

ESPON
TERMS OF REFERENCE
PROJECT 3.4.1.
EUROPE IN THE WORLD
(2004 – 2006)

(o) Political challenges for the ESPON projects

The Second and Third Report on Economic and Social Cohesion, published in January 2001 and February 2004 respectively, presented for the first time a third territorial dimension of 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 Cohesion Reports represent 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, fisheries, environment, research and development as well as impacts to be taken into account in Integrated Coastal Zone Management activities;

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.

The Third Report on Economic and Social Cohesion included new scientific knowledge and information from a series of ESPON projects. As such the ESPON programme has met one of its objectives by delivering new scientific knowledge and information on European spatial issues as a basis for future policy development at EU-level and within Member States.

With the results of all 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 and of 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 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 third strand of projects and holds an important position in deepening the aspects of already existing ESPON projects and in improving the knowledge on the position

of Europe in relation to other continents taking part in the global competition focusing territorial dimension as such, an on flows and structures in particular. A number of other projects of the ESPON programme are ongoing and a strong co-ordination will be required with these projects in order to reach consistent projects results within the ESPON programme.

ii) Thematic scope and context.

With the enlargement of the European Union, the consolidation of the European Council with its 45 Member States and the ongoing process of integration with the neighbouring countries, Europe is becoming more and more one great big whole, integrating different parts and regions. However through globalisation, free trade and migration flows, Europe is also more intensely linked to the rest of the world. This makes it impossible and inadequate to see Europe or the European Union as an isolated system, where territorial dynamics can fully be understood on its own.

This need to see Europe in its world-wide context also holds true for the trends, goals and strategies of European spatial development. Given this background it seems appropriate to analyse deeper spatial structures and aspects like polycentrism, accessibility and balanced competitiveness in a more global view. In that respect the ESPON three level approach (European/transnational, national, regional/local) gets embedded into a world orientation and opens by this to a fourth level of analysis.

For the sound interpretation and placement of the European perspective the analytical approach has to cover three demands. The first is related to flows, the identification of relations and linkages between Europe and other parts of the world. The second deals with the territorial structures, the elaboration of structural comparison with comparable “regions” of the world (e.g. areas of economic integration like NAFTA, ASEAN and Mercosur). Both of these analytical steps must consider aspects related to the internal situation within the specific spheres of interest e.g. intra-zonal trade relations, as well as between the different economic zones. Thirdly, more in depth investigation shall be devoted to the embedding of Europe into the geographical neighbourhood (Neighbours to the East, Northern Africa, and Middle East).

The analysis of flows will have to set focus both on influence of Europe in a global context and on the influence on Europe from the rest of the world.

The delimitation of Europe’s areas of influence is of crucial importance to the elaboration of long-term spatial strategies in support of territorial cohesion within Europe. The research shall include flows and other criteria, such as tourism, migration etc. Those measures of European influence shall be combined with other indicators of development (e.g. urbanization, GDP/inh, age structure, etc.), which would help to define the human and economic resources of regions connected to Europe and which kinds of partnership should be formed, based on the specific character of each region.

The analysis on flows shall also concentrate on the diversity of the European territory according to world integration. Some of the questions to be addressed are: Which parts of Europe (states,

regions, cities) can be considered as major or minor “gates” with the rest of the world? What is the level of specialisation of those gates toward selected area of the rest of the world?

The research on territorial structures shall focus on issues such as FUA/MEGAs, rural-urban, accessibility and connectivity patterns and the location of natural and cultural assets and areas of high risk for hazards. The territorial imbalances in socio-economic terms shall be mapped and potentials (that could inspire Europe) addressed.

A special importance and more in depth investigation shall be devoted to the embedding of Europe into the geographical neighbourhood (Neighbours to the East, Northern Africa, and Middle East). Reference should therefore in particular be taken to the ongoing political processes of the Barcelona Process and the Euro-Mediterranean Partnership (EMP) and of the European Neighbourhood Policy (ENP).

The project shall draw on the experiences gained from the political processes in question, shall explore the possible involvement of the “geographical neighbourhood” in relation to existing territorial policy orientations and policy options at European level and shall contribute to new knowledge on the spatial structure of this area, in particular in relation to polycentrism, territorial balance and accessibility and connectivity patterns as well as on the linkages and interdependencies between Europe and neighbouring areas.

The formulation of an effective statistical and cartographic framework for the research on Europe in the world shall be another important outcome of project 3.4.1. The project shall start from the research related to “Europe in the World” already achieved by ESPON project 3.1 on the question of geographical projection and the aggregation level and shall considerate the transposing of cartographic tools already developed within the ESPON programme for the analysis of the situation of Europe in the world.

Results from existing studies of economic factors and trade relations, which have been carried out at European and international level should be exploited in order to benefit from work already done on this complicated subject. In addition, it is important to make the most possible use of already existing indicators at international level, when comparing themes as economic performance and environment.

The project should have a clear link to ESPON project 3.2 dealing with spatial scenarios to gain synergies between the two projects. A close cooperation is therefore obligatory to coordinate in depth and to achieve consistency, preferably through a joint meeting at an early stage in the project implementation. In addition, close contact with project 3.3 is to be foreseen which provides useful insights on the understanding of the territorial implication of the Lisbon and Gothenburg agendas as well as with project 1.1.3 dealing with the polycentric spatial structure of an enlarged European Union..

Finally, the project shall build on the knowledge on flows and territorial structures already part of results from other ESPON projects.

iii) General objectives

The general objectives of the project are as follows:

- a) To refer to the three fundamental objectives within 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 and comparison of the existing spatial structure of Europe in a global context, in particular to the degree and diversity of polycentrism and to gain concrete and applicable information on EU wide effects of spatially relevant development trends.
- c) To contribute to the knowledge on the spatial structure of the European geographical neighbourhood as well as on the linkages and interdependencies between Europe and neighbouring areas based on analysis of selected flows.
- d) To delineate functional influence areas of Europe in the World and to detect the internal diversity of Europe according to world integration. Therefore and for what has been said under b) and c) the project should be sustained by empirical, statistical and/or data analysis.
- e) To develop appropriate indicators and typologies for measuring European influence in accordance to flows as well as for the comparison of Europe and its internal features and territorial structures with other parts of the world and providing an input to the ESPON database and map collection.
- f) To develop possible orientations for policy responses and strategic projects from a territorial perspective, taking Europe's embedding in a global context into account in particular its geographical neighbourhood and in doing so, considering institutional, instrumental and procedural aspects.
- g) To consider the provisions made and to provide input for the achievement of the other horizontal projects under priority 3 of the ESPON programme in particular for project 3.2, such as tools for diagnosis and observation to be able to contribute to the forthcoming long term scenarios.

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

iv) Primary research questions

- Identification, gathering of existing and proposition of new indicators and data and maps to measure and to display
 - functional influence areas of Europe in a global context, in particular according to accessibility as well as on the basis of selected economic and social flows;
 - the definition of the human and economic resources (such as skilled labour migration potential, structure of the “regional” economic potential) of these areas connected to Europe as basis for the formation of (future) partnerships and cooperation based on the specific character of each area;
 - the diversity of the European territory according to world integration; particular attention shall be paid to the definition of “gateway cities” and their functional specialisation (e.g. referring to transport facilities such as the position of sea harbours and airports) as well as to the definition of integration areas according to selected flows.
- Identification of comparable world regions to the European space in order to make a comparison along selected indicators possible involving demography, economic performance, environment etc. as well as along major spatial structures;
- A diagnose of the spatial tissue and structure of the geographic neighbourhood of Europe in relation to polycentrism and territorial balance as well as of the linkages and interdependencies between Europe and neighbouring areas based on analysis of selected flows.
- Formulation of an effective statistical and cartographic framework for the needs of the research, in particular in relation to the questions of geographical projection and by adapting the level of aggregation to the specific needs of European policy;
- Classification of Europe’s regions of influence in order to create a sufficient and comprehensive typology based on the results of analysis of flows and diversity of their human and economic resources (such as skilled labour migration potential, structure of the “regional” economic potential).
- The cooperation and networking of cities at global scale in support of polycentric development and better territorial balance;
- A further operationalisation and territorial diversification of the policy aims and options adopted in the ESDP, including an adaptation to the territorial diversities within Europe.

v) Expected results and timetable

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, deliverables of the project should be highly operational and as far as possible fit into the relevant political agenda. The following timetable and specification of output is reflecting this objective:

March 2005: First Interim Report

- a) A first description of identified relations and linkages between Europe and other parts of the world as well as a first structural comparison of Europe to comparable world regions on the basis of available indicators and necessary data after a precise analysis of the availability and comparability of data at global and national level;
- b) A first diagnose of the spatial structure of European neighbourhood areas in relation to polycentrism and territorial balance.
- c) Determination on the appropriate statistical and cartographical framework, taking into account the availability of the relevant data at global and national level;
- d) An overview on methodology and hypothesis for further investigation as well as possible final results;
- e) A detailed and comprehensive list of main requests for statistical and geographical data to be collected mainly from Eurostat and OECD.

December 2005: Second Interim Report

- f) Further developed results on the basis of available indicators, including global and European maps showing, as far as possible identified European areas of influence as well as European integration areas and a further elaborated structural comparison of Europe to comparable world regions;
- g) Further deepening of the knowledge on the spatial structure of European neighbourhood areas in relation to polycentrism and territorial balance as well as accessibility and connectivity patterns.
- h) Establishment of a new database, so far based on indicators available;
- i) A second revised and extended request for further indicators to be collected;
- j) First ideas on policy recommendations at European level with a particular focus on the possible involvement of the “geographical neighbourhood” in relation to existing territorial policy orientations;
- k) First ideas on strategic projects for improving EU competitiveness in the World

May 2006: Final Report

- l) An executive summary of the main results of the research undertaken and recommendation for policy developments;
- m) Comprehensive presentation of the analysis
 - on flows including the delimitation of functional influence areas of Europe in a global context and on aspects related to the internal situation within these spheres of influence,
 - on the diversity of the European territory according to world integration
 - on the structural comparison of Europe with other parts of the world
 - on the spatial structures of European neighbourhood areas as well as on linkages and interdependencies between Europe and neighbouring areas.
- n) Presentation of access points and concrete ideas for policy responses to the detected results that could improve territorial cohesion;
- o) Presentation of the developed definitions, indicators and typologies;
- p) Presentation of the database and the maps developed;
- q) Listing of further data requirements and ideas of indicators, concepts and typologies as well as on further developments linked to the database and mapping facilities as well as proposal on strategic projects for improving EU competitiveness in the world.

vi) Rationale and structure

The following text has the role of shaping the mind of thinking in developing a proposal for undertaking the ESPON action 3.4.1. The level of ambition in carrying through the study shall rely on the utmost use of existing material, statistics and indicators, which has already been produced by others to map the flows and structures worldwide. The text below is therefore not meant to be exhaustive for the content of the study, but to serve the purpose of guiding the tenderer:

1. Approaches to the definition of “Europe”, “the world” and the new “European neighbourhood”

“Europe” as a whole can be characterised by 25 EU Member States (10 of them being new members), two highly integrated countries (Norway, Switzerland), the former Yugoslavian states and Albania, the East European countries (Byelorussia, Ukraine, Moldova) and – at least partly – Russia and Turkey. There are different ways to identify “Europe”, but in the context of ESPON two definitions seem to be of specific importance: a smaller “ESPON Europe” (EU27+2) and a wider “Greater Europe” (which might be represented by the 45 CoE states).

The world can be seen (1) as the complete whole where Europe is a part of (focussing, e.g. on the weight of Europe in the world in terms of population and GDP etc.), (2) as the (open and unstructured) rest of the world where Europe is connected to (flight connections, migration, etc.), (3) as the rest of the world structured along the other economic world regions and trading blocks (comparing the EU with NAFTA, MERCOSUR, ASEAN etc.).

A special focus should be laid on the embedding of Europe into its geographical neighbourhood by analysing the spatial structure of these areas as well as the linkages and interdependencies with at least some parts of this geographical ensemble based on the analysis of selected flows. The following countries shall be covered by the term “geographical neighbourhood”:

The countries covered by the European Neighbourhood Policy (Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, Syria, Tunisia, Ukraine and the Palestinian Authority), further the Balkan countries (Croatia, Bosnia-Herzegovina, Serbia-Montenegro, FYROM and Albania) as well as Turkey and parts of Russia (e.g. oblasts neighbouring Finland, the Baltic states and Poland).

2. The statistical and cartographic framework

The formulation of an effective statistical and cartographic framework for the research on Europe in the world is a very important issue and is related to many technical questions. The choice of both, the geographical projection and the aggregation level have a strong influence on the perception of spatial dynamics and interactions which link Europe to the world. The project should not use classical map projections, which give a false impression of European “centrality”. It might be important to bring to the fore map projections which give the opportunity of a polycentric, but also universal, representation.

Moreover, the project should not use the classical division of the world into continents and should adapt the aggregation of regions proposed by the United Nations to the specific needs of European policy.

3. Typologies

Of importance, however complicated is the question of the delineation of “regions” of the world because it implies necessarily a mixture of ideological, scientific and political constraints. The 17 ESPON regions presented in the Third Interim Report of project 3.1 (Work package: “Europe in the World”) have to be seen as a provisional typology which has to be further improved by the by the results of the analysis of flows.

4. Indicators and data collection

Most of the studies developed in the framework of the ESPON programme are based on databases limited to the EU 25 and the candidate and neighbouring countries (EU27+CH+N) and do not take into account the (potential) relations between European territories and other parts of the world. This limitation is a major problem as many internal differentiation of Europe are – as already mentioned further - above related these relations. In order to bridge these gaps the data and indicators involving the following themes shall be collected or further developed:

- For the identification of the relation between Europe and different parts of the world the topics respective indicators
 - a) Migratory and tourist flows
 - b) Connections and passengers in air transport
 - a) Trade relation
 - a) Foreign direct investments
 - b) Foreign owned enterprises

- For the structural comparison of Europe with comparable world regions
 - a) Europe’s weight in the world (key indicators on population, GDP, etc.)
 - b) Population structure and migration
 - d) Spatial structures and developments
 - e) Economic structures and performance (industrial production, development of GDP/capita, balance of trade in goods and services, debt/GNP, investment share in GDP, employees by economic sectors, unemployment)
 - f) degree of competitive capability (R&D expenditure, number patent application, number of high tech patents, amount of researches per capita, percentage of population with university degree, etc.)

vii) Existing access points

The access points listed bellow shall serve the purpose of providing the tender 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:

Relevant studies by the European Commission, DG Trade and information from international bodies such as the WTO, World Bank, UN, etc.

“Europe in the World”: First attempt by project 3.1

Within ESPON project 3.1 a first attempt has already been made to illustrate the positioning of Europe in the world context, using a series of indicators involving demography, wealth, trade

flows and air traffic but also focusing on the question of geographical projection and the aggregation level. The outcomes have to be considered as exploratory results trying to indicate new interesting directions for further research to be developed in future. Project 3.4.1 is envisaged to deepen the results already achieved. For accessing the document in question please consult the ESPON website under:

http://www.espon.lu/online/documentation/projects/cross_thematic/1236/3.ir-3.1_annex_b.pdf

The European Spatial Development Perspective

Further, based on a few selected indicators, the European Spatial Development Perspective (ESDP) made already some first comparisons of the EU with selected economic areas like NAFTA and Mercosur to characterise specific European features. Some policy options, like the creation of more global economic integration zones, stem from a comparison of the European (internal) spatial structure with that of other world regions like USA. These ESDP analyses could also serve as a starting point for more in-depth analysis. In order to access the document please look at: http://europa.eu.int/comm/regional_policy/sources/docoffic/official/reports/som_en.htm

The Barcelona Process and the European Neighbourhood Policy (ENP)

The project requires an in depth knowledge on the Barcelona Process and the European Neighbourhood Policy documents, as well as background documents and the policy processes leading to the implementation of these policies.

Useful websites:

European Neighbourhood Policy: http://europa.eu.int/comm/world/enp/index_en.htm

The Barcelona Process: http://europa.eu.int/comm/external_relations/euromed/

National and International Data Sources

In terms of data availability the topic of Europe in the world includes the opportunity to make use of national data. For some topics and questions that have to be addressed in this context it is fully sufficient to use national data for the European countries and analyse them with respect to other national data. When comparing Europe as a whole (for instance, with other trading blocks like ASEAN) the differentiation of Europe into up to 45 (national) sub-units provides a considerable “regional” differentiation and opens up for the usage of much more data and thematic differentiation that are available on national but not on regional level. There are many international organisations (OECD, World Bank, UN etc.) that provide rich data sources and long time series data on national bases that could very well be used in the context of this project.

Interesting research question: “Europe in a Creative Age”¹

This publication might give some help in answering the question of how to measure competitiveness in a global economy on the basis of new indicators going beyond trade relations and economic and flows. For further information please consult:

http://www.creativeclass.org/acrobat/Europe_in_the_Creative_Age_2004.pdf

viii) Budget

Estimated budget: max. 250.000 €

¹ Richard Florida and Irene Tinagli (February 2004), Demos, London