ESPON

Terms of Reference Project 1.4.2

Preparatory Study on Social aspects of EU territorial development

(o) Political challenges for the ESPON Programme

In the Second and Third Reports on Economic and Social Cohesion (published 2001 respectively 2004) the Commission addresses an approach on territorial cohesion within the European Union. Beside economic and social cohesion, territorial cohesion is essential for better co-ordination and policy-making in the relationship to a more balanced and sustainable development of the European Union.

In this context the Reports on Cohesion follow up the European Spatial Development Perspective (ESDP), adopted in May 1999. Territorial development within the above mention framework seizes an integrated approach in the way that it concentrates on the balance of areas and regions of the European territory considering all spatial applicable factors. From this outlook, territorial development covering a variety of factors stretching from economic to cultural, from natural to social. However, territorial development is a multifarious process and it should be emphasized that it can not be simplified and it is a subject for continuous exploring.

The projects proceeded within the ESPON 2006 Programme shall follow the integrated approach as above mentioned as well as to cover a wide range of additional concerns, mentioned in the Interreg III Community Initiative- Art.53. Supplementary to this, the ESPON 2006 projects shall cover a wide range of issues on spatial development acknowledged in the ESPON 2006 Programme:

- 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 for the ESPON 2006 Programme are as following (The ESPON work-program p.13f):

- 1. **Thematic projects** on 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 indicators system and data, typologies of territories, spatial development scenarios, etc. The cross sections 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 sources for research and research capacities.

The first strand also includes deepening projects, and studies on new thematic projects.

Project 1.4.2 fits in under the first strand and particularly under studies on new thematic projects. In order to carry out a more enhanced and elaborated research project on the territorial development on social dimensions (covering EU 25+2+2) this study will be seen as a preparatory study which shall explore and evaluate the main elements of the forthcoming project. The preparatory study must comply with the aim of setting out the means of expression for the coming study and it is therefore of high importance that this study from the beginning undertakes the right integrated perspective and objectives of the ESPON Programme. Consequently, a strong coordination is needed with projects under the same strand as well as with coordinating project, and the ESPON Co-ordination Unit.

ii) Thematic scope and context 1

Looking at territorial development trends over the EU and neighbouring countries, the ESPON programme conducted applied research on spatial aspects, laying down a solid analytical basis for more integrated, approaches, involving progressively more thematic components, also more complex, such as the social one. There is the necessity to integrate social aspects in the territorial analysis, as territorial development equally affects spaces, and people who live in these spaces, and vice versa. The interdependence and mutual influence of population and spaces is a core factor of territorial development, which needs to be better understood and further analysed.

At EU level, main strategic policy documents explicitly point out the necessity and challenge of addressing jointly the social, as well as economic and ecological dimensions of territorial development, most recently through the acknowledged "Territorial Cohesion" objective.

The EU Cohesion objective has progressively integrated the basic social and economic dimensions, into the territorial cohesion concept, acknowledging that spatial processes of economic and social changes and/or inequalities are closely interlinked, strongly influence each other, and altogether affecting the development of the EU territory, as mentioned in the Second and Third Cohesion Reports.

The revised Strategy for the Lisbon/Gothenburg Agenda, adopted in March 2005, also sets out that the EU goal should not only be "to become the most competitive and dynamic knowledge-based economy in the world" but also to be "capable of sustainable economic growth with more and better jobs and greater social cohesion". This revised agenda, centred on growth and jobs, further states that "to provide a sustainable welfare for citizens living in the EU, including creating attractive arenas for business development and daily life" should be the main attempt and focus for the

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¹ The elements detailed in this part are meant to scope the study and guide the tenderer in focusing on the elements we consider the most important. The 4 fields identified below should be carefully considered and addressed in the study. However, the specific questions raised in this part do not obligatorily have to be precisely answered within the scope of this preparatory study, they only serve the purpose of illustrating the stakes related to each of the fields mentioned.

policy-agenda in the coming years. This priority includes considerations relating to access to markets and provision of services of general interest, as well as factors relating to the creation of a healthy environment for enterprises and families. Although it doesn't explicitly call for a territorial approach, the revised Strategy undeniably calls for and integrated approach of social, economic and environmental aspects linked to EU overall development.

The Council of Europe has, in its revised Strategy for Social Cohesion, put forward a position that social cohesion should be seen as "one of the foremost needs of the wider Europe...and essential complement to the promotion of human rights and dignity". The Strategy for Social Cohesion is aiming at converting the strategy into practice by highlighting a number of key priorities which partly calls for an associated, not to say assimilated approach of social and territorial conditions: better provision and access to social services, employment, housing, education and training are the main elements emphasized in the strategy, which characteristics are inherent to a specific territorial context, and are influencing as much as they are influenced by this context. The link between social conditions and territorial development is even more visible when one observes some of the above-mentioned social criteria more closely:

Access to social services, services of general economic interest, mechanisms of public transfers

Social services are frequently connected to the social facilities/amenities which encircle an individual in society. Social facilities in a spatial context refer mainly to the access to different services which are determining life situations and choices. It can be availability to day-care centres, nearness to hospital and other healthcare related infrastructures, retail and leisure amenities, access to public transports and telecommunication infrastructures, etc. From this viewpoint, access to social services and services of general economic interest generates strong impact on individuals living conditions, therefore on settlement choices and (migration) trends.

From another perspective, the organisation, quality and level of supply of social services also directly contributes to giving a specific orientation to the development of territories, through the so-called development of "residential activities or economy". "Residential territories", characterised by their consumption function, are nowadays often more dynamic in job creation (especially in the tertiary sector), and they also offer the basics for attracting and maintaining external or mobile factors of production, at different territorial scales. These "residential-related" functions or attributes, although not very much considered up to now in terms of economic development potentials, should be carefully considered in that perspective.

Finally, speaking about social services doesn't mean only looking at infrastructures and amenities, but also at financial mechanisms: the degree of social cohesion can also be measured, mainly at national level, through the existence and level of social protection expenditures, the existence of social security systems, pension systems, insurance systems, minimum income systems, etc. Although non-spatial by definition, these social policies and systems have strong (although less direct) effects and impacts on territorial contexts and development opportunities The study should therefore carefully consider these elements, and try to see whether and how such

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¹ Revised Strategy for Social Cohesion http://www.coe.int/T/E/social_cohesion/social_policies/03.Strategy_for_Social_Cohesion/2_Revised_Strategy/G_Revised_Strategy_Part1.asp#TopOfPage

social mechanisms address or avoid extreme poverty and exclusion situations, and can contribute to a more cohesive territorial development.

Employment and income distribution

The current social policy agenda in Europe states that each citizen in EU shall have the right to have access to a job. However the opportunities offered in that respect are unequal, from one country to another, from one region to another, but also from one group of population to another. Consequently, there is a need for a deeper understanding and analysis of spatial patterns of employment opportunities and access to jobs, as well as composition of labour markets. Which groups in society are most successful in getting employed and where? And which groups are excluded from the labour market? In particular, the unemployment problem among young people, gender inequality patterns, giving a view of the more general phenomenon of "segregation in employment markets" should be envisaged.

In addition, as mentioned in the ESDP, finding a successful solution to the problems of poverty and social exclusion mostly induced by extreme unemployment situations, also requires particular attention and actions on long-term unemployment.

The employment structure in different regions is also highly connected to different demographic and economic trends in Europe, where previous and ongoing ESPON projects have drawn out conclusions and developed indicators and territorial typologies which can be helpful.

In relation to the geography and structure of employment, the study should address the geography of income and income flows. The income distribution could support an analysis of the specialization of territories depending on the components of the income: pensions, private /public workers, active (employed or unemployed)/retired people, etc. This could lead in the future to a typology of territories on the basis of their either "residential" or "productive" character.

Housing

Social parameters and land use patterns, land markets and housing, are becoming more and more interlinked and also more complex to analyse. At the same time, the absolute number of households has increased, and the average household size has decreased. An increasing number of people are living alone, and childless couples are increasingly characterizing society in the EU. As a consequence of these trends, the demands for housing are growing and becoming more difficult to satisfy. The way they affect the settlement structures and trends in Europe, land markets and landscape patterns should be analysed.

On the other side, the structural increase of land value and housing prices is a strong determinant of socio-spatial segregation patterns, and reinforces to a certain extent the phenomenon of exclusion, expulsing out of the more dynamic (therefore expensive, in terms of housing prices) areas, the poorest social categories. Housing policies in Member States should therefore be addressed, in the perspective to show if and how they allow reducing the phenomenon of spatial segregation.

Although this situation can be seen throughout the Union, there are significant variations between and within the Member States. The observed patterns and effects are also very different when considering either rural or urban areas, and need to be studied more densely.

Education and training

Education attainment levels in Europe continues to improve, but the picture of Europe is far from homogeneous due to differences in territorial supply of education facilities and infrastructures, national education systems, length of study, labour market situation, opportunities for young people without work experience etc.

Education and training has a fundamental impact on regional competitiveness and social cohesion as well as territorial cohesion. The European Commission has outlined that education and training policies are central to the creation and transmission of knowledge and are the determining factors in each society's potential for innovation, and therefore in achieving, among others, the Lisbon objectives. The EU-agenda also promotes life-long learning as a step for further social cohesion, and is part of the strategy to tackle with long-term unemployment issues. From a policy perspective, it would therefore be important to see how education and training policies tackle with unemployment situations, and whether they adapt to the evolution of employment markets.

For these reasons education-related matters and problems like, drop-out, persistence of illiteracy, access to basic education but also high-level education and training facilities should also be considered, not only by looking at education levels, but also relating them to the territorial supply of education infrastructures.

iii) General objectives

This study is meant to be a preparatory study which should explore main elements related to social aspects of territorial dynamics, and prepare for an ESPON applied research project to be financed in the next programming period.

The study should therefore dedicate to the simple provision of scientific information and guidance, necessary to implement in the future a sound spatial analysis of social patterns, trends, impacts and dynamics.

In particular, focusing on the 4 above-identified key fields, one challenge for this scoping study will be to identify key challenges / problematic, but also concepts, indicators, supporting the future implementation of a territorial analysis of social aspects, closely related to territorial development objectives of polycentrism, balance, sustainability, attractiveness and competitiveness.

The approach should reflect the idea that the territory is a determining factor of social and economic development, assuming that individuals with the same basic (original) socio-economic capital will not have the same socio-economic itinerary whether they live in one territory or another. Consequently, focus should be in priority set on territorial contexts, structures, better than population characteristics and behaviours.

In this same perspective, the study will have to take into account and reflect the fact that social stakes, problems, potentials or discrepancies involved in (or induced by) territorial development trends and situations, are obviously very different when looking either at urban, rural or semi-rural areas. This territorial differentiation will have to be taken into account when proposing an outline for a future research project and relevant territorial indicators.

The study should therefore unite to the following general objectives:

- The study should be built and expound upon the existing ESPON research framework and objectives within ESDP with regard to balanced, sustainable development and territorial cohesion.
- The study should lay down a scientific research basis, i.e. overview on existing research works and policies in the field, definition of appropriate concepts, proposals for indicators, datasets which are relevant in the scope of a future applied research project, to measure and display trends and disparities within and between EU 25+2+2 regions. It is envisaged that the work provides an overview on policies, existing research works, and indicators in the field including information on data availability and comparability. The list of indicators proposed should be territorial indicators, covering the EU 25+2+2 territory, preferably at NUTS 3, or at another appropriate territorial scale (lower than National) to be defined by the study in relation to social aspects of territorial development.
- The main final aim should be the elaboration of a proposal for a future applied territorial research covering the theme.

iv) Primary research issues envisaged

The preparatory study should provide information and guidance covering the following 4 parts, in strong relation to the 4 social fields above-mentioned. The required results should cover the EU 25 territory, as well as Norway, Switzerland, Romania and Bulgaria.

- 1) Implementing a policy review, illustrating the state of the social question over the EU 25+2+2. The review should identify key policy goals and mechanisms, and pose key challenges and questions to be dealt with in the future in order to contribute to the further achievement of territorial and social cohesion objectives. The policy review should provide a picture of the EU situation, comparing national and possibly regional situations, with regards to public intervention and policy goals within the above identified social fields. This exercise will obviously be limited by resources and language constraints when it comes to comparing National/regional policies and situations. However, the study should, based on existing overviews and comparisons possibly available in English, come with results on these levels as well, the most important one remaining the EU level, and current EU policies and strategies.
- 2) Implementing a scientific literature review and provide an overview and bibliography of existing research works with European focuses, as a basis for the development and identification of an operational scientific platform (key concepts, and relevant indicators, tools and methodologies) approaching territorial development in its social dimension.
 - This review should lead to a description of the main trends, dynamics and challenges identified within this "compendium of research". The study should present these trends and dynamics in relation to specific type of territories (as identified by existing ESPON projects) and therefore refer as far as possible to

social situations identified within urban areas, rural/remote areas, central/peripheral areas, geographically handicapped areas, etc.

The research should clarify which is the appropriate level to report on the social dimension (e.g. what tells a map on NUTS 2 or 3 level if there exists social segregation on the level of NUTS 5 and below), which indicators are useful to report on which level.

Key is also to consider what was done in the Urban Audit and to define, which are possible links and border lines between a research focus on a "territorial" or on an "urban" perspective.

3) Providing an overview on existing datasets, relevant indicators in the form of a detailed list, including meta-data on how to further collect, eventually harmonise, and manipulate the data and indicators. The study should basically check the availability of data, and present conclusions on the quality and comparability of datasets. The question of the pertinent administrative level and time scale of the indicators will also have to be addressed by the study, taking obviously into account the availability and comparability of data. However, the minimal requirement regarding the administrative level of indicators is at least NUTS 2, preferably NUTS 3.

It should be made clear that:

- <u>Non-harmonised</u> indicators and data should not be collected or built within the scope of this study. In that case, the study should only provide a list of relevant indicators for a future research in that field, covering at least the 4 social fields identified earlier in the project description.
- However, when possible, existing <u>harmonised</u> regional data (Nuts 3 preferably), easily available from EU sources (e.g. Eurostat database) should be collected. European maps should be built on this basis, to illustrate some of the basic territorial trends over EU, regarding key social issues.

An indicative (non-exhaustive) overview of indicators can be found in annex of these Terms of References, presenting harmonised data at regional level on social issues existing within the Eurostat Database (Annex 1). The study could eventually take inspiration from this list.

4) Finally, the scoping study should, based on this elaborated "foundation" for future research possibilities, formulate an elaborated proposal for a future applied research project, covering the EU 25, as well as Norway, Switzerland, Romania and Bulgaria, including relevant options for cross-analyses and territorial typologies using other ESPON findings.

The proposal(s) for a future applied research project should at least provide the general objectives and orientation of the future project, the key questions to be answered, a list of indicators necessary for the analysis, eventually an outline of a methodology for a territorial analysis of social situations, and expected results. Finally the "policy relevance" of the project should be highlighted, showing how such a project could contribute to policy development supporting better territorial and social cohesion.

v) Expected results and timetable

The deliverables of this study should be as far as possible highly operational and coordinated in time and fit into the relevant political agenda. The following time table for deliveries is supposed to reflect these priorities:

Interim Report, 31 December 2005

The interim report will mainly concentrate on delivering an in-depth examination of policy documents and already existing research works in the field, and a list of relevant data, existing at European level and/or from National statistical offices. The interim report will therefore include the following:

- a) First results of the policy review presenting the main policy orientations at EU level, and possibly at National level (comparing national situations), covering the EU 25, plus Romania, Bulgaria, Norway and Switzerland.
- b) First results of the review of existing scientific surveys integrating social issues and territorial development objectives, with EU focus.
- c) A review (detailed list) of existing pertinent territorial indicators and datasets covering EU 25+2+2, available at NUTS 2/3 level. The study should possibly collect European <u>harmonised</u> data (mainly available from Eurostat), and only give information on the availability of other (non-harmonised) data and indicators, and their comparability. Information provided in these lists should also address time scale aspects, and the question of the possible and pertinent administrative level for the indictors presented. Proposal for maps should be made, on the basis of the harmonised data possibly collected.

Final Report, 31 May 2006

The final results should incorporate:

- d) An executive summary of the main results of the whole preparatory study, including a presentation of a list of core indicators on the social dimension of territorial development, and a summary of the proposal for future applied research in that field.
- e) The final results of the scientific literature review (including bibliography), presenting identified territorial trends in relation to the theme.
- f) The final results of the policy review at EU and National level, addressing key social challenges and related policy actions to further achieve social and territorial cohesion aims. The conclusions of these reviews should present a state of the social question, from a scientific and a policy perspective, the key orientations adopted, as well as challenges and questions to answer in the future to further achieve social and territorial cohesion.

- g) European maps displaying preferably at a level below Nuts 2- major territorial trends using some of the indicators pointed out, based on <u>harmonised</u> data already existing at EU level, possibly collected from Eurostat and DG Regio Databases.
- h) A final refined and comprehensive list of requested indicators and related data, and meta-data including explanations on the availability, comparability, quality of the data, use, etc. to be used for further projects within the ESPON Programme.
- i) Presentation of the proposal elaborated for future applied research, for the further implementation of a territorial analysis of social situation and disparities of EU territories and the deriving potentials, with regard the policy objectives set in main National policies, and EU Strategic documents (Social Strategy, ESDP, Third Cohesion Report, Revised Lisbon Agenda), and upcoming Community Strategic Guidelines on Cohesion.

This proposal for a future applied research project should include clear problematic, objectives, research issues, indicators to be used, intended results which could be obtained within the up-coming research, possibilities for territorial typologies combining social indicators and ESPON territorial indicators (developed within other ESPON projects), and policy relevance of the project.

vii) Existing access points

The access points listed below will serve and provide the tender with constructive information in the process of preparing a proposal for this study. It is not meant to be exhaustive information; however it can serve as a guide in tracing additional existing information in this field. This list is presenting a majority of social studies and should be extended and complemented with more "territorially" oriented documents.

• The ESPON website (www.espon.lu) can serve as a helpful starting access point. All needed documents on how research studies within the ESPON 2006 programme are conducted, and previous research projects which can be helpful (especially *Demography trend 1.1.4* and *R&D policy impact 2.1.2*) on top of the ESDP objectives and guidelines.

As well, available at the ESPON website, the ESPON Data Navigator should serve as tool for a first EU data and indicators review.

 Access points related to EU social cohesion objectives and recently published reports in the field:

Revised Strategy for Social Cohesion, Council of Europe, March 2004- This revised strategy on social cohesion was approved by the Council of Europe in 2004 and was drawn up by the European Committee for Social Cohesion (CDCS) with the aim to provide an understanding of social cohesion and to set out guidelines for future work.

A new partnership for cohesion, convergence competitiveness cooperation, European Commission, 2004. Third report on economic and social cohesion in Europe.

Report of the High Level Group on the future of the social policy in an enlarged European union, European Commission, 2002. ISBN 92-894-7984-1- The report identifies the main challenges, opportunities and pathways for actions for Europe in the next future in fields of employment and social policy.

Joint report on social inclusion 2004, The European Commission, ISBN-92-894-7989-2. This document reports on the National Action Plans and the newest update in this field.

Social situation in the European Union 2004

http://europa.eu.int/comm/employment_social/social_situation/docs/SSR2004_en.pdf

This document from the European Commission takes up a number of aspects and trends of social situation in Europe at the moment.

Other sources

OECD "Territorial Outlook 2001", and other documents available at www.oecd.org

In particular Part III of the "Territorial Outlook 2001" (Core policies for territorial development), Chapter 6 on Policies for social development. The document gives, among other things some interesting indications on a methodology to follow for a spatial analysis of social disparities.

SPESP- Study Programme on European Spatial Planning

Financed by the European Commission, available at

<u>http://www.nordregio.se/spespn/welcome.htm</u> for all reports and sub-reports <u>http://www.nordregio.se/spespn/Files/1.3.final.pdf</u> for the sub-report on social integration

http://www.nordregio.se/spespn/spesp103.htm for the maps on social integration

Urban Audit

The Urban Audit reflects aspects of quality of life in European cities, providing indicators, covering different domains, including socio-economic aspects.

More information at:

http://www.urbanaudit.org/index.aspx

viii) Budget

Amount allocated to this preparatory study: 100.000 €max.

Annex 1

Availability of main social indicators at regional level Indicative and non-exhaustive overview of some potentially relevant Eurostat and DG REGIO datasets

Preliminary remarks:

This is an indicative and non-exhaustive overview of some potentially relevant Eurostat and DG REGIO datasets containing regional or geographic data.

In principle, regional data are available at NUTS2 level. Data gaps (individual missing MS and/or years) are not mentioned.

Social services

- Health services
 - O Availability of health personnel and hospital beds (absolute numbers and rates per inh.; no locational information)
 - Point location of hospitals with >300 beds (DG REGIO Study on Mountain Areas)

Employment and income distribution

- Unemployment and unemployment rates
 - o Total, by gender, by broad age-class (young / others)
 - o Also NUTS3 level for most countries
- Long-term unemployment
- Activity rates
 - o Total, by gender, by age-class
- Employment and employment rates
 - o Total, by gender, by age-class
 - o Employment by economic branch
 - o Full-time / part-time work; weekly hours of full-time work
 - o Commuting between NUTS2 regions
 - o Combination with other LFS available dimensions possible (e.g. educational level, degree of urbanisation).
- Household accounts
 - o Household income (regional accounts ESA95 methodology)
- Household Budget Survey
 - National level data, but some data available by degree of urbanisation (3 categories)

Housing

- Number of households (LFS)
 - By degree of urbanisation (3 density classes inside each NUTS2 region)
 - o To be combined with e.g. total population by density class for average household size.
- Spatial patterns and size of built-up areas
 - o Land Cover data (JRC EEA)

Education and training

- Educational attainment level of population
 - o Data from Labour Force Survey
 - o Potential breakdown (depending on reliability thresholds) by gender, age class, employment status, ...
- Student enrolment statistics
 - o Different dimensions available (age, educational level)
- Life-long learning
 - o Participation of adults in education and training (LFS)
- Early school-leavers
 - o LFS based data
- Point location of universities and polytechnic schools (DG REGIO Study on Mountain Areas)