

**ESPON**  
**TERMS OF REFERENCE**  
**PROJECT 3.2**

**“SPATIAL SCENARIOS AND ORIENTATIONS  
IN RELATION TO THE ESDP AND COHESION POLICY”**

*(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 **Lisbon Strategy** is a clear commitment to sustainable development bringing about economic, social and environmental renewal in the European Union. The **Lisbon Summit** started a process of making Europe in 2010 the most competitive and dynamic knowledge-based economy in the World, capable of sustainable economic growth with more and better jobs and greater social cohesion. A competitive and dynamic knowledge-based economy has as well a territorial dimension, which shall be fully integrated in the project.

The **European Convention** has recently proposed to add the aim of Territorial Cohesion to the Treaty of the European Community as part of EU Cohesion Policy. Further development of the concept of territorial cohesion is expected in the ongoing political discussion on future Structural Funds involving as well discussions in the Subcommittee to the CDCR on Spatial and Urban Development (SUD). The expected Third Cohesion Report for the end of this year will be the next Commission document for the ongoing process of dialogue.

The **Second Cohesion Report** represents 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.

The preliminary results of the first 16 ESPON projects by August 2003 serve as a strong scientific basis for the propositions of the Commission in the **Third Report on Cohesion**, in view of the reform of post-2007 Structural Funds. The Third Cohesion Report, which is currently being drafted, is planned for publishing by late 2003.

Relevant parts of the Third Cohesion Report and developments linked to the future Treaty and the Lisbon process as well as relevant inputs from the SUD-Committee shall be taken thoroughly into account in carrying through this study.

Another very relevant issue to take into account are spatial visions elaborated at transnational level under the INTERREG Community Initiative Programme. These visions and strategies for the development of transnational territories should provide useful orientations for scenarios for an enlarged EU territory as well as methodological contributions for the scenarios for the enlarged European territory to be developed within the project.

Eventually, depending on decisions at political level, a reviewed and proactive ESDP policy document embracing the enlarged territory of the European Union as well as further development within Cohesion policy in relation to objectives for Community support and intervention should be able finding support in using operational results from project 3.2.

### *(i) General scope and context*

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 “**Spatial scenarios and orientations in relation to the ESDP and Cohesion Policy**” belongs to the third strand and therefore holds a key position in the elaboration of the whole programme. First, by making use of the project results achieved in the development of scenarios for the enlarged European territory. Secondly, by continuing the necessary activities in relation to a scientific coherence and common platform for the ESPON projects established by project 3.1.

#### *Spatial scenarios*

The ground is laid by the ongoing and planned ESPON projects within the CIP, which should be the foundation for scenario building and recommendations for policy orientations in relation to the ESDP and the concept of Territorial Cohesion. Moreover, additional ESPON projects might follow the enlargement of the EU, projects, which project 3.2 should take into account.

The scenarios to be developed by project 3.2 should on the one hand be prospective<sup>1</sup>, capable of prognostics with reference to a laissez-faire scenario on themes of the ESPON and policy orientations of the ESDP such as balance and competitiveness of territorial structures, polycentrism at Global/European, transnational/national and/or regional/local scale, access and innovation capacity in different territories and/or types of regions as well as management of natural and cultural phenomena as part of a sustainable development model.

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<sup>1</sup> Prospective scenarios are here defined as scenarios with the point of departure in 2003 describing a future situation under certain conditions (roll-forward scenarios).

On the other hand the scenarios should as well be proactive<sup>2</sup> testing alternative objectives and provide insight for recommendations on policy adjustments/changes in EU policies that would favour a balanced and polycentric territory and territorial cohesion within an enlarged European Union.

The time horizon for the spatial scenarios is set to 2015 (mid term) and 2030 (long term). For some processes affecting territorial development and territorial structures, such as urbanisation, rural-urban relationship and demographic changes, a long term horizon is needed in the scenario building. A mid term perspective might only be feasible for some scenarios based on impacts of existing policies with a shorter term perspective. Also it will be useful to measure the immediate impact of the future structural period (2007 to 2012 or 2013), for which 2015 seems a very adequate time horizon. Project 3.2 should, therefore, consider the management of different time horizons in the elaboration of spatial scenarios.

The scenarios developed by project 3.2 shall be of a scientific/technical nature. However, they should at the same time be able to nourish policy development and even visionary discussions at European level concerning the territorial structures of an enlarged European Union. In doing so, an integrated and cross-sectoral approach shall be followed exploring potential added value and synergy stemming from territorial coherence and mutual support from different policies in meeting territorial objectives.

The scenarios envisaged should as well include a balance of qualitative and quantitative elements.

### ***Scientific coherence and guidance***

From January 2005 Project 3.2 shall as well ensure a continuation of the task of scientific coherence and guidance within the ESPON programme of ongoing projects as well as developing further ESPON tools, such as the ESPON database, map-collection, Hyperatlas, etc. towards an ESPON GIS. These tasks are currently undertaken by project 3.1, running until December 2004.

The task of ensuring considerations on enlargement towards EU 25 and later on EU 27 in all thematic and policy impact study shall continue. Even if most studies have been/will be constrained by data availability (within Eurostat databases as well as for EU candidate countries); all projects should contribute with inputs of data for EU 27 plus Norway and Switzerland.

It is clear that Project 3.2 is of a different nature with respect to the projects under Priority 1 and 2. It should basically make use of results and data sets elaborated by the ongoing ESPON projects, and not preview substantial new data collection or maps on trends and policy impacts within the project. The challenge is to make proper use of all ESPON results and tools, data and maps provided so far in the development of scenarios and orientations.

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<sup>2</sup> Proactive scenarios are here defined as scenarios with the point of departure in a future situation defined by political orientations (ex. Polycentrism at European scale in 2030) describing the necessary activities in relevant policy fields for achieving the objective (roll-backwards scenarios).

However, in need of complementary information, the possibility to address ongoing projects for additional information and even Eurostat with requests for further data inquiries should be explored.

## *ii) Specific objectives*

The specific objectives of this project, entitled “**Spatial scenarios and orientations in relation to the ESDP and Cohesion Policy**”, are the following:

- To “learn from the future” by elaborating clearly distinctive and contrasting scenarios for a sustainable territorial development of an enlarged European Union (EU 27) and the neighbouring states of Norway and Switzerland, highlighting contradictions, if any, between objectives and means as well as between different geographical areas and levels.
- To explore the major driving forces, their territorial trends and impacts, based on the results from other ESPON projects.
- To adopt a prospective focus and anticipate and forecast mega-trends, structural changes and territorial imbalances contradictory to territorial cohesion, balance and a polycentric development.
- To assist policy development in relation to the ESDP and Territorial Cohesion by proactive scenario approach to the enlarged European territory testing different political objectives and orientations proposing the necessary policy support
- To continue the scientific guidance within the ESPON programme and the further development of innovative ESPON tools
- To continuously maintenance and update the ESPON database

Carrying through the project comprises:

### *Spatial scenarios*

- To provide an in depth survey of scenario techniques used both in strategies and planning for territorial development and in economic policy development as a basis for further progress of the project. The inventory of feasible scenario methods shall be assessed and recommendations presented for the ESPON Monitoring Committee creating a common understanding of the scenarios to be developed. In this respect, examples of maps and cartography used shall be presented and evaluated;
- To define the major driving forces affecting territorial development and cohesion on the basis of final results of projects under priority 1, 2 and 3 selecting the most significant socio-economic trends and EU policy impacts to be included in the scenario process;
- To apply an commonly agreed and recognised technique in developing alternative and clearly distinctive scenarios showing developments of the enlarged European territory and typologies of regions/groups of regions relevant for territorial cohesion objectives and ESDP policy orientations, such as regions lagging

behind, with geographical or demographic handicaps, predominantly rural areas as well as Functional Urban Regions (FUR and MEGA's);

- To explore transnational spatial visions that might have been developed in the framework of Interreg II C and Interreg III B project and consider their strategies and methodologies in the scenarios development process.
- To examine the achieved results in the light of the ESDP policy orientations and options, in particular sustainability, territorial balance and polycentrism, as well as in relation to policy orientation for territorial cohesion stemming from the forthcoming Third Cohesion Report and eventually a new Treaty;
- To prepare the scenarios in a cyclical and dynamic process allowing the Monitoring Committee to take active part in the "scenario team", where the scenarios are gradually developed and tested before the final results;
- To prepare and support a communication process exploring the scenarios at political level, that can improve the understanding of spatial development trends and issues of territorial cohesion within an enlarged EU. A communication strategy could include different elements from informal consultations to futuristic stories supported by cartographic illustrations.

#### ***Scientific coherence and guidance***

- To ensure a continuation of the guidance done by project 3.1 on technical and scientific level of the ESPON 2006 Programme and the projects under measure 1 and 2, including data collection, spatial tools, further development of a ESPON GIS and map-making facility, as well as preparing for the cross thematic exploitation of integrated results based on all projects prepared under the programme.
- To further develop the common platform concluded at the ESPON seminar in Crete 7-8 May 2003 and under development following the Matera seminar on 6-7 October 2003 for the ongoing projects under priorities 1 and 2, i.e. provide support to the ESPON projects on common definitions and formats for the collection of a ESPON database, develop further a common framework for territorial indicators, typologies and concepts etc. as well as propose a system for a continuous updating of the relevant data from terminated ESPON projects.
- To bring added value to the results of the individual projects through dialogue with TPG on their results and their potential use in different contexts, including support to scenarios and recommendations for policy development as well as assistance to the promotion and networking of the ESPON programme.

In carrying through the project a close co-operation and meeting activity with the Co-ordination Unit of the ESPON in Luxembourg shall be foreseen.

### ***iii) Expected results and timetable***

A number of important results shall be achieved. The following list of results and timetable indicates the deliveries and flow expected. In addition, summary/progress reports at every of the biannual seminars should be provided:

#### ***April 2004 (First Interim Report):***

- a) Overview of existing examples and assessment of alternative methods for scenario building in relation to the development of territories at European, transnational, national scale as well as for typologies of regions, such as metropolitan urban regions and regions with a territorial handicap;
- b) Classification of scenario methods, including analysis of different methodological options, covering both prospective and proactive scenarios, their strong and weak points, an overview and assessment of main driving forces selected, data requirements as well as policy orientations, implementation strategies, governance issues and communication strategies related to the cases examined (under a);
- c) Recommendations for the next phase of the scenario process, taking into account the elements mentioned (under b) including the first sketches of the main features and driving forces of the scenarios as well as first ideas on a communication strategy in order to involve the MC in an informal debate on prospective/trend scenarios and orientations.
- d) Report on progress made and envisaged concerning scientific guidance and the common platform as well as the ESPON data base and mapping collection. Tasks related to scientific coherence and further development of ESPON tools will start only as from January 2005 as they are currently undertaken by project 3.1. The project is therefore asked to ensure a smooth transition of these tasks during end 2004.
- e) Proposed timetable for the next phase leading to the Second Interim Report including a communication plan involving in particular the ESPON Monitoring Committee.
- f) Consensus on indicators and necessary data after a precise analysis of the availability and comparability of data within the ESPON Data Base and at Community level. The project should also indicate how, for these analyses, the results of the study programme and the results of the ESPON projects in course, in particular under priority 3.1, should and will be taken into account. This task should also define the appropriate geographical levels and technology required for data collection, modelling and cartographic illustrations, taking into account the availability of the data.

#### ***March 2005 (Second Interim Report):***

- g) Draft alternative prospective/trend scenarios and orientations including a reference scenario. The scenarios shall in particular cover the results of projects under priority 1 in an integrated way and as well include a global dimension;

h) Draft alternative proactive scenarios and the EU policies to be addressed in a potential realisation of each individual scenario, including a first identification of potential contrasting orientations on the implementation of spatial objectives into the existing EU policies – from analytical tools to policy measures; the proactive scenarios shall in particular take territorial impact assessments of projects under priority 2 into account and as well include a global dimension;

i) First ideas and policy recommendations for a possible use of the developed scenarios and orientations in the European process;

j) Tools for the identification of threats and potentials for a more balanced territorial development such as indicator lists, databases, mapping methods covering all themes in a comprehensive and integrated way;

k) Proposal on a communication strategy ensuring a relevant informal debate on prospective/trend scenarios and orientations

l) Report on progress of scientific guidance and common platform as well as development and maintenance of the ESPON data base and mapping collection (taking over tasks and responsibility of project 3.1)

m) Proposed timetable and strategy for the next phase leading to the Third Interim Report including a communication plan involving in particular the ESPON Monitoring Committee and major stakeholders.

***January 2006 (Third Interim Report):***

n) Final draft prospective and proactive scenarios in written and visual form, which can ensure the understanding and communicate the importance and potential of a territorial dimension in the development of the enlarged EU;

o) Final draft policy recommendations for a possible use of the developed scenarios and orientations in a process up-dating the ESDP covering the enlarged European territory, including suggestions to the Cohesion policy at EU level supporting territorial cohesion (bearing in mind that the revision of the ESDP is a genuine task of the SUD or the CSD+).

p) Progress report on the implementation of the communication strategy and proposal for further dialogue and information activities.

q) Progress report on the scientific and technical guidance of ESPON projects, including methodologies, indicators, typologies, etc. developed and the state of the art of the ESPON Data Base, Map Collection and GIS;

r) Proposed timetable and strategy for the next phase leading to the Final Report including a communication plan involving in particular the ESPON Monitoring Committee.



### ***October 2006 (Final report)***

- s) Final prospective and proactive scenarios including cartographic illustrations and relevant material for communication
- t) Final recommendations for policy orientations in line with the ESDP and 3CR and the Lisbon Strategy. Recommendations should also take into account sustainable development aspects.
- u) Final synthetic report on the scientific platform for the ESPON 2006, including indicators, methodologies, concepts, typologies and data, on tools developed, including the ESPON Data Base and ESPON GIS, followed by recommendations for further improvements in a continuation of a European research network in the field of spatial planning and territorial development.

### ***iv) Rationale and structure***

#### **1. Scope, focus and driving forces**

The following text has the **role of shaping the mind of thinking** in developing a proposal for undertaking the ESPON project 3.2. The text is **not to be considered obligatory or exhaustive**, but to serve the purpose of guiding and inspiring the tenderer in developing a proposal for project 3.2.

After the achievement of improving the analytical base, the focus should be directed towards the preparation of projects with prospective/proactive character incorporating various spatial development trends in different types of regions. The preparation of spatial scenarios up to 2030 should employ an innovative, creative and multi-methodological approach and should be focused on the policy orientation of the ESDP and the Cohesion policy under the heading of a balanced and sustainable development.

All scenarios should consider that different points of view might exist in Members States and candidate countries. The methods applied should try to integrate these views but, if necessary, allow different kind of scenarios. The art will be to develop a common approach without suppressing deviating positions.

The second step for drawing policy conclusions should be achieved by a kind of roll back process. The identification of scenarios assumes policy responses on spatial developments. Consequently, the second part of the measure supports the deduction of necessary policy responses in order to achieve or to avoid intended or unintended spatial developments identified by the scenarios. The question is what we have to do now if we want to achieve the long term developments proposed in the scenarios. Consequence for policies should cumulate in suggestions for the adaptation of the ESDP and Structural Funds Policy in the wake of the 2007 reform.

Necessary links should be set up with Interreg III A,B and C, in particular with developed Spatial Visions, as well as Interact and Urbact projects, ensuring an integration of lessons learned in scenarios as background for spatial visions.

The scenarios need to be studied with a broad focus, including all the neighbouring countries (also the Balkan area, and the Eastern and South Mediterranean countries, and the eastern part of the Barents Region). If possible a discussion process with research institutes from those areas ought to be launched.

The scenarios should indicate possible domains and territories of the EU policies and should allow better identifying and describing the strengths and weaknesses of Europe's spatial structure in the midterm future.

The forthcoming enlargement of the European Union presently determines the general formation of a political opinion. The investigation of the regional impacts of the EU Enlargement by means of scenarios by 2015 and 2030 is therefore of special interest.

The creation of a scenario should be based on the following aspects and might be complemented by additional aspects based on a sound and comprehensive methodology:

- population trends and population distribution
- internal migration (urban-rural etc), international migration and migration potentials (incl. replacement migration)
- regional economic involvements and impacts (regional competitiveness)
- societal and social aspects (subjective regional attitudes of the population on the enlargement)
- adjustment and development of the infrastructure (transport and accessibility; energy networks) and of services of general interest
- spatial consequences (development of the urban systems (3 scales), of rural areas and of the agricultural markets, special aspects of the development of regions on the present external EU border)
- Reform of the European Structural Funds
- Integration of new member states (closing gap concerning e.g. social conditions, GDP, etc.)

As mentioned above under the specific objectives a task of continuing the frame setting and guidance within the programme prevails, including

- Technical and analytical support and guidance (data-base and mapmaking, concepts and typologies for spatial analyses, spatial concepts)
- Territorial and thematic calibration in relation to ongoing research projects
- Preparation for the exploitation of results of all projects
- Compilation and structuring of recommendations to further policy development in support of territorial cohesion
- Assistance in the promotion and networking of the ESPON programme

## 1.2 Ideas for the structuring of the project

The following ideas could provide useful guidelines for the elaboration of scenarios and orientations. Basically, it appears that the elaboration of policy scenarios could be organised along 4 strands:

- Trend analyses (*Strand 1*)
- Analyses of forces shaping the European territory (*Strand 2*)
- Elaboration of scenarios (*Strand 3*)
- Validation of scenarios (*Strand 4*)

### ***Strand 1: Synthesis on main trends shaping the European Territory***

A first step of the analysis is the realisation of a synthesis of main trends shaping the European territory at various scales of time and space. Various sources of information can be used: the results obtained by various ESPON projects under Priority 1 and previous results like the Study Program on European Spatial Planning; various studies carried out under Interreg IIC/IIIB. The ESPON database elaborated by the TPG ESPON 3.1 would also be a valuable input if it is sufficiently harmonised and coupled with spatial analysis and cartographic tools like the ESPON Hyperatlas or the Web-GIS. Nevertheless, those inputs might not be sufficient as activities elaborated so far within ESPON programme are based on databases with a narrow spatial and time focus.

**The time focus of ESPON projects** is in most cases limited to the brief period 1995-2000 as it is difficult to build databases on accession countries before 1996 and because of recent changes in the Nuts division. Generally speaking, the Terms of Reference of most ESPON TPG's requested the scientists to produce a picture (photography) of the European Territory in 1999-2000 rather than an evaluation of trends (film). In fact, it is possible to obtain long-term trends for basic variables like population, accessibility or economic activity, but it might imply the development of a specific methodological work package using efficient statistical methods and spatial analysis tools for the reconstruction of coherent time series and harmonised maps.

**The spatial focus of ESPON projects** is EU27 plus Norway and Switzerland, which is sufficient for the realisation of a picture of European Territory in 2000. For a long term approach of the trends shaping the European Territory a wider territorial context should be considered. The construction of a database on the world situation is necessary for scenario development as Europe is not an isolated system. A specific work package on "Europe in the World" should be included in order to provide evidence on the global dynamics at world scale and at Pan-European scale (relation with Eastern Europe, Northern Africa, and Middle East...).

### ***Strand 2: Identification of main driving forces for long term territorial change (presently shaping and likely to shape the European territory in the long term)***

Scenario writing in spatial development makes the identification of major driving forces shaping the European territory necessary. Not only the forces underlying the trends identified are of importance, but also the factors of change which might induce new dynamics and even trend reversal in the medium and long range. These driving forces, largely exogenous with respect to territorial trends, will deeply affect relative regional

performances and territorial equilibrium. These driving forces refer normally to several dimensions, which have to be taken into account:

- macroeconomic trends and policies related to integration and globalisation: exchange rate of the euro, structure of the EU budget, impinging on development capability of weaker economies and firms, sectoral structure, firms location inside the enlarged EU;
- the EU enlargement, as it will affect markets for goods, for production factors, and for firms location/relocation, and on interregional migrations;
- technological development, impinging on territorial competitiveness, mobility structure, human interaction, ...;
- access to services of general interest (territorial coverage, quality, costs, ...)
- social and cultural forces including factors of equity, identity, life styles, demographic evolution, migrations etc.;
- evolution of locational preferences of population (suburbanisation, sprawl, big/small centres, second houses and retirement areas) and of location factors for firms (factor prices vs. quality of services and of the socio-environmental context)
- impact of policies at various levels and in various sectors
- non-sustainable trends and the need to reduce inconsistencies between environmental, social and economic factors and policies (also consider the main threats to the sustainable development of Europe e.g. global warming, loss of biodiversity, soil loss, population ageing, food safety, hazardous chemicals and public health in general, etc.)

As far as the last point is concerned, the **present and potential impacts of Community policies** are of primary importance. The results achieved by ESPON projects under Priority 2 should be a major input. It can provide ideas of the efficiency and/or lacks of actual sectoral policies. The elaboration of common methodologies like the *Territorial Impact Assessment* can certainly be a key for the construction of a systemic approach of policy scenarios, where unexpected negative or positive results can appear, when two policy proposals are combined on a same territory. However, ESPON results will probably not be exhaustive for the purpose of scenario building and it will be necessary to take into account numerous other inputs provided by various expert groups (such as the OECD, CPMR) or political bodies (EP Committees, Committee of the Regions, SUD,).

Besides, some interesting inputs can be inferred from the **transnational level**. In the InterregIIC/IIIB zones a new way of thinking on spatial development is emerging. It is based on the common points of interests within the transnational area. In some cases, this new practice has materialized in **transnational spatial visions**. These visions can be considered as test cases of a modern and strategic spatial planning at this scale. They should be considered as useful elements in the process of developing scenarios for the European territory.

In addition, **national spatial visions** (and regional spatial strategies in the countries where such strategies are developed at regional level and not at national level) are also significant and need to be considered. The differences within Europe concerning *planning cultures* need as well to be taken into account. This point is important for making the European scenarios pragmatic and understandable in the entire European Union. In this topic, some inputs will become available from ESPON project 2.3.1 ("The

application and effects of the ESDP in Member States, 2004-2006”) and to some extent from the ECP network.

### ***Strand 3: Elaboration of scenarios with a cross thematic and territorial expertise***

Several types of scenarios could be considered optional and clarified during the first phase of the project towards the first Interim Report:

- Trend scenarios (one or more), which will show the territorial impacts of present trends and already identified factors of change on a long period of time in a context of insufficient and weak policy intervention;
- Contrasted scenarios. These could comprise:
  - Negative scenarios, showing the territorial image of what is not desirable and the factors underlying such an evolution. These scenarios may not necessarily be in relation with trends, but should constitute persuasive images arguing for more intense and coordinated policy approaches.
  - Policy scenarios, showing the territorial impacts of improved and coordinated policies in various fields affecting the spatial development.

According to the intentions in the ESPON Programme methods of building scenarios and results should be presented in a way that contributes to mutual understanding by administrators, politicians and the wider public. Simultaneously, the scenarios should consider the views of all member-states and candidate countries as well as Norway and Switzerland, in particular as far as working hypotheses are concerned. The method applied should integrate these views.

Starting from the previous inputs (*Strand 1 and Strand 2*) it will be necessary to elaborate the scenarios in a very efficient way, which means in practical terms that a limited group of experts should be in charge of the elaboration of scenarios. This group of expert should work in close contact with the Monitoring Committee and the CU and, through the proposed communication strategy, should also take into account the results of the informal debate among stakeholders.

This process should be seen as a very dynamic process which could also be influenced by major events and political decisions adopted in the course of the project implementation (e.g. the Third Cohesion Report, the new regulation on Structural Funds, the current debate on the European Convention and the enter into force of the new European Treaty, etc.)

### ***Strand 4: Validation, valorisation and use of scenarios***

The most important aspect of the entire process of validation, valorisation and use of scenarios is the on-going dialogue and cooperation between the experts involved in the project and the Monitoring Committee, including the European Commission. The strategy that will be proposed by the applicants on how to manage this on-going dynamic process is a key element for the success of the project and the effectiveness of its results.

## **2. References**

### **2.1 Reference to the ESDP**

The ESDP is the first European effort on policy orientation for the development of the EU territory. It consists of overall guidelines as well as a number of policy aims relevant for the ESPON Programme. In pursuing integration and a horizontal approach, 4 basic elements are present: cohesion (economic and social), preservation and development (of natural and cultural assets), competitiveness (of different territories), and co-operation (within larger territories, between cities and between rural and urban areas). These basic elements are supposed to be applied in support of sustainable development and thereby transcend all programmes, projects and research related to spatial development. The ESPON programme offers the chance to apply these overall aims in factual research. This is actually required already in the ESDP document and for researchers it is a major challenge to support the operationalisation of this overall aim. Tenderers should include their comprehensive understanding on the achievement of sustainable territorial development.

According to some critics, cohesion, co-operation, preservation and competitiveness are highly exclusive with respect to one another, and that opposite political claims do not represent a pertinent context of sincere research. The question is whether, or to what extent, with the territorial reference it is possible that these elements can be reconciled simultaneously towards common objectives.

Furthermore it should be investigated, whether there are visible limits of the spatial approach, and how it could be further improved. The territorial approach was put on the agenda in order to bring added value to policies through better co-ordination of their overall impact. How far can the territorial approach support economic and social cohesion and sustainable development of the EU, and how?

### **2.2 Reference to Third Cohesion Report and the following process**

The tenderer should pay special attention to the currents ongoing debates on the future of the Structural Funds and the results of the European Convention. A key reference document will be the Third Cohesion Report that will be adopted by the European Commission by the end of 2003.

In the ongoing debate “territorial cohesion” has been proposed as a new objective for the process of cohesion within an enlarged European Union. The objective was first presented in the Second Report on Cohesion.

The results of the European Convention include a proposal for a revised Treaty for the European Community including the objective of territorial cohesion.

The tenderer should throughout the process of implementing project 3.2 follow closely the development of the political process in relation to territorial cohesion.

As for the Third Cohesion Report, this report might be a key document for a further clarification of the concept of territorial cohesion.

In support of the debate on spatial planning and territorial development an expert committee is set up under the Committee on Development and Conversion of Regions

(CDCR). The outcomes of meetings in sub-committee on Spatial and Urban Development (SUD) are as well to be seen as important reference for the scenario building process.

### **3 Recommendations on further policy development in support of territorial cohesion.**

The orientations expected by ESPON project 3.2 are envisaged to cover the following elements:

#### **3.1. Territorial cohesion in policies and interventions**

Policy recommendations in potential thematic fields at European level and their potential articulation within national, regional and local policies should be included. The Third Cohesion report and the ESDP policy orientations already/will provide references.

In particular, the policy recommendations should focus on territorial structures and imbalances and be in line with the objectives for territorial cohesion, balance and polycentrism.

In relation to the policy options of the ESDP policy recommendations should consider:

- To specify in which fields and under which European sectoral and structural policies and Community intervention, territorial development orientations should be envisaged and how these should be linked to national, regional and local policies.
- To specify concrete Community actions that could be implemented, and the modifications necessary in the current sectoral policies, to progress towards a balanced and polycentric development of the Community territory;
- To define integrated territories with common dynamic opportunities relevant for specific policy support and intervention, having in particular a European and transnational dimension in mind based on diagnosis of these territories combining territorial and socio-economic indicators (such as European global integration zones, etc.);
- To define integrated territories with specific features at risk and relevant measures for support and intervention (the Cohesion report already identified such regions);

All in all, it should be investigated, which elements for improvements and recommendations would be relevant for the policy guidelines and aims as well as the scope of a European territorial policy orientation/the ESDP derive from the project: How could a further territorial differentiation of policy aims be supported for an enlarged EU territory? Where do gaps exist, which need to be better addressed? Which elements should be further elaborated?

#### **3.2 Further development of a European territorial research network**

Policy recommendations should also address a further development of a European excellence in the field of spatial planning and territorial development. Recommendations should be based on an inventory on open questions from ongoing projects and an assessment of requirements for further research in relation to policy recommendation made (see above). They should guidance for a follow up of the ESPON programme after

2006 and the long-term development of a knowledge base on spatial planning and territorial development.

Basic considerations could include a review of the application of concepts and methodologies, relevant indicators and typologies, the future of the ESPON database, an assessment of mapping tools and methods developed.

In addition, experiences of European networking in the ESPON process could lead to recommendations on future structures for a continuation of a European research capacity in the field of territorial studies and research.

#### **4. Contribution to promotion and networking of the ESPON programme**

##### **4.1. ESPON Seminars and briefings**

The cross-thematic project plays a key role in the thematic preparation of the ESPON seminars (2 per year) and briefings for ESPON Contact Points etc. Both are key elements for the progress of the ESPON Programme.

##### **4.2. Preparation of working papers and a final synthesis reports**

The project takes responsibility for the preparation of working papers (on the basis of inputs from ongoing TPG) and two final synthesis reports, one on the scientific platform, one on the main results of the ESPON programme. The medium for dissemination will (probably) be the Internet.

##### **4.3. Contribution to the ESPON web site**

The Coordination Unit provides information to specific groups and a wider public on progress made in the ESPON programme. A key media is the ESPON web site on [www.espon.lu](http://www.espon.lu). The maintenance of the ESPON web site and the production of news articles and briefing are tasks of the Co-ordination Unit. All projects are requested to contribute to the periodic information via the ESPON web site of the CU. The tenderer of project 3.2 shall as well be ready to provide inputs to the ESPON web-site by synthesizing information provided by the other projects and contribute in general to the content of those this media.

##### **4.4. ESPON data base and mapping tools**

The tenderer of project 3.2 shall provide a continuation of the support currently undertaken by project 3.1. This includes in particular quality control of data sets provided for the database by ongoing projects. As well a proposal for the maintenance and update of the ESPON database should be foreseen. The tenderer should in addition foresee some support in relation to the provision of data from Eurostat.

Concerning mapping tools currently under development the tenderer should assist in the process of integrating mapping tools and the database into a GIS system, eventually also including a module for spatial planning purposes. A separate feasibility study will be undertaken outside project 3.2.



### *vi) 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.

In particular, information about the ESPON programme and up-to-date information about the progress of the ongoing ESPON projects can be found on [www.espon.lu](http://www.espon.lu). In the wave of new projects being launched by the MC, Interim and Final Reports from these projects will represent important reference points for the scenario project.

In addition, the following reports provide relevant information:

- The Second Report and the (forthcoming) Third Report on Cohesion
- The ESDP
- Documents related to the discussion of the Structural Funds, in particular documents dealing with territorial cohesion
- Interreg II C and IIIB projects on transnational spatial visions, which might provide some practical experience in use of scenarios at transnational scale
- OECD activities on territorial indicators and analysis
- DATAR – ingérop: Elaboration of a long term polycentric vision of the European space. December 2001.
- Council of Europe – Guiding principle for the sustainable spatial development of the European continent. Document presented at the CEMAT conference, Hanover, September 2001.

Moreover, experiences in preparing a bid for this project could be gained in the framework of the "Study Programme on European Spatial Planning" within the themes of "Geographical Position", "Spatial Integration", "Economic Strength", "Social Integration", "Land-use Pressure", "Natural Assets" and "Cultural Assets" of the strand "Criteria for Spatial Differentiation". A first cross-sectional approach related to this priority has already been implemented within the Study Programme and should be continued within the ESPON 2006 Programme.

Concerning methodological approaches to scenario building further information on the concept of negative scenarios comes from the philosopher Jean-Pierre Dupuy, cf. *Pour un catastrophisme éclairé: quand l'impossible est certain*, 2002, ISBN 2020538970).

An ESPON Data Navigator creating an overview, a handbook, giving information on principal data sources, contact points etc, is available. The Data Navigator covers, in principle, all countries in an enlarged European Union as well as neighbouring countries, Norway and Switzerland.

The ESPON Data Base will continuously expand with European data and data sets produced by ESPON projects and made accessible for the TPG of project 3.2. An ESPON Map Collection will shortly be available.

Further access to European data may be provided by the E-ESDI (Environmental - European Spatial Data Infrastructure) project launched by the DG Environment together

with the EEA, the Joint Research Centre and Eurostat, now named INSPIRE. The INSPIRE project represents the starting point for a spatial database on all sectors.<sup>3</sup>

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<sup>3</sup> See for further information: <http://www.ec-gis.org/e-esdi/>