

Scenarios for territorial policy making

The ESPON 2006 scenarios

Moritz Lennert  
IGEAT - ULB



EUROPEAN UNION  
Part-financed by the European Regional Development Fund  
INVESTING IN YOUR FUTURE

## Cohesion and competitiveness: an ongoing debate at all scales

- Cohesion traditionally seen as a certain level of equity
- Competitiveness generally understood as ability to compete European or global markets
- Cohesion policy an important instrument in the construction of the Union
- Lisbon strategy puts focus on competitiveness as the EU as a whole

## Towards a change of paradigm?

- Sapir report: regional policy as incoherent with competitiveness goals
- Rise of «territorial cohesion»
  - territorial cohesion as corollary to social and economic cohesion  
=> regions as individuals
  - MAUP ?
  - attempt to integrate regional policy into the Lisbon strategy
- Objectif 2

## Towards a change of paradigm?

«There is a remarkable shift from 'soft' concerns (in the ESDP) to the pursuit of competitiveness in the Territorial Agenda [and the Green Paper]. This corresponds to a shift of paradigm in European regional policy from the traditional focus on structurally weak and disadvantaged regions to strategies aiming at the development of the potential of and opportunities in all regions.»

(ÖIR, Follow-up of the Territorial Agenda and the Leipzig Charter: towards a european action programme for spatial development and territorial cohesion », Study for the European Parliament, 2007)

## Towards a change of paradigm?

« Cohesion policy is first and foremost an economic development policy aimed at raising aggregate growth in the Union »

(Hübner, D. "Equity and Efficiency: two missions and one policy" - Speech given at the International conference "Regional policy around the world" - Porto, 29 September 2008 - written version)

## Scenarios as «territorial impact analysis»

- Choice of policy not only about facts, but also about paradigms and ... ideologies
- Debate thus political
- Impacts of such fundamental policy choices extremely complex to predict, especially at territorial level
- Scenarios can help to create images, make factors explicit and provoke debate
- No prediction !!!

## The ESPON 2006 scenarios

- Main objectives:
  - Awareness-raising about new territorial challenges, search for appropriate policy responses and revisiting issues related to the debate cohesion/competitiveness
  - Showing various possibilities for the long-term evolution (2030) of the European territory

## The ESPON 2006 scenarios

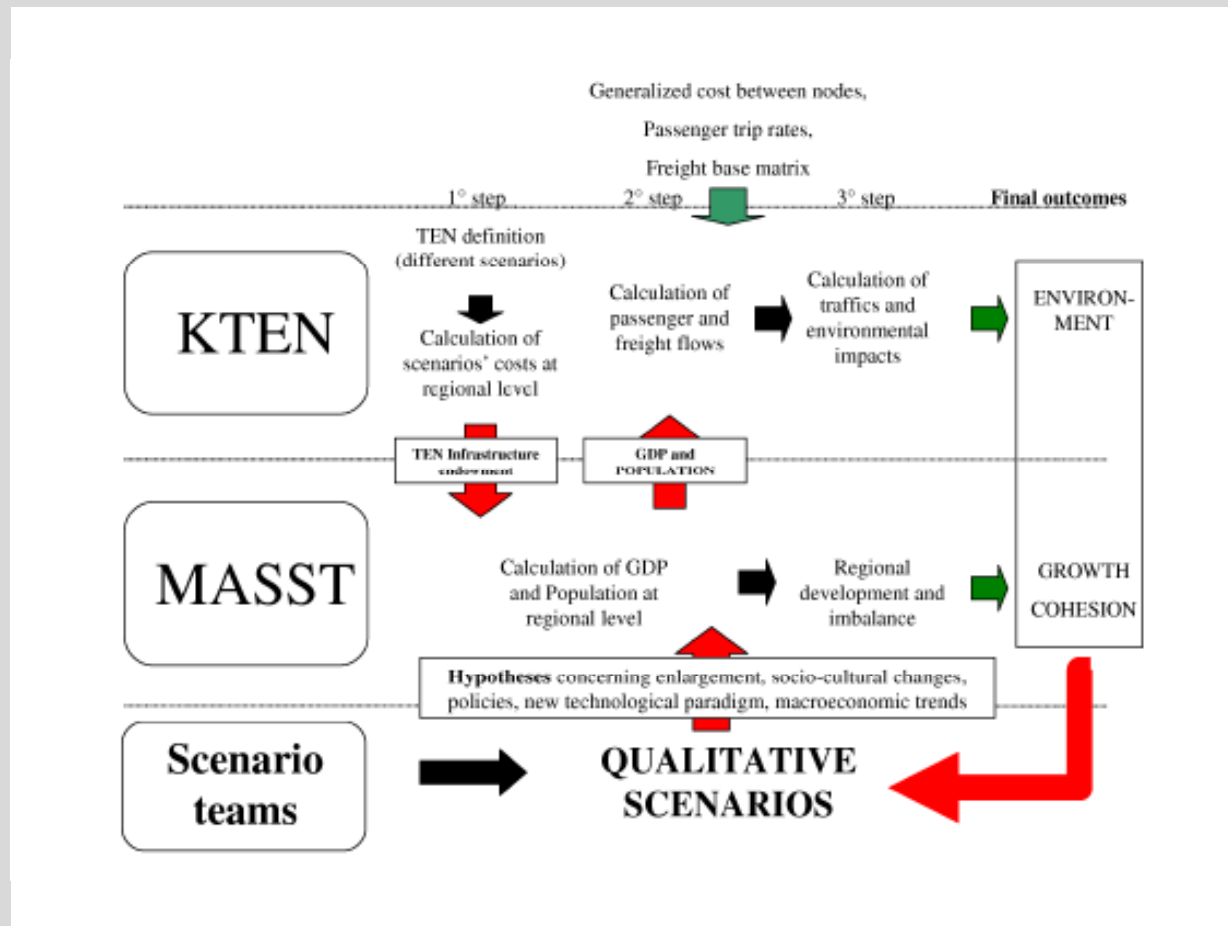
- Approach:
  - Substantive knowledge base
  - Two series of scenarios:
    - Large number of thematic, exploratory scenarios related to driving forces taken separately
    - Small number of integrative territorial scenarios around the policy orientations of cohesion and competitiveness
- Method: Combination of qualitative/speculative and quantitative foresight investigations (models)



## Examples of thematic scenarios

- European borders open to immigration
- Growing socio-cultural tensions and insufficient integration policies
- More investments in motorways
- Rural evolution in a context of open markets and reduced CAP support
- Climate change: repairing instead of preventing
- Europe after oil peaking
- Europe as a market place: EU widening

# Models for the integrated scenarios

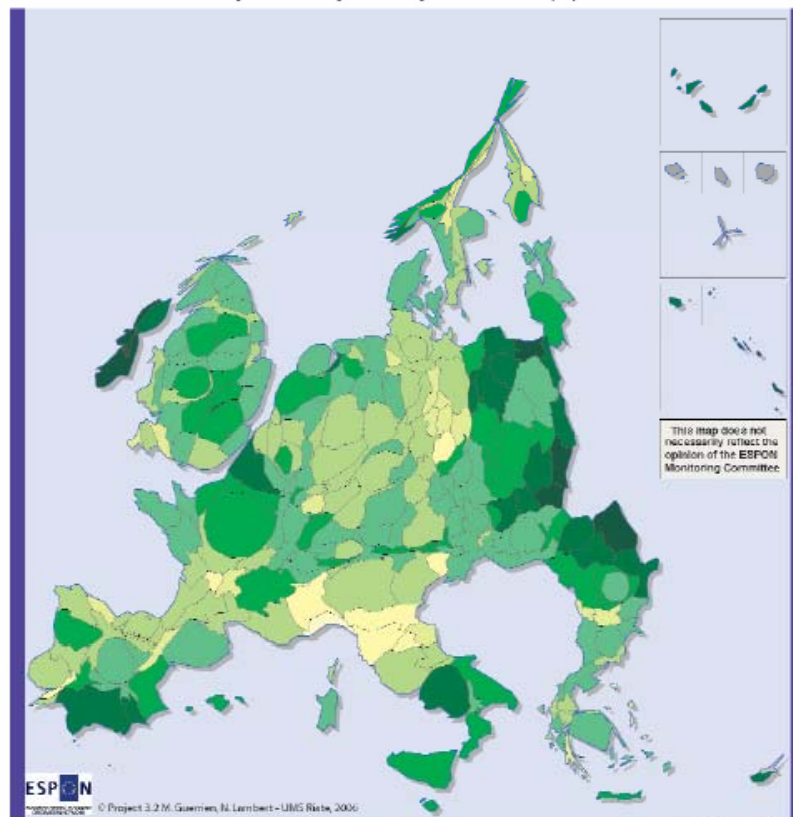


## Integrated scenarios: trend scenario

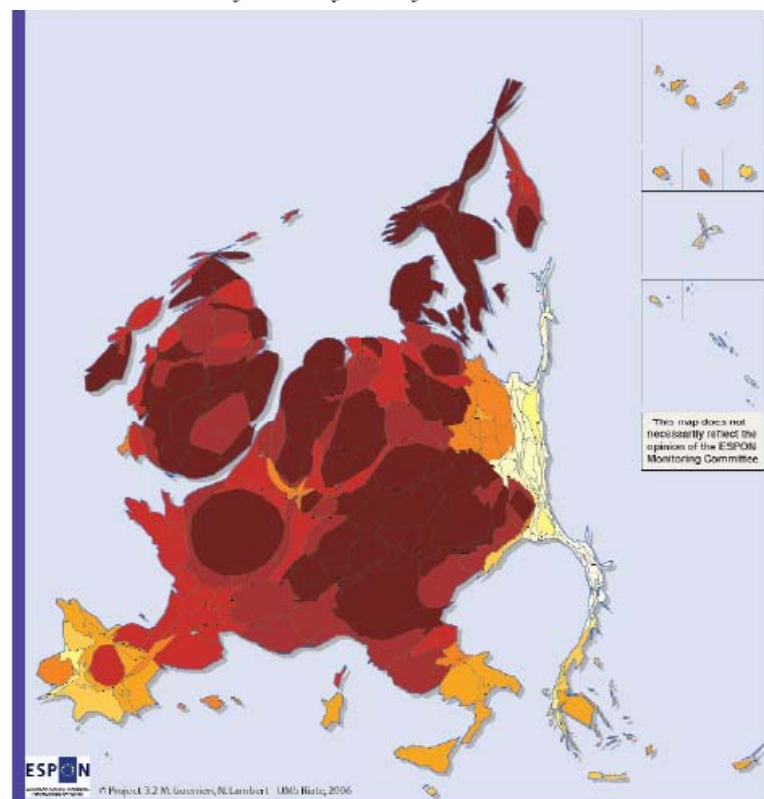
- 4 major challenges
  - Energy
  - Climate change
  - Ageing
  - Globalisation
- Caveat: Analysis pre-crisis
- More detailed scenarios needed for each of these themes => ESPON 2013

# Before looking at the future: present disparities

Cartogram showing size of regions in terms of population



Cartogram showing size of regions in terms of GDP



## Energy

- Thematic scenarios:
  - High-cost of energy
  - Scarcity of energy
- Main ideas
  - Impacts on mobility and accessibility, especially for remote regions
  - Energy vs housing prices as determinants of settlement patterns
  - Opportunities for regions with renewable energy sources + industries
  - Land use conflict: food vs energy

## Climate change

- Thematic scenarios
  - Reactive strategy
  - Proactive adaptation measures
- Main ideas
  - Structural impacts:
    - Water scarcity and drought
    - Reduced winter tourism
    - New opportunities
  - Impacts of natural hazards: river valleys, coastal areas, forest areas in southern Europe => probabilistic risks

## Ageing

- Thematic scenarios
  - Continuation of current trends
  - Open borders
- Main ideas
  - Increasing territorial differentiation of generations
  - Impacts of population ageing on regional labour markets
  - Shrinking regions
  - Socio-economic and cultural segregation and tensions



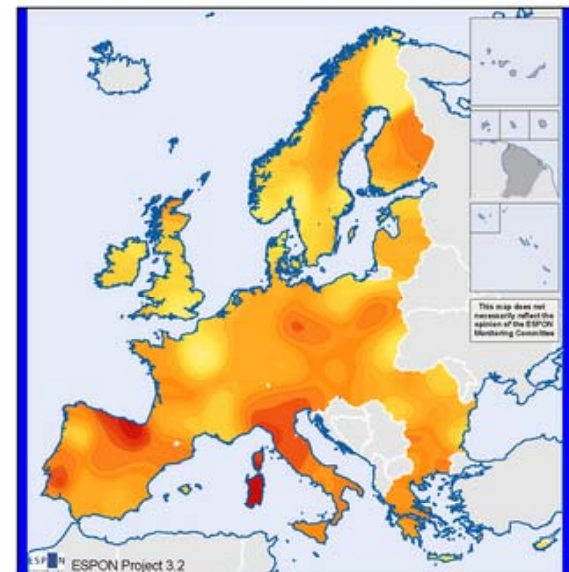
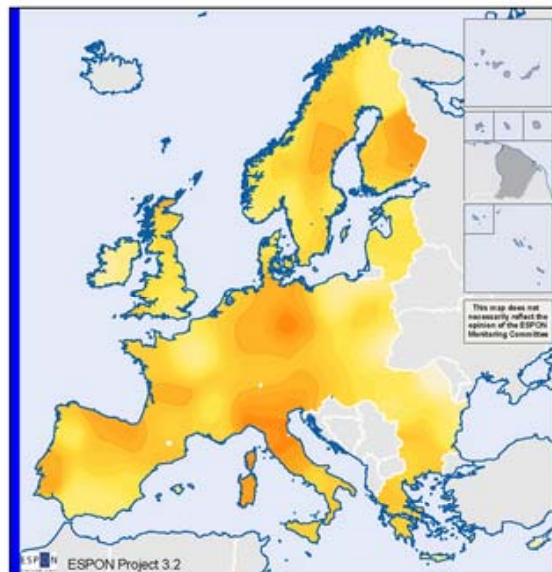
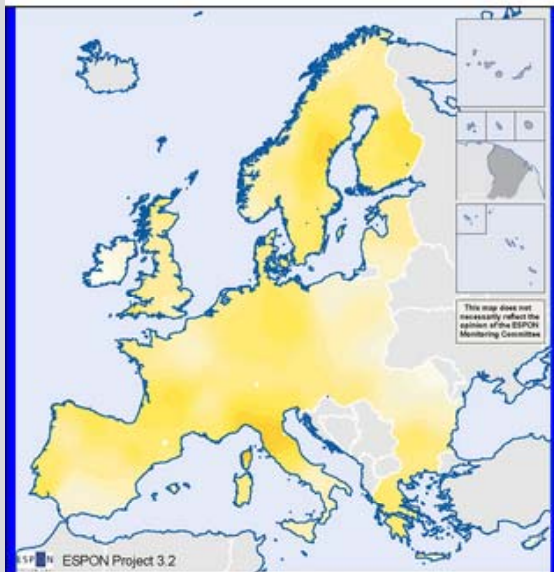
# Ageing

## BASELINE SCENARIO

2000

2015

2030

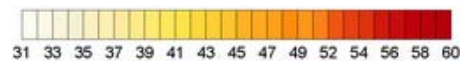


Projections based on data from UNPP 2004, ESPON database 2005 and ULB 1991  
 © EuroGeographics Association for administrative boundaries

Grasland C., Guerrien M., Lambert N. (2006) - UMS RIATE - ESPON project 3.2

0 km 500 km 1000 km

Median age (years)



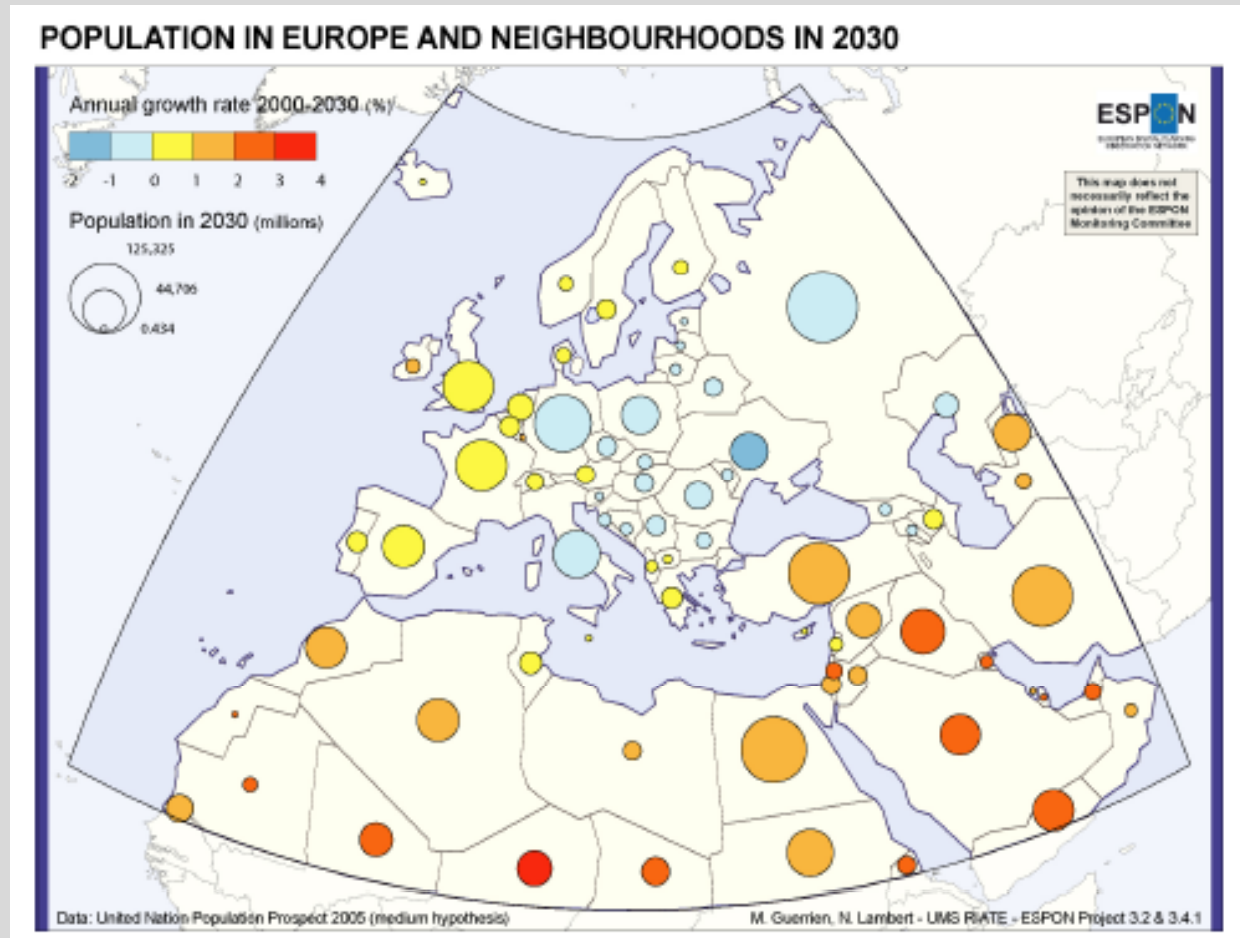
no data



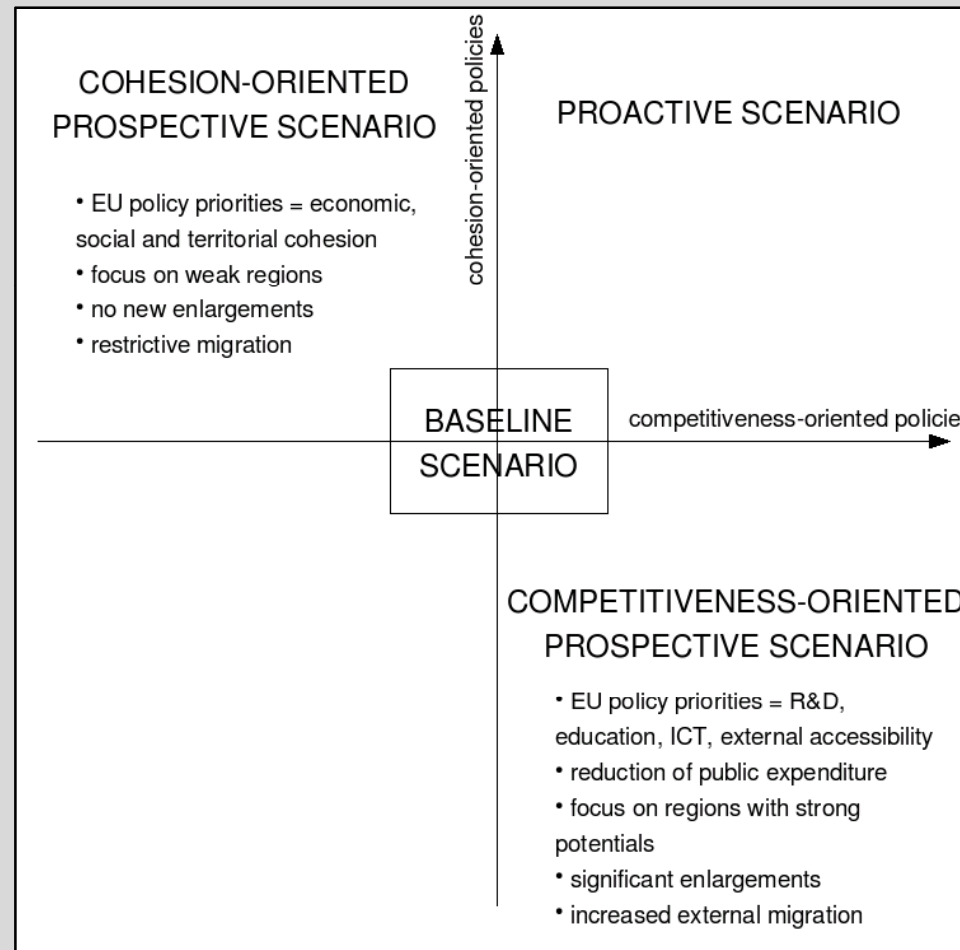
## Globalisation

- New segments of the European economy subject to external competition (high-tech products, agri-products, services)
- Stronger territorial concentration of the benefits of globalisation; increasing number of regions negatively affected
- Handicap of the fragmentation of the European economy
- Pressure from the European neighbourhood
- Fundamental territorial changes through crisis ?

# Globalisation



# Policy-oriented prospective scenarios



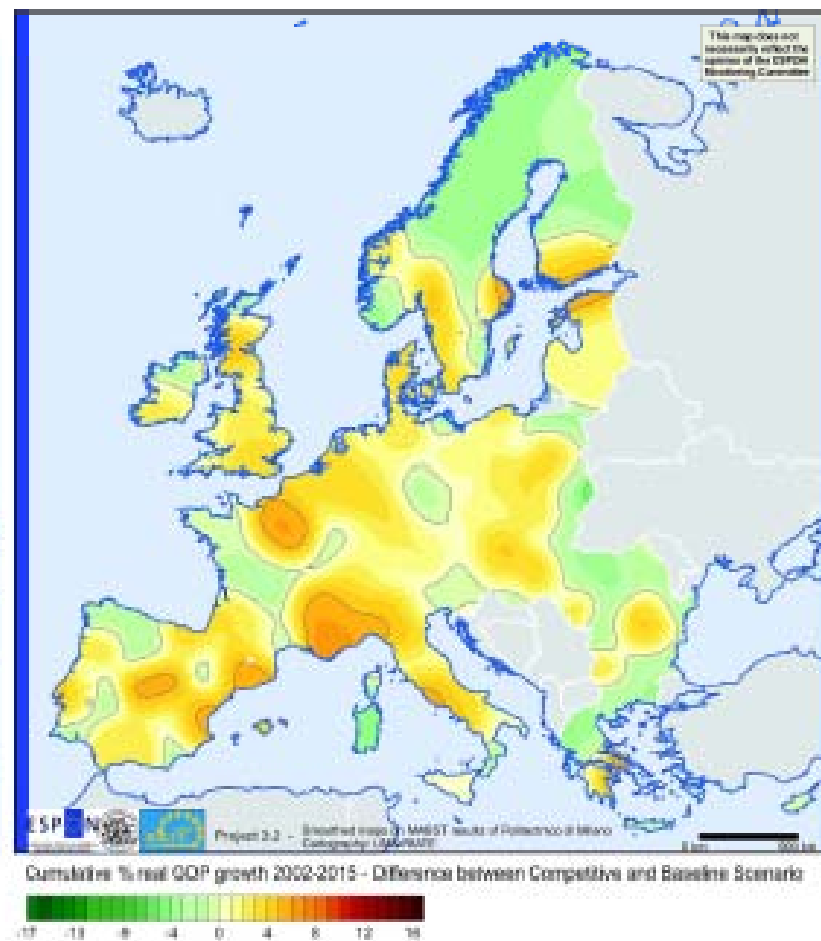
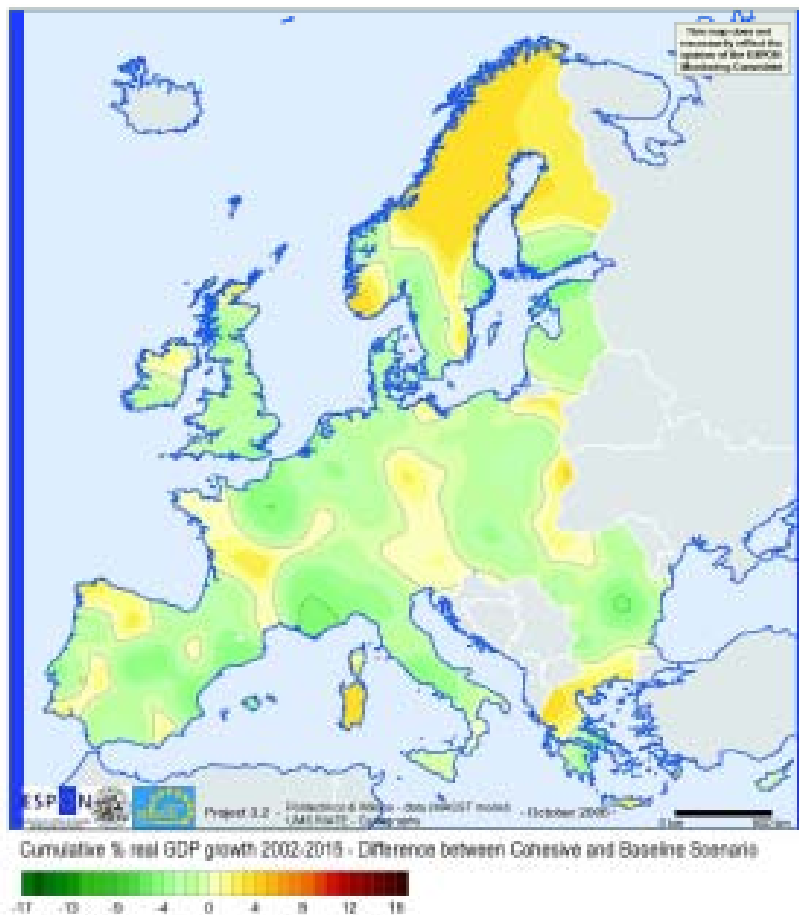
## Cohesion-oriented scenario

- Deepening
- Focus on weak regions (SF, TEN)
- Strong proactive environmental policies
- Active territorial governance
- Constant public spending levels
- Infrastructure investment choices cohesion-driven
- Restrictive migration policy

## Competitiveness-oriented scenario

- Widening
- Focus on strongest potentials
- Reduction of EU budget and of public intervention, increased privatisation
- Infrastructure investments and environmental policies market and cost efficiency driven
- Open migration policy

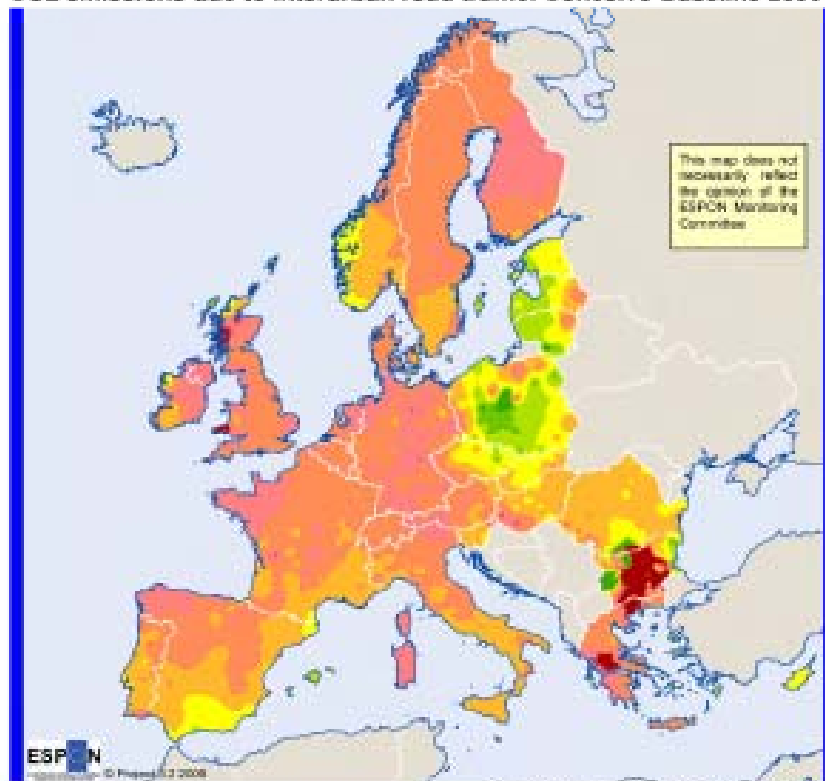
# Resulting images: comparing economic performances



Source: MASST model

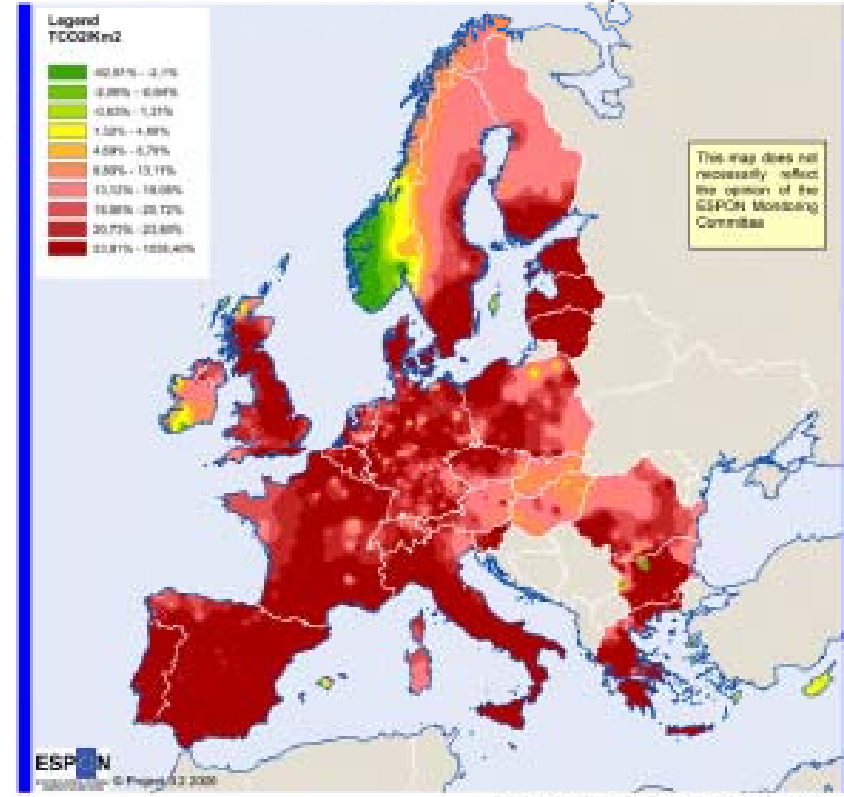
# Resulting images: comparing environmental impacts

CO2 emissions due to interurban road traffic. Cohesive-Baseline 2030



© Eurogeographics Association for the administrative boundaries  
Origin of data: ASSEMBLING graph GISCO, KTEN metamodel  
Source: MCRT

CO2 emissions due to interurban road traffic. Competitive-Baseline 2030



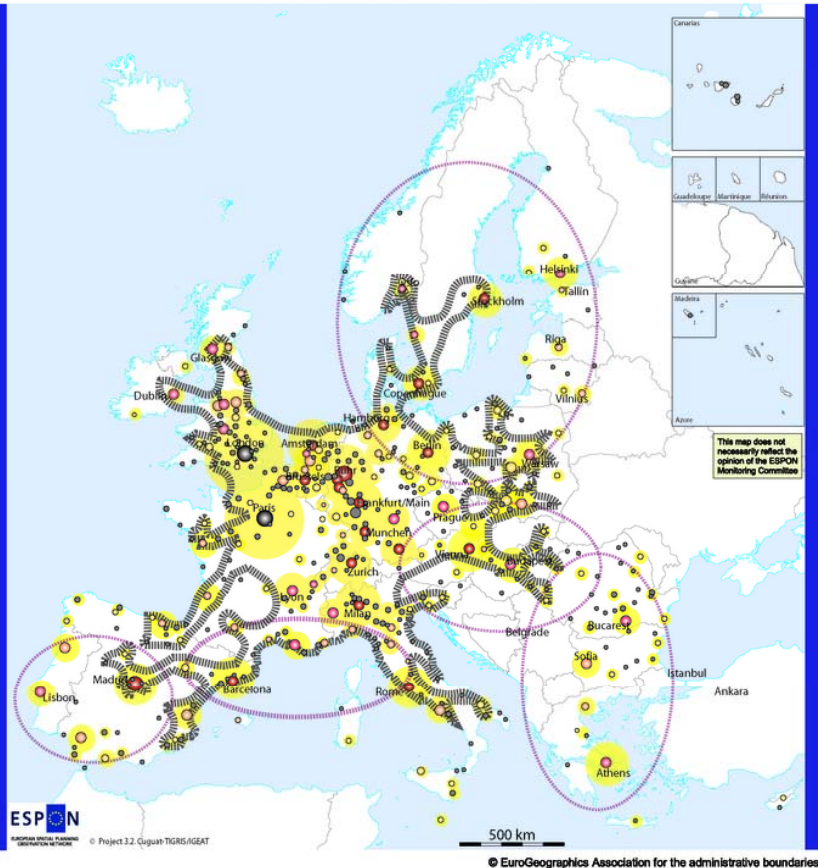
© Eurogeographics Association for the administrative boundaries  
Origin of data: ASSEMBLING graph GISCO, KTEN metamodel  
Source: MCRT

Source: KTEN model

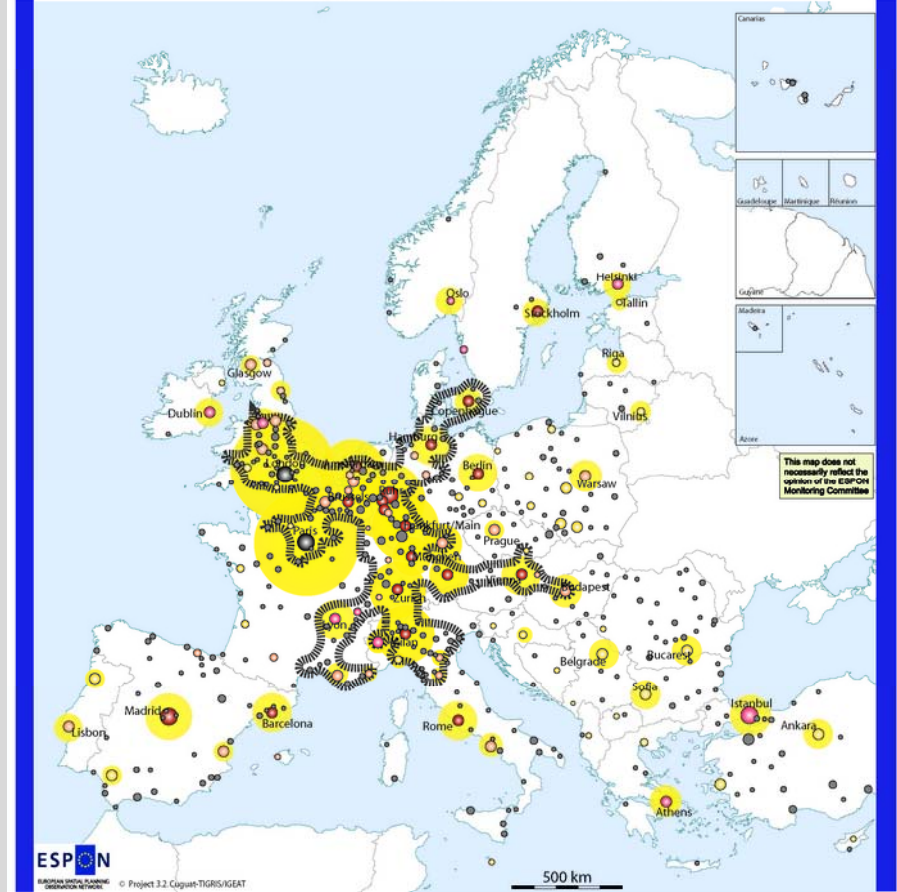


# Resulting images: spatial structures

Cohesion-Oriented Scenario



Competitiveness-Oriented Scenario



Urban typology:

-  Global City
-  European Engine
-  Strong MEGA
-  Potential MEGA
-  Weak MEGA
-  Regional/Local City

Attraction and polarisation potential of metropolitan areas



Area of concentration of flows and activities



Emerging peripheral integrated zone





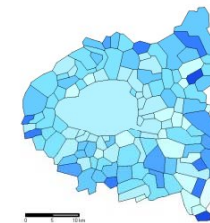
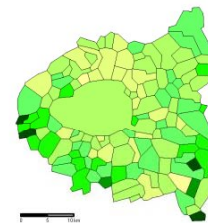
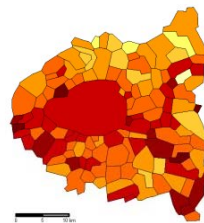
## Enhancing the perspective: other scales

- Local realities often very different
- How is this linked to the position of Europe in the world ?

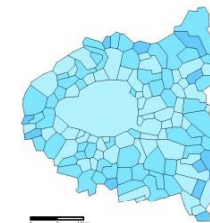
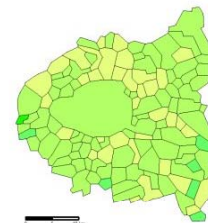
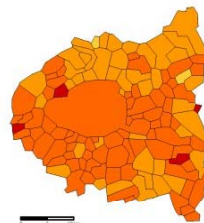
# Local impacts of policy choices

This map does not necessarily reflect the opinion of the ESPON Monitoring Committee

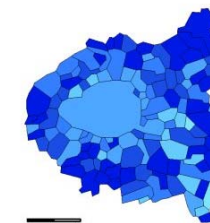
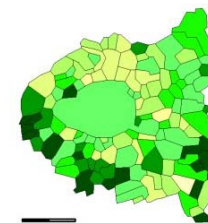
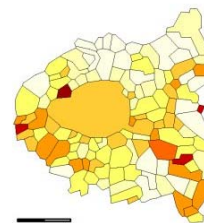
BASELINE SCENARIO



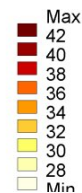
COHESIVE SCENARIO



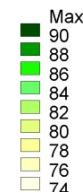
COMPETITIVE SCENARIO



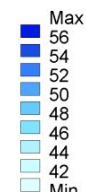
Median age (years)



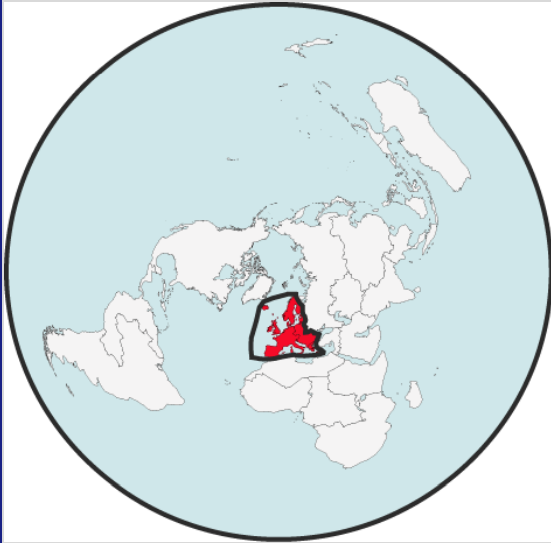
Life expectancy at birth (years)



Life expectancy - median age

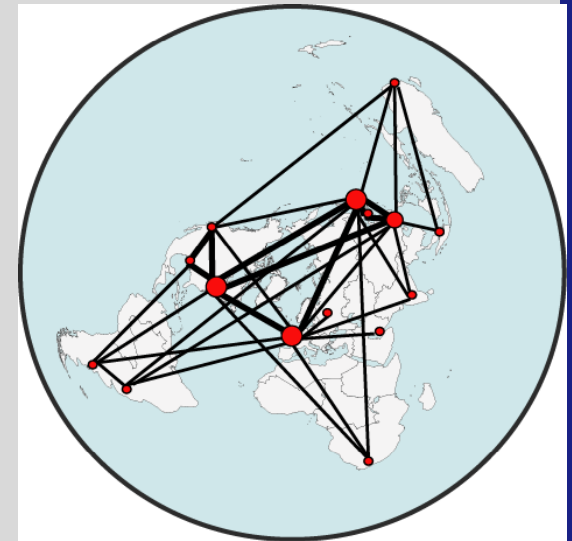
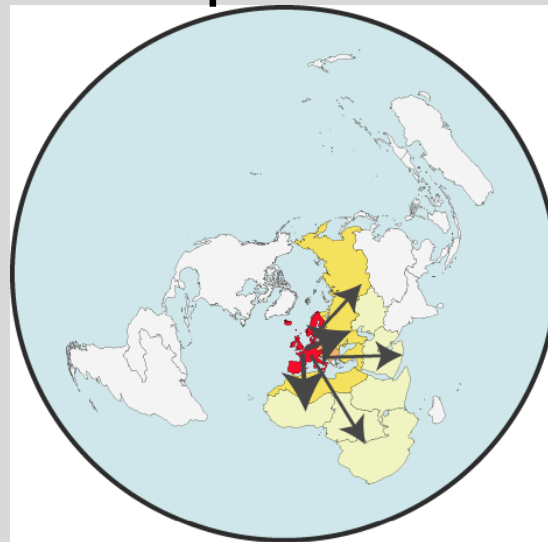


## Europe in the world



Fortress Europe

European Empire



Next stop: Europe

## Some elements from the proactive scenario

- Rejection of constitutional treaty provokes societal debate about priorities
  - Maintain quality of life and access to services from everywhere
  - Protect health and personal security, including from environmental risks
  - Give the opportunity to everyone to contribute in a useful way to society
- Chosen approach combines competitiveness and cohesion

## Some elements from the proactive scenario

- 2011 Siofok treaty with new objectives: R&D budget, education budget, quality of public services
- Financial period 2014-2020: instruments adapted to different types of regions
- 2017 Valetta treaty: % renewable energy, % collectif transports, % isolated buildings
- 2020 regional CO2 quotas
- 2030: high levels of productivity allow strong cohesion policy

## Some conclusions out of the scenario building process

- Impacts of major challenges reinforced on regional level
- Challenges significant for less-favoured regions, both in terms of problems and potentialities
- Territorial differentiation of impacts of policy choices
- Within the current societal model, policy cannot change some of the fundamental evolutions, it has to adapt

## Some conclusions out of the scenario building process

- Less public control of economic and societal activities => reinforcement of dominance of market forces in shaping of territories
- Territorial goals imply public investments: where should the money come from ?
- Desirable territorial perspective = real choice of society: variety of public, sectoral policies have to contribute

## Of ethics and values

- Should people move to find happiness or should (can ?) happiness be brought to them ?
  - Is there an intrinsic value in the current structure of places and its maintenance ?
  - Is spatial (not social !) concentration of people, wealth and activities negative ?
  - Is global economic growth more important than the safeguard of local communities and traditions ?
- = > Need for making more explicit these value issues in the debate



**Thank you !**

ESPON 2006 Project 3.2  
Moritz Lennert  
IGEAT – ULB  
[moritz.lennert@ulb.ac.be](mailto:moritz.lennert@ulb.ac.be)