



The ESPON Programme

Report no. 4 to Nordic Council of Ministers

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The aim of Nordic Regional Policy Co-operation

is to promote balanced regional development in the Nordic countries, both internally and across national borders. This objective is realised through co-operation between national authorities, and locally initiated co-operation between regions.

Nordic co-operation

Nordic co-operation, one of the oldest and most wide-ranging regional partnerships in the world, involves Denmark, Finland, Iceland, Norway, Sweden, the Faroe Islands, Greenland and Åland. Co-operation reinforces the sense of Nordic community while respecting national differences and similarities, makes it possible to uphold Nordic interests in the world at large and promotes positive relations between neighbouring peoples.

Co-operation was formalised in 1952 when *the Nordic Council* was set up as a forum for parliamentarians and governments. The Helsinki Treaty of 1962 has formed the framework for Nordic partnership ever since. The *Nordic Council of Ministers* was set up in 1971 as the formal forum for co-operation between the governments of the Nordic countries and the political leadership of the autonomous areas, i.e. the Faroe Islands, Greenland and Åland.

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Preface

Introduction

This is the fourth and last report about the ESPON 2006 programme to the Nordic Council of Ministers, NERP from me as project expert, seconded to assist the ESPON Coordination Unit in Luxembourg. More information about the European Spatial Planning Observatory Network (ESPON) programme 2000 - 2006 can be found in report no. 1, 2 and 3, which can be downloaded from the homepage of the Nordic Council of Ministers. Interested readers are therefore kindly referred to seek more information in these 3 publications. <http://www.norden.org/pub/miljo/regional/sk/index.asp>

The first 3 reports were presented to NERP in spring 2004, in December 2004, in May 2005 and this final report will be presented in December 2005. In this fourth and final report I will give a short update on projects and programme development not previously presented.

New knowledge about the Nordic countries and their regions is seen from a European perspective. This is an important prerequisite to bear in mind. This means that the knowledge presented gives an image of the Nordic countries in comparison with other European countries. Data is not equally accessible throughout EU 27+2, the ESPON space. Therefore in some cases information will only partly present a true picture, as data may have been obtainable only at a NUTS 2 level and in this context it should be remembered that e.g. all of Denmark is one coherent region at this level. Differences within Denmark will therefore not be visible.

The total ESPON production until today in the form of final reports and corresponding maps is several thousand pages and hundreds of new maps. It is of course not possible in short to give a sufficient thorough impression of the content of this massive scientific production.

The main objective of these 4 short summery reports has therefore been to present "a bite of the apple" in order to raise interest among policy makers and practitioners at national, regional and local level for downloading, studying and using in greater details the full reports delivered by the various transnational project groups. It is my humble hope that this has been the effect.

Disclaimer

The content of this forth report to Nordic Council of Ministers and NERP is based upon a series of Interim and Final Reports delivered in March 2005. The Maps and corresponding texts do not necessarily reflect the opinion of the ESPON Monitoring Committee.

The author of this forth and final report to NERP is the sole responsible for the content, including the condensation and interpretation of the above mentioned ESPON report as well as the more detailed description of the Nordic countries.

Interim and final reports

In the following I will give a very short presentation of reports not previously presented to the NMR or just touched upon in another context as in my third report, which basically was a presentation of the ESPON Second Synthesis Report.

1.1 Demography

The main objective of this project is to describe the variety of the demographic situation in different parts of Europe (ESPON space). The project sketches the complex pattern of areas with on one hand stagnation and depopulation and areas with population growth on the other hand. However the general picture presented concerning the trends for the future is the one of a Europe with a declining population.

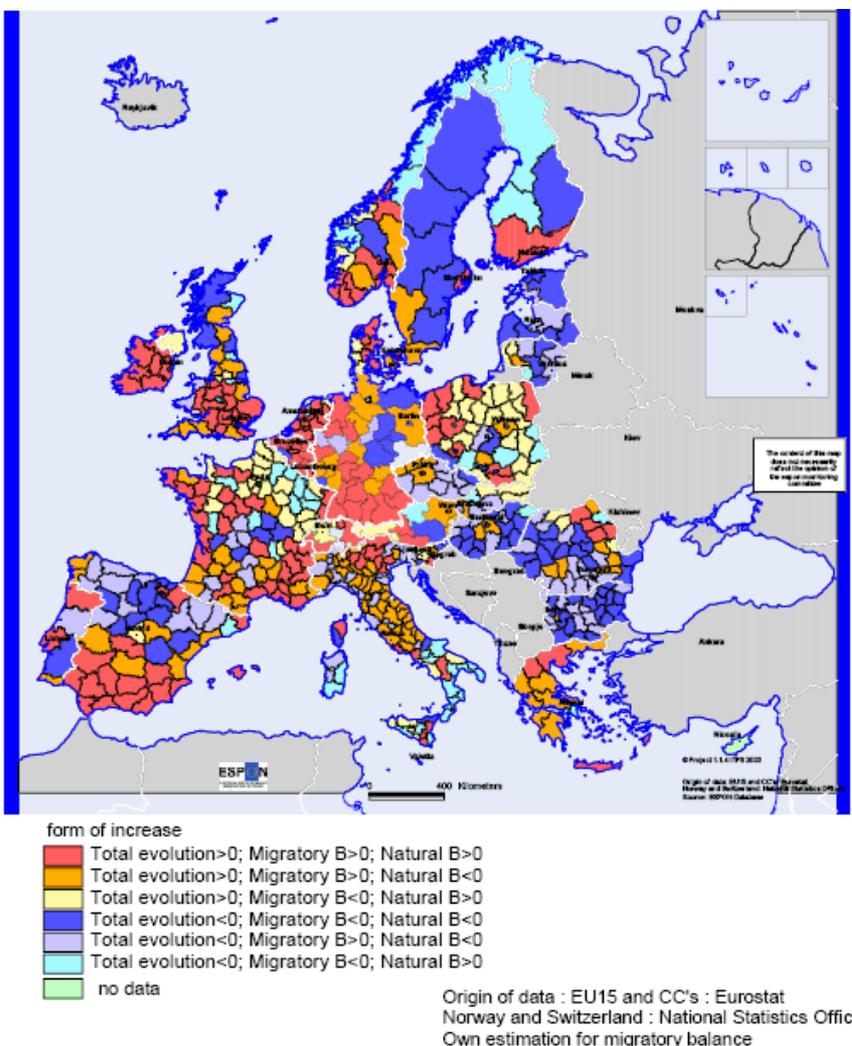
Development in population is a combination of natural balance (between birth and death) and migration (in and out) and among others the project describes the differences in population development of 1326 regions (NUTS 3, EU27 minus Malta and Cyprus) for the years 1996 - 99 in 6 typologies based upon: total evolution (+/-), migration (+/-) and natural balance (+/-).

Map no. 1 is described by the project as “a general picture of growth in Pentagon and decline in peripheral Europe, however with modifications as major costal regions (e.g. Spain and France) and Ireland present positive evolution. The majority of regions (60%) had growing population among which 28% had both growing population as well as positive in-migration.

However more than half of the regions (52%) had a natural population decrease during this period, although 1/5 of them experienced a net in-migration. This means that 32% (531 regions) of all regions had both negative balance and out-migration, leaving them in a problematic situation as depopulation areas.

Death rates today are relatively stable, but the birth rates fluctuate in many parts of Europe and are today so low that the result will be a natural population decline. The Total Fertility Rate (TFR) has declined in every part of Europe since the 1960s and is now below the reproduction rate in every country.

Map 1. Component of population increase, 1996-99



However the main elements that explain the map of migration in the late 1990s are border effects and economic and social gaps that essentially play a role within national spaces”.

The report exemplifies this with e.g. the east-west movement in Germany and the north-south flow in UK and in France, partly away from areas of industrial decline, partly towards metropolitan regions.

In Scandinavia migration remains dominated by the movements from peripheral regions but also traditional industrial areas towards metropolitan zones. These flows have been reinforced in the 1990s and especially in the second half of this decade. Especially Sweden is experiencing regions of depopulation.

In Eastern Europe the metropolitan regions, mostly the capitals are the attractive regions, whereas the rural isolated and the industrial regions are those having negative migratory balances.

The project has developed a series of models for population development of which some are rather startling. The first one is the most negative and is based upon the assumption of a continuation of present trends and no more in-migration. The scenario for the year 2050 will be a loss of around 111 million people within EU 29 and the population of Europe will be under its level of the 1960s.

A second model based upon present trend, but allowing for in-migration like the recent past the EU29 will still experience a population decline of around 65 million people by the year 2050.

Other models take as baseline to maintain the present level of population. To do that an annual immigration of 735 - 780 thousand/year will be necessary to maintain the same population level in 2050 as now, more in the first 25 years and less at the end of the period.

Of course improvement in productivity may compensate some immigration, but as the report states “an annual improvement of productivity of 1% by the year of 2025 will imply for EU15 some 95,000 less immigrants every year” – far from what the scenarios have presented as necessary. To solve the problem of ageing and labour shortage, both increases in fertility, productivity and immigration are needed.

The policy recommendations relate both to population development and to migration. Concerning population development the report recommends among others a common social and family policy and a more active labour market policy, which means that both EU and national policies should give priority to economic and social policies, which can improve the total fertility rate.

Concerning migration policies the project presents recommendation, which certainly will call for debate. The project recommends e.g. to limit the east-west migration, to enforce mechanism spreading qualified and skilled population and workforce more evenly over the EU29 area, to select immigrants with the skills and competence needed within the countries of EU 29 or that immigrant policies should promote immigration to peripheral regions. All in all the recommendations are very contradictory to the basic political ideas of the free movement of labour within EU.

The project concludes that the political goal of sustainable development will not be achieved if immigrants are free to settle down wherever they want in the EU29 area and in a broad sense policies must aim at making the periphery more attractive.

1.2 Hazards

In the executive summary of the final report the project presents the content of the report in a very condensed and informative way.

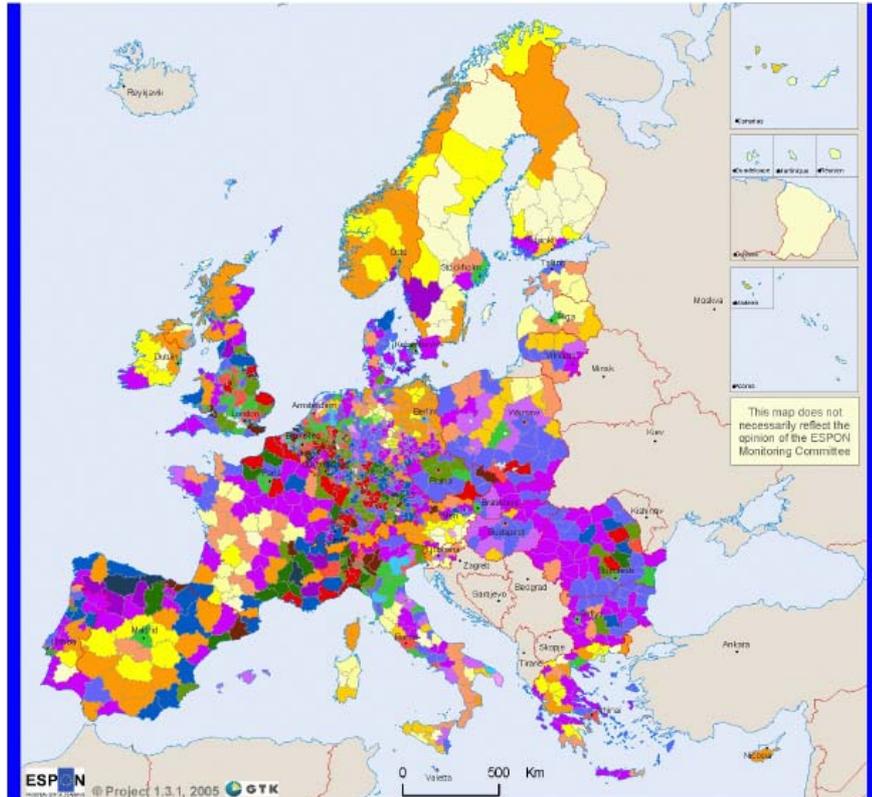
The Hazards project shows the spatial patterns of natural and technological hazards in Europe as an overview on all Nuts 3 areas and identi-

fies possible impacts of climate change on selected natural hazards. The approach of the project was to use existing results of hazard research and to combine those in such a way, that the obtained information is comparable over the entire EU 27+2 area. The natural and technological hazards that are relevant for the EU 27+2 area in the ESPON context were selected by specified risk schemes. A so-called spatial filter was applied to ensure that the selected hazards and risks are relevant for spatial planning concerns. For example, floods and major accident hazards have a spatial relevance whereas planning cannot mitigate risks like meteorite impacts or murder.

Not all hazards are equally relevant for the entire EU 27+2 area, as the importance of hazards differs among the territory and the perception of the risk. The project has developed an integrated hazard map showing a pattern of high and very high hazardous areas in the central and southern Germany and reaching out into the Iberian Peninsula and the United Kingdom, respectively, as well as in parts of central-eastern European countries and southwards through accession countries into Greece. In this sense the most hazardous spaces of Europe go well beyond both, the so-called "pentagon" and the "blue banana" areas.

The risk of hazards is a result of the hazard potential and the vulnerability. The integrated European vulnerability is based on a weighted combination of population, GDP (national and regional) and fragmented natural areas. The vulnerability tends to increase from west to east because of a lower coping capacity, as based on the lower GDP/capita. Unfragmented areas show a lower trend towards vulnerability, and densely populated areas with a high GDP per capita show the highest vulnerability, as the total amount of people and assets per km² poses a higher vulnerability of total damage in case of a disaster. The risk maps reveal a similar pattern of medium risk, meanwhile the highest risk density is found in the "pentagon" area.

Map 2. Aggregated risk map.



Origin of the data: © EuroGeographics Association for the administrative boundaries
 GDP 2000 Eurostat Newcronos Regio
 Population density 1999 Eurostat Newcronos Regio
 National GDP 2003 Eurostat
 CLCS0 EEA
 Source: ESPON Data Base

Typology of the regions

Intensity of hazard	Degree of vulnerability				
	1	2	3	4	5
1	2	3	4	5	6
2	3	4	5	6	7
3	4	5	6	7	8
4	5	6	7	8	9
5	6	7	8	9	10

The analysis of hazard cluster maps shows that certain Interreg IIIB regions can be associated with certain hazard agglomerations and also with hazard clusters. These hazard clusters comprise storms, floods and storm surges in the North Sea Region and the southern part of the Baltic Sea Region; drought potential and forest fires in the ARCHIMED and South West Europe regions; as well as earthquakes and landslides in the southern part of the CADSES region. Hazards, which magnitude is assumed to increase with the effects of climate change appear to be most severely affecting areas in the Mediterranean and in central Europe.

The report shows the spatial picture of natural and technological hazards that pose challenges for balanced and sustainable development in Europe. Regions are exposed to hazards in varying degrees, placing them in different "risk positions". The project recommends that EU Policy

instruments should contribute to even out these differences as a matter of European solidarity and consequently, risk management should be understood as an important task for the cohesion policy. Overall the report says that better inclusion of risks related to natural and technological hazards in EU policies is needed. The report therefore presents some policy recommendations and a proposal for a handbook for spatial planning and risk assessment”.

The aggregated risk map (map 2) presents a typology of regions showing the degree of risk as a combination of hazards and the ability to cope with it.

1.3 Cultural heritage

This project presented just recently its second out of four reports.

The project takes its starting point in the third ESDP policy guideline, which talks about “prudent management and development of nature and cultural heritage”.

The scope of the project is to analyse European cultural heritage and identity. Where do we find it, which effects and impacts do cultural factors have on spatial development and how do we use, manage and protect cultural assets in a prudent manner in order to support a balanced, polycentric and economic sustainable European development?

The concept of cultural heritage and identity includes a multitude of tangible as well as intangible components. For this study to be operational, the understanding of cultural heritage and identity shall be selective. It shall include mainly tangible components, such as cultural landscapes, sites, monuments and buildings, but also a few intangible components, such as history, religion and language, which are important for the understanding of the diversity of cultural identity and heritage within Europe.

As ESPON projects are based upon existing data many have experienced data availability to be very difficult and in some cases not existing. This is to a certain extent also the situation facing this project at present stage, which is the reason for the project not having been able to present European maps already in the second interim report. However both lead and project partners are confident that more concrete results and therefore maps covering all ESPON space will be presented in their third interim report, due to be presented by the end of December 2005.

2.1 EU Energy Policies

Also this project has faced major difficulties with data at regional level, but has however been able to deliver a final report with interesting maps, key findings and policy recommendations.

The European Union is still far from a common energy policy but a number of important EU legislative initiatives have been taken to strengthen supranational initiatives in the energy field. Some areas of debate have been of particular importance for shaping a common energy policy, like; the internal-market for energy (electricity and gas), the environment policy and the European Energy Charter.

One of the aims of the project is to identify and measure the links between energy policy and local development in the European Union regions.

Among the findings the following can be mentioned. There is a severe lack of statistical data on the energy sector and the project recommends strongly national and European authorities to coordinate efforts to develop the data production in relation to resources, production, consumption and prices as basis for future research.

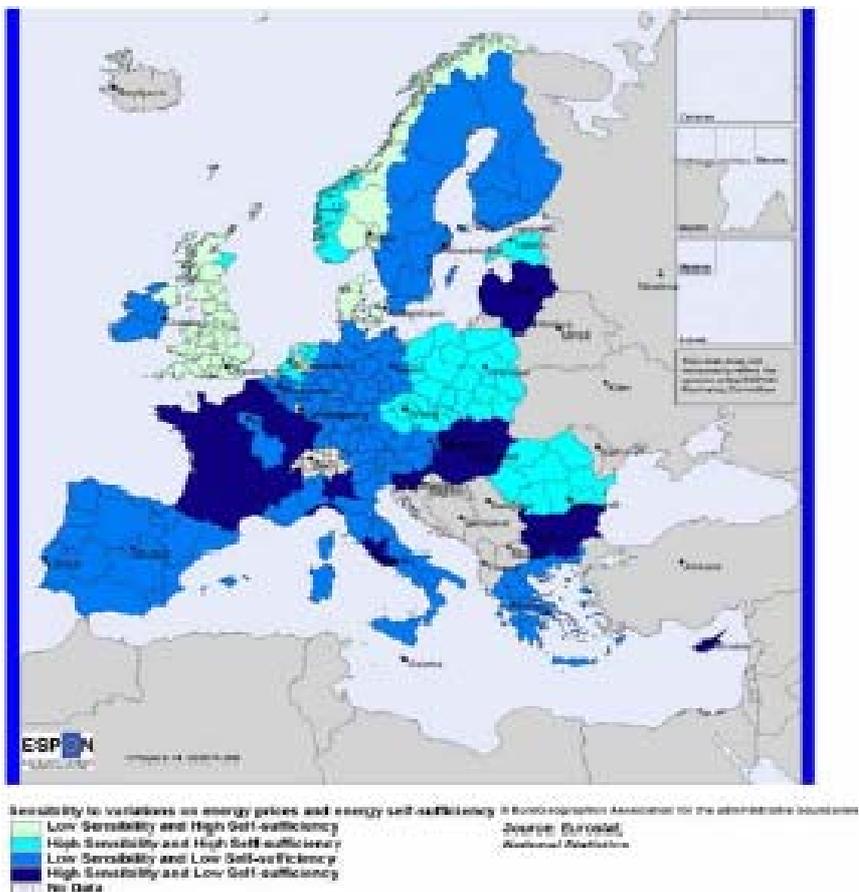
Mainstream models assume an adaptation of energy supply to energy demands, determined by economic growth and assumes energy, at most to be a limiting factor but not a leading location factor.

Energy achievements are important for economic development and may represent key issues in regional or national development patterns. “Exporting” energy may be a source of regional income, however in most cases the owner is non-resident and the regional revenue becomes therefore very weak, which is often the case in relation to larger power plants. However an exception is biomass renewable energy sources, in which cases a strong impact, directly or indirectly on employment can be noted.

Large disparities exist on energy consumption between EU15 and the new Member States. Most countries have reduced their dependence on fossil fuels since 1995. Oil is the most significant energy source in EU15, whereas in the new Member States the energy consumption is more differentiated among sources. There is no clear relation between energy self-sufficiency and development in GDP pr. capita.

Further the project found no conclusive evidence of the impact of energy prices disparities on location of industrial activities even in case of energy-intensive industries.

Map 3. Sensibility on energy prices and energy self-sufficiency



The EU energy policy is now relying on development of renewable energy systems and energy efficiency. Both can have an important impact at local level by increasing the use of endogenous energy resources. Biofuels for transport, biomass, wind and small hydro power for electricity production are among the main drivers for such policies to come.

The project presents a series of key maps of which map 3 above is just an example.

Among the recommendations should be stated, that the existing public data bases need to be improved.

Local energy agencies should be promoted as they can improve on the understanding of efficient use of energy in both households and industry.

Policies related to the energy sector and its impact on economic activities are mostly nationally formulated rather than regionally formulated, which is important in relation to especially decentralised biomass power stations. Also other forms for renewable energy production should be promoted as both fighting green house gas emission and high dependency on oil calls for an active strategy, which due to the local impact in form of income generation, entrepreneurship and employment opportunities may contribute to polycentric development.

Finally the project touches upon the inconsistencies between policies for competitiveness, environment and local development. Price policy has aimed at a low energy price for promoting competitiveness, which clearly has led to increased consumption and less on incentives towards energy efficiency. Setting the right balance between competitiveness, environment and local development requires an integrated approach, which obviously is not the case today.

2.2 Fisheries

This project delivered its second interim report in March 2005 and the report focuses consequently on background information on the sector and methodologies, analysis and indicators. However the report does have preliminary suggestions for results and policy recommendations. Furthermore, for the first time in the ESPON programme this project also covers Iceland.

The project presents in its executive summary a short overview of the various components concerning European fisheries policy (CFP) and writes that CFP: “is regarded as one of the sector policies with substantial implications for amongst other employment, cohesion and regional economic strength, particularly in some coastal regions and in fisheries dependent areas. In accordance with this, the purpose of ESPON Project 2.1.5 is to strengthen the knowledge of territorial, social and economic cohesion through an analysis of territorial impacts of the CFP.

Fishing and aquaculture are two of the most important sectors which use and produce living resources and both sectors are undergoing profound changes. The most recent changes in the CFP were adopted in late 2002, and a number of measures will be implemented in the near future. The main aim of the changes is to strengthen the competitiveness of the sector and to ensure its sustainability.

Fisheries and aquaculture plays a varying role in the economy of different countries and regions within the ESPON space, and impacts from structural changes and policy regulations will accordingly vary in different parts in Europe. A main tendency in recent years has been a concentration of activity within fishing to urban centres, but in many cases seafood industries are still located in areas outside commuting distance to cities and with few alternative income sources. In some parts of Europe, the fishing industry still plays an important role in an otherwise underdeveloped rural economy.

Aquaculture plays an increasing role in the supply of seafood and may represent an important factor of the reinforcement of territorial and socio-economic cohesion in some regions. The challenges within this industry differ from those in the fishing industry, as the aquaculture industry is more regionally concentrated. It is located in the coastal zone, and com-

petes with or has impacts on other activities and interests in the coastal zone.

Processes of restructuring, reduction, expansion and development are occurring side by side and in various combinations within the seafood industry in Europe. The effect of this will vary between regions and the territorial impacts on short and long term will also be different. The changes, the diversity of effects, the potentials and the spatial impacts constitute the thematic frame for the project on fisheries and aquaculture”.

The diagnosis of the fishery sector relates to both catches and aquaculture. The report contains of a very detailed description of the historical development within the framework of EU as well as a description of the territorial implications of the various policies, like; conservation policy, structural policy and external policy. And also the sub-sectors are covered by the diagnosis. As both Norway and Iceland are not members of EU the fishery sector and related policies of these two countries are described individually.

Finally the diagnosis describes the impacts both in relation to social and economic cohesion and to ICZM.

2.3 The Territorial Effects of the Structural Funds

The project delivered its final report in March 2005. The aim of the project was to assess the territorial effects and potential spatial impact of the Structural Fund (SF). A two-fold approach was applied. Firstly the project has presented a comprehensive picture of the SF, including both the mapping of the geography of SF and an analysis of the spatial implications (for 1994 - 1999 period). Secondly the project has presented a more detailed picture of the territorial effects and impacts of SF, both in terms of the policy content and the nationally and regionally specific implementation practices, and with a particular focus on polycentricity and territorial cohesion in Europe.

Although SF represent the second largest budgetary share of the EU budget the funds are relative limited, as the report states. “In 1999 Structural aid, as a share of the GDP, constituted on average 0,28% of the total EU15 GDP. Only cohesion countries were higher with Portugal and Greece topping the list with 1,89 and 1,86 respectively”.

The project finds that SF may influence spatial development in 2 ways; there is potential inherent in the spatial nature of the funds themselves and potential expressed in the area designation process.

The project finds no significant correlation between the type of region and the impact of the SF intervention. The project analysis shows, that spending mainly is targeted on urbanised areas. “Looking at the correlation between the spending geography and the aim of polycentric devel-

opment this is more likely to be supported at macro level than at meso level¹. In terms of territorial cohesion, differences between countries may have decreased, but differences between regions have remained (or even been further accentuated), which implies that cohesion policy has thus not been particularly successful in its goal”.

The study of the project shows that SF contribute to the aims of spatial policies, like polycentric development in a rather unintended manner. This is explained as being due to the novelty of the concept and consequently the lacking of taking the concept into consideration when drafting the current SF guidelines and programmes.

If polycentricity should be supported by SF it should be addressed more explicitly in the guidelines. The project considers meso and micro level to be the most efficient levels through which to introduce the concept. At macro level the project consider that SF, at first sight, already supports territorial cohesion and polycentricity. However as stated the details show that only 1/3 went to areas strengthening the polycentric system and 40 % went to regions, which the project considers unlikely to contribute to polycentric development at macro level.

The project analyses 4 aspects; economic growth, employment, demographic development and infrastructure development. The project concludes on basis of these 4 aspects “that the geography of SF spending makes only a minor contribution to territorial cohesion at macro level”. However when it comes to governance the project finds that SF programming has had an important impact on governance innovation and renewal at local level.

The project consider it important in order to achieve effective structural policies, that national and EU policies need to be coordinated so as to make them compatible and it divide the countries of EU 15 into 3 groups in relation to the governance system. Countries in which the two policies are “separate” are mainly central European countries, including Denmark. In “peripheral” countries policies are considered coincident whereas in the third group (Centre-north Italy, Sweden and Finland) the policies are considered inter-related.

2.4 Pre-Accession Aid Impact Analysis

This project delivered its final report in March 2005. The project focuses on the contribution of pre-accession aid measures in the new Member States and Candidate Countries to the attainment of spatial objectives as formulated in the ESDP. The research focused on the contributions to the objectives of spatial cohesion/convergence, balance spatial competition and spatial integration and polycentric development.

¹ All ESPON projects must focus on three levels; macro: EU and transnational, meso: national and micro: regional and local.

The term “pre-accession aid” is used in general in relation to funding under the EU programmes of ISPA, SAPARD and PHARE, from which none of the Nordic countries receives funds why this project report may be in the fringe of the area of interest from a Nordic perspective. However as it gives a characteristic of neighbouring countries in the Baltic Sea it has been considered worth just to give a short impression of the main findings in form of where to find main development potentials.

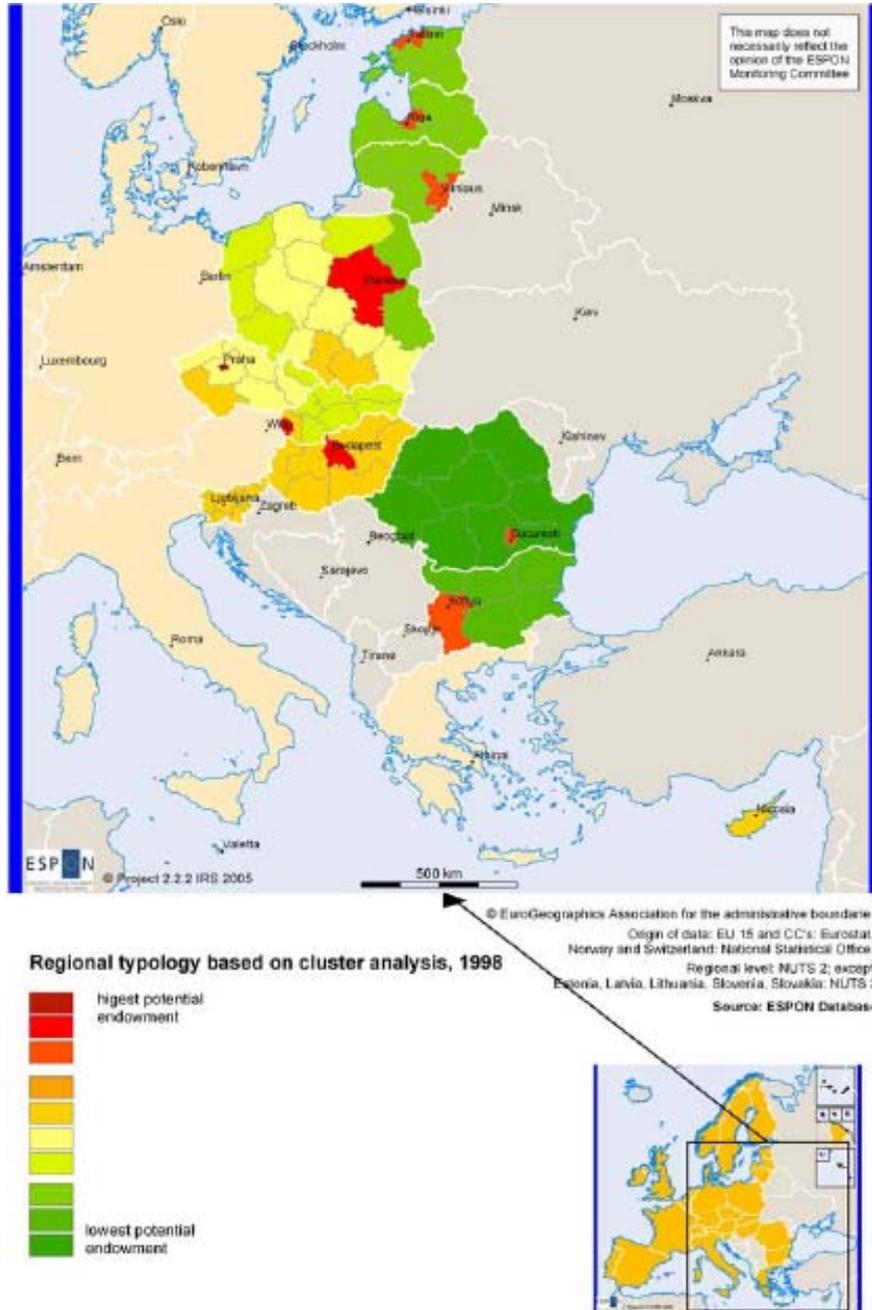
The project has as baseline the insight that regions which receive SF may have various obstacles to overcome, which the market however is considered inadequate to solve fast enough. This also applies to regions with a development potential. Such obstacles, e.g. restrictions of various kinds are therefore considered as access points for political interventions.

On this basis the project has made a cluster analysis on which basis it divides the regions of the new Member States into 3 categories depending on the degree of potentials compared to the degree of bottlenecks. The first category doing best covers the capitals and growth poles. The second category covers Western border, centrally located rural and old industrial regions as well as Malta and Cyprus and in the last category one finds Eastern peripheral and rural regions.

As the overall recommendation the project advocates for a better coherence between SF policies and spatial objectives and that SF regulations should stipulate how programmes are expected to address territorial development goals.

Map 4 gives a cartographic impression of the findings.

Map 4. Results of potential oriented cluster analysis, 1998-99.



2.5 ESDP impacts

The objective of ESPON 2.3.1 is to study the application of the European Spatial Development Perspective (ESDP), which was adopted at the Potsdam informal minister meeting in May 1999. The project should investigate and assess the application and the potential effects of the ESDP at both EU and Member State levels. Furthermore the project should identify the potential of the ESDP and highlight examples of its

application and implementation at the European, transnational, national and regional/local levels. The results of the study can be of interest in relation to both discussions on the development of strategic guidance for the Structural Funds and a potential update of ESDP.

The study covers the entire “ESPON-space”, as it is assumed that the ESDP has already had an impact both on the new Member States and at the Pan-European level.

In this first interim report the project presents findings based upon a meta assessment of reviewed policy documents related to ESDP and scientific literature having discussed ESDP application so far. In order to operationalise this assessment the project has developed a range of keywords/terms in order to create a framework for the analysis of ESDP application.

A review of documents and literature shows that the main “theme” is polycentricity. Further the project finds, “that referring to the terms above, horizontal integration is of most importance as regards ‘ways’, while in respect of “means” the Structural Funds receive the most attention. Changes in planning policies, practices and culture within each country are the most often highlighted “effects,” while the regional “level” has the most important role in the ESDP application process”.

Second interim report is due end of December 2005 and final report will be delivered end May 2006.

2.6 Governance

Project 2.3.1 (above) and this project are complimentary and special emphasis on cooperation has been emphasised in the Terms of Reference for both projects.

Governance is an ambiguous concept, with several uses and understandings. The operational definition this project makes use of is as follows, “Governance of territorial and urban policies is the capacity of actors, social groups and institutions to build an organizational consensus, to agree on the contribution of each partner also as a common vision”.

As this project deals with territorial governance it specifies “spatial” vision and further the project refines the definition “with the addition of aspects concerning the outcomes of governance processes. These should aim at helping territorial cohesion and sustainable and balance spatial development”.

The project see the key challenges for governance to be “creating horizontal and vertical cooperation/coordination between various levels of government, between sectoral policies with territorial impact, between territories as well as between governmental and non governmental organizations and citizens and to achieve integration and coherence between disparate responsibilities, competences and visions of territories,

that create the conditions that allow collective action in order to help territorial cohesion”.

The project has carried through an extensive analysis of national overviews, structured around 23 points covering various issues related to government and governance. The analysis forms the basis for producing a synthesis. The analysis includes in addition a classification of case studies (a total of 85). The analysis is presented in this 2nd. interim report along with some conclusions.

The report makes reference to a number of instruments like e.g. “policy packaging” as one possible mechanism being used to promote the integration of sectoral policies. Another instrument is “the Open Method of Co-ordination (OMC) promoted as an alternative in policy areas where the Community method does not apply.

The report contains relevant remarks based upon the national overviews concerning the use of the OMC method. All Nordic countries but Denmark are at this stage commented, (no national overview was available).

Concerning Finland the report says that “OMC has been central in the employment and labour policy sector. The preparation of the National Action Plan for Employment is a typical example of OMC and it works through the preparation and implementation process, ranging from the EU level all the way to the local level”.

Concerning Norway the project finds, that “OMC has been explored differently in the different sectors of the Norwegian government. With respect to the Nordic cooperation in higher education the considerations, opportunities and challenges related to the implementation of the Lisbon Agenda and the use of the OMC has for instance led to a number of issues for the Nordic authorities at the national and the Nordic level”.

Concerning Sweden the report says, that “OMC has been applied in labour market policy, IT issues and deregulation issues (railways, telecommunication networks)”.

The project has still a third interim report to deliver (Dec. 2005) before the final report in May 2006. However some tentative conclusions are presented.

The first conclusion is the role of EU as the dominant influence, having created, in a variety of ways the conditions, which trigger shifts towards governance.

Another condition of great importance is the existing domestic traditions in the spirit of governance, like in the Netherlands, where stakeholder involvement in public government has been performed ever since the 16th century.

With reference to the Czech Republic and other CEECs the importance of some conditions is underlined, like pressures of internationalisation and globalisation, quest for “modernisation” and integration in world

capitalist model and governance perceived as a “path to economic development”.

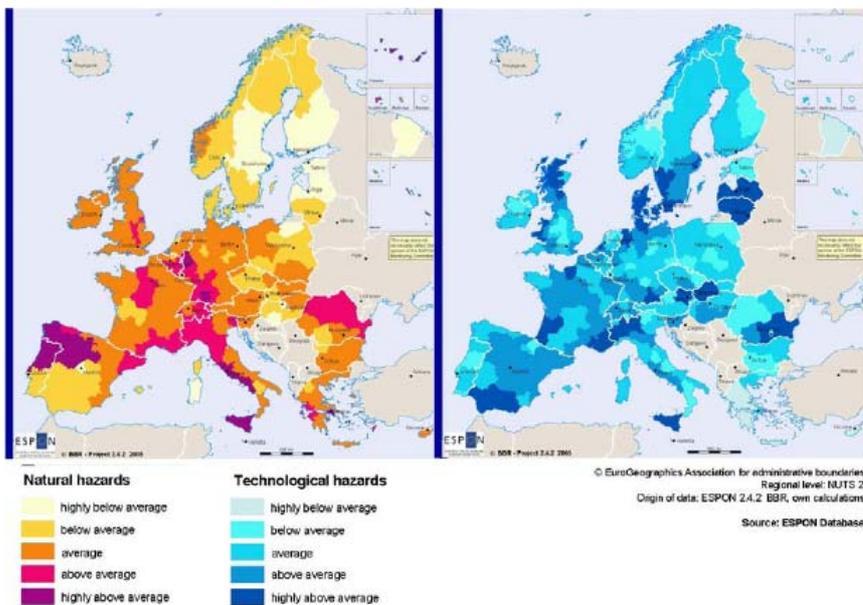
Further with reference to Latvia, but also Portugal two more conditions are highlighted, namely internal pressures for greater integration and identity building at the national level and transition from the stagnation of past political regimes.

And finally with reference to Greece it is emphasized as important conditions for changes; “indignation with inefficiency and corruption of government and effects of citizen emancipation and emergence of citizens movements”.

2.7 Zoom

The Zoom project deals with integrated analysis of transnational and national territories based upon ESPON results. The main activities reported in the second interim report are the deepening and operationalisation of methodological approaches for future analysis on European, transnational and national level. The third report is due end of September 2005 and final report by end of December 2005.

The Zoom project delivered a great number of combined maps to the ESPON Second Synthesis Report, which was presented in my third report to the Nordic Council.



In their second interim report only the map concerning hazards has been revised by dividing it into 2 maps showing natural and technological hazards respectively.

As reported in my third report to NMR especially Denmark was categorised as highly above average in the aggregated hazard map. These two new maps show that the hazard is predominately of a technical character with special reference to oil industrial harbour installation.

The project synthesises results from various ESPON thematic projects and as such the project will deliver important information on future potentials for transnational cooperation areas.

3.1 Spatial tools

ESPON project 3.1 has had three basic tasks, to coordinate the results produced by the individual projects, to give guidance and to produce new tools for spatial analysis. The tasks of coordinating the individual results and to give guidance have now been taken over by project 3.2, which furthermore has the task of producing spatial scenarios.

Project 3.1 has produced the common guidance papers, which all ESPON projects should apply to. The first guidance paper “From project results to ESPON results” was presented February 2003 and the following guidance papers came each after one of the ESPON seminars in Crete (Greece), Matera (Italy), Lillehammer (Norway) and Nijmegen (The Netherlands). They can all be found on ESPON homepage.

Each paper gave guidance on specific issues. The Crete paper: the standard layout of maps and the “3-level” approach (macro, meso and micro). The Matera paper: analysis of trends and policy impacts and the evaluation of trends and sector policies against territorial goals to reach spatial policy recommendations. The Lillehammer paper: orientation and check-list for the writing of the final reports. The Nijmegen paper evaluates the development at programme mid-term level. All important information will be compiled into a guidance binder.

A special guidance developed by the project, especially for the policy impact studies, is how to perform Territorial Impact Analysis.

Concerning spatial tools, project 3.1 has developed the ESPON Data Base, the ESPON map kit, the Web-based GIS, the Hyper-atlas and the RCE-method.

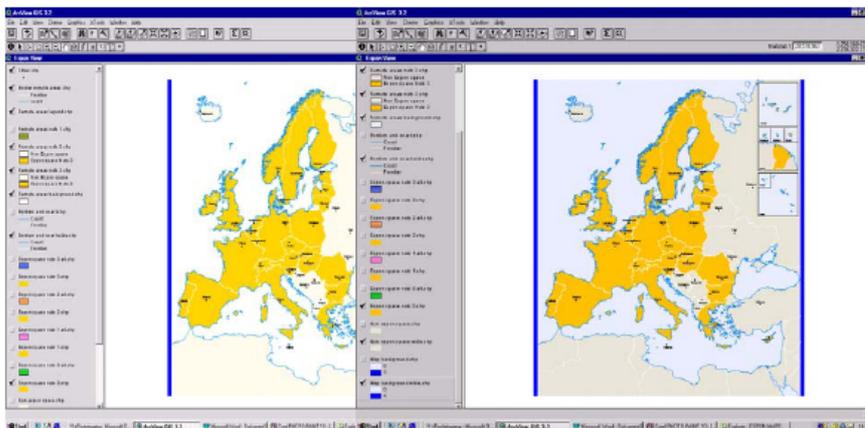
The ESPON database is fundamental to the whole programme and is constantly updated with new data coming in from the ongoing projects. It is a “give and take” data base, which is based upon the Data Navigator categories (spatial typologies, population, employment and labour market, wealth and production, transport, research and development, communication technology, household oriented infrastructure, land use, environment, agriculture, social situation, tourism and public sector). Also data from Eurostat is included.

Each project makes use of these data and must in return deliver developed data back to the database, which thereby is constantly updated for the benefit of all projects.

The ESPON map kit

The ESPON network consists of research teams, each comprising of scientists from different countries. It was realised from the very beginning that ESPON needed a common base and means to steer the various Transnational Project Groups so as to achieve coherence and identity in the ESPON results. As ESPON above all is about spatial patterns and trends, it was clear that most of the results would be presented on maps and therefore a common ESPON map lay out was essential. A draft lay out produced by 3.1 was discussed and agreed at the first seminar. On this basis the map kit in the form of ArcView3.2 was developed.

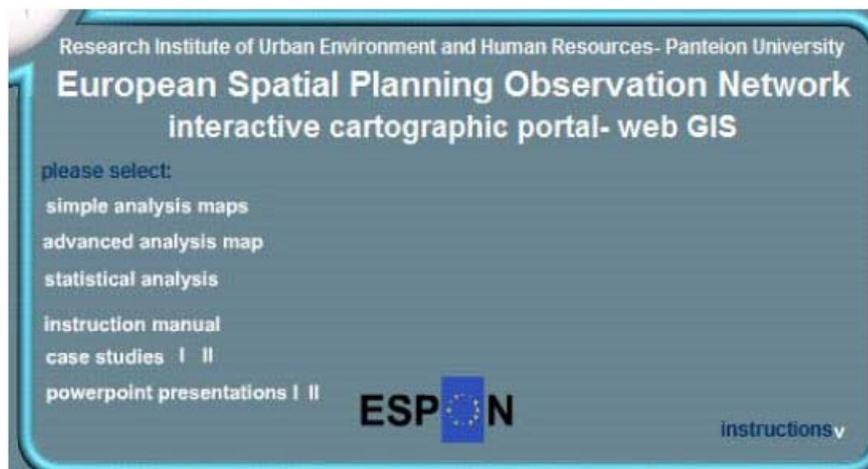
Figure 1. Image of ArcView version of the ESPON map design



The Web-based GIS

The “ESPON Web GIS” is a tool that has been developed for use via the internet. It is at the same time a geographical database, a tool for spatial analysis and for harmonised cartographic presentations and dissemination of results. Maps, tabular data, metadata and monivariate statistical analysis are at the disposal of the user to explore the contents of the ESPON Data Base. The web based GIS uses the results which are included in the ESPON Data Base. Source: (<http://www.uehr.panteion.gr/espon/>).

Figure 2. Image of the homepage

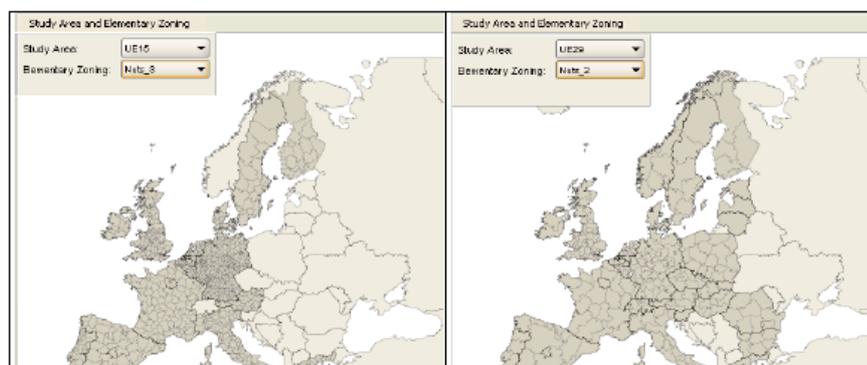


The Hyperatlas

The ESPON Hyperatlas is a specific web application developed for Project 3.1 by a French research network called Hypercarte. It resulted from the “Hypercarte” project, which is financed by French public funds (CNRS, INRIA). The Hyperatlas proposes a package of modules for interactive cartography.

The work with the Hyperatlas is based on interactivity. It works with three sets of parameters, which are linked to one or more maps. At any time, the user can change the different input parameters, and the linked maps are immediately updated. The user is also able to configure each map individually, e.g. the number of equivalence classes, statistical progression (arithmetic or geometric), the palette of colours, etc. This makes it possible to generate a very accurate collection of maps

Figure 3. Different combination between “study area” and “elementary zoning”



The RCE Method

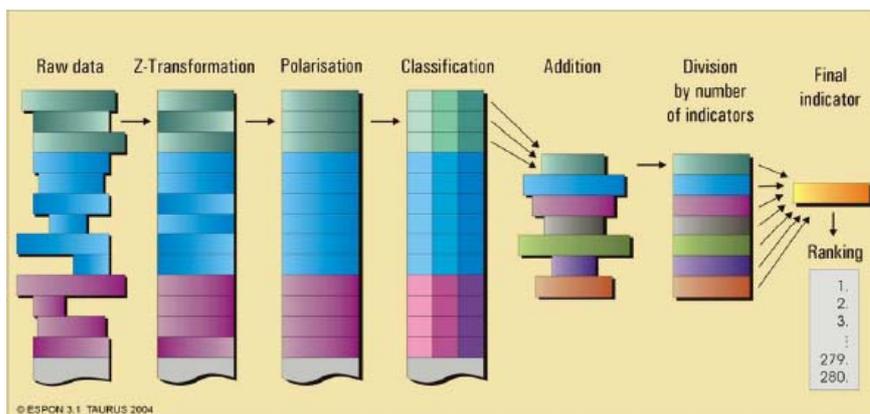
The task of the Regional Classification of Europe (RCE) was to bring together sectoral strengths and weaknesses in a wider perspective and to evaluate the cross-sectoral situation of the EU 27+2 regions. The RCE

enables researchers to identify which parts of Europe show high accumulations of strengths or weaknesses, and which parts show a more average level, with some sectoral strengths, but also some sectoral weaknesses.

The cross-thematic SWOT analysis and the Regional Classification of Europe (RCE) were designed to bring out the findings for a cross-sectoral analysis and divisions for territories.

Project 3.1 has selected a set of indicators based on the analysis of the available sources: core indicator list, core typologies, ESPON data base, ESPON maps and interim reports. On this basis seven thematic fields of spatial development were chosen to form the core of the further RCE analysis: economy, labour market, demography, environment, hazards, accessibility and spatial structures. Through a “Z-transformation” the raw data was transformed into data which could form the basis for map making.

Figure 4. From raw data to ESPON ranking



The results of the project 3.1 are not only for the use of the ESPON projects. The developed spatial tools can also be use by various national and regional authorities for more targeted analysis and a reading of the final report is therefore recommendable.

3.2 Spatial scenarios

The third interim report from this project is due end of January 2006 and final report October 2006.

The main aim of the project is to provide policy makers with the necessary tools to understand the potential evolutionary paths that European regions might take and the possible consequences of different spatial policy choices.

The major tool developed and to be developed are scenarios, i.e. future visions of possible, desirable and undesirable developments until 2030. These visions are to be grounded in the general policy questions

and options defined by the ESDP. In this second interim report the project team presents its first round of draft thematic prospective scenarios covering the themes of demography, transport, energy, economy, governance, enlargement, rural development, climate change, and socio-cultural issues. Even in their current, preliminary state, the scenarios already lead to quite a range of interesting policy options and should, therefore, once they have reached their final version, be of immediate use for policy makers in the fields of territorial development and spatial planning, but also more generally within any policy field that has possible spatial impacts.

All scenarios give a rather polarised although realistic description of possible future development within the respective themes and thereby serve the object of provoking political debate. Even though the scenarios sketches still need more development, there present already at this level of development “food for thoughts” and a reading of just the executive summary is highly recommended.

3.3 Lisbon Agenda

The project will deliver its third report by end of September 2005 and final report by May next year.

This project has the difficult task of combining the two often considered contradictory concepts of “competitiveness” (the Lisbon agenda) and “sustainable development” (the Gothenburg agenda). The project will focus on “evaluating the coherence of the territorial dimension of Lisbon and Gothenburg objectives with respect to current and future challenges in Structural Funds.

The project will study “the economics competitiveness as a system, as well as the territory and the environment, to calculate the “carrying capacity” of the economic/territorial/environmental systems at national and regional scale to be “competitive in sustainability”.

The project states that “competitiveness in sustainability” is able: “to sustain the market competition through those endogenous factors that differentiate the EU whole/systems (mix of social, environmental, economics indicators influencing the regional ranking within the enlarged Europe and in the international context); to face market competition with scenarios capable of guaranteeing environmental, social, cultural and economic sustainability; to have some management faculties (components) capable of guaranteeing territorial competitiveness...”

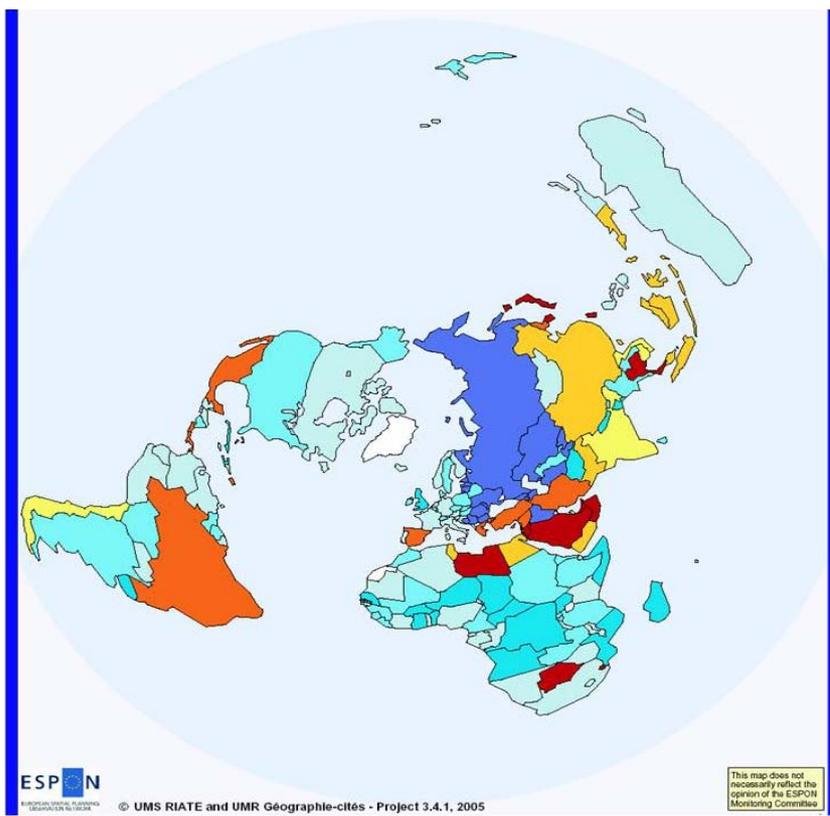
It is still early days for this project and one may await its third interim report with interest.

3.4 Europe in the world

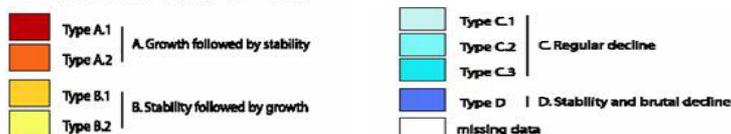
The project presented its first interim report in March this year, the second report is due by end of December and the final report will follow in May next year.

The project team describes the essences of the project as “grounding globalisation”. It aims at giving a description of how Europe relates to the world in relation to geography (G-scale), time (t-scale) and political (p-scale). The project use history to give an impression of previous ability to divide the world, e.g. during the cold war but states that “now, facing obvious signs of standardisation and an as much dynamic diversity, one does not know anymore how to divide the world. Economic regionalisation, geopolitics reorganisation and cultural resistances draw divisions that do not match and interfere with each other drawing a fragmented picture”.

Map 5. Typology of evolutions of world share of GDP p.p.a. (1952-98)



Typology of evolutions of world share of GDP p.p.a. (1952-1998)



The project will focus on Europe in relation to its network, in relation to its neighbours and the internal differentiation of the European territory according to globalisation.

In this first report the project presents two maps showing the relative development of population and GDP, the last one shown here. The maps present interesting new knowledge on Europe in relation to the world in the same way as other ESPON project maps present new knowledge on individual member states seen from a European perspective. In this project we are all taken to the fourth level, the Global one, giving us all a new perception of ourselves in a global context.

The ESPON programme so far

In this report I have given a short presentation of projects not previously presented, disregarding the level of finalisation. As a major number of the projects are ongoing and still are developing and detailing their findings it would only in few cases have been relevant to go deeper into a description of specific findings related to the Nordic countries. Furthermore as mentioned in the introduction this would also had required much more space and manpower than envisaged for these 6-monthly reports. And furthermore it should be emphasised that the main objective of this “NMR-secondment” project has been to assist the ESPON Coordination Unit with manpower.

Apart from the presented projects, the ESPON programme has also launched a minor series of studies on the following themes; the Information society, Small and medium size towns, Economy and Nuts (MAUP). The last study mentioned, *Modifiable Areas Unit Problem (MAUP)* will investigate the possibilities for mixing NUTS 2 and NUTS 3 level in order to present cartographical pattern of spatial structures in a more comparable way than presently, where NUTS regions varies in size from one county to another.

Each of these projects will deliver their first reports by end September or December this year this and final reports by end of May 2006.

All in all, the ESPON programme will by end of the programme period have delivered 30 projects, which is far more than those 19 projects envisaged in the Common Initiative Programme adopted by Member States and the Commission in 2000.

Although the Communication Strategy is not yet implemented, the ESPON programme has however had a reasonably impact and the factual use both findings and maps covers both the European level (Third Cohesion Report, Community Strategic Framework), transnational level (various interreg activities) national level (policy document in various countries, including Denmark, ESPON contact points, journals and events) and within the scientific community in the form of articles, publications and seminars.

Based upon the positive results there is general interest both among member States and the Commission for a continuation of the ESPON activities in the form of an ESPON II programme.

Dansk Resume

Denne rapport er den sidste af 4 rapporter leveret til Nordisk Minister Råd fra undertegnede i min egenskab af udstationeret medarbejder ved Koordinations Enheden for ESPON programmet i Luxembourg.

Hensigten med disse rapporter har primært været at give en præsentation af diverse projekter og deres resultater, sekundært at fokusere på diverse elementer af ny viden vedrørende Nordiske forhold, set ud fra et Europæisk perspektiv. Dette er især tilfældet for rapport nr. 2 og 3. Dette har ikke været muligt i denne sidste rapport, da langt de fleste refererede projekter endnu befinder sig på et midtvejs stadium.

De refererede projekter er følgende:

- Projekt 1.1.4 Demografisk udvikling. Hoved formålet er at beskrive variationen i den demografiske udvikling i forskellige dele af Europa. Projektet skitserer det komplekse mønster af på den ene hand stagnation og affolkning og befolkning tilvækst på den anden hand.
- Projekt 1.3.1 "Hazards". Projektet beskriver en række naturlige og teknologiske risici, som den europæiske befolkning må forholde sig til. De seneste episoder med skovbrænde i Portugal, Spanien og Frankrig og oversvømmelser i Tyskland, Østrig, Schweiz og Rumænien understreger behovet for nye politiske initiativer med henblik på at reducere risici.
- Projekt 1.3.3 Europæisk kultur arv. Projektet har til formål at beskrive en række elementer af Europæisk kulturarv, håndgribelige elementer såvel som mere uhåndgribelige såsom religion og sprog.
- Projekt 2.1.4 EU Energi politik. Et af formålene med projektet er at identificere og vurdere graden af sammenhæng imellem energi politik og lokal udvikling i Europæiske regioner. Projektet har lidt under en alvorlig mangel på statistik og det er derfor en anbefaling at forbedre det statistiske grundlag med henblik på bedre at kunne vurdere emnet og dermed levere politiske anbefalinger.
- Projekt 2.1.5 EU Fiskeri politik. Projektet har til formål at vurdere den fælles fiskeri politik og at vurdere i hvilken udstrækning den medvirker til en balanceret territorial udvikling. For første gang i ESPON sammenhæng er Island omfattet af projektet.
- Projekt 2.2.1 Den territoriale effekt af Struktur Fondens. Projektets formål var at vurdere Struktur Fondens territoriale effekt og den potentielle spatiale indflydelse. Dels leverer projektet en omfattende beskrivelse af Struktur fonden, dels leverer det et mere detaljeret billede af den territoriale effekt, både i form af politik indhold og de

ationale og regionale implementerings praksiser, med et særligt fokus på polycentri og territorial samhørighed.

- Projekt 2.2.2 Analyse af før-tiltrædelses assistance. Projektet fokuserer på tildelingen af assistance til de nye medlemslande og kandidatlande og især indholdet af spatiale mål som formuleret i ESDP. Især fokuserer projektet på mål som spatial samhørighed / omdannelse, balanceret spatial konkurrence og spatial integration og polycentrisk udvikling.
- Projekt 2.3.1 ESDP påvirkning. Projektet har til formål at vurdere i hvilken udstrækning medlemslandene har indarbejdet de politiske handlings forslag, der er beskrevet i ESDP. Projektet dækker også de nye medlemslande og ansøgerlandene, idet det forudses, at disse lande som en del af deres optagelse i EU også har forholdt sig til ESDP.
- Projekt 2.3.2 "Governance" (regerings ledelse). Projektet skal ses i sammenhæng med det foregående projekt. Projektet hovedformål er at vurdere begrebet "governance" både horisontalt, imellem forskellige sektor politikker og vertikalt, imellem de forskellige lag fra det Europæiske til det lokale niveau.
- Projekt 2.4.2 "Zoom". Projektet arbejder med integrerede analyser af transnationale og nationale territorier baseret på opnåede ESPON resultater. Projektet leverede en række nye kort til ESPON anden syntese rapport, som blev præsenteret i min tredje rapport.
- Projekt 3.1 Spatiale værktøjer. Projektet har 3 hovedopgaver; at koordinere resultaterne fra de enkelte projekter, at give vejledning til projekterne med henblik på at opnå et koordineret udtryk, således at de enkelte tematiske resultater kan koordineres og producere nye værktøjer til brug for spatiale analyser og fremvisning af resultater. I sidstnævnte sammenhæng har projektet udviklet ESPON Data Basen, et ESPON kort værktøj, et internet baseret GIS værktøj, et såkaldt "Hyper – Atlas" og en metode til klassificering af regioner i Europa.
- Projekt 3.2 Spatiale scenarier. Hovedformålet med projektet er at udvikle scenarier i relation til forskellige temaer som grundlag for en forståelse af potentielle udviklingsmæssige retninger, som Europæiske regioner kan tage og de mulige konsekvenser af sådanne valg og som derved kan danne grundlag for politiske diskussioner.
- Projekt 3.3 Lissabon dagsordenen. Projektet har den vanskelige opgave at kombinere de 2 koncepter "konkurrenceevne" og "bæredygtig udvikling", som ofte ses som rimelige modsætning fyldte. Projektet vil fokusere på at evaluere sammenhænge i den territoriale dimension i de 2 dagsordner med henblik på nuværende og fremtidige udfordringer for Struktur Fonden.
- Projekt 3.4.1 Europa i verden. Med dette projekt træder Europa uden for sig selv og anskuer sig selv i en globaliseret sammenhæng. Projektet sigter imod at give en beskrivelse af Europa i relation til geografi, tid og politik. Projektet beskriver den nuværende situation

som en tilstand, hvor der er tydelige tegn på standardisering og en ligeså tydelig dynamisk mangfoldighed, som gør at man ikke længere ved, hvordan man skal opdele verdenen. Økonomisk regionalisering, geopolitisk reorganisering og kulturelle modsætninger skaber nye sammenhænge, som ikke matcher eller samarbejde med hinanden, hvilket giver et fragmenteret billede.

ESPON programmet

ESPON programmet har leveret væsentlig mere end forudset i det oprindelige fælles initiativ program. Dette forudså 19 projekter, men inden programmet er afsluttet er der gennemført 30 projekter og en række mindre studier om informationssamfundet, små og mellemstore byer, økonomi og alternative metoder til kartografisk afbildning frem for det velkendte NUTS system.

Program resultater er blevet anvendt i dokumenter på både Europæiske, transnationalt og nationalt/regionalt niveau, ligesom en lang række videnskabelige artikler og publikationer er blevet produceret.

Det er derfor glædeligt og lovende, at såvel medlems staterne som EU Kommissionen er positivt stemt overfor at følge op på de positive resultater med et ESPON II program i den nye Struktur Fonds periode fra 2007 til 2013.

Questions for reflections

The Demography project presents some very provocative recommendations in order to maintain a population capable to maintaining the welfare. Which initiative should the Nordic countries take in relation to the perspectives presented by this project?

The Hazards project presents knowledge, which sadly has been demonstrated during this and previous years (forest fires in southern Europe and flooding in central and eastern Europe). In order to protect the civil society the question could be asked, if the emergency systems in Nordic countries are in place, updated and capable of protecting the civil society?

Further the question could be raised, whether it would be a good idea to develop an EU agreement among the Member States concerning assistance at an earlier stage than experience in Portugal this summer. Much forest could have been saved if such emergency plans had been in place in stead of waiting for a request from the government in the country in question.

The Energy project had severe problems concerning available data as basis for analysis and consequently the ability for developing policy recommendations. Does this also apply to Nordic countries and should Nordic countries take initiatives to harmonise the gathering of such data at EU level?

The Energy project touches finally on a very delicate issue, the balance between competitiveness, environment and local development – an issue, which certainly is worth a political debate.

Finally the Structural Fund policy is criticised for having unintended effects in relation to spatial development. What will Nordic countries do to streamline the SF towards a more strategic and targeted impact in support of territorial cohesion?