

TERMS OF REFERENCE

ESPON Project 1.1.3: ENLARGEMENT OF THE EUROPEAN UNION AND THE WIDER EUROPEAN PERSPECTIVE AS REGARDS ITS POLYCENTRIC SPATIAL STRUCTURE (2002-06)

(o) Political challenges for the ESPON projects

The Second Report on Economic and Social Cohesion, published in January 2001, presented for the first time a third territorial dimension of the cohesion (beside the economic and social cohesion), which calls for a better co-ordination of territorially relevant decisions. Stressing the persistence of territorial disparities within the Union, the report stated the need for a cohesion policy not limited to the less developed areas as well as the need to promote a more balanced and more sustainable development of the European territory.

The Second Cohesion Report represents in that respect a follow up of the European Spatial Development Perspective (ESDP), adopted at ministerial level in May 1999, calling for a better balance and polycentric development of the European territory.

The projects launched under the ESPON programme shall follow an integrated approach and, seen together, cover a wide range of issues, such as:

- Identifying the **decisive factors relevant for a more polycentric European territory**; accessibility of a wide range of services in the context of enlargement; integration of wider transnational spaces; promotion of dynamic urban growth centres; linking peripheral and disadvantaged areas with those centres; etc.
- Developing **territorial indicators and typologies** capable of identifying and measuring development trends as well as monitoring the political aim of a better balanced and polycentric EU territory
- Developing **tools supporting diagnoses of principal structural difficulties as well as potentialities**, such as disparities within cities and regenerating deprived urban areas; structural adjustment and diversification of rural areas; strategic alliances between neighbouring cities at transnational, national and regional scale; new partnerships between rural and urban areas; potential support from infrastructure networks in the field of transport, telecommunication, energy; etc.

- Investigating **territorial impacts of sectoral and structural policies** in order to enhance synergy and well-co-ordinated decisions relevant for territorial development within policy fields such as Structural Funds, agriculture, transport, environment, research and development; developing methods for measuring the territorial impact of sectoral and structural policies; etc.

- Developing **integrated tools in support of a balanced and polycentric territorial development**; approaches to enhance the potential of cities as drivers of regional development, new tools for integrated urban-rural development and planning, etc.

With the results of all the ESPON projects, the Commission and the Member States expect in particular to have at their disposal: **a diagnosis of the principal territorial trends** at EU scale as well as the difficulties and potentialities within the European territory as a whole; **a cartographic picture of the major territorial disparities** and of their respective intensity; a number of **territorial indicators and typologies assisting a setting of European priorities** for a balanced and polycentric enlarged European territory; some **integrated tools and appropriate instruments** (databases, indicators, methodologies for territorial impact analysis and systematic spatial analyses) to improve the spatial co-ordination of sector policies.

In this respect, the ESPON projects will serve as a strong scientific basis for the propositions of the Commission in the Third Report on Cohesion, at the end of 2003, in view of the reform of post-2007 Structural Funds.

(i) Relation to the ESPON 2006 Programme

The priorities describing the work-programme of the ESPON 2006 Programme are structured in four strands:

1. **Thematic projects** on the major spatial developments on the background of typologies of regions, and the situation of cities.
2. **Policy impact projects** on the spatial impact of Community sector policies and Member States' spatial development policy on types of regions with a focus on the institutional inter-linkages between the governmental levels and instrumental dimension of policies
3. **Co-ordinating and territorial cross-thematic projects** represent a key component of the programme. These projects evaluate the results of the other projects towards integrated results such as indicator systems and data, typologies of territories, spatial development scenarios. The cross section projects help to thematically co-ordinate the whole programme and add value to the results and to fill gaps, which are unavoidable when different themes are dealt with in different projects.
4. **Scientific briefing and networking** in order to explore the synergies between the national and EU source for research and research capacities.

This project belongs to the first strand and therefore holds a key position for the elaboration of the whole programme by the preparation of the common ground for the investigation of the basic spatial structure in Europe. Therefore a strong co-ordination with all other ongoing projects is needed, in particular with other projects within the same strand and with the coordinating and cross-thematic projects under priority three and the Co-ordination Unit.

ii) Thematic scope and context

The project will be focused mainly in the evaluation of the future implications of enlargement on EU territorial development from both the perspectives of the Member States and their regions as well as from the perspectives of candidate countries and their regions. Particular attention will be paid to border regions in the EU and candidate countries¹. The provision of the elements necessary for extending the ESDP to candidate countries is also required.

An additional task will be an account of trends affecting countries bordering the enlarged EU, where they could have direct effects on EU territorial development. This exercise should include contributions from EFTA and Mediterranean countries.

Starting from the knowledge on integration effects and the transformation of economies and societies after the socialist phase, the specific territorial features of development ought to be illustrated. The research questions under this measure refer to other particular actions and concentrates on the effects of enlargement from both the Member States and the candidate countries perspectives. Indeed, an interesting questions are, how the present spatial tissue and structures in the candidate countries comply with the policy objectives of a polycentric and balanced European territory and how the development influenced by the transformation task in itself can support this objective?

The reinforcement of cities and regions along internal and external borders, as the ESDP states, has to be considered in this context: policies for the development of "gateway cities ", strategic cooperation in urban clusters, multi-modal infrastructure for the European corridors, equal access to telecommunications, facilities and intercontinental accessibility could strengthen the role off the regions and their cities at the external borders.

Special attention should be given to future external borders. The projects under this action should set of from and update the study carried out for Europe 2000+ on the effects of enlargement on the Community territory. Elements for the elaboration of scenarios (at a later stage under priority 3 of the ESPON programme) looking at the territorial structure of Europe after the achievement of the enlargement of the EU should be elaborated in this context and be of particular importance.

iii) General objectives

¹ Roughly 62 % of the population in the Accession Countries lives in border regions, compared with only around 15 % within the EU-fifteen. Cross-border collaboration among the Accession Countries is, therefore, one of the great challenges to the European spatial development policy.

The general objectives of the project are the following:

a) to refer to the three fundamental objectives with in the ESDP with regard to balanced and sustainable spatial development: the economic and social cohesion, the conservation of natural resources and cultural heritage and more balanced competitiveness of the European territory;

b) to contribute to the identification of the existing spatial structure of the enlarged EU territory, in particular the degree and diversity of physical and functional polycentrism at different geographical scales, and to gain concrete and applicable information on the EU wide effects of spatially relevant development trends and their underlying determinates. Therefore, the project should be sustained by empirical, statistical and/or data analysis;

c) to contribute to the definition of concepts and appropriate territorial indicators, typologies and instruments as well as new methodologies to consider territorial information linked to polycentrism, to detect territories (preferably below NUTS 2) most negatively and positively affected by the identified trends with special reference to regions in terms of accessibility, polycentric development, environment, urban areas, territorial impact assessment; particular attention will be paid to areas exposed to extreme geographical positions and natural handicaps such as mountain areas, islands, ultra-peripheral regions; reflections should as well be included on relevant issues from the perspective of Europe and its territorial structure in a global or world-wide context;

d) to develop possible guidelines for policy responses, taking the diversity of the wider European territory into account, and considering institutional, instrumental and procedural aspects;

e) to consider the provisions made and to provide input for the achievement of the horizontal projects under priority 3, such as tools for diagnosis and observation to be able to contribute to the forthcoming long term scenarios, as well as evaluation and assessment procedures.

In the efforts to meet these objectives the project shall make best use of existing research and relevant studies.

iv) Primary research issues envisaged

A specific task of project 1.1.3 is to benefit the most of developments in other ongoing ESPON projects, in particular project 1.1.1. and 1.1.2. Concerning the provision of relevant territorial data for candidate countries other ESPON projects may have already produced useful information as they are focusing on EU 27. The ESPON Data Navigator provides an inventory of existing data and access points in candidate countries.

In the *first phase 2002-2003* the main effort lies in the analysis of the enlargement effects on a short and medium term perspective on EU territorial development, including

- a diagnose of the spatial tissue and structure in candidate countries in relation to polycentrism and territorial balance and the policy orientations for cities, accessibility and natural and cultural heritage adopted in the ESDP;
- a diagnose of spatial discontinuities and barriers as well as potentials for development to be further explored, including a preliminary assessment of future external and internal border regions;
- an identification of the particular territorial effects of the ongoing transformation process as well as problems and potentials for a stepwise spatial integration of candidate countries in a wider European polycentric and balanced spatial tissue;
- a first indication of potential policy recommendations;
- contribution to and close coordination with other ongoing ESPON projects, in particular concerning territorial indicators and mapping;
- collection of (additional) data in the accession countries for the second phase of the study.

In the *second phase 2004-2006* the emphasis lies in the completion and deepening of the studies of the first phase and to extend the study of the potential for transnational and interregional cooperation on European spatial development beyond the future limits of the EU. The main elements envisaged in this phase of the project are:

- Further deepening of the knowledge on the spatial tissue of candidate countries, in particular the socio-economic functionality of different cities, regions and larger territories (including a compilation of relevant national studies with European focus);
- Further efforts to the identification, gathering of existing and proposition of new territorial indicators and data and map-making methods (in cooperation with other ongoing ESPON projects) capable of measuring and display the state, trends and impacts of the developments referred to above;
- Further identification of spatial discontinuities and barriers at European scale, including as well social/cultural barriers to residential migration or cross-border commuting and fundamental economic indicators such as differences in wealth and/or unemployment;
- A comparative analysis of integration processes between transnational and cross-border regions. The analysis shall include cross border regions becoming “inside” an enlarged EU as well as ongoing and potential cooperation between EU regions and future neighbouring regions in order to follow the process of European integration at meso- and micro level.² Which approaches are followed towards a better transnational and cross-border integration, taking also into consideration as well sea borders between two countries?
- A further operationalisation and territorial diversification of the policy aims and options adopted in the ESDP in the candidate countries, including an adaptation to the territorial diversities within Europe. All major issues dealt with the ESDP are also relevant for the candidate countries, but both the degree of relevance and the consequences may be lower in some cases and higher in other cases, when compared with the current member states.
- An assessment of the impact of enlargement on the present 15 EU Member States.
- Policy recommendation for the integration of candidate countries in a polycentric and balanced spatial tissue and structure.

² Actually, most studies about cross border regions are specific studies on particular areas without comparative dimension.

Some of the questions to be addressed are: Where are the opportunities and threads for achieving spatially balanced developments on the background of enlargement? Where are the access points for a better spatial integration of candidate countries and future neighbours? How will a stepwise enlargement influence the spatial structure and what policy recommendations should be the result?

An important part of the analysis is the comparative analysis of integration processes between transnational and cross-border regions. Cross border regions inside the EU but also between EU and accessing countries can be considered as places of particular importance in order to follow the process of European integration on a meso- and micro level.³ Which are the approaches towards a better transnational and cross-border integration, taking also into consideration the sea between two countries as a border?

The specification of trends affecting countries bordering the enlarged EU, where they could have direct effects on EU territorial development is as well an important issue. Where are the opportunities and threads for achieving spatially balanced developments on the background of enlargement? How will the spatial structure look like after the stepwise enlargement in and around the future EU? Where are the access points for a better spatial integration of candidate countries and future neighbours?

v) Expected results and timetable

The research undertaken for the interim reports is supposed mainly to work on data available at the national statistical offices, Eurostat and other national and European institutions, and normally be based on existing administrative units. From August 2003 until end of the project, the research should complement the missing territorial/regional data and complement tools and territorial indicators if possible beyond the NUTS classification and the NUTS 3 level.

One of the main objectives of the ESPON 2006 Programme is to focus on research with policy relevance and to contribute to the development of relevant policies. Therefore, the deliverables of the research project should be highly operational and coordinated in time, as far as possible, to fit into the relevant political agenda. The following timetable and specification of output reflects this objective:

April 2003 (first interim report):

a) Consensus on indicators and data needed, after a precise analysis of the availability and comparability of data at Community level, to develop new database, including territorial indicators and the facilities needed for map-making. For the analysis, the results of the study programme and the results of other ESPON projects in course, in particular under priority 3.1, should be taken into account. This task should also define the appropriate geographical level and technology required for data collection, taking into account the availability of relevant data.

³ Actually, most studies about cross border regions are specific studies on particular areas without comparative dimension.

- (b) A first detailed and comprehensive list of statistical and geographical data to be collected from Eurostat, the EEA and National Statistical Institutes and National Mapping Agencies before March 2003
- (c) A first overview on concepts and methodology to be applied;
- (d) Preliminary results on the basis of available territorial indicators, including European maps giving, as far as possible, a first diagnose of the existing European spatial tissue and the spatial structure in candidate countries, including urban nodes, the degree of polycentrism as well as spatial discontinuities and barriers in the new parts of an enlarged European territory.
- (e) A first indication on policy recommendations and possible final results;
- (f) Establishment of a new database, so far based on indicators available and with the ability to produce European maps showing, as far as possible, the existing spatial structure of urban nodes in the candidate countries and the degree of polycentrism, identification of urban poles likely to play a major role as a catalyst for development (close coordination with project 1.1.1) and/or to contribute to a new urban-rural relationship, as the ESDP states (particular attention to be paid in this context to rural regions located at the Eastern periphery of an enlarged EU and old industrial regions).;
- (g) A second revised and extended request for further indicators to be collected.

September 2003 (second interim report):

- (h) Preliminary analysis of the regional and spatial effects of enlargement on GDP, sectoral structure, trade, investment, unemployment and population density and migration flows on the regions in the candidate countries and in EU regions, in particular, least favoured regions and border regions. Identification of the particular effects of the stepwise integration of the candidate countries on territorial development.
- (i) Updated analysis of the spatial and regional effects of enlargement as mentioned in d) and identification of the general discontinuities and barriers at European scale using fundamental indicators such as differences in wealth or unemployment, barriers to residential migration or cross-border commuting
- (j) Analysis of the situation of cities and regions (in particular, rural regions located at the Eastern periphery of an enlarged EU and old industrial regions) in the candidate countries (as the ESDP states) as result of an integrated approach considering policies for the development of "gateway cities", multi-modal infrastructure for the European corridors, equal access to telecommunication facilities and intercontinental accessibility, natural and cultural assets, which could strengthen the role of regions and their cities, in particular at the external borders of the EU (connections with measures 1.1.1 and 1.1.2. need to be carefully considered). Detection of territorial typologies combining regions into revealing risks and potentials for the identified types
- (k) Proposals for increasing co-operation and networking between cities in trans-border networks and on transnational scale contributing to a polycentric spatial development of the whole European territory and a new urban-rural relationship.
- (l) List for a collection of (additional) data in the accession countries for the second phase of the study.
- (m) Provisional policy conclusions and results.

September 2004 (third interim report):

(n) Development of an appropriate processing of the new data base, indicators and map-making and a system for monitoring of trends of territorial developments in the candidate countries in the context of the enlarged European territory, including neighbouring countries as well;

(o) Provisional final results on the basis of the extended number of available territorial indicators, including European maps showing, as far as possible, the existing spatial structure of urban nodes, the degree of polycentrism as well as problems and dynamics in different parts of the European territory, including a profile of the economic base, accessibility to transport and knowledge, potential complementarities with neighbouring metropolitan regions, capitals and regional cities, potential increase of attractiveness through urban qualities, natural and cultural assets

(p) A provisional final diagnose of the spatial tissue and structure in candidate countries, including

- Relation to polycentrism and territorial balance and the policy orientations for cities, accessibility and natural and cultural heritage adopted in the ESDP;
- Detection and use of territorial typologies combining regions into revealing risks and potentials for the identified types, such as a hierarchy and a typology of “development poles” and other types of networks of urban areas and regions as well as rural-urban partnerships;
- Relation to spatial discontinuities and barriers as well as potentials for development to be further explored, including an assessment of future external and internal border regions
- Identification of the particular territorial effects of the ongoing transformation process as well as problems and potentials for a stepwise spatial integration of candidate countries in a wider European polycentric and balanced spatial tissue;

(q) Provisional policy conclusions and results;

December 2005 (final report):

(r) Further deepening of the knowledge on the spatial tissue of candidate countries,

- in particular the socio-economic functionality of different cities, regions and larger territories (including a compilation of relevant national studies with European focus);
- further identification of spatial discontinuities and barriers at European scale, including as well social/cultural barriers to residential migration or cross-border commuting and fundamental economic indicators such as differences in wealth and/or unemployment;
- An assessment of the impact of enlargement for the spatial integration the present 15 EU Member States as well as the overall structure of the enlarged EU;
- A comparative analysis of integration processes between transnational and cross-border regions focusing on new internal and external as well as sea borders;

(s) Further efforts to the identification, gathering of existing and proposition of new territorial indicators and data and map-making methods (in cooperation with other ongoing ESPON projects) capable of measuring and display the state, trends and impacts of the developments referred to above; Listing of further data requirements as well as ideas of research and territorial indicators, concept and typologies as well as on further developments linked to the database and mapping facilities;

- (t) Further elaboration on policy recommendation for the integration of candidate countries in a polycentric and balanced spatial tissue and structure. Proposals for a further operationalisation and territorial diversification of the policy aims and options adopted in the ESDP in the candidate countries, including an adaptation to the territorial diversities within Europe. Presentation of access points and concrete recommendation for policy responses to the territorial trends facing an enlarged EU territory, including at transnational and cross-border scale and in different parts of the Union, that could improve territorial cohesion; Presentation of the developed territorial indicators, concepts and typologies linked to polycentrism, including maps; Presentation of the database and the mapping facilities developed, covering as far as possible an enlarged EU and neighbouring countries;
- (u) An executive summary of the main results of the research undertaken and recommendations for policy development, Presentation of the final results on the research items undertaken;

vi) Rationale and structure

The following text has the role of shaping the mind of thinking in developing a proposal for undertaking the project. The text is not meant to be exhaustive, but to serve the purpose of guiding the tenderer.

1. Approaches to the definition of concepts and methodology

The following text has the role of shaping the mind of thinking in developing a proposal for undertaking the ESPON project 1.1.3. The text is not meant to be exhaustive, but to serve the purpose of guiding the tenderer. As the project is suppose to built in particular on developments within the ongoing projects 1.1.1 and 1.1.2 an extract on the terms of reference for these two project are annexed. Further information on other projects can be found by consulting the ESPON web site www.espon.lu (updated version available primo October).

1.1.The spatial effects of the transformation task

The transformation of the candidate countries into members of the European Union is underway. A number of decisions have impacts on the spatial tissue and the integration of these countries in existing spatial structure of the EU. Will these decisions support a polycentric spatial tissue? And how could a territorial development towards these objectives be supported? To what extend can the options for action in the ESDP document be relevant? How could transnational and cross-border cooperation contribute? How to measure und describe spatial effects of the enlargement in the EU Members States and the accession countries, and at a later stage also for future neighbours?

At this respect, the study must take into account the dynamic process resulting from the economic reforms themselves as well as those resulting from the changed degree of accessibility.

The contractor should paid special attention to the situation of the old industrial regions and rural regions.

The majority of the most disadvantaged regions are the rural regions located at the Eastern periphery of an enlarged EU. These tend to have relatively poor

infrastructure, little investment and unfavourable economic structure characterised by a predominance of agriculture and low educational attainment of the labour force. Structural reforms in agriculture are likely to lead to large-scale job losses in future years.

The old industrial regions have been most adversely affected by economic transition. These have been severely affected by privatisation, enterprise restructuring and closures, the reorientation of trade from secure markets and the loss of subsidies. The decline of heavy industries has played a significant role in widening disparities in the candidate countries. These regions have failed to create new job opportunities and to attract new business or foreign investment. Most of these regions have high rates of unemployment and difficulties of re-integrating workers into the labour market.

1.2. Polycentrism beyond the future borders of the EU

The spatial tissue of the present EU displays territories of different degree of polycentrism. With the enlargement new areas with their own spatial characteristics will be added and should be integrated favouring polycentrism and balance. At the same time, former external borders become internal and new external borders appear, which brings about new challenges and potentials for transnational and cross-border cooperation. In the global context an enlarged EU will experience new gateways to the east, which will have to be developed into strong entry points to the EU and be well connected to markets further to the east. Therefore, the concept of spatial discontinuities and barriers should include specific barriers for the transformation process and a support of a polycentric development should include a global perspective on relations to the future neighbours of the enlarged EU.

An example referring to the concepts of global integration zones under project 1.1.1.: The challenge is to complement the current EU economic core area (the only dominant “global integration zone”) and to support a spatial economic development in Europe by stimulating the development of several globally important integration zones (and a more polycentric EU) including preferably metropolitan regions of candidate countries. Therefore a close co-ordination is required with action 1.1.1. The main added value of this study respect to action 1.1.1 should rely on a precise identification and description of existing and potential urban poles likely to play a major role as a catalyst for development in the candidate countries (“development poles”) as well as on a focus on the whole European territory (including neighboring countries).

The development and organisation of energy and transport networks are particularly significant in this context⁴. Spatial attention will have to be paid to the composition of the total infrastructure available within a given urban-rural region and to the identification of major quantitative and qualitative bottlenecks.

⁴ At this respect, the potential offered by the land bridge between the candidate countries and the eastern European countries should be also considered (as the Russian Federation and those bordering the Black Sea) and the Middle and Far East, especially through the development of new trading corridors. The eastern fringe of Europe could then become a focus for trade and co-operation between Europe and Asia.

The conceptualisation of the specific barriers of transformation and the current integration process for a polycentric development should be address with a view on the future relation with the future neighbours of the EU.

Just as an example referring to the concepts of global integration zones under action 1.1.1 this would mean: The question of the positioning of the current EU economic core area (the “global integration zone”) in a more eastward spatial economic development in Europe and the development of a more polycentric EU with more integration zones.

From this broad question, several questions arise:

- aimed at an EU wide specialisation of functions: what will be the predominant spatial-economic dynamics in the EU in the long term and what are the strong and weak points of the various developing (global) integration zones? What should be their focus in view of a sustainable, balanced and efficient spatial allocation of resources?
- aimed at strengthening the physical and geographic interrelationships between the various integration zones (such as Trans-European Networks)

Both could be carried out as scenario studies at the EU level, maybe from the perspective of the current EU economic core area.

For the second part of the programme the projection of the results under project 1.1.1. and formulation of conclusions for the wider European sphere should be achieved.

1.3. Spatial discontinuities

The discontinuities become obvious reviewing the chapter of the ESDP concerning the enlargement of the EU: "Generally, the three spatial policy guidelines of the ESDP (development of a balanced and polycentric urban system and new urban-rural relations as one of which) should also apply to the enlargement area. When applying the principals of the ESDP account should be taken of the fact that a large part of the enlargement area has to deal with the following situations :

- a continued transitional situation in the political and administrative system, also affecting handling of spatial issues;
- a rapid economic process of catching up with considerable potential for inherent geographical polarisation;
- a technical infrastructure that is developing only very slowly and unevenly (telecommunication and air transport top the list, road way ahead of rail);
- environmental damages in some cases on an incompatible scale;
- a public sector with very limited financial resources⁵.

Rural regions in the enlargement area are affected especially by transformation policies. They show sharp economic disparities and have few urban centres. To a certain extent, the mix of sharp declines in production and employment levels, poor infrastructure and poor transport accessibility could lead to a massive wave of out-

⁵ In this respect, the impact of accession in public finances and the budgetary equilibrium of the accession countries is an interesting topic to explore.

migration from rural regions and, as a consequence, to the collapse of their spatial structure”.

Most of the items above refer directly to the issue of polycentric development. Together they represent what the heading of the ESDP chapter on enlargement highlights: "... An additional challenge for European spatial development". This means actually a comparably higher need – and at the same time – larger space of manoeuvring for polycentric spatial development, than within the current EU territory.

Furthermore the phenomenon of spatial integration becomes most obvious along the borders but is slowly diminishing and moving inland as the study on spatial integration of the SPESP found out. That approach could be applied for the investigation of income levels.

This research proposal suggests empirical analyses of two ordinarily somewhat separate but related research areas, namely regional convergence and studies on income distribution, both with household survey and/or income distribution statistics data. Both are typically available in EU-countries, but they have not been used extensively in convergence and regional income distribution analyses. Most convergence studies use supply side measures (GDP or regional value added per capita). Here, one concentrates on the per capita (or equivalent unit) incomes of the household sector. It is possible to apply several income concepts (factor, gross, disposable income) and find out the role of public sector for regional income disparities. On the other hand, with these data it is possible to study income distribution within regions, of which we know little in most countries. This type of study is also of interest in evaluating regional policies in EU-countries from households' view-point. The key constraint in analysis is that the number of regions cannot be large as sample data is used. In Finnish applications one regional division corresponds to NUTS2-level areas, and household surveys from the period 1966-96 were used. Similar studies are proposed to be carried out through ESPON program throughout EU-countries.

1.4. Spatial barriers

The stepwise integration of the EU ranging from the Euro-zone to the EU, candidate countries, Tacis countries, the Euromed co-operation lead to different degrees of integration which mean different degrees of integration in terms of the free movement of financial assets, goods and services and the labour force which lead to impacts not just along the borders but also inland. The spatial dimension of the creation and abolishment those barriers are interesting for the investigation of the spatial dimension of increasing integration.

2. Indicators and data

The concrete measurement of the concepts addressed above requires the definition of appropriate indicators and the collection the relevant data. The focus will lay on the quantitative analysis of concepts. Therefore the selection of indicators and data, which at the same time are accessible and meaningful builds the reference for further work.

Apart from data on the basic structure of population, land use and economic activity indicators are emerging such as on:

- division of labour/functions
- co-ordination of amenities
- joint investment in infrastructures and institutional structures of shared function/common interest
- promotion of joint ventures
- joint marketing at the respective higher functional level(s)

The project should cover existing qualitative and quantitative indicators, propose new ones and collect the data within the 15 Member States as well as for the 12 candidate countries and neighbouring countries (at least Norway and Switzerland).

The collection of data for the basic indicators should usually take place on the NUTS III level⁶ and has to be aggregated and disaggregated within the project to obtain data for the following territorial scales: global economic integration zones, urban development poles and urban functional areas.

Comparability of data is a further important aspect that needs to be considered. Given the potentially wide range of data sources that will be used, which may even differ between regions or member states, for the same indicator, considerable attention will have to be paid to the comparability of these data. Where comparability is judged insufficient, adjustments will have to be made. Adjustments or estimates should be clearly indicated and documented, allowing the reader to follow the logic applied in the adjustments.

3. Quantitative and qualitative analysis

Apart from the points addressed under the specific research questions the following points should be deepened.

The spatial implications of the enlargement of the European Union on the regions of the existing member states as well as of the countries joining the Union will have to be assessed in detail, taking into account also the neighboring countries. Following these assessments, possible implications on the current ESDP policy options will have to be reflected.

3.1. The spatial impact of the enlargement in the EU and the regions of the accession countries

The assessment of the effects of the enlargement on the territorial balance and the regional development should follow a 2-step process:

⁶ Where harmonised (Eurostat) data sources don't provide the data for the indicators at the appropriate geographical level, the consultant will have to examine national and possibly regional data sources to try to complete the data sets. The collection of these data should be done in co-ordination with data collection provided by the contractors of ESPON projects under priority 4.

3.1.1. Assessment of the effects of enlargement on trade flows, FDI flows and migration flows

A first assessment of these effects is provided in the study “the impact of EU enlargement on cohesion”⁷ (trade volume and structure; volume, allocation and role of FDI; migration flows; regional and social impact of trade and migration flows). The successful contractor should have a closer look at the regional impact as well as the social impact, in particular for border regions in all EU and candidate countries and least favoured regions.

Typologies of regions could be developed following this assessment.

As regards migration flows, particular attention should be paid to out-migration from rural regions in the candidate countries.

3.1.2. Assessment of the effects of enlargement on regional development and translation of trade, FDI and migration flows effects on macro-economic variables

The contractor should evaluate the effects seen from a territorial and regional dimension and consider the following variables (non-exhaustive list):

- **Demographic indicators**: population density, evolution of the population, new urban poles at different scales
- **Regional economic strength**: Gross Domestic Product (GDP) per inhabitant in Purchasing Power Parity (PPP), evolution of GDP per inhabitant, creation of enterprises, GDP per person employed, inflation, changes in the economic sectors.
- **Labour market**: unemployment rate (long term, young, women...), evolution of unemployment rate, employment rate, poverty rate, wage levels.
- **Environment**: CO2 emissions, noise pollution, congestion.

Particular attention should be paid to expected changes in the regional economic sectors. As far as candidate countries are concerned, it is necessary not only to concentrate attention on the tertiary sector as proposed in the ESDP, but also to consider the special importance of industry and, in some candidate countries regions, of agriculture.

3.2. The spatial impact of enlargement neighbouring countries of the future

At a later stage, the analysis of the spatial impact of the enlargement process in the neighbouring countries, in particular eastern European countries and Mediterranean countries but also Norway and Switzerland, should be deepened. The development and organisation of energy and transport networks are particularly significant in this context

As mentioned under point 1. the potential offered by the land bridge between the eastern European countries (as the Russian Federation and those bordering the Black Sea) and the Middle and Far East should be considered, especially through the

⁷ http://europa.eu.int/comm/regional_policy/sources/docgener/studies/pdf/enlarge.pdf

development of new trading corridors. The eastern fringe of Europe could then become a focus for trade and co-operation between Europe and Asia.

3.3. Perspectives of polycentrism after enlargement

Elements for the elaboration of scenarios (under priority 3) looking at the spatial structure and the degree of polycentrism of the enlarged Union should be elaborated in this context and will be of particular importance.

4. Orientations for policy recommendations

The project should address ESDP policy options particularly relevant in the context of enlargement and future neighbours. Where are particular discontinuities and barriers emerging? How far are these discontinuities policy relevant? Which kind of measures in the frame of Structural policies is most appropriate to reduce those obstacles which are perceived as negative for the development of the polycentric spatial tissue?

This also includes formulating concrete recommendations for spatial planners on how an integrated polycentric urban model of European space could be elaborated and supported by EU policies. In addition, reference should be made to the question of how far polycentrism represents an useful aim for Structural Funds policies.

The contractor is expected to make relevant proposals for a further operationalisation and territorial diversification of the policy aims and options adopted in the ESDP in the candidate countries, including an adaptation to the territorial diversities within Europe.

vii) Existing access points

The access points listed below can serve the purpose of providing the tenderer useful information for preparing a proposal. It is by no means meant to be exhaustive, but only as information that can be helpful in tracing additional useful background information.

The report of the European Commission on the spatial perspectives for the enlargement of the EU⁸ already compiled a data set at the national level. These will also need to be made available at the regional level NUTS 2 and NUTS 3 in order to be able to investigate territorial effects in an enlarged Union.

Interreg IIC and IIB projects are also dealing with this issue, which can provide some practical experience on the transnational scale.

In particular, the contractor is encouraged to take into account the existing regional development strategies for individual areas of Europe, such as the Vision and Strategies around the Baltic Sea (**Vasab 2010**⁹ – eleven cooperating countries) and

⁸ European Commission 2000. Spatial perspectives for the enlargement of the EU. Luxembourg, 49ff.

⁹ Vision and Strategies around the Baltic Sea 2010 – Towards a Framework for Spatial Development in the Baltic Sea Region, Third Conference of Ministers responsible for spatial development of the Baltic Sea States, Tallinn, December, 1994. From Concept to Action, Fourth Conference of Ministers responsible for Spatial Development of the Baltic Sea States, Stockholm, October 1996.

the Strategy for Integrated Spatial Development in Central, Adriatic and Danubian Europe (**Vision Planet**¹⁰ – twelve cooperating countries at present).

In addition, the preparatory study of the second report on economic and social cohesion “The impact of EU enlargement on cohesion” could provide useful information to the contractor. The contractor is encouraged to fulfil the identified gaps and to deepen the analysis of the effects of enlargement and existing disparities.

The contractor should also take into account the “Guiding Principles for Sustainable Spatial Development of the European Continent” as adopted by the European Conference of Ministers responsible for Regional Planning (in Hanover, 7-8 September 2000), a policy reference document for numerous spatial development measures and initiatives made on the European continent, and in particular for transnational and international co-operation and the spatial development activities of the European Conference of Ministers responsible for Regional Planning within the Council of Europe.

In addition, co-ordination will be desirable with the preparatory study of the third report on economic and social cohesion which will deal with the “needs of regions in current member states and the candidate countries in areas that are eligible for structural funds”. The study will throw light on the level of endowment that is available in the regions of the candidate countries and will draw conclusions on the needs of the regions in policy terms (in three broad areas of intervention: infrastructure, human resources and productive investment).

Finally, an ESPON Data Navigator creating an overview, a handbook, giving information on principal data sources, contact points etc, is under elaboration. The Data Navigator is expected to cover, in principle, all countries in an enlarged European Union as well as neighbouring countries. The Data Navigator is scheduled to be finalised by August 2002.

¹⁰ Strategies for integrated Spatial Development of the Central European, Adriatic and Danubian Area adopted at the 4th Seminar of the Project Panel, Vienna, January 2000.