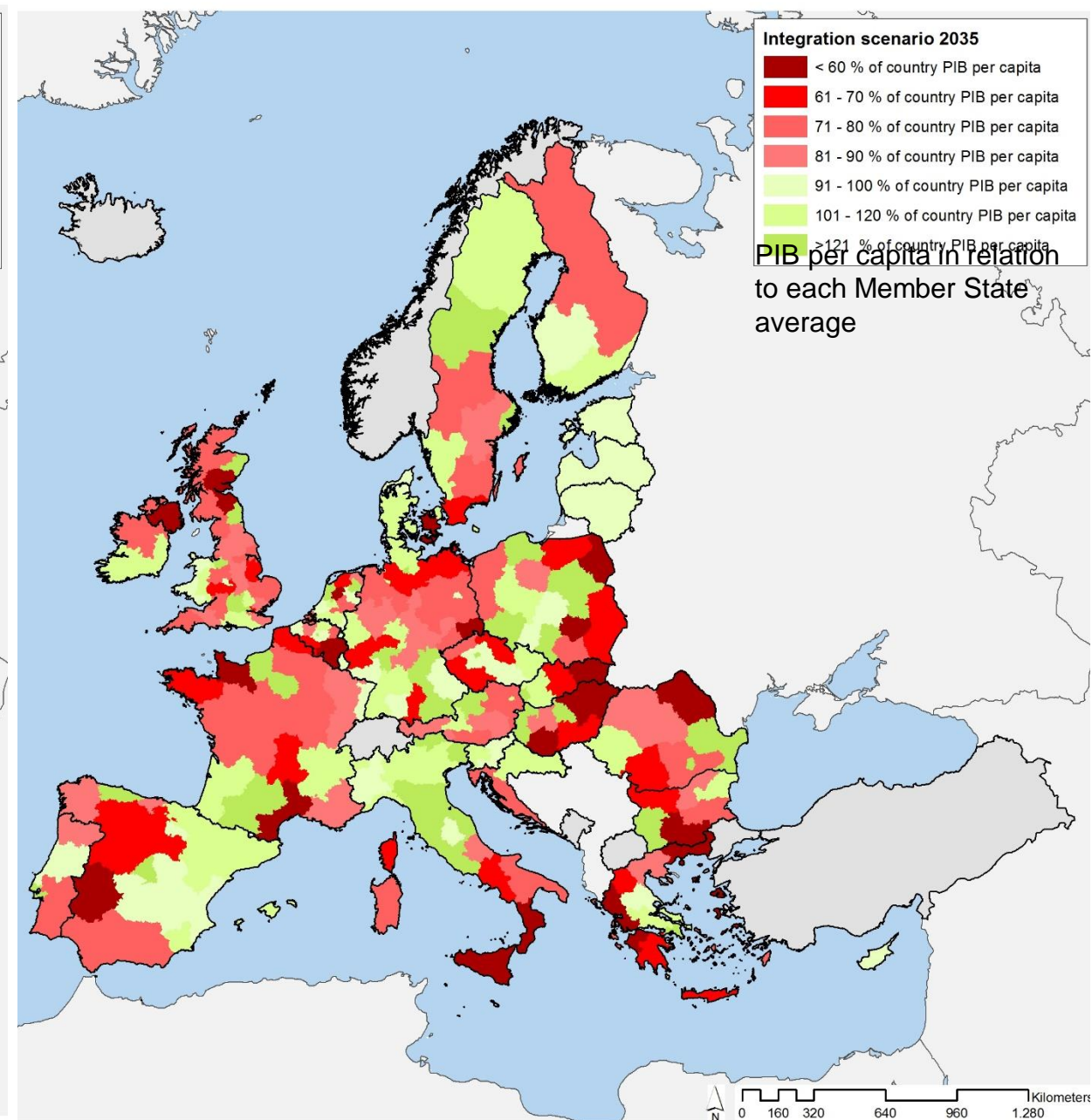
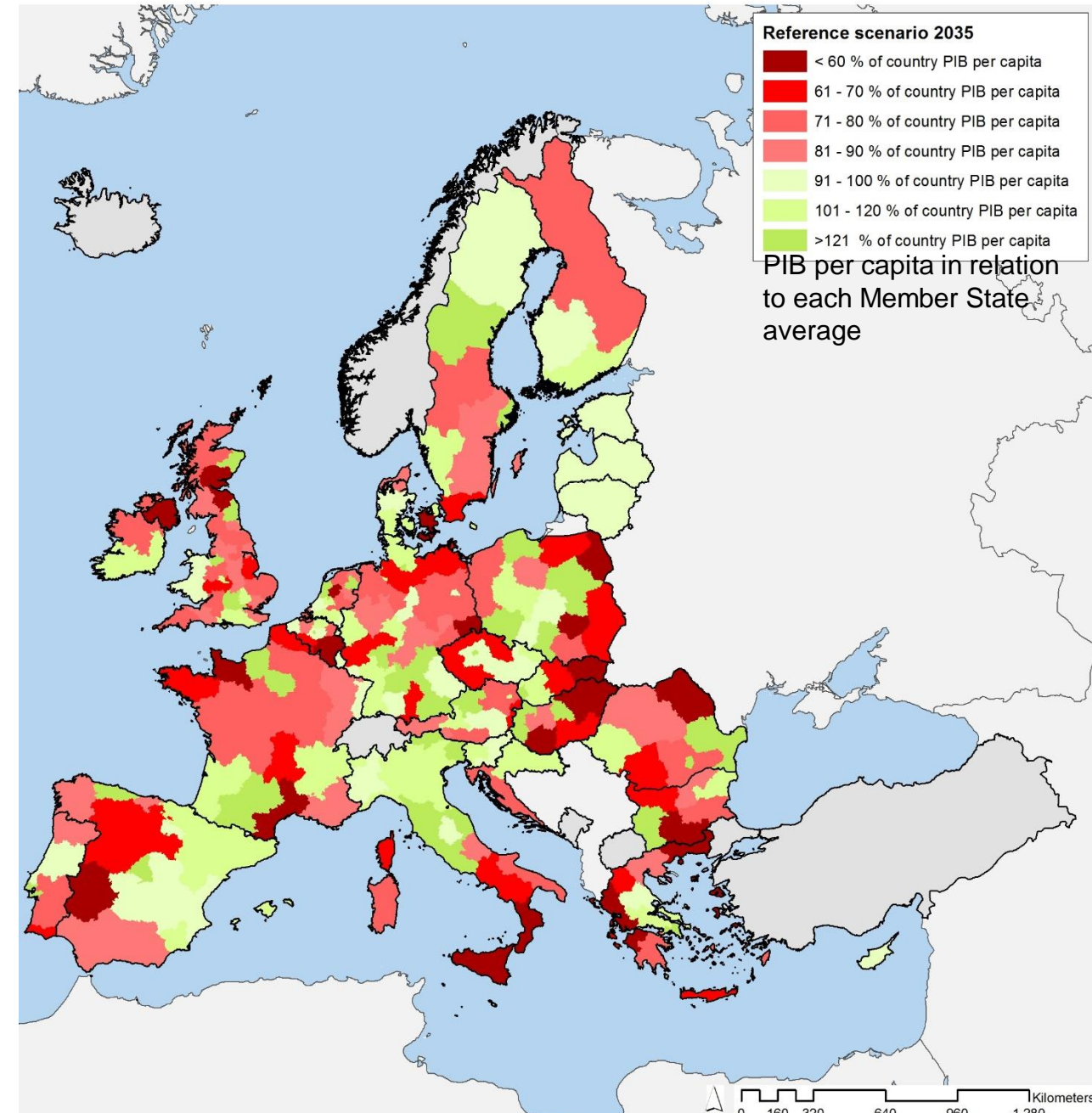
	Enabling Cooperation
Dominant principle	<b>“Enhanced cooperation”</b>
Government paradigm	<b>Enabling</b>
Governance paradigm	<b>Multilevel “place-based” governance. Intergovernmental</b>
Functional areas as “new territorialities”	<b>Enabling cross-border local, interregional and transnational “cooperation zones” (e.g. euroregions, macroregions)</b>
Legal Form of cooperation	<b>Improved EGTC</b>
Spatial Development	<b>Promotion of urban networks in functional cooperation areas.</b>



# +0,2% annual average GDP increase because “Enabling Cooperation” 2018-2035



# Disparities remain in the “Enabling Cooperation” 2018-2035

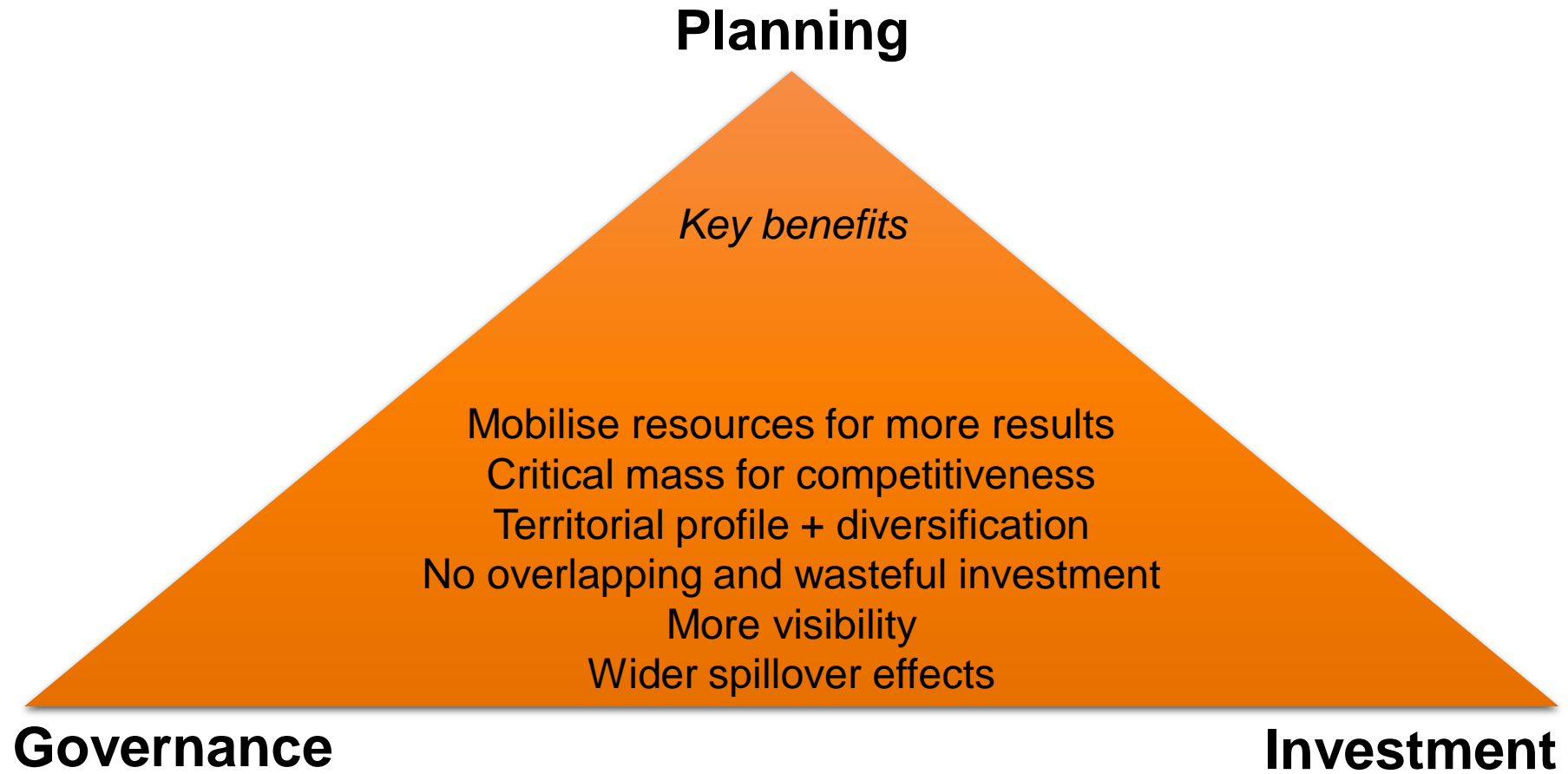


## Territorial Agenda 2020+

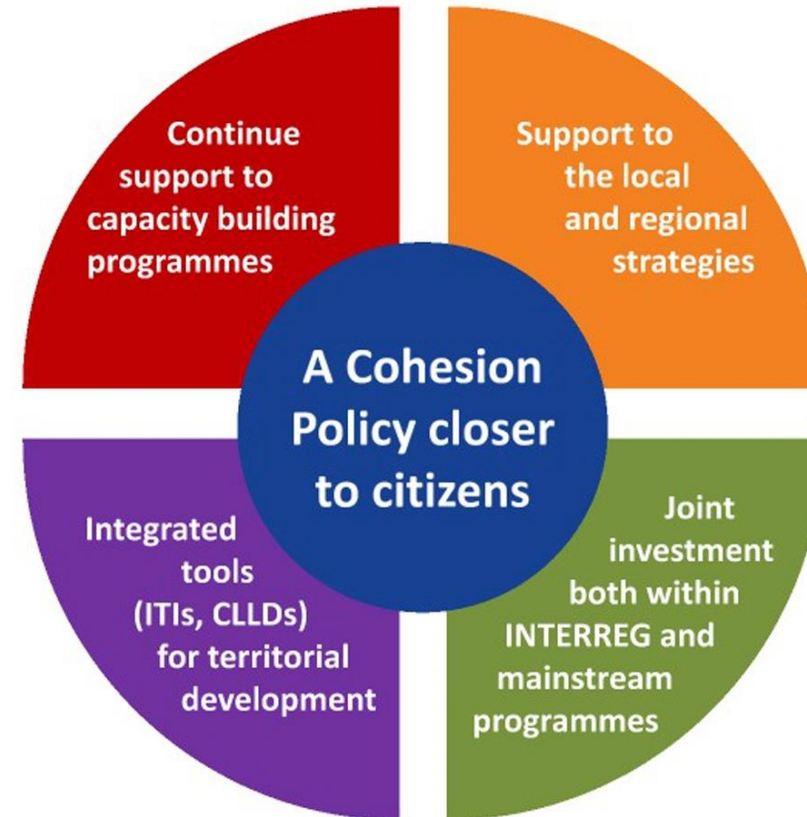
- Taking into consideration the relevance of **territorial challenges** (**fragmentation**, increasing flows and **interdependencies** and **mismatch** between administrative and functional areas...)
- **Adjust Cohesion and other European policies to key megatrends** (e.g. technologic progress, economic globalisation, social disparities and migration, climate change...)
- **Support “tailor-made” solutions** building on **Objective 5** (Cohesion policy 2021-2027).
- Address issues of **territorial cooperation and governance of new functional areas**
- Promote the improvement of the **quality of local and regional governments**
- **Support for stronger Cohesion** policy as a policy tool dealing with territorial cohesion, removing administrative barriers and promoting territorial assets



# Promote cooperation among places within functional areas!

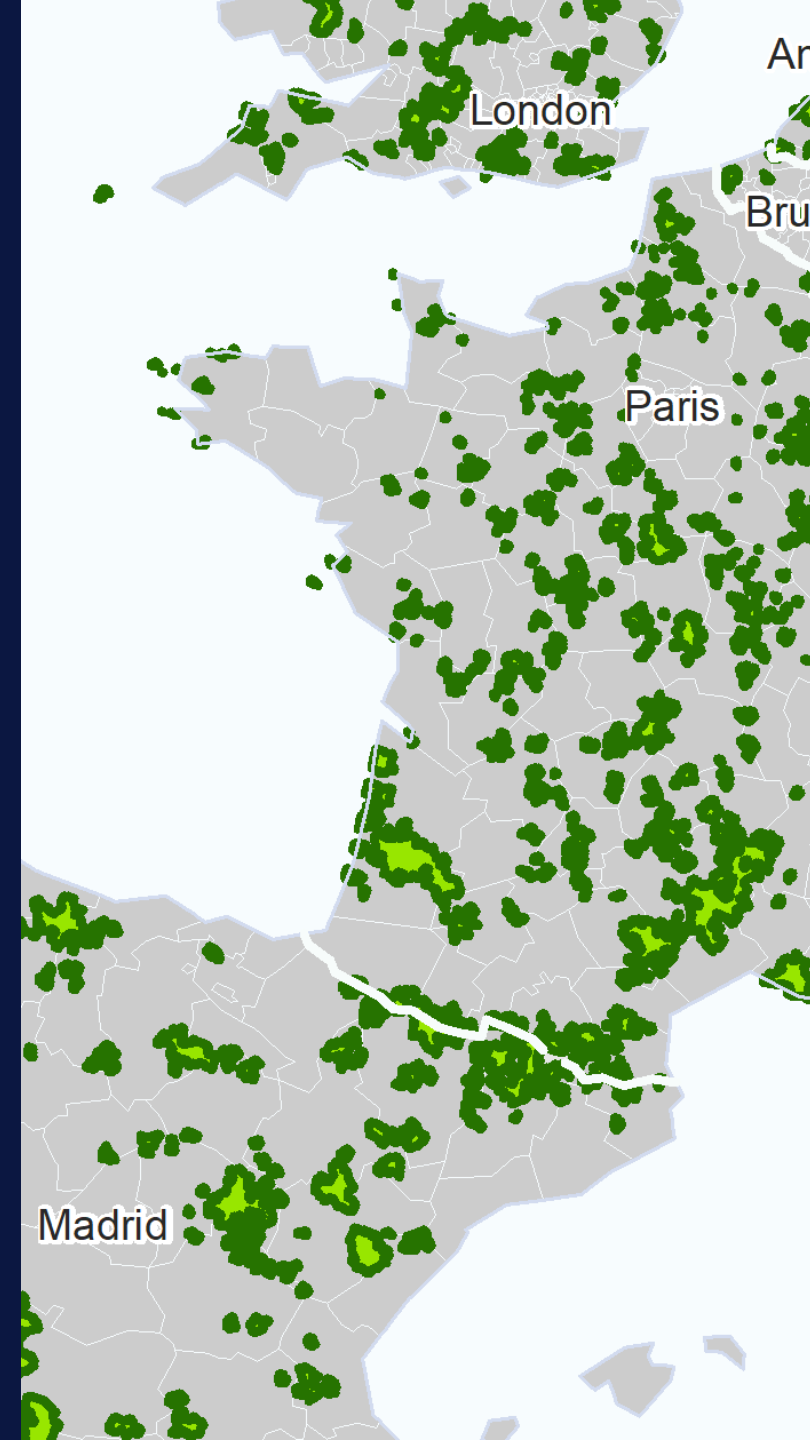


# EU level - Territorial dimension of future Cohesion policy



3

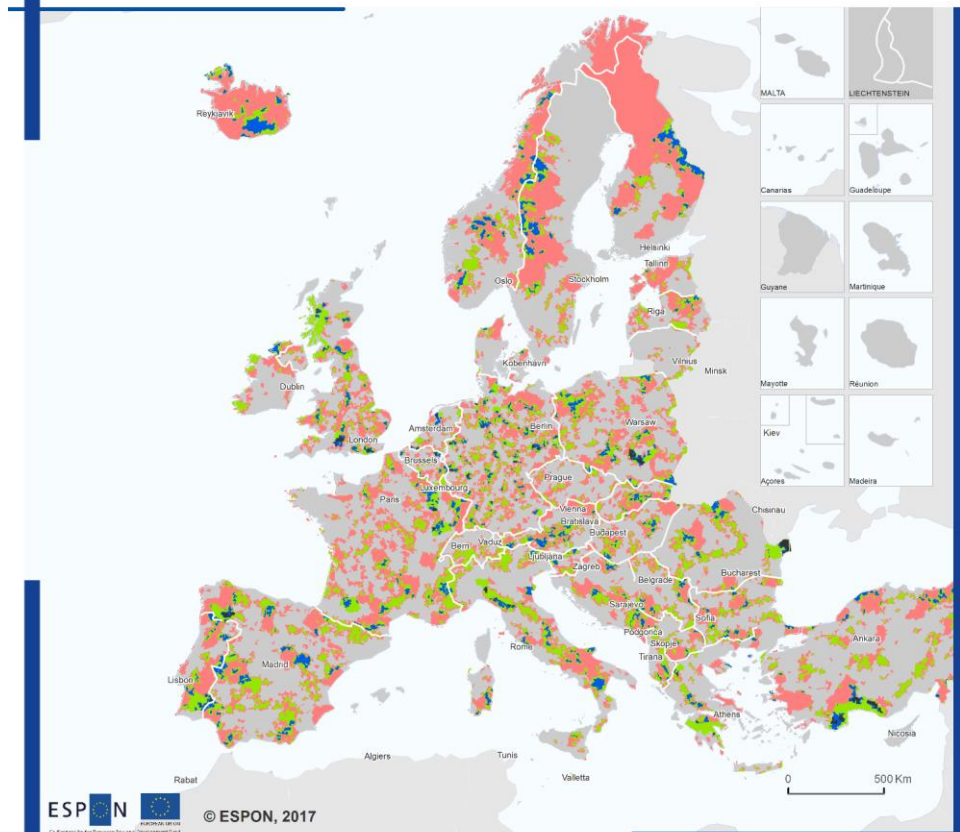
## Inner peripheries in Europe (PROFESY)



# Inner peripheries cover 45% of the entire European territory

- **Delineation 1:**  
Higher **travel time** to regional centres
- **Delineation 2:**  
Low **economic potential** due to low potential accessibility
- **Delineation 3:**  
Areas of **poor access to services of general interest**
- **Delineation 4:**  
**Depleting areas** (poor demographic basis)

Combinations of the four delineation approaches



Overlay of results of the four individual delineations:  
Number of IP assignments

- non-IP area
- IP area in just one delineation
- IP area in two delineations
- IP area in three delineations
- IP area in all four delineations

Level: grid cells (2.5x2.5 km)  
Source: ESPON Profecy  
Origin of data: TCP International, 2017;  
TCP International Accessibility Model, 2017;  
CC - UMS RIATE for administrative boundaries

Note:  
Outermost regions excluded from analysis.

# Key drivers and territorial patterns of inner peripheries

**46%** of all inner peripheries

**Poor economic potential**  
and **poor demographic situation**

**45%** of all inner peripheries

**Lack of access to centres**  
**or services**

- The most **peripheral areas** in geographical terms frequently appear as IPs
- **Border regions**, not only national but also regional, show a greater incidence of IPs than their non-frontier counterparts
- IPs with poor accessibility tend to overlap with **intermediate, rural and mountain areas**:
  - 80% of the inner peripheries with low economic potential or poor accessibility are located in **non-urban regions**
  - Almost half of poor accessibility IPs are in **mountainous regions**

# More areas risk becoming inner peripheries, if service provision deteriorates further

## IP areas in Europe (grid level) with poor access to SGIs

■ non-IP area    ■ IP area

IP areas represent grid cells which have poor access to 5 or more different SGIs, provided that among these assignments they have poor access to primary schools or poor access to hospitals or poor access to train stations..

## Areas of risk to become inner peripheries: Areas with poor access to three or four SGIs in Delineation 3, but which have not been identified as IP

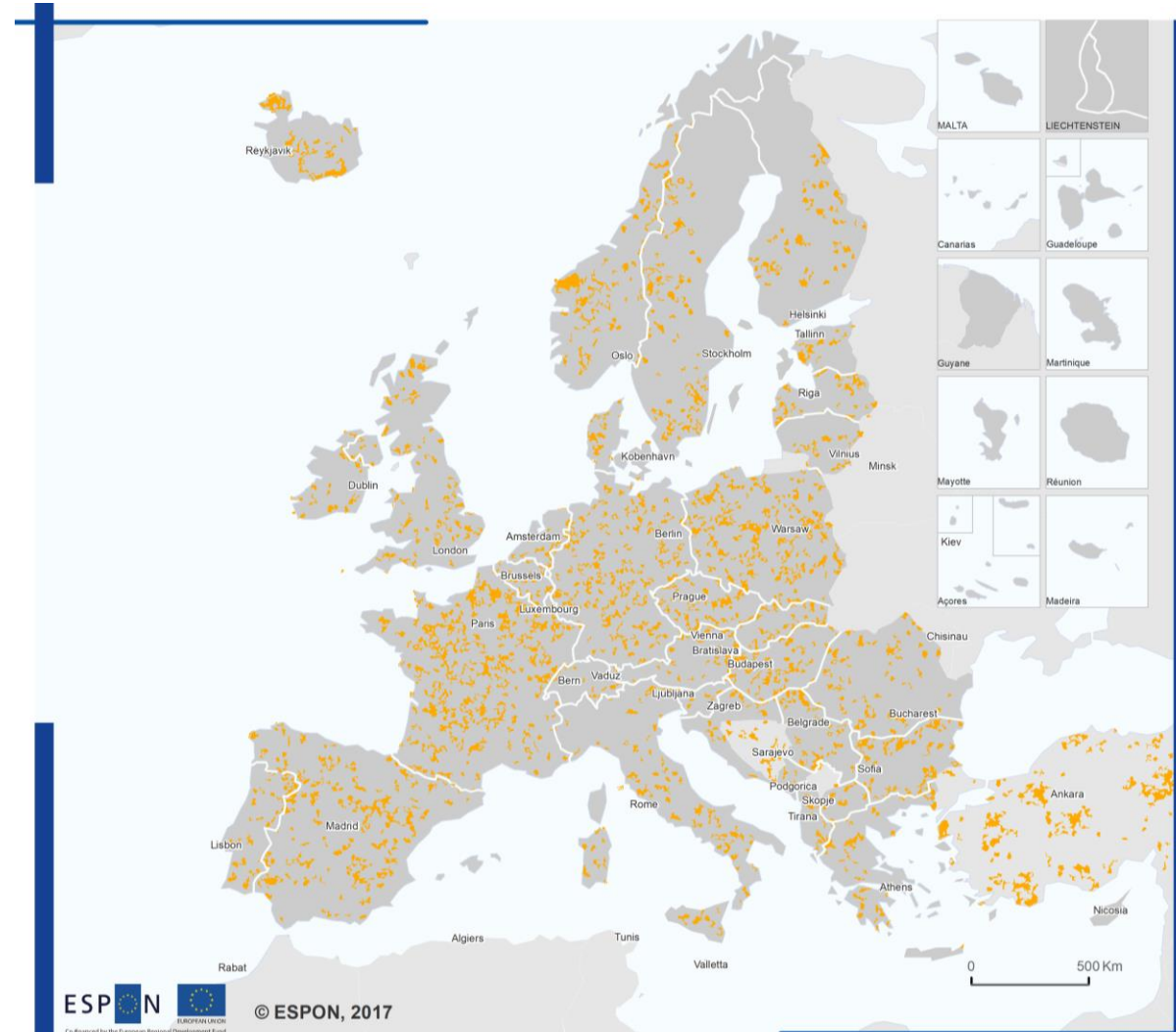
■ Areas-of-risk to become IP in future

### Remarks:

All areas which have, according to results of Delineation 3, poor access to three or four SGIs are considered as areas-of-risk.

Level: Grid cells (2.5x2.5 km)  
Source: ESPON Profecy  
Origin of data: TCP International, 2017;  
TCP International Accessibility Model, 2017  
CC - UMS RIATE for administrative boundaries

Note:  
Outermost regions excluded from analysis.



# Key challenges and policy pathways

## Some common characteristics found in Inner Peripheries Case Studies:

1. Out-migration of the young and highly-skilled people
2. Decrease of population
3. High old-age dependency ratio
4. A lack of skilled workforce
5. An economic sector often based on traditional activities

## Strategic policy response should:

1. Address all aspects of connectivity
2. Develop interaction capacity supported by a regional actor
3. Pay more political attention to overcome the perception of “being forgotten”
4. Support access to funding through place-based approach and capacity building

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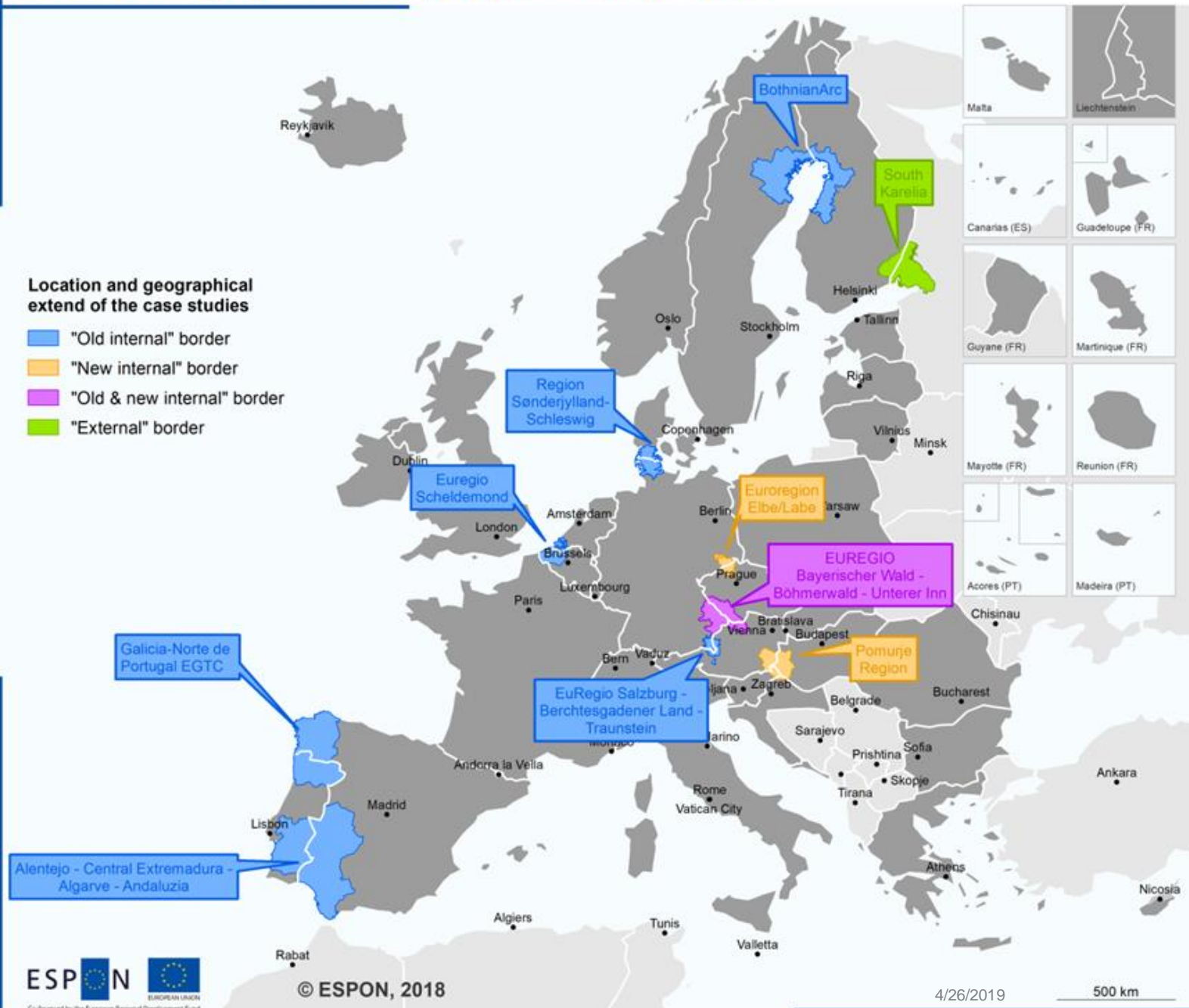
# Cross-border public services (CPS)



# ESPON CPS Framework

- Targeted analysis
- 11 stakeholders in 10 cross-border areas
- AEBR as Helpdesk
- Research Team led by Spatial Foresight GmbH
- Completed : January 2019

## Cross-border public services (CPS): Case study regions



# ESPON CPS – Key questions & objectives

- **EU-wide overview** on main features of cross-border public service provision according to different types of territories
- Recommendations for **supporting CPS provision in cross-border regions**
- For **stakeholder areas**
  - What are the **territorial needs** and persisting border obstacles hampering the development of public services?
  - What are the needs for **adapting existing and/or developing new services** to cope with everyday life needs as well as major challenges?
  - What can be **learned from other regions regarding** public service provision practices?

# Cross-border public services (CPS)

## **CPS are**

- provided or made available by public authorities on both sides of a border;
- for an undefined time; and
- with a target group across the border

## **CPS address**

- joint problems or development potentials of border regions in a clearly defined cross-border territory

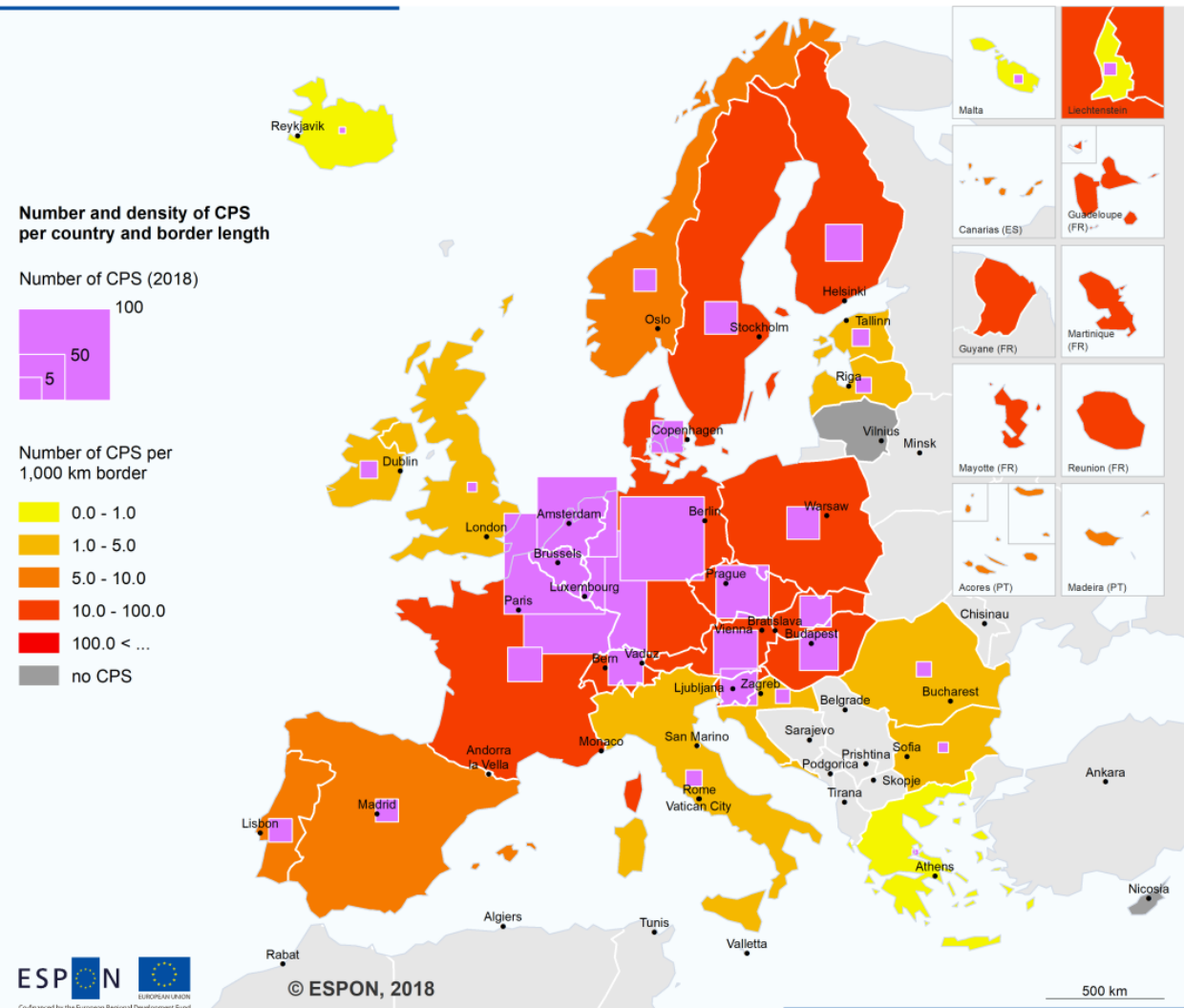
## **CPS generate**

- benefits for the general public or a specific target group in this territory
- CPS may be delivered using existing or newly established infrastructure

# First comprehensive overview of CPS provision in Europe

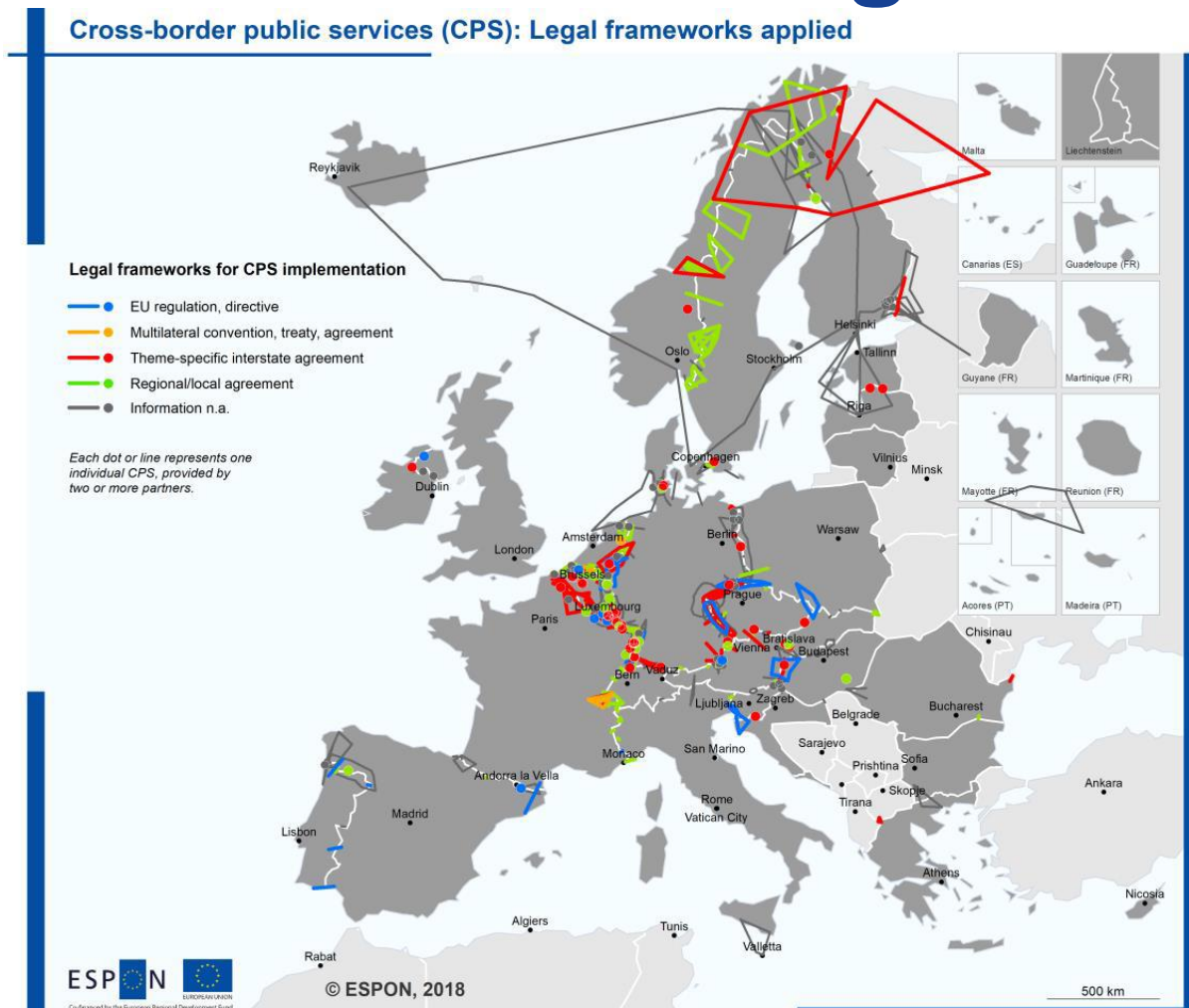
- 579 examples of CPS provision in Europe identified
- Concentration of CPS along the borders of EU-15 Member States
- Most CPS deal with environment protection, civil protection and disaster management or transport

Cross-border public services (CPS): Number and density of CPS per country



# CPS improve domestic service provision and address specific territorial challenges

- A large share of CPS aims to improve the quality of public service provision in border regions
- Territorial characteristics and developments are typical drivers for CPS
- Long-standing cooperation and existing interstate agreements support CPS development

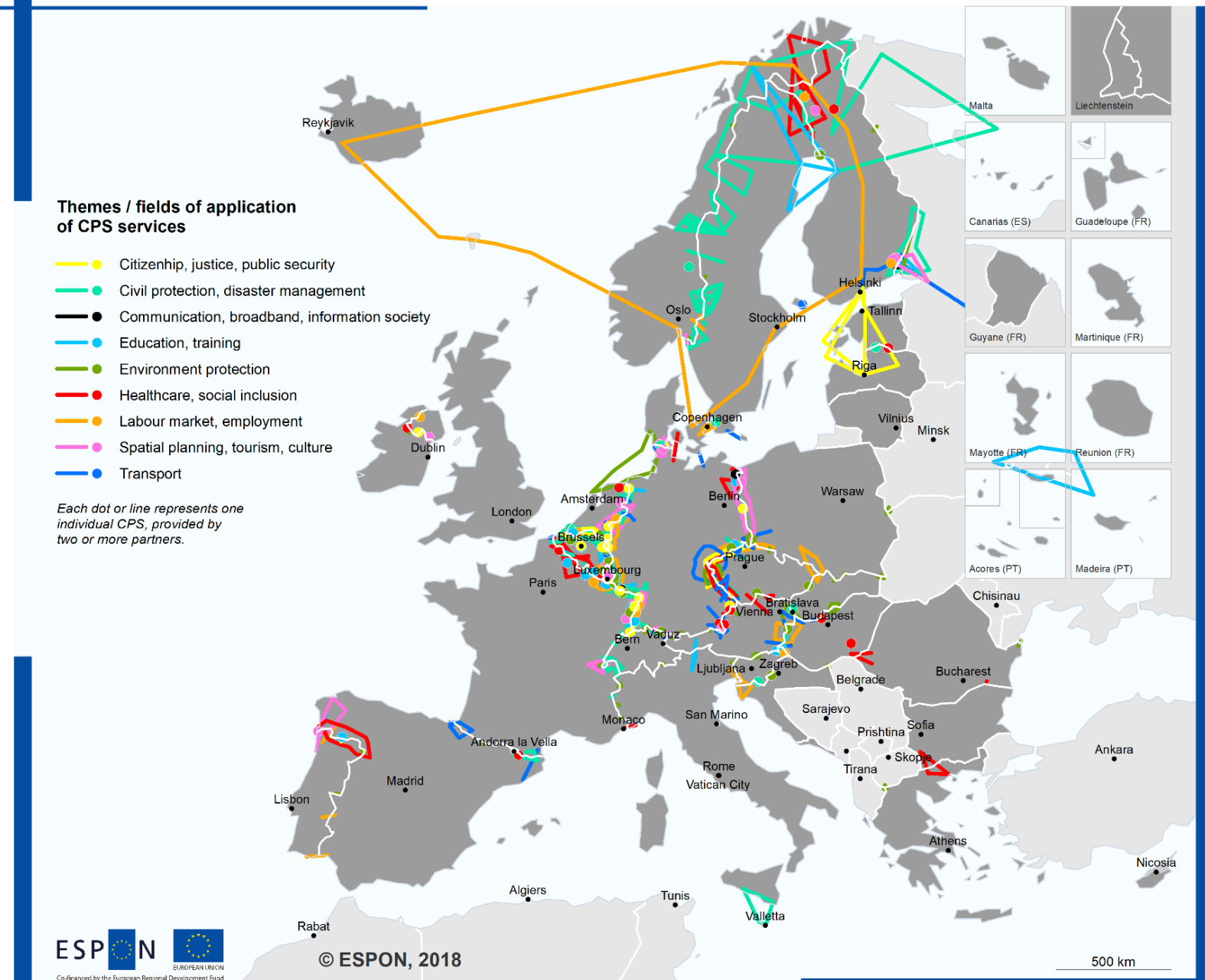


# CPS improve domestic service provision and address specific territorial challenges

**At EU level**, CPS relevant provisions refer to a few policy fields only.

- the labour market (Regulation 884/2004);
- health care (Regulation 883/2004 and Directive 2011/24/EU);
- wastewater treatment and water management (Urban Waste Water Treatment Directive (UWWTD), Drinking Water Directive (DWD) and the Water Framework Directive (WFD); and
- local public transport (Regulations 1370/2007 and 2016/2338 and Directive 2008/8/EC on VAT-related matters).

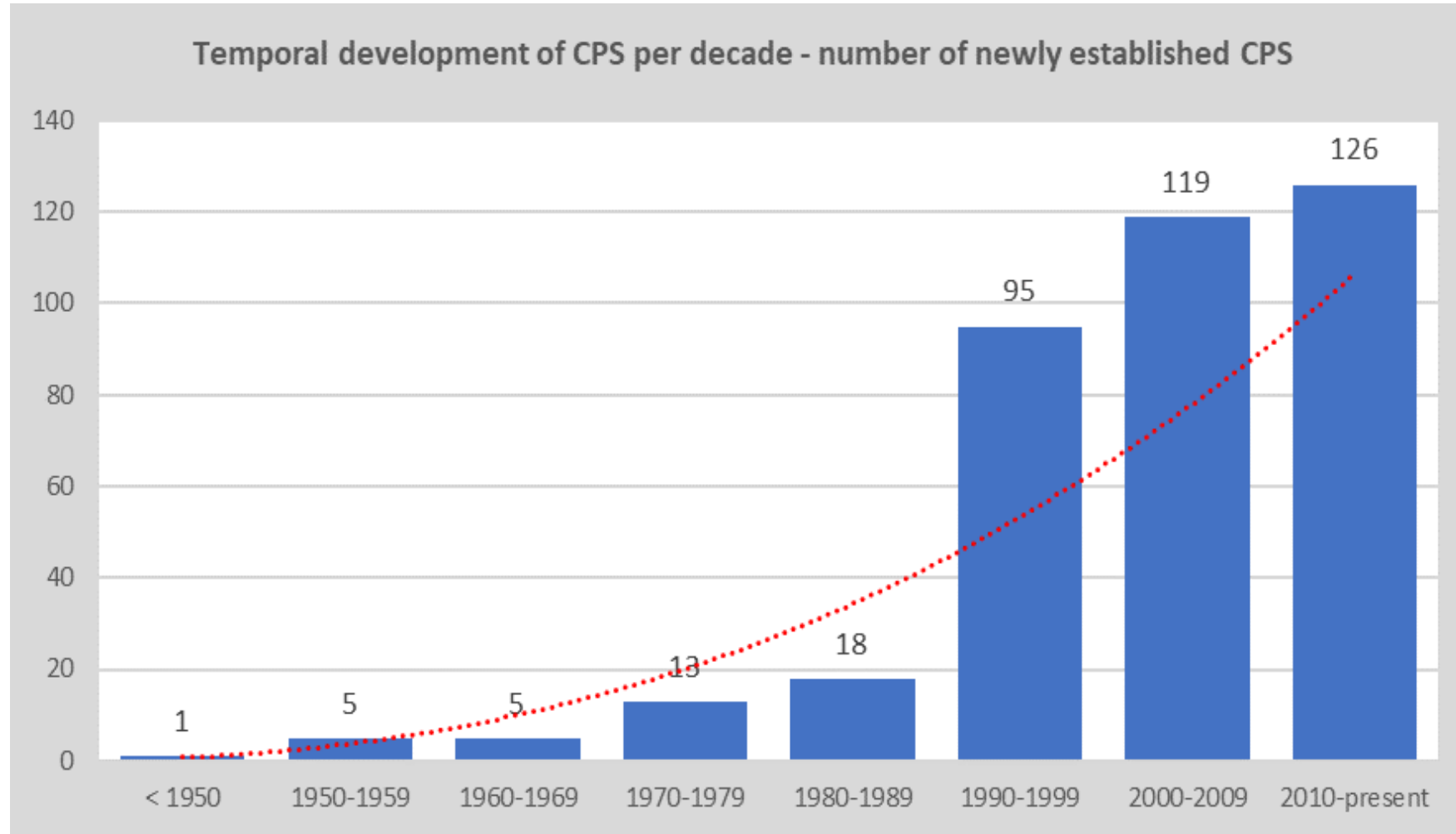
## Cross-border public services (CPS): Types of services



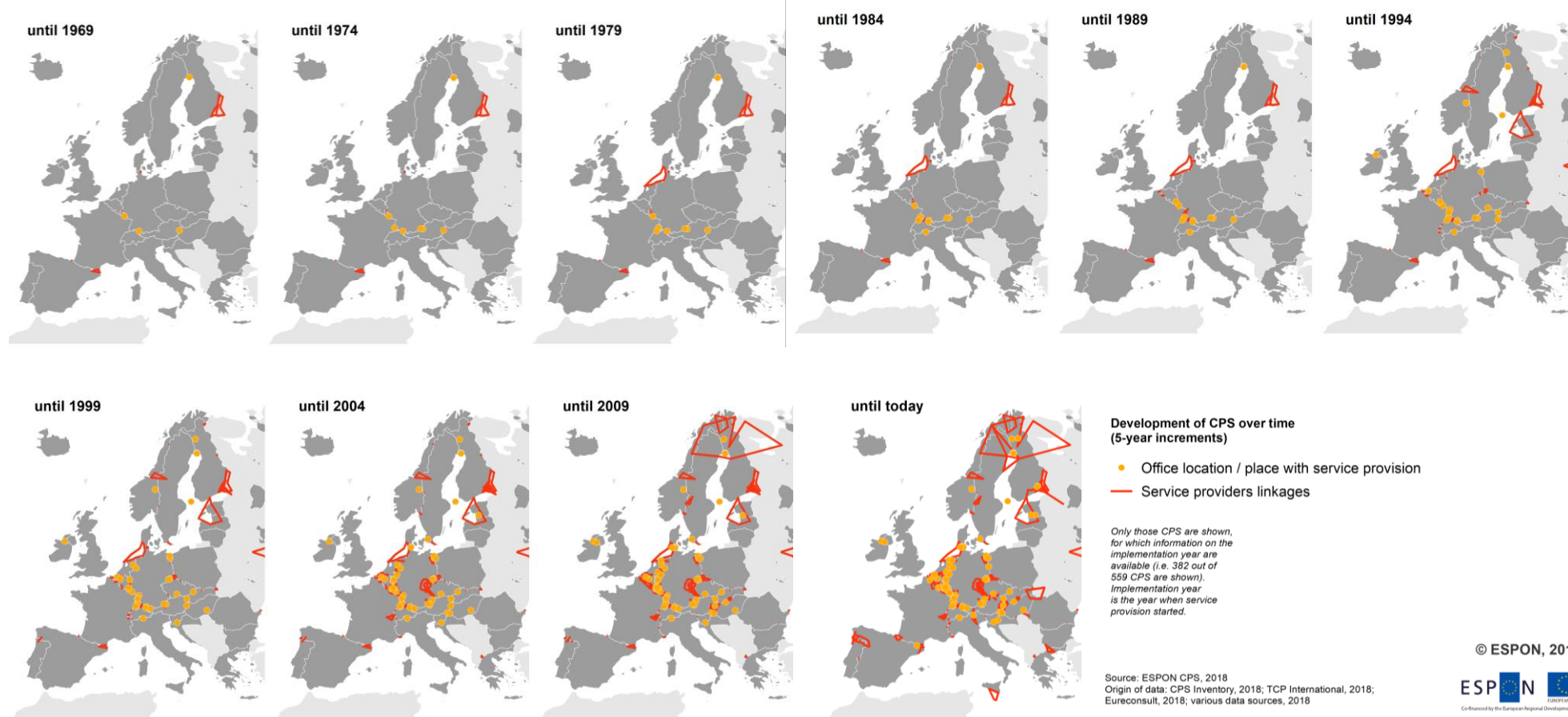
# Target groups

Target groups	Frequency	%
Public authorities	195	19.9
Tourists	133	13.6
General public	130	13.3
Pupils, students and apprentices	119	12.1
Cross-border workers	115	11.7
Job seekers	111	11.3
Economic actors	68	6.9
People of all ages requiring medical or permanent care	48	4.9
Researchers	25	2.6
Other stakeholder groups	21	2.1
Other person groups	16	1.6
<i>Sum</i>	<i>981</i>	<i>100</i>

# Temporal development



# Temporal development



## Survey results: Assessment of future CPS development needs

### Assessment of future CPS development needs along European borders

Potentials for future CPS



- Primarily positive assessment: Majority of respondents see needs/potentials for new CPS in future
- Primarily negative assessment: Majority of respondents don't see needs or potentials for future CPS
- Ambiguous assessment: No clear view of respondents
- No responses for these borders

# Practical solutions for common challenges

Unfavourable legal and administrative framework conditions is the challenge most frequently mentioned

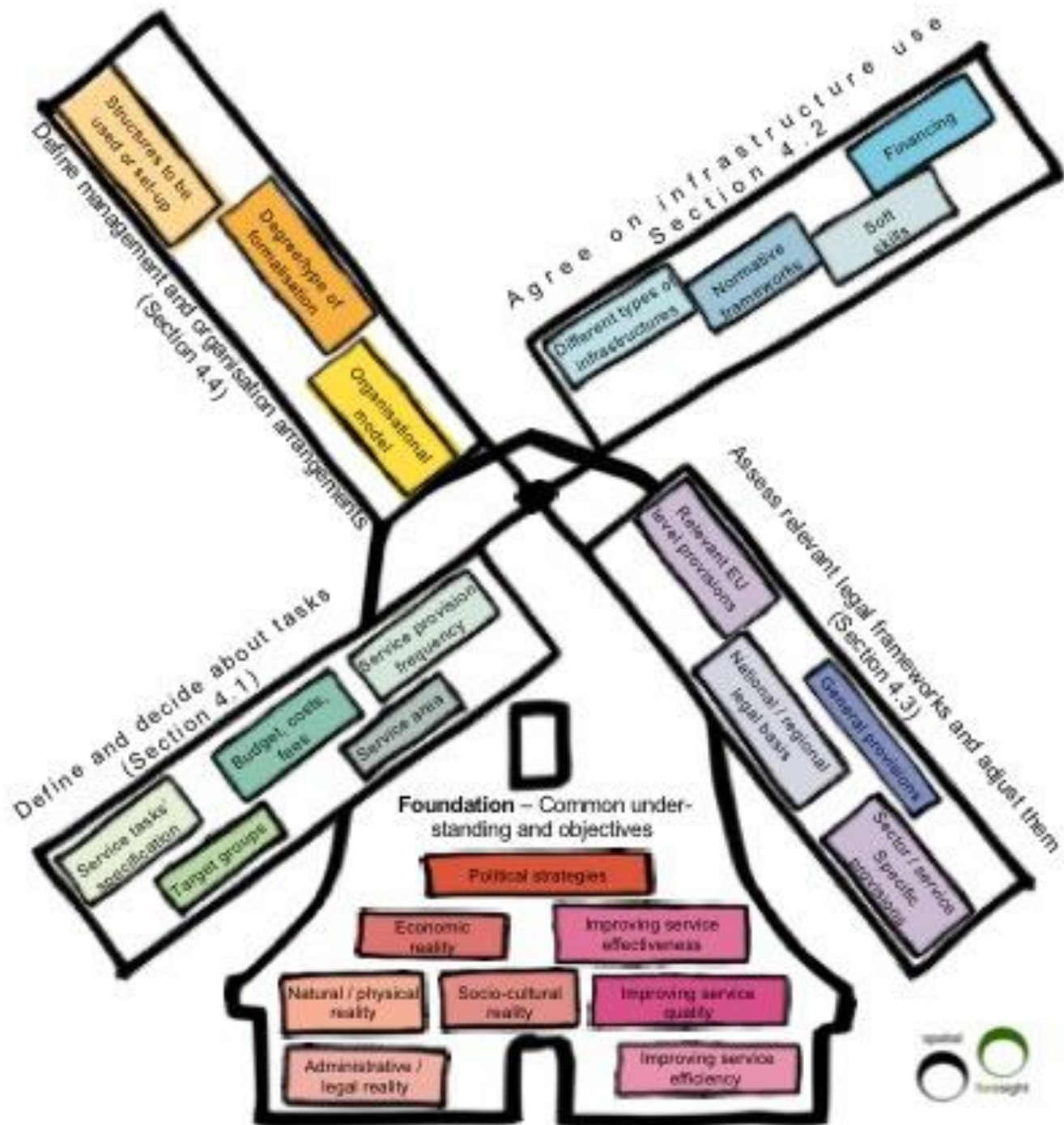
CPS in case study areas and in 29 good practice examples illustrate mainly tailor-made practical solutions to address CPS development challenges

# Step-wise approach to CPS development

CPS provision is possible along any border in Europe

CPS development builds upon a **common understanding** of the framing conditions, needs and objectives for CPS provision

Subsequently **different aspects** can be considered, depending on the local context



# Step-wise approach to CPS development

Cross-border institutions, border regions and service providers support CPS development by:

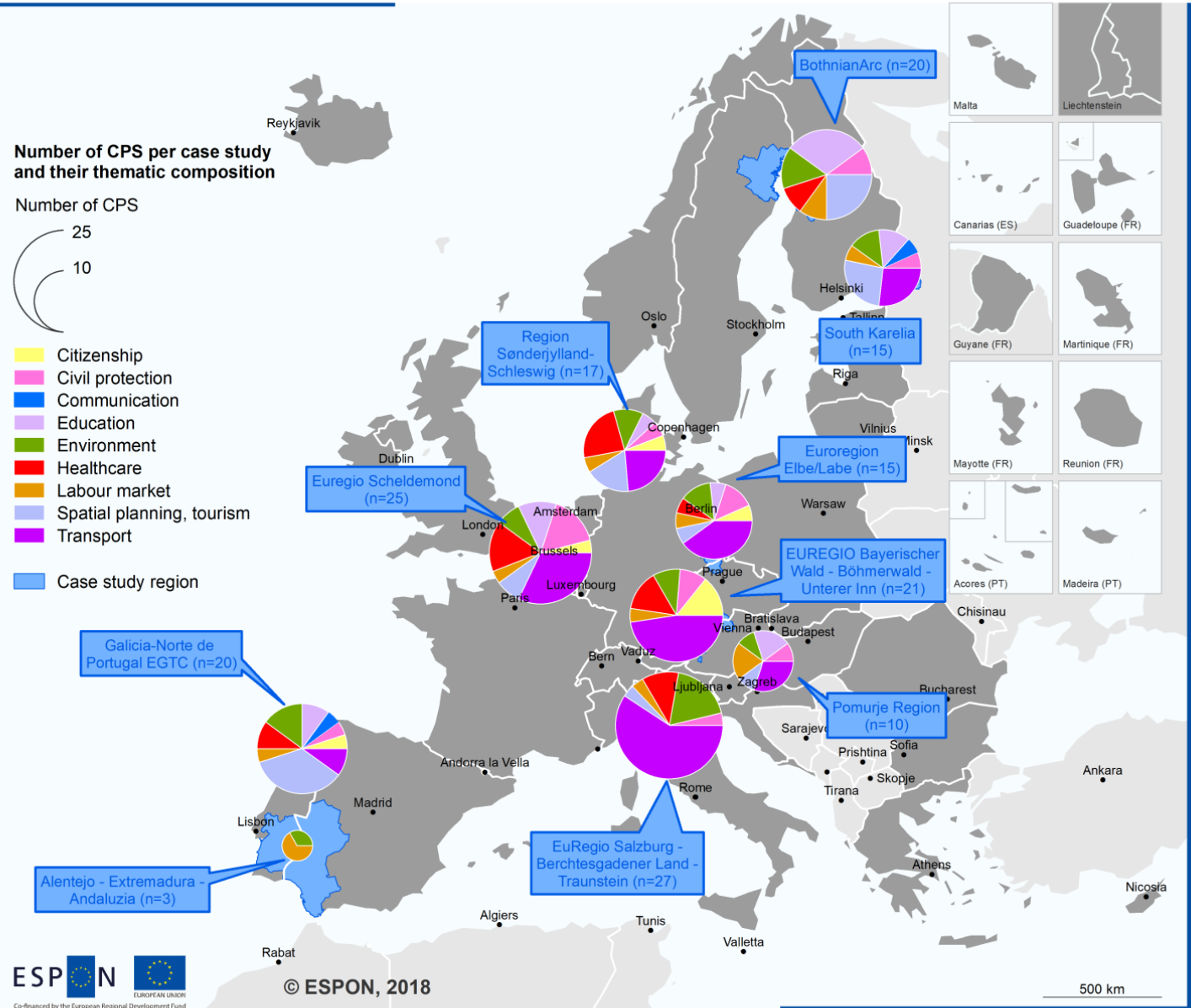
- Ensuring sufficient commitment and capacity for CPS endeavours
- Being pro-active and patient
- Taking responsibility, even if similar competences are differently distributed across the border
- Communicating needs to higher levels

# Key policy messages at EU level

INTERREG as a leverage but not only

Play complementarity with other EU mainstream programmes

## Cross-border public services (CPS): Number of CPS per case study and thematic focus



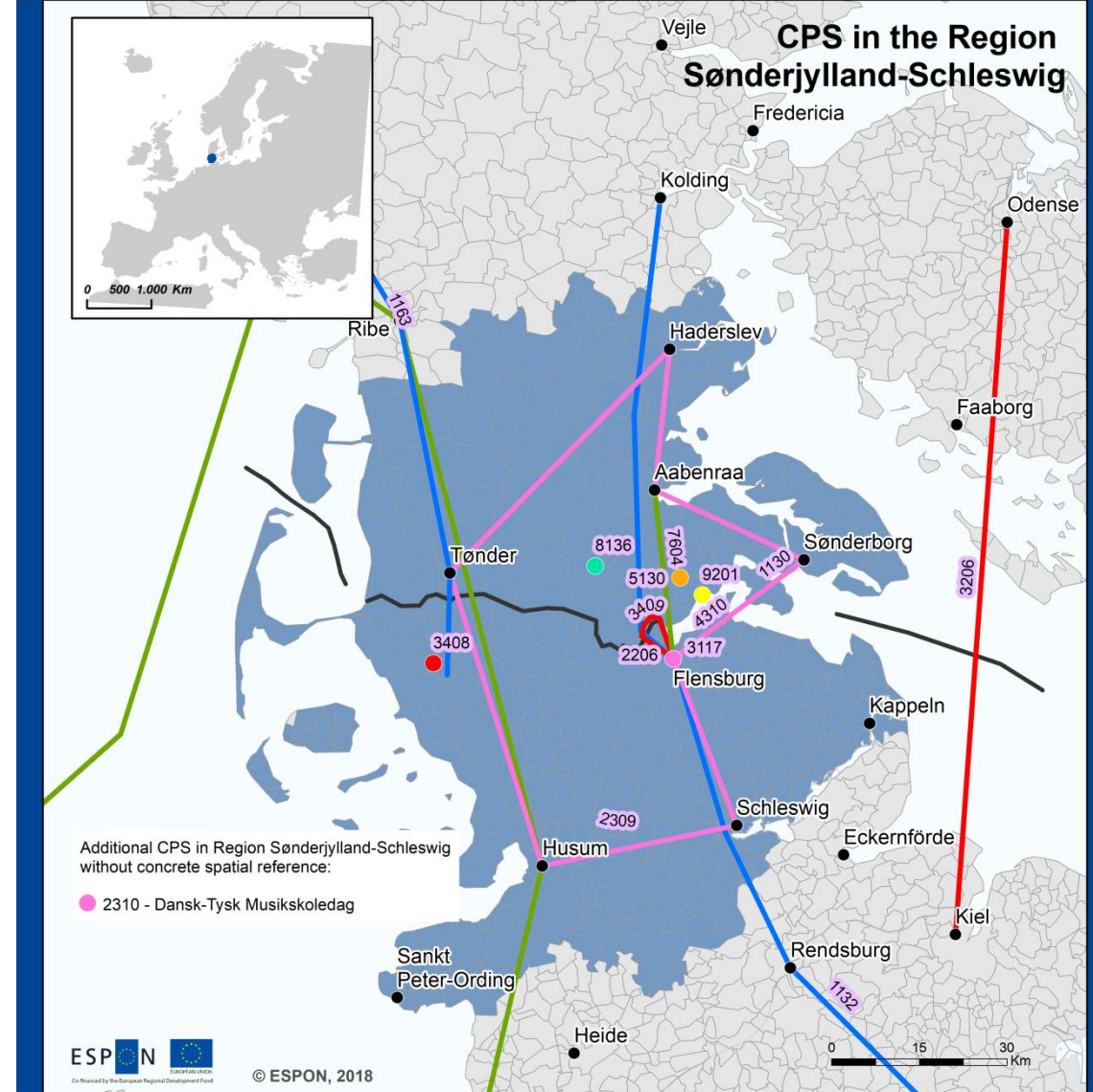
# Sønderjylland-Schleswig

## CURRENT CPS PROVISION

- Strong focus on healthcare and transport services
- Concentration of CPS along the east of the border following higher levels of population density

## FUTURE CPS EXPLORED

- Healthcare services among which radiotherapy and emergency services
- Labour market services
- Danish-German monitoring



### Policy areas / fields of application of CPS services

- Citizenship, justice and public security
- Civil protection and disaster management
- Communication, broadband and information society
- Education and training
- Environment protection
- Healthcare and social inclusion
- Labour market and employment
- Spatial planning, tourism and culture
- Transport

Local level: LAU2  
Source: ESPON CPS  
Origin of data: TCP International, 2018; CPS inventory, 2018  
RRG GIS Database, 2018

- Case study area
- National border
- LAU-2 units

# Sønderjylland-Schleswig

## Lessons learned and potentials for CPS development

- CPS operate in a large variety of policy fields
- They address various target groups, which allows stakeholders to communicate the added value of cooperation to a broad audience

## Recommendations for future CPS development

- Ensure leadership, a stakeholder that could take the initiative and coordinate processes

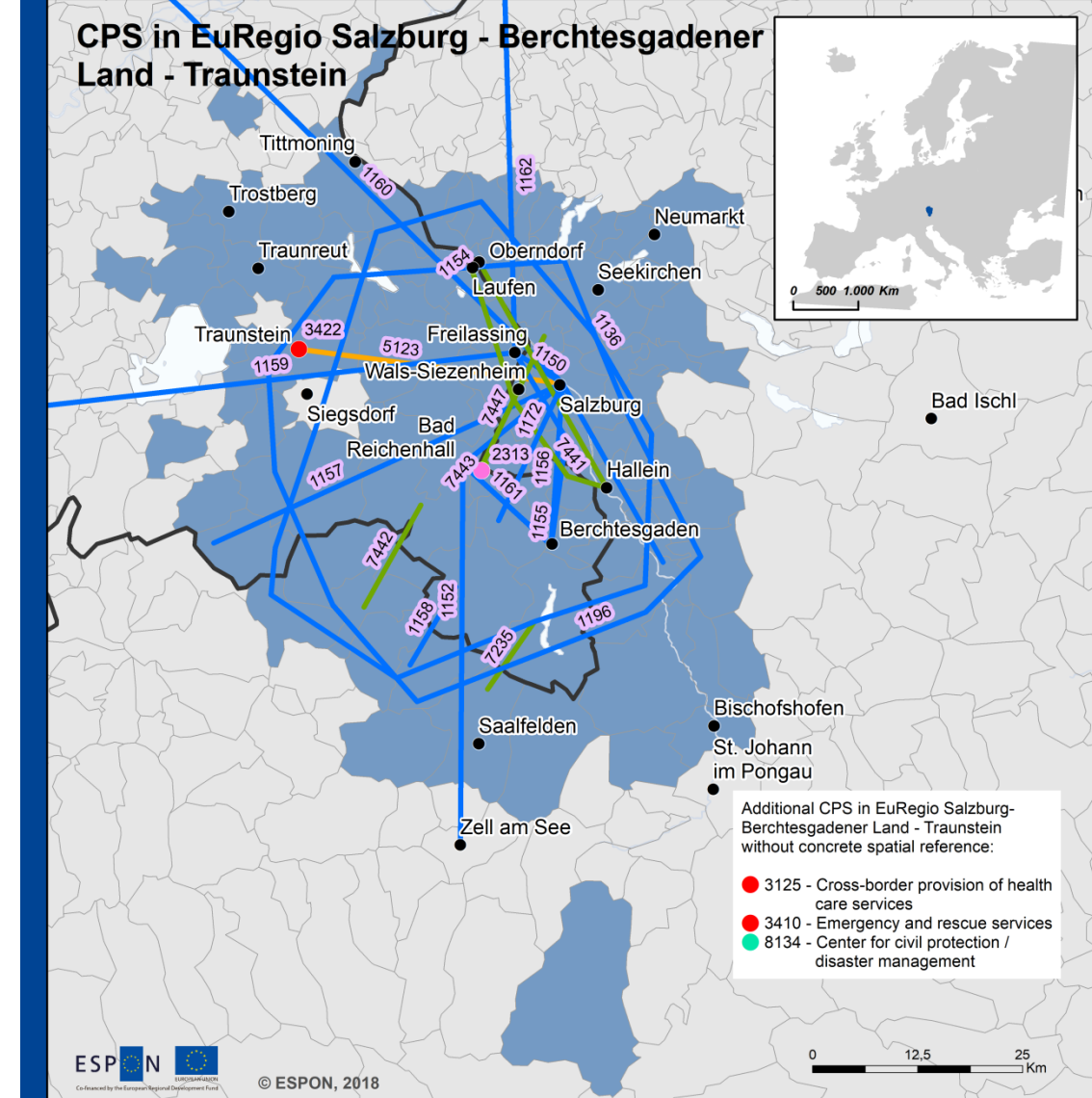
# EuRegio Salzburg-Berchtesgadener Land-Traunstein

## CURRENT CPS PROVISION

- Large number of CPS in the region, particularly around the city of Salzburg
- Focus on different transport services, sewage water treatment, health care and emergency services

## FUTURE CPS EXPLORED

- Wastewater treatment
- Joint health care and medical emergency services



### Themes / fields of application of CPS services

- Citizenship, justice and public security
- Civil protection and disaster management
- Communication, broadband and information society
- Education and training
- Environment protection
- Healthcare and social inclusion
- Labour market and employment
- Spatial planning, tourism and culture
- Transport

- Case study area
- National border
- LAU-2 units
- Sea, lakes

Local level: LAU2  
Source: ESPON CPS  
Origin of data: TCP International, 2018;  
Eureconsult, 2018; RRG GIS Database, 2018

# Euregio Salzburg-Berchtesgadener Land-Traunstein

## Lessons learned and potentials for CPS development

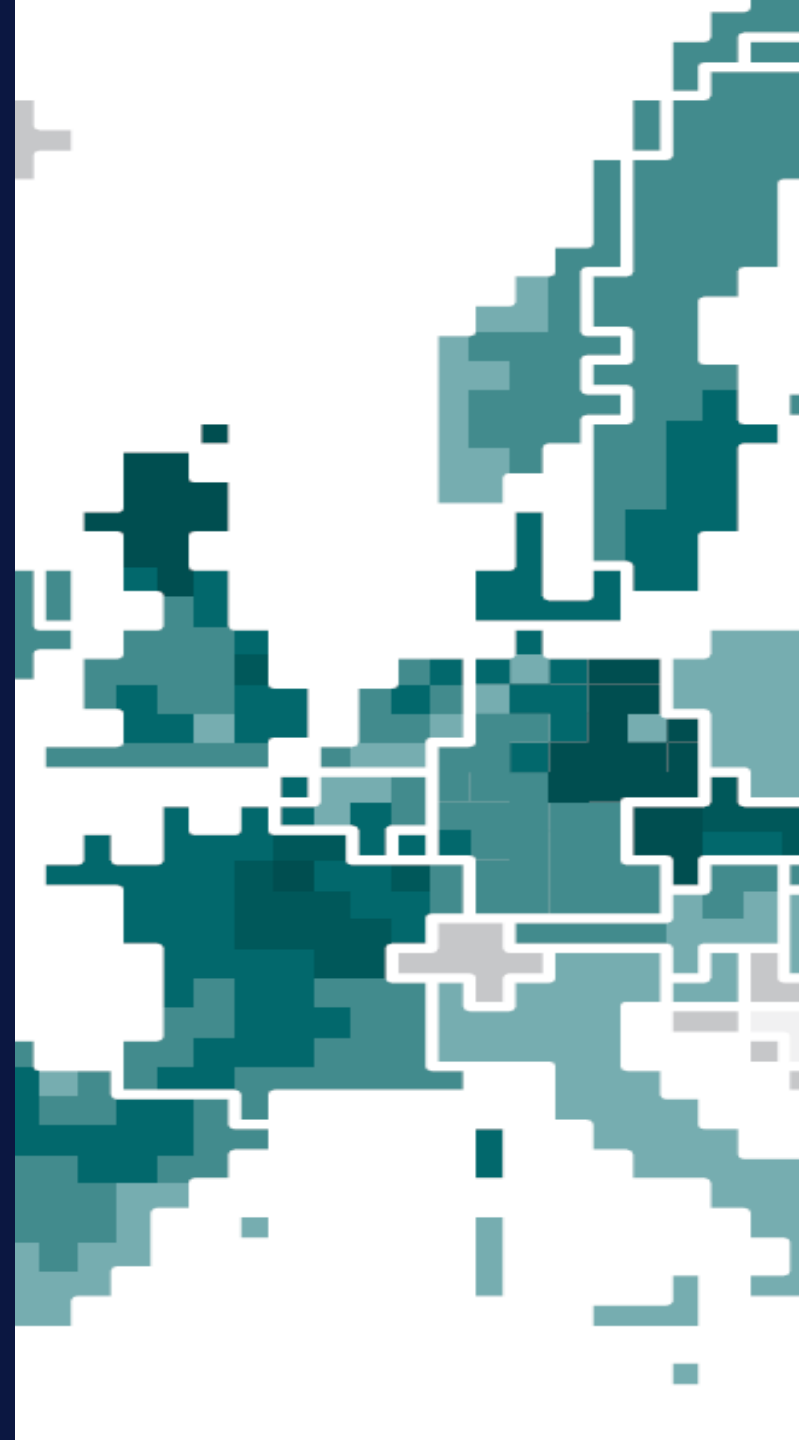
- Optimising current CPS provision demands joint decisions among stakeholders from different government levels on infrastructure matters

## Recommendations for future CPS development

- Create a platform at EuRegio level aimed at coping with changing regional and local context conditions
- Use existing cross-border networks such as the EuRegio to initiate and animate medium-term work processes among relevant stakeholders

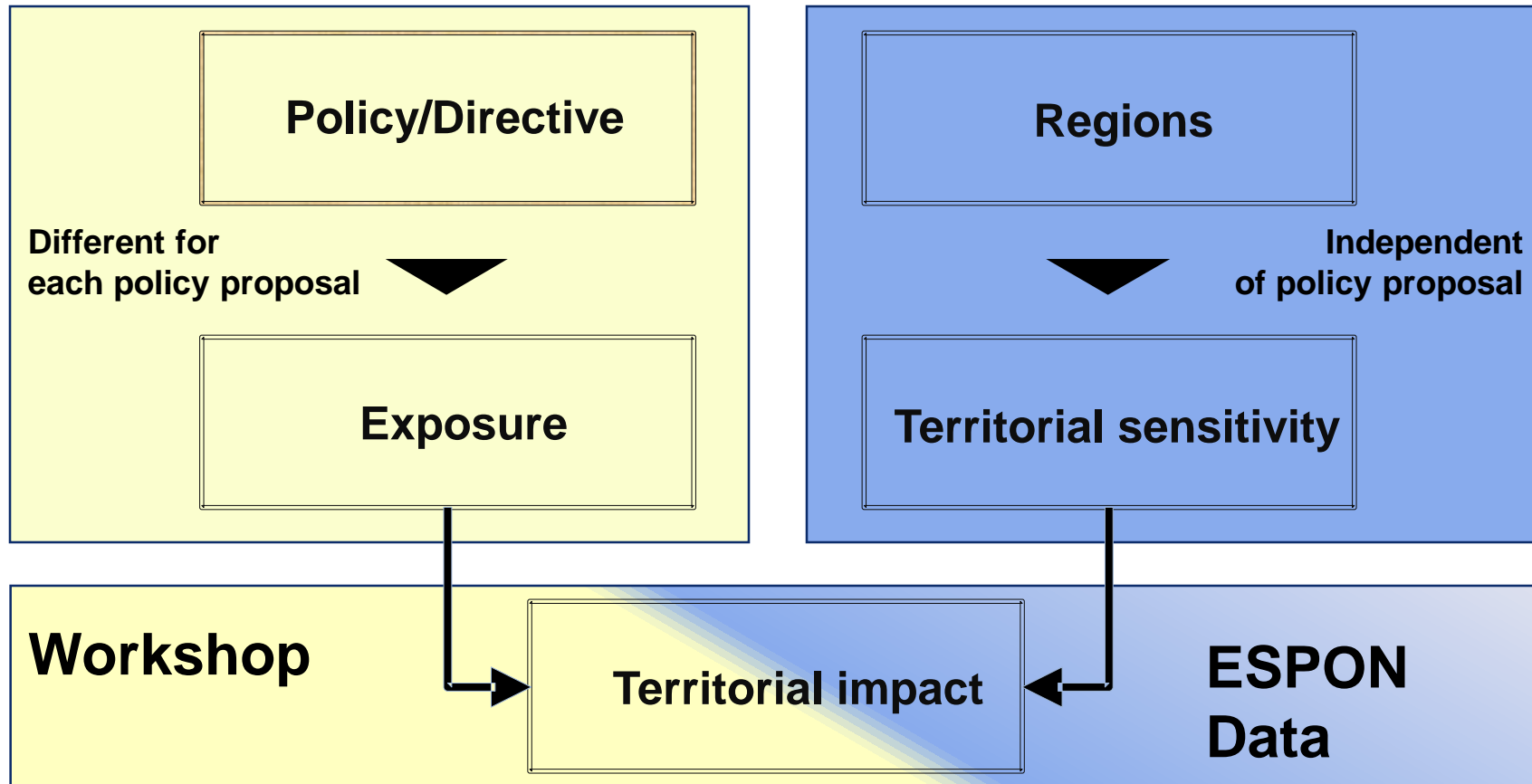
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## ESPON's support to ETC programmes



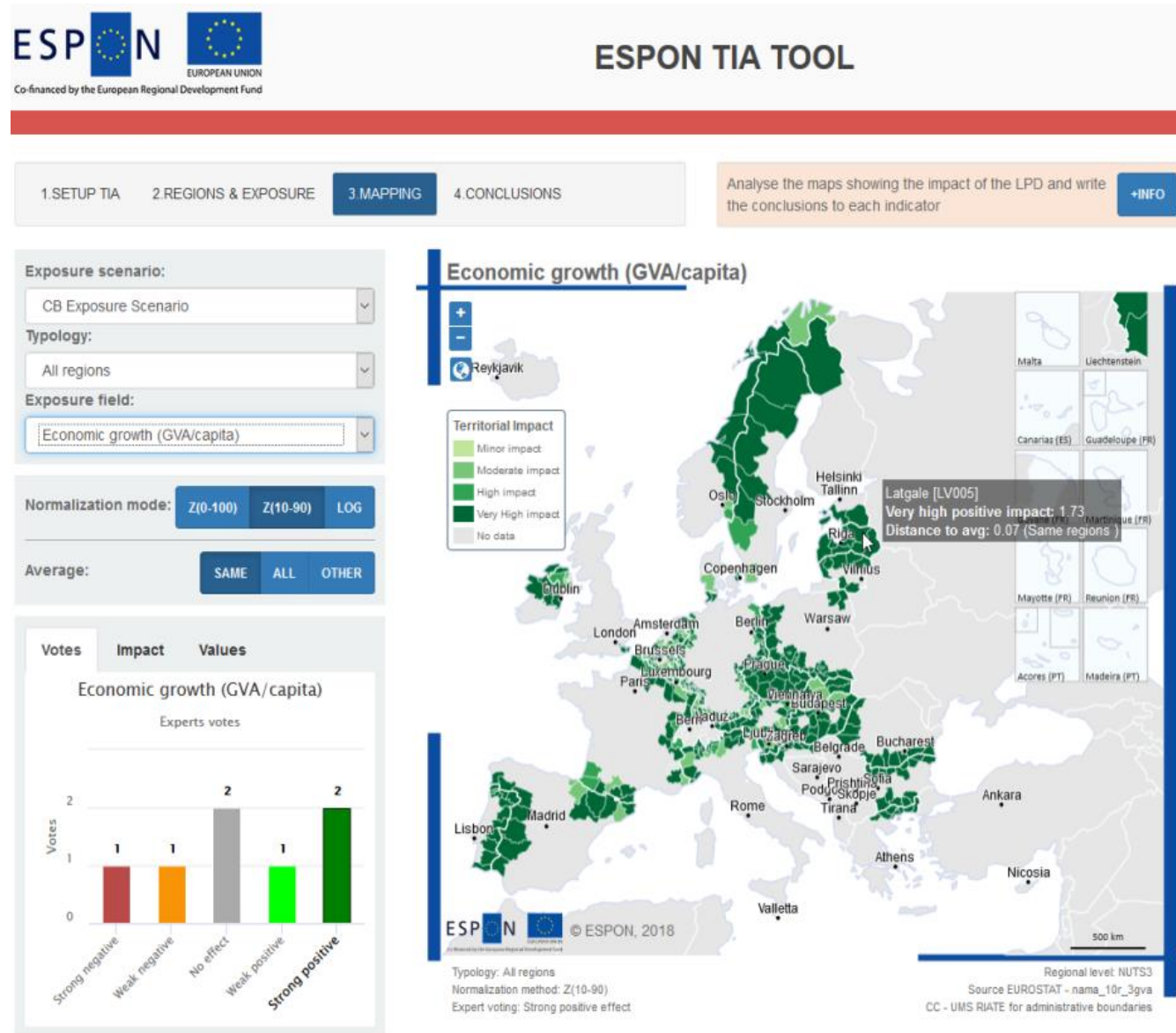
# ESPON TIA web tool

## Quick Scan methodology in a nutshell



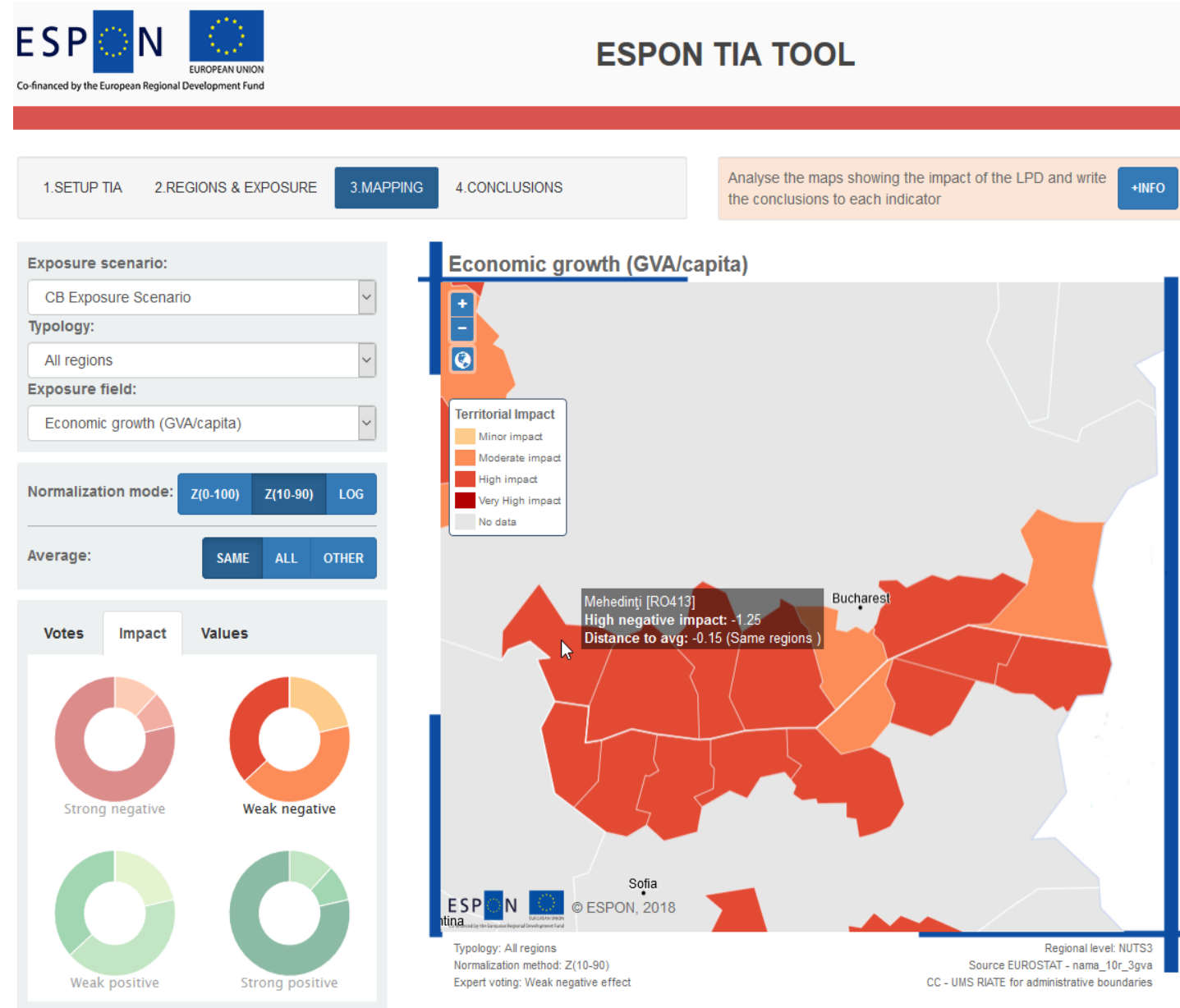
# ESPON TIA Web tool with a CB component

## Mapping CB territorial impacts



# New improved functionalities

Zoom on a  
specific  
CB-  
Region in  
the CB  
TIA



# Ex-post territorial impact assessment

## 1. TIA methodology overview

- Overview of different TIA models developed to date

## 2. CBC TIA methodology

- Tested and fine-tuned step-by-step methodology for an ex-post CBC TIA

## 3. Evidence for CBC stakeholders

- Evidence of territorial impact for five CBC programmes involved in the project, guidance and recommendations on the use of the results, improvements in design of the programmes.

## 4. Guidelines for CBC TIA Stakeholders

- Communication strategy for stakeholders, Guidance for revising cross border programming, ToR guidance, recommendation for stakeholders based on CBC TIA results



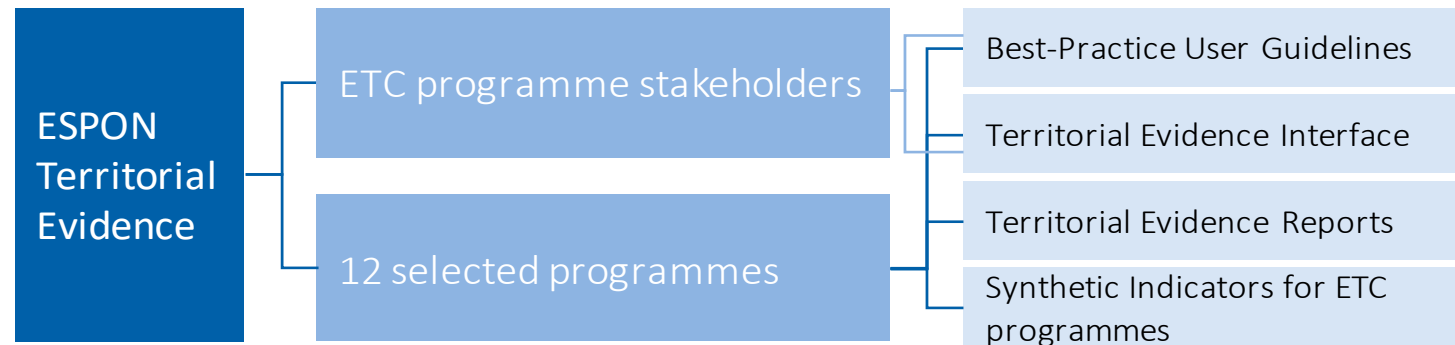
Stakeholder	CBC Programme
<ul style="list-style-type: none"> <li>Joint Secretariat of the INTERREG A programme Germany – the Netherlands (c/o Euregio Rhine-Waal) (Lead Stakeholder)</li> <li>Ministry for Economic Affairs, Energy and Industry of the State of North Rhine-Westphalia (Managing Authority)</li> <li>Province Gelderland of the Netherlands</li> </ul>	INTERREG Germany – the Netherlands
<ul style="list-style-type: none"> <li>Joint Secretariat of the INTERREG A programme Sweden – Norway (c/o Hedmark County Council)</li> </ul>	INTERREG Sweden - Norway
<ul style="list-style-type: none"> <li>Ministry of Regional Development, Public Administration and European Funds of Romania (Managing Authority)</li> <li>Ministry of Regional Development and Public Works of Bulgaria (National Authority)</li> </ul>	INTERREG Romania-Bulgaria
<ul style="list-style-type: none"> <li>Galicja-North Portugal European Grouping of Territorial Cooperation</li> </ul>	INTERREG Spain-Portugal (POCTEP)
<ul style="list-style-type: none"> <li>Special EU Programmes Body (SEUPB) (Managing Authority and Joint Secretariat)</li> </ul>	INTERREG United Kingdom - Ireland (Ireland-Northern Ireland-Scotland)

# Context of the ESPON TEVI project

## Specificities and challenges of ETC Programmes

- ETC Programmes act in the same frame as all programs
- Policy justification requires a clear link between funded projects and territorial cooperation needs
- Limited resources compared to other ERDF Programmes can cause limited results
- Availability and quality of indicators picturing cooperation effects is limited

**Goal of the ESPON TEVI project: provide support and tools for ETC Programmes in capturing their effects, as an element of territorial evidence**

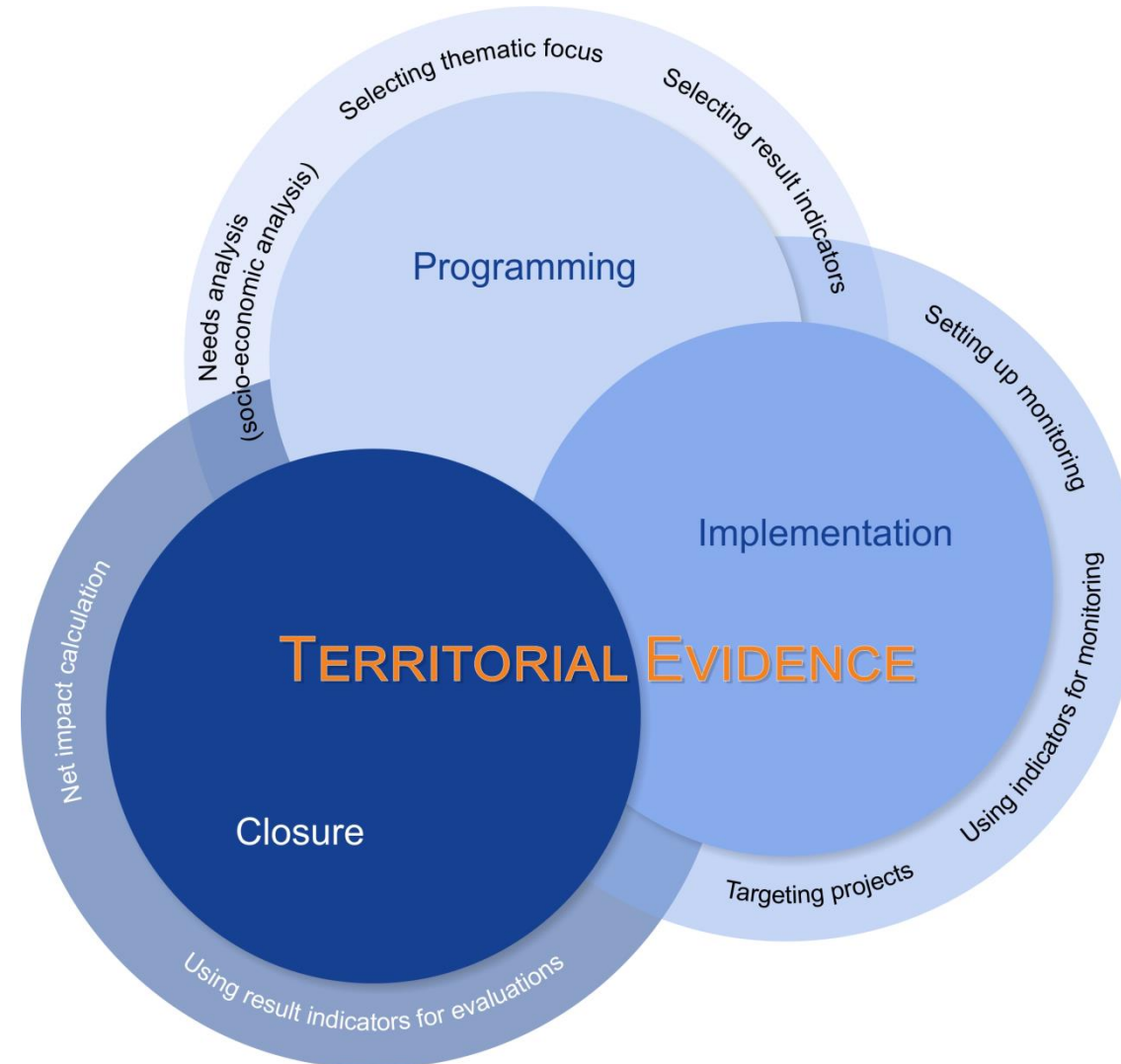


# Stakeholder Involvement

Stakeholders of the 12 ETC programmes:  
Managing Authorities, Joint Technical Secretariats, Programme Committee, policy makers involved in implementation process

Workshop 1:	Workshop 2	Workshop 3
<ul style="list-style-type: none"><li>▪ intervention logic of ETC programmes</li><li>▪ assessment of current result indicators</li><li>▪ analysis of gaps in the intervention logic</li></ul>	<ul style="list-style-type: none"><li>• Overview and discussion of proposed initial synthetic indicators</li><li>• stakeholder inputs on the prototype of the TEVI interface</li></ul>	<ul style="list-style-type: none"><li>• Presentation of synthetic indicators</li><li>• Validation and feedback on the Best Practice User Guidelines</li><li>• Introduction and feedback on the TEVI interface</li></ul>

# Best Practice User Guidelines

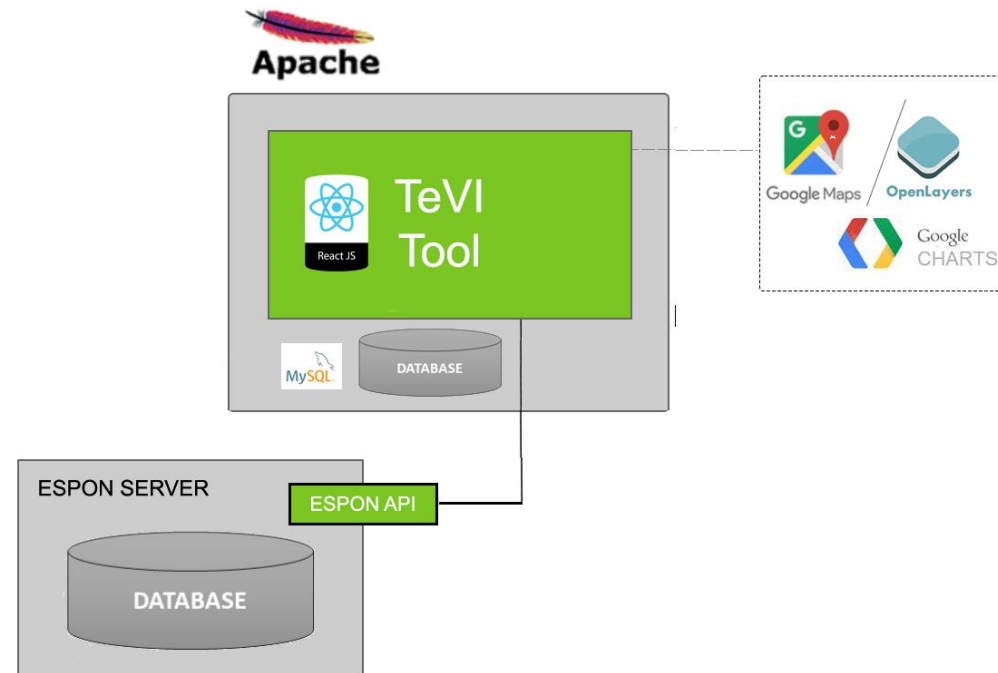


# Best Practice User Guidelines

- The Best Practice User Guidelines aim to develop a set of practical guidelines for policymakers and programme managers to create and collect territorial evidence for ETC programme steering throughout the policy cycle.
- It shall provide support to ETC programme authorities in selecting and applying appropriate result indicators in their programmes.
- Result indicators as information source for logically linking needs/problems identified in the programming areas through objectives, inputs, and outputs of the programmes with the actual effects of the ETC programmes (i.e. the intervention logic).

# Territorial Evidence User Interface

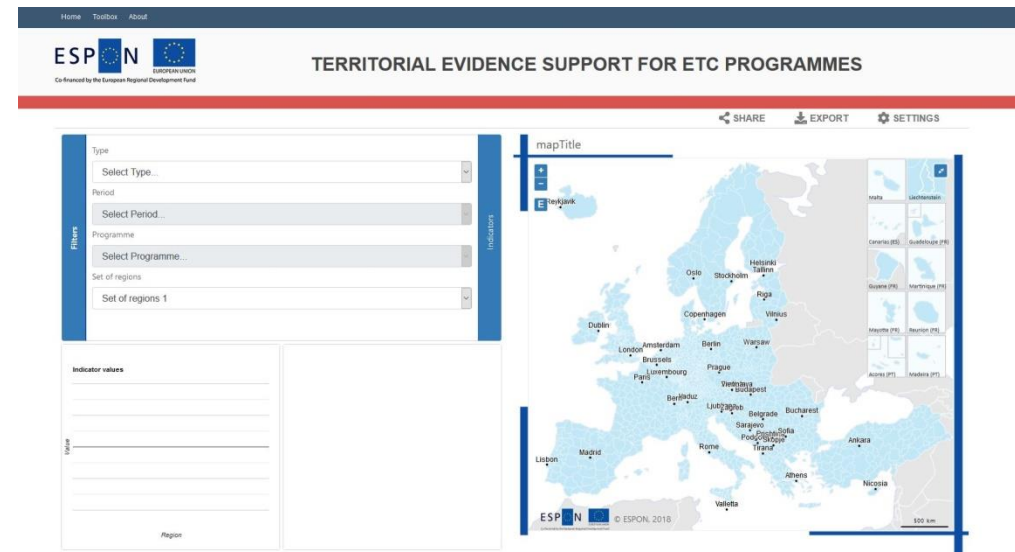
- The tool connects the user to the ESPON Scientific Database
- Allows for data visualisation and transformation



# Territorial Evidence User Interface

Features include

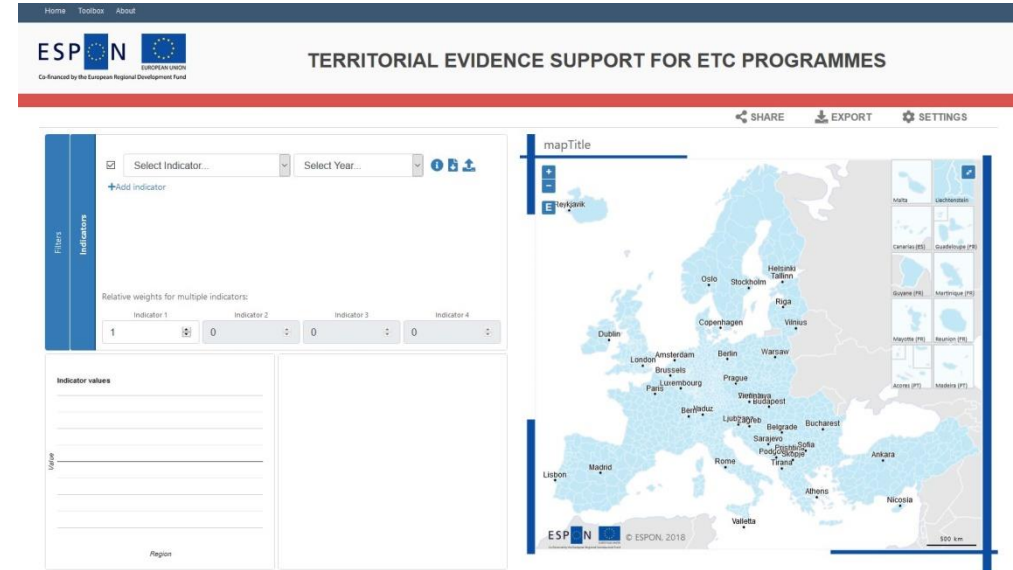
- Programme Selection
- Geographic Customisation
- Time-series charting
- Export of maps to social media/of static link



# Territorial Evidence User Interface

Indicator selection features include:

- Indicator importing
- Selection of multiple indicators
- Customised weighting of indicators
- Import of custom data



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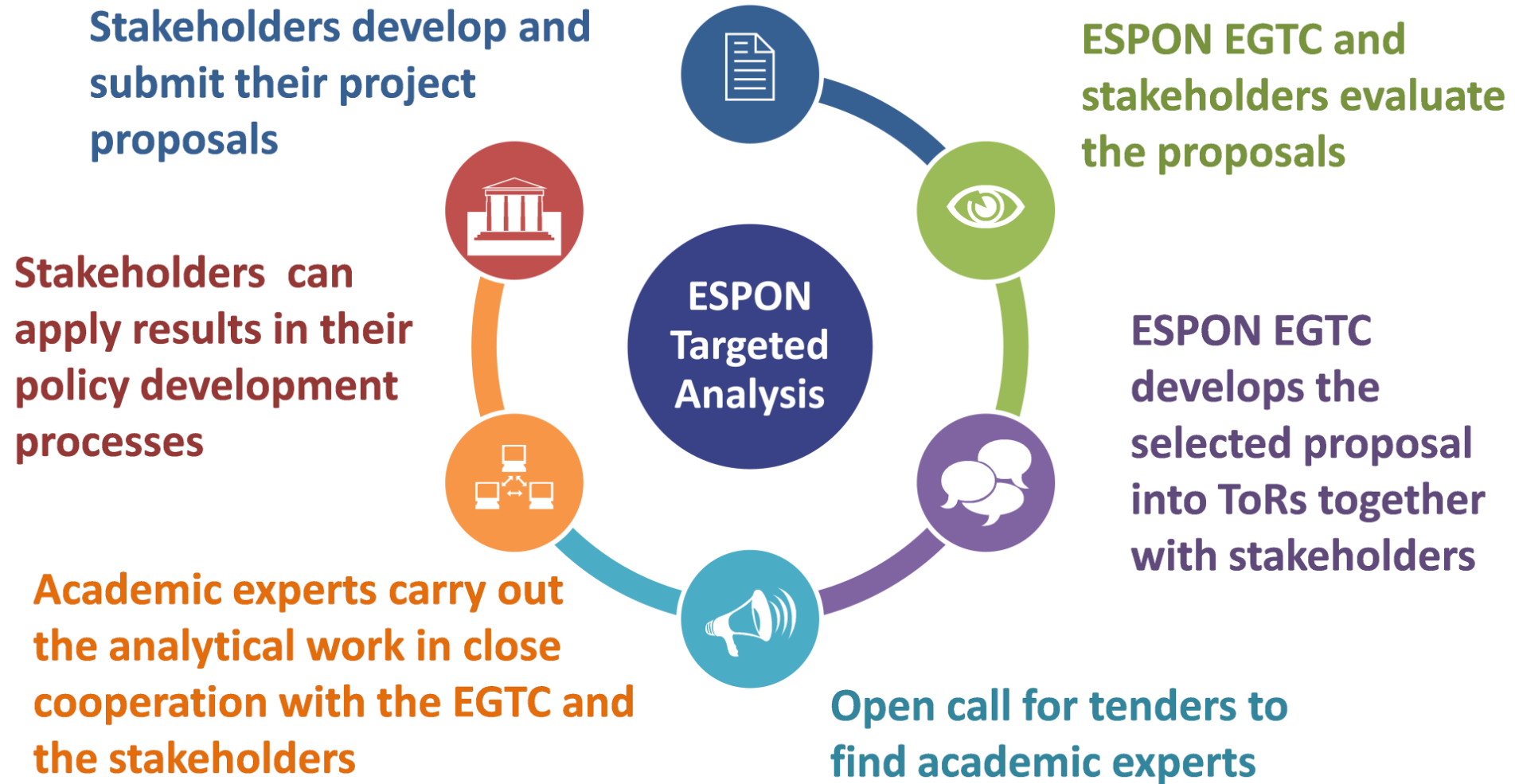
Cooperate with ESPON!



# What are ESPON targeted analyses?

- Stakeholders propose practical ideas for TA to ESPON EGTC based on their real needs
- TAs support stakeholders in policy development
- TAs help stakeholders in understanding their larger territorial context, adding a European perspective
- TAs focus on development opportunities and challenges

# How does it work?



# Who can apply?

- National, regional and local bodies, and EGTCs with competence in developing and/or implementing policies with territorial dimension
- MAs, joint secretariats and EGTCs responsible for implementing EU funded programmes for transnational, cross-border or macro-regional areas
- Stakeholders can apply alone or together with other stakeholders

# Role of stakeholders

- Stakeholders define content of TA
- Stakeholders are involved in selection of service provider
- Stakeholders give guidance to project implementation
- Stakeholders apply project outputs in practice & disseminate results
- -> Stakeholders' commitment essential for TA's success

# Selection criteria for stakeholder proposals?

- Presence of European perspective/dimension in the targeted analysis
- Degree of added value and transferability
- Realism in analytical terms
- Use of the analytical results in policy making
- Relevance for place-based development strategies
- Competent involvement of stakeholders in the analytical process and in steering of the activity
- Relevance and complementarity to existing ESPON territorial evidence

# Targeted analyses 2019



**Call for proposals for  
targeted analyses**

**Don't miss out!**

**Last cut-off date on 28 June 2019**

**4 stakeholder proposals to be selected**

# Peer learning workshops 2019

- **Objective** is to promote a wider practical use of ESPON research outputs and knowledge transfer
- Direct peer-to-peer communication and exchange among relevant groups of national, regional and local stakeholders
- Promote learning from ESPON research results beyond the stakeholders involved in the design and implementation of the activities
- Increase the impact and added value of ESPON research results
- Current stakeholders to act as ambassadors for a peer-to-peer learning exercise
- Critical review and advice on ongoing policy developments to their counterparts



# Supporting the establishment of the Riga Metropolitan Area Action Plan

- Supporting Riga Planning Region (RPR) in designing Riga's Metropolitan approach and identifying research topics and partnerships for future potential cooperation projects on metropolitan challenge
- SPIMA stakeholders from Oslo, Lille and Vienna as Ambassadors



## Peer-learning workshop:

Supporting the establishment of Riga Metropolitan Area Action Plan

### SUMMARY

**Time and place:** June 13-14, 2018. Riga Planning Region, Latvia

**Venue:** Jūrmala city museum, Tirgonu street 29, Majori, Jūrmala

**Participants:** Overall 50 participants – ESPON EGTC, SPIMA experts, Riga Planning Region, Ministry of Environmental Protection and Regional Development, Road Transport Administration, VASAB Secretariat, Riga City Council Development Department, Jūrmala City Council, Jelgava City Council, spatial planners from Riga metropolitan area local municipalities, University of Latvia, Urban Institute, NGO's, consultants and other stakeholders.

**Format:** Peer-to-peer learning workshop – 2 days & 3 sessions

1st day – I and II plenary session (feedback & discussions, questions & answers session)  
2nd day – III workshop session (results presentation & recommendations)

**Context:** Involving current stakeholders of SPIMA Targeted Analysis to act as ambassadors in a peer-to-peer learning exercise together with selected external experts, the workshop provided a critical review and advice on ongoing policy developments of Riga Metropolitan planning approach. The discussions held on the basis of the results of this targeted analysis and the experience of invited stakeholders in their application.

**Objectives:** The workshop aims at supporting Riga Planning Region (RPR) in designing Riga's Metropolitan planning approach and identifying research topics and partnerships for future potential cooperation projects on metropolitan challenges. In that perspective, the workshop included two stages:

- Selection of relevant SPIMA outputs and discussion about RPR policy development according to the different policy approaches and experiences for metropolitan planning implemented by invited stakeholders;
- Discussion about knowledge gaps which could usefully be filled with an external support and providing useful and innovative insights for other European metropolitan areas.

**Situation and challenges:** Riga Planning Region is a capital region, one of five planning regions in Latvia, that ensures the planning and coordination of regional development and cooperation between local governments and other state administrative institutions. During last decade, because of expansion of urban territories, great changes of spatial structures have taken place in

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areas.



# Thank you!

Ilona Raugze, ESPON EGTC

This presentation is available at: [www.espon.eu](http://www.espon.eu)