



Territorial Agenda 2020 put in practice

Enhancing the efficiency and effectiveness of Cohesion
Policy by a place-based approach

Volume II – Case studies



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List of abbreviations

CLLD	Community Led Local Development
CP	Cohesion Policy
ERDF	European Regional Development Fund
EUR	Euro
LAU	Local Administrative Unit
ICT	Information and communications technology
ITI	Integrated Territorial Investment
NGO	Non-governmental organization
NUTS	Nomenclature of territorial units for statistics
NTCCP	Network of Territorial Cohesion Contact Points
OECD	Organisation for Economic Co-operation and Development
PBA	Place-Base-Approach
R&D	Research and Development
TA2020	Territorial Agenda 2020
EU	European Union
WB	World Bank



Key facts and Figures	
Country	Italy
Target territory	Apulia Region
Territorial dimension	NUTS 2
Territorial typology	Convergence
Duration	2005-date
TA2020 priority	- Ensuring global competitiveness of the region based on local strong economies

In brief

Since 2005, an integrated and long-term strategy for innovation has been developed by the regional government of Apulia in line with the TA2020 priority of ensuring global competitiveness and according to a place-based approach. The overall goal of this strategy is to strengthen the research and innovation potential of the regional economy, by combining resources and efforts of large enterprises, SMEs, public authorities, universities and centers of research and concentrating them towards a common long-term development objective of smart specialisation. The strategy, formalised in April 2009, is indeed succeeding in reshaping the regional innovation system. Territorial dialogue is taking place in the context of a new and more effective governance system. Regional and local actors, who best know local needs, are capable to set up innovative solutions and design support instruments according to a user-oriented approach, and thus contribute to design and implement an effective innovation strategy. By incorporating research and innovation issues within a wider regional development strategy fully tailored to regional needs and specificities, the case of Apulia shows that a place-based strategy relying on a coordinated and multi-stakeholder governance, offers the best guarantees to unleash regional development potentials.

Place assets and limits

An in-depth knowledge of the local conditions in terms of strength and weaknesses of the regional economy, comprising specific social institutional and cultural features, was a prerequisite for a place-based approach to develop in Apulia.

Although being characterised by socio-economic indicators generally below the EU average, Apulia has also well-acknowledged assets in traditional sectors, such as agro food, and large potentialities of development in new high-tech industries, often related to the presence in the region of a few large companies (see Box). This has favoured the generation of an **industrial cluster of micro and small enterprises**, located nearby the regional capital city of Bari. From being an industrial mechanics cluster initially almost exclusively dedicated to the automotive industry, it has been diversifying, integrating mechanics with electronics, ICT and control science and leading to the **development of knowledge-intensive and sophisticated mechatronic products** for niches or highly

Building on longstanding technical competences and experience in high-tech sectors...

specialised markets. Apulia is also rich of public institutes for research and development. There are more than twenty institutes in the region that belong to the National Council of Research and three important universities with good track record in applied research in the fields of Innovation Engineering, Chemistry and Informatics, Electronics, Civil Engineering and Mechanical Engineering and Physics.

Box 1 A territorial asset: the role of large enterprises

Fiat and MagnetiMarelli Powertrain have their productive plants in Apulia since the Sixties and Seventies. Their technological level and spirit of innovativeness led, for example, to the development in the early Nineties of the technology of Common Rail, a new injection system for diesel-powered engines which has revolutionised the world car industry, and to which about 50 patents are associated. Two important German multinational companies – Bosh and Getrag – also decided to settle down in Bari, attracted by the local dynamic industrial fabric and the generous subsidies granted in the past by the Italian government. Large enterprises played a pivotal role in the development of the mechatronics industrial cluster.

On the face of it, persisting limits of the regional innovation systems have to do with:

...while bridging the gaps of a limited R&D capacity

- the **short termism** characterising companies development strategies,
- the **low propensity of companies to collaborate on R&D** activities due to differences in business activity sectors and to risks related to misappropriation of results,
- the **strong dualism** between some few highly innovative large companies with access to global supply chain, and a host of micro and small enterprises which have less research and innovation capacity.

Finally, with the exception of some collaborations between innovative enterprises and universities, most of high-quality research carried out by universities does not traditionally give rise to relevant technological transfer.

Origin and enabling conditions

The turning point for the development of a place-based strategy in Apulia was the appointment of a new regional government in 2005 (reelected in 2010) and its commitment to place R&D and innovation at the centre of the regional development policy. Contrary to other Italian regions, Apulia indeed fully took **advantage of the opportunity offered by the constitutional reform** approved in 2001, which delegated more power to regional administrations. Also, the economic crisis started in 2008/2009 further contributed to

R&D becomes the priority of an empowered and committed local government

reinforce the motivation of the regional government, as it made clear that innovation performance was the key for Apulian companies to overcome their structural weaknesses.

Before drafting the new regional R&D strategy, **the first step the regional government took was to reorganise and rationalise the regional institutional system** and to set up an effective administrative machine to ensure an active dialogue with local stakeholders:

- Between 2005 and 2008, the two existing regional bodies in charge of business support¹, **were merged in a new public company**², in charge of implementing e-government policies and ICT infrastructure investments.
- The regional branch the **national development agency was formally transferred to the Apulia region** and transformed into the regional public company³, responsible of the promotion of business competitiveness, by delivering Structural Funds' grants and engineering financial instruments to support entrepreneurship, innovation and internationalisation. The newly companies are now the two operational arms of the regional government.
- a regional **independent agency for technology and development was established** with a twofold mission: supporting the regional administration in policy design, and facilitating networking of all the regional research and innovation actors.

The division of responsibility between these different institutional actors is clear with no overlap. The combination between a strong leadership within the Region's government and the creation of in-house intermediary companies in charge of the actual implementation of policies is an **effective mechanism to turn the political vision into coherent and concrete actions**. Also, the proximity of intermediaries to local beneficiaries allows the former to better know local needs and has considerably eased enterprises' access to funds.

Innovative tools and practices

While some action plans had already been drafted during the late 1990s and early 2000s, the regional strategy for research and innovation adopted in 2009 is the first true long-term and comprehensive strategy identifying the future development path of the territory.

A renovated system building on proximity with beneficiaries

"R&D is the strategic leverage for development policies. For this to occur, the administrative machine needs to smoothly work. A self-referential public administration kills the territory."

¹ Tecnopolis and FinPuglia

² InnovaPuglia S.p.a.

³ PugliaSviluppo S.p.a.

Aiming at bridging the gap between university research and industrial technological development and exploiting synergies among the different stakeholders, it represents the outcome of a **continuous process of consultation with stakeholders**, such as public administration authorities, universities, public research bodies and business representative associations, coordinated by the Region and ARTI.

Box 2 MEDIS: territorial dialogue on the making

The case of MEDIS, the Mechatronics Technological Cluster, is a good illustration of effective collaboration between different stakeholders. Representatives of the most innovative mechatronics companies, who barely knew each other before, were invited by ARTI to meetings, in order to discuss their current and future research interests among each other and with university researchers, and to understand how to combine their research efforts to reach common objectives. Some time was needed, in particular, to persuade larger companies to collaborate with smaller ones, but the consortium was eventually established and is now effectively fostering collaboration among firms and between firms and universities. The composition of MEDIS management board, with two representatives of public actors, i.e. university professors, and two representatives of the business sector, ensures fair balance between public and private interests. The cluster provides funding and promotes the conditions for allowing universities and enterprises to work together on the development of new key enabling technologies which are sufficiently generic to find application in a variety of sectors (from automotive to biomedical, among others), and which do not directly lead to commercially exploitable results. Once a new technology is developed, each enterprise can continue experimentation within its own research centre, in order to adjust the technology to its specific needs and commercial purposes. In this way, issues with appropriation of results obtained from R&D are supposedly avoided, while cooperation in the applied research phase is ensured.

The breakthrough with respect to the approach previously in place in Apulia is that such a strategy has been conceived in an integrated way with other regional policies. Considered as a crosscutting objective, innovation is promoted starting from within the public administration itself, through the organisation of workshops and events addressed to officers dealing with core policies (education, labour, environment etc.). The aim was to improve the institutional capacity of the regional public administration and achieve a common understanding of what innovation is, what innovation gaps and needs characterise Apulia, and how to ensure local stakeholders' participation.



"Smart Regional Innovation Meeting", carried out in Bari on December 6th 2012"

For example, recognising that no innovation can occur if the labour force has not the skills necessary for both generating new technological change and fully exploiting the potentialities of already existing innovative applications, the policies for **education, training and labour** have been designed with the objective of contributing to enhance regional innovation.

Box 3 Mainstreaming innovation in labour policy

The Extraordinary Employment Plan 'Puglia at work', signed in 2011 with the objective of increasing the regional employment rate and safeguard the existing labour force, through the valorisation of human capital, includes actions to train entrepreneurs, support SMEs' R&D, finance courses in sectors relevant to the regional strategy for research and innovation. The opening of a new secondary technical school for integrated automation and mechatronic, meant to meet the demand of skilled labour force in the mechatronic cluster of Bari is an example in this respect. It has been set up by initiative of the province of Bari, other education institutes and universities, a business representative association and individual firms. The latter also collaborate to teaching and offer internship positions for on-the-job training.

A good level of **ICT infrastructure endowment and use of digital services** is another prerequisite for a strong and sustainable innovation system. InnovaPuglia is specifically involved in the implementation of the European Digital Agenda in Apulia and is implementing various initiatives to increase the broadband coverage of the regional industrial areas and to improve the digitalisation of the public administration's support services to enterprises.

This integrated strategic approach makes possible to achieve a **more efficient scale of investment** in research and innovation, and to attain critical mass necessary to trigger a change in the economic development path and innovation patterns which could hardly be achieved through a centralised policy. A deep knowledge of the regional context and needs, and proximity among all involved stakeholders can better ensure coordination of different agendas and priorities towards a common objective.

The 2009 strategy includes measures which address R&D and innovation needs, like support to enterprises, on-the-job training of researchers to develop new skills for technological development, and public-private R&D networks and Technological Clusters (see Box). PugliaSviluppo provides support to enterprises through a diversified portfolio of instruments designed to address the specific needs of possible beneficiaries in the region. For example, the maximum volume of financing allocated by the Region, as well as the type of financing instrument (traditional grants, or financial engineering systems, such as microcredit) depends on firm's size. Also, funds are allocated on the basis of a negotiation procedure between the firm and PugliaSviluppo in order to provide more targeted support and avoid the bureaucratic complexity usually affecting open tenders launched by the national government. Another specificity which differentiates the regional support delivery from the centralised system, is the support granted along the whole

Building a common understanding and joining forces to reach critical mass at regional level

"The regional agency provides us with comprehensive information on how to obtain public financing and a lot of support during the project operational phase. It is very easy to talk with them, we feel they understand our needs and are motivated to help us find a solution. Before, we never knew whom to talk to."

project cycle (from project idea development up to the project approval). This is made possible by proximity to beneficiaries, which allows continuous and direct dialogue, and high commitment of regional officials. Lastly, in order to overcome liquidity problems of Apulian firms, PugliaSviluppo disburses in advance up to 90% of the Structural Funds' grants (against a suitable bank guarantee by the beneficiary firm). It is currently the only regional intermediate body in Italy which provides this kind of service.

Box 4 Policy measures establishing linking mechanisms

ARTI has created a network of Industrial Liaison Offices (ILOs), linked to existing universities and aimed at promoting technological transfer and the generation of spin-offs. Moreover, ARTI has supported the creation of a number of Technological Clusters (TCs), i.e. consortia involving regional authorities (with financing, promotion and coordination roles), enterprises, business representative associations and universities committed to cooperate to produce technological innovation, with a view of becoming excellence centres at national and international level. Four TCs have been set up between 2005 and 2008 and two others have been identified and are waiting for being formally approved. Relevant stakeholders have participated to the creation of clusters, under ARTI's coordination, and are now directly involved in the clusters' management.

First evidence of success

In carrying out its R&D and innovation strategy, it cannot be stated that Apulia was consciously attempting to put into practice the place-based approach as promoted by the EU Territorial Agenda 2020. On the contrary, the place-based approach has emerged by itself as the best way to ensure territorial development and overcome the obstacles encountered in the past with a centralised strategy. Yet, first evidence that the strategy was successful is emerging.

The efforts for developing a new approach are paying off

Even if the regional R&D strategy is still ongoing and no comprehensive evaluation of its effects is available yet, the following positive results can be pointed out. Indeed, in the last years the birth-rate of innovative enterprises in Apulia has significantly accelerated with about sixty young researchers and technicians in mechatronics technologies trained who are expected to find a job in the Mechatronics Technological Cluster. Also, the number of patent applications made by residents in the province of Bari to Italian patent offices has increased by 49% between 2008 and 2013, compared to an average Italian reduction of 3%.

The positive performance of these innovation indicators suggests that something is moving in the right direction, and interviewees agree that this change is to be imputed to the new regional R&D strategy and its place-based nature.

Place based approach at work

Place-based features	Place based approach put in practice
<p>Horizontal coordination, multi-level governance, territorial dialogue</p>	<p>The creation of regional ad hoc agencies and in-house companies for innovation and development ensures coherence to the regional decision-making process, but also responsiveness to local needs.</p> <p>Actors involved in the definition and implementation of the strategy have clear mandate with no overlap.</p> <p>Coordination between different public and private stakeholders are ensured through the establishment of linking mechanisms (e.g. Technological Clusters involving public research centres, universities and the business sector).</p> <p>Dialogue with stakeholders is developed on a continuous basis. Actors previously involved as mere policy beneficiaries now play an active role in the regional innovation system, by contributing to the decision-making process.</p>
<p>Integrated functional areas</p>	<p>A shared vision for long-term socio-economic development and convergence based on R&D and innovation is in place and permeates all regional policies.</p> <p>There is strong coordination between the R&D and innovation strategy and other regional policies, e.g. for education, labour and ICT, and this allows to exploit synergies and reach critical mass.</p>
<p>Evidence-informed policy making</p>	<p>Local assets and potentialities (e.g. the specific vocation of Apulian enterprises and good public research centres), as well as limits and weaknesses (e.g. limited collaboration between research centres and enterprises) are fully reflected in the formulation of the regional strategy's priorities.</p> <p>Decision-making and intermediary bodies at the regional level and close dialogue with local actors ensure more adequate knowledge of the context and responsiveness to changing needs.</p>

Contacts

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Key facts and Figures	
Country	Spain
Target territory	District 2 of Municipality of Terrassa, Catalonia
Territorial dimension	NUTS 5
Territorial typology	Urban area
CP Objectives	Competitiveness & Employment
Duration	2004-2011
Funding	Total cost EUR 21,018,000, of which: <ul style="list-style-type: none"> - Terrassa City Council: EUR 10,496,000 - Regional Government: EUR 10,022,000 - ERDF: EUR 500,000
TA2020 priority	<ul style="list-style-type: none"> - Encouraging integrated development in cities, rural and specific regions - Managing and connecting ecological, landscape and cultural values of regions

In brief

The objective of the Neighbourhood Plan of District 2 of Terrassa was to improve the social and town-planning quality of the urban area of District 2, increasing territorial and community cohesion, promoting its full integration into the whole city. The strategy combined both physical regeneration and socio-economic interventions. A distinctive feature of the Plan is the adoption of an integrated approach to address urban segregation and social exclusion. Various municipal departments have been involved to work and cooperate embracing a common shared vision rather than simply combining different individual visions. The adoption of new working practices such as the coordination of decentralised municipal services, the integration of different policy measures and a strong participation of civil society, translated ambition into reality. Thanks to this method, the long term sustainability was ensured and the transfer of services from the Plan to the regular activities of the municipal services facilitated.

A social cohesion urgency

The neighbourhood of Terrassa is an urban area characterised by **high levels of urban segregation and poverty**. High concentration of poor immigrants, arrived in a massive way from the early 1990s mainly from Morocco, gave rise to strong social tensions. Immigrants are mainly low-skilled people with low educational attainment, and many of them are illiterate. They live in very closed ethnic and religious communities with weak ties with native people. In the same way indigenous people living in the neighbourhood are mainly elderly and of working class origin (mainly retired workers from southern Spain, who migrated into the region in the 1960s) with low education: 30% are illiterates and a further 40% have only a primary education.



"Immigrant residents of Ca n'Anglada"

Ca n'Anglada became popular for its **difficult and conflict situation, stigmatised by the press as "a place of conflict"**. A bad image reflected also in the physical environment with poor housing and

Combating social exclusion from different angles to fully eradicate it

“The problem exists and the territory is fragile from a coexistence point of view. Immigrants now compete with native residents for jobs, and this creates tensions.”

unpleasant public spaces in an urban area segregated from the rest of the city.

In a context where concentration of social, economic and urban problems in segregated urban spaces can easily develop into a vicious circle of exclusion and deterioration, there was awareness that neighbourhoods like Ca n'Anglada and others in the district **needed a tailored intervention.**

Origin and enabling conditions

The existing problematic circumstances were exacerbated by a large inflow of newcomers. The Neighbourhood Plan of District 2 of Terrassa was borne as response to the social and racial conflict and the riots that occurred in the district, and particularly in the neighbourhood of Ca n'Anglada, during 1999.

Main needs were identified by the Terrassa Economic and Social Observatory, which indicated that these neighbourhoods showed the highest rates of social disintegration in the city. The municipal intervention in District 2 stand out as a good example of how local government tried to fill the gap between the newcomers and the native population. The aim of the Plan was indeed the overall improvement of the neighbourhood to address urban and social issues, increasing territorial and community cohesion, and promoting integration into the whole city. However, this could not be possible without **the chance offered by the Neighbourhood Law of the regional government of Catalonia** (see box 1).

The Neighbourhood Law of the regional government of Catalonia is the key policy framework for those neighbourhoods that suffer a concentration of social and town-planning problems.

Box 1 An empowering regulatory framework

The Catalanian Neighbourhood Law was the instrument that allowed the public intervention in Terrassa. It reflected a top-down initiative of the regional government in setting up the conditions for application of place-based initiatives at local level.

The Law provides financial support for special public interventions in those urban areas where problems of urban segregation and social exclusion are concentrated. It supports integrated and cross-cutting plans covering eight issues: public spaces, building rehabilitation and renovation, community facilities, information and communication technologies, sustainability, gender, socio-economic programmes and accessibility. Through this Law the regional government has financed more than 100 neighbourhood projects all around Catalonia and has mobilised European, regional and local funds. The Neighbourhood Plan of District 2 of Terrassa is one of the major interventions financed.

The distinctive and innovative feature of the Law is the combination of the call for the adoption of a holistic view in addressing urban issues with the need to give voice and power to the specific neighbourhoods where the problems are experienced. The Law was explicitly designed pursuing a place-based approach. The underlying logic was that problems of urban segregation and social exclusion in neighbourhoods cannot be approached from one single perspective only. Since **integration problems arise from a combination of different and multi-faceted deprivation circumstances**, they should be addressed with an integrated approach to remove all of them at a time. To do so, municipal services and resources should be oriented towards the same strategic objective.

In line with the requirements of the egioan Law, the Neighbourhood Plan of District 2 of Terrassa implemented an action linking activities in different fields. The main ones were:

- **Programme for welcoming and reception of newcomers.** An Information and Welcome Service for Newcomers was set up to offer information on how to access public services, orientation and guidelines to access labour market and training opportunities, learning Spanish and Catalan, access to school and other cultural, education and leisure services. This programme ensured that everyone had the basic information they need to settle in and feel welcomed.
- **Programme to promote coexistence.** Advisory services on legal frameworks were provided for the management of community associations, which enabled owners and tenants to solve their common problems in the apartment buildings.
- **Programme to promote employment.** Job orientation services were provided to 315 unemployed people, and round 200 youths participated in vocational training courses (in care, computing, masonry, cleaning, gardening, etc.). Also, a network of environmentally accountable small shops located in District 2 has been set up.
- **Social networking and communication.** The plan has provided different spaces for meeting, dialogue and social networking. Several actions such as leisure activities, workshops and conferences were organized hat allowed and facilitate dialogue, understanding and new relations in the neighbourhood among individuals and families.
- **Urban regeneration.** 13 streets and two squares were renewed, two existing bridges rehabilitated, a new footbridge constructed. Barcelona Avenue, which represented a physical barrier to rest of the town, was also restyled and improved. The improvement of the physical



"Ca n'Anglada Youth Association"

space complemented the social interventions and contributed to improving the image of District 2 and the sense of pride and urban identity of the residents.



"Urban requalification of District 2"

All these activities were designed as complementary to each other to achieve a common strategic goal. This required a holistic vision of the needs and specificities of the neighbourhood.

Innovative tools and practices

To implement the Plan, and integrate its activities, a new organisational model was however needed: a local team was specifically created involving all municipal departments under the direction of the Terrassa City Council (box 2).

Box 2 A clear leading role

A Technical Office, and later District 2, were in charge of the whole strategy, coordination and monitoring of each area of intervention, represented by the council departments of Social Action and Civil Rights, Social Services, Economic Development, City Hall and Urban Planning. The single activities were implemented by each department with the Urban Planning office/District 2 taking the leadership to ensure coherence among them. In terms of professions involved, the team comprised both political and technical competences to ensure a joint action supported by political will.

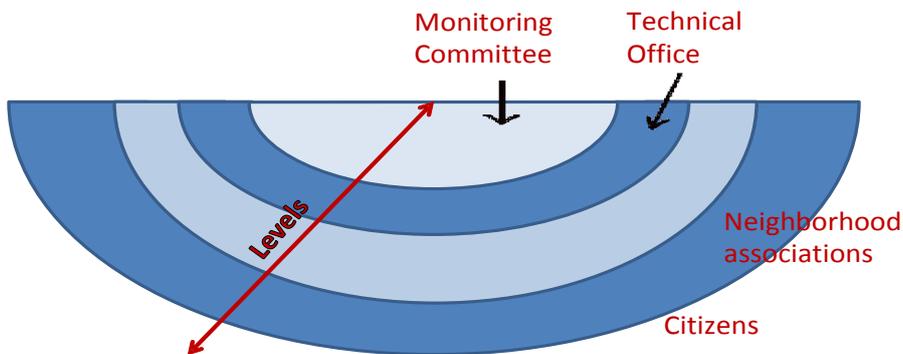
Decisions were taken collectively on the basis of common planning and, most importantly, each department was able to **adopt a shared vision towards the Plan, rather than adding its own vision to the other department's strategies**. As stressed by the interviewees, this new method required an initial effort to learn about how to work together in an integrated manner. After an initial impasse, learning by doing effects were reported and cooperation and partnership were assessed as successful. This has been one of the main innovative aspects of the project.

Now, once the project is terminated, the continuity is organised in a decentralised way under the responsibility of each department. However, if an issue that asks for an integrated response arises, the same methodology of work is applied.

In terms of vertical integration of project governance, a Monitoring Committee was set up to assess current activities and results achieved. The Committee included officials from the regional government, the local government and some representatives of neighbourhood associations such as the Neighbourhood Association of Ca n'Anglada, Women's Association of Ca n'Anglada, Association of Elderly People, Ca n'Anglada Jove (Youth Association) and Red Cross.

Despite all meetings were formally attended (twice a year), the role played by the Monitoring Committee resulted to be relatively less significant. As a matter of fact, the regional government was not involved in the strategic planning of the activities. After having provided the legislative framework conditions to adopt the integrated neighbourhood plan, the regional authority acted as financial contributor only and the local authorities acted with a large degree of autonomy.

"When applying the integrated method, all sectors know what others do and knowledge can be transmitted. On the other hand, the decision-making process can be slowed down and some competition between sectors may arise"



"Neighbourhood Plan of District 2. Project governance"

The project governance has allowed the work to be done in technical cooperation networks between municipal departments and neighbourhood associations, empowering **a strong participatory approach and a bottom-up approach for identification of needs.**

Local groups have been involved at two levels.

- First, as mentioned, through **formal procedures of representation**, by participating in the plenary assembly of the Monitoring Committee.
- Second, neighbourhood organisations coordinated and/or participated in groups addressing thematic issues such as urban planning, coexistence and citizenship, culture and sport, etc.



"Working group on urban planning"

In this way, the community could contribute with their ideas and proposals to discuss and improve the Plan. In other words,

neighbours and neighbourhood organisations were at the same time recipients, implementer and “owner” of the Plan.

The main added value of implementing a participatory approach is that the strategy becomes more relevant and flexible. By involving local associations, it was possible to better define the needs of the neighbourhood and design the initiatives accordingly. Also, it allowed some of the planned interventions to be reviewed and adjusted in light of new elements of concerns.

Bringing local associations on board to improve relevance and flexibility

For instance, the economic crisis and occurring unemployment pushed for re-scoping the Plan into the course. Citizens started to ask for initiatives against unemployment, poverty and housing eviction. The plan therefore accumulated resources, networks and knowledge to face the new situation caused by the crisis and designed new vocational training courses and job orientation services.

Success factors

The mid-term evaluation of the Plan shows that different dimensions were **considered as good practices** such as working with elderly people, coexistence among ethnic communities and citizen participation. The Plan certainly contributed to improve coexistence, mutual knowledge and social inclusion. However, the evaluation also recognizes that it is very difficult to measure impacts of this kind and that outputs are not always visible, as opposed for example to other types of interventions such as regeneration of physical spaces.

What really distinguishes the Plan is the adoption of **an innovative strategy, deviating from other public policies**. Indeed, the practice of neighbourhood policies has changed, thanks to the opportunity offered by the Regional Neighbourhood Law. This implied adopting and fully owning a new “methodology” of work: coordination of decentralised municipal services sharing a common vision of urban requalification, integration of different measures in a unique horizontal action and participation of civil society for needs assessment and adaption to change. As compared to a more traditional approach, the key difference with is that, thanks to this method, the transfer of projects and services from the Plan to the regular activities of the municipal services of District 2 is facilitated. **In absence, once the Plan is finished, each municipal services would have continued to work in “parallel” rather than in synergy” with other services.**

These are the “ingredients” that made the Plan complying with the place-based approach. And these ingredients were already foreseen by the legislative framework, which was explicitly designed to put into practice the place-based approach.

This case study offers therefore an example of model for local public policy that can be standardised and transferred to other contexts, while at the same time being open and flexible enough to account

Larger ownership to ensure long-term sustainability

for the specificities and needs of the territory. The experience of Terrassa (which was pioneering) was, in fact, taken as reference to inspire similar projects. Other Catalan cities such as Martorel, Rubí, Sabadell, Montcad and Vic have replicated the model with successful results so far. Clearly, the approach requires strong political commitment to ensure continuity of resources in the long term period.

Place based approach at work

Place-based features	Place based approach put in practice
<p>Horizontal coordination and multi-level governance</p>	<p>The project achieved a real coordination and integration of municipal services. The key aspect is that each sector department was not just adding or combing their contribution, but a common vision of the Plan was shared.</p> <p>The existence of a legislative framework setting up the instruments for public intervention in neighbourhoods was the impulse to change the way of making neighbourhood policies strongly focussed on place based approach.</p> <p>A clear political leadership ensured coordination of operations and internal coherence of the public action.</p>
<p>Integrated functional areas</p>	<p>Design of complementary activities, not only focused on physical renovation or renewal of buildings, but also on social and labour issues, reinforced the common strategic goal of the Plan.</p> <p>A territorial focus was applied to define the borders of the intervention (District 2) and its integration with the rest of the city.</p> <p>Political commitment at both regional and local level was crucial to guarantee the smooth implementation of the strategy and adequate financial support.</p>
<p>Evidence-informed policy making</p>	<p>Involvement of local stakeholders such as neighbourhood associations in designing the project activities ensured a more adequate assessment of the needs of the context and responsiveness to a changing environment.</p> <p>A holistic vision of the needs and specificities of the neighbourhood was adopted to maintain a strong territorial focus.</p>

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Key facts and Figures	
Country	Malta
Target territory	Malta
Territorial dimension	NUTS 0
Territorial typology	Small island territory
CP objective	Convergence
Duration	From 2008 onwards
Funding	Expected volume of funds mobilised by the National Environmental Policy: EUR 2.1 billion
TA2020 priority	<ul style="list-style-type: none"> – Encouraging integrated development in cities, rural and specific regions – Managing and connecting ecological, landscape and cultural values of regions

In brief

After years characterised by lack of strong political drive and appropriate legislation and financing in the environment sector, the need to ensure compliance with EU targets put pressure for more strategic interventions in this field recognised as a key territorial asset. The commitment to mainstreaming environmental quality and sustainability in all decision-making processes aims to exploit the links between the environmental pillar, sustainable economic development and quality of life and resulted in an integrated plan for greening Malta's economy. After a piloting experience addressed to the island of Gozo only, a strategy for environmental sustainability has been outlined since 2008 targeting the whole country and conceived according to a place-based approach, where sectoral integration, an open governance system and wide public consultation are key ingredients. Thanks to this strategy, a sustainable and healthy environment is recognised today as a key enabler and catalyst for attracting investment and improving Malta's standard of living.

Rediscovering environmental assets

As a densely populated small-island state, the archipelago of Malta (Malta, Gozo and Comino) suffers from a number of **environmental challenges hampering its potential for economic and territorial development**. The lack of fresh water and land calls for interventions to protect the island from the threats posed by urbanization and incoming tourists. The over-exploitation of limestone, the rock which the Maltese architecture is made of, has caused extensive quarrying leading to deterioration of landscape and other environmental impacts. In spite of abundance of sun and wind, energy generation still largely relies on oil-fuelled power plants and is responsible for large volume of Greenhouse Gas emissions. In the more rural island of Gozo, environmental-beneficial practices in agriculture and tourism are needed in order to protect natural areas.



"A view of Malta"

EU obligations pushed the Government in action to address Malta's environmental challenges

Some effective initiatives had been undertaken over the past years with respect to the improvement of local environment in Malta, such as the upgrade of beaches and open spaces, and the publication of sectoral strategies focusing on waste and air issues. However, before Malta's accession to the EU in 2004, no systematic attempts to tackle environmental issues in all the relevant fields and in the long-term have been made. According to interviewees, the **need to adopt the *acquis communautaire*** and to comply with environmental directives and the Europe 2020 targets finally nudged the government into action. Against the EU push, political will for improving the quality of environment arose fast and strong. Greening Malta's economy became a priority endorsed by the previous Government, in charge until 2013, and still pulled through by the current one.

An integrated strategy as a turning point

As compared to past practices, the real breakthrough was the adoption of an **integrated strategy which was needed to achieve results on a wider scale and enduring in the long term**. An important step in that direction was taken by the newly elected Government in 2008, by setting in motion the process that eventually led to the **EcoGozo initiative**. EcoGozo is a vision, adopted in 2009, intended to underpin political actions to make the island of Gozo an eco-island by 2020. Chosen by the government **as a laboratory for testing new ideas and measures in the areas of environment, economy, society and cultural identity**, Gozo was placed on a faster track to achieve sustainable development targets, where environmental sustainability is the main, but not the only, building block.

"EcoGozo is not merely thinking green, but a vision to achieve a stable and healthy environment for a better quality of life. It is therefore not a quest to bring about environmental improvement on the island in isolation, but to think constantly of the environment in whatever we do [...]". (Ministry for Gozo, 2010)

The reason for choosing Gozo as a pilot incubator for an integrated sustainable development strategy was twofold: first, being a small island, with about 30 thousand inhabitants and an area of 69 km² (Eurostat data) and having relatively well identified needs, it was a suitable place where to take action and hope to achieve tangible effects; second, the existence of a Ministry for Gozo taking care of the general community affairs of Gozo, including areas such as tourism, environment, culture and general development, ensured the highest integration among sectoral policies.

... further applied nationally...

In 2010 the Government's vision became more ambitious and led to the formulation of a **National Environmental Policy (NEP)** addressing the entire Maltese territory and covering the years until 2020. The Government decided to go beyond EU obligations and to address also national issues such as neighbourhood noise, dust and other local concerns, and to tackle environmental issues in an integrated way.

The NEP and EcoGozo are interconnected: on the one side, the Government has incorporated EcoGozo's aims within the NEP,

recognising its distinctive place features and needs; on the other side, EcoGozo continues its commitment to test innovative solutions for environmental quality and sustainable development, which can eventually be transferred to other places. Ministerial coordination is ensured, but what really ensures alignment between the Gozitan and national strategies is their common goal and approach (place-based) to achieve it.

The NEP is built around the **principles underlying the place-based approach and priorities of Territorial Agenda 2020**:

- Environmental, economic, social and infrastructural considerations are taken into account in an **integrated and multilevel approach** when designing urban development and regeneration policies;
- Attention is given to the protection of landscape and ecological systems as a condition not only for long-term sustainable development, but also for **strengthening local cultural identities**;
- Different places have different challenges and need **different solutions that also promote their distinctiveness**;
- Local Councils have an important **coordinating role** in ensuring local environmental quality and larger knowledge of local needs;
- **Many actors** use places and have an important role to play in the management of local areas.

... through a truly integrated multi-level and multi-stakeholder approach.

Involvement of relevant partners

A strong participatory approach is a key feature of the strategy. In order to better tackle local needs, the Government, while **maintaining strong leadership in the policy drafting process**, has ensured the involvement of public officials at different levels, starting from the design phase up to implementation, through different consultation mechanisms (see below). The general public has also been called to give its opinion which resulted in a twofold effect: on the one side, it significantly contributed at tailoring the national policy to the demand emerging bottom-up and, on the other side, it helped to **raise awareness** on the environmental matters and **achieve consensus** among population about the need for intervention on many fronts.

The **role of the private sector** in environmental management has been emphasised, by indicating possible business opportunities in the environmental field and stimulating the mobilisation of private resources for the green economy.

Box 1 Alter Aqua: a multi-stakeholder initiative for sustainable water use

The Alter Aqua Programme offers a good example of multi-stakeholder initiative launched in the framework of the EcoGozo vision, which succeeded to attract the interest and convey the actions of numerous public and private parties towards a common goal: promote the utilisation of Non-Conventional Water Resources (NCWR) in Malta, such as treated wastewater reuse and rainwater harvesting, in order to secure freshwater availability and address Malta's issue of water scarcity. The project involved an investment of USD 1.24, sourced jointly by the Coca-Cola Foundation and the Ministry of Gozo; it was led by the Global Water Partnership (Mediterranean), with the collaboration of various other private and public partners. Alter Aqua focused on the promotion of infrastructure works for the application of NCRW technologies, educational activities on sustainable water use and capacity building, training and awareness raising actions. The Programme has been launched in 2011 in the island of Gozo. By the end of its first implementation phase, in 2013, NCRW technologies had been installed in 12 selected public buildings and areas, 3,200 students and 255 teachers had been trained, and 30,000 people of the general public had been targeted by awareness raising activities. The second implementation phase, covering the 2014-2015 period, will continue down this path.

An extensive and organised public consultation

Both EcoGozo and the NEP are the outcome of two separate, unprecedented (as far as the environmental sector is concerned), collective exercises which involved a large number and variety of actors, even if with **different tools and modalities**.

In view of designing the EcoGozo vision, the Ministry for Gozo coordinated a nearly one year-long consultation process to policy makers, professionals, operators in the field, experts, civil organisations, and different segments of the general public, from the children to the elderly. In order to gather a **comprehensive picture of the people's view and aspirations** about the island's future, an internet-based survey was opened to everybody and promoted in the national media; printed postcards were distributed to Gozitan inhabitants to collect their suggestions, and more than a thousand submissions were received; face-to-face meetings with non-governmental organisations and other bodies and presentations in schools were organised. More than 60 experts in various fields were asked to add their proposals, and then to process all the received replies. This led to the formulation of around 800 recommendations, classified by theme, which represent the people's vision for the transformation of their island into a sustainable reality.

The design of the NEP took a different path. At first, the Ministry for Tourism, the Environment and Culture set up an **advisory group**, made of representatives of the private sector, academia and non-

Involving local community for a shared vision

governmental organisations (NGOs), and asked it to provide recommendations on how the future national environmental policy should be. Among the group's suggestions there was the idea to develop a highly targeted strategy, focusing on the most urgent problems (such as the environmental impact of quarrying). The Ministry, however, decided not to take this proposal on board, as it was more inclined to develop a comprehensive environmental strategy, in line with the principles of the place-based approach.

To this end, in April 2010 **public consultations** were started, through the organisation of conferences, workshops, and more than 150 face-to-face meetings with the business associations, environmental NGOs, the chamber of commerce, students, architects and many others. The consultation revealed that the vast majority of stakeholders and policy makers perceived an urgent need for a strategic and less fragmented environmental policy and wished for a NEP which was not just 'yet another sectoral policy': its scope had to be broader and fully integrated with all other government policies, strategies and programmes.



"Workshop for the formulation of the NEP"

In the next phase, on the basis of all issues arising from the public consultation, a set of five policy scenarios were developed through, first, a working group of experts and then a scenario workshop involving 50 persons among experts, policy-makers and stakeholders. **After choosing the policy scenario, the NEP was drafted accordingly** (see Box 2 for more details).

Box 2: Alternative policy scenarios

The aim of formulating different policy scenarios was to facilitate structured thinking about the future, so as to identify possible alternative visions for Malta in 2020. The following five scenarios have been formulated:

- *Scenario 1: 'Low environmental priority';*
- *Scenario 2: 'Moderate environmental commitment', which results in delayed implementation of national, EU and multilateral environmental obligations;*
- *Scenario 3: 'Europe', where the main driver of policy action is the timely implementation of environmental policy obligations;*
- *Scenario 4: 'Europe + local environmental quality', which addresses both environmental obligations and other key long-term and sustainability-related local issues;*
- *Scenario 5: 'Green Utopia', which envisages great strides in environmental policy as inextricable part of economic development, with the highest return for happiness and quality of life.*

In order to select a preferred scenario, the five scenarios were subject to a sustainable impact assessment, following the EU Impact Assessment Guidelines. The scenario aiming for Green Utopia by 2020 was evidently the most beneficial to the environment and society, but it resulted to be too demanding from an economic perspective. The fourth scenario is the only one with a positive outcome both for the economy and for the environment and society.

From words to actions

After the strategy design, a **list of concrete measures** driving policy action needed to be singled out. The **EcoGozo Action Plan 2010-2012** served this purpose. Drafted by the Ministry for Gozo after a second, shorter, consultation phase with Ministries and stakeholders, the Plan identifies a limited number of priorities among the over 800 EcoGozo vision recommendations, according to the most urgent needs of the island and resources available. The Action Plan transformed the EcoGozo vision into a more credible policy tool, easier to be conveyed to stakeholders and capable of attracting external funding.

... but on the way to project implementation some obstacles may arise.

EcoGozo Action Plan has already nurtured the implementation of several initiatives (e.g. the above mentioned Alter Aqua project, a project to support tourism eco-investors, the creation of communication and educational material for the general public and school pupils, two renewable energy projects, cleaning and upgrading of a natural valley, etc.). At the same time, according to EcoGozo promoters, it is **too early to come up with more specific result indicators**.

As for the NEP, besides its 39 policy statements, it contains 208 specific measures and eight pilot projects. The NEP implementation process, initiated in 2012, involves keeping track of the over 250 monitoring indicators. Some measures targeted to environmental quality, eco-innovation activities, energy efficiency and green energy generation have already been launched by different Ministries. The NEP monitoring system indicated that, by the first quarter of 2013, about 14% of the measures were completed, while 60% were in progress. Some examples of initiatives falling into the strategy can be mentioned: they include traffic management projects for controlling air emissions, the promotion of a more efficient use of resources in the construction sector, awareness-raising projects on waste reduction, grant schemes for installation of photovoltaic systems, loans to hotels and restaurants to introduce energy efficiency measures, and others.

The prioritisation process gives the vision a concrete shape...

"A small territory like Malta does not have any option but to integrate and coordinate actions around some well-defined priorities. Otherwise everyone would end up doing many things, but achieving nothing."

Further impetus to the implementation of a truly integrated and long-term policy action will be the translation of the NEP into operational **Local Plans** aimed at regulating environmental and development issues on the level of localities. This task is in the hands of the Malta Environmental and Planning Authority (MEPA) which is in the process of drafting a Strategic Plan for Environment and Development (SPED), which formulates a list of objectives by 2020 aimed at translating the national government policy into spatial policies.

Success factors and risks for a place-based strategy

The present initiative offers a good case of explicit application of the place-based approach, in line with the thrust of the EU Territorial Agenda. **All the necessary ingredients for a place-based environmental strategy are at work.**

What significantly helped Malta to successfully pursue the place-based approach is its small territory. In a country as small as Malta it is easier to detect local needs and specificities and, above all, to ensure **wide participatory approach with relatively limited efforts**: in this regard, it is indicative that a very small work group within the Ministry for Tourism, Environment and Culture managed to organise all the different phases of public consultation around the NEP. Moreover, the centralisation of the political/decision-making power and its proximity to the administrative level (Local Councils), due to lack of redundant intermediate agencies as well as geographical closeness, help in being more acquainted to the wishes and urgencies of citizens. This could be more difficult to be achieved in large countries, with a high degree of power decentralisation, unless communication between the different governance levels is extremely fluid and the sharing of responsibilities clear.

Some possible risks and limits of enforcing the place-based principle can also be pointed out. The extensive public consultation process, run in different phases of the design and planning process and with different tools to elicit stakeholders' opinions, even if not burdensome in terms of human resources employed, can become quite **time consuming**. Since the start of consultations in 2010, it took almost two years for the NEP to be launched and, as mentioned above, Local Plans which are intended to guide the spatial aspects of the Government policy are not ready yet. Inevitably, Government elections in 2013 represented another reason for slowing down both the NEP and EcoGozo implementation, due to the restructuring of the Ministries' portfolios; for example the Ministry for Tourism, the Environment and Culture has been splitted and a Ministry for Environment, Sustainable Development and Climate Change has been created.

In spite of these impediments arisen while bringing the strategy to implementation, interviewees believe that all past efforts to achieve a shared vision about Malta's future were necessary to initiate a true change in the way how Malta addresses environmental issues. The fact that the new Government has endorsed such as a vision seems to confirm that **Malta will continue its path** towards mainstreaming environmental priorities in all policy measures affecting sustainable development.

Being small is convenient...

... but the risk of slowness and delays can still occur.

Place based approach at work

Place-based features	Place-based approach put in practice
<p>Horizontal coordination and multi-level governance</p>	<p>Given the need to comply with EU obligations, but also to address a number of environmental challenges in the long-term, different ministries, public bodies and Local Councils were all involved in the process of formulating the NEP, under the lead of the Ministry for Tourism, the Environment and Culture.</p> <p>Special attention has been paid to attract interest and encourage the participation of the private sector, both in the design phase and in the implementation of multi-stakeholders initiatives.</p> <p>Improving environmental quality and mainstreaming environment in the sustainable development strategy is a bipartisan political priority, shared by the previous nationalist Government and the current Labourist one. This is expected to ensure continuous and strong political commitment.</p>
<p>Integrated functional areas</p>	<p>Although the NEP takes as its starting point the need to comply with EU obligations, it is not restricted to those matters but also addresses national issues and fully integrates these issues with policies in other sectors, such as tourism, transport, energy, land planning and cultural identity.</p> <p>The existence of a Ministry fully dedicated to Gozo helped to design an integrated strategy for sustainable development, where environmental quality is one of its pillars.</p>
<p>Evidence-informed policy making</p>	<p>Instead of relying only on the recommendations of an Advisory Group of experts, the Ministry decided to adopt a more 'democratic' approach, launching a wide public consultation of policymakers, public administration and stakeholders.</p> <p>Public consultation also served to raise awareness on environmental problems, achieve consensus about the need of putting in place an integrated and long-term strategy, and develop a diffuse sense of ownership for such a strategy.</p> <p>Public consultation was used for defining the strategic vision, but also to select shorter-term priorities, as for the EcoGozo Action Plan</p> <p>Different methods to elicit people's views were adopted, in order to achieve a comprehensive vision of their needs and expectations. Nevertheless, it took long time.</p>

Contacts

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Key facts and Figures	
Country	Netherlands
Target territory	City port area of Rotterdam, Province of South Netherlands
Territorial dimension	NUTS 5
Territorial typology	Urban area
Duration	2008-2012
Funding	Total budget amounts to EUR 30.76 million, split as follows: <ul style="list-style-type: none"> – EUR 14 million by the Albeda College and Rotterdam University of Applied Science – EUR 15.61 million as a public contribution by the Port of Rotterdam – EUR 2.15 million by the ERDF
TA2020 priority	<ul style="list-style-type: none"> – Encouraging integrated development in cities, rural and specific regions – Ensuring global competitiveness of the region based on strong local economies

In brief

The RDM campus project started from the need to recover an industrial brownfield to its old livelihood and involved a number of stakeholders with related urgencies. It addresses the TA2020 priority of integrated development in cities and the wider need to improve competitiveness and foster smart, sustainable and inclusive growth, and shows a successful case where the challenges of the decline of existing industries were turned into an opportunity of territorial development. The close-by neighborhood of Heijplaat was at risk of becoming a peripheral no-go area, isolated from the city centre when, upon the request of Rotterdam Municipality, the Port Authority, the University of Rotterdam and the Albeda College, developed a strategy to regenerate the area. After trial cultural events, expositions and concerts, the industrial buildings have been renovated to host labs for students and equipped spaces for innovative start-ups. Although showing most of the features of a traditional urban regeneration plan, it shows interesting aspects of how to develop an innovation and cultural hub triggering positive economic and social effects on the target territory.

Industrial and urban abandonment

The history of the port of Rotterdam is a very long one, full of moments of glory as well as of changes and decline. In the XX century the areas of the harbour closer to the city centre saw a progressive reduction of activities. International trade was more and more based on large ships which were difficult to bring up to the internal area. The port activities moved down to the estuary of the Nieuwe Maas river, implying the detachment between the city centre and the harbour. The RDM history is exactly one of these tales. The Rotterdam Dry Dock Company (RDM) was founded in 1902 and has been a successful shipbuilding and repairing business until the 1950s. After the Second World War, Eastern countries took



"Dutch ships built during the golden age of the shipyard Rotterdam industry"

over most of the shipbuilding business, and airplanes transportation started to substitute water ones. RDM tried to face this situation with different failed projects in defence, energy and offshore sectors, and progressively most of the industrial activities stopped. The industrial area became an abandoned brownfield, and a non-official deposit of bulky waste from the city. Container transport activities continued until 2002, but the number of employees declined sharply from the 5,000 of the 1950s.

Box 1 Heijplaat in the years

The village of Heijplaat has been built philanthropically aside the RDM company in 1914 to host part of the workforce. Almost one thousand people have been living there since then, but the composition of the inhabitants changed over the years. At the beginning they were employees of the harbour's activities but later on, with the decline of the shipyard industry, the area was taken over by the city administration which transformed it in social housing, currently hosting around 1500 people. The neighborhood is located next to the RDM buildings, in the south east area of Rotterdam, quite far from the center. As a consequence of the end of industrial activities, the area was likely to become a no-go area, without any attraction for people coming from outside that district and not well served in terms of transports, thus generating possible risks connected to marginal, criminal, interests. One of the consequences of the redevelopment of RDM has been the signature of agreements with different water transportation companies which now serve the district and bring people from the city centre also further down the estuary.

The abandonment of industrial shipyards had economic repercussions and generated risks for the connected urban neighborhood becoming peripheral.

The problems to be faced have been the **need to avoid the abandonment of the area** and, as a consequence, **the possible degradation of the suburb into a problematic one**, and **the environmental recovery of the industrial brownfield**, which was becoming even more a landfill for urban bulky waste. The Port of Rotterdam Authority (a public participated private company) bought the area in 2002, two years before the ultimate bankruptcy of RDM company, on the request of the Municipality. A wider local strategy was in fact already in place, based on the collaboration between the Port Authority and the Municipal Administration, to regenerate abandoned areas. In this specific case, local educational institutions also invested in the project, which was partly supported by ERDF. The project has been included in the larger framework of City Ports project, building on experiences of urban redevelopment of different river-close districts. The agreement between the different authorities has been reached in 2006 and works have been made since then in different areas of the industrial site, which has been gradually transformed into a vital centre of education and innovation.

Enabling conditions

The alignment of needs of different local stakeholders have been key for the development of the RDM project, but it would not have been possible without a **longer term strategy developed by the Rotterdam City Ports Development Corporation** (which lately became the City Ports project), whose shares were held in equal parts by the Port Authority and the Municipal Government. Its objective has been to find the most suitable projects to exploit City Ports, those area once used for port activities, but lately dismissed. In several occasions the city of Rotterdam took part of the land to develop new neighborhoods, but the RDM area saw a different and innovative development. It has been taken over by the Port Authority which had to deal with a polluted industrial site and took the lead of the development of an innovation campus. The first cultural and spare time activities held there were very successful, showing the willingness of Rotterdam people to re-appropriate the space of RDM. Instead of a mere real estate restructuring operation, **the Port Authority conceived a more ambitious development plan which was closer to the need and specificities of the urban traditions, know-how and aspirations.** A key aspect was the collaboration with the city educational institutions to adress a set of interrelated needs of the district:

- The Port Authority had **to deal with a polluted and abandoned area**: this meant making something out of it which was not only profitable but also improving the image of the harbour and increasing the connection with the urban economy.
- **Educational needs** are another element of this cluster. The Albeda College and the University of Rotterdam needed spaces for innovative courses and practical training in domains where large buildings are needed for machines and material.
- The city administration had the interest **to avoid a district becoming too peripheric, with risks for social cohesion.** Economic development issues have also been addressed through innovation activities: the harbour's activities in themselves did not have so much added value for the city, representing just a step in a long trade chain, while industrial research and start-ups have much higher growth potential.
- **Cultural heritage** authorities needed to recover spaces which have been crucial in the historical development of the harbour related activities of the largest European port. Cultural assets consist not just of the industrial buildings but also of related infrastructures that have been taken off by the Port Authority and remain integrated in the site.



"Educational facilities in the RDM part dedicated to classes and laboratories."

Economic, educational and administrative stakeholders developed a redevelopment project which addressed their different needs.

The alignment of these local interests, together with the relative freedom left by the ERDF managing authority in developing bottom-up local development projects were key factors to foster this project.

The main actors involved in the RDM project were already cooperating before and the port development has long been integrated in main government strategies, a factor which favoured the concentration of investment and fostered the dialogue between the different actors.

One of the assets which contributed to the initiative is the group of start-ups and innovative companies that took up some of the spaces made available aside educational facilities. Once companies started to locate in the former shipyards, new companies followed finding it interesting to locate there as well. A business friendly environment arose also because of clustering and shared workforce, places, and university and vocational training vicinity.

Box 2 The “knowledge alliance”

The shipyard buildings have been renovated and divided into two main areas: one dedicated to laboratories and educational facilities and the other one adapted to host a number of start-ups and innovative businesses (around 20 places are envisaged, but companies may rent more than one “block” if they need a larger space). The physical vicinity of the two types of actors is also contractually regulated among them. Selected companies to locate in the Innovation Dock belong to the same sectors as those constituting the study path of RDM hundreds of students: construction, mobility and energy, together with a focus on marine related activities to maintain the link with the historical use of the dock. Moreover, once they are accepted, they have to sign “knowledge agreements”, where they state that they are committed to work with the education training and research stakeholders. This precludes to the outsourcing of specific projects and research to the university, and to the engagement of trainees coming from the colleges for in-house working experiences possibly followed by real work contracts. Such a cooperation lasts about three years: once the developed product is ready for commercialization, the company has to leave the campus or start a new innovative project.

Innovative tools and practices

In 2007 the RDM acronym was symbolically changed to mean Research Design and Manufacturing and, next to that cluster of educational facilities and private companies, the Innovation Dock was developed. The presence on the same campus of university students and professors, vocational training facilities and start-ups makes it a unique blend to foster innovation and industrial research. Companies can easily transfer their needs to students doing research on the campus, and find skilled labour force. Students have

an early understanding of the requirements of the labour market and are guided in their initial steps into it.

Most of the companies renting spaces in the Innovation Dock (where they also get electricity, water, internet connection, and offices) are newly created ones, start-ups born from university projects. Some others are larger ones, but they are just allowed to rent spaces in the Dock for their research activities. This clustering between innovative businesses feeds new ideas and there is a circular supply of projects and skilled labour force between education facilities and companies.

The incubator management in the RDM project is a quite unique one. Incubators are usually placed next to universities training students in the same domain. In the RDM case, at the beginning of the project, there were neither universities nor incubators. The shared area was adapted at the same time for both activities. Moreover, the selection of companies entitled to rent spaces to incubate their new businesses has been made by the Albeda college itself. The educational facility chose between applicants, while usually the pull is more on the companies' side. In addition, the relationship between university and start-ups is ruled by a specific agreement (see Box 3). This is an innovative formula which seems to create an even stronger commitment between companies and schools. The acquisition of Innovation Dock was done by members of these three organizations, but the financial risk was on the Port Authority, which later on decided to take it in his own hand, always looking for contracting new companies following the goals of Innovation Dock.



"The Innovation Dock at RDM, spaces for start-ups and innovative companies"

An innovative incubation concept has been developed, while buildings renovation also took into account cultural and environmental aspects.

Box 3 The view of start-ups

Vincent Wegner, from RDM Makerspace, and Tim Huiskens, from Ampelman, provided the views of the innovative companies they work for. The RDM's first strength is the unique possibility of providing spaces of that size, which are very difficult to find in other places. The collaboration between city and university support for start-ups, together with the availability of such facilities were key to develop both companies. Moreover the simultaneous presence of other companies, universities and skilled workforce makes it easier for companies to subcontract part of their work or projects to other actors involved in the cluster. The vicinity between basic research and industrial facilities makes it possible to create demonstration prototypes which may not convince the market in the first step. In many cases, once the potential has been shown, with concrete applications, new products are commercialized, granting good performances for involved companies in terms of returns and employment growth, and reducing the time to market new products.

"The organisational vision articulates the co-operative, inspirational and innovative nature of this unique facility."

As for buildings renovation and adaptation, apart from fulfilling the needs of the new uses to which they would have been devoted, particular attention has been paid to the cultural heritage and environmental aspects. Cultural institutions and those responsible for the conservation of national heritage are constantly involved in the design of renewal projects. The aim is that of keeping as many existing facilities and details as possible. **Consensus is searched before renovating buildings and infrastructure so as to respect the historical and cultural value of the constructions:** even if the result may sometimes not seem efficient from an economic perspective, other values are constantly taken into account. This approach is in line with the willingness of the different institutional actors involved in paving the way for the people of Rotterdam to get closer to the shipyard area. The port of Rotterdam needs to improve the image of its facilities from a polluting to a greener and sustainable one, the city authorities want to avoid the detachment and isolation of peripheries, and educational facilities are interested in creating a good connection with the other areas of the city, where their headquarters are located.

Box 4 Environmental impact

The RDM project, in its aspect of environmental recovery, has built on the experience of the Rotterdam Climate Initiative, which started through the cooperation of the City of Rotterdam, the Port of Rotterdam, representatives of the corporate sector and the DCMR Environmental Protection Agency. The high level objective is to reduce CO₂ emissions by 50% developing innovative sustainable solutions, also together with Rotterdam educational and innovation actors. The RDM project fits this larger ambition in different ways: (1) first of all the recuperation of an industrial brownfield, then (2) innovative projects developed in the RDM are in large part looking for sustainable solutions in the construction, mobility and energy sectors, (3) RDM start-ups are sustainability oriented, and (4) the building renovation has followed sustainable and green energy principles. To give few examples, floor heating with heat waves circulation is the system used to warm the site up, electric motorcycles are developed by one of the start-ups, others are looking at ways of using the Maas water for heating and cooling, and the Heijplaat community is involved as well by the so-called Concept House, a prototype building and a living laboratory testing sustainable compact construction and housing solution.

Successes and challenges

The **open governance model** has proven to be a successful one in the development of the RDM campus, but this would have not been possible without a **clear identification of long-term goals and the strong effort by the main actors to attract partners and guide a dialogue with stakeholders** on the different options. The **long term collaboration between the Port Authority and the City Administration**, which has placed the port at the centre of a long term development strategy, generated trust, transparency, and a concentration of interests and investments which supported the project.

In the beginning it was not easy to convince companies to move on the campus, therefore the incubator facility had a slow take-up, since the area was a difficult one, almost abandoned. In the end, as a result of the success of the incubator, RDM is now renovating other buildings to host even more start-ups and, beside the main campus, the Port Authority is renting facilities to enlarge already established companies.

The campus is becoming now a location for smart and inclusive growth: innovation helps start-ups to grow into mature companies, offering good quality jobs not just to high level graduates but also to people following vocational training, thus expressing their full potential in sectors which are now strategic for the city of Rotterdam. **Benefits have been recognised by companies** (lower time to market, hence faster benefits to outscore costs, lower risks of bankruptcy), **by universities and colleges**, establishing easier and stronger coordination with private companies. Wider benefits are to be found in the entrepreneurship and innovation fostering a unique environment constituted by the RDM, which is a key element for the city economic development and social cohesion.

The revival of the urban area relates both to the day-to-day activities of the industrial research areas, and the flow of people working there, but also to events which led to the re-appropriation of the port by the population of Rotterdam, in occasion of events and open days. A better connection to the city centre through public transport lines previously absent also means integration for the population of Heijplaat, even if there are concerns in terms of big companies establishing their facilities next to the village.



"An external view of the main buildings of RDM and Innovation Dock."

"When renovating this building, we had to build a door to bring out their demonstration product. Now the company has grown larger, and we are building a larger door in the next building."

Place-based approach at work

Place-based features	Place-based approach put in practice
<p>Horizontal coordination, multi-level governance, territorial dialogue</p>	<p>The Port Authority, owner of the RDM site involved different stakeholders in the development of a project which would not only be profitable, but also improve the image of the port and respond to Rotterdam needs.</p> <p>Rotterdam University and the Albeda College have been two strong stakeholders in the project development, also investing their own money in the redevelopment of the area for educational needs. They also have a role in the development and maintainance of the incubation concept .</p> <p>Heijesplaat, the neighborhood lying beside RDM, once inhabited just by workers of the port, it is now a diversified neighborhood and has a say in new initiatives. Seeking consensus of the people living there was a priority of the Port Authority.</p> <p>The ERDF managing authority and the city administration as a whole have been involved mainly from a directive point of view. They establish concepts for regional development which leave local actors quite free to develop specific projects with a bottom-up approach.</p>
<p>Integrated functional areas</p>	<p>Urban planning and cultural heritage maintainance are two perspectives which were very well integrated in this particular project. The need to revitalise an area has been merged with the willingness to preserve an historical asset, not just from the physical point of view but also as far as know how and productive traditions are concerned.</p> <p>Education, research and innovation have been very closely related to economic development needs. The incubator is managed mainly through the directions given by educational facilities, which also choose the start-ups to host. There is a strong knowledge alliance between the two RDM pillars gaining from their co-presence on the site.</p>
<p>Evidence-informed policy making</p>	<p>The management of the project has been based on experience gained from previous projects of urban planning and incubators. The City Ports project for example is a major one which includes different regeneration activities in the Port of Rotterdam (beside RDM), such as "Stadshavens Rotterdam". Other incubators have been developed in the region showing how the vicinity between universities and strat-ups is key for their success.</p> <p>Leaving decision power to the actors at local level as much as possible has been identified as a very important factor of success. Local stakeholders are the ones which better understand their own needs, and the management authority tries only to provide high level guidance.</p>

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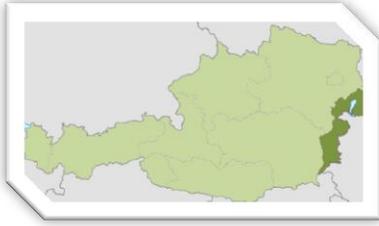
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Key facts and Figures

Country	Austria
Target territory	Burgenland
Territorial dimension	NUTS 2
Territorial typology	Rural and peripheral
CP objective	Convergence
Duration	1995-2006
Funding	EUR 180.397.429
TA2020 priority	<ul style="list-style-type: none"> – Promoting polycentric and balanced territorial development – Encouraging integrated development in cities, rural areas and specific regions – Managing and connecting ecological, landscape and cultural values of regions

In brief

When Austria joined the European Union in 1995, Burgenland immediately became an Objective 1 Region within European Regional Development Fund. Its peripheral location in Austria close to the Hungarian border, the low population density and a lack of industries caused economic dependence on jobs in Vienna. The funds were mostly spent to build up renewable energy industries based on local resources following a place-based approach to activate locally specific potentials. Today, nearly 50,000 new jobs have been created and the region expects to become energy exporter. This development was only possible thanks to an integrative approach balancing the diverging interests and needs from energy industries, environment, tourism, agriculture and research towards common win-win-constellations. Besides multi-stakeholder governance, a focus on local specificities formed the basis for differentiated strategic developments in the Northern and Southern parts of the region strengthening territorial cohesion.

Economic perspective needed

Burgenland has always been an economically lagging and peripheral area of Austria. With a population of 275,000 inhabitants, it is the smallest Austrian region. When Austria joined the European Union in 1995, Burgenland had a gross regional value added of only 63.5% of the Austrian average and was facing specific challenges to maintain and adjust an economic structure within the region:

- decline of the relative high share of employment in agriculture due to structural weaknesses in international competition (relatively small economic units);
- loss of industrial employment in traditional industrial sectors (mostly textile and clothing industry), facing severe cost disadvantages to competitors in Hungary or Slovakia;



The European Centre for Renewable Energies in Güssing as coordinator for R&D projects in South Burgenland

Severe structural challenges for Burgenland after the EU accession

- relatively low shares of tourism (compared to Austrian average), which was locally concentrated to Lake Neusiedl in the Northern part and focused on short-distance and one-day visitors from Vienna
- relatively low share of regional jobs causing a high dependence on commuting (40,000 commuters, 32.5% of regional employment) to other regions and higher unemployment rates for young people and women due to restricted mobility;
- lack of academic qualification and formal R&D (e.g. the first university of applied science was established only in 1994);
- limitations to urban service industries (the largest city in Burgenland–Eisenstadt had a population of only 10,500 inhabitants);
- economic disparities between the Northern part with a regional value added of 75% of Austrian average in 1995 and Central and Southern parts, which were only at 53% of Austrian average in 1995.

Renewable energy production as new economic perspective

Consequently, **a new economic perspective was needed to strengthen the specific capabilities within the region**, reduce the outflow of qualified workforce and decrease the dependence on the development in Vienna. Renewable energy production became such a new perspective **along different pathways in Southern and Northern Burgenland**, and both pathways were closely collected to the use of EU structural funds and programs.

Biomass in Southern Burgenland

Due to its even more peripheral location along the border between Austria and Hungary and a higher share of declining agriculture and forestry, structural challenges hit the Southern part of Burgenland earlier and harder than the other areas. **The first activities aiming at searching for alternative uses for residual waste from forestry and agriculture** (in particular wood and maize chips) in the production of electricity and fuel started already in 1989 in Güssing, a small Southern Burgenland town with 4,000 inhabitants. **These activities were supported by the local mayor and a local engineer**, who believed in the potential of biomass as alternative to imported fossil energy sources.

This local initiative led to the foundation of the “European Center for Renewable Energy (EEE)” in 1996 to bundle all local activities on biomass, act as gatekeeper and communicator **in interregional and international projects on exchange of best practices and serve as nucleus for applied research projects**. The Center was organised as an association (“Verein”) with representatives from the local

Forming a new industry based on materials from existing sectors and involving local cooperatives

municipality, the regional government, regional administrative body for EU programs (Regionalmanagement Burgenland), national government and private stakeholders.

Box 1 Extending knowledge by transregional collaborations

The development of renewable energy production from Biomass in Southern Burgenland started with community heating systems, which, however, are restricted in their efficiency due to the dispersed settlement structure in the rural area. The regional energy and technology agency together with R&D institutes and firms developed several strategies to look for alternative processes to generate and use biomass. These activities were usually parts of projects funded by ERDF and other EU programs to support transregional and transboundary knowledge exchange. One approach referred to the generation of liquid energy (bio-petroleum) from biomass. In a European collaboration, researchers from the university in Győr (Hungary) had expertise in liquefaction of residual plastic materials, researchers from the Technical University in Bratislava (Slovakia) had expertise with a cracker to generate a petroleum sufficiently thin to produce electricity, German researchers provided expertise with liquefaction processes and researchers at the regional university of applied sciences (FH Burgenland) tested the use of biological residual materials as well as other residual materials. At another regional testing facility, the use of this bio-petroleum in engines is tested. As a result, processes have been developed to use different residual sources for the production of energy.

With the Austrian EU accession, Burgenland became eligible to ERDF Objective 1 support. Two main strands of investments were realised to support the transformation of Güssing towards Europe's leading location for energy production based on biomass. Firstly, **the development and successive extension of a community heating system based on biomass was supported by investment grants** from European Agricultural Guarantees Fund between 1995 and 2006 (the local municipality owned 85% of the shares in the community heating system). 98% of the local population decided to join the heating system. Secondly, ERDF support was used to support the emergence of an **applied R&D infrastructure and market development for biomass products**. Several prototypes and collaboration projects were co-financed by ERDF.

Box 2 Güssing, a European model for local energy systems

One example for investment grants in later stages of market development refers to a gasification plant. Here, the efficiency of biomass gasification could be increased based on experiences of applied research in Güssing. The project costs for this investment (more than 357,000 EUR) were co-financed with 89,300 EUR from ERDF. In total, more than 33 million EUR project investments were realised in Güssing to build up a model location on renewable energy production based on biomass. The number of jobs in Güssing increased from 2,136 in 1991 to 3,388 in 2006. 50 new businesses were attracted to this small town. Local forest farmer and agricultural cooperatives own decentralised smaller biomass heating plants and also became suppliers to the biomass power plant. The model area of Güssing received several national and European prizes for its technological progress in biomass transformation and the organisation of a renewable local energy system.

Northern Burgenland: Chance and strategy

The Northern part of Burgenland had benefitted from the proximity to Vienna. The local labour markets in the 1990s, however, were dependent on jobs offered in Vienna and other regions to commuters. Renewable energy activities were not a major topic in this area until the late 1990s, when Austrian Wind Energy Association and a local mayor became main protagonists in fostering the use of ERDF to support investments in wind energy plant prototypes. Prestudies by the Austrian Wind Energy Association had demonstrated that areas in Northern Burgenland had a relatively high potential, but the expected ERDF support was the main attractor to take the investment risks. These first investments led to surprise when the productivity of the sites was 20-30% higher than expected.

Finally, it was recognised that the "Parndorf Plain", an almost treeless plain, 30 metres higher than its surroundings almost continuously lashed by a northeasterly wind, is one of the best areas for on-shore wind energy in Western Europe. Considering the feed-in tariffs for wind energy in Austria, wind energy therefore suddenly became highly profitable in this area. **ERDF support was particularly important at the beginning to catalyse first investments in prototypes.** At later stages (after 2000), ERDF support was restricted to prototypes of development programs to increase the efficiency. For example, a test series on eight wind energy plants on Parndorf Plain caused total project costs of 389,722 EUR, from which 58,458 EUR were funded by ERDF.

Prototypes with surprising good news on regional energy potentials

"The prevention of conflicts and generation of win-win-constellations is a major advantage for our region."

Box 3 Achieving win-win situations

In many regions, the development of new wind marks collides with different interests from local homeowners, environmental NGOs, tourism, agriculture and local politicians. The construction of 400 windmills was possible only in Burgenland, because these investments were accepted by all relevant groups. For the local policy, land- and homeowners, monetary incentives were available, as landowners could sell their land or invest on their own, while local budgets were fuelled by payments for infrastructures and permissions. These local budgets were spent for schools, nursery schools or other local infrastructures benefitting the local population. The regional energy provider as the main investor in wind energy sites offered shares with a guaranteed annual rate of return of 3% for ten years, which were also heavily demanded by the regional population. For environmental NGOs, the zones where any wind energy plant was prohibited to specifically protect birds along their usual routes were the crucial element for acceptance. The regional government agreed to implement a monitoring system to look at potential changes of bird routes or remaining risks by wind energy plants. Finally, the reputation as advanced wind energy location could also be exploited in tourism, as kite-surfing became a major trend, in particular at Lake Neusiedl in North Burgenland.

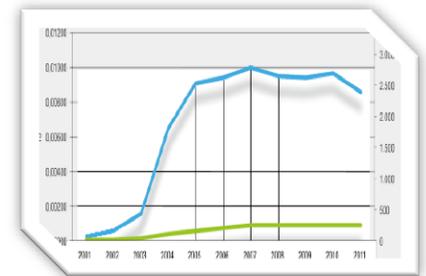
In total, four projects were supported during the program period 2000-2006 with 13.8 million EUR total project costs and nearly 1.4 million EUR from ERDF funds. **The regional energy provider was the main investor**

in new energy sites, but offered shares to the regional population to spread the profits of this development.

In this situation, the **regional government did not look for a maximisation of profits in wind energy business but for a consensus among conflicting interests.** Based on roundtables with NGOs, representatives from tourism, agriculture, Austrian Institute for Spatial Planning (ÖIR), local municipalities and other groups, zoning was introduced with areas where wind energy plants are strictly prohibited to protect the environment and other interests and areas where these plants are allowed and suitable.

At the end of 2013, 332 wind energy plants produced 755 MW electricity, which is more than the regional consumption. The political objective of regional energy autarky was met. Further growth in this field, however, is limited to "repowering" (substitution of existing plants with larger or more productive plants) or technological progress. This limitation for wind energy facility locations is key to the acceptance by all stakeholders and made the fast growth process possible.

Similar to the experiences in South Burgenland, **the renewable energy sector became a nucleus for a new regional industry attracting foreign investments and creating new jobs in the region.** In 2012, the German producer of wind energy facilities, Enercon, launched the production in its concrete factory in Zurndorf (Burgenland). These precast concrete tower segments are used for wind energy products in Austria, Germany and Central and East Europe. This factory – supported with 8 million EUR by national funds and ERDF – not only meant 200 jobs in the region, but also the establishment of a testing site for more advanced technology and studies on security issues. Consequently, the emergence of renewable energy industries contribute not only to the provision of energy and jobs but also to new forms of developing innovative capabilities, as will be explained in the next section.



Comparison between per capita production of wind and solar energy in Burgenland (blue) and Austria (green)

Building an innovation system

Traditionally, peripheral and rural areas face specific problems in building up innovation capabilities, as the share of highly-qualified academic workforce, education infrastructures and public and private R&D facilities is lower than in urban areas. The regional government in Burgenland used **the positive experiences in renewable energy industries to connect them with four elements to form a place-specific innovation system:**

- **Investments in technology centres and qualification.** In 1997, six technology centres were established with ERDF support to offer modern office, laboratory and production spaces at close distance to all parts of the region. The regional university of applied sciences with two locations (one in the Northern, one in the Southern part) already introduced its first

Setting up a regional innovation system from scratch



Zürndorf was the location for the first wind energy plants in 1997.

The "solar installer" qualification program: total project costs of 110,000 EUR, of which 50% were funded by INTERREG III A Austria-Hungary.

Focus always on research appropriate for a rural region

academic programs in 1994. Since 2001, the university focused programs on core competences in energy and environmental management. Additionally, regional research facilities like the European Centre for Renewable Energy in Güssing serve as interfaces between international research, application and consultancy services for regional SMEs. The basic strategy in the region is to look for low-threshold services for regional firms and to concentrate on applied solutions for regional challenges. Energy production based on residual materials as biomass became a major focus in R&D benefitting ERDF funds. Qualification programs were also directed towards regional labour markets reversing the "brain drain" and emigration process in place since 1990 for academic workforce: nowadays graduates from the regional university of applied sciences find their jobs in the regional energy and environmental industries. Similarly, advanced qualification programs for craftsmen in fields of renewable energy industries, e.g. a "solar installer" to connect skills from roofers, heating installers and electricians, also improved the performance in the regional labour markets.

- **Coordination infrastructure to facilitate connections and exchange.** The regional business promotion agency introduced two agencies with special focus on the development of technological skills ("Technologie-Offensive Burgenland) and renewable energies ("Energieagentur Burgenland"). These agencies offer strategic consultancy services for firms as well as for the regional government, support the development of projects and organise public funding. They serve as nodes within emerging systemic linkages in the region and between regional actors and international partners.
- **Connections with more advanced research institutes in other regions.** The regional R&D facilities in Burgenland are particularly focused on applied research and experiments, only 5% of all R&D expenditures in 2009 were used for basic research. Cooperation projects with universities and R&D institutes helped to include more basic research elements and to integrate experiences from other fields of application (see Box 1). The diversity of materials used as biomass and source for energy production, the prototypes tested and the experiences in this field of research mark the unique competences of Burgenland researchers and facilities within this field of interregional R&D collaboration. Although the share of R&D expenditures in the regional GDP is still relatively low (in 2009 0.7% of GDP, compared to 2.7% for Austria), the visibility of regional R&D activities in the field of renewable energy increased remarkably during the last two decades with advanced experimental facilities and several global market leaders in the field of biomass transformation into

renewable energy now located in Southern Burgenland.

- **Private investments from other regions.** The aforementioned attraction of a concrete factory for precast concrete towers in the wind energy industry is only one example for new investments by firms from renewable energy industries or related segments like energy storage (battery technologies) or energy efficiency. The regional government offers strategical investment grants to focus on the attraction of private investors in the field of renewable energy and on investments beyond the traditional contract management to achieve an impact on the regional innovation system. These investments also provide knowledge from other regions and extend the regional R&D expertise in experimental and applied research.

"We cannot provide high-end research, but with our university of applied sciences and research centers applied research is possible"

The focus of these activities was always influenced by the specificities of the rural and peripheral structure of the region. Applied and experimental research with linkages to regional resources were realised as an opportunity to complement more advanced basic research in other regions. Concentrating on new ways of renewable energy production was also a way to deal with the limitation of energy efficiency in a rural area, where individual car mobility is still needed and economies of scale and scope reach their limits in more dispersed settlement patterns with detached houses.

Building trust and cooperation attitudes

The approach towards transformations into renewable energy industries in Burgenland can best be described by a **pragmatic "test – reflect – extend" methodology**. **At the beginning in Southern and Northern Burgenland, first prototypes were realised, which then led to increased awareness of the actual potential of these energy sources.** A remarkable adjustment can be observed in the relationship between renewable industries and tourism. At the beginning, the main objective of involving stakeholders from tourism into decisions on renewable energy investments was to avoid or minimise negative impact of these investments. **The exchange of experiences between representatives from tourism and renewable energy sectors, however, even led to mutually beneficial activities**, for example:

- More and more tourists came to visit Güssing as a model region for renewable energy systems. Together with ten municipalities in South Burgenland and the regional guild for woodwork, the European Center for Renewable Energy (EEE) organises bike tours for tourists to visit renewable energy facilities and wine farms.
- In Northern Burgenland, the wind energy facilities became part of a marketing campaign for kite and other touristic programs based on wind power.

*Renewable energy as part of
eco-tourism*

This **integrative approach aiming at including different industrial sectors was only possible due to earlier experiences with stakeholder dialogues**. The increased personal contacts and awareness on the potentials of the other industries encouraged to start first joint activities.

Concluding remarks

Summing up, the activities in Burgenland were driven by a **focus on the distinctive specificities in the Northern and Southern parts of the region**. With a low-threshold strategy and **continuous integration of local stakeholders**, systemic elements of innovation capabilities could be developed in a rural and peripheral area. The **multi-sector approach** was initially not at the core of the strategies but emerged subsequently drawing on reflections of early experiences. Today, the region is still the Austrian state with the lowest GDP per capita. In contrast to the 1990s, however, the gap to other regions could be reduced and the economy became more competitive with territorial innovation capabilities and jobs based on renewable energy resources. The employment rate increased, in particular thanks to increased female employment. The number of commuters could be halved. Between 1995 and 2006, the most important period of EU funding for Burgenland (after 2007, Burgenland became phasing-out region), 28.5 million EUR from EU structural funds and programs were used to support 253 projects in renewable energy industries in Burgenland with total project volumes of more than 180 million EUR. The relationship between EU support and project volume underscores the role of **EU funding as a catalyst to encourage investments and to initiate a process**. In 2001, Burgenland produced only 50% of the Austrian average in per capita renewable energy. **In 2010, it reached the Austrian average, and in 2013, it reached energy autarky. The current strategies, however, are directed towards 2050 and to the expectation of becoming a net exporter of energy.** The spirit of this strategic focus is best put in the words of Johann Binder, Managing Director of the regional technology and energy agencies: “Energy autarky based on renewable energy sources is only a defensive goal and not enough for us. Becoming net energy exporter with our renewable energy sources is our economic opportunity”.

Becoming net energy exporter as regional economic future vision

Place-based approach at work

Place-based features	Place-based approach put in practice
Horizontal coordination and multi-level governance	<p>Regional agencies and centers serve as coordinators and strategic consultants during the process.</p> <p>Early involvement of all relevant stakeholders facilitates the development of win-win constellations and acceptance.</p> <p>Continuous feedback mechanisms and coordination with partners on the local, national and European level increase the leverage effect of EU support.</p>
Integrated functional areas	<p>Early integration in the emergence of regional innovation systems increases the impact of investments and leads to long-term structural effects.</p> <p>Coordination with other relevant regional sectors (tourism, wood processing, agriculture) opens the pathway for synergies.</p>
Evidence-informed policy making	<p>Continuous strategic processes and publications of mid-term strategies support the transparency of the transformation process to all stakeholders and increase the legitimacy of targeted decisions.</p> <p>Continuous reflection of the regional specificities (rural location and settlements, natural resources, limited formal R&D) helps to use appropriateness as major criterion for targeting decisions.</p>

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Key facts and Figures	
Country	Belgium
Target territory	Antwerp city
Territorial dimension	NUTS 3
Territorial typology	Urban
CP objective	Competitiveness & Employment
Duration	2008-present
Funding	N.A.
TA2020 priority	– Encouraging integrated development in cities, rural and specific regions

In brief

The city of Antwerp has distinguished itself as capable of implementing a coherent range of correlated initiatives to tackle education and youth issues. The timely identification and understanding of the specificities of urban areas, which relate schooling issues with behavioural problems and social inequalities, has led to different attempts of coordination between the different actors which culminated in an institutional reform of the General Education Policy Department. European Regional Development Funds have been smartly used to substantiate a locally developed strategy: offering to all Antwerp students access to an equally qualifying education to tackle the lack of qualifications and weak transition between education and labour market. A complex net of initiatives has been pooled, starting from existing capacities and previous projects, and substantiating them thanks to different funding programmes. The involvement of non-education stakeholders has been possible thanks to the leadership granted to the Antwerp General Education Policy Department. Examples described below are the Youth Coaching Network and the Talent Houses. The overall organisation of education policies has been recognised as benefitting not just students and their families but also urban society and economy at large, in line with the TA2020 priority of encouraging integrated development in cities.

Education and youth issues in Antwerp

The city of Antwerp displays some specific features of **urban multiethnic areas** in relation to education and youth problems, among which changing demographic evolution, **with high rates of non-native students, and a high level of unqualified school leavers**, almost double with respect to the Flemish average. The need to give equal access to quality education to all people in Antwerp is spelled out in the objective of the city General Education Policy department: "Every person in Antwerp gets and takes the opportunity to obtain a qualification that gives access to higher education or the labour market and that leads to an active and responsible citizenship and to a broad personality formation". The policy target group is mainly composed by migrants and people who do not share the local mother tongue and who display unequal schooling and social achievements. The focus on diversity, migration issues, and not home language speakers is needed to address most of the schooling issues, but it also represents an asset of urban



"Mapping problematic urban areas and guiding intervention"

The Antwerp case shows how education policies have to be adapted to urban areas

situations and an occasion of growth for students. Being poor schooling performance often associated with deviant social behaviour, easier to find in urban areas where communities of different origins tend to create separated groups, the coordination of sectoral policy, in line with a territorial based approach, generates positive results in terms of schooling achievement, but also social inclusion and urban security.

Box 1 Antwerp's specificities in numbers

"Over 60 % of all children in primary schools in Antwerp are non-native (Dutch) speakers. At home they speak the language of the > 170 nationalities that make up the population of Antwerp. The largest group of "immigrants" is of Dutch origin, but the largest ethnic community in Antwerp is Moroccan Berber families, followed by communities of Turkish, Kurdish, Polish, African and Chinese origin. Antwerp hosts a very large Jewish community."

Source: www.comparelocaleducation.eu

"We work for positive objectives. We prefer saying we want to give all people quality education rather than saying that we are simply fighting early school leaving"

Origin and enabling conditions

The Antwerp schooling systems is composed of different educational organisations, with specific pedagogical and religious backgrounds. City and state schools exist as well: once managed by the public authority, they are organised as autonomous agencies since 2009, functioning in a similar way to the other private groups. The general education issues and challenges are shared by all of them: the specificities of Antwerp, with a high rate of foreign students, often performing worse than their native peers, are met in all schools since they all serve the same mix of students. **Local administrators identified inefficiencies in the lack of cooperation among school clusters:** the need of a leading independent management has been addressed during the last decade via governance changes described below.

Key local assets in the Antwerp education environment are represented by the panoply of NGOs and projects that deal with schooling and youngster problems. Their objectives are specific but connected with each other: avoid truancy or school abandonment, help young people integrate with the local population, also by assisting them in finding a job. Many of these initiatives have been present since early nineties and different attempts to create an integrated cluster have been made. The knowledge base and the operational strategy were dispersed into different projects as well. As a result, a local-based approach has been implemented to exploit the city specificities in adapting European strategies.

The governance evolution

The lack of an independent coordination of the different education actors generated inefficiencies and effort duplications. In 1998 the city council created an education council to gather all actors involved in education. **In 2002 the coordinating actor became the Antwerp General Education Policy department, and in 2003 this was officially integrated in the City Administration, which took up the lead of a dialogue which already existed in some forms, but was not a common established practice.** This role has been strengthened by the Flemish decree of 2002 which created the so-called LOPs, Local Education Platforms, in all Flemish regions, to support schools in achieving their goals and in better helping socially deprived people. These two advisory boards co-exist in Antwerp and have representatives on each other's boards, sharing tasks and responsibilities. The official tasks' delegation which came first from the City Administration and was reinforced by the Flemish intervention assured the Department the needed power and credibility. National authorities have been able to give a prompt reply to the coordination need signaled by local actors, thus granting the integration of the territorial dimension within different policies at all governance levels.

The city education department grew from a number of 4 employees to a number of 80 people working on education issues from different angles: this made it stronger in terms of human capital, but also required internal leadership and cohesion to implement innovative projects. The main objective is that of making education actors work together, visiting peer schools and discussing shared issues. It has to keep on providing incentives for schools to cooperate, since it remains difficult for single actors to show weaknesses to their peers. The fact that the people coordinating the dialogue are not the teachers in the first place, but rather public managers, makes the work more effective, since the latter have an independent broad view.

The integrated approach

The Antwerp General Education Policy department considers education issues as part of a spider web, made up of numbers of correlations. **The dialogue between stakeholders has both horizontal dimensions, within different education actors and policy departments, and vertical ones, towards higher administrative levels.** At higher governance levels (e.g. EC, National Administration) different policy departments (e.g. education, economy, labour ...) set out their objectives in a relatively independent manner. Local Antwerp authorities, knowing their citizens needs, apply for different funding programmes, at different government levels or in different policy areas, to substantiate their long term strategy.

The dialogue has both horizontal dimensions, within different education actors and policy departments, but also vertical ones, towards higher administrative levels.

Box 2 The funding mix

The sustainability of the network of initiatives dealing with education issues is addressed by finding financing sources via different programmes. European and national policy initiatives are constantly screened to make sure the right mix of projects is supported. There has recently been a change from a large share of public service provision by the city towards a more market oriented approach: the education department made sure that no education problem remained without a solution channel. It also takes care of finding and mixing the relevant public funding, which is then committed to projects and private service providers on the basis of calls, contracts and indicators-based performance monitoring.

“Local authorities have the possibility of picking from different [policy] silos whatever mix they need for their local community, like a shake whose resulting flavour has to be adapted to local needs.”

The **integrated approach has been identified as the only way of solving a set of combined problems**: schooling and youth issues cannot be addressed from a single perspective, because doing so would also impact other aspects of the youth social life. The main advantage of the integrated approach in the Antwerp case is that of allowing quick effective solutions without too slow bureaucratic paths. Gathering all the actors and addressing one issue from diverse perspectives makes it easier to find operational solutions. The collaborating practice between Antwerp policy departments has positive spill-overs on issues not directly related to education. **Beside the general education policy, other policy areas are considered and developed in parallel, since they share related objectives**, including youth policy, cultural policy and sports, labour and unemployment, migration and justice.

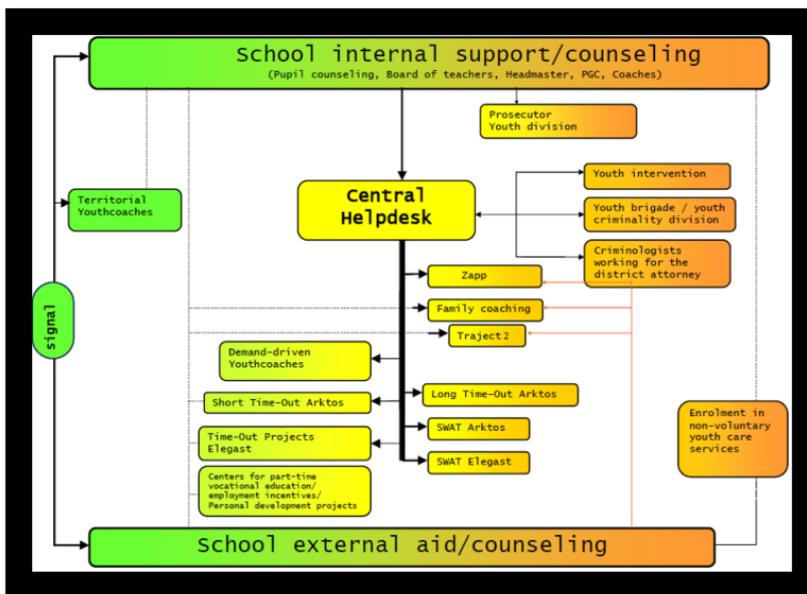
Within the broad system and the insitutional setting, individual initiatives are delivered. The “**Youth Coaching Network**” is the bulk of a set initiatives addressing school leaving and truancy. The projects, in line with the education policy as a whole, have the objective of granting all people in Antwerp good schooling opportunities, bringing them to the end of their school cycle, either granting access to higher education system or certificating students’ achievements towards the labour market. School retention has been found not to be the solution, and a more personal coaching approach is now provided to accompany students in the identification and solution of their problems.

School representatives ask support for their specific problems to the Central Helpdesk, whose members, knowing all the projects activated, can guide schools to the most suitable solution. The success of this tool is shown in increasing numbers of contacts by schools. Moreover, meetings are held among the different actors (in this case especially the police and social services, together with coaches and schools) involved in youth issues, to keep all projects organised and avoid duplications or lengthy answers to youth issues. Timeliness is key to avoiding problem worsening, and it is based on



“Youth coaches (2014)”

the network approach under the leadership of the Education Department.



The fact that coaches are young people who suffered problems similar to the ones tackled by the network is a key for success. Being these coaches part of local communities, they have “street credibility” in front of their peers. Young coaches as well benefit from this project, which represent a first certified job experience, sometimes followed by real jobs in the social services field.

Box 3 A panoply of projects

- *JOCO*, to prevent school drop-out by working on creating a positive attitude in students that tend to drop out by inappropriate behaviour or by truancy with the help of 4 youth coaches. Youth coaches can pick up the first signals of young people in trouble and, consequently, react quickly before things get out of control.
- *Jobtrial*, to get a first good working experience (for people from 18 to 26 years, with low schooling grade) while helping other young people and to get training and a certificate at the end of the contract.
- *TRAJECT2*, coaching young people between 12 and 18 on a one-to-one basis.
- *PINA-18*, especially focused on coaching new-comers.

Moreover, different structures cooperate in helping youth at risk dealing with schooling problems (*PRISMA*, *SHORT TIME-OUT*, *TIME-OUT*, *GOTA*, *JOS*, *EPISODE*, *S.W.A.T*).

Another example of implemented initiative is provided by the so-called “**Talent Houses**”: corporation-type institutions, organised around thematic issues, which group education actors, companies’ associations, labour unions to address the needs of specific industrial

and economic sectors of the city (e.g. Constructions, Industry, Catering and Hotel, Teachers). Moreover, the cooperation between the Coaching Network and Talent Houses let all the different stakeholders address problems which attain to their group but also influence the solution of those pertaining to other groups. Every two years a report about Antwerp economic needs is released, also analysing the mismatches between education paths, skills and needs of local economy, and the shortage of skilled labour force in specific sectors, letting schools and education facilities adapt and better answering to labour market's needs.

Networking elements are to be found both in the policy implementation, as demonstrated by the two examples provided, and in its development. The different stakeholders are constantly involved in the dialogue which accompanies policy monitoring and adjustments. These activities are guided by the Antwerp General Education Policy department which organises meetings with other components of the city administration (those in charge of labour and unemployment policies, of economic development, of migration issues...) and with interested social partners (companies' associations, labour unions, parents' associations and students' representatives). **A dialogue has also been established with similar cities in Belgium**, in line with the TA2020 invitation to collaborate in finding common solutions and utilise territorial potential by sharing experience. Exogenous actors in the dialogue are peer civil servants facing similar issues in their urban areas, exchanging on respective solutions and methodologies.

Knowledge flows as a key success element

The integrated approach described also supports the spread of needed information at different levels, contributing to the creation and sharing of territorial knowledge: policy makers need it to be aware of the local issues to guide their strategies; the different thematic administrations to better exploit synergies and coordinate efforts; schools to implement strategic activities in a coordinated and effective way; peers to improve their approach and develop ideas. Information is flowing in different directions: from schools to central data collection centres, to the city different policy departments, for better grounded policy making and monitored implementation. Collected evidence is then aggregated and brought back to schools, inviting them to observe their trends and make comparisons with similar schools (being them real or virtual ones, built upon data).

The education policy of Antwerp has been involved in European peer reviews projects: sharing experiences with other cities has been a reassuring and fruitful way leading to improvements in policy

development and implementation. These “**critical friends’ reviews**” started as study visits, but evolved into smaller groups of administrators analysing thematic issues from a differentiated perspective. The share of knowledge and experiences has been organised via networking events, knowledge brokerage and critical group reviews. The result is a community of knowledge and practices, learning through open comparison and discussion.

On a local level, baseline indicators have been established, for example about the number of students leaving the school path without a certificate, or about truancy. The aim is to identify trends, and assess the efficiency of Antwerp specific initiatives: one expressed need is to establish a European focus on urban areas’ education issues which are shared by a large number of cities. Thanks to monitoring and evaluation, the Antwerp Education Department is constantly gathering the attention of the Flemish administration, by showing results in a bottom up way, and participating to European activities displaying best practices. **This results in the policy development being more sensitive to local needs and initiatives**, on the basis of trust in local authorities’ efficiency.

“All funded projects are generated through calls for projects which have resulted in an abundance of sometimes very creative ways to cope with the schools’ education challenges.”

Concluding remarks

The evolution of policy development and management in Antwerp shows how local based approach can be successful if there is enough responsibility allocated to local actors, which are at the same time clearly recognised as coordinators of specific networks. Once the General Education Policy Department has been institutionalised as part of the Administration and allocated the role of managing the dialogue between different schools and projects dealing with education issues, it has gained enough credibility to become leader of a dialogue which also involved other parts of the Administration. The good performance showed in its role, underlined via the participation in European projects, gave it even more credibility in front of other departments and higher administrative levels. The added value of European funds is that they allow for trial projects, not large in terms of financing, but importantly innovative. This “**pilot projects approach**” is useful in gaining additional, local and regional support for developing strategies, in view of projects’ take up by other actors.

Place based approach at work

Place-based features	Place-based approach put in practice
Horizontal coordination and multi-level governance	<p>The different departments of the city Administration cooperate to address social issues involving youth people, of which school leaving is only a symptom.</p> <p>The national and European authorities are kept informed of policy performance and local needs.</p> <p>The Antwerp General Education department maintains a network of all projects and actors involved in education, providing a Central Helpdesk to support them and organizing exchanges of knowledge and practice.</p>
Integrated functional areas	<p>The education departments cooperate with the parts of the administration dealing with youth and cultural policy, but also labour and unemployment, as well as migration and justice.</p> <p>A strong cooperation is maintained also with social services and local police to address together youth issues in an urban perspective.</p>
Evidence-informed policy making	<p>Evidence is collected by the General Education Department and then analysed and shared via regular reports, delivered both to education actors and to other levels of the administration.</p> <p>Different peer reviews projects have been implemented, gathering theoretical knowledge and sharing experiences and practices with similar cities.</p>

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Key facts and Figures	
Country	Germany
Target territory	Municipality of Duisburg
Territorial dimension	NUTS 3
Territorial typology	Urban area, old industrial region
CP objective	Competitiveness & Employment
Duration	ERDF 1995-2005 (Logport 1), 2005-2008 (Logport 2)
Funding	<p><u>Logport 1</u>: Total Budget: EUR 200,000, of which :</p> <ul style="list-style-type: none"> – ERDF: EUR 43,892,000 – State and municipal government: EUR 156,108,000 <p><u>Logport 2</u>: Total Budget: EUR 52,000,000, of which:</p> <ul style="list-style-type: none"> – ERDF: EUR 21,186,000 – State and municipal government: EUR 30,814,000
TA2020 priority	<ul style="list-style-type: none"> – Improving territorial connectivity for individuals, communities and economies – Ensuring global competitiveness of the region based on strong local economies

In brief

For more than a century, economic well-being in the city of Duisburg was closely connected to the development in the mining and steel industry. When one of the best-known steel factories was closed down, State and city joined forces and decided to use this opportunity as a catalyst for the transformation towards logistics as a new local and regional lead industry. The development of a tri-modal traffic infrastructure (port, railway and road) on the former industrial site created a unique asset as international logistics location. The key to this development was the recognition of the geographical and infrastructural specificities of the territory as main asset for a place-based approach of strategic transformation. Today, a leading international logistics cluster has emerged with strong linkages to science and academic qualification, and the local port is now the largest inland port in Europe.

Origin and challenge

Duisburg, a city with nearly 500,000 inhabitants, has a long tradition in mining and steel industries. Being located at the Western border of the Ruhr Area with access to the river Rhine, it became a perfect place for heavy industries with ideal transport infrastructures. In the 1960s, with more than 70,000 workers being employed in the local steel industry, Duisburg was one of the wealthiest cities in Germany due to high tax inflows. However, during the 1970s and 1980s, a steady decline started in the steel industry, and in 1987 one of the most traditional steel factories (founded in 1890) in Duisburg-Rheinhausen was announced to be closed down. The remaining 6,000 workers organised a campaign to prevent this close-down and



The "bridge of solidarity" was named to remind on protests of 50,000 workers from 60 steel factories against the close-down of the mill in Rheinhausen on this bridge in 1988

reached a high level of solidarity in the region as well as media awareness. Nevertheless, the steel production at this site was terminated in 1993. The focus on traditional industrial structures has led to high structural unemployment, deficits in service and technology-intensive industries and relatively low rates of self-employment. Territorial cooperation between neighbouring local municipalities was traditionally weak, as the administrative structure cut the Ruhr Area into three parts belonging to different districts (see box 2).

Box 1: Emerging territorial institutional structures

NRW (NorthRhine-Westphalia) is a German State (NUTS-1) with more than 17 million inhabitants. At the NUTS-2 level, five administrative regions exist. For the old-industrial cities of the Ruhr Area as Duisburg, however, this structure was not appropriate, as the Ruhr Area belonged to three different administrative regions with diverse economic and settlement structures. In 1987, the State government in NRW implemented a regionalized structural policy by offering funding for projects in smaller old-industrial regions (according to labour markets or chambers of commerce) based on regional development concepts, which were the result of stakeholder conferences. These experiences formed the initiation of steady regional stakeholder conferences, which gained expertise in conceptualization and mutual exchange of experiences and formed the nucleus for more industry- or problem-focused cluster and network initiatives. As a result, territorial actors learnt to know each other and increased their competences in local planning.

The State government of Northrhine-Westphalia (NRW), however, reacted already in 1987 to these structural challenges with two specific initiatives:

- They organised **multi-stakeholder conferences** in the affected regions with representatives from municipalities, chambers, industrial associations, trade unions, churches and private NGOs to look for economic alternatives.
- They established a **program** (Future initiative for coal and steel regions, from 1989 Future Initiative for regions in NRW; ZIM/ZIN) **which offered financial support only under the condition of regional development concepts based on multi-stakeholder conferences.**

For Duisburg, this approach implied two important consequences. Firstly, the multi-stakeholder conference led to the **identification of key expertise for potential future industries, which particularly favoured a focus on logistics as a new promising leading sector.** The city of Duisburg is indeed in a favourable position for logistics purposes: it is part of a metropolitan region with more than 30 million

Multi-stakeholder conferences and territorial approaches as new State policies in the 1980s

people within a range of 150 kilometres and suitable transport infrastructures, in particular the inland port with direct access to seaports of Rotterdam, Antwerpen, Amsterdam and Zeebrugge. Secondly, the territorial approach fostered the cooperation of stakeholders from Duisburg with neighbouring municipalities along the Lower Rhine outside the Ruhr Area. For the actors in Duisburg, this collaboration opened up new perspectives beyond the existing industries based on the opportunities of the geographical location.

A close dialogue between State and City

The close-down of the steel factory in 1993 meant the available area of a derelict land of 265 hectares in Duisburg needed to be cleaned up and redeveloped. Due to the relatively high number of derelict areas with industrial and hazardous history, the State government of **NRW introduced several instruments to organise the redevelopment of those areas and the funding of these activities in collaboration with former owners and to provide planning expertise.** These activities were bundled in a primarily state-owned non-profit company. In the case of Duisburg, this company provided planning expertise for the potential redevelopment of the area. Additionally, the State government supported the idea of converting the area into a logistics centre, integrated into a tri-modal infrastructure with direct links to the inland port, and offered financial aid. It was only thanks to the **strong commitment by the State government that the local municipality and the stakeholders eventually decided to follow this idea and to take the risk of focusing on logistics as a new leading industry.**

In 1998, the local port company acquired the area and formed a joint project development company “LOGPORT – Logistic Center Duisburg-Ruhrort GmbH” with the State of NRW and City of Duisburg as additional shareholders. The idea of this organisation for the implementation of the project was to combine the operational expertise of the local port company, responsible for the redevelopment and modernisation activities as well as for the acquisition of customers with the political commitment of the City and State government. The budget for this project was 200 million EUR with 43.8 million EUR from ERDF. As a major infrastructure project within ERDF, it had to undergo several benefit-cost-analyses to demonstrate the value added to the regional economic development. Despite these analyses, the investors still faced relatively high risks of failure and missing acceptance:

- The relatively **high amount of advanced payments before any revenues caused pressure** on State government and port company to find customers in a short period of time.
- The **poor state of the derelict land at the beginning of the project** (e.g. no access to public energy, road or wastewater

*Project development company as
multilevel and public-private
organisation*

infrastructures, only few old industrial halls) complicated the early acquisition of customers, as the latter had to believe in future potentials and tailor-made solutions during the land redevelopment for them.

- The project idea was based on the trimodal infrastructure (inland water, railway, road) as a unique selling proposition of the area. Therefore, **the promoters had to wait for the “right investors”**, who were actually looking for this type of infrastructure, and to reject potential logistics customers without this demand despite the high pressure to present customers.

“It was a major challenge and a major achievement that we all agreed to wait for the right customers to come despite a pressure to generate revenues to this huge investment”.

The experiences with this specific commitment to the strategic idea of a trimodal logistics infrastructure and the expected difficulties in attracting customers at the beginning intensified the collaboration among the shareholders and between State and local level. Fortunately, the first clients, including New Wave Logistics -one of the world leading logistics companies-, could be attracted already in 1999, when the area was still in a process of early redevelopment. The requirements of these early investors could be included in further development processes and led to an early reputation as an attractive area for logistics.

Box 2: Restructuring of local firms as territorial asset

When the local port company in Duisburg (Duisburg-Ruhrorter Häfen AG, HAFAG) acquired the abandoned former industrial site in Rheinhausen in 1998, the company was focused on a conservative business of port management with steady, but shrinking revenues due to the industrial decline in the steel industry. The LOGPORT project offered the opportunity to grow and redefine the business fields along the experiences with customers. Today, the company (now Duisport AG), still with the State of NRW and City of Duisburg as only shareholders, defines its activities along three lines: (1) infrastructure, including the port and Logport infrastructures, (2) transportation and logistic services, including railway services, cargo services and facility management, and (3) packaging logistics. In the field of infrastructure, the company uses its experiences from the Logport projects in a strategic partnership with the largest German coal mining corporation to cooperate in the redevelopment of former coal mining sites. During the last fifteen years, employment in the firm increased from 190 to nearly 1,000 with most of the business still directly linked to the development of local and regional logistics and transportation processes.

Originally at the beginning of the 1990s, **most reactions in Duisburg to the idea of logistics as a new leading industry for the city were skeptical**, as the actual job potential of the industry raised doubts and the quality of these jobs and qualifications needed were assessed as relatively poor. During the 1990s, however, structural changes in many industries led to an increasing share of contract logistics, where firms almost completely delegated all tasks of logistics to specialised service providers. This increased complexity of

value added in the logistics sector did not only mean high growth rates for the specialised service providers, but also an increased share of better qualified employment, necessary linkages to universities and research institutes and knowledge-based collaboration. As a result, **the local university in Duisburg received an endowed chair for logistics and built up a specific expertise in academic qualification in this field** (for now seven years in a row the local university received the prize for the best academic qualification in logistics in Germany). Therefore, logistics lost its originally relatively poor image as simple service sector with low-qualified jobs and huge negative environmental impact.

Improving education and knowledge in logistic matters to overcome initial scepticism

Delivering and extending

The involvement of State and City into the joint development company led to a strong synchronisation between the project development and the regional conceptualisation and effective delivery of the expected change. While the State government originally planned a duration of eighteen years for the whole development of the area, this final step could already be reached after eleven years. The project costs could be kept at 5% below the original budget.

Already at the beginning of the process, and responding to the request by the former workers of the steel mill wishing to look at (missing) remainders of their past, an **open day was organised to involve the local community and associations. Continuous communication fora also served as elements to maintain local acceptance and addressing also their needs in the project design.** For example, the needs of local population were considered by limiting local road traffic and by continuously monitoring the compliance of logistics firms to these restrictions.

The positive experiences encouraged State and City to extend the project to another abandoned area at the Rhine in Duisburg *vis-à-vis* the Logport area. This area of 33 hectares had been used for zinc and lead production and as a waste processing site, which left behind heavy contaminations. It became Logport II. The investment costs for this project, once again based on trimodal connections and realised between 2005 and 2008, were 50 million EUR. For this area, Audi AG became a lead investor with trimodal needs in organising the transport of automotive parts to China.



*Excerpt from the Logport area
Source: Duisport
Foto: Blossey 02381-953515*

Extension of the project due to positive experiences

Territorial assets and networking

Based on the early developments at the end of 1980s, **local development in Duisburg was closely connected with regional collaboration and networking.** Duisburg became part of the Region "Lower Rhine" with neighbouring cities located at the same inland

“You get to know whom to ask in certain situations and what is going on in the industry and the region”

waterway. Accordingly, common challenges and opportunities were recognised within this region. Stakeholders from logistics firms, universities and research institutes got together and, based on continuous contacts, collaborations and social events, the “logistics initiative Duisburg Niederrhein” emerged as cluster organisation to facilitate the exchange of knowledge in the region and communicate the strengths of the location.

Simultaneously, the State government of Northrhine-Westphalia supported the development of cluster and network structures along core industries. Besides the “logistics initiative Duisburg Niederrhein”, another major logistics cluster was established in East Westphalia. Today, 230 logistics companies and organisations dealing with topics of logistics are organised in NRW. In 2010, a regional logistics cluster initiative in the Ruhr area (Efficiency Cluster Ruhr), including actors from Duisburg, was elected as a “leading-edge cluster” by the Federal government. This cluster includes 160 companies, twelve scientific and educational institutions, and has a total budget of EUR 100 million for projects available within the period between 2010 and 2015.

A thick web of different cluster and network activities

All these cluster activities aim at intensifying knowledge exchange and getting to know about complementary partners along different competence fields. **These networking structures make it possible to cover logistics needs for a great variety of sectors, to invest in new technology solutions within the logistics sector**, e.g. RFID activities or other elements to include modern IT, and to minimise the environmental impact from logistics. As a result, the sectoral focus on logistics at the beginning of the project was transformed to more integrative elements of regional competitiveness by using IT elements in logistics as key enabling technologies in the region. While the State government originally focused on active support to form clusters and networks in the logistics sector, the self-reinforcing processes of mutual support in the clusters and potential linkages to other regions today allow for a role of the government as moderator and potential coordinator.

Evidence of success

Today, all Logport areas have been marketed. **More than 4,000 additional jobs have been created by 50 firms on the areas**, which means that today more workers are employed on the areas than in the last years of the steel mill. A wide range of different logistics firms is located from electronics distribution of Hewlett Packard to car components of Audi. The local port increased the turnover of containers between 2000 and 2013 from 670 twenty-foot equivalents (TEU) to 3,000 TEU. Three times a week, freight trains connect Duisburg with Chongqing in China along a route of 10,300 kilometres. The investment in this logistics area remarkably improved the connectivity between Duisburg/Rhine-Ruhr Area with all parts of

the world and supported the establishment of a new leading industry in an old-industrial environment.

This success was closely linked to the specificities of the project's history. The **multilevel governance approach to foster structural changes** was relatively new for NRW. **The State level offered political commitment and financial means as well as planning expertise, while the regional and local level provided the involvement of relevant stakeholders from local administration, business and universities.** The commitment of the State government was particularly decisive for local actors to agree with the risk of the huge development project. The local port company used the project to re-define itself as diversified service provider and played a decisive part in promoting management perspectives within the project.

*A fair combination of top-down
and bottom-up initiative*

The **involvement of regional and local stakeholders** was particularly important for the integration of the increasing number of logistics firms at the location into a wider network of cluster activities. Only by these linkages to other regional firms, the structural impact of Logport as nucleus to a new leading regional industry becomes obvious, as many regional jobs in the logistics industry outside the Logport area are connected with knowledge generated in this project.

Finally, the success of Logport is also closely connected to the emerging regional linkages between Duisburg and neighbouring municipalities and districts along the Lower Rhine. The extended collaboration and emerging institutional structures helped **develop a complete knowledge value chain along logistics and contributed to increase the competitiveness of Duisburg and its neighbours.**

The integration of local residents and environmental groups, however, is still limited to decentralised local agreements and formal planning procedures. Here, the place-based approach reached its limits so far.

Place based approach at work

Place-based features	Place-based approach put in practice
<p>Horizontal coordination and multi-level governance</p>	<p>Early involvement of all relevant stakeholders (business, local administration, trade unions, universities) led to the acceptance of far-reaching decisions.</p> <p>Joint responsibilities of different levels (State and local level) helped to connect the respective strengths of both levels. On the State level, political commitment, planning expertise and financial means were important, while on the local level the expertise on local specificities and involvement of business and universities played a major role.</p> <p>Collaboration between public administration and the port company as key to efficient project management, as the public administration reduced project risks by political commitment and administrative support and the port company provided efficient operational services.</p>
<p>Integrated functional areas</p>	<p>Contract logistics as service provider to increase the efficiency of processes in different industries as a tool to boost regional productivity</p> <p>Importance of connectivity to build new strategic potentials for economic development – logistics as supporter of developments in other sectors</p> <p>Logistics as inter-industrial field of knowledge development to link different technological disciplines</p>
<p>Evidence-informed policy making</p>	<p>Transparency of monitoring and accounting processes, including the continuous involvement of representatives from State and local level in monitoring, serves to increase efficiency and acceptance.</p> <p>Continuous reflection of structural achievements in regional and cluster conferences support strategic developments.</p>

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Country	France
Target territory	Rennes
Territorial dimension	NUTS 3
Territorial typology	Urban Area
CP objective	Competitiveness & Employment
Duration	Established in 2007, currently revised and extended
TA2020 priority	<ul style="list-style-type: none"> - Promoting polycentric and balanced territorial development - Managing and connecting ecological, landscape and cultural values of regions

In brief

Rennes Métropole has achieved a shared strategic vision of the spatial structure of the territory around the city of Rennes, and developed an innovative model of urban development based on active urban-rural partnerships. The “archipelago town” promotes dense urban settlements separated in a clear-cut way by rural land dedicated to agriculture. In this way, access to public services and amenities is preserved within urban centres, while agriculture is part of the functional area around the city of Rennes. As a result, urban sprawl is limited, land consumption reduced, and peri-urban agriculture developed, with an overall positive effect on social cohesion and territorial attractiveness. Different factors explain the success obtained. First, this shared vision develops on the basis of a long standing culture of territorial cooperation. It is encouraged by formal institutional arrangements (inter-communal cooperation) but also by a consensual approach relying on participation, consultation and a strong sense of territorial identity. Also a powerful and detailed planning tool, the “Territorial Coherence Scheme”, coordinates different sectoral approaches, allowing a high degree of coherence and synergy among different pertinent initiatives in fields like agriculture, housing and transport policies. Another important includes the choice of a proper functional definition of the area of intervention.

A dynamic model and its challenges

Rennes is in one of the most dynamic region in France. In general, it shows more than the average value in the usual socio-economic indicators (e.g. unemployment, patent applications). In particular, as far as population growth is concerned, the region is characterised by internal migration flow from main urban centres towards more rural areas. It is also one of the few regions which experiences a positive balance in both natural and migration flows.

The area is specialised in services, the automotive industry, construction as well as farming and agro-industry. It is knowledge-based, with an important role played by the ICT industry and two universities with around 60,000 students. In spatial terms, 55% of Pays de Rennes is dedicated to agriculture, 15% to natural space, 30% to urbanised land. Agriculture is predominantly oriented towards national and international markets.

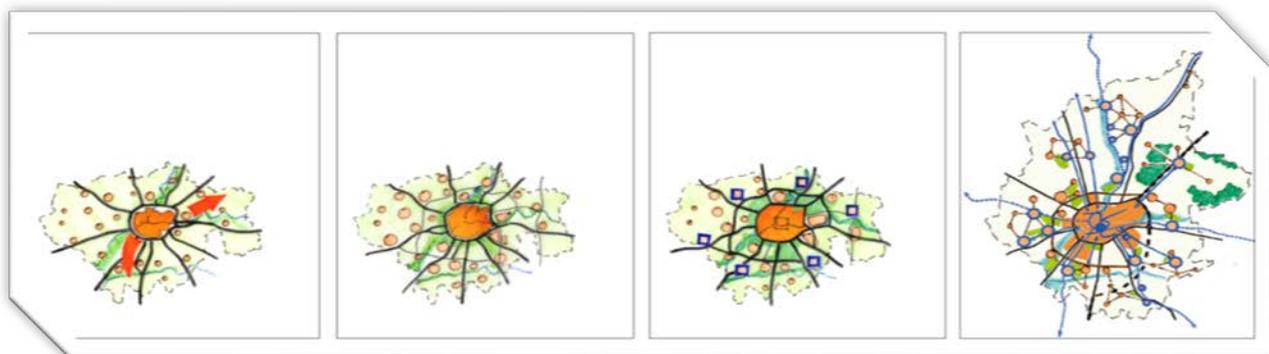
Rennes is an attractive area but the crisis puts at risk its cohesive model of development

The crisis hit the region and put its peculiar economic model at risk. One specific challenge is now to prevent the dynamic demographic trends to reverse, preserve attractiveness of the territory and maintain the quality of life and the social cohesive model characterising the region.

Grand strategic visions for spatial planning

"Agriculture has been gradually integrated as a fully-fledged socio-economic actor, not just a sector occupying land"

Since the 70s, different visions for spatial planning organising the relation between the city of Rennes and its more or less immediate surroundings have been elaborated. From the idea of "new towns" along main communication axes in the 70s, to the "little towns" protected by a "green belt" in the 80s and 90s, and to the "archipelago town" and "urban fields" in the 2000s, different notions have underpinned strategies to allow for an harmonious territorial development in general and for improved and balanced urban-rural relations in particular. The "archipelago town" refers to the development of dense urban concentrations immersed in "urban fields" in order to fight urban sprawl, maintain adequate provision of public services and goods while keeping housing affordable.



The current model of spatial planning aims at developing an "archipelago town" based on a balanced urban-rural partnership

Compared to past experiences, the current strategy is characterised by a much wider scope, covering a larger geographical area (the Pays de Rennes), and mobilising new instruments (in particular the definition of "density rules" according to which the population in given areas should not go beyond density thresholds). Through the identification of "urban fields", the aim is to establish rural reserves protected from urban development but fully integrated into the metropolitan functional region. There, a peri-urban agriculture can develop, where farmers who no longer feel threatened by urban development can adopt medium / long term investment strategies. Overall, urban vitality and access to public services is ensured, while farmland is preserved.

Different administrative levels of action

Devising an ambitious strategy of territorial development around dynamic urban-rural partnerships is made possible in the context of an articulated structure of administrative responsibility defined at

different territorial levels which works rather efficiently. In this respect, the two main units of analysis and action are Rennes Métropole and Pays de Rennes.

- **Rennes Métropole is an EPCI (Public Establishment of Inter-communal Cooperation)** i.e., a formal voluntary municipal cooperation bringing together 43 municipalities, and 427 000 inhabitants including the city of Rennes. Actions by Rennes Métropole are mostly backed by legal competencies, but also based on innovative partnerships. Rennes Métropole is well equipped to devise coherent strategies, implement and monitor them (it is “management-oriented”).
- **Pays de Rennes is a wider administrative constituency which includes 5 EPCI** (of which Rennes Métropole) covering 69 municipalities. This represents approximately 500 000 inhabitants over 1000 km². It has a main competence in spatial planning (designing the SCoT) and it has an important role in fostering and coordinating dialogue between member EPCI on the different public policies.

Rennes makes the most of institutional arrangements providing for inter-communal cooperation

Box 1 Inter-institutional cooperation seen by the Law

The Chevènement Law of 1999 on « Inter-communality » acknowledges a past tradition of inter-communal cooperation and defines different institutional forms: Communauté de Communes, Communauté d'agglomération, and Communautés urbaines which are EPCI. The objective is to combat administrative fragmentation. EPCI are established on a voluntary basis with municipalities joining them freely. The aim is to reach higher economies of scale in the provision of services of public interest and more capacity to coordinate common action. Resources are pooled, and made of budgetary contributions or own taxation power. A series of powers are delegated to the EPCI which has usually limited and specialised competence. Decisions are taken unanimously but are binding. In 2000 the « Communauté d'Agglomération » of Rennes Métropole was established according to the Chevènement Law. In 2014, it formally acquired the status of « Métropole » (according to 2013 Law). In 1999, the Voynet Law defines “Pays” They are also established on a purely voluntary basis but have less power than EPCI (“soft power”). Decisions are not binding, but more pertinent for certain projects.

While, in other circumstances, the two levels could be seen as redundant or competitive, in the case of Rennes, **Rennes Métropole and Pays de Rennes endorse complementary functions with a clear division of competence and cooperate smoothly.**

In particular, the Pays de Rennes is a pertinent area - close to the definition of a functional area - to deal with urban-rural partnership. This is indeed where the “SCoT” (Territorial Coherence Plan), a spatial planning instrument applies in geographical terms (the SCoT covers 69 municipalities). At the same time, the SCoT is implemented by

policies designed by Rennes Métropole and its municipalities (in area such as economy, urbanism, mobility, housing, energy, etc.).

The SCoT: a powerful instrument for territorial planning

In 2007, Rennes Métropole approved a “Strategy Plan” (updated in 2013) with different axes: territorial coherence and land preservation, social cohesion, quality of life and identity, attractiveness and economic development, ecological sustainability. **The “Strategy Plan” is translated spatially through the SCoT, and sectorally, through a number of thematic plans.**¹

The SCoT addresses land use and preservation, spatial planning and territorial coherence and aims at integrating urban space with nearby rural areas. But its priorities also go beyond and include:

- Supporting economic and demographic dynamics;
- Saving land (housing density, urban regeneration);
- Maintaining biodiversity and limiting pressure on agriculture;
- Organizing the «proximity city» and optimizing mobility through the development of the “archipelago town”.

The SCoT develops in a closely integrated way with different thematic plans, in particular transport, housing and agriculture plans.

In synergy with the Housing Local Programme and the Urban Mobility Plan, the SCoT promotes proximity cities, connected by an efficient and multi-modal transport system. The objective is the densification of secondary urban poles involved in transport scheme and which promote housing. This implies that, while an ambitious programme of housing is implemented, basic amenities and services are accessible by walking and biking at the municipality scale, common access to services is secured at intermunicipal scale, and transport access to major employment area and main amenities (hospital, university) is provided at the scale of Rennes Métropole.

The SCoT also develops in close interaction with the Agriculture Local Programme. The Archipelago Town promoted by the SCoT tries to reinforce attractiveness while maintaining quality of life and allowing a balanced multipolar development while “consuming” less agro-natural areas and creating rural reserves (urban fields) dedicated to peri-urban agriculture. Hence, agriculture is taken into account in urban and spatial planning and farming is fully considered as an economic sector of the metropolitan area that,

¹ Housing Local Programme, Urban Mobility Plan, Agriculture Local Programme, Climate and Energy Plan, Economic Planning Scheme, etc.

The SCoT provides an impressive and detailed spatial planning strategy

The SCoT in synergy with the Housing Local Programme, the Urban Mobility Plan ...

... and the Agriculture Local Programme

besides its traditional national and international market orientation, also aims at supplying urban demand whether through small scale farming or intensive agriculture. Topics such as the exploitation of farm energy, the development of short supply chains (with the multiplication of direct selling points in the farms), the resolution of urban and farming activities conflicts, and relationships between farmers and dwellers are addressed.

A revision of the SCoT which is currently going on was made necessary because the reallocation of commercial space required a reconsideration of the structure of the territory. The “crown structure” (where only inner circles were subject to density rules) was replaced by the application of (differentiated) density rules to the whole territory.



An urban field

A long standing tradition of cooperation

The effectiveness of the different strategies providing for a framework where urban-rural partnerships develop relies to a considerable extent on the **exceptional quality of horizontal institutional cooperation within and around Rennes Métropole**. “Inter-communality” works smoothly in the area thanks to a **long tradition of collaboration, mutual understanding and fair treatment of each institutional actor**. This consensual approach to inter-institutional cooperation has probably been fostered by a historical political homogeneity but, besides being enshrined in the legislation, it is now a rooted tradition, and will probably withstand emerging political divisions.

One specific illustration of the value placed on equity as a factor of good cooperation is given by a feature characterising Pays de Rennes. Of the five EPCI that compose it, one (Rennes Métropole) represents 86% of the population, while the other 4 EPCI account for 14% of the population. In such a context, there could be a risk of unbalance with a minority blocking decisions. Yet, Rennes Métropole has relinquished its right to use the majority rule and cooperation develops smoothly on a consensual basis. Another example is the voting system within Rennes Métropole itself. Indeed, the city of Rennes holds only 40% of votes despite accounting for 55% of the whole population. A common taxation scheme (the first to be adopted in France in the 90s) also ensures equity with fair redistribution, independently from the level of initial contribution.

This propensity for consensus and collaboration spans beyond the institutional sphere and involves citizens and stakeholders as public consultations are regularly organised, different platforms are set up to allow dialogue and conflict resolution in the context of sectoral policies, and many different opportunities for mobilising or informing the public are seized.

Consensus, trust and mutual understanding underlie institutional cooperation

Different formal and informal arrangements and platforms offer many opportunities to engage a vivid territorial dialogue

For example, an argument goes that Pays de Rennes could be more extended in its south/western part. There is indeed a risk of “dumping” the strict rules set in terms of minimum density by the SCoT. Yet, the consensus around the SCoT holds on because of the different platforms for dialogue where issues can be addressed. Hence, a Commission within the Agriculture Local Plan, which convenes 3-4 times a year, brings together different stakeholders, including EPCI representatives, to discuss and resolve controversies arising from the density rules or concerning the possible drawbacks of peri-urban agriculture (e.g. related to mobility, waste, noise, etc.).

Box 2 The means for evidence-based decisions and dialogue with stakeholders

AUDIAR, the Urban Agency of inter-communal development of Rennes agglomeration is a powerful tool for foresight analysis but also for analysis, expertise, and dialogue. It acts as a central house collecting and processing data on the regional and local economy and society. It is active at all territorial levels from town district to commune, Pays, Department and Region. It helps policy makers and elected representatives make informed decision by releasing indicators and analyses on territorial trends. It recently played a very important role in the revision of the SCoT. AUDIAR also created a specific Observatory for Agriculture. CODESPAR is also an instrument for dialoguing about policy issues. But contrary to the AUDIAR, it acts itself as a platform for discussion, and includes socio-economic partners.

Another illustration of the quality of territorial dialogue fostered around spatial planning is the process of elaboration of the SCoT and its recent revision. The SCoT was adopted in 2007 following a wide and articulated process of consultation (the last step of its 5 constituting phases). Similarly, its current revision entails different stages of elaboration stretching over 2 years, interspersed with periods when the opinion of stakeholders (defined as “associated public persons”) are collected and processed to feed back into the definition of the strategy. This is an occasion to improve the local strategy and to comply with the new French environment regulation.

In the face of extensive horizontal cooperation involving both public and private actors, multi-level governance of a vertical mode among different levels of administrative competence is less decisive in accounting for the good performance of the SCoT instrument.

Success factors

The SCoT is the object of strict monitoring and evaluation procedures. Its current revision stems more from the necessity to account for strategic changes than from unsatisfying results. Indeed, a “scoreboard” providing three sets of indicators monitoring the progress of the SCoT in three areas of direct influence show encouraging results. The SCoT usefully contributes to environmental

protection but there is still some dishomogeneity characterising different urban poles expected to trigger demographic dynamism which speaks in favour of a better articulation between objectives in terms of urbanisation and mobility. Finally, the SCoT is successful as far as land consumption is concerned since the latter decreases while the number of houses increases.

As put by the OECD, what distinguishes Rennes is the central role played by a locally confident and assertive public sector.² Different success factors can be identified in this context: a long tradition of institutional cooperation and high level of trust and consensus (i.e., in other terms, of “social capital”), powerful policy instruments and available reliable source of information to formulate evidence-based policies, and effective governance system integrated horizontally (between sectors) and vertically (between different territorial scales).

Place based approach at work

Place-based features	Place based approach put in practice
Horizontal coordination and multi-level governance	<p>The promotion of urban-rural partnership as a component of spatial planning avails itself of a long-standing tradition of inter-institutional cooperation, both across communes, and at different administrative levels.</p> <p>There are many formal and informal platforms for organizing dialogue and building consensus around spatial planning issues</p>
Integrated functional areas	<p>The SCoT develops in close interaction with complementary sectoral policies such as agriculture, housing and transport, bringing about a systemic vision of urban rural partnerships.</p> <p>One of the objectives of the SCoT, an effective tool for spatial planning over the Pays de Rennes, is to have agriculture as part of the functional economic area around Rennes.</p> <p>Urban rural relations are addressed at the level of the Pays de Rennes, in close cooperation with Rennes Métropole. This is an appropriate articulation of levels of analysis and action.</p>
Evidence-informed policy making	<p>There is a very high level of knowledge about the region's strength and weaknesses.</p> <p>Policy decisions are informed by sound and up to date analyses released by the Agency for Intercommunal development AUDIAR.</p>

² OECD (2012), p. 210

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Key facts and Figures	
Country	Denmark, Estonia, Finland, Germany, Latvia, Lithuania, Poland, Sweden
Target territory	EU member states bordering the Baltic Sea
Territorial dimension	Macro-regional
Territorial typology	Mixed
CP objective	Competitiveness & Employment; Convergence
Duration	2010-2013
Funding	<ul style="list-style-type: none"> – 2.86 million euro from the Baltic Sea Region Programme – 2.1 million from ERDF – 0,75 million from partners' contribution
TA2020 priorities	<ul style="list-style-type: none"> – Territorial integration in cross-border and transnational functional regions – Managing and connecting ecological, landscape and cultural values of regions

In brief

The Baltadapt project was an initiative targeted at the introduction of a Strategy on Adaptation to Climate Change in the Baltic Sea Region. The overall aim of this project was to formulate an outline for this strategy, as well as an accompanying Action Plan with recommended actions and proposed guidelines for climate change adaptation, providing the basis for further political endorsement of the strategy. These documents, prepared during active knowledge brokerage process between researchers and policy-makers of the Baltic Sea Region, were meant to mobilize action regarding climate change adaptation on transnational level. The project might be distinguished as an exemplary case of place-based approach (PBA), contributing to territorial cohesion in terms of adaptation to climate change in the Baltic Sea Region. It distinctly encompassed two PBA elements: focus on territorial specificities of the macro-region and territorial dialogue. Effective use of resources available in the region, involvement of wide variety of actors engaged in double-sided information flows, and pro-active leadership jointly contributed to numerous advanced developments created by the project, such as evidence-based and participatory decision-making in the region, legitimization of the Strategy on Adaptation to Climate Change in the Baltic Sea Region, ability to benefit from the contribution to the project activities, and, most importantly, provision of platform for macro-regional cooperation in the field of adaptation to climate change.

An adaptation urgency

The demand for a Strategy on Adaptation to Climate Change in the Baltic Sea Region (hereinafter - the Strategy) was triggered by two groups of interrelated factors, namely, objective climate change-related problems visible in the Baltic Sea Region, and general lack of transnational actions in adaptation to climate change, conditioning underutilisation of the region's potential in fighting climate change.

According to research reports, possible impact of climate change on the territories bordering the Baltic Sea encompasses different

challenges, including rising sea level, increasing temperature, changes in precipitation and flood patterns, as well as changes in biodiversity. These changes might jeopardize the integrity of the ecosystem in the region, increase risks caused by natural disasters, and in turn negatively influence various socio-economic sectors, such as agriculture, fisheries and tourism. Thus, environmental scientists had emphasized the need for transnational cooperation in order to mitigate the impact of climate change, corresponding to the 6th priority of the TA2020 “Managing and connecting ecological, landscape and cultural values of regions” which calls for joint risk management, taking into consideration different geographical specificities.

However, transnational efforts aimed at addressing the challenges posed by climate change for the Baltic Sea Region were largely missing prior the Baltadapt project. Even though some countries bordering the Baltic Sea had taken specific measures for combating climate change, and developed national, regional and/or local adaptation strategies, these efforts were rather fragmented and, thus, insufficient.

This was mainly caused by the knowledge gap regarding impact of climate change and concomitant absence of political will to take corresponding actions on national, let alone transnational, level. Such obstacles as scarcity of precise data and difficulties in monitoring climate change in the region had resulted in a failure of some states to acknowledge the importance of adapting to climate change.

Origin and enabling conditions

The stimulus for the implementation of the Baltadapt project came from the EU Strategy for the Baltic Sea Region, EUSBSR, in which a call for a Baltic Sea Region-wide climate change adaptation strategy was made. The latter was expected to help create a coherent set of adaptation policies and actions from the transnational to the local level.

The EUSBSR Action Plan foresaw the Baltadapt project as its flagship project under the horizontal action “Sustainable development and bio-economy”. Since the EUSBSR does not envisage the establishment of any new institutions or instruments, funding for the Baltadapt project was provided under the Baltic Sea Region Programme for 2007-2013.

The ambitions laid out in the EUSBSR were initially translated into action due to efforts of some more pro-active states in the Baltic Sea Region, such as Denmark, Germany and Sweden. They had placed questions regarding climate change adaptation at the top of their national agendas and, consequently, sought to involve other actors



Participants of the Baltadapt Kick-Off Conference held on 10–12 January 2011 in Roskilde, Denmark

in the region to develop transnational cooperation in this field. However, only due to **active territorial coordination** among all eight concerned countries, **in conformity with the summons of the TA2020**, was the preparation of the first macro-regional strategy for adaptation to climate change in Europe possible.



*Third Baltadapt Partner Meeting on
16-18 January 2012 in Helsinki,
Finland*

Challenging governance

The Baltadapt project might be distinguished as a very well-structured. Due to limited time resources, different products of the project (even closely interrelated, such as Strategy and Action Plan) were being in parallel developed in multiple working groups, the so-called Work Packages. Even though such kind of distinction seemed rather artificial and complicated in terms of coordination, successful interaction among Work Packages, as well as harmonization of their tasks, were facilitated by efforts of project partners leading these groups.

Two pivotal groups of partners took part in the Baltadapt project, namely researchers and policy-related actors. Despite difference in views on the character of the project between these two clusters of actors in the very beginning, nature of cooperation provided favourable conditions for reaching an early agreement on the main aspects of the Baltadapt and developing mutual understanding of each other's roles in the project. Soon, **tight cooperation between researchers**, on one side, **and policy-related actors**, on the other, emerged. Policy-related project partners were highly dependent on inputs by scientific partners, since knowledge provided by the latter was used in developing policy documents by the former.

The structure of the project allowed for the emergence of **complex leadership**. Besides the official Lead Partner, Danish Meteorological Institute, which was responsible for the overall project administration on behalf of all partners, some other project partners also claimed leadership in different activities of the Baltadapt. First of all, multiple leadership was the natural consequence of division of project partners into groups of researchers and policy-related actors, since smooth coordination of work between these two clusters required effective leadership. Moreover, different project partners took responsibility for coordination of work conducted in separate Work Packages.

Swedish Meteorological and Hydrological Institute (SMHI) coordinated the preparation of the Strategy, German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety led the formulation of the Action Plan, while the Secretariat of the Council of the Baltic Sea States (CBSS) was responsible for stakeholders' involvement by organizing workshops and policy forums.

Parallel Working groups...

*... and cooperation between two
different groups of project's
actors...*

*... led to a complex but effective
leadership.*

Even though not all the states of the Baltic Sea Region were represented among project partners, information on territorial specificities of all the relevant countries in the region was gathered during the Baltadapt. Furthermore, out of 11 project partners from 7 EU member states, those from Denmark, Germany and Sweden were dominant in all project activities, while partners from other countries kept a rather low profile. However, the requirement to provide inputs into the process by all project partners gave a stimulus for more **active involvement of otherwise rather passive actors**.

Box 1 Advantage of smart specialization

In order to ensure the most effective use of available human resources, the pragmatic distribution of tasks among 11 project partners was established in the project initiation phase. The latter was done taking into account knowledge and previous experience in the field of adaptation to climate change possessed by project partners, as well as their interests regarding the Baltadapt project. As early as in the selection of the project partners, attempts were made to involve different actors able to engage, on the basis of their nature, in various activities (research, policy-development, dissemination of information), and contribute to preparation of separate deliverables (Strategy, Action Plan, etc.). In particular, efforts were made to encourage the involvement of smaller countries of the Baltic Sea Region, as well as those generally less concerned with actions towards adaptation to climate change. Taking into consideration limited time resources available in the Baltadapt project, such specialization was very effective. It allowed to clearly understand the role of each project partner in the process and ensure smooth implementation of the project.

Advanced practices and challenges

Since the Baltadapt project was aimed at providing directions for adaptation to climate change applicable in the whole Baltic Sea Region, **inputs from different stakeholders regarding territorial specificities**, demands and interests was necessary. Two types of stakeholders were involved, namely sectoral actors and representatives from different governmental levels. Consultations with non-governmental organizations and practitioners working in various sectors relevant for climate change adaptation were mainly run in plenty of workshops. While three policy foras facilitated dialogues with a variety of policy-makers in the region.



*Baltadapt stakeholder workshop
"Climate Change and Tourism –
responding to Baltic Sea wide
Challenges" on 2–3 May 2012 in
Warnemünde, Germany*

The project encompassed **territorial dialogue** among many policy-related representatives from different governmental levels of the Baltic Sea Region, including other macro-regional actors, regional (pan-Baltic) organizations responsible for the preparation of regional climate adaptation plans, national policy-makers (mostly ministries and agencies working in the field) directly or indirectly involved in the development of national adaptation strategies. Involvement of

local actors, though, proved to be rather difficult (mainly due to limited resources). In addition, relevant EU institutions, such as DG Regio and DG Clima, were also to a lesser extent involved in the Baltadapt. However, they were being regularly informed on the most recent developments of the project and had multiple opportunities to comment on them, at times facilitating dialogues among project partners.

Different kind of stakeholders ...

Relevant stakeholders were involved not only during discussions conducted in workshops and policy *foras* but also during different exercises performed by project partners in their countries. Consultations of various forms between project partner in question and national governmental institutions, non-governmental organizations and/or local actors allowed for the emergence of the **two-way knowledge flow**. Project partner would, on one hand, gather information necessary for drafting the Strategy and Action Plan from national- and local-level stakeholders, and, on the other hand, pass on to them knowledge collected during the project.

... involved in many different ways

Nature of cooperation among project partners and involvement of wide range of stakeholders in the process created favourable conditions for **participatory decision-making** regarding main deliveries of the Baltadapt project. Due to co-existence of two dominant groups, i.e. researchers and policy-related actors, decisions were made on the basis of both scientific evidence regarding territorial specificities and consensus.

The application of other fundamental PBA principle, namely **integration of different sectors**, turned out to be less successful in the Baltadapt project. Even though the project addressed 4 sectors (tourism, infrastructure, food production (including fisheries and agriculture) and biodiversity), deliveries of the Baltadapt were very much environmentally focused. However, this might be justified by rather specific content of the project.

First results

The main deliverables of the Baltadapt project, officially presented in the Baltadapt Final Conference (Riga, Latvia) on 3-4 September, 2013, encompass:

- **An outline of a Strategy on Adaptation to Climate Change in the Baltic Sea Region**, aimed at tackling the lack of transnational co-operation and joint planning in using the Baltic Sea space, and calling for adaptation integrated with risk handling, and actions that promote resilience of environmental and societal systems;
- **Accompanying Action Plan**, aimed at strengthening the capacity for adaptation action at all relevant levels and

providing the operational basis for implementing the strategy and influencing policies, programmes and regulations. It specifies priority activities for transnational action and provides recommendations on funding mechanisms for financing climate change adaptation initiatives.

These two documents aim to prepare the ground for a political endorsement of a Baltic Sea Region Strategy and Action Plan on Adaptation to Climate Change. Thus, these developments might be considered as a first step towards transnational action on climate change adaptation. However, the actual implementation of actions in this field is beyond the scope of the Baltadapt project and, thus, is entirely in the hands of policy-makers in the Baltic Sea Region.

Box 2 Effective integration of knowledge

One of the most important products of the Baltadapt project was creation of the Baltic Window. It is a one-stop-shop information portal compiling all available information on climate change adaptation in the Baltic Sea Region and is aimed at providing evidence for decision-making in this field. This tool is especially useful, since it covers all the countries of the Baltic Sea Region and allows its users to considerably save time while searching for relevant information. Moreover, the Baltic Window is a good example of skillful use of existent resources. The portal is integrated, as a sub-section, into the European Adaptation Platform, Climate-ADAPT. Being linked to other Climate-ADAPT pages, the Baltic Window avoids duplication of information, strengthens the available knowledge base and is accessible to many users in the whole Europe. Providing the basis for future policies regarding adaptation to climate change, the portal also contributes to the continuity of the Baltadapt. Therefore, the main challenge in ensuring constant relevance of the Baltic Window is to develop a system for regular updating of the information in the portal.

Apart from tangible outcomes of the Baltadapt project, the intangible results, as well as the process of the project development itself, proved to be even more beneficial. **Mutual learning of actors** who participated in the project in one way or another was enabled, the outcomes of the project were legitimized, and, most importantly, the **development of macro-regional network** for discussing issues related with climate change adaptation was prompted.

First of all, close cooperation among project partners, in concert with consultations with relevant stakeholders, enabled fluent exchange of information among interested actors. Due to mutual learning process, participating countries became more aware of each other's situations and interests regarding climate change adaptation. This might considerably facilitate the development of long-term climate change adaptation strategies, based on local and regional knowledge, in the future.

Secondly, another kind of mutual learning happened due to synergy between researchers and policy-related actors. The Baltadapt project contributed significantly to filling the knowledge gap of policy-makers in the Baltic Sea Region.

In addition, an opportunity for project partners from smaller countries or those less concerned with the climate change adaptation to learn from more experienced project partners, was created. On the other hand, all entities acting as project partners gained valuable experience in cooperating on transnational level and enhanced their abilities to represent their countries in the future projects.

Moreover, the Baltadapt project provided clear value-added for decision-making on national level. By highlighting the importance to take transnational actions on climate change adaptation and providing the necessary knowledge base, it encouraged countries of the Baltic Sea Region, especially those who were previously less aware or concerned, to give this topic greater priority on national agendas.

In addition, dialogue among wide variety of stakeholders not only contributed to accumulation of knowledge necessary for evidence-based decision-making but also to legitimization of the project and the strategy itself.

Finally, the process of Baltadapt project is of particular importance, since it stimulated the creation of macro-regional network of researchers and policy-makers discussing climate change adaptation. Even though many of the scientists who took part in this project are also involved in other European research networks, the Baltadapt prompted the emergence of research network focused specifically on climate change adaptation in the Baltic Sea Region. It corresponds to the 3rd priority of the TA2020 "Territorial integration in cross-border and transnational functional regions", which supports transnational integration of regions going beyond cooperation projects and focusing on developments and results of real transnational relevance.

"The Baltadapt project provided clear value-added for decision-making on national level."



Group photo of the Baltadapt project partners from Fourth Baltadapt Partner Meeting on 26–28 September 2012 in Berlin, Germany

Success factors

Success of the Baltadapt project might be attributed to a number of factors, including, *inter alia*, effective use of available resources, involvement of wide variety of actors, successful leadership, double-sided information flows and added-value of macro-regional cooperation.

Effective use of available resources encompasses smart use of knowledge and expertise (due to specialization) possessed by the project partners, collection of inputs in the consolidation of the knowledge base from various different stakeholders, as well as

utilization of already existing information infrastructure (inclusion of the Baltic Window into Climate-ADAPT).

Involvement of wide variety of actors in different project activities created opportunities for evidence-based and participatory decision-making, legitimization of the project and its deliveries, synergy between different kinds of actors, and allowed for easy accumulation of territorial knowledge.

Successful leadership refers not only to harmonious co-existence of multiple leaders during implementation of the project, but to an active role of some EU member states in pressuring other countries to engage in transnational co-operation in the first place. The latter will facilitate transforming of common challenges into potentials for sustainable territorial development.

Double-sided information flows are one of the exceptional development of the Baltadapt project, since the contribution of the Baltic Sea Region states to strengthening the knowledge base and evidence-based decision making on climate change adaptation is "returned" to the countries when the results of the project (the Baltic Window, strategy and action plan) are fed back to member states, contributing to diminishing of fragmentation in climate change adaptation policies of the Baltic Sea Region countries.

Finally, the process of the Baltadapt project might be considered as important as its deliveries, since it effectively used the framework of the EUSBSR to create the first platform for macro-regional co-operation in the field of adaptation to climate change. The approach of the project might be used as an example in developing transnational cooperation focused on other region-wide issues.

Place based approach at work

Place-based features	Place based approach put in practice
<p>Horizontal coordination and multi-level governance</p>	<p>Even though the demand for transnational cooperation in climate change adaptation among countries of the Baltic Sea region was identified on macro-regional level (in the EUSBSR), the pressure for action came from national level (member states of the region).</p> <p>Different project deliveries were being developed in parallel in separate Work Packages, and the leaders of the latter ensured the coordination of work among these groups.</p> <p>The project encompassed the involvement of a wide variety of stakeholders from different governmental levels (macro-regional, regional, national, and local) and sectors.</p> <p>Crucial information on territorial specificities was acquired by the cooperation between project partners and national stakeholders from the countries of the region.</p>
<p>Integrated functional areas</p>	<p>Interests in 4 different sectors (tourism, infrastructure, food production (including fisheries and agriculture) and biodiversity) were taken into account in the implementation of the project, in spite of more environmentally focused deliveries of the project.</p> <p>Multiple leadership allowed for smooth coordination among different work packages and harmonization of separate project deliveries (the Baltic Window, the Strategy and its Action Plan).</p> <p>Close cooperation between researchers and policy-related actors resulted in synergies between these domains, regarding the process and outcomes of the project.</p>
<p>Evidence-informed policy making</p>	<p>The knowledge base required for drafting of the Strategy and Action Plan was created owing to information on territorial specificities provided by all the project partners.</p> <p>Mutual learning processes among researchers and policy-makers allowed for filling the latter's knowledge gap regarding adaptation to climate change, and make the decisions regarding the project deliveries on the basis of both evidence provided by the researchers, and consensus.</p> <p>The Baltic Window provides groundwork for application of place-based approach in the future, since policy-makers and civil servants will have an opportunity to use specific territorial information provided in the portal for decision-making in the field of climate change adaptation.</p>

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Key facts and Figures	
Country	Spain
Target territory	All Andalusian municipalities with fewer than 20,000 inhabitants, usually located in the most under-populated and disadvantaged areas of the region
Territorial dimension	NUTS 2
Territorial typology	Rural areas, small villages and suburbs
CP objective	Convergence
Duration	2002-2013
Funding	Total project Cost: EUR 147.6 million of which: <ul style="list-style-type: none"> – ERDF: EUR 30.8 million – Regional government: EUR 68.0 million – Local public authorities: EUR 46.1 million – Private parties: EUR 2.7 million
TA2020 priority	<ul style="list-style-type: none"> – Promote polycentric and balanced territorial development – Improving territorial connectivity for individuals, communities and enterprises

In brief

Guadalinfo telecenters network offers public broadband access to the whole region of Andalusia, including the most remote areas. It targets all Andalusian municipalities with fewer than 20,000 inhabitants, typically located in the most under-populated and disadvantaged areas of the region, and it aims to encourage the uptake of IT services as a means of helping social cohesion and regional development. In particular, it helps to minimise the urban-rural digital divide and exclusion in the processes of innovation and, ultimately, contributes to a polycentric and balanced territorial development, in conformity with the summons of the TA2020. Since its launch, Guadalinfo has become one of the largest Spanish government interventions to achieve public access to broadband Internet in collaboration with the regional and local administration, being today one of the most advanced and widespread European project, tailored to rural areas in their ICT capacities. It is recognized as an open space for social innovation, both in its role of a meeting place for the town, and of a connection, transformation and interaction point for all users of the Guadalinfo Network. Knowledge of territorial needs and exploitation of territorial capital are the key principles featuring Guadalinfo as a programme designed from the beginning in compliance with the Place-Based Approach.

Regional need of broadband access

Andalusia is the Spanish region with the largest number of inhabitants and with one of the lowest population density per square kilometer. It is divided into 772 municipalities, of which 192 are municipalities with a population of less than 1,000 inhabitants, and 621 have less than 10,000 people (20.27% of the total population is concentrated in 80% of the municipalities of Andalusia).

The Andalusian productive structure is peculiar, in particular since its **geographic and demographic characteristics impede balanced**

progress between urban and rural areas especially when it comes to the deployment of ICT infrastructure.

In 2002, when Guadalinfo was designed, Andalusia already had a relatively high proportion of Internet users (22.8% of the population), slightly higher than the Spanish average of 21.2%. This statistic, however, hid serious inequalities, especially in the case of broadband Internet access. Profound differences existed between the urban centres and the small isolated and disadvantaged villages of the countryside or in the mountains.

"In Andalusia, there is need to design a new model of sustainable economic and social development whose keys are in the innovation, the value of human capital, entrepreneurial culture, integration into the society and its connection and openness to new global society."

The renewal of the regional production model was asking for the improvement of the primary assets within the Andalusian productive sector, both entrepreneurs and companies. It was therefore essential to promote measures of human capital development, increase knowledge and promoting innovation through ICT as a privileged instrument, thereby achieving improved competitiveness and productivity of Andalusia in the context of a globalized digital economy.

Concern for the reduction of regional disparities and the correction of the delay of disadvantaged areas, as a means to strengthen the unity of their economies and ensure a harmonious development, has been from the start the trigger for the development of Guadalinfo, in line with the process of European integration and with the European Digital Agenda.

Strategic response to digital divide

In rural areas featured by depopulation and abandonment investments in the ICT were deemed particularly strategic by the Andalusia regional government to generate economic and social returns that outweigh the undertaken investments. As a matter of fact, private telecommunication operators do not invest in these areas, where income is generally low, because it is not profitable.

Addressing a market failure...

That was specifically the spirit of Guadalinfo project, **in line with the Cohesion Policy strategy of promoting social cohesion and reducing territorial disparities by securing access to services of general interest such as Internet.**

Guadalinfo was designed as a major boost in strategic areas such as e-equality, based on the fight against exclusion of some segments of the public by promoting equal opportunity of access to the Information Society as determinants of the ability to generate wealth and social welfare.

Therefore Guadalinfo can be understood as a major tool of implementation of some of the key objectives outlined in the strategic reference documents of the Andalusian community, which

try to make all citizens familiar with the Information and Knowledge Society (see Box 1). **Guadalinfo rapidly turned to be from a pilot project to a structured one, implementing the regional strategy for universal access to ICT and social, economic and cultural change.**

Box 1 Institutional framework

The Andalusia regional public policy framework on the Information Society is defined by:

- the Plan for Innovation and Modernisation (*Plan de Innovación y Modernización*);
- the Plan for the Information Society (*Plan Andalucía Sociedad de la Información*);
- the Guadalinfo Strategic Plan (*Plan Estratégico de Guadalinfo*).

The first two initiatives are framework plans defining the strategic orientation of the government towards ICT. The latter is an applied strategy defining the guiding principles and strategic lines of the Guadalinfo project. The origin of Guadalinfo as a pilot experience goes back to the Regional Programme of Innovative Actions of Andalusia (2002). Then, the project was driven by the adoption of the Decree to Promote the Information Society in Andalusia (72/2003 of 18 March), in which the guarantee of access to ICTs in the Andalusian population, expanding the creation of telecenters for access to broadband Internet in rural municipalities of less than 10,000 inhabitants and later, in 2009, municipalities of over 20,000 inhabitants.

Digitalisation and convergence

Guadalinfo has been able to implement a total of 756 telecentres in Andalusia (692 in municipal areas and 64 in suburbs) making it the most extensive ICT network of Spain. Each centre provides internet access for free and is managed by a local “facilitator” (*dinamizador*) who encourages citizens to participate, promotes activities and provides individual attention to users.

*Much more than a simple network
of telecentres*

Each centre does not solely provide users with access to the Internet, but also promotes a set of different activities including training and innovative projects. More specifically, educational and social work is encouraged to provide residents in the municipal area or neighbourhood with various options for advancing in the world of new technologies and the Internet in an attractive way through workshops, conferences, personalised guidance, etc.

From the global analysis and observation of indicators of the Information Society in Andalusia and its convergence with Spain and Europe, it can be deduced that in recent years there have been significant advances in most areas of the Andalusian society.

According to the mid-term evaluation of the programme (2011), today, **10 years after the implementation of Guadalinfo, the region has seen a marked improvement in IT literacy, particularly benefitting people in rural areas and those with traditionally more difficulties in accessing ICT.**



Guadalinfo network

However, compared with other regions of Spain or Europe, the development process of the Information Society in Andalusia has a slightly lower rate. This delay seems to be connected with the overarching socioeconomic reality in Andalusia. Even this being conditioning, the convergence process has not been limited, instead it has been especially prominent in the latest years.

Territorial needs and capital

From its conception, Guadalinfo carries in its DNA much of the principles of what is today called Place-Based Approach. As pointed out by the interviewees, its implementation materialized from the design and planning phase of the project, with the identification of the potential, the values and difficulties of the territory, to the need to integrate social and economic issues. **In-depth knowledge of the territorial needs and exploitation of the territorial “capital” are the key underlying principles of the programme.** The different stages of work have always been imbued with these principles so that project implementation has occurred naturally to the development of the different actions. Those aspects that were not specifically taken into account in the definition phase of the project were implemented as a result of timely reflection motivated by different assessment processes suffered by the project.

In particular, four are the main aspects that feature Guadalinfo as an illustrative example of successful application of the Place-Based Approach:

- **Participation and territory.** A key territorial factor is the high penetration rate of Guadalinfo. On average, about one out of four people of a given municipality is a registered Guadalinfo user¹. According to the programme managers, the fact that the access to the telecentres is free is a necessary condition for effectiveness. Also a good location for the telecentre is vital. Whenever possible, all centres have been therefore conveniently located in the “heart” of the municipalities so that their visibility is maximised.
- **Institutional collaboration.** Guadalinfo is an example of an ambitious collaborative initiative between regional and local governments sharing a common objective. The project is carried out by the Regional Government in collaboration with the eight Provincial Councils of Andalusia and the city town councils. The relationship is defined through a Framework Cooperation Agreement between the Government of Andalusia and the eight Provincial Councils, which framed the general scenario of project execution, and further provided

¹ See Junta de Andalucía (2011) Evaluación Intermedia del Plan Estratégico 2009-2012. Informe final de evaluación.

the enabling of the realization of the actions that resulted in today's project, formalizing Specific Agreements of Collaboration between the Ministry of Innovation, Science and Enterprise and each one of the Councils. Since 2008, the agreement has been institutionalised into the Consortium "Fernando de los Ríos" (composed of the Ministry of Innovation, Science and Enterprise and the 8 Andalusian provincial councils), which is entrusted to managing, optimising and maintaining the entire Guadalinfo initiative. Communication across institutional layers is both top-down and bottom-up. Top-down information relates to strategic decisions and directives. Bottom-up information relates to feedback from operations. Also, communication flows horizontally across project managers at province level, who meet on a monthly basis to ensure the consistency and coherence of the programme in their relative areas of competence.



Guadalinfo workgroup

- **Human capital and territory.** Guadalinfo is an open space for social innovation. From an initial mission of "educator" or "monitor" in the use of technological tools, the local facilitator of the centres took over the responsibility of "agent of social transformation". His/her priorities are now to detect new opportunities for the transformation and socio-economic improvement of the municipality, guiding and motivating their users to take advantage with the help of ICT, in those personal, business, civic and social aspects that contribute to their welfare, thus forming a bottom-up strategy in the process of social innovation. In this new approach the facilitator is not alone in carrying out the duties in the town, but he/she is rolling out a new "dynamic network" formed by citizens, entrepreneurs, NGOs, representatives of the municipality, etc.
- **Integration of services: from ICT to territorial cohesion and social inclusion.** Guadalinfo provides Andalusian citizens with the tools to become active, informed and empowered members of society. After getting a basic knowledge of ICT by practicing in the telecentres, users tend to acquire a personal computer and practice on their own using a variety of applications such as communicating with other people who live far away, information searches on a variety of subjects, online administrative formalities, use of photo-editing social networks, etc. Thanks to an increased use of digital services they can handle the tools necessary to actively participate in the society. This newly acquired status improves their wellbeing and quality of life². Thus, Guadalinfo telecentre network rapidly

"Locally speaking, Guadalinfo has gained prestige thanks, inter alia, to the fact that the telecenters have become catalysts for the needs of citizens and seeks to fulfil them."

² This aspect is particularly prominent when looking at the activities promoted in the centres located in the suburbs of the Andalusian towns with the greatest risk of social exclusion. Here, the Guadalinfo initiative targeted the social groups most at risk of social exclusion due to digital illiteracy. Women, the elderly, people with disabilities and immigrants are among those reached by Guadalinfo's activities in the suburbs.

transformed from a means to promote digital literacy to a means for boosting territorial cohesion (reduction of core-periphery digital divide) and social inclusion (reduction of marginalisation of disadvantaged social groups).

Success factors and challenges

The history of Guadalinfo is that of a highly successful project that exceeded its initial expectations. As mentioned, its short-to-medium term outcomes were improved digital literacy and increased use of information society services in dispersed and disadvantaged municipalities. In the long run, it is contributing to reducing the digital divide, promoting in turn territorial cohesion and social inclusion.

Guadalinfo's success was recognized by the Economic and Social Council in its Report on the Situation of Andalusia 2008, which refers to the programme as the most representative of Andalusia on the Information Society. According to the Council Report and confirmed by interviews, the following factors played a major role:

- **The leadership of the Regional Government of Andalusia and the drive and collaboration of all the provincial councils and the councils of municipalities** under 20,000 inhabitants for the project. Strong and innovation-oriented political leadership from the regional government was a key institutional factor that supported the development of the initiative.
- **The importance given to human capital.** The network of territorial and local regeneration, with a local facilitator in each center, allows personalized attention (listening, support, advise, assistance) to those users who reveal their needs. This way one can tailor the services offered based on the specific requests addressed to each center. This element makes Guadalinfo differ from other network of telecenters.
- **The attention to groups that present special risks in accessing the Information Society.** Whether through special equipment, personal assistance or activities planned specifically for these groups, the project serves the citizens of rural areas, people with disabilities, women, immigrants, etc.
- **The fact it is a public service in areas where there is no other way to access Internet services** (because of market failure). As a matter of fact, Guadalinfo is neither a project nor a programme; it is the provision of a public service at regional level. It is a flagship policy of the Andalusian government, which uses it as operational tool to implement its long-term strategy of reduction of disparities through digitalisation.

A successful project enabling both medium-terms outcomes and long-terms impacts in terms of territorial competitiveness and social cohesion

In turn, some challenges are still being faced. Among them, **sustainability is the main issue**. Given the gratuitousness of the

service, the initiative is *de facto* not self-sustainable so that persistence of political commitment is necessary. Thus, the main concern of the promoters of Guadalinfo is about the conditions under which it will be possible to set up alliances with the private sector in order to share part of the project cost.

Secondly, **town councils**, which can be seen at the same time as implementers and beneficiaries of the programme, have been gradually included in the Guadalinfo programme as the network has grown. However, as also illustrated in the mid-term evaluation, their **degree of involvement is often limited to fulfilling administrative requirements**. Among the most common obstacles there are economic difficulties some councils face which may hamper their long term commitment to the whole strategy. Strengthening collaboration with this type of entity, by reinforcing the communication strategy of the programme, poses therefore a challenge for Guadalinfo.

Despite the acknowledged success, Guadalinfo is currently facing some challenges

Place-based approach at work

Place-based features	Place-based approach put in practice
Horizontal coordination and multi-level governance	<p>The strong partnership and governance mechanisms among regional, provincial and local institutions, formalize into an <i>ad hoc</i> consortium, entrusted to managing and optimising the initiative.</p> <p>The selection of local facilitators belonging to the municipality in which the centre is located. The facilitators who work in Guadalinfo receive the necessary training to do their work and provide services to citizens. They appear to be highly committed, working closely with users who demand personalised attention during the ongoing support.</p>
Integrated functional areas	<p>The location of the centers in the heart of the municipalities contributed in fostering social cohesion and territorial integration.</p> <p>The territorial focus of Guadalinfo: rural and peripheral areas at risk of depopulation and abandonment.</p> <p>The free access to the Internet and the personalized attention received, which encouraged active participation and promotion of activities, training and innovative projects</p>
Evidence-informed policy making	<p>The bottom-up strategy for social innovation processes carried out in the Guadalinfo Centers.</p> <p>Guadalinfo is a long-term initiative projected into the future. It benefits from a strong political commitment from the regional government, built on the principles of universality of access to ICT and equal opportunities.</p>

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Key facts and Figures	
Country	Portugal
Target territory	Porto Region
Territorial dimension	NUTS 3
Territorial typology	Urban
CP objective	Convergence
Duration	2003-date
TA2020 priority	<ul style="list-style-type: none"> - Encouraging integrated development in cities, rural and specific regions - Managing and connecting ecological, landscape and cultural values of regions

In brief

Developed over the last 10 years, "Horta à Porta" gathers different types of stakeholders engaged in various fields such as environmental protection, social inclusion of disadvantaged groups and education in a network with the aim to implement a strategy for the Grande Porto region focusing on home composting and the promotion of organic farming. The project, which consists in the creation of a network of gardens for citizens as well as in the provision of training activities and the creation of local organisations in order to support the established network, was conceived as an initiative pursuing a set of interlinked objectives ranging from environmental sustainability and urban land regeneration to improvement of citizen's quality of life and social cohesion. In recent years, responding to the new needs brought about by the economic crisis, the initial focus of the project has been slightly re-directed towards issues such as social responsibility and family livelihood. This initiative owes much of its success to the integrated and coherent approach pursued, the interactions established among the various government levels and civil society and to the participation and relations of proximity stimulated and developed between different partners and final users, fully in line with the place based approach.

Background

Since 1982 LIPOR - Intermunicipal Waste Management of Greater Porto - is the Association responsible for the management, recovery and treatment of the Municipal Waste produced in eight out of nine municipalities of the Greater Porto subregion¹. The area with nearly 1 million inhabitants produces around 473 thousand tons of waste each year. Since its inception, LIPOR has developed a number of integrated investment projects towards a sustained waste management, making it increasingly multidisciplinary.

In 2000/2001 LIPOR prepared a new strategic plan covering the period 2000-2014, which entailed an investment programme of around EUR 100 million.

¹ I.e. Espinho, Gondomar, Maia, Matosinhos, Porto, Póvoa de Varzim, Valongo and Vila do Conde. Source: <http://www.lipor.pt/en/lipor/who-we-are/history/#sthash.HmiYUuqR.dpuf>

The main component of the programme involved the replacement of the existing composting plant, which was old and outdated, with the construction of a new plant in the Ermesinde site. This major infrastructure project, which benefited from the Cohesion Fund co-financing, led to the rise of a need to promote the production among citizens of better quality organic waste to be used in the new plant. This was indeed a fundamental pre-condition in order to produce good-quality compost which could be then sold in the agricultural market. Accordingly, **in an integrated management perspective, a series of parallel initiatives were planned to enhance people's awareness of organic waste sorting and social responsibility.**

Under the LIPOR's policy on social responsibility and awareness campaign, The Horta à Porta project emerged in 2003 with the final aim to sensitize the resident population to organic waste reduction and to promote local people's awareness on issues of environment and home composting. Inspired by experiences developed in Germany, the initial idea was then adjusted thanks to the **interaction of LIPOR with the local authorities in order to better fit the project with the local features, needs and resources.** This crucial interaction was embedded in a broader discussion concerning the realisation of a common strategy for Greater Porto in terms of home composting and promotion of organic farming.



"One of the urban vegetable gardens"

Although the Greater Porto subregion already had some home composting projects, educational kitchen gardens and organic farming were still very limited when "Horta à Porta" was conceived. According to LIPOR, **it was important to develop an integrated initiative in this field in order to contribute to an effective reduction of the organic waste produced as well as to promote biodiversity and good agricultural practices.**

Horta à Porta: an integrated approach

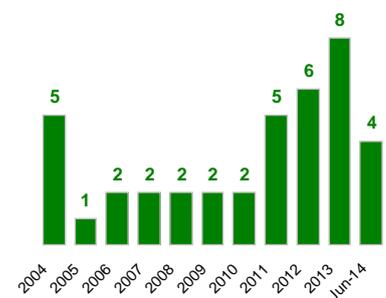
The project concept evolves around the ultimate goal of **reducing organic solid waste and, in so doing, promoting the preservation and, in some cases, the regeneration of the land especially in urban areas** as a way to improve citizens' quality of life. Specific objective of the initiative is however to enhance people's environmental education as well as collective and individual responsibility. **In line with the place based approach the project encompasses a series of integrated measures over a territory which expands beyond the administrative boundaries.**

At strategic level, the Horta à Porta project involves the creation and the animation of a network linking the various stakeholders in the Greater Porto subregion around a common approach to organic farming and local development. At an operational level, the project involves the creation and the organization of a network of gardens comprising plots of 25 to 100 m² for citizens interested in organic farming and composting as well as the provision of training activities and the creation of local organisations in order to support the established network.

Box 1: How a garden works

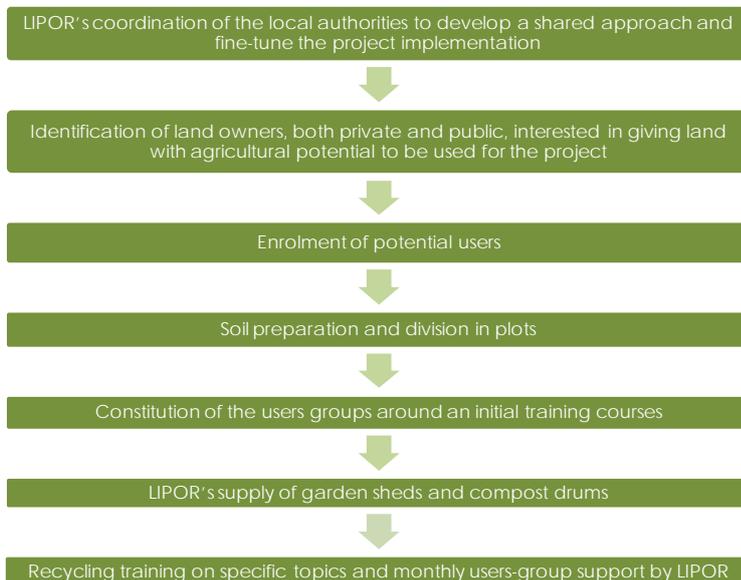
Any citizen wishing to have a garden can apply to become a user. The enrolment order and the proximity to home constitute the general criteria for the selection of users, although this varies according to the type of vegetable garden in question. The allocation of a plot involves compulsory attendance in a training course in homemade composting and annual refreshing. By the time the plot is delivered, the user receives the key to store the agricultural equipment and a composting bin, which should be used to make homemade composting, using the final product in the vegetable garden. Water is also made available for irrigation. The agreement for the use of available plots is valid for one year and may be renewed for equal periods. There may be unilateral rescission of the agreement by the managing entity in the event of any breach of compliance.

As mentioned, the initial strategy of the project was defined in 2003 and the initial goal was to create 25 gardens by 2016. Over the years, **the project evolved and thanks to the active cooperation of its partners the original goal has been fully achieved and even surpassed.** Today, the project provides a total of 1024 plots, most of them in urban areas, and counts 39 kitchen gardens spread over the urban areas of the target municipalities.



“Number of the urban vegetable gardens created each year, 2004-2014” Source: LIPOR representative

Project phases





"Vegetable garden located at Parque de Ciência e Tecnologia da Maia - Tecmaia"

The integrated nature of the project is reflected in the nature of the activities promoted and the link with similar activities. **The project is a combination of hard infrastructure investment such as the provision of garden sheds and compost drums to farmers and softer social measures** such as training and technical guidance. The project is self-financed by LIPOR, and costs about EUR 30,000/year (other costs are internalized). However, European funding was essential for some of the mentioned interventions, namely for the acquisition of compost drums.

Moreover, it is worth stressing that the project, being part of a series of linked interventions bringing together Eco-centres, Eco-points and initiatives such as home organic waste collection, is not alone in pursuing the aforementioned objectives. Horta à Porta is indeed surrounded by a series of initiatives which reinforce each other in the perspective of a solid waste integrated management.

Box 2: An example of inter-linked projects

"Waste-free School" is a project bringing together a dozen schools and which aims to inform and make children aware of environmental issues as well as to warn them about environmental-friendly eating and consumption habits. The project entails different kinds of activities such as games, workshops, summer camps visits to LIPOR's home composting centre. Some of the schools engaged in this "Waste-free School" in order to reinforce the theoretical knowledge also organise gardens on an educational basis within the "Horta à Porta" project.

A flexible and evolving approach

Today, different types of gardens exist. In addition to those open to all residents, **there are gardens which target specific groups, i.e. Subsistence, Social and Company Kitchen gardens. These were created to address new emerging needs such as increased unemployment and reduced household incomes** which emerged during the project implementation due to the occurrence of the economic crisis.

Subsistence gardens target households with children and unemployed parents. The idea is that people can produce and possibly sell products in the local markets, so as to have a complementary income for the household. This is the only type of gardens allowing the eventual commercialization of goods produced, in all the others production of vegetables is strictly for self-consumption.

The **social responsibility gardens** aim to engage social disadvantaged groups or social institutions and act as a

complement to the budget of underprivileged families and institutions.

Finally, the **Company gardens** allow institutions and companies to restructure their own green spaces, thus enhancing their productive use and reducing maintenance costs.

As a result, the objectives of environmental and recreational sustainability concerning the initial gardens were re-directed, thus allowing the creation of vegetable gardens eminently social in nature, addressed to individuals, families and communities, by extending the partners network initially established (constituted only by the local administration) to associations, NGOs, educational institutions.

A flexible governance

LIPOR is not only the project promoter, it is also in charge of the project coordination and animation. A dedicated Central Team staffed with five people permanently working on the project performs regular monitoring by monthly visiting the vegetable gardens to provide technical support, by refreshing the training on annual basis and through the administration of a platform for sharing ideas and clarifying users' questions. This was one of the **key success factors of the project which has assured spontaneous adhesion and participation of people and institutions**. It is also the fundamental element helping to influence, persuade and promote real changes in citizens' attitudes and behaviours.

While the technical support to users is almost entirely provided by LIPOR, **the organisation of each garden is delegated to a garden manager**, who directly manages human, financial and logistics aspects. Nevertheless, the Central Team's working approach envisages more than monitoring by providing direct support to users. It also enhances synergies and promotes cooperation among the current 26 partners of the project which, aside from local authorities, include different types of stakeholders².

The interaction among partners is carried out through discussion groups meetings. A **close dialogue between LIPOR and the various garden managers** is also assured by bilateral interactions in each project phase. Reality has indeed shown that diverse situations

Shift of the project towards new emerging needs

Strong leadership of LIPOR combined with a participatory approach

² Project partners are : Parish Councils of Aldoar, S. Pedro de Rates, Aver-o-Mar, Custóias, Vairão, Fajozes and Ermesinde, the Municipalities of Matosinhos, Maia, Porto, Vila do Conde, Espinho, Gondomar and Valongo, the Therapeutic Community of Meilão, the Nobrinde company, the Porto Night Shelters, TECMAIA (Maia Technology and Sciences Park), the CICCOPN (Vocational Training Centre), the EB 2,3 da Maia School, ALADI (Lavra's Association for the Intellectually Disabled), S.P.O.T – Porto Society, Other trends, Lda, Sé Social and Parish Centre, the International Catholic Association at the Service of Feminine Youth, Espaço Municipal – Municipal Company and COHAEMATO (Housing cooperative).

require different formulas. Bilateral interaction and decentralised management allow to better take into account these differences in terms of local requirements and users' needs. On one hand, this informal and unstructured model of coordination has led to a **flexible adjustment of the users and the local needs**. On the other hand, this **has prevented a thorough collective process of reflection** which could have potentially enhanced the sharing of information as well as the project scope and expectations.

The relationship between LIPOR and the local authorities involved in the project was not new and certainly the success of the cooperation around the project is in large part due to this long-lasting working relationship. Specifically, this allowed the interaction among parties to take the form of informal discussion groups, facilitated the decision process especially in the initial stage of the project, when planning activities were carried out and mandatory regulations governing both the garden enrolments and the garden operations, were established.

In conclusion, the governance structure is features by a partnership that combines informality and decentralisation with strict respect of established rules and which, in turn, allows for a flexible and committed management.

Success factors

Integrating a more comprehensive strategy for Greater Porto, focused on decreased production of organic waste and on the promotion of home composting, **the initiative emerges as an exemplary case of a place-based approach**. The integration of environmental, social and educational components, the participation of all stakeholders in decision-making processes and promoting partnerships between institutional actors (local authorities), economic (enterprises, which includes the coordinating entity) and social (NGO, parish centres,...) in the initiative design, implementation and management are some of the main elements characterising the PBA of the initiative.

The presence of an aggregating institution counting on a privileged relationship with local authorities and the existence of know-how by the technicians of this institution, which enabled to assemble a support system and organizing structure that ensures a high level of involvement and public participation, enabled a successful implementation of the project. The strong adherence to these urban organic gardens (proven by the existing waiting lists) reveals economic, personal and social benefits, besides the obvious gains in terms of environmental sustainability.

Place-based approach at work

Place-based features	Place based approach put in practice
<p>Horizontal coordination and multi-level governance</p>	<p>The territorial dialogue finds itself established between local authorities, stakeholders and civil society, all with an active and supportive role in the pursuit of a common goal. The dialogue takes the form of informal working groups or bilateral consultation between LIPOR and the partners/managers of vegetable gardens/ users.</p> <p>A decentralised management for each garden is envisaged in order to allow each city to better organise the garden according to the local needs and resources. However, the Central Project Team retains a leading, guiding and monitoring role.</p> <p>Considering that the majority of the gardens are implemented on municipal land, the long-lasting institutional relationship between LIPOR and the municipalities facilitated the project implementation.</p>
<p>Integrated functional areas</p>	<p>While the project takes as its starting point the need to promote the production of better quality organic waste to be used in the new composting plant, the project is not restricted to this matter but it is fully integrated with other policy areas such as land regeneration and social inclusion.</p> <p>The network of urban vegetable gardens became an instrument to sustain response to the challenges posed to the environment and society in urban context which expands beyond the administrative boundaries of a single municipality.</p>
<p>Evidence-informed policy making</p>	<p>Acting locally, mobilizing and ensuring the active participation of the local institutions and population is essential to the dynamics of the project. This practical, participatory and engaging approach is developed by all stakeholders, revealing some cases of cooperative management, where solutions are found collectively.</p> <p>The network cooperates within a gradually extended territory, where social sustainable development issues with greater relevance emerged.</p>

Contacts

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Key facts and Figures	
Country	Ireland
Target territory	Limerick City
Territorial dimension	NUTS 4
Territorial typology	Urban Area
CP objective	Competitiveness & Employment
Duration	2000 – 2010
Funding	EUR 8.8 million
TA2020 priority	– Encouraging integrated development cities, rural and specific region

In brief

The Limerick Enterprise Development Partnership (LEDP) is a private sector-led multi-stakeholder partnership that supports social and economic inclusion in poor neighbourhoods on the south side of Limerick City. LEDP was developed as a response to a local employment crisis in Limerick City resulting from the loss of over 500 jobs after the closure of the Krups-Moulinex factory in 1999. In line with the TA2020 priorities, the LEDP aimed to promote the integrated development of the Limerick city. In particular, the partnership is a good example of community-led development. The purchase and refurbishment costs of the former Krups’ site were met by a combination of bank borrowings, government grant aid and philanthropic funding. The factory was redeveloped according to a ‘village concept’ and, today, welcomes a cluster of highly integrated activities across education, training and employment providing many reasons for people to come to the site (i.e. work, shopping, education and training, community services and leisure). Over the years, LEDP has been broadening its activity to work with new stakeholders, as well as the original partners, in a wide range of local projects. This integration of different activities and policy measures, the involvement of local stakeholders of different nature, the dynamic partnership, the interaction with the local community are key ingredients of a place-based strategy which made possible the translation of a such complex project into reality.

An industrial restructuring background

Located in the Southeastern Region, Limerick City is a large urban centre with a long tradition of manufacturing and a profile of socio-economic disadvantages and long-term population decline. **During the 1970s and 1980s, the city experienced a significant industrial restructuring which led to the closure of indigenous industries** no longer able to compete in global markets (e.g. Limerick Clothing Factory, Shaws, Cleaved, etc.) as well as to significant job-losses in foreign-owned industries.

At the same time, major industries were attracted to the city through foreign direct investment in new sectors, including metals, machinery, light engineering and computing. These industries

“The community was devastated by the closure of Krups, which was strongly embedded in, and part of the identity of the local neighborhood, often employing several family members and several generations of families.”

broadly matched the manual skills profile of Limerick workforce. Over the time, they supported the creation of new businesses and entailed an increase in the professional, managerial and social classes and a decrease in the semi-skilled and unskilled social classes (see graph).



Source:

LEDP 1999-2010: Review and Future Strategy

Krups was one of the first inward investment projects in the region. It set up its appliance assembly operation in Limerick in 1964 and remained in Limerick for around 30 years. Its workforce was drawn mainly from the community of Ballinacurra Weston, Rathbane, Janesboro & Southill estates. At its peak in the 1970s, the factory employed some 1,500 workers, mainly female workforce with low education (70% of the employees). In 1991, Krups was acquired by French-owned Moulinex, thus becoming the Krups-Moulinex factory. Because of a decrease in exports orders in Russia by the Moulinex plants in France, the plant in Limerick was closed in 1999, thus causing a significant loss of job.

The closure of the Krups coincided with a labour market requiring higher levels of education and workforce skills.

Box 1 The social-spatial dimension of the industrial employment in Limerick

Traditionally, the Industrial sector in Limerick was used to take its workforce from certain localities. For instance, factories like Ferkena and the German-owned Krups drew large part of their workforce from the Southside of the city, where there is a social housing estate constructed in the mid-1960s and characterised by a profile of low levels of educational attainment. Reflecting the location of industrial employment, the concentration of workers was in public housing estates in and around the city. The estates grew as more and more industries were located in and near Limerick City. The social housing estates, mainly populated by young families, were built to address the serious housing shortage existing at that time as well as to provide a local workforce to the new industries being attracted to the city. They were characterised by high rates of male unemployment and strong concentrations of female-headed lone parent families.

A local response to local crisis

The political response to the closure of Krups-Moulinex was to quickly set up in 1999 an Inter-Agency Task Force to explore options to attract new investment and create replacement employment for the local population. This task force involved national, regional and local public agencies, as well as representatives from the private sector. The Task Force entered soon into discussions with a large UK company - Orange, a call center based in Newcastle-Upon-Tyne (UK) - which was interested in setting up an Irish base in Limerick and considered the workforce had a suitable profile. This proposal was, however, not supported by the state development agencies. During

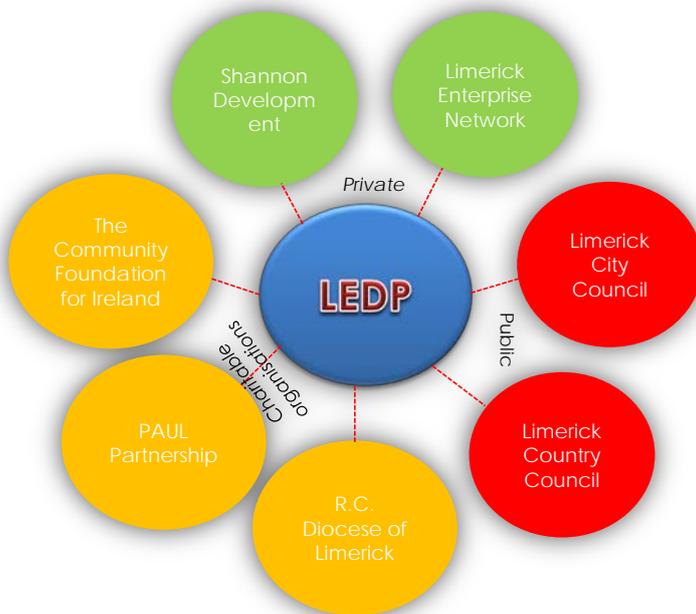
the six months period following the closure of the Krups factory, it was clear to some partners of the Task force and some business leaders in the city that the Task Force was not making progress in attracting an alternative investment to the site.

Therefore, a small group of players from the Task Force (in particular a property developer and the managing partner of an international accountancy firm) pursued a parallel strategy to the Orange's proposal and entered into discussion with the general manager of Krups-Moulinex to explore the option of purchasing the Krups site. Having agreed the price at £2.75 million (EUR 3.5 million), the business partners paid a deposit on the site (£250k) and raised the remainder funds through a mix of financial contributions from local partners (seven in total), bank borrowing and grant aid from the state¹.



LEDP's 16 Acre Facility at Roxboro

A group of seven stakeholders (see Figure below) established the Limerick Enterprise Development Partnership (LEDP) as a public-private voluntary partnership with non-profit status and operating as a social enterprise. A unique characteristic of this partnership was that it was designed and driven by the private sector.



The shareholders of LEDP

"The partnership was motivated by a sense of commitment to the city, the former workforce of Krups and the needs of the socially disadvantaged population of the estates."

"The participation of the Roman Catholic Diocese was considered important by the business promoters to show that the church was concerned with the disadvantaged people of Limerick"

It is worth stressing that the LEDP was developed in a context of a local job crisis in wider conditions of economic booming. At that time, Ireland was on the 'cusp' of an economic booming with national growth rates running at 9-10%. The objective of the LEDP was indeed to take advantages from the national economic growth and attract new businesses in Limerick.

¹The funding mix included a small contribution from trade unions, the remainder of a training fund of Moulinex-Krups, £1 million contribution in grant aid from the Department of Enterprise Trade and Employment, £1 million from the JP MC Manus Foundation, bank borrows from Ulster Bank.

Overall, the redevelopment of LEDP costed around EUR 8.8 million². In 2005, LEDP secured additional funds (EUR 1.08 million) for the building of the Family Tree Crèche (see box below).

Box 2 The Family Tree Crèche: a solution to a local need

The Family Tree Crèche is an example of LEDP's activity tailored to local needs. Assessments from LEDP stakeholders found the establishment of additional child care facility in the neighborhood that would support & contribute to the development of the children emotional & behavioral growth. The project was supported under the Equal Opportunities Childcare Programme included in the National Development Plan (2000-2006) and under the sub-measure 'Capital Grant Scheme for Childcare Facilities (ERDF) part of the Social Inclusion Sub-Programme of the Regional Operational Programme for the Southern & Eastern region. As of today, the community crèche provides 50 full-time equivalent places, has 63 children enrolled and employs 14 staff members. It caters for children from 3 months to 5 years on a full-time, part-time, sessional, summer or after school basis. Funding from running costs comes from private contributions (fees from parents) and a mix of national subventions and fees for parents with entitlements to social welfare.



Family Tree Crèche

The physical redesign and refurbishment of the factory got underway quickly. From the beginning, the idea of the LEDP was to **create a business park, with the old factory at the core, and a village concept based on the diverse use of the space**. In particular, the baseline idea was to create an open & welcoming campus for local people from the estates, and to create many reasons and opportunities to come to the LEDP complex – for work, shopping, education and training, community services and leisure. Step by step, the village concept has been realised in 2005. As of today, the site welcomes a mix of businesses, retail (shops, supermarket, pharmacy), leisure (based at hotel) and health services, as well as enterprises units, education and training facilitates, a community café and community services in the old factory building.

From its design, the focus of LEDP activities has been centered on five main pillars, including **commercial development** (refurbishment of the buildings and attracting of tenants), **employment development** (attracting businesses to relocate in LEDP and supporting business start-up by socially disadvantaged group), **skills training** (relocating in the site two training providers FÁS and Fáilte Ireland), **education** (retaining young people in school), and **community-based initiatives** (in the areas of estate management and family support).

²The cost of the project is around EUR 10 million if including also the cost of the Family Tree Crèche (EUR 1.08 million). The funds were raised through a mix of financial contributions, including equal contributions from the seven partners (EUR 190,000 each), EUR 1.27 million in grant aid from an enterprise fund at the Department of Enterprise, Trade and Employment, EUR 1.27 million from the JP McManus Trust (a charitable trust financing local social and community projects), EUR 4.4 million in bank loans plus a small contribution from a trade union training fund at Moulinex-Krups.

Getting the project off the ground
as a village concept

Innovative tools and practice

There are many innovative aspects brought about by this project which successfully allowed to implement a place-based strategy.

Firstly, **the concept of LEDP itself was innovative in the Irish context.** In particular, the mix of public, private and philanthropic funding, along with the management of the venture as a social enterprise, were innovative practices in the local and national context. The direct approach of LEDP in seeking investment and negotiating with public agencies was innovative as well.

Interestingly, **the LEDP has been working as a platform enabling interaction** between professional workers, public officials, voluntary organisations and the local disadvantaged population in a city known for its history and residential pattern of social segregation. Since its design, the LEDP has been creating innovative and strategic partnership, by involving the Catholic Church, for instance.

LEDP also **generated and tested new ideas.** For instance, it has been mobilising local social capital to set up a *community time bank* of business people providing free advice and mentoring new start-ups (see box below). The project also **applied 'old ideas'** such as the provision of enterprise workspace and small loans for business start ups, **to new target groups** including disadvantaged young people, prisoners and ex-prisoners, people from ethnic minorities, etc.



Wooden Boatbuilding School

Box 4 Community Business and Social Inclusion

The Limerick Enterprise Network's Community Time Bank enables individuals to avail - free of charge - expert advice from professionals. As of today, it involves around 140 individuals in the provision of free professional services (legal, financial, property). Approximately, 3,000 hours have been provided, with an estimated value of around EUR 250,000 a year. This support has resulted in some 200 new start-up and 260 new jobs. This service has been also targeting existing prisoners and has been strategically integrated to the Prisoner Aid Programme. The latter has assisted eight ex-offenders in setting up a new business by way of advice and loans from the Allen Lane Foundation Fund.

A **fracture with the previous local development strategies** was also introduced by the project. At the time of Krups closure, it was expected that the site – because of its size, outdated buildings and its location on the ring road around the city – would only be suitable for warehousing-type activities, generating low added value and few jobs. In the face of this prospect, the private sector drove a parallel strategy which broke the previous pattern of seeking to develop replacement employment with a low skills profile to respond to the immediate job crisis. The underlying idea of the LEDP was indeed to attract new enterprise and alternative employment

to the site, and at the same time, develop an infrastructure and services to enhance the education and skills profile of the population (this is why the Orange proposal was rejected). The intention was not simply to cope with the employment need in the area but more ambitiously to design and support a new local development path.

Interestingly, this was done by creating a **cluster of activities** on site, highly integrated across education, training and employment. For instance, training activities are being provided in the field of catering and hospitality (around 400 training annually), which are amongst the tenants attracted in the LEDP site.

A successful performance: lesson learnt from LEDP

An additional capital investment of approximately EUR 65 million have been leveraged with the LEDP operation. By 2006, the project reached its own sustainability, as the LEDP was able to become debt-free thanks to a prudent management of resources and to the sale of land around the factory for development, including the construction of a hotel with leisure centre, shops and health centres.

It now generates gross rental income of some EUR 800,000, which allows the enterprise to provide (after all costs) some EUR 300,000 in funding for social and education projects in the community. The sustainability of the LEDP is mostly ensured through rental income. There are, however, activities which also include private and public contributions.

In line with the **TA2020 priorities**, the LEDP has contributed to boost an integrated development of Limerick city. It has recorded a **positive performance in relation to all its strategic pillars**. Currently, there are 35 tenants on the site of which 14 are private sector-led including UPC Ireland, which is the largest employer, a hotel belonging to the Maldron chain, an Aldi supermarket and small retail and services businesses, including the café. Limerick Enterprise Network (LEN) and other partners have carried out a range of activities (community time bank, enterprise fund, business advice, support programme for ex-offenders, etc.) which have generated **new employment** (e.g. the loan fund has enabled the creation of 60 jobs). Training in skills have been tailored to the job opportunities of the site (catering and hospitality, for instance) thus ensuring a **job placement record of around 80-90%**. Also, the **educational strategy** has achieved positive outcomes, as well. For instance, homework study clubs for second level students had good success rates in terms of young people staying in the school, level of attainment of exams and number of students going on to the third level education. From the **community** point of view, innovative initiatives

This project would not have happened in the absence of a risk-taking culture. This came from the private sector and key personalities.

UPC has completed a EUR 600,000 new expansion and renovation investment at LEDP. The company employs 800 people nationally including Limerick (450 jobs) and an additional 700 contractors nationwide.

have contributed to engage and support community (see box below).

As pointed out by the evidence collected, the positive results achieved by the LEDP and the **overall success of this place-based strategy** is associated to a combination of several factors:

- **Characteristics and skills deployed by LEDP and LEN.** The private sector partners were prepared to take the risk and to manage business. All the LEDP partners were part of networks with significant financial resources, skills and political and social capital. This was relevant for getting the investment and bank credit needed but also in setting up specific initiatives such as the loan fund and community time bank involving local business people and targeting local socially disadvantaged groups.
- **A management that is both tight and flexible.** While managing the commercial aspects of each operation tightly, the LEDP does not get directly involved in the mainstream of each activity (e.g. LEDP only provides input on strategy and on the content of the training). This gave flexibility to the overall project and autonomy to the stakeholders involved.
- **Each organisation has its specific role.** For instance, LEDP is the umbrella structure responsible for the strategy and management of the whole project. LEN's role is to oversee and mobilise 'soft' measure for enterprise, to manage the loan fund and a prisoner support programme.
- The LEDP has been **embedded in the local environment** since its design. Its activities have been addressing local needs and targeting local population (e.g. the Family Tree Crèche).
- LEDP's has showed the capacity to **approach the right stakeholders.** For instance, the relocation of the telecommunications company UPC Ireland has ensured the rental of large part of the space available in the site. The UPC has acted as a magnet to attract other enterprises and services, creating a critical mass of activity in the site. Also, the relocation of the FÁS and Fáilte Ireland has been decisive in ensuring a high number of trainees.
- **Dynamic partnerships and local community involvement.** While it was initially seen as a private sector initiative, the LEDP has worked over the years to broaden the base of partnership and build relationship at many levels as well as to develop a cross-sectoral partnership (e.g. Mary Immaculate College and the University of Limerick were involved to develop an education strategy and initiatives on-site). Also,

In planning for the future, the LEDP is committed to capitalise its Public-Private-Voluntary partnership by bringing new ideas and synergies for the social and economic development of Limerick.

efforts have been addressed to engage local residents (see box below).

- There was an element of **luck and timing** in the LEDP's success, as the purchase of Krups-Moulinex coincided with an economic and property boom in Ireland.

The positive performance of the LEDP has been widely recognised at local, regional and national level. The potential application of LEDP model to other situations is being considered also in view of the recent economic crisis and its severe impacts on employment. For example, a wide interest in replicating the LEDP model was showed in Limerick following the closure of Dell computer's manufacturing operation (in 2009)³ which caused the loss of 1,900 jobs.

Box 5 Efforts to engage local community in the LEDP experience

In 2000, LEDP set up an Inter-Parish Forum, including 5 parishes on the south side of the city and facilitated by a community coordinator. The aim was to ensure community representation on the board of LEDP. This initiative was made in synergy with a national development initiative for disadvantaged urban areas – RAPID (Revitalising Areas through Planning Investment and Development) – which prioritised community consultation and involvement.

LEDP were supportive of the participation mechanisms for the community when the Limerick Regeneration Programme started and 2 new agencies – the Southside and Northside Limerick regeneration Agencies – were set up in 2007 (for a period of 5 years). Members of the LEDP executive were on the board of the Southside agency. The two agencies set up committees involving local residents and public services providers and offering the opportunities to raise issues and receiving feedback on the regeneration programme.

Finally, the LEDP has taken steps to improve the accessibility to the site and visibility for local community (e.g. though pedestrian access to the site; encouraging local children to paint murals (art corridor projects), relocating relevant public services (e.g. police) and traditional coffee shop.

³ Limerick City had attracted Dell computers in 1991 providing between 4,500-5,000 jobs in manufacturing and high level business services. Some workers displaced from Krups took up employment in production in Dell without, however, upgrading their education or qualification profile.

Place based approach at work

Place-based features	Place based approach put in practice
Horizontal coordination and multi-level governance	<p>The LEDP is unique in its composition. It brings the private, public and voluntary sectors into partnership. This mix ensures that the social and economic inclusion process is properly taken into account (thanks to the experience of public and voluntary organizations in dealing with this issue) and that funds are allocated to achieve results and finance activities which are sustainable in the long-term (private sector approach).</p> <p>Stakeholders involved in the implementation of the activities have a specific role, without overlap, and operate with large autonomy and flexibility. They act as arms-legs of the LEDP, which is the umbrella structure. LEDP tightly manages the commercial aspects of activities and provide strategic input to their content, thus ensuring synergies and coordination.</p> <p>The LEDP acts as a platform enabling interaction among several stakeholders and local community. This enables dialogue across different level of governance and different sectors and provides the local community with possibility to raise issues and receive feedback from professional workers, public authorities, voluntary bodies.</p> <p>A dynamic partnership enables to build relationship at many levels (as well as to develop a cross-sectoral partnership). It also enhances the capacity to meet the changing conditions, needs and priorities of the local community.</p>
Integrated functional areas	<p>The project is a good example of multi-faceted initiative to support social and economic inclusion through education (from earlier stages), training, enterprise and jobs targeted at a most disadvantaged population.</p> <p>There is a strong synergies and integration between national, regional and local strategies ensured also by the presence of members of LEDP in public regional and local institutions.</p> <p>The cross-funding synergy is in place and enables to leverage the capital investment.</p>
Evidence-informed policy making	<p>The LEDP has been acting as an agent for change by supporting local initiatives 'on the grounds', pumping innovative activities and directly seeking and negotiating inward investments on the site.</p> <p>The needs of local community are fully reflected in the formulation of LEDP's activities and priorities.</p> <p>The presence of the private sector brought about the risk-taking culture which was essential for the launch of this complex project.</p>

Contacts

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Key facts and Figures	
Country	United Kingdom
Target territory	Cornwall and the Isles of Scilly Region
Territorial dimension	NUTS 2
Territorial typology	Rural area
Duration	2010 – 2015
Funding	Total Cost: £ 136.3 million (EUR 158.9 million)
TA2020 priority	<ul style="list-style-type: none"> – Improving territorial connectivity for individuals, communities and enterprises – Encouraging integrated development in cities, rural and specific region

In brief

Since its design the Superfast Cornwall programme has been conceived as an integrated strategy for boosting the economic growth and improving the wellbeing of the local community of Cornwall and Isles of Scilly by improving territorial connectivity. The core of the Programme is a major investment in a digital infrastructure – using fibre-based solutions enabling a connection speed up to 330 Mbps. As a complement, it includes a wide range of supplementary activities – in different sectors and policy areas – addressed to stimulate the demand for the broadband and to provide businesses and households with the right skills for taking full advantage from a fast connection. In line with the TA2020, the Programme fully addresses the territorial dimension of connectivity and succeeds in increasing businesses' productivity and improving the quality of life for citizens. From the design to the implementation phases, the involvement of a wide range of stakeholders has enabled to identify the crucial local needs and tailor Programmes' activities accordingly. Territorial dialogue is being ensured by a centralised body – the Cornwall Development Company – which is in charge of delivering and coordinating the whole programmes, by enabling interaction among the different stakeholders (e.g. private and public sectors, industry and universities, voluntary organisations, ect.).

The need for territorial connectivity

Located in the south west region of England, Cornwall and the Isles of Scilly (hereafter Cornwall) is UK's second largest region but ranking amongst the lowest in terms of population density. The population¹ is scattered: around 50% live in small towns, dispersed rural communities and a small archipelago, the Isles of Scilly, which is located 28 miles off the south-western tip of Cornwall.

Cornwall's peripheral position results in a disadvantaged situation economically and socially speaking. **Lengthy travel times to major urban areas have been considered a major barrier, when it comes**

¹541,663 inhabitants, Eurostat data, 2012.

A rail journey from London to Truro takes the same time as from London to Glasgow (about five and a half hours), despite the distance being 50% shorter.

to attracting businesses in Cornwall. In particular, the long distance to major markets along with other factors (lack of large employment units, large share of part-time workers employed in traditionally low paid agriculture and tourism sectors, low skilled labour force) are likely to contribute to the Region's low productivity and competitiveness².

At the time of the project's financing (2010), the existing geographical handicaps of Cornwall region were also worsened by the presence of a broadband technology, which physically limited the speed, flexibility and quality of connections. **A survey carried out by the Cornwall Council showed that Internet was critical for 87% of businesses.** On the face of these territorial and technological limits, the Cornwall Council was aware of the urgency of improving the connectivity within the Cornwall region as well as with the rest of the world.

Origin and enabling conditions

The Superfast Cornwall Programme was built on a previous European funded partnership – Actnow - a public-partnership that promoted economic development in Cornwall through the use of the broadband. Actnow ran a pilot project, called Flex, that supported SMEs in adopting flexible working practices and explored the benefits and challenges associated with flexible working. The results of this pioneering project highlighted the potential of superfast broadband for increasing productivity and improving work-life balance.

Based on this experience, the Cornwall Council designed the Superfast Cornwall Programme, which included the construction of a digital infrastructure, using fibre-based broadband solutions³. This Programme was in line with the national priority to develop broadband infrastructure (90% next generation broadband coverage by 2017) as well as developing skills and take-up to enable the widespread online delivery of public services and business interface with government.

The Programme was thus included into the Convergence Operational Programme agreed by the Cornwall Council with the European Commission in 2007. The activity was conceived as a major project with a public-private partnership.

During the first stage of the project, started early 2009, a key step was to select a private investor. In the development phase, briefing sessions with major potential investors led to the selection of the

Walking in the pace of a pilot EU-funded partnership

"We know that our investment in a brand new superfast network is just the beginning. Ultimately, it is down to businesses to seize the initiative and take advantage of the opportunities presented by superfast broadband. It is only then that businesses can create competitive advantage and our economy in Cornwall can grow."

² The productivity – measured as the Gross Value Added (GVA) per workers - is 72.6% of the UK average, which is indeed the lowest of the 37 NUTS 2 regions in the UK.

³ Fibre to the Cabinet (FTTC VDSL2) and Fibre to the Premise (FTTP GPON) able to provide a high-speed connection up to 330 Mbps.

private sector partner, notification and approval of the State Aid requirements⁴ and submission of the major project application to the European Commission for asking the EU contribution.

The development phase ran until March 2011 and led to the approval of the Superfast Cornwall programme by the European Commission and the selection of the **private investor, British Telecommunications plc (BT)**⁵. During the development phase, **the Cornwall Development Company was created (in 2009) as a branch of the Cornwall Council and was entrusted to manage the whole Superfast Cornwall Programme**, to support BT in the building of the infrastructure as well as to monitor and evaluate the Programme's outcome, results and impacts in collaboration with the South West Regional Development Agency.

The construction of the broadband network – called the 'big build'⁶ or Superfast broadband – began in July 2010 and is currently under construction (expected to be completed by June 2015). It involves laying 130,000 km of optical fibre cable.

An innovative approach tailored to local needs

The breakthrough with respect to the approach previously adopted by Actnow is that the Superfast Cornwall Programme has been conceived, since its design, as an integrated strategy encompassing different sectors and policy areas. The 'big build' is only a piece of the wider Superfast Cornwall Programme, which includes a wide range of integrated and complementary activities delivered across the community with the aim of promoting the full exploitation of the broadband technology and ultimately boosting the economic growth of the region and improving the wellbeing of the citizens. In particular, Superfast Cornwall includes **skills training courses** on a wide range of topics (e.g. social media, web design, digital photography and e-commerce), a **digital inclusion programme** (see box below), collaborative projects between universities and industry (*Superfast Cornwall Lab*)⁷, **demand stimulation programme** (engagement with businesses, through meetings and direct

Setting up a dedicated implementing agency

"We did not want to finance something that would have not been used. That's why we designed the 'big build' as an investment integrated with other activities addressed to stimulate the demand for it."

⁴The project was subjected to a State aid notification to ensure it did not distort competition on the internal market, by granting an economic advantage to the selected operator as well as by delivering a service that had the potential to affect competition among Member States.

⁵The main funding provider of the Superfast Cornwall programme (57% of the total cost) as well as responsible for the construction of the broadband infrastructure.

⁶ It is worth noting that this was a marketing campaign aimed at raising awareness of the infrastructure rollout to engage business and the public and encourage them to sign when it was coming to their area.

⁷ They are aimed at investigating current thinking, research, technological developments and trends to push the boundaries of what is possible through superfast broadband in Cornwall in order to add value to the economy.

contacts), **business support programme**⁸ and **environmental research**⁹.

The underlying idea of Superfast Cornwall Programme's promoter was that **the construction of the physical infrastructure could not deliver all the expected benefits if there were neither interest nor capacity to exploit it**. In this regard, the demand stimulation activities and training courses were considered key ingredients of the Programme in order to maximise not only economic benefits for the region brought but also financial sustainability of the network. Demand stimulation activities were indeed addressed to publicise the investment in the network and draw the attention of businesses and households to the opportunities offered by a fast connection.



Training course in the framework of Digital inclusion programme

The **integration among hard infrastructure investments and softer social measures** (e.g. training, studies, marketing activities, etc) **as well as among different policy areas** – such as infrastructure development, social inclusion, education and training – is the main innovative element of the Programme and a key aspect featuring the place based approach of the initiative. The integration aspect was particularly successful in addressing the territorial specificities of the target area and in particular the need to ensure a wide reach in a rural and peripheral region. As enabling technology for highly diversified productive and social activities, ICT lends itself particularly well to an integrated approach. At the same time it poses the challenges of cooperation among all the relevant actors.

Box 1 Mainstreaming digital inclusion in infrastructure investment

The Digital inclusion programme is one of the several interventions financed under the Superfast Cornwall Programme showing the integration among different policy areas. The Programme (a joint initiative between BT and the national charity Citizens Online) is addressing the issues of digital exclusion and is aimed to provide 'internet beginners' (around 3,000 people) with the right skills for taking advantage from the broadband infrastructure. The Programme includes workshops and taster sessions in local venues such as village halls, libraries and even local pubs. It also supports community groups and churches to set up their own Internet centers and developing partnerships with organisations such as housing associations to extend digital skills training to key groups. For instance, the public access computers at Cornwall Council's Library Service have been used to provide IT training sessions to hundreds of people across Cornwall.

⁸ It is managed by Peninsula enterprise with the University of Exeter in association with the Cornwall Development Company. It is addressed to support 50 high growth businesses to transform their business via superfast broadband.

⁹ Cornwall Development Company is a running study (until 2015) on how superfast broadband will affect carbon emissions in Cornwall. An online calculator has been developed in order to baseline the carbon footprint and see how it changes over time as more superfast applications are adopted by business and households.

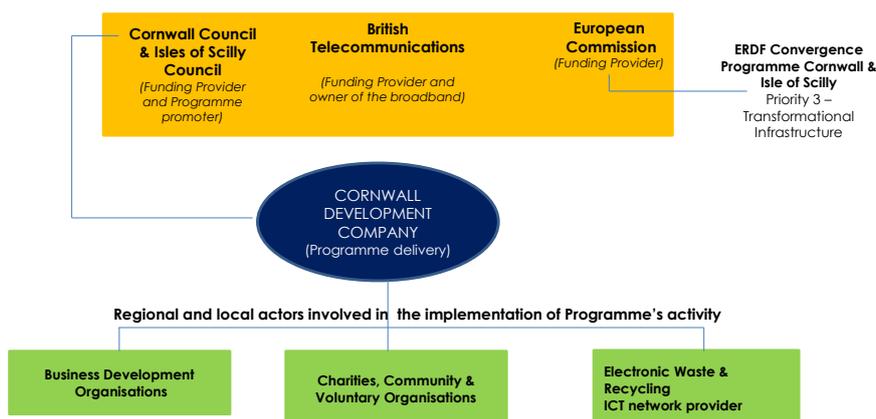
Innovative management practices

The governance of the project is a success factor. The Superfast Cornwall Programme was the outcome of **a continuous process of consultation among different stakeholders as well as of a wider partnership, involving private and public actors**, who agreed on the importance and urgency of a major ICT investment in the region.

The collaboration between public and private sector was already experienced with the pilot project run by Actnow. The **interesting and innovative feature of the Superfast Programme was the involvement of the Council's arm's length' economic development body: the Cornwall Development Company**. The latter was entrusted with the main responsibility of supporting BT in the construction of the infrastructure and of delivering the whole programme by coordinating all the stakeholders involved in the different planned activities. As showed by the figure, the Programme involves a high number of stakeholders of different nature and operating at different level of governance, including EU and regional institutions, ICT specialised companies, business development organisations, charities, community and voluntary organisations, electronic and waste recycling companies¹⁰.

The role played by the Cornwall Development Company is an innovative practice in the Cornwall Region and a key element featuring the policy dialogue of the Programme. It was the first time that the Council was supported by an *ad hoc* agency for the identification and prioritisation of local needs and which played the central role of facilitating the dialogue among stakeholders and implementation of the project.

Crucial role played by the Cornwall Development Company, a branch of the Cornwall Council



Superfast Cornwall's governance

¹⁰ For more details, see <http://www.superfastcornwall.org/about-sfc/useful-information>

Under the leadership of the Cornwall Development Company, the community stakeholders provided the proper skills to implement the Programme as well as contributed to tailor the Programmes' interventions to the needs and priorities of the community. For instance, churches, charity organisations, housing providers, healthcare institutions were involved in the framework of digital inclusion programme to design and implement initiatives which were able to enhance the ICT skills of disadvantaged groups.

At the same time, **the involvement of a high number of stakeholders has caused some challenges during the design and the implementation of the project in terms of time for achieving agreements.** The management board of the Cornwall Development Company has played the leading role in this regard by enabling communication among the different stakeholders and setting common targets and objectives to be achieved.

Box 2 A clear leading role for the Cornwall Development Company

The Cornwall Development Company (CDC) is the arms-length economic development company of Cornwall Council. Established in 2009, the CDC is playing a leading role in the Superfast Cornwall Programme and is currently coordinating a number of other innovative and transformational projects in Cornwall. Among others, it is managing three innovation centers in the region as well as several research and innovation projects under the Superfast Cornwall Labs covering areas such as e-health and sustainable digital. The role played by the CDC over the last years allowed the development of a network of stakeholders and a continuous dialogue with them. This contributes to strengthen the Council capability to identify the local priorities and design the appropriate business investments programmes.

Evidence from a successful experience

Four years after the start of the project, and one year before completion, 235,000 premises (around 90% of the target) have access to a faster broadband. Over 50,000 have been connected (with speeds of up to 100 Mbps), including 6,000 businesses. According to a recent evaluation report increasing the efficiency of working practices, improving access to the markets and productivity, the Superfast Cornwall has allowed the safeguarding of a total of 1,040 jobs and the creation of around 788 jobs¹¹. The increase of productivity from jobs created and safeguarded has been estimated to be around £80 million¹². The Programme is also influencing the decision of consumers to start-up a business and has certainly improved the social wellbeing (e.g. new type of entertainment for households, learning opportunities, more efficient

"The life changed thanks to the Superfast Cornwall Programme . Despite being based in Cornwall, I can stay connected to the world – for work and with family and friends"

¹¹ Superfast Cornwall Evaluation Update Report (April 2014), SERIO - Plymouth University, UK, updated with figure provided by the Cornwall Brussels Office.

¹² Measured through the gross value added.

online public services, improved health services, access to social networks, etc).

The synergy among the different activities of the Programme has been decisive in the achievement of these positive results. The provision of the broadband infrastructure *per se* would not have generated the same effects in the same time frame given the poor awareness of business and households about specific advantages of using high speed connection (e.g. e-commerce, skype conferences, internet marketing, etc.) and the need to, first, improve their digital skills.

The Superfast Cornwall programme paved the way for further investments in the coming years. Based on the Superfast Cornwall experience and building on the collaborations established with different stakeholders, the Cornwall Development Company is planning a new smaller project (expected to start in 2015) aimed at providing access to the broadband infrastructure in the whole Cornwall region¹³ and at further publicising the social and economic advantages of using it, thus stimulating the demand for the broadband services by households and businesses.



Connecting to clients and suppliers from Cornwall increased productivity

Success factors for a place-based strategy

The Superfast Cornwall Programme is a **successful example of how to address economic and social challenges** in a peripheral region **through a place based approach.** The integration of different sectors, the involvement of stakeholders of different nature and operating at different level of governance, the coordination ensured by a centralised body and pilot projects carried out in the past are the key ingredients of this initiative.

The involvement of a wide range of public, private and voluntary stakeholders, both in the design and implementation phases, allowed to identify the crucial local needs and to tailor Programmes' activities accordingly.

Moreover, the role played by a centralised body – the Cornwall Development Company - has been of outmost relevance to successfully implement the place-based strategy. In particular, it has ensured territorial dialogue amongst the different stakeholders, clear distribution of role and responsibilities as well as coherence and coordination of activities encompassing different sectors.

Finally, the project built on the experience gained in the past with pilot activities aimed at exploring the benefits of ICT and the barriers for a wide diffusion among firms and citizens in the territory.

"The latest research shows very clearly the great benefits that superfast broadband is bringing to Cornwall, particularly when you bear in mind this has been achieved during the difficult economic conditions of recent times. The partnership has been careful to develop a programme, which not only creates a network that will stand Cornwall in good stead for many years to come, but also ensures local firms and households are able to take full advantage".

¹³ Following detailed negotiations with Crown Estates, an announcement has been made regarding plans to endow the Isles of Scilly with superfast broadband.

Place based approach at work

Place-based features	Place based approach put in practice
<p>Horizontal coordination, multi-level governance, territorial dialogue</p>	<p>The creation of an <i>ad hoc</i> body has ensured coherence to the whole programme, coordination and clear distribution of role and responsibilities among different stakeholders and different levels of governance.</p> <p>The Programme encompasses the involvement of a wide variety of stakeholders from different sectors. Private sectors, voluntary organisations, public institutions have all contributed to the decision-making process and the implementation of the Programme.</p> <p>Dialogue with stakeholders has been ensured on a continuous basis since the programme's design thanks to the 'arbitration' role played by the Cornwall development Company.</p>
<p>Integrated functional areas</p>	<p>Design of complementary and integrated activities, encompassing different sectors, has strengthened the strategic goal of the Programme of boosting the economic growth of the region and improving the wellbeing of citizens.</p> <p>The integrated approach and synergy among different interventions has accelerated and ensured the translation of a large capital investment in the building of an infrastructure into tangible economic and social outcomes.</p>
<p>Evidence-informed policy making</p>	<p>The cooperation between stakeholders operating in different sectors (e.g. ICT companies, universities, industry, churches, etc.) enables to acquire crucial information on the local needs and to tailor the intervention accordingly.</p>

Contacts

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Key facts and Figures	
Country	Greece
Target territory	The Municipality of Athens and the Region of Attica
Territorial dimension	LAU 1
Territorial typology	Urban area
CP objective	Competitiveness & Employment
Duration	1997 - 2006
Funding	EUR 120 million
TA2020 priority	– Managing and connecting ecological, landscape and cultural values of regions

In brief

The unification of the archaeological sites of Athens is an initiative aimed at restoring the historic continuity of the city and creating poles of attraction for residents and tourists. The most distinguished and sustainable achievement of the project which is of a great use to the city's residents and visitors is the "Grand Promenade" consisting in four pedestrian walkways linking the New Acropolis Museum to the entertainment hubs and the shopping streets. The initiative entails interaction between different stakeholders at different level, such as national government, local government, building companies, SMEs, architects and archaeologists and local residents especially listed buildings and business owners. By incorporating a mix of hard infrastructure investment and softer social measures within a wider urban regeneration strategy fully tailored to local needs and specificities, the case of Athens shows that a place-based strategy relying on a coordinated and multi-stakeholder governance offers the best guarantees to unleash urban redevelopment potentials.

Territorial potential

In the 19th century, when Athens became the capital of Greece, two famous architects drew a master plan for the city which was never fully implemented. Since the 1920s and especially after the 2nd World War, **the City of Athens and the greater Metropolitan Area experienced a rapid economic and population growth leading to intensive construction activity without proper urban planning** and with no consideration of its ancient cultural heritage. After experiencing a sharp increase between the 1960s and the 1990s, the population in the City of Athens¹ has declined since 2001 (when it was 789,166 residents) and is set to further decline according to the zero or negative net-migration scenario of recent population projections².

¹ According to the 2011 Census for population, 664,046 people reside in the City of Athens and 3,827,624 in the Region of Attica.

² Kalogirou et al., 2011

Urban regeneration urgency

The rapid population growth from the 1960s to the 1990s increased the demand for housing in Athens. The replacement of small houses with multi storey buildings helped the urbanisation of Athens. The city's population density increased from 14,500 residents per km² in 1951 to the historically top 22,750 residents/km² in 1981 (now 17,000 residents/km²) and changed the human geography of the city. House developers and newcomers were not particularly interested in preserving Athens's heritage and the uniqueness of its cultural landscapes and beauty. The latter is of a world value and appeal that has been recently recognised by the UNESCO.

In order to unleash the territorial potential and allow for sustainable development and social cohesion, the need for property restoration, heritage protection and improvement of the quality of life for all residents and visitors became important in the public debate in the 1980s. **Athens was characterized by a fragmented landscape of ancient heritage sites negatively affected by pollution and the lack of maintenance whose access was difficult and hampered by high traffic congestion.** Under the impetus of Melina Mercouri, an actress and Minister of Culture since 1981, a vision for Athens was conceived to restore the Acropolis, to build a new Museum and to ask for the return of the ancient treasures to their birthplace. This was included in the Athens Master Plan in 1985 and the organisation of the Olympic Games of Athens in 2004 pushed the agenda for legislation and implementation of urban regeneration projects.

"The main drive of the program was the need for the unification of the archaeological sites. The Olympic Games of Athens in 2004 provided an opportunity to accelerate the implementation of the projects."

The programme

The Unification of the Archaeological Sites of Athens constitutes a sound effort for the "Revival of Historical Athens", a goal that does not simply aim to promote the ancient monuments, but intends to familiarise both residents and visitors with the history of Athens and the values of open access public space. The idea was to create a **functional unification** and, overall, to **enhance six of the most important archaeological sites** in Athens and **take advantage of them in order to regain the urban identity of the city.**

Multi-sectoral interventions to achieve a set of interlinked objectives

The program which was a multisectoral intervention supported by two main ministries, the Ministry for the Environment, Planning and Public Works³, and the Ministry of Culture⁴, included approximately **80 works grouped in six projects involving multiple stakeholders.** The interventions included new pavement for pedestrians, access roads and steps to the Archaeological Sites of the Acropolis, redesign of existing open space, tree plantation, a number of refurbishments of roads, new street lighting, benches and meeting points.

³ Now the Ministry of Environment, Energy and Climate Change

⁴ Now the Ministry of Culture and Sports

The flagship project of the program was to pedestrianise the major access roads⁵ to Athens city centre which were utilised by approximately 50,000 cars per day. The easy access to the monuments via the “Grand Promenade” and their unobstructed viewing from outside the archaeological sites, have made them more accessible to the public, especially the local residents who had to be re-introduced to their neighbour. Open spaces have been created within the concept of an “Open Museum” resulting in the gentrification of the area assisted by renovated housing stock and area beautification.⁶



Dionysiou Areopagitou Street

To date, **it is clear that the program significantly improved the quality of the residents’ life and social cohesion.** It also helped creating new sustainable business opportunities. The urban regeneration and road pedestrianisation resulted in a rise in property values, with different impacts on social groups. This was positive for owners whose wealth increased and negative for renters whose living costs increased. The subsequent economic crisis that resulted in high property tax and lower income, puts pressure on some owners to sell their properties to those who can afford a local living standard.

Learning from initial mistakes and involving local talent through architecture competitions, university student education, school excursions and a plethora of cultural activities, **the initiative proves to be one of the most successful and sustainable projects in the city of Athens.** It has permanently changed the view of locals about their own neighbourhood and helped the historic centre of Athens to acquire a new and more charming face. Today’s high property values and healthy local businesses prove the project’s sustainability.

Innovative tools and practices

In 1994, the Greek government allowed ministers to establish state owned companies operating under private law, with a single purpose to manage large public projects exceeding the 25 billion drachmas (EUR 13.368 million).⁷ **A Ministerial decision⁸ established a new anonymous state-owned company called “Unification of Archaeological Sites of Athens Anonymous Company” (EAXA S.A.)⁹.**

In 1997, a new ministerial decision¹⁰ by the Ministers of Finance, Culture as well as Environment, Town Planning and Public Works

⁵ Dionysiou Areopagitou Street and Apostolou Pavlou Street.

⁶Other projects include the urban regeneration of Psiri, the enhancing of archaeological sites in and around the Acropolis Hill, remodelling of major squares such as Omonoia and Koumoundourou Sq. and other streets in Plaka and the commercial centre of Athens (Athinas, Ermou and Aeolou streets).

⁷ Law 2229 (FEK 138A/31.08.94) provides the legislation for the operational framework and scope of such companies.

⁸ No. 69163 (FEK 551B/21.6.1995).

⁹ With an estimated budget of about 40 billion drachmas (EUR 117.388 million)

¹⁰ No. 45810 (FEK 909B/15.10.97).

updated the scope of the above company, provided the articles of association and described in details its tasks. The aim of EAXA S.A. was the implementation of the program for the unification of the archaeological sites of Athens according to a detailed list of 6 projects including a total of 80 interventions.

This legislation was considered innovative at the time because it removed the responsibility of the project management from several offices in the national and local government and assigned these to a purposely made company operating under private law and the rules of the market. The latter allowed for more flexibility, less bureaucracy and faster decision making and implementation of the projects compared to past practises.

Box 1 EAXA responsibilities

In order for EAXA to achieve its goals, the ministerial decision of 1997 set that the company is responsible for (among others): a) conducting studies that detail or supplement the existing preliminary plan for the unification of the archaeological sites of Athens or assigning these or parts of these studies to third parties; b) overseeing and managing the overall program in relation to the design and implementation of each project; c) implementing and overseeing or assigning to third parties all the interventions of the program such as urban regeneration, pedestrianisation, service creation, neighbourhood preservation; d) recommending the necessary legal arrangements and approvals (e.g. planning, traffic); e) coordinating, in cooperation with the departments of ministries, local authorities and utilities operations for the implementation of individual projects and settings in the program of the unification of archaeological sites; f) providing advice and recommendations on issues related to the implementation of the program, developing specifications and invitations for expressions of interest for the studies to be commissioned and drawing up calls for tender for the execution of the projects under the program; and g) accepting inheritances, bequests, donations, sponsorships and all aid that can help to achieve the purpose of the program.

According to EAXA S.A. officials, the implementation of this program took place with **constant communication with those involved and all potential users**: archaeologists, locals, inhabitants of nearby areas, shopkeepers, the associations of all those involved in every part of the project, tourist agents, guides and visitors.¹¹ The involvement of all the interested parties and locals allowed a smoother implementation of the interventions, reduced opposition by civil society and enhanced social cohesion.

Box 2 EAXA's recognition

In 2009, at the final conference of the EU project CONCERTOUR in Rome, EAXA received a Concertour award for Sustainable European tourism, transport and mobility initiative. This was one of the six cases awarded for valuable initiatives for improving tourism accessibility and services. The programme of Unification of Athens archaeological sites received the award for "creating a continuous fabric of public spaces, parks, and cultural and recreational facilities, linking the city's numerous archaeological sites" (CONCERTOUR, 2014).

Evidence of the success: different point of views at stake

A key for the project success was the creation of an autonomous and flexible agency which resulted in a reduction of bureaucracy and higher speed in implementing the programme. Compared to past practises, the creation of an *ad hoc* agency constitutes the major innovation of this program. It proved to be an efficient solution for the realisation of the program. Indeed, **having high levels of technical competence and managerial capacity concentrated in one *ad hoc* body makes the management more efficient** than having it dispersed among different services and departments at ministerial level.

Not only the creation of an ad-hoc agency was fundamental for the project smooth implementation but also the **set up of an ad-hoc legislation**. Indeed, in order to reach the planned objectives and to smooth the EAXA S.A. work a specific ad-hoc legislation was set up to overcome legal constraints of the previous regulatory. Such new legislation made by the central government under the suggestion of EAXA mainly involved land use, traffic and planning permission changes.

Another innovative approach concerns the **division of the program into six projects and 80 interventions that were separately implemented**. Contrary to previous practise consisting in assigning an entire programme implementation to a single large company, which rarely involves local experts and residents and fully respects local needs, this segmentation allowed for higher involvement of local architecture offices, residents and SMEs.

Although officials argue that local residents, business owners and tour operators participated in the dialogue, local residents feel that the participation of their local communities was rather limited. Citizens have been especially involved in two projects, the façade restoration and the removal of advertisement billboards from most commercial and residential buildings in the program area of intervention. However, public consultations in the initial phase of the program design were not organised. **Despite the limited participation of local community groups or economic sector groups in the decision making process and despite their occasional opposition to some of these interventions during the implementation phase, they all acknowledge the benefits of these interventions.**

According to local residents, the initiative has increased the accessibility and the use of public space in Athens central neighbourhoods and thus, increased the local residents' quality of life and social cohesion. The program has triggered permanent positive changes in people's every day life such as more walking and cycling, less car use, better access to shops. However, **concerns**

An innovative way to support the protection, rehabilitation utilization of heritage as advocated by the TA2020

Benefits are acknowledged, however, some concerns have been raised in the current context of economic recession

have been raised about the long term effects of the initiative and the resulted gentrification that may be negative for local people. The increase in property values brought about by the initiative combined by the occurrence of the economic crisis led households with lower income to leave the area. Also, there is a concern that the mentioned positive changes in people every-day life will not be sustainable if the balance between land uses supporting resident life and those focusing on passing visitors and tourists is not preserved. There is indeed a risk that this balance may be lost since local businesses and authorities shift their focus more and more towards tourists (see Box).

Box 3 Planners and residents viewpoints

The regeneration of the deprived area of Psirri, where degraded buildings were refurbished and controversial land uses were replaced with bars and restaurants, had a very positive effect in property values and the appeal of the area, transforming the area into a traditional entertainment hub. This profound success from the planners viewpoint is not shared by all local residents who believe that an opportunity for a harmonic coexistence of residents with local businesses is permanently lost.

Despite the raised concerns, to date, conversely to the rest of the Attica Region where one in three residential properties and several commercial properties in the region are empty¹², in the area around the “Grand Promenade” property values are still high, local businesses are healthy and flourishing and the local economy is developing thanks to high income residents and tourists visiting the unified archaeological sites.

As a result, it seems that the “Unification of the archaeological sites of Athens” has been the basis of sustainable local development. The place-based approach adopted met some of the territorial development challenges and succeeded in improving the capital identity by strengthening its cultural assets as advocated by the Territorial Agenda of the European Union 2020.

¹² According to recently published statistics from the 2011 Census for Properties

Place based approach at work

Place-based features	Place based approach put in practice
Horizontal coordination and multi-level governance	<p>Creation of a flexible agency to manage the initiative and coordinate its implementation has been the innovation towards a more place-based approach.</p> <p>Territorial dialogue mainly involved the offices of the ministries of Culture and Environment, Town Planning & Public Works, local authority and other public institutions as well as academic institutions. The division of the initiative into 80 separate interventions allowed the involvement of several local architects' offices to the implementation of some of these interventions.</p>
Integrated functional areas	<p>The program entails a mix of hard infrastructure investment (remodelling the road network, public transport network and pedestrianisation) and softer social measures (promoting the social and cultural aspects of open space and heritage, funding architects for developing innovative future ideas, providing teaching material for archaeology, culture and planning students and scholars) within a wider urban regeneration strategy fully tailored to local needs and specificities.</p> <p>Political commitment at both regional and local level was crucial to guarantee the smooth implementation of the strategy and adequate financial support. The 2004 Olympic Games accelerated the implementation of the program while <i>ad hoc</i> legislation helped overcome the bureaucracy that has historically been the reason for incomplete projects.</p>
Evidence-informed policy making	<p>The initiative could have better considered local wisdom and needs for implementing more sustainable interventions. Instead, it implemented the vision of public authorities for the removal of deprivation and degradation, restoration of buildings and ancient sites, opening public space and linking the archaeological sites in the historic centre of Athens via pedestrian ways.</p> <p>The initiative succeeded in improving the life quality of residents and visitors. However, it did not fully consider how the interventions could reduce social inequalities and account for specific needs of local residents. It appears that there is a pressure on lower income households who can no longer afford the increased property costs to leave the area.</p>

Contacts

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Key facts and Figures	
Country	Czech Republic
Target territory	Moravia-Silesia Region
Territorial dimension	NUTS 2
Territorial typology	Mixed, old industrial Region
CP objective	Convergence
Duration	Since 2011
Funding	Regional Office of Moravia Silesia: EUR 1.5
TA2020 priority	– Encouraging integrated development in cities, rural and specific regions

In brief

The Moravia-Silesia Employment Pact (MSEP) was established in 2011 as a bottom-up initiative inspired by similar initiatives abroad but adapted to the region specificities. It is an example of a genuine place-based approach initiated by local actors in response to the increased exposure to globalisation and structural changes induced by the global economic crisis which, via a multi-stakeholder partnership. Its main objective is to tackle severe and long-term problems in the labour market of this structurally affected region by creating more and better jobs and by fostering intensive cooperation among key stakeholders such as schools and enterprises. The largest asset and basic prerequisite for the success of this initiative is the unusually strong sense of partnership that has been formed in a step-by-step process among regional stakeholders. The partnership has been facilitated by previous cooperation among some of the stakeholders, by strong leadership from MSEP managers, by a sense of regional identity, and by several innovative approaches. The MSEP has succeeded in designing 10 types of integrated projects reflecting regional assets and needs. The effectiveness and efficiency of these integrated projects have been already proven within the territorial dialogue.

Origins and inspiration

This initiative was inspired by similar approaches to integrated development implemented in several European countries and regions (Austria, Catalonia, Scotland and Germany). A particularly attractive feature was the fact that **a model of territorial pacts comprising a partnership of key actors offers a general framework that can be adopted not only in various regional contexts, but also for various types of challenges** such as economic development, employment and social inclusion. The main objective of the Moravia-Silesia Employment Pact (MSEP) has been to 'prepare competent people for the economic development of the region'.

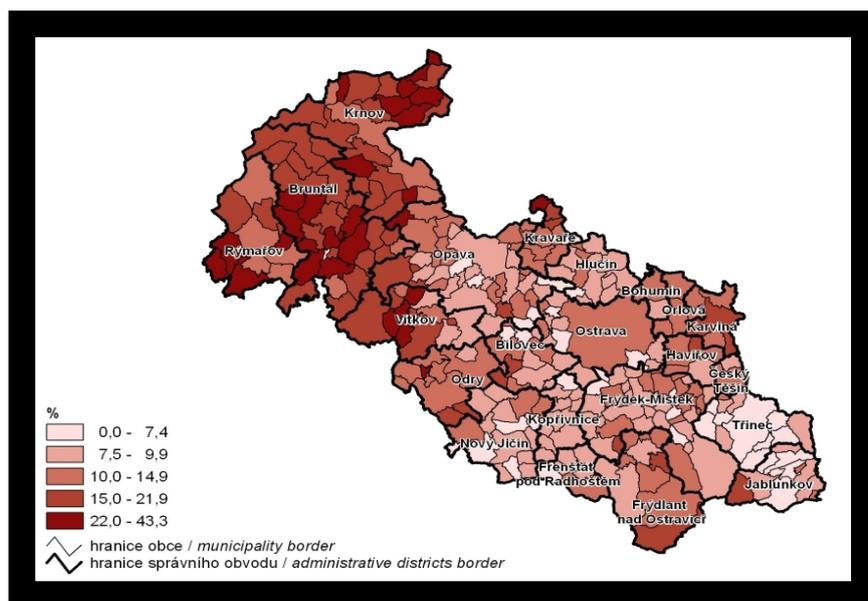
The original idea for setting up the MSEP was inspired by the **experience gained over several years** with small and often uncoordinated projects carried out by actors trying to address the unemployment problem in the region. For example, in 2001-2005 a

project was implemented under the national programme for the moderation of social impacts of redundancies among steel workers. The main lesson learned by the local consultancy firm that initiated the MSEP was that **proper institutional ownership of the pact is vital for its acceptance among a wide range of regional stakeholders**. Therefore, instead of remaining with the private consultancy, the ownership of the MSEP was shifted to the Association for the Development of Moravia-Silesia Region, which is, moreover, strongly supported by the Regional Office of the Moravia-Silesia region and which includes all key stakeholders. Accordingly, this Association can represent the 'public interest' better than the private firm could do. In July 2010, a meeting of key regional stakeholders organised by this Association decided to initiate the MSEP to ensure sound governance and implementation mechanism for this innovative labour market initiative.

The scale of the challenge

The Moravian-Silesian region is the largest old industrial region in Czechia. However, **this is a region of differences**. The North-Western part of the region is strongly peripheral, and it struggles with a very high unemployment rate, while the Eastern part represents the traditional industrial core of the region with a large concentration of heavy industries. Undoubtedly, **unemployment is the most critical feature of the socioeconomic situation of the region** since the global economic crisis resulted in an increase in the long-term unemployment.

Figure 1. Unemployment rate by municipality in the Moravian-Silesian Region as at 31 December 2011. Source: Czech Statistical Office, 2013



In 2012, more than 19% of the long-term unemployed in the country lived in this region¹. In contrast to the public perception, the highest rate of unemployment is not recorded in the industrial core of the region, but in a peripheral sparsely populated North-Western part of the region (see Figure 1). Some segments of the population (especially people without qualifications) suffer from exclusion from the labour market, notwithstanding the relatively high number of vacancies. Structural problems in the regional labour market relate in particular to the lack of educated and qualified technical workers in the region reflecting individual preferences of students². The challenge for the MSEP is to contribute to the solution of this problem.

Box 1 Foreign investors as drivers of regional restructuring

The inflow of foreign investment from European countries, but also from India and South Korea, which has been attracted into the region over the last 20 years due to the combined efforts of the CzechInvest state agency and various regional actors such as the Regional Development Agency in Ostrava, has helped to increase employment opportunities as well as productivity in the region. The diversification of the regional economy is characterised mainly by the growth of the automotive (especially Hyundai and its suppliers), ICT and tertiary sectors. For example, in 2004, the Finnish investor Tieto opened a software development centre in Ostrava, which currently employs more than 1,000 people (Tieto, 2013). The activities of foreign investors represent an important precondition for the MSEP, as they expand the range of modern employment opportunities in the region and, at the same time, help to enhance global competitiveness of the region.

The way forward: setting up the partnership and designing the strategy

One of the most challenging preconditions for changing the situation in the labour market is to create a real sense of partnership. In the case of Moravia-Silesia region, and of its MSEP in particular, **the process of partnership-building has been bottom-up and a step-by-step procedure, based on personal experience gained during the preparation and implementation of previous smaller and isolated projects.** Consequently, all the relevant regional stakeholders (the Regional Office, universities, regional job centre, associations of elementary and secondary schools, clusters, business associations, chamber of commerce etc.) have been invited to join. The personal character of leaders has also proved to be a very important factor.

To add real content to the abstract term 'partnership', hands-on experience is indispensable.

¹ Czech Statistical Office, 2013.

² According to a study performed within the MSEP, the gap between supply and demand for technicians (of both secondary and tertiary educational levels) equals approximately to 4,000 a year.

“Some leaders attract a following, while others do not”

In addition to a Steering Committee and the Executive Board, for each of the five priorities, working groups consisting of about 15-18 people focus on finding solutions to particular problems were formed. The working groups have no formal chairman, and instead they are facilitated by managers of the MSEP or by a member of the implementation team (5-6 people) subordinated to the Association for Development of Moravia-Silesia Region.

At the onset of the MSEP, **five strategic priorities were selected by the partnership. The working groups established for each strategic priority initiated a total of 10 integrated projects** that should help to achieve the strategic priorities. ‘Technical education – the gate to success’ is an example of one of these integrated projects, consisting of several measures to increase the attractiveness of technical education in the region (for details, see below). The strategic logic and the design of these projects were discussed in-depth by the partnership. They are at the core of MSEP and are expected to operate over the medium to long-term period. Nevertheless, it is envisaged that this core could be subsequently complemented by various other projects reflecting new trends and opportunities that might emerge.

Box 2 Political commitment and ownership

Two ingredients proved to be key success factors enabling the partnership to work smoothly and focused. The first concerns the identification of a dedicated body that would focus on the strategic objective. Whereas people are often capable of identifying various problems and barriers, for a few individuals or organisations the elimination of such obstacles could become a ‘core business’. This is exactly the role of the pact, as its ‘core business’ is the elimination of problems identified in the labour market. The second proved to be the ambition of all the key actors, but especially of regional politicians, to commit and achieve real change. From this point of view, the real break-point in the evolution of this initiative was achieved when, two years after the project, the regional politicians began to make references to it in their speeches. This clearly indicated that they regarded the initiative as their own. Consequently, the initiative is ‘automatically’ counted for in other regional initiatives, such as the preparation of Integrated Territorial Investments (ITIs) for the next EU programming period (2014-2020).

Current state of affairs: obstacles and first achievements

So far, the managers of the MSEP have struggled with two major barriers. The first obstacle was encountered at the regional level with the need to persuade key stakeholders to support the initiative. Overcoming the initial hindrance was facilitated to a large extent by previous informal contacts among stakeholders during the implementation of various – often one-off – projects. The second obstacle for the MSEP emerged at the national level with the

“In the words of Z. Karásek: ‘It was a battle between a concept based on trust and a system that is short of trust’.”

necessity to build trustful relations with the officials of the central state administration to ensure a supportive multi-governance framework. **Originally, the managers of the MSEP received formal support, but in practice they had to overcome the reserved approach of public officials.** The reluctance of public servants was a result of their concern that the pact would generate an additional workload for them or – in an even worse scenario – that it would constitute yet another lobby-group longing for public money.

"Trust can change nearly everything"

Overcoming the reserved attitude of public servants is still a work in progress; however, the ice melted significantly when the public servants recognised that individual, one-off projects bring only limited benefits. The MSEP offered exactly the sort of integrated approach that they were looking for.

Box 3 Sparking enthusiasm in other Czech regions

An important achievement of the MSEP is the extension of the initiative into other Czech regions. From their first efforts to set up the MSEP, the main initiators of this employment pact were persuaded that such an initiative might also be valuable for other Czech self-governing regions. Accordingly, during 2013-2014 they organised a series of workshops for key stakeholders in other Czech regions to explain the method and the benefits of territorial employment pacts. To date, four additional Czech regions have launched their own territorial employment pacts and several others are likely to follow soon.

Currently, the MSEP is in a phase that can be described in the words of one of its managers as the 'finalisation of initiation phase, when the original "chaos" of searching is coming to an end, and actors know the mission'. Until now, **42 projects covering all 10 types of integrated projects have been prepared, and one-third of them have already been successfully completed.** Importantly, all 10 types of integrated projects, which represent the core activities of the MSEP, have been endorsed by regional actors in a special seminar and through continuous discussions between the managers of the MSEP and stakeholders about particular types of projects. Despite the young age of the MSEP, preliminary results can be identified:

- **better alignment of educational institutions with enterprises in the region** via provision of career consultancy by labour market experts to more than 3,000 pupils in elementary schools and 500 students in secondary schools;
- **about 300 teachers and 7,000 pupils have been trained** in soft skills, including entrepreneurship, through a tailor-made programme.

The first achievements of the initiative are in place

Moreover, the strategic approach of the MSEP is upscaling activities that have proved the most useful. Therefore, effort is being made to implement verified projects at least over the medium term and offer

them to a larger number of people. Thus, policy-learning among regional actors is one of the key benefits of the MSEP.

Innovative practices and features

Several innovative approaches might be of interest to a wider community. For example, any functioning body can attract free-riders or even people with an ambition to take over the leadership of the initiative and shape it to meet their own interests. Therefore, the MSEP established a rule that **any new individual (or institution) that wants to be involved in the MSEP** would not be accepted immediately onto the Steering Committee or Executive Board, but **should first join one of the working groups**; only if he/she proves his/her abilities and enthusiasm at that level would the person be qualified for promotion to the decision-making bodies.

Interesting innovative practices concern the **enhancement of the attractiveness of technical education for young people**. First, the image of professions such as bricklayers has been redesigned and presented in much more attractive terms, for example as 'potential entrepreneurs in the construction industry', provided that the student demonstrates sufficient ability. This should help increase the attractiveness of various craft and technical professions among young people, as well as to enhancing the motivation to achieve better results from educational and training courses. Second, within the region, design engineers, builders and other professionals working in firms' R&D units are nearing their retirement age, and they would like to spark an interest in their profession among young people. Consequently, the expert knowledge and experience of these professionals is being used to transform these personalities into 'regional celebrities', who are subsequently invited to various schools for discussions with students.

Finally, managers of the MSEP have learned that there is no certainty that the persons who are most active and vociferous in meetings have the best insights or suggest the most appropriate solutions; accordingly, the implementation team has established an **'Employment Observatory' to provide sound and up-to-date diagnostics for the regional labour market**.

Place based approach at work

Place-based features	Place based approach put in practice
Horizontal coordination and multi-level governance	<p>The very substance and the main benefit of the employment pact is an effective territorial dialogue achieved via setting up a strategic platform that represents all key regional stakeholders in the design and implementation of regional employment strategy.</p> <p>The MSEP envisages a multi-governance approach, namely the development of several local employment pacts in micro-regions with distinctive socioeconomic or cultural features under a single MSEP umbrella.</p> <p>The continuous leadership by MSEP managers ensures support from regional politicians and the overall dynamism of the pact.</p>
Integrated functional areas	<p>Shared regional identity and trust help in identifying appropriate solutions and facilitate coordination among stakeholders.</p> <p>The strategic approach of the MSEP upscales activities that prove the most useful in the region. Therefore, intensive policy-learning among the regional actors is a substantial feature of the MSEP that would be difficult to achieve by alternative approaches.</p>
Evidence-informed policy making	<p>In-depth knowledge of regional strengths & weaknesses and of regional actors is cornerstones for building the vision for the region as well as for designing adequate solutions.</p> <p>Information on the regional situation and trends in the labour market provided by the regional Employment Observatory form an important precondition for effective and efficient interventions.</p>

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Key facts and Figures	
Country	Croatia
Target territory	Dalmatian Coast
Territorial dimension	NUTS 3
Territorial typology	Coastal
CP objective	Competitiveness & Employment
Duration	2007-2013
Funding	Total cost EUR 33.18 million – GEF – EUR 5.13 million – Croatian government –EUR 11.40 million – Other – EUR 16.65 million
TA2020 priority	– Managing and connecting ecological, landscape and cultural values of regions – Ensuring global competitiveness of the region based on strong local economies

In brief

The value of Dalmatia's natural resources is reflected in the number of existing protected areas and the fact that around 40% of its territory is designated as part of the Natura 2000 ecological network, one of the highest shares in Europe. The key goal of the COAST Project is to promote the idea that such natural assets are not an obstacle to development; on the contrary, they can become an extraordinary growing opportunity. The project aims to mainstream sustainable biodiversity use in the project area into key economic activities: agriculture, fisheries and tourism sector. Most of the concerned activities are small and micro-scale, many undertaken by family units. In this context, biodiversity has always been seen as a limit rather than a potential for development. The key to the project success was the creation of a wide network of local stakeholders and engagement of the private banking sector in co-financing green business ideas, pilot and demonstration activities by reducing investment risk through innovative mechanisms.

Facing development challenges

The COAST project was implemented in the period from March 2001 to March 2013 by UNDP with the Ministry of Environment and Nature Protection as the national executing partner. The project area consists of the southern half of Croatia's coast (the Dalmatian coast) and adjacent parts of the Adriatic sea and islands, and covers all districts and municipalities with a coastline in the four counties (NUTS 3 level) of Zadar, Šibenik-Knin, Split-Dalmatia and Dubrovnik-Neretva¹.

Persistent and long-term demographic, economic and social challenges

¹ Together these four counties cover more than 1.6 million hectares of diverse landscape, namely, mountains up to 1,700 meters, 600 kilometers of coastline and

Dalmatia is recognised as having considerable potential, but the area is nevertheless exposed to persistent and long-term demographic, economic and social challenges. These range from depopulation and population ageing to the abandonment of traditional activities – **agriculture** and **fisheries** in particular – which results in a decline of social and technical infrastructure.

“Tourism in Croatia continues to be characterised by a ‘make-money-fast’ mindset with little regard to regulations and long-term impacts”

Tourism² has already utilised the most valuable spatial resources of the narrow coastal belt and has become the region’s main economic activity, but it continues to be characterised by a ‘make-money-fast’ mind-set with little regard to regulations and long-term impacts. Policy makers, planners and entrepreneurs have little concept of biodiversity or landscape diversity or of its role as an economic asset, and this is coupled by a weak regulatory framework. As a consequence, developments in tourism continue to threaten the very natural landscape and biodiversity on which tourism depends.

Agriculture in the project area plays a minor role in the economy³, although a large percentage of the land is allocated to agricultural use. Prior to independence, agriculture was mostly organised through large state-owned enterprises and co-operatives. After the 1990-ies war, when a great deal of the agricultural infrastructure was destroyed, the land distribution process proved to be complex, and land allocation incomplete. These factors have contributed to a collapse in the overall agricultural sector. Presently, in the project area, agriculture is dominated by the private sector, including companies and individual agricultural households. In general, the latter use agriculture as a complement to other activities such as tourism.

Fish-farming – aquaculture, has grown its importance in recent decades. Presently, fisheries, aquaculture and fish processing employ 4,500 registered persons – of which 2,000 are in the project area. There are further 13,000 subsistence fishermen (of which 10,000 are in the project area) and 30,000 recreational fishermen. Fisheries are particularly significant to island and coastal communities, they are an important element of national policy in stimulating the development of these communities.

more than 1,000 islands. The population is about 850,000. Convergence and peripheral region of the EU, sparsely populated with 70 people per sq. km (just below the national average equal to 75.8 people per sq. km).

² Nationally, tourism provides approximately 10.6% of GNP and accounts for 13% of direct and additionally 14.4% of indirect employment. In the project area hotels and restaurants alone contribute to 10.8% of GNP and agencies and nautical tourism contribute a further 2.8%.

³ In the project area, approximately 70,000 households are involved in agriculture. The project area provides 84% of Croatia’s olive production and 29% of Croatia’s grapes.

The following table summarises the major impacts on biodiversity:

	Main threats to biodiversity
Tourism	Construction (also illegal) of tourist facilities at biodiversity rich sites
	Heavy consumption by tourists of water, energy, food and the related production of polluting waste
	Habitat degradation, waste and in several cases large forest fires (especially on islands) for misbehaviours of tourists
Fisheries	High level of illegal, unregulated and unreported fishing
	Inappropriate fishing practices (dynamite, bottom trawling) are known to cause damage to habitats
	Effort required to catch fish is increasing
Agriculture	Large-scale, un-managed abandoning of agricultural land
	Land and water pollution from agro-chemicals and agricultural waste
	Air pollution from agriculture
	Land erosion due to agricultural practices

In such a context the project objective was "to effectively transform the actions, practices and approaches of private operators in the tourism, agriculture and fisheries sectors in the four coastal counties, in part by influencing the banking sector, and thereby to mainstream biodiversity conservation into these sectors." **The project strategy was to remove key barriers to sustainable management and biodiversity conservation** through a series of interventions focusing on both improving the investment climate and strengthening the capacity of the regulators⁴. The project approach was inherently integrated. **Pilot and demonstration activities were planned at local and regional scale**, while the project was also to address policy or legislative issues at national level, as necessary.

"To ensure that the development path of the Croatian coast is environmentally friendly, with the conservation of biological diversity firmly mainstreamed into that development path."

⁴ The project objective was planned to be achieved through four main outcomes: Outcome 1: Biodiversity friendly development models in the agriculture, fisheries and tourism sectors are demonstrated and promoted in four small, globally important, productive landscapes; Outcome 2: Investment climate and market opportunities and measures for BD-friendly enterprises improved across the four counties; Outcome 3: Compliance with biodiversity related legislation, regulations and guidelines relevant to the agricultural, fisheries and tourism has increased in all four counties; Outcome 4: National-, county- and local-level enabling environments (policy, legislation and regulations, planning, and institutional) are strengthened to support more biodiversity friendly development in Dalmatia.

Fostering changes with integrated approach

In order to achieve sustainable use of biodiversity across the project area, and support local economic development, a series of changes were required in the tourism, agriculture, fisheries and banking sectors. While the project conceptual framework was designed around the four outcomes, in practical terms the project activities were grouped into six main thematic activities targeted to remove recognized barriers in an integrated way in order to the required changes:

- **Improving baseline biodiversity information.** The project's contribution to improving biodiversity data and information in the Dalmatian coastal zone through field studies at selected landscapes has been important for multiple reasons. For example, data produced under the project provided a key contribution for making specific delineations related to planning for Croatia's national ecological network in the form of Natura 2000 sites as part of the EU accession process.
- **Developing green action plans for main sectors.** The project produced action plans for various sectors, such as eco/rural tourism, organic agriculture, fisheries and aquaculture.
- **Establishing the Green Business Support Programme (GBSP).** This programme made possible for micro, small and medium enterprises to obtain loans and grants for the biodiversity friendly agriculture, fisheries, aquaculture and tourism activities.
- **Enabling environment for green businesses.** The demand for green business has been strengthened by developing and promoting eco-label certification for tourist sites within the project area, such as, hotels, camp sites, private guest houses, travel agencies and family farms. The banks involved in the project were encouraged to adopt biodiversity criteria developed by the project within SME financing application process.
- **Capacity building for nature conservation.** Strengthened cooperation and closed contacts with project partners have resulted in six new regulatory measures at regional and national level in the sectors targeted by the project.
- **Communication and dissemination.** The project organized 67 events, 40 of which were workshops, seminars and round tables, 17 public events, and 10 presentations (including one ceremony event). Events including both awareness raising events (such as the "Two Faces of Dalmatia" photo contest



"Voice of the COAST" concert held in Split on September 28th, 2012, marking the end of the sixth annual Mediterranean Coast Day

and exhibition), and capacity development events (such as info sessions on the EU IPARD program targeting agriculture entrepreneurs). The project produced a number of high quality publications to disseminate project outputs.

Creating and sustaining a dialogue

A vast number of stakeholders are involved in the tourism, agriculture and fishing sectors on the Dalmatian coast, including large and small private sector operators, banks, government agencies, associations and NGOs. **The effective partnerships with many of these stakeholders was built during the project preparation phase that proved critical for recognizing the underlining issues during the project design and, as well, afterwards in securing the project success and high ownership of the project results.**

The project worked at three interlinked levels. At the **local** or demonstration level, the project demonstrated barrier removal at selected landscapes. At the **county** level, the project used the results of the demonstration to transform the productive sectors across the four counties - using both market-based and regulatory approaches. Notably, the project worked with key stakeholders in the banking sector, creating innovative banking sector tools to support sustainable use of biodiversity. At the **national** level, the project directly strengthened the national level thus enabling environment awareness. At all levels, the project determined approaches aimed at reducing conflicts across the project area.

For this reasons the project remarkably illustrates how strategic objectives of preserving natural and cultural heritage can be used at the local level to create opportunities for sustainable economic growth through initiatives of both public and private sector.

"Multiple stakeholders identified the project's contribution to building broad general awareness and understanding of biodiversity conservation and sustainable development as among the most valuable aspects of the project."

Project worked at three interlinked levels: local, county and national level

Box 1 Project governance

The Project Steering Committee (PSC) was established with the role to oversee the project implementation as a multi-sector body responsible for supporting the project and ensuring government support to the project. The PSC membership consisted of key participating ministries, national agencies, four participating counties, key stakeholders and UNDP country office. During the implementation, all the partners have been invited to comment on the plans and outputs in different stages of their elaboration and finalization through workshops, consultative meetings, presentations and information for the media.

Stakeholders involvement has not been equally successful in all the activities. In general, partner institutions dealing with nature conservation were readier to actively participate, while institutions at regional and national level in charge of planning, coordinating and

monitoring the implementation of activities related to tourism and agriculture showed a more limited interest. Concerning community participation, while it was involved through different awareness raising campaigns (i.e. Mediterranean coast day) and capacity building activities (i.e. regular radio show on traditional agricultural practices), its main proactive role was envisaged as participants in the green business support scheme.

An interesting and innovative practice built into the project design that supported the project in multiple ways was the sponsorship of new employees in the four county development agencies and two public institutions for the management of protected areas. These individuals were selected as qualified and motivated young (primarily) professionals, and have greatly contributed to the success of the project. There is a commitment in retaining these individuals, with their salaries paid by the government following project completion. The addition of these individuals, who are well-informed and active on biodiversity and environmental issues, represents a significant contribution to the capacity of these institutions, and to the environmental management capacity in the region as a whole.

Box 2 The contribution to the national marine fisheries policy

The project made significant contributions to intensifying the cooperation of fishermen, institutions, scientists and experts, and enhancing knowledge and improving climate for the introduction of sustainable practices in the fishery sector.

Studies supporting development of scientifically based sustainable fisheries were prepared in highly participatory manner that also involved some 150-200 fishermen. Studies' findings were then used to formulate "greening recommendations" for consideration and integration into the process of upgrading fisheries regulation (Law on marine fishing adopted in 2010 and Fisheries management plans, currently under preparation).

Innovative practices

The green business support scheme (GBSP) was a key result of the project. Its innovative approach is in **engaging the private banking sector in co-financing green business ideas, by reducing investment risk through innovative mechanisms**. The GBSP approach and types of assistance deserve further attention. The project experience has indicated that smaller regional banks are good partners for these innovative forms of financing entrepreneurial activities, and in principle the lessons and experiences from the GBSP scheme should be applied by engaging other banks in other regions of the country.

However, while the project was highly successful in establishing partnerships with two banks, there were limitations to these

The banking sector is seen as a key entry point for biodiversity mainstreaming

partnerships based on the size of the market. Both banks were engaged partially with the goal of publicizing positive corporate social responsibility that creates a competitive advantage with other banks. Because the green business “market” was still relatively small, the project found it was not able to engage a larger number of banks without risking losing the strong partnership with the banks originally engaged.

Box 3 Mainstreaming biodiversity in local activities

During project preparation, a large number of stakeholders have requested financial support from the project to modify their working practices in order to have an improved impact on biodiversity. These stakeholders include families, NGOs, associations and micro and small and medium enterprises. In some cases, this financial support is either to lower risks, bring in new technology, or get access to training and technical assistance. In some cases, the proposals are to raise awareness of key target groups or support education. Supporting these proposals can demonstrate new practices and demonstrate barrier removal. Supporting a large number of small operators are expected to develop momentum for change across the project area.

The project particularly affirms the importance of an integrated and territorial approach in the formulation and implementation of rural development strategies and programmes. In this way, all resources contributing to the capital of a particular area – natural, cultural, human, physical – can be taken into account and evaluated in terms of development potential. At the same time, it is possible to select those development options that provide synergies across sectors and bring multiple benefits for a given territory, including economic, social, demographic, ecological and cultural benefits.

Application of territorial approach, meaning recognition and appreciation of local characteristics (social, natural, cultural) should, as a consequence, lead to interactive connection between development and spatial planning. For example, if the regional development strategy recognizes promotion of green business as one of the goals, this goal should be reflected in local development and spatial plans. However, the activities to reach this goal should be tailored to optimise the use of specific local resources. Today such interaction is missing from regional and local spatial plans and development strategies. The project promoted this interaction by directly supporting development of four local development strategies.

Box 4 From action plans to concrete initiatives

Nine action plans were prepared using participatory approach during the preparation of the Green Business Support Programme with the aim of defining sector-wise development potentials, goals and priorities. The action plan of conservation and sustainable use of indigenous varieties and breeds of animals and plants identified in total 40 indigenous varieties and over 340 cultivars and breeds with high agricultural potential in Dalmatia. The recommendations were given on including them in the national conservation strategies and the agricultural projects that promoted the use of these native varieties were supported through GBSP scheme.

Road to success

While the project effectiveness in the final evaluation was rated highly satisfactory, it is clear that the project has not succeeded in fully shifting coastal development in Dalmatia towards a sustainable path, nor could it do it. This will be a long-term process, and there are numerous remaining barriers to be overcome.

However, the project has made significant impact in proposing innovative “green” business initiatives based on sustainable exploitation of natural and landscape values with the key goal of economic revival of the project area and improving the quality of life. For example, before the start of the project - according to the information from the Ministry of Agriculture - in Dalmatia there were only about 700 ha of agricultural land under organic production, and today the number is about three times higher (about 2000 ha). In 2008 in Dalmatia there were 60 producers of organic farming while today 180 (especially growing grapes and olives).

The recent accession of Croatia to EU creates further opportunities for conservation and sustainable use of biodiversity using financial instruments available to the member states. However; there is a need to further building local capacity for obtaining EU funds.

From a place-based perspective the key success factors are:

- **Involvement of multi-level and multi-sectorial stakeholders** in the project preparation and implementation;
- **High level political support;**
- **Integrated and territorial approach** in the formulation and implementation of rural development strategies and programmes;



“Reintroduction of the native grape variety “Palagruzanka” on the Island of Vis supported by GBSP scheme”

- **Integration of environmental and development targets** by creating positive correlation through green business development incentives with a support of the banking sector.

Place based approach at work

Place-based features	Place based approach put in practice
Horizontal coordination and multi-level governance	<p>The project worked at local, regional and national level; collaborating and contributing within their own context to the project results.</p> <p>A continuous dialog has been established among multi-sectoral local, regional and national stakeholders during the project preparation and implementation.</p> <p>High level political support assured the coordination and adequate support of public stakeholders.</p>
Integrated functional areas	<p>Integration of environmental and development targets is achieved by creating positive correlation through green business development incentives</p> <p>Territorial approach was applied in the formulation and implementation of rural development strategies and programmes.</p>
Evidence-informed policy making	<p>Early involvement of local public and private stakeholders from tourism, fisheries and agricultural sector ensured that underlining issues and needs were recognized during the project preparation.</p> <p>Findings from the project area and strengthened cooperation with project partners have resulted in new regulatory measures at regional and national level in the sectors targeted by the project.</p>

Contacts

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Key facts and Figures	
Country	Lithuania
Target territory	Luksiai town in Sakiai district, Marijampole county
Territorial dimension	NUTS 4
Territorial typology	Predominantly rural
CP objective	Convergence
Duration	1980s-2013
Funding	At least 7.269.504,06 LTL (EUR 2.105.393, 88) distributed as follow: <ul style="list-style-type: none"> - EU Funds: 6.924.004,4 LTL (EUR 2.005.330,17) - Applicant: 345.499,66 LTL (EUR 100.063,43)
TA2020 priority	- Managing and connecting ecological, landscape and cultural values of region

In brief

The initiative of restructuring the Zypliai manor homestead is a long-term development strategy aimed at rehabilitating the buildings of the manor ensemble, managing its surroundings and adapting this work of cultural heritage to cultural and tourist activities. It started in the second half of 1980s and ended in 2013 encompassing a variety of actions, ranging from locally-organized management of the manor homestead by the Local Administrative Unit and local community of Luksiai town, to projects targeted at the reconstruction of the manor's infrastructure jointly financed by the funds of EU structural assistance and Sakiai District Municipality. This initiative is an exemplary case, featuring all three fundamental principles of place-based approach: dependency on local resources and knowledge of territorial specificities, synergy among different sectors, as well as multi-level governance. Smart use of local human and material resources, deployment of different local skills in synergy, close cooperation of actors from different governmental levels and active local leadership allowed to both address the initial developmental challenges and shortcomings of the manor homestead, and achieve considerable improvements in multiple sectors and spheres of community life, such as culture, tourism, education, social inclusion, business and entrepreneurship, and quality of life.

Developmental challenges

The history of the Zypliai manor homestead, located in Luksiai town¹, dates back to 19th century, when, thanks to the efforts of the count at the time residing in the manor, the basis for the current infrastructure of the manor ensemble was built. Later on, a variety of institutions, ranging from seminary and school of agriculture before the WWII to military hospital during the war, were established in the manor ensemble at different times. During the subsequent Soviet occupation, the infrastructure of the manor was affected by the Soviet collectivization policy. Thus, until 1970s the buildings of the manor were exploited as the administrative headquarter of the



The central building of the Zypliai manor ensemble prior the full-scale reconstruction in 2009

¹ Having less than 2000 inhabitants.

Luksiai Collective Farm. In the last decades of the 20th century, before the re-establishment of Lithuania's independence in 1990, the Zypliai manor ensemble had been used merely as a storage space for the Collective Farm's inventory and a place of residence by some local inhabitants.

By that time the Zypliai manor homestead had become highly neglected. The infrastructure of the manor was dilapidated and lacked sufficient maintenance. Poor condition and inadequate supervision of the ensemble was further exacerbated by the plundering of the infrastructural elements of the manor. Moreover, the ensemble had lost its primary function as a centre of culture. Even though some manifestations of cultural life could still be observed in the manor (various events and performances were being organized by the local community), the infrastructure was not adapted to cultural activities. Nevertheless, the demand for spaces suitable for cultural activities was expressed by relatively active local artists.

“Taking into account active local artists, eager to uphold the vibrant cultural life of the town, the local leadership foresaw a huge potential of the Zypliai manor for becoming a hub for arts.”

Complete abandonment of such a grand work of cultural heritage as the Zypliai manor, as well as shortage of spaces for cultural activities, jointly resulted in the limited venues for self-realization through cultural activities experienced by local artists and, at the same time, lower overall level of culture in the town. This, in turn, led to uneven development, in terms of access to culture for the local community, between the centre of the district and Luksiai town which is situated in the periphery.

Enabling conditions

At different times **three main enabling conditions** facilitating the introduction of the Zypliai initiative emerged, namely **local leadership, structural changes and Lithuania's accession to the EU.**

Initial efforts to revive the Zypliai manor were made as early as in the second half of 1980s. At that time, in response to the grievances and requirements posed by the local community, one of the residents of Luksiai, artist Mr. Vidas Cikana (who later became the Head of Luksiai Local Administrative Unit, LAU), **took the leadership position in prompting joint efforts by members of the local community towards the revival of the manor.** As a result, local residents would form the so-called brigades and on their own initiative engage in various activities aimed at managing the Zypliai manor and its surroundings.

Following the re-establishment of Lithuania's independence the administration of the Zypliai manor ensemble was transferred to Luksiai LAU. Taking into account active local artists, eager to uphold the vibrant cultural life of the town, the local leadership foresaw a huge potential of the Zypliai manor for becoming a hub for arts. Furthermore, **Zypliai manor ensemble was at the time perceived as**

Initial actions towards the revival of the manor ensemble were made by the local community on the initiative of the local leadership.

the most suitable work for the development of local culture, since culture centres of the district were in a poor condition and required rehabilitation. Moreover, fines issued by the national government to Luksiai LAU for mismanagement of the work of cultural heritage became an additional incentive for making an effort towards the revival of the manor.

Luksiai LAU engaged in various actions aimed at improving the infrastructure and territories surrounding the Zypliai manor ensemble. The buildings of the manor homestead were vacated by providing apartments to people previously residing there. The land belonging to the manor was consolidated by retrieving territories previously supervised by forest administrators. Archaeological diggings around the manor were being carried out. Various infrastructural elements of the manor were being managed.

One of the aspects significantly contributing to the progress was granting higher degree of autonomy in economic matters for Luksiai LAU.

Box 1 Advantages of greater decentralization

In the traditional model, local administrative units operate under strict supervision of higher governmental level and are only allowed to carry out activities agreed on by the government of the district. Following provision of greater autonomy to Luksiai LAU by Sakiai District Municipal Council, financial management of some of the most important institutions (including, inter alia, ambulatory, fire station, culture center, and kindergarten) was taken over by Luksiai LAU. Furthermore, under the auspices of Luksiai LAU, Communal Economy of Luksiai was set up. The latter took responsibility for providing the basic communal services (e.g. supply of water) to the residents of the town. It was financed by the tax revenue collected from the population of Luksiai directly to the budget of Luksiai LAU. As a result of these new developments, favorable conditions for increasing the effectiveness of economic activities in the town were created. Administrative burden was reduced due to concentration of the most important services in the hands of Luksiai LAU, instead of scattering them among different institutions on various governmental levels. Simpler management of financial flows allowed to considerably save and use collected tax revenue not only for the maintenance of the Communal Economy and continuous provision of necessary services but for other uses of Luksiai LAU (including the revival of the Zypliai manor).

New self-government model, characterized by a high degree of decentralization and considerable freedom in carrying out economic activity, created a sustainable source of funding for local management of the Zypliai manor. Furthermore, in accordance with the 6th priority of the TA2020 “Managing and collecting ecological, landscape and cultural values of regions”, it provided an opportunity to strengthen awareness and responsibility of the local community towards its cultural heritage.

The accession to the EU and the resultant availability of EU structural assistance was another enabling condition which prompted stimulus for developments to spill-over from the level of Luksiai LAU to the higher level of government, involving the administration of Sakiai District Municipality. Observing the struggle of local artists in searching for spaces suitable for cultural activities, and recognizing the uniqueness and untapped potential of the manor homestead, officials of the municipality hoped to turn it into not only the hub of culture but into highly popular tourist attraction, as well. Consequently, Sakiai District Municipality launched the process of application for EU structural assistance.



Head of Luksiai LAU in front of the reconstructed central building of the Zypliai manor

The first flow of EU financing, targeted at reconstruction of the Zypliai manor, **came in 2006 under the project financed by the INTERREG IIIA programme**. The project encompassed installation of floor and alarm system in the stable of the manor ensemble improving conditions for carrying out cultural activities in the Zypliai manor. In 2005-2007, in the framework of a different project under the INTERREG programme, Sesupe Euroregion Art Centre in the Zypliai manor was established, aimed at facilitating cooperation between artists and craftsmen of Lithuanian and Polish municipalities.

However, full-scale reconstruction of the manor began in 2009 after EU Structural Funds of 2007-2013 programming period were provided under 2 projects². As a result, 6 buildings of the manor ensemble, including mansion, stable, kitchen, two auxiliary rooms and carriage house, were reconstructed. Furthermore, EU structural assistance was allocated for the management of the territory surrounding the buildings under reconstruction.

Box 2 New life of the Zanavykai Museum

The old carriage house of the manor ensemble was reconstructed and adapted to the museum activities. The necessary equipment was purchased, the surroundings of the building were managed and the Zanavykai Region Museum was transferred from Girenai village to the renovated carriage house. This initiative contributed in various ways to the strengthening of the potential of local infrastructure. First of all, new building of the museum covers larger area, thus, providing more space for exposition of artworks, as well as for their protection in the repository. In addition, inclusion of museum services among other activities offered in the Zypliai manor not only added to the further cultural development of the manor but also increased the visitors' flows of the museum by those of the manor ensemble. Finally, the old building of the Zanavykai Region Museum in Girenai village was adapted to the establishment of the much-needed community centre.

² "Adaptation of the Zypliai manor homestead to cultural tourism" (implemented in 2009-2012) and "Development of the Zanavykai Region Museum" (implemented in 2009-2013).

Advanced tools and practices

Efforts targeted at reconstruction of the Zypliai manor were facilitated by successful application of two central principles of PBA, i.e. **skilful use of local material and human resources, as well as effective cooperation between different governmental levels**.

Before the implementation of EU funded projects, material assets necessary for the reconstruction and operation of the manor (construction materials, furniture, etc.) were received via local in-kind donations. Furthermore, the transfer of an existing museum to the renovated building of the manor under the EU funded project³ provided good example of **effective use of available infrastructure**.

Various activities aimed at the revival of the Zypliai manor homestead were based on **strong local human resources**. While the reconstruction works financed by the EU structural assistance were carried out by the construction companies contracted through public procurement, the management of the manor ensemble prior the reception of the EU funds was mostly in the hands of the local community. Luksiai LAU would employ either local residents paying them wages from its own budget or persons (usually unemployed and receiving benefits) participating in the public works.

Furthermore, different kinds of local skills were employed in synergy during the planning of actions aimed at reconstructing the Zypliai manor. It was mostly visible in the application process for EU structural assistance. The latter was characterized by **close cooperation between different levels of government**, namely Sakiai District Municipality and Luksiai LAU. While all the administrative tasks (preparation of necessary forms, documents, etc.) were the responsibility of municipal employees, representatives from Luksiai LAU contributed in drafting the vision for the development of the Zypliai manor by communicating needs of the local community.

Thus, administrative skills, experience in carrying out project activities and relevant sectoral knowledge by the personnel of Sakiai District Municipality, combined with knowledge of local territorial and cultural specificities, experience in managing the Zypliai manor and awareness of local demands by the representatives of Luksiai LAU, allowed for the **participatory decision-making** and **evidence-informed decisions**.

After receiving EU structural assistance of 2007-2013 programming period, the implementation of the principal reconstruction project⁴ was entrusted to Sakiai District Municipality. However, the Head and other employees of Luksiai LAU were actively involved in the supervision of the project activities on the ground. Therefore, even



Zanavykai Museum in the reconstructed carriage house of the manor

³ "Development of the Zanavykai Region Museum" (implemented in 2009-2013).

⁴ "Adaptation of the Zypliai manor homestead to cultural tourism".

though external financial assistance and involvement of higher governmental level were necessary for achieving progress in this initiative, **strong project ownership by local actors** allowed to ensure the sustainability of the results.

Accomplishments of the initiative

Efforts addressing the reconstruction of the Zypliai manor encompassed another important element of PBA, namely **integration of two target sectors, i.e. culture and tourism**, and, consequently, allowed to achieve considerable improvements in both of them, as well as in other spheres of life.

Revival of the Zypliai manor homestead contributed to the development of cultural activities in the town and district. Local artists were provided with more spaces for engaging in various cultural activities and opportunities for self-realization by exhibiting their work in the manor. Approximately 5 to 6 thousand art-related people participate every year in plenty of events organized in the Zypliai manor homestead. International events facilitate the contacts between national artists and foreign partners, contributing to the promotion of Lithuanian culture in the world. Herewith, the initiative stimulated preservation of the work of cultural heritage, and development of cultural infrastructure in the town.

It is not surprising that this, in turn, resulted in increased visitors' and tourists' flows to the manor homestead. The population survey⁵ conducted in Luksiai town after the rehabilitation of the manor revealed that 63 per cent of respondents had visited the Zypliai manor for recreational purposes, while 47 per cent of them had participated in the events organized in the homestead. Furthermore, entertainments arranged in the manor attract both inbound and outbound tourists' flows. Authentic local culture and traditions displayed in the manor especially magnetize cultural tourism. It is estimated that, after reconstruction, up to 30 thousand people annually visit the all-year-open Zypliai manor ensemble, showing increased competitiveness of the territory.

In addition, **the outcomes of the project were spilled over to other spheres/sectors, too.** These include, *inter alia*:

- **Quality of life:** increased access to cultural activities, as well as new recreational and leisure opportunities, prompted higher local residents' satisfaction with their life in Luksiai town. The above mentioned survey indicated that 84 per cent of respondents were very satisfied with the new developments triggered by the reconstruction of

*Integration of culture and tourism
for local development*



The open-air art exhibition in the surroundings of the Zypliai manor

⁵ BGI Consulting (2013) Evaluation of EU Structural Assistance Impact on Local and Urban Development.

the manor, and 31 per cent of them regularly visit the manor homestead. Evidence, pointing to improved quality of life of the local community, captures the achievement higher standard of well-being in the specific territory.

- **Social inclusion:** recruiting of vulnerable groups in various activities related to the rehabilitation of the Zypliai manor, and improved local residents' access to cultural and recreational activities available in the manor homestead reduced the possibilities of anti-social behaviour and increased social inclusion in the local community. Joint actions towards common objective fostered cementing of social trust among inhabitants of Luksiai town. Moreover, the initiative provided an opportunity to organize various social projects in the renovated ensemble's premises.
- **Education:** the reconstructed manor homestead has also been adapted to educational purposes. The Zanavykai Museum engages in educating its visitors on the local history and culture. In other buildings of the ensemble, different art-related educational projects, camps and workshops, for both children and adults, are being organized.
- **Business and entrepreneurship:** with the reconstruction of the manor ensemble, conditions for development of business and entrepreneurship in Luksiai town and Sakiai district were created. On one hand, increased visitors and tourist flows created the demand for goods and services offered by retail, catering, accommodation and related businesses, and allowed a higher value-added in the latter. On the other hand, opportunity for artists to sell their artworks exhibited in the manor could stimulate the emergence of new forms of local entrepreneurship in the future.



Head of Luksiai LAU greeting visitors of the manor



Art gallery in the stable of the Zypliai manor ensemble

Success factors and lessons learned

The recipe for success of the initiative targeting the reconstruction of the Zypliai manor consists, *inter alia*, of **uniqueness of the object, right timing, effective leadership, as well as smooth application of PBA principles**. Lessons learned only add to the achievements of the initiative and their future sustainability.

First of all, even before the reconstruction, the cultural life of Luksiai was relatively active and the Zypliai manor ensemble, as a work of cultural heritage, **was perceived as an important part of it**. Due to its unique cultural and historic nature, local artists and other culture-

related residents of the town saw a great potential in the manor ensemble becoming a local hub of arts. Furthermore, the Zypliai manor, at the time, was considered as having the largest developmental potential, in comparison with other objects of similar kind in the town or district which were in an even poorer condition.

In addition, another important success factor was the **distinct role of local leadership which facilitated involvement of actors from higher governmental level into initiative targeting local development**. Such crucial aspects, as effective use of local material and human resources, were only possible taking into account active involvement of representatives from local community. By being able to identify local needs and territorial specificities, and communicate them during preparation and implementation of activities, actors on the lowest governmental level managed to influence representatives from the higher one. **Bottom-up approach** in developing the manor homestead conditioned consistent and durable cooperation between representatives from Luksiai LAU and employees of Sakiai District Municipality.

“Such crucial aspects, as effective use of local material and human resources, were only possible taking into account active involvement of representatives from local community.”



Surroundings of the Zypliai manor ensemble in the summertime

Besides the above-mentioned positive aspects, **some challenges in the implementation of the initiative should be noted**.

One of the main problems identified in the beginning of this initiative was the **difficulty in attracting financing** for the rehabilitation of the manor which was being perceived more as an issue of local importance. However, thanks to the efforts of local actors, continuous focus on the development of the Zypliai manor ensemble as well as funding from variety of sources (charity, budgets of Luksiai LAU, the Department of Cultural Heritage under the Ministry of Culture of the Republic of Lithuania, and Sakiai District Municipality, as well as EU structural assistance) were ensured.

Since the Zypliai manor homestead is under the jurisdiction of Luksiai LAU, funds generated in the manor (e.g. from leasing of premises) go to the budget of Luksiai LAU which, consequently, uses them for maintenance and further development of the manor. Thus, important lesson to be learnt from this case is that, **in order to ensure sustainability of the project's achievements, strong ownership of the initiative by local actors is crucial**.

Furthermore, despite the positive impact of the initiative on multiple domains, **the possibility to integrate wide variety of sectors in the development of the manor ensemble turned out to be rather limited**. The initial plans encompassed an ambition to integrate business activities in the initiative by providing suitable opportunities (e.g. to lease the renovated kitchen building of the manor for catering business). However, business orientation turned out to be not consistent with the specificities of the work of cultural heritage and, in order to preserve the uniqueness of the manor, some degree of specialization, in terms of activities, should be maintained.

Place based approach at work

Place-based features	Place based approach put in practice
Horizontal coordination and multi-level governance	<p>Efforts towards reconstruction of the manor primarily emerged on the lowest governmental level and spilled over to the higher one, resulting in active involvement of multi-level actors.</p> <p>Many activities of the initiative were implemented on the basis of horizontal interaction between local government and members of local community.</p> <p>Close cooperation between the local administrative unit and the municipality in creating vision regarding development of the manor allowed for participatory decision-making.</p>
Integrated functional areas	<p>Different kinds of skills possessed by representatives of the municipality and those of the local administrative unit were used in synergy for achievement of common goal.</p> <p>Separate leaderships (formal by the municipality and informal by the local administrative unit) in the implementation of the actions provided opportunity for effective distribution of tasks.</p> <p>Efforts in the development of the manor were based on the close integration and synergy of two sectors: culture and tourism.</p> <p>The reconstruction of the manor had positive impact on a variety of sectors and spheres of community life, namely culture, tourism, education, social inclusion, business and entrepreneurship, and quality of life.</p>
Evidence-informed policy making	<p>Acknowledgement of the manor's uniqueness was reflected in the concentration of investments from a variety of sources specifically for the reconstruction of the ensemble.</p> <p>Knowledge of territorial specificities and local needs, provided by local actors, was used for decision-making regarding the reconstruction of the manor.</p> <p>Learning by doing allowed to identify the challenges and limitations of plans and implemented actions and, based on this experience, successfully adapt to peculiar circumstances in the future activities.</p> <p>Local material resources and assets were effectively used in the development of the manor.</p>

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Key facts and Figures

Country	Finland
Target territory	National
Territorial dimension	NUTS 1
Territorial typology	Rural areas
CP objective	Competitiveness & Employment
Duration	1995 - today
Funding	EUR 2.080 million
TA2020 priority	<ul style="list-style-type: none"> – Promoting polycentric and balanced territorial development – Managing and connecting ecological, landscape and cultural values of regions

In brief

The rural development policy in Finland aims at enhancing rural life, making it more attractive by offering working places and services for the people living in, or considering moving to the countryside. It is a very good example of place-based approach characterised by an intense interplay between different levels of government. Activities and projects carried out in rural areas and villages are selected by local action groups, implemented by SMEs, associations and NGOs and reflect both grass-roots development priorities and nationally set targets. The place-based approach avails itself of a long and vivid tradition of village activity ensuring commitment around shared objectives, which is turning out to be a decisive advantage for identifying and valorising new local assets at the basis of rural development. Also, a strong governance system enables coordination and participation of wide array of stakeholders. On these grounds, local action groups have been thriving, keeping traditions alive while opening new avenues for development. Because the boundaries of rural areas are blurred in Finland, this approach has considerable potential for generalisation all over the country and across sectors.

The background

With an average population density of 17.9 inhabitants/km², Finland is a very sparsely populated country located at the Northern periphery of the EU.¹ Its territory is predominately composed of rural regions (around 80%) and it is characterised by a large share of the total population living in rural areas (around 40%).² The rural character of Finland is also evident in its culture and in the close relationship of Finns with nature and the countryside. Nevertheless, only 8% of the entire Finnish rural population works in agriculture, forestry and fishery sector.



A view of Jakokoski village

In Finland, **rural policy emerged as a policy field in the early Eighties as a consequence of the recognition of its rural character as well as**

¹ Data refers to 2013. Source: World Bank database

² Data refers to 2013. Source: Eurostat Eurostat regional yearbook 2013

of the need to take into account the heterogeneity in terms of challenges and opportunities of rural areas.

Different types of rural areas exist which brings heterogeneity in terms of challenges and opportunities

Different types of rural areas exist. First, there are **rural municipalities close to urban areas**, situated mainly in Southern and Western Finland, which are characterised by fast population growth, young population, high levels of wellbeing, low unemployment. These municipalities also enjoy a combination of favourable natural environment, good infrastructure and services provision. Secondly, there are **rural heartland municipalities**, mostly located in Southern and Western Finland, which are characterised by a decreasing population and by a shift from the primary sector to the secondary and the tertiary ones. Finally, there are **sparsely populated rural municipalities**, mostly situated in the Eastern part of the country. These are the most lagging behind areas. Compared to other rural municipalities they have lower education level, lower average income, higher unemployment rate and high difficulties in the provision of public services. However, they have potentials in terms of tourism attraction both at national and international levels.

In order to take advantage of local potentials and specificities as well as to better face the challenges posed by the different types of rural areas, the Finnish rural development policy was conceived as place-based since the beginning. It is indeed purposefully shaped to benefit rural communities and livelihoods in all of Finland's regions. Furthermore, it involves all sectors of society (public, private and civil society) and all the government levels (local, regional, national and even international levels).

The Finnish model of rural policy

Two levels of interventions: "broad" and "narrow"

The Finnish rural policy is characterised by a balance between two levels of interventions. On one hand, it assures and guarantees an adequate orientation of sectoral policies towards rural areas and their needs (the so called "broad rural policy"). On the other hand, it orients specific programmes to promote rural development (the so called "narrow rural policy").

Broad and narrow rural policies, aiming at efficient utilisation of resources allocated to rural development are reconciled by the **Rural Policy Committee** (YTR). It is a cooperation body, installed with the Rural Development Project³ in 1988 and later recognised by law in 2000, which is currently composed by 31 members from 27 organisations. This government-appointed committee includes officials of seven ministries, representatives from rural and development institutes, key actors from regional and local organisations, as well as experts appointed by the administrative

³ According to OECD (2008), the project can be considered a breakthrough for rural policy, since a responsible organ for rural policy was created and funding was provided for national development projects.

authorities. **Its role is fundamental in order to coordinate the rural policy mainly at the strategic level as well as to gather various stakeholders (up to 500) in a single network** so as to find the best integrated ways to tackle the rural developmental targets.

The YTR's mission is to prepare national rural policy and develop the rural policy system. Its working method is cooperative. It actually collaborates with a wide range of stakeholders, i.e. the State, municipalities, companies and associations. The main task of the Committee is to assist the Government in preparing the "National Rural Policy Programme"⁴ and the "Government's rural policy outlines" (Reports, special programmes, resolutions), which are the main instruments of the "broad rural policy". While the "National Rural Policy Programme" contains proposals addressing the rural matters to be undertaken by a wide number of actors (including the national administration, the municipal authorities, associations and educational institutes), the "outlines" contain only decisions and proposals within the competence of the Government.

The decision process underlying the preparation of the above mentioned documents is based on three successful elements which constitute their strengths and contribute to the achievement of their goals. First of all, a **strong involvement of the civil society and academia** is ensured during the Programme preparation in order to gather local and technical knowledge and, in turn, reduce the knowledge gap of the central Government in terms of priorities of rural policy, which usually rise at local level. Second, a **long process of multi-arena negotiation and alignment of stakeholders' actions** ensure the ownership of the Programme by different government and non-government actors. Finally, since the **roles and the responsibilities are clearly allocated** within the Government, the Programme and the policy outlines are more effectively carried on. The effectiveness is also guaranteed by the **monitoring and evaluation process** which take place on annual or biannual basis in order to ascertain how the proposals/decisions have been put forward.

Rural development policy tools

While "Broad rural policy" refers to the efforts to influence all actions with impacts on rural areas within and by the different administrative sectors as part of the development of the rural society, the "Narrow rural policy" includes the measures and instruments specifically oriented for rural development.

"Genuine partnerships mean that those involved in managing projects do not have to beg, and the State cannot dictate". (Eero Usitalo, Professor of rural studies)

An articulated multi-level governance system and the participatory approach foster coherence and consensus

⁴ The current programme for the years 2009–2013, entitled Countryside for Vigorous Finland, is the fifth of the Rural Policy Programme presented by the Rural Policy Committee.

Since Finland joined the EU in 1995, rural development has largely taken advantage of the EU funds and initiatives. The main instruments of narrow rural policy have indeed become the **Rural Development Programmes** partly funded by the EU. Specifically, in the programming period 2007-2013 the rural development strategy has been implemented through two EU-co-financed Rural Development Programmes: one for Mainland Finland, and one for the autonomous province of Åland. The former is administered by the Ministry of Agriculture and Forestry, while the latter is administered by the provincial government of the Åland Islands.

The Ministry of Agriculture and Forestry is the national authority in charge of rural development and, with the support of the Rural Policy Committee (YTR), it develops political principles, prepares the legislation, lays down the strategy and allocates funding. However, many other bodies at national, regional, subregional and local levels play an important role in the implementation of the above mentioned programmes. In particular, the Finnish Agency for Rural Affairs (MAVI) manages the use of rural funds, controls and monitors projects and supports the application and the paying out processes. ELY centres⁵ are instead in charge of implementing the support. Finally, development activities are implemented at local level through a variety of projects, in which private enterprises, associations and local governments are the responsible actors. This level of activity is centred on the Local Action Groups.

Box 2 The policy's financial means

In 2007-2013, the total funding allocated to Finland from the EAFRD was about 2,080 million euros. Total public funding for rural development was 6,626 million euros. These allocations together with an additional sum of about 547 million euros originating from private sources formed the Rural Development Programme for Mainland's total budget (approximately 7,173 million euros). Development in Finland's rural regions can be financed using national funds and support from the European Agricultural Fund for Rural Development. National funding comes from the budgets of the national government and local municipalities. Private funding represents a third source of finance. The funds for rural development are limited compared to the support to agriculture. Finland's policies for supporting agriculture and horticulture are based on the forms of support set out in the EU's Common Agricultural Policy, supplemented by certain national agricultural support schemes.

The LEADER approach promote a bottom-up and participatory approach

The current Finnish rural development system is also characterised by the deep influence played by the European initiative LEADER. Since its start in 1991, Finland has become one of the top countries in Europe in implementing the **LEADER approach**.

⁵ ELY Centres are 15 regional Centres for Economic Development, Transport and the Environment.

The LEADER programme aimed at improving the development potential of rural areas by drawing on local initiative and skills, promoting the acquisition of know-how on local integrated development and disseminating that know-how to other rural areas. In particular, the innovativeness of the initiative relied on its attempt to provide rural communities with a method for involving local partners in steering the future development of their area (the so called "LEADER approach"). A key element of this method was the promotion and the setting up of local partnership, known as a 'local action group' (LAG).

Partnership in the making

LAGs are a way of decentralising power from the national to the local level. They enable local actors to develop their close environment based on local needs. LAGs are grass-roots development groups, which finance projects and deliver enterprise support on the basis of a plan and a strategy defined in concert with both the national and local level of the government.

The successful adoption of the LEADER approach in Finland has been influenced by different factors. The pre-existing network of voluntary village action is among the most relevant ones. The rural areas were indeed characterised by numerous small-scale associations and citizens' organisations forming a network of 2,800 village associations. Since local action existed before funds were available to support it, once the EU financing begun, a massive number of projects emerged. This large local demand led to the idea of extending the LEADER approach beyond the LEADER programme itself and of using this to build a new sub-regional structure for rural policy.

During the 2007-2013 programming period, there were altogether 55 Leader-groups, and one in Åland (autonomous region). The Ministry of Agriculture and Forestry grants the annual funding for the groups, as well as coordinates the monitoring and evaluation of their activities. A Rural Network Unit in the Ministry provides information about the activities of the LAGs, organises training and meetings, and promotes the work of the groups internationally⁶. There has also been ongoing quality work in order to improve the activities of the groups and disseminate best practices among them.

A distinctive feature of LAGs in Finland is that their activities are steered by a tripartite guiding board. A tripartite principle is indeed followed in the composition of the Board: one third of board members represent the municipalities in the area, one third represent companies or corporations, and one third ordinary

⁶ LAGs are also, to a growing extent, looking beyond the national borders and exchanging ideas with LAGs in other countries.

citizens. This is a way of bringing forward the views of the rural population in an effective way.

Box 3 The contribution of local projects to rural economies and societies

Varsin Hyv  LGA in the Turku area has supported tens of local development projects. Typical projects have been dealing with local infrastructure, tourism, leisure time, and village association activities and facilities. In another village, Jakokoski, one of the development projects concerned the improvement of a local canal. In this context, an old pilot vessel was renovated to be used as a service boat, and sheep were purchased to graze and thus improve the landscape. These projects have, in various ways enhanced, the quality of rural life and brought new business opportunities for local enterprises.

The Board processes the project applications and gives a statement on it. The main criterion for selecting the projects to be funded is how well they meet the conditions of the local strategy drawn by the LAG, the LEADER principles and the Rural Development Policy of Mainland Finland. Then, the board submits the application together with its statement to the regional ELY-Centre⁷. Only project supported by the LAG can be accepted by the ELY, which is a state regional government body. **In this way, “narrow rural policy” can integrate grass-roots needs with nationally set preferences.**

It is widely acknowledged that the **projects supported by LAGs have contributed to improve the quality of life of local communities, their social sustainability and the strengthening of social capital.** Also, they helped include in the rural development process new stakeholders, which would not have been reached without the LAGs activity.

Success factors

The Finnish rural policy is a good and acknowledge example of place-based approach characterized by a series of distinctive factors:

- Rural policy stems from the recognition of the Finland rural character and the **heterogeneity in terms of challenges and opportunities of different rural areas**
- Intense **interplay** between different levels of government
- **Balance** between to levels of intervention, one concerning orientation of sectoral policies and the other dealing with specific programs to promote rural development

⁷ ELY Centres are 15 regional Centres for Economic Development, Transport and the Environment.

- Strong **participatory approach** assured both at high strategical level and ground level
- Successful adoption of the **LEADER approach** advocating the strong participation of Local Action Groups in planning local development

As a result, thanks to these key features the Finnish model of rural policy has been quite successful in achieving coherence among sectoral policies oriented to rural areas as well as in tailoring specific programmes/projects to promote rural development which, in turn, have contributed to revitalize rural areas, and facilitate and disseminate innovative ideas.

Place-based approach at work

Place-based features	Place-based approach put in practice
Horizontal coordination and multi-level governance	<p>The Finnish Rural Development Policy is designed in concert with the national, regional and local level of government, thus reaching the village level.</p> <p>The “local action groups” make their own developmental programs in the framework of the national program, and select projects which are fulfilling local goals and serving local needs.</p> <p>The local action groups are inclusive and open for all local actors, both organisations and citizens.</p>
Integrated functional areas	<p>Thanks to its promotion of ownership, the Finnish approach to rural development improves commitment to policy implementation. Rural policy is not felt as imposed from outside and the participatory approach thus promoted can be adopted in different sectors of economic activity. The holistic vision of local needs and responses finds its best expression in the popularity of LAGs.</p> <p>The Finnish rural development policy develops on the basis of an effective and early multi-sectoral approach.</p> <p>By bringing together various and numerous stakeholders, the Rural Policy Committee helps find the best integrated ways to tackle rural development goals.</p>
Evidence-informed policy making	<p>The participatory approach proper to the Finnish rural development policy and the mobilization of local actors together with the multi-level governance dialogue ensure that local knowledge on local needs and assets is secured and circulated.</p> <p>The central level promotes exchange of good practices at different levels of governance, from local to international.</p>

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Key facts and Figures	
Country	Poland
Target territory	The County of Jaslo, Podkarpackie Region
Territorial dimension	NUTS4
Territorial typology	Rural
CP objective	Convergence
Duration	2012 – 2014
Funding	The total cost of the project: € 263.611: – ERDF: € 201.663 – Polish state budget: € 35.587 – Beneficiary own funds: €26.361
TA2020 priority	– Encouraging integrated development in cities, rural and specific regions

In brief

The central element of the Jaslo Public Service Zone (abbr. JPSZ) is "The Integrated Strategy of Public Services Provision for the period 2014-2020" (later referred to as *the Strategy*). The project has been developed under the leadership of the local municipalities of the Jaslo county in co-operation with the Jaslo county government. In line with the TA2020, the initiative aims to develop and implement a structured, integrated and participatory approach for the improvement of public services (education, culture, health, communication and public transportation, communal services and energy supply) in a lagging behind territory which goes beyond the administrative borders and it rather focuses on a functional area. The fundamental objective of all activities undertaken within the framework of the JPSZ is to reduce disparities in citizens' access to public services and to increase their quality at least up to the average level of the country. The Strategy attempts also to increase the level of participation among the citizens of Jaslo county and to revitalise the development processes in the area. The project is peculiar in its bottom-up and integrated perspective.

Socio-economic perspective

The **Jaslo county**¹ is located in the south-eastern area of Poland – the Podkarpackie Region – which features the socio-economic problems of **industrial underdevelopment, depopulation and outdated structural solutions**. Nevertheless, the region successfully attempted to absorb the EU Funds of the previous Financial Perspective directed to minimise the socio-economic, structural disparities between the Podkarpackie Region and more developed regions of Central and Western Poland. The development of Eastern

¹ **County** is a level of administrative division of Poland. It comprises **municipalities** (rural and urban) – the lowest unit of territorial division.

Poland remains a priority of national cohesion policy. The lessons learnt in the previous Financial Perspective are crucial for further efforts in particular at local and sub-regional levels.

Background

The gradual development of co-operation among the municipalities of the Jaslo county **started in 1998**. In particular, The co-operation was based on the implementation of joint projects in the field of environmental protection and renewable energy. However, the projects were fragmented, small scale and inspired by short-termism.

From fragmented, small and short-term projects ...

... to an integrated and multilevel approach to urban, rural development and regeneration policies.

The impetus for local communities to mobilise their resources for the development of local public services has been given by the **“National Strategy of Regional Development 2010 – 2020. Regions, Cities, Rural Areas”**, developed by the Ministry of Infrastructure and Development. The national government document, based on analysis, concluded that the Jaslo county belongs to one of dozens of other areas, where the availability, quality or effectiveness of a number of local public services is perceived as unsatisfactory. It helped to consolidate the local authorities around the idea of **Jaslo Public Service Zone** and to conceptualise its main assumptions. The idea of the zone is tightly in line with **application of an integrated and multilevel approach linking urban and rural development as well as regeneration policies over a functional area²**.

Box 1 Legal environment of the project

Under the circumstances of the Polish legal order there is no individual public authority whose prerogatives entitle it to be fully responsible for the implementation of such a programme as the strategy of public services provision. Such role cannot be fulfilled either by the county government or inter-municipal association whose tasks are only to a certain extent in line with tasks planned within the framework of the Strategy. The Strategy ought to be termed as an experiment and pilot programme. There is no public authority whose powers have been entitled to delegate full responsibility for the implementation of such a program as this strategy. The Strategy is developed and implemented upon the initiative of various municipalities from the Jaslo county. They have attempted to create systemic, integrated and participatory approach to perfection of public services. The Strategy is an instrument that bond together dispersed efforts and, in the further perspective, aims to eliminate the disparities in the quality of public services provision between the Jaslo county and the counties where public services are delivered at least at average standards.

The concept of the project Jaslo Public Service Zone was brought to light in 2012, when the Ministry of Infrastructure and Development announced the call for proposals for Local Government Units and

² The functional area includes the municipality of Jaslo and its peri-urban neighbourhoods.

their associations related to the programme aimed at increasing the accessibility, quality and efficiency of public services. The **municipality of Jaslo** became the coordinating body and the **rural municipalities of the Jaslo county**³ the project partners. **The project was developed as pilot/demonstration initiative** adopting a holistic approach to local public service delivery overcoming a regulatory framework holding a more sectoral approach.

A solid diagnosis

The first necessary step taken in order to create the Jaslo Public Services Zone was to develop the **strategy of public services**. From the very beginning it was assumed that the strategy will have an **integrated nature**. It was claimed that individual public services ought to be operationalised within the comprehensive document interconnecting various functions of different governing bodies with significant involvement of local communities.

The Strategy has resulted from profoundly perceived need to counteract the phenomena of **depopulation** of the Jaslo County and of the **changing social structure** of the local communities. Those factors are interrelated with the expectations of local communities concerning the continuous increase in the quality of public services. The strategy is therefore an attempt to respond to the threat of diminishing capacity of the area through a coordinated approach to find out effective solutions by means of co-operation and partnership.

The strategy has been developed with the use of **participatory methods**. It is assumed that, apart from the public-private mechanisms, the objectives and activities of the strategy will be accompanied by active participation of the citizens taking part in the local municipality team forces. The diagnosis is based on the solid research basis and focuses on the development of the following individual issues:

- diagnosis of the **condition and the social demand for public services provision**. The task was executed in order to obtain qualitative and quantitative data about the present situation of the implementation of local public services. The primary and secondary data were collected with the use of computer-assisted telephone interviews (CATI), direct interviews – average computer-assisted (CAPI), interviews via Internet (CAWI), focus groups (FGI) and traditional surveys.



The meeting of task forces – discussing the findings of the diagnosis

³ Brzyska, Debowiec, Jaslo County, Jaslo Rural Municipality, Kolaczyce, Krempna, Nowy Zmigrod, Osiek Jasielski, Skolyszyn and Tarnowiec.

- diagnosis of the **methods improving the coordination of public services provisions** – so far executed individually and in an incoherent manner by various municipalities of Jaslo county. It focuses on the analysis of the mechanisms of cooperation among varied institutions – local government and its external partners in the provision of public services.

Box 2 Participatory dimension of the project

The participatory dimension of the project relies on close co-operation among the local government units, the citizens, the local organizations and the business community. This approach has led to establish the Agora of Jaslo, a civil forum of non-government organisations in the implementation of project objectives. The Agora of Jaslo has been constituted in each local government unit of the Jaslo county and operates on the unified principles. The ten-person task forces were selected during the local meetings in every municipality. Each consisted of five representatives of the villages or settlements and five representatives of the NGO's and business milieus from each municipality. The meetings of the Agora of Jaslo took place at least twice a quarter. During the task force meetings diagnostic data developed by experts were analysed and interpreted. The members of the Agora of Jaslo discussed the progress of work on the Strategy. By July 2014, the Agora of Jaslo has been transformed into an association equipped with the task of monitoring the quality of public services in the area encompassed with the project activities.

The Strategy as final result of the project

The **Integrated Strategy for Public Services Provision** were officially approved by all participants of the Jaslo Public Service Zone project during the final conference held in June 2014. The partners expressed their deep satisfaction with the result of the project hoping the Strategy would become a “point of departure” to take full advantage from the place based approach of the new financial perspective 2020.



The final conference on the Jaslo Public Service Zone – presentation of the Strategy

The overall goal of the Strategy is **to improve the access to public services vital to socio-economic development and to increase the quality of life for citizens of the Jaslo county**. This goal can be achieved by the reduction of disparities in citizens' access to public services and by the increase in their quality at least up to the average level of the country. Operational objectives include improvement of technical infrastructure services; development of educational services; promoting cultural services for socio-economic development; improving the access to health services; civil society institutional development and business infrastructure supporting modernisation of public services provision. Such objectives are operationalised and monitored with indicators showing baseline and targets.

Each objective of the Strategy consists of several – usually 5-7 – programmes/projects. It is necessary to add that some of them are already in the process of implementation, taking advantage from own resources both of the municipalities and the county. Another crucial feature of the operational programmes is their prioritisation. **In each group of given objectives there are projects that are indicated as the key ones.** It means that they are considered the most important for local communities, since advanced in their development and feasible to be implemented. The key projects have been selected in a consensual negotiations with all stakeholders participating in the diagnostic and design phases of the Strategy development process.

Although the Strategy is in its preliminary implementation phase, there are some identified activities, which are already undertaken, mainly in the sphere of local transportation infrastructure, water supply and sewerage system as well as in the educational sphere (cf. Box 3.). The co-operation mechanisms between the stakeholders are implemented and it is evident that every municipality of the Zone can be treated as the co-owner of the processes initiated by the programme.

Box 3 An Example of key projects included in the Strategy

Objective B.3: Introduction of the dedicated system for talented pupils/students

(The project is being implemented as a pilot one in two schools in the county)

According to the diagnosis, the innovative systems within the framework of comprehensive education brings most sustainable and long lasting effects of investment in human capital. The system of tutoring with talented students, encompassing the pre-school phase up to the secondary education. The students of the Jaslo county score relatively high against the background of national population of the youth, nonetheless there are no local initiatives directed towards appropriate diagnosis of students' capabilities and their systemic development. The important part of the programme is the introduction of "Electronic Card of Talented Student", supplied with supporting activities. This action is in line with new regulations issued by the Ministry of Education to enhance such initiatives (i.e. the rules on provision of support and organisation of psycho-educational assistance in public kindergartens, schools and other institutions). The project assumes introduction of the Card, elaboration of its design, its computerisation, pilot implementation in selected schools and introduction of the final version of the Card.

Strategy management and monitoring

The management system of the Strategy is based on voluntary participation of local government units and it is characterised by soft coordination mechanisms and a consensual manner of decision making. An evolutionary approach to optimal management system is also envisaged. The management system consists of several bodies with different roles and responsibilities.

Box 4 The governance system

The governance system includes the following bodies:

- The **Steering Committee** – the body of chiefs of executive and legislative assemblies of each municipality, the chief of Jaslo County Office, the President of the Association of the Municipalities in the Wisloka River Basin.
- The **Council of the Steering Committee** – five-person collective body selected among the members of the Steering Committee presided over the President.
- The **Secretary Office** provides administrative and content-related services to the Steering Committee and the Council of the Steering Committee.
- The **Coordinators of operational objectives** are the employees of local administration within the area of the Jaslo county in respective fields of public services.
- Two **task teams**: the first has to develop individual projects resulting from the Strategy. The second one is responsible for project implementation.
- **Monitoring Committee** is constituted by some of the members of the Agora of Jaslo.

In accordance to the contemporary standards of public management it is forecasted that the Strategy implementation will be continuously **monitored** and periodically **evaluated and updated**.

The Strategy as a Foundation of the Jaslo County Experiment

The Integrated Strategy of Public Services Provision for the Jaslo county constitutes the first but crucial step towards building the **sustainable and pro-development** public service system for the areas which struggle with problems of social, economic and industrial underdevelopment. The project features three important elements which may be decisive for its success:

- It takes advantage from the new approach of national government policy, **cautiously experimented with place-based approach** to the developmental problems. The Strategy and the resulting projects are undoubtedly pilots and their possible success can restore the confidence of peripheral areas in the chance created by the objectives of new financial perspective of the EU.
 - The initiative of the local governments in the Jaslo county are **well-rooted and thoughtfully utilise place-based approach**.
 - The Project has involved **local stakeholders** and attempts to **institutionalise** their activities. The institutionalisation of the citizens' activities in the form of an association - the **Agora of Jaslo** - presents a good example of bottom-up activity, supporting the implementation of the Strategy. In terms of

multi-level governance it is a huge step towards its more sophisticated form with participation of actors other than usually associated with public authorities at varied levels, from local to supranational ones.

Place based approach at work

Place-based features	Place based approach put in practice
<p>Horizontal coordination and multi-level governance</p>	<p>Internal coordination (within the individual municipalities and county), horizontal coordination (among municipalities), vertical coordination (between the municipalities and the county) and external coordination (between the municipalities and the county on the one side and regional and national government on the other one).</p> <p>The collaboration with the Agora of Jaslo – citizens’ forum adds another important dimension to the multi-level governance, securing involvement of non-government actors in the local network and providing them with the attributes of governance.</p>
<p>Integrated functional areas</p>	<p>The Project continues the local efforts aimed at improving the functions of local governments not only within their legal prerogatives but also attempting to promote a new holistic approach to public services delivery</p> <p>The project integrates various local services into one single document and abandons the orthodox branch approach to the economic development. It emphasises the interrelations among different services and attempts to combine them into cohesive pro-development policy made at the local level with the participation of a range of actors from different social, economic and political milieus.</p> <p>The initial results reinforce the confidence in its lasting impact and future success provided that predictable and stable national and supranational policies will be in place.</p>
<p>Evidence-informed policy making</p>	<p>The whole Strategy has been constructed on the basis of quantitative and qualitative diagnosis. Both “hard” and “soft” evidence have been critical to the programmes and projects that emerged in the process of the Strategy development.</p> <p>Continuing, sustained and broad co-operation with independent experts significantly increased the evidence based on policy-making capacity in the Jaslo county. It is expected that the Monitoring Committee will be a body which effectively takes in lessons learnt in the course of the project implementation.</p>

Contacts

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Key facts and Figures	
Country	Romania
Target territory	Tulcea County, South-East Development Region, City of Tulcea and Danube Delta
Territorial dimension	NUTS 3
Territorial typology	Mixed, sparsely populated zone
CP objective	Convergence
Duration	September 16, 2013 – June 2015 (ongoing)
Funding	Total amount: EUR 2.944.720, of which: <ul style="list-style-type: none"> – EU contribution: EUR 2.503.012 (85%) – National contribution: EUR 441.708 (15%)
TA2020 priority	– Ensuring global competitiveness of the region based on strong local economies

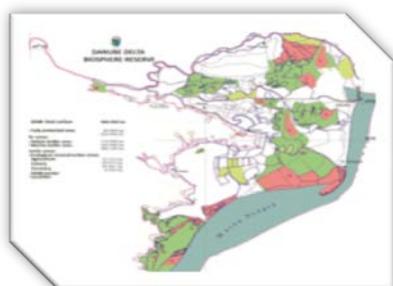
In brief

The European Union Strategy for the Danube Region (EUSDR)¹ is a European mechanism for cooperation between the countries within the Danube River Basin aimed at facilitating the economic and social development of the Danube macro-region through a broad range of priority areas. The Action Plan for the EUSDR implementation suggests a number of initiatives for the Danube Delta. In order to ensure a better coordination with the macro-regional strategy, and with the Black Sea Basin strategy, the Romanian Government initiated the preparation of the Integrated Sustainable Development Strategy for the Danube Delta Area. The strategic planning exercise at territorial level began in September 2013, and will be completed in June 2015. Thus, the future *Integrated Strategy* is an opportunity to address specific priorities for development in the defined area of the Danube Delta, and to coordinate these two strategic (macro-regional and local) initiatives within a joint approach in order to respond to the specificity of this territory. The *Integrated Strategy* takes advantage of a hybrid approach: top-down and place-based and has been used for promoting Integrated Territorial Investments (ITI).

TA 2020 Enhancing Approach Framework

The Danube Delta is a territory whose features allow the development of the new integrated territorial development instruments. It is indeed **characterised, among other things, by untapped potential for development, low population density and high degree of geographic isolation**. From the standpoint of the Romanian Government and the local authorities of Tulcea and Constanta Counties in the South-East Development Region developmental challenges in the region release the *Integrated Strategy of the Danube Delta* which reflects the major interest shown

¹ The European Commission prepared a Communication on the EU Strategy for the Danube Region, and an Action Plan presented on December 8, 2010 and adopted by the EU Council for General Affairs on April 13, 2011. The European Council endorsed the Danube Strategy on June 24, 2011.



DDBR Total surface		580.000 ha
Fully protected area	50.904 ha	222.996 ha
Buffer areas:		
Deltaic buffer area	119.996 ha	
Marine buffer area	103.000 ha	306.100 ha
Economic areas:		
Ecological reconstruction areas	15.712 ha	
Agriculture	39.974 ha	
Fishery	39.567 ha	
Forrestry	6.442 ha	
DDBR border		
Localities		

“The Danube Delta Biosphere Reserve”

by Romania in implementing the new instruments proposed by the EC for coordinated use of funds, such as the Integrated Territorial Investments (ITI). The *Integrated Strategy* development is associated with the context of Romania's preparation of the Partnership Agreement (PA) and the operational programmes (OP) in the programming period 2014-2020.

The strategic planning process highlights the features of the top-down approach (meaning that it originated from central authorities in partnership with local authorities), synergically completed by the place-based approach. This is characterised by both the participation of various stakeholders (national, regional, local, public and private) in the strategic planning exercise and, particularly, the active and constant involvement of local rural and urban communities in the stages already completed.

Strategic Planning assisted by the World Bank

The Danube Delta is the second largest delta in Europe, with a total area of 3,446 square kilometres. Within the area, there are **16 strictly protected areas within the so called Danube Delta Biosphere Reserve where it is forbidden to carry out economic activities**. In turn, ecological restoration areas and buffer zones have been created where tourist activities can be carried out, in compliance with environmental protection regulations.

At the same time, the Danube Delta is probably **one of the most sparsely populated regions of Europe**, with approximately 20,000 people living in few ports and scattered villages. The isolation and the harsh conditions are also features of the Danube Delta.

The challenges of this unique region require the elaboration of an integrated sustainable development strategy. However, the complexity of the territorial area, the multiple fields to investigate for assessing the current situation, and the largely participatory exercise to identify specific needs from the perspective of each stakeholder for outlining strategic goals and priorities led the Romanian authorities to secure technical assistance by a qualified and renowned service provider in order to be supported throughout the whole strategic planning process.

Technical assistance by the World Bank

The Romanian Government - through the Ministry of Regional Development and Public Administration (MDRAP) - asked the **World Bank (WB)² to provide consultancy services** for the purpose of

² Technical Assistance is provided by the World Bank (WB) under a Reimbursable Assistance Services (RAS) Agreement. The WB designated a mixed specialist team composed by international and Romanian experts whose skills covered various areas of interest in accordance with the complexity of the integrated approach to the issues.

facilitating a participatory process to elaborate the Integrated Sustainable Development Strategy for the Danube Delta and the Implementation Action Plan, and to prepare its implementation in the period 2014-2020 through an ITI.

The place-based approach was at work in the first stages of preparation of the *Integrated Strategy*. The WB team, while providing scientific support in filing the Diagnostic Report, also assisted in the organisation of **a large participatory exercise** aimed at designing a common vision on development for the Danube Delta. The Report pointed out the double challenge to protect both livelihoods and the environment in the Delta, and included information gathered from public consultations held between September and December 2013 on the problems and concerns of the communities.

Preparation of the Diagnostic Report and organisation of a large participatory exercise

For the next steps, the support provided by the WB to the initiators of the *Integrated Strategy* will focus on:

- identifying the needs from a local perspective, strategic goals, key policies and the way forward by priority area and sector in the Danube Delta region;
- preparing the implementation of an Integrated Territorial Investment (ITI) instrument for the period 2014-2020;
- designing an adequate institutional arrangement for ITI coordination, control and implementation.

Place Limits and Assets

The definition of the territorial boundaries of the strategy was a result of the consideration of **natural, geographical and regulatory constraints**. This territory includes both the Danube Delta Biosphere Reserve where a number of activities are forbidden and a series of localities (towns and villages) forming a surrounding belt. They are part of two neighbouring counties, Tulcea and Constanta, belonging to the same development region. On this belt the restrictions in view of environmental protection are less strict than in the Biosphere Natural Reserve and allow more flexibility for future investments.

The limits of the place are evident

In brief, **the specificity of the Danube Delta area consists in a number of specific natural processes** (natural floods, sediments brought by the Danube River when flowing into the Black Sea, soil erosion in terms of keeping a balance between the sediments carried by the Danube and the water) **and economic and social issues** (such as: low population density, demographic structure of the population, isolation, subsistence livelihood, particularly based on fishing and

“The Danube Delta is a natural example of integration from which people can draw their inspiration in going through a smart sustainable strategic planning process. In fact, nature is the glue holding together the ethnic groups co-existing within the geographical area of the Danube Delta together.”
(WWF Danube Carpathian Programme representative)

agriculture, multi-ethnicity, local culture and traditions etc.) which **are constraining the development in the territory.**

There is a wide and diverse range of stakeholders in designing this strategy. The stakeholder structure reveals both public institutions of the central government (almost all line ministries of the Government), regional bodies (ADR S-E), local authorities from the two counties (Tulcea and Constanta), the Constanta Urban Growth Pole Authority, the Danube Delta Biosphere Reserve Authority, central and local water, fisheries and environmental research institutes, companies, communities of people living in the Danube Delta, individuals who left the area and currently live in other towns, but who still have strong ties to the geographical area from which they came and, finally, a number of NGOs that are extremely active in the protection of the Danube Delta and the environment, in general.

Thus, the involvement and consensual conciliation of the interests of these various stakeholders constitute a key feature of the place-based approach as well as a major challenge for the promoters which have to manage public consultations and to use adequate communication instruments.

In identifying potential priorities of the *Integrated Strategy*, the focus was set on taking into account comparative advantages that can be turned into local assets and used as key local potential for integrated development. The list of elements that make up these local assets are the following:

- **Inhabitants' knowledge of nature and the natural processes** that take place in a Delta area, their benefits and their presumably negative outcomes in case of improper interference having a negative impact on the natural processes.
- **Inhabitants' lifestyle** based on this in-depth knowledge of nature, as well as traditional occupations, might represent elements of a successful local recipe.
- **Cultural heritage** reflected in the culture and deeply-rooted traditions in both nature and history of the social life of the population living in these areas.
- **Peaceful co-existence** in a limited territory of a small, but ethnically diverse population: Romanians, Ukrainians (Lipovans), Russians, Roma and other ethnical groups.
- **Social capital** based on a spirit of association, mutual aid/mutuality and trust capital between man and nature, on the one hand, and between people, on the other hand.

Local assets have been identified during the consultation process

Local needs and integrated approach

Although the identification and the analysis of local needs is a stage in progress, the background reports prepared up to now by the experts designated by the WB (*Diagnostic Analysis and Vision Report*) provide, however, the first indications of the needs that the *Integrated Strategy* must address in a coordinated territorial and multi-sectoral approach, which is balanced from an economic, social and environmental standpoint.

In particular, two clusters of needs have been identified which require to be validated by a public consultation of all the stakeholders. Namely:

- The need to **preserve the unique biodiversity** which is especially promoted and defended by a rather large group of non-governmental organisations active in protecting the environment and the Danube Delta, in particular.
- The need for an integrated strategic approach to future economic development, **from a multi-sectoral standpoint** (*accessibility, infrastructure, ecotourism, organic agriculture, commercial and recreational fishing etc.*), **and from a territorial standpoint** (*namely the area of the Danube Delta biological reserve, but also the inclusion in the defined territory of a rural and urban area from the immediate surroundings of the reserve, which provides more opportunities of economic development being free from restrictions characterising the protected natural areas*).

Two clusters of needs have been identified so far

Although the *Integrated Strategy* is still a work in progress, the fulfilment of the requirement set by the **ITI mechanism**, namely making financial pre-allocations in the text of the Partnership Agreement 2014-2020 and the subsequent OPs, resulted in the need to bring forward certain work stages for the purpose of pre-identifying pipeline investment projects.

The list of pipeline investment projects has been prepared by the Tulcea County Council after consulting the local authorities in the Danube Delta territory. The list contains the type of investment (such as the rehabilitation of the airport, ring roads, hospitals, schools, recreational fishing, training for fisheries, educational and discovery excursions, bio agriculture etc), the estimated budget for investments forming the ITI, the potential financing source, i.e. the funds (ERDF, ESF, CF, EAFRD, EMFF) that could be used to finance such investments.

Box 1 Financial envelope

Based on the financial projection exercise, the potential pipeline investment projects to be brought together under the ITI amount to approximately EUR 840 million, of which EUR 500 million for environmental and transport infrastructure projects and to enhance economic competitiveness of the region, EUR 140 million for social and economic regional development projects, EUR 188 million for projects in the field of agriculture, rural development, fishing and to stimulate maritime affairs, and EUR 12 million to support projects providing technical assistance for administrative capacity building and ensuring the operation of the ITI implementation unit within the Danube Delta Intercommunity Development Association (ADI).

Promoting social dialogue

The integrated strategic planning exercise for the Danube Delta encompasses a mixed approach. Although launched from top-down by the Romanian Government, **it has been actually carried out thanks to a place-based participation and consultation by several stakeholders.**

The central government, fully aware of taking on a pioneering work due to the challenge of designing and piloting the new instruments adopted by the EC, decided to set up an Inter-Ministry Steering Committee in charge of preparing the *Integrated Strategy*. The Committee is made up of the representatives of the main line ministries, the local authorities, the legal framework regulatory and/or supervisory authorities.

In turn, the place-based participatory approach is illustrated by the territorial dialogue initiated by means of public consultations, focus groups, work meetings with all categories of stakeholders within the region (individuals, local authorities, locally active enterprises), and outside the region (central authorities, NGOs etc.). For example, one of the focus groups held targeted an audience made up exclusively of individuals born in the Danube Delta area, but who left the area and were currently living and working in other cities, mainly in the Capital City.

For the time being, ten public consultations attended by over 370 inhabitants of the Delta area, as well as representatives of the relevant institutions have been organised. **Special attention was paid to include marginalised populations such as the unemployed and the housewives in this consultation process.** Also, a balance between potentially different perspectives at local-county-central level has been assured by including in the process representatives from all institutional levels.

Although the participatory process shows some drawbacks and faces some pending challenges such as the under involvement of NGOs based and operating in the Danube Delta and the lack of follow up about the progresses made in the Strategy preparation, **it was perceived as very useful by those directly involved in the Strategy elaboration.** Accordingly, the participatory approach will be intensified in the next stages of the strategic planning exercise.

Implementation based on partnership

Using the ITI instrument requires, apart from an existing territorial development strategy and integrated planning, a pre-allocation policy for the funds that will be earmarked for financing ITI projects. This requirement implies, among others, the negotiation of some management arrangements, which would allow the creation of a single ITI implementation structure.

Horizontal coordination and multi-level governance have been considered in identifying the most suitable institutional arrangement for the ITI implementation. It provides a *multi-stakeholders and multi-level governance structure*, organised on three levels, as follows:

- **A coordination system at central government level** in charge of coordinating the roles of the Ministry of Regional Development and Public Administration (MDRAP), the Ministry of European Funds (MFE), the network of Managing Authorities and Intermediary Bodies that are part of the architecture for monitoring the implementation of the operational programmes that will finance ITI Danube Delta.
- **Institutions at regional level** such as the already existing South-East Regional Development Agency, a public utility and public interest organisation that has proven extensive experience in the preparation, evaluation, monitoring and control of a large portfolio of hard and soft investment projects for the South-East region.
- **Inter-Community Development Association at local level** for monitoring the ITI implementation and for developing and implementing the Action Plan of the *Integrated Strategy*.

The institutional mechanism for ITI implementation is still under development. It is certain that, whatever the option selected for the architecture of the institutional mechanism, **its operation will be based on partnership, in accordance with the other integrated functional areas already considered so far.** Also, it is clear that in order to prevent overlapping of roles and responsibilities between existing institutions and new ones the improvement to the existing legal framework will be necessary.

“We need to design a multi-level institutional mechanism for implementation management, focusing on local ramifications as close as possible to the future beneficiaries of funds and the citizens as final beneficiaries of the ITI,”
Representative of the Tulcea County Council

Success factors

At the basis of the *Integrated Sustainable Development Strategy* of the Danube Delta there is the idea of a “sustainable development triangle” which entails a synergic development along three axes: economic development, environmental protection and community & social development.

The preparation of the *Integrated Strategy* is only the first step towards its implementation. **The strategic planning process has adopted a place-based approach** and it is already providing a number of clues that may catalyse success in the implementation stage. Thus, some of the positive factors underlying the success are:

- **Involvement of local authorities, doubled by wide support of the communities.** This guaranteed a **focus on joint recognition of issues that the territory is confronted with**. Also, a prompt response from the communities provides an indication of their support in the future implementation.
- **Multi-sectoral approach towards a sustainable development of an integrated territory.** Unlike other previous initiatives, the *Integrated Strategy* is aimed at strengthening the ties between the Danube Delta territory and the rest of the region in order to facilitate the access of the inhabitants of the Delta area to social, health and education services that could not be provided locally. Sustainable development will also include activities providing a better protection of the bio diversity of the Danube Delta.
- **Early identification of the financing needs and the projects pipeline.** In the programming period 2014-2020, Romania will use the ITI instrument giving priority to the Danube Delta, considering its specific territorial features. This led the territorial authorities to pre-identify the pipeline of projects which will be included in the ITI.

In conclusion, even from an analysis of the stage reached by this strategic planning process, we can detach “seeds” for good practices that are worth studying in order to potentially learn things that can be applied to other initiatives or contexts.

Place-based approach at work

Place-based features	Place based approach put in practice
Horizontal coordination and multi-level governance	<p>Creation, activation and stabilisation of local work groups on relevant fields for research and development needs</p> <p>The sense of ownership over the strategic planning process assumed, with responsibility and dedication, by the county/regional authorities, as indirect beneficiaries of the <i>Integrated Strategy</i></p> <p>Coordination of the whole process by a large inter-ministry committee in which all national, regional and county authorities are represented</p>
Integrated functional areas	<p>Authentic participatory approach and a shared vision with all regional stakeholders in respect of the Integrated Development Strategy of the Danube Delta by 2030</p> <p>Preparation of an Action Plan for implementing the <i>Integrated Strategy</i> and a proposal for a ITI in the Danube Delta for the period 2014-2020</p> <p>Proposal for an institutional implementation mechanism that implies partnership (Inter-Community Development Association) to support and monitor the implementation of the ITI priority projects</p> <p>Preparation of the process for monitoring and assessment of the implementation of the Integrated Development Strategy of the Danube Delta</p>
Evidence-informed policy making	<p>Diagnostic analysis which revealed both the current progress, with deficiencies, and particularly the assets on which the future development of the territory can rely</p> <p>Need for adjustments of the existing regulatory framework to the development priorities to be included in the <i>Integrated Strategy</i>.</p>

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Further information

Technical Assistance Operational Program
<http://www.poaat.ro/>

Ministry for Regional Development and Public Administration
<http://www.mdrap.ro/dezvoltare-teritoriala/-9749>

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<http://www.adrse.ro/>

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<http://www.ziaruldelta.ro/2014/02/07/delegatia-bancii-mondiale-prezentat-un-prim-raport-privind-strategia-pentru-delta-dunarii/>



Key Facts and Figures	
Country	Belgium and Netherlands
Target territory	Zeeland-Flanders region (NL), East-Flanders (BE) province
Territorial dimension	Cross-border
Territorial typology	Predominately urban
CP objective	Competitiveness
Duration	2008-2011
Funding	Total costs: EUR 21,835,000, of which: <ul style="list-style-type: none"> – EUR 6,000,000: Interreg IV-A Flanders-the Netherlands – EUR 15,835,000: Flemish and Dutch governments, provinces of Zeeland and East-Flanders
TA2020 priority	<ul style="list-style-type: none"> – Territorial integration in cross-border and transnational functional regions – Ensuring global competitiveness of the regions based on strong local economies

In brief

The Bio Base Europe is a cross-border economic initiative aimed at promoting low-carbon economy as well as skills development activities in the production of bio-based products. Specifically, it involved the construction of a Pilot Plant in the Port of Ghent (BE) and a Training centre in the Dutch city of Terneuzen. Initiated by local actors in responses to the challenges facing the place (the gap between scientific feasibility and industrial application of new bio-based products and processes, the education shortage and the low public awareness of bio-based economy) Bio Base Europe has been conceived to exploit the resources of a territory which goes beyond the administrative borders and it rather focuses on a functional area surrounding the Ghent–Terneuzen Canal. By incorporating innovation, industrial, environmental and educational issues within a wider initiative, the Bio Base Europe shows that a place-based approach relying on sectoral integration and multi-stakeholder partnership offers the possibility to trigger regional development potentials.

Place assets and limits

Zeeland-Flanders is a relatively sparsely populated region located in the southernmost part of Netherlands, along the Dutch-Belgian border. **Although being administratively part of the Netherlands, the Zeeland-Flanders is geographically bordering on Belgium only.** Indeed, the natural barrier provided by the estuary of the Scheldt river emphasises its peripheral position as well as its connection with the Belgian region of Flanders.

The Zeeland-Flanders region is lagging behind the Dutch economy and faces challenges to a large extent linked to its declining and ageing population. The brain drain is another problem affecting the region. Hence, many young citizens leave their homeland in search



Fields in Zeeland-Flanders region

of higher education opportunities. Nevertheless, its geographical position near the estuary of the Scheldt river, the developed logistics system surrounding the port city of Terneuzen and the strong presence of the agro- industrial activities offer the region a potential to be exploited.

Conversely, the city of Ghent and the East Flanders province forms an economically dynamic and growing area characterised by an high level of technological and knowledge activities. In particular, the port of Ghent is an industrial hub attracting huge investments and companies. Despite this, the area is heavily dependent on the Ghent–Terneuzen Canal linking the city of Ghent (BE) to the port of Terneuzen on the estuary of the Scheldt river, thereby providing the former with access to the sea.

Since 1993 the Euregio Scheldemond cooperation partnership, consisting of two Belgian provinces (Eastern-Flanders and Western Flanders) and the Dutch province of Zeeland, has existed and has promoted a number of cross-border initiatives in different fields of interventions. Specifically, in the history of this cross-border cooperation, the Ghent–Terneuzen Canal Zone, a large industrial area where harbour-related activities are intense and, in turn, pollution is high, played an important role as catalyst of sustainable development initiatives.

Origin and challenges

In 2008, a number of institutional actors¹ from both sides of the border formulated a mutual vision for the Ghent–Terneuzen Canal Zone, i.e. the “Borderless Canal Zone”. It aimed at creating sustainable economic and infrastructural development by exploiting the interdependencies and the complementarities of the two regions forming the cross-border area.

In the frame of the “Borderless Canal Zone”, the Bio Base Europe project has been conceived. It concerns the expansion of the cooperation in the field of bio-based economy² and the creation of a bio-cluster as a way to drive the area towards sustainable uses of resources and to reduce the emission of the greenhouse gases.

The project idea, coming from the academic world, dates back to the beginning of 2000. However, it took time to turn it in a wider initiative involving cross-sectoral activities and cross-border partners, as it displayed in 2008. The University of Ghent has been a lighthouse

¹ Including the Flemish and Dutch regional and municipal authorities, the port authorities, research institutes and business organisations.

² Bio based economy is in opposition to the fossil-based economy. The latter refers to a society which exploits fossil resources such as oil for its energy and material needs. The former, instead, is based on the use of renewable resources such as biomass, starch, cellulose, vegetable oils, and agricultural waste to produce bio products, biomaterials, and bio-energy.

of biotechnology since the Seventies and throughout the years it has built a strong scientific excellence in plant (green) and industrial (white) biotechnology. At the same time, the industrial area surrounding the Ghent–Terneuzen Canal is characterised by a strong industrial presence in the chemical industry. **The combination between the knowledge and expertise endowment and the potential demand for bio-base industrial processes was the main trigger factor of the project.** Nevertheless, in order to assure the sustainability of the Bio Based Cluster after the project implementation, it was deemed important to develop a system to stimulate the demand for bio-based products and technologies as well as the offer of “green” skills.

As a result, the project was conceived to overcome the three main challenges hampering the development of the bio based economy in the area. First, the lack of pilot and demonstration facilities leading to a gap between scientific feasibility and industrial application of new bio based products and processes. In other words, there is the need to scale up bio-based process from a laboratory setting to an industrial plant and to encourage industrial and academic players to build their own plants. The second challenge is represented by the shortage of people with technical education in general and well-trained process operators with experience in bio-based economy. The low awareness of bio-based opportunities and products at producer and consumer levels, respectively, was the third challenge.

Three main challenges to be overcome

Adding up complementarities

In response to the mentioned challenges and in the view of the different but complementary regional potential and resources, the Bio Base Europe project consists of two major components: a Pilot Plant based in Ghent and a Training Centre located near Terneuzen.

The Bio Base Europe plant exploits second generation technologies to convert agricultural waste products and non-food crops such as corn cobs and wood chips into biofuels, bioplastics and other bio products. It is a pilot facility since it is a medium scale processing plant, which is operated as a test facility. Indeed, its main objective is to allow optimizing and scaling up new bioprocess to an industrial level. The plant, which cost about EUR 13 million, has a modular setup, capable of processing diverse types and quantities of biomasses, for different users. It is operated as an open innovation centre. Hence, the plant is available for both commercial companies and research institutions involved in bio-based activities worldwide.

Two separates but complementary and mutually interdependent facilities



Bio Base Europe Pilot Plant



Bio Base Europe Training Center

The Training Centre, representing an investment of nearly EUR 8 million, addresses a twofold scope. On one hand it aims at tackling the shortage of well-trained process operators and technical maintenance specialists in the bio-based industry. As such, the facility, which is managed according to an open education model, offers standard and company-specific training on bio-based matters. On the other hand, the Centre accommodates network activities and information services to advise the business sector of the possibilities offered by the bio-based cluster, in particular, and the bio-based economy, in general. The communication and marketing activities are also intended to expand the awareness at a consumer level and the knowledge transfer towards the society as a whole about the process and advantages of bio-based economy.

Although being two separate facilities located on the opposite sides of the border, the Pilot Plant and the Training Centre have been conceived in order to be complementary and mutually interdependent. In short, **The Bio Base Europe plant exploits the economically dynamic environment around the Ghent harbour as well as the knowledge endowment on biotechnology of the Ghent University** in order to expand the bio-based industry. **This, in turn, generates a demand for renewable resources** such as biomass, cellulose, vegetable oils, and agricultural waste, that is met by the large presence of agrarian activities in Zeeland-Flanders, **as well as for qualified personnel, which is satisfied by the Training Centre**. At the same time, the economic benefit of having a training facility in Zeeland-Flanders, a demographically declining region, is the creation of education opportunities for its youth.

Multi-actors collaboration

The project founders are two public-private partnerships

The project initiative stems from the joint collaboration of two public private partnerships (PPP): the Ghent Bio-Energy Valley and the Biopark Terneuzen.

Box 1 The founding PPPs

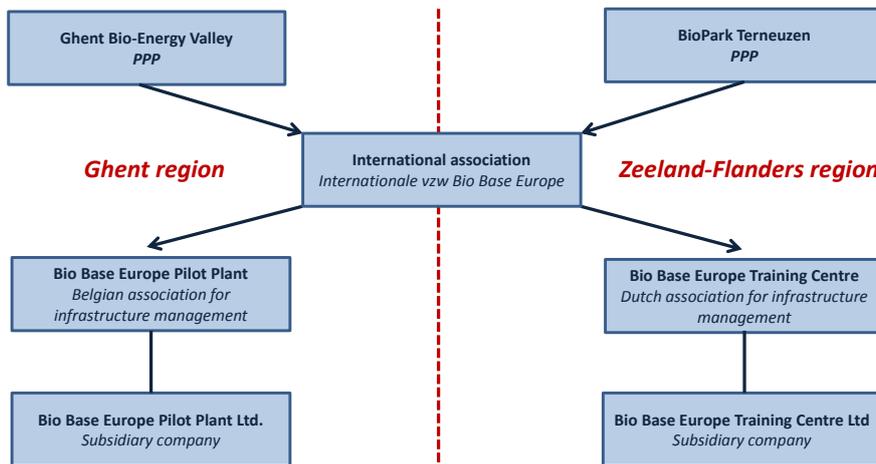
the Ghent Bio-Energy Valley is a PPP among the University, the city and the harbour of Ghent, the development Agency of East-Flanders and a number of Belgian industrial companies with the aim to stimulate development, collaborative programmes, joint initiatives and synergies in the field of bio-based economy. The Biopark Terneuzen is a partnership composed of the province of Zeeland, the Zeeland Seaports and a number of Dutch industrial partners. Its aim is to develop an agro-industrial sustainable cluster promoting the exchange and the use of by-products and waste as raw material in production processes.

In December 2008, these two PPPs joined their forces within the framework of the cross-border cooperation programme Interreg IV Flanders-The Netherlands and have allocated nearly EUR 22 million to the Bio Base Europe project. In order to make the arrangements around its set-up less complicated in terms of legal and functional constraints, five specific structures have been established by the two founding PPPs for managing the project, at first, and operating the facilities, later on.

A peculiar organisation structure has been chosen for the cluster

First, an international association, i.e. the Internationale vzw Bio base Europe, was created for laying down the common strategic policy and managing the Interreg-project. In addition, two associations, one Belgian and one Dutch, were created for building and maintaining the Bio Base Europe Plant and the Training Centre, respectively. Finally, two independent subsidiary companies were established for operating the two facilities.

The organisation structure of Bio Base Europe



This structure formed by an international association acting as an umbrella organisation and two independent companies responsible for the two project components **has ensured a smooth implementation of the initiative.** Otherwise, the bilateral establishment of a multinational organisation acting as a unique partner would have put complex requirements and, in turn, taken much more time due to significant differences in the Belgian and Dutch legal systems.

Moreover, the separated functioning of the two facilities is not only practical since they refer to different domains, i.e. research & development and education, but also it allows a clear definition of tasks, allocation of competencies and resources. **On the one hand, sharing responsibilities on an equal and clear manner enforces the satisfaction and acceptance of project partners. On the other hand, it enhances the feeling of interdependency,** i.e. the idea that the project components and partners need each other for achieving a mutual goal.

However, some complaints have been expressed about this coordinated but separated management since it is somehow perceived as too fragmented and it is seen as a missed opportunity to realise a borderless governance.

Preliminary results and success factors



*Bio Base Europe Pilot plant,
Fermentation and Downstream
Processing*

The Pilot Plant started its first activities with clients at the end of 2010 but it is fully operational since 2012. In 2013, forty-four different clients were served. Eleven of these returned with another project in the same or the following year. Next to bilateral projects with single companies and research centres, the pilot plant has participated as a partner or coordinator to a number of R&D projects both internationally and nationally funded. In 2014 it was even selected by the European Commission as a demonstrator pilot line for industrial biotechnology in Europe. Hence, the Plant has developed in a short time into a leader in the field of industrial biotechnology.

Since its opening in June 2012, the Training Centre has organised both training with 'open enrollment' and on request training and refresher courses. Training activities are provided in collaboration with local suppliers. While the theoretical courses are mainly organised in the Training Centre, the practical training takes place at the supplier plants. In 2015, more than fifty professional courses are scheduled. Beside this, a number of education activities have been organised in collaboration with schools for young people in the age between 10 and 18 year.

The results achieved so far suggests that an increasing interest in bio-based processes has been observed in the local industry sector.

However, because of the slow take-off of the bio-based feedstock and fuels, the potential offered by the Cluster has not been fully realised yet. Nevertheless, considering the pioneering nature of the project, a time-lag is considered necessary to pave the way to further exploring and spreading the benefits associated to the bio-based economy.

Overall, the Bio Base Europe is a **good example of how to address economic and social challenges in a cross-border area through a place-based approach**, which is in line with the priorities of the TA2020 agenda. Specifically, the initiative features three important elements which are decisive from a place-based perspective.

- The **effective exploitation of available resources and assets** which encompasses the well-recognised knowledge endowment on biotechnology, the chemical industrial base, the presence of several agrarian activities and the well-developed logistics.

*Time is needed to turn the
bio-based economy from a
pilot project to a widespread
reality*

- The project has been conceived as an ambitious **development strategy, which not only expands beyond the geographical boundaries but also beyond the sectoral ones**. Indeed, it combines soft and hard measures involving different policy areas, i.e. industry, research, technological development, education and environment. This reflects the long-term vision of project partners who considered key assuring the sustainability of pilot plant by mean of demand stimulation activities such as trainings and awareness and marketing campaigns.
- The **peculiar governance system** composed by five structures with different functions **proven to be an effective way to integrate a large set of stakeholders**, ranging from public authorities and institutions to private companies, **and to assure a clear definition of tasks and resources**. Moreover, it reflects the **result-oriented attitude** of the founding partners who opted for this structure in order to quickly overcome the complex task of dealing with two different legal systems.

Place based approach at work

Place-based features	Place based approach put in practice
<p>Horizontal coordination and multi-level governance</p>	<p>Efforts towards the creation of the cluster emerged at academic level and spilled over to a wider societal ground and higher governmental level, resulting in active involvement of multi-level actors.</p> <p>Horizontal and territorial dialogue is ensured by a governance structure, which offers the same representativeness to all the partners of the Bio Base Europe Cluster. Also, a participatory approach is guaranteed by the fact that the founding partners are two PPPs with proven mechanisms assuring consultation and interaction among partners.</p> <p>The two structures operating the cluster facilities have a specific role, without overlap, and operate with large autonomy and flexibility. Hence, they act as arms-legs of the Internationale Bio Base Europe, which is the umbrella organisation coordinating the whole projects at a more strategic level.</p>
<p>Integrated functional areas</p>	<p>Co-operation beyond administrative border was considered fundamental to create the necessary critical mass to develop the cluster and ensure its sustainability.</p> <p>The project is a good example of multi-faceted initiative combining hard and soft components to support local development through a close synergy of different sectors: research & development, education, chemical industry and agriculture.</p> <p>The project was conceived not only to develop sustainable economy by closing the gap between research and industrial employment of bio based products and processes but also to address regional challenges such as shortage of skilled employee and lack of education opportunities, especially for youth people in Zeeland Flanders region.</p>
<p>Evidence-informed policy making</p>	<p>Local assets and potentialities (e.g. the knowledge endowment in biotechnologies and the large presence of the chemical industry), as well as constraints (e.g. shortage of skilled process operators and technical staff for biobased processes) are fully reflected in the formulation of the initiative.</p> <p>The continuous dialogue among local actors composing the two founding PPPS ensures adequate knowledge of the context and responsiveness to changing needs (e.g. shifting the focus of the Training Centre from bio based specific training to more general courses for technical operators).</p>

Contacts

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