



Resituating the Local in Cohesion and Territorial Development

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1. Introduction

The following papers are currently being edited for publication within the next year as 1) part of a 'RELOCAL book' forthcoming from Routledge, and (2) a thematic issue of the peer-reviewed journal *European Planning Studies*.

While the papers themselves are not allowed to be pre-published (even as pre-prints) in this Working Paper Series by the publishers, here is an inclusive list of the titles and authors, and, in the case of the edited volume, short abstracts of the studies that will comprise the chapters of the book.

All these publications will be available to interested readers as open access publications.

2. Papers in an edited volume for Routledge “Spatial Justice and Cohesion: The Role of Place-Based Action”

Edited by James Scott et al.

1. Debating Spatial Justice and the Development Role of Locale

James Scott

Here, a critical analysis is offered of the existing state of the debate regarding place-based development and socio-spatial inequalities. It will also take up various arguments that have been advanced in order to strengthen the place-based element in European Cohesion Policy and on doing so assessing the challenges involved in maintaining a strong 'bottom-up' component.

2. The RELOCAL case studies approach

Sabine Weck and Sarolta Németh

This chapter involves a brief description of the theoretical approach, analytical framework and the rationales behind the choice of case studies that will be discussed in more detail in the various chapters. The case studies serve to provide comparative insight regarding drivers, conditioning factors and constraints of community and area-level action as well as contextual depth regarding specific cross-cutting aspects of spatial justice. This chapter also discusses the specific methods that were developed in order contrast and compare specific local development experiences targeting spatial justice.

3. Approaching spatial justice in local practices: a European comparative perspective on promoters, inhibitors and achievements

Peter Schmidt and Sabine Weck

This chapter discusses findings stemming from more than twenty case studies which analysed how spatial justice is achieved in practice across Europe. Based upon rich empirical evidence, we derive a number of practical principles for assessing the justness of processes and outcomes of local or regional development projects. We also highlight a number of promoters and inhibitors of just processes and just outcomes which are relevant across different local or regional settings. In conclusion, we discuss from a European perspective lessons and prospects in approaching spatial justice in practice, including dangers of policy failure.

4. Cultural formations of spatial injustice: the role of stigmatization in justifying uneven development

Enikő Vincze, Cristina Bădiță and Iulia Hossu

This chapter focuses on stigmatization as a form of spatial injustice. On the basis of case studies from Spain, Finland, Hungary, France, the Netherlands and Romania the authors compare ways in which stigmatization is linked with the material formation of peripheries, the constitution of which is a manifestation of spatial injustice and characterized, among others, by neighbourhoods that are either impoverished, segregated, disadvantaged, polluted, and/or otherwise underdeveloped. The authors investigate the extent to which actions targeted at reducing stigmatization are informed by understandings of its complex socio-political, economic and cultural underpinnings. In this way, the chapter provides analysis that can contribute to the understanding of the role of ideas and ideational hegemonies in the creation of socio-economic and spatial orders.

5. Drivers of place-based community development: Perceptions of spatial injustice and the role of institutionally embedded responses

Judit Keller and Tünde Virág

Building on the idea that place matters, the place-based narrative advocates that socio-spatial inequalities can be overcome by the production of specific public goods designed and implemented through integrated and deliberative policy decisions. Place-based public policies can also make a positive contribution to spatial justice through participative procedures for more equitable distribution of public resources. Drawing on selected case studies from the RELOCAL research project, this chapter interrogates the extent to which local perceptions of spatial injustice (access to public services, employment possibilities, demographic decline, spatial isolation, stigmatization, etc.) are reflected in policy responses. Moreover, we assume that counteracting spatial injustice is dependent on localized actions and the policy regimes within which they are embedded. However, there is often a mismatch between perceptions of injustice, local desires for change, available resources and support mechanisms provided within systems of multilevel governance. As a result, we suggest that the long-term success and potential upscaling of place-based interventions are often dependent on the existence of 'benevolent state' policies committed to principles of spatial justice. In the absence of such commitments and strong local capacities for community action, the state can in fact co-opt place-based initiatives in order to promote national policy objectives rather than furthering social cohesion.

6. Efforts to stop urban fragmentation – the case of Stockholm

Thomas Borén

Stockholm represents a prime example of an internationally successful and competitive city, structured around a high cost, innovation-driven economy. But it is also a highly socially, economically and ethnically segregated city with severe problems of exclusion, rule of law and poverty in a number of neighbourhoods. As in many capital regions in Europe and beyond, segregation is deepening, but the process is especially rapid in Stockholm. In 2014, after eight years of liberal-conservative rule, a left-leaning majority took control of Stockholm City Council and spearheaded initiatives against inequality and segregation. As one important measure to achieve this goal, the city created a "Commission for a Socially Sustainable Stockholm". The work of the Commission is the focus of this case study, based on an action carried out 2015–2017 that in a direct sense addresses inequalities and spatial differences in life conditions within the city. The key issues addressed in the chapter relates directly to the overall RELOCAL project hypothesis that "processes of localization and place-based public policy can make a positive

contribution to spatial justice and democratic empowerment” (Madanipour et al 2017, p.74). Empirically based on interviews and document analyses the chapter describes the action and analyses the processes in place that promote and inhibit the Commission and the city to reach its main goals, with a focus on the role of local power.

7. The Struggle against Territorial Disadvantage in a Peripheral Finnish Town: Balancing between Effectiveness and Democratic Accountability in Local Government

Matti Fritsch, Sarolta Németh & Petri Kahila

Many municipalities in Europe have found themselves in a situation where they are required to engage in quick decision-making and problem-solving and cost-effective service provision (often under the guise of New Public Management) whilst simultaneously giving citizens and civil society a stronger role in governance processes. This includes empowering citizens as active agents in participative and collaborative decision-making. Against this background, the authors explore how tensions between aims of effective administration and democratic accountability manifest themselves in government/governance processes in Lieksa, a peripheral town in eastern Finland. Lieksa has been hit hard by economic and financial distress as a result of a combination of structural change and territorial disadvantage. The chapter first traces the process of managerial and processual change against the background of financial and economic upheaval in the municipality. It then subsequently unpacks the balancing act between achieving effective administration on the one hand and democratic accountability on the other. The focus is on the effects of recent changes in direction in the way the municipality is run and evident new ways of doing things in the municipality. These changes emerged from a failing municipal economy culminating in 2014 and the resulting reform-friendly administrative and political environment within the municipality, including a newly appointed, young mayor. The identified recent local government processes in Lieksa can be situated within a tension between democratic accountability and administrative efficiency. These processes include the aim to enhance local capacities and autonomy, to establish a more effective and transparent city administration, to repatriate decision-making power from the regional/sub-regional level to the local level and to take a proactive take on the changing role of municipalities in light of ongoing regional and social/healthcare reforms in Finland. Finally, we link our findings to the wider debates on the dynamics of local autonomy and spatial justice in Europe.

8. PLACE/Ladywell Housing Project, London: A Temporary Local Project with Metropolitan Impacts.

Ali Madanipour, Elizabeth Brooks, Mark Shucksmith

The PLACE/Ladywell is a high-profile local response to the homelessness crisis in London, an architect-designed project with business spaces and 24 well-proportioned homes for homeless/insecurely housed families in the London Borough of Lewisham. The scheme, which opened to residents in 2016, is planned and built as a temporary modular structure, fully demountable, which can be moved across ‘meanwhile’ sites, over a total lifespan of around 60 years. The scheme addresses three aspects of the housing problem: the need for good quality temporary housing to house families while the older social housing schemes are regenerated; raising the profile and readiness of derelict sites awaiting long-term development; and experimenting with new methods of housing development and provision and developing the capacity of the modular construction industry in line with government policy. The scheme has found instant popularity with media and policy-makers, in spite of its incapacity to mitigate Lewisham’s homelessness, or provide tenants the reassurance of permanent housing. It is being replicated both within the borough and across London, partly funded by London’s regional authority. This paper explores the extent to which a scheme such as PLACE/Ladywell measures up as a locality-sensitive and responsive intervention addressing spatial injustices and the needs

of homeless families. It examines whether the project constitutes a pioneering niche-innovation for construction and planning, or a publicly funded experiment in the production of urban space and rent on marginal sites.

9. Spatial justice in sparsely populated northern Europe: the case of Västerbotten, Sweden

Timothy Heleniak, Linnea Löfving, Gustaf Norlén

This chapter examines the issue of spatial justice in Västerbotten county, a sparsely-populated northern region of Sweden. In Västerbotten the population is largely concentrated along the coast (showing still an up-ward trend) and inland communities are getting depopulated due to a lack of basic service provision (hindered by long travel distances). One part of the case study examines a project called 'Digital Västerbotten'. The increasing digitization of society has opened new opportunities for many (particularly inland) Västerbotten communities, challenging at the same time participation, connectivity and skills availability in these areas. Therefore, in our case we look at how community cooperation can be facilitated by means of digital solutions (digital solutions include a broad range of e-services e.g. e-health, e-learning, e-taxation etc.). Much of the spatial justice literature uses the city as its laboratory while this paper focuses on a 55 000 km² region consisting of 15 municipalities and 268 000 people, of which almost 80 percent live in the four coastal municipalities

10. Autonomy and Spatial Justice in Rural LEADER - A Case Study Comparison between Hungary, Romania and England

Elizabeth Brooks, Kati Kovács, Gusztáv Nemes, Mark Shucksmith, George Zamfir

LEADER started as a real-life laboratory for the new rural paradigm in 1991, and has since developed into a mainstream policy for European rural development. Over almost 30 years of operation, it has certainly left a very significant mark on European rurality, facilitating LEADER Local Action Groups (LAGS) and local development practitioners to: absorb central resources and unlock local ones, empower local communities and create a framework for integrated rural development. Proposed major changes to CAP, under which LEADER is funded (Atterton et al., 2020), as well as the UK's secession from the EU, make this a fitting juncture to explore the spatial justice contribution of the LEADER programme. In particular, this chapter seeks to discover whether LEADER has been able to fulfil the promise of autonomy that has inspired and motivated its participants (e.g. Navarro et al., 2015), and how this relates to its spatial justice impacts. The enablers and barriers to autonomy for local development actions and strategies have been a particular focus of the RELOCAL project. This chapter starts out with a theoretical presentation of the concept of autonomy, focusing on Clarke's (1984) important distinction between powers of initiation and powers of immunity, and unpacking the seven autonomy dimensions generated through RELOCAL (Blondel and Evrard, 2020: 12). It then goes on to introduce the evolution of the LEADER programme since its inception in 1991, and to map the dimensions of autonomy against the core LEADER principles that have continued to inform the programme.

The three case studies – rural LAGs – Balaton Uplands in Hungary, Mara-Natur in Romania, and Northumberland Uplands in England – are introduced in relation to their national and local contexts, with the account centred on recent iterations. Each case study LAG is reviewed in relation to the seven dimensions of autonomy, and their associated LEADER principles, enabling cross-national comparisons and, to some extent, reflections on the programme's evolution over time. In the chapter's conclusion, LEADER's (mainly diminishing) autonomy is related to cohesion and spatial justice impacts, drawing out implications for the programme's future.

11. How Spatially Just can State-led Local Development be? The Lorraine Case Study

Estelle Evrard

The EPA Alzette-Belval (Lorraine, France) is seemingly a counterexample of place-based local development. It is one of a dozen state-led public agencies tasked with leading major development projects in France. To do so, it is equipped with the capacity to take over planning responsibilities from the 8 peri-urban/rural municipalities. This instrument is effectively able to tackle spatial inequalities, as it brings funding and high-level technical, planning and legal expertise to the locality. These are paramount for the municipalities which face a continuous reduction in state funding and the reshuffling of their competences as a consequence of imposed inter-municipal cooperation, not forgetting structural inequalities due to their proximity to the competitive Luxembourg economy. This paper critically examines the technical state-driven governance imposed by the EPA Alzette-Belval from the perspective of spatial justice. If it can effectively tackle uneven development, for whom is this development driven? Is the locality 'empowered' as a result of the EPA intervention? By reinforcing local capacities – yet partly acting instead of the local – how spatially just is this local development? To answer these questions, the paper firstly examines how the EPA state-led agency reshapes local government ("government for the people"). Secondly, we consider how this renewed local government involves the public, and the extent to which those "most affected" have a say in shaping local development ("government by the people"). This contribution concludes by outlining how different forms of knowledge (i.e. vernacular, technical) can be used to shape local development that is more just. The empirical material stems from fieldwork undertaken throughout 2018 within the locality under scrutiny and in the Lorraine-Luxembourg cross-border area.

12. Towards Spatial Justice across Europe through Place-Based Interventions. Lessons Learned from Considering Medium-Horizon Future Scenarios

Paulina Tobiasz-Lis, Karolina Dmochowska-Dudek, Marcin Wójcik, Simone Piras, Margaret Currie, Dominic Duckett, Andrew Copus

This chapter presents medium-horizon (10 years) future scenarios of European localities experiencing spatial (in)justice at different scales and scopes, and identifies resulting changes in interventions, ranging from public policies to bottom-up initiatives, undertaken to tackle this issue. A novel methodological approach was developed which includes elements of Theory of Change (ToC) and morphological scenario elaboration. The single most plausible scenarios for 2030, defined for each of the 33 case study locations in 11 EU member states, revealed a high degree of uncertainty and, with a few exceptions, the future outlook seems likely to be negatively shaped by a neo-liberal paradigm perpetuating injustices in terms of winners and losers, especially in locations that cannot benefit from spill-over effects of wealthy urban centres as well as in areas stigmatized for different reasons. There seems to be a strong country effect even within regions characterized by the same welfare regime, which captures the country's economic potential and quality of institutions, confirming the importance of a place-based approach to effectively meet the spatial justice needs of a locality. Many of the local successes and failures are bound-up with local factors and shaped by unique contexts. Policy-oriented lessons that can be learned from this analysis concern the tools to design future actions addressing spatial (in)justice as well as their planning in terms of integration, longevity, and succession. Coordinated governance approaches appear to be key at this point, together with mutual trust, shared vision, and continued support for the future local development across administrative levels.

3. Special Issue In European Planning Studies 2021 “Place-based Development and Spatial Justice”

Edited by Ali Madanipour, Peter Schmitt and Sabine Weck

Within EU Cohesion Policy a place-based approach is expected to promote a strategic shift towards more place-sensitive, cross-sectoral and socially inclusive development. By drawing upon findings from the Horizon 2020-project RELOCAL – Resituating the local in cohesion and territorial development, this special issue explores the relation between place-based development and spatial justice.

European Planning Studies is a well-established and high-ranked peer-reviewed journal. Its longstanding focus on scholarly and political debates about territorial cohesion in Europe, as well as its multidisciplinary perspective, with a particular interest in learning from in-depth case studies and comparative analysis in the field of spatial development, makes it a perfect choice for a special issue on “Place-based Development and Spatial Justice”.

The editors of the special issue are Ali Madanipour, Newcastle University; Peter Schmitt, Stockholm University and Sabine Weck, Research Institute for Urban and Regional Development Dortmund. The editors have a long experience of working together in research projects, editing books and special issue journals. The editors organised the reviewing process in two stages, an internal reviewing stage and an external, double-blind peer-review process.

There was high interest from the RELOCAL research partners to submit papers to this Special Issue. All in all, nine papers from the RELOCAL Consortium, plus an editorial, are suggested for publication (see below).

Editorial: Place-based development and spatial justice

Sabine Weck, Ali Madanipour and Peter Schmitt

- 1. The concept of spatial justice and the European Union’s territorial cohesion.** Ali Madanipour, Mark Shucksmith and Elizabeth Brooks
- 2. Knowledge and place-based development – towards networks of deep learning.** Thomas Borén and Peter Schmitt
- 3. Reading EUropean borderlands under the lens of legal geography and spatial justice.** Estelle Evrard
- 4. A drop in the sea or catalyst for change: diverse effects of the place-based approach in Europe.** Judit Keller and Tünde Virág
- 5. The Finnish way of CLLD: place-based or half-hearted implementation?** Patrik Hämäläinen and Sarolta Nemeth
- 6. Geographies of (in)justice and the (in)effectiveness of place-based policies in Greece.** George Petrakos, Lefteris Topaloglou, Ageliki Anagnostou and Victor Cupcea
- 7. Can digitalisation be a tool to overcome spatial injustice in sparsely populated regions? The cases of Digital Västerbotten (Sweden) and Smart Country Side (Germany).** Linnea Löfving, Viktoria Kamuf, Timothy Heleniak, Sabine Weck and Gustaf Norlén

8. **Having a voice and a place: Local youth driving urban development in an East German town under transformation.** Viktoria Kamuf and Sabine Weck
9. **Spatial justice on the horizon? A combined Theory of Change scenario tool to assess place-based interventions.** Simone Piras, Paulina Tobiasz-Lis, Margaret Currie, Karolina Dmochowska-Dudek, Karolina, Dominic Duckett and Andrew Copus

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