

## **SPECIFICATION**

### **ESPON Applied Research Project 2013/1/19**

#### **Territorial Scenarios and Visions for Europe (2011 - 2014)**

##### ***(o) Territorial challenges relevant for ESPON 2013 projects***

The development of the European territory is facing several ongoing mega trends and impacts of policies:

- The integration of the EU in global economic competition is accelerating, offering more options for regions and larger territories in deciding on their development path as development is no longer a zero sum game for Europe.
- Interaction is growing between the EU territory and the surrounding neighbour countries as well as the other parts of the world, becoming apparent by e.g. migration pressure on more developed countries, which are themselves confronted with population decline and by access to and investment in new markets.
- Market forces and the evolution of society in general are supporting a geographical concentration of activities.
- The ongoing demographic change with an ageing European population and migration is affecting the regions differently and boosts the competition for skilled labour.
- The occurrence of hazards is increasing due to climate change while different parts of Europe experience different types of hazards.
- Increasing energy prices and the emergence of a new energy paradigm have significant territorial impacts, some regions being more affected than others, some of which have particular potential for production of renewable energy sources.
- The enlargement of the EU to 27 Member States, and at a later stage maybe to more, presents an unprecedented challenge for the competitiveness and internal cohesion of the Union.

ESPON results have revealed that territorial capital and opportunities for development are inherent in the regional diversity that is a characteristic of Europe. Consequently, different types of territories are endowed with diverse combinations of resources, putting them into different positions for contributing to the achievement of the Lisbon and Gothenburg Agendas as well as to Cohesion Policy. Territorial diversity, particularly in the economic base, implies that strategies

other than opting for a knowledge-based economy might be more appropriate and viable for some regions.

The ESPON 2006 Programme provided integrated analysis and long term spatial scenarios which enriched the European policy debate and knowledge base. The results and observations produced by ESPON on territorial structures, trends, perspectives and assessment of EU policy impacts had not been fully evident before and supported a better understanding of the European dimension of territorial dynamics. Therefore, interest is growing among policy makers and practitioners for the information, knowledge and understanding ESPON can offer.

The ESPON 2013 Programme shall bring this knowledge base one step further by carrying out applied research and targeted analysis, indicator development and data collection, capitalisation events presenting results, etc. All these actions will be related to an improved understanding of territorial structures, development trends, perspectives and policy impacts.

The European-wide evidence provided by the ESPON 2007-2013 Programme will potentially benefit stakeholders all over Europe at all levels. Policy makers dealing with territorial development require sound evidence and comparable regionalised information as well as medium and long-term development perspectives in order to draw up sustainable and efficient integrated policy responses for their territories.

All in all, the European process moves towards a more integrated approach to policy making which makes the territorial dimension important for policy makers. The aim of territorial cohesion proposed by the Commission supports this approach by taking the territory as an element in the framework for policy making. Due to its provision of evidence based on analyses of territorial units the ESPON 2013 Programme is of strategic importance for the European policy development and cooperation.

By further extending and deepening the existing knowledge and indicators, the ESPON 2013 Programme will play a strategic role in supporting the policy process of the current period 2007-2013, namely by contributing to the development of Cohesion Policy.

### ***(i) General objectives of applied research projects under Priority 1***

The general objectives of applied research projects within the ESPON 2013 Programme are the following:

- Building new evidence based on comparable information about European regions and cities, including information on dynamics and flows, and covering the entire territory of EU 27, Iceland, Liechtenstein, Norway and Switzerland.
- Addressing major territorial challenges and political priorities providing comparable information covering the entire European territory, its regions and cities.
- Providing comparable regionalised information and possible policy options for making use of opportunities inherent in territorial structures; anticipating and counter balancing

negative trends and structures, taking into account the diversity of the ESPON territory and considering institutional, instrumental and procedural aspects.

- Identifying types of territories, regions and cities that share common development challenges and are affected most (positively or negatively) by the identified structures, trends, perspectives and/or policy impacts.
- Contributing to the further identification of structures within the EU territory that represent options for exploring comparative advantages and provide synergy through territorial cooperation arrangements, involving regions and/or cities.
- Contributing to the improvement of the scientific platform for European applied territorial research by refining existing concepts, methodologies, indicators, typologies, European maps and models and by defining new ones.
- Providing the knowledge and competence capabilities needed to ensure scientifically validated results of the applied territorial research with the support of Sounding Boards<sup>1</sup>.
- Supporting the use of and dissemination of results to an audience of policy makers, practitioners, scientist and experts.

This project shall contribute to these general objectives during its implementation, and in doing so make best use of existing ESPON results, new results in other ESPON projects as well as other research results and relevant studies.

## ***(ii) Relation of this project to the ESPON 2013 Programme***

The priorities describing the work-programme of the ESPON 2013 Programme are structured in four strands:

### **a) Applied research on territorial development, competitiveness and cohesion: Evidence on European territorial trends, perspectives and policy impacts**

The applied research projects will create information and evidence on territorial challenges and opportunities for success for the development of regions. Cross thematic applied research will be a major activity integrating existing thematic analysis and adding future analysis of new themes. Territorial impact studies of EU policies will be another focus under this priority.

### **b) Targeted analysis based on user demand: European perspective to development of different types of territories**

This priority responds to a clear demand of practitioners for user and demand driven actions within the ESPON 2013 Programme. By convening an analytical process where ESPON findings are integrated with more detailed information and practical know-how, new understanding of future development opportunities and challenges may arise, which could be transformed into projects and actions.

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<sup>1</sup> For each applied research project a Sounding Board will be set up, accompanying the project throughout its life cycle and giving advice to the TPG on both, scientific issues as well as relevance for policy makers. Sounding Boards will normally be made up of one scientist and one practitioner. Their task will consist of assessing project proposals, giving continuous feedback to TPGs and commenting on their reports.

c) **Scientific platform and tools: Territorial indicators and data, analytical tools and scientific support**

The scientific platform and analytical tools built up within the ESPON 2006 Programme will be maintained and further expanded. New actions shall be undertaken to develop current achievements and make use of the indicators, data and tools.

d) **Capitalisation, ownership and participation: Capacity building, dialogue and networking**

Under this priority, actions are foreseen that will be aiming at making the evidence and knowledge developed operational through measures raising awareness and involving stakeholders in the results and their practical use.

This project belongs to the first priority and holds a key position in developing a common understanding of possible territorial futures from a territorial cohesion and development point of view.

The project deepens and elaborates knowledge delivered by all former and ongoing ESPON 2013 projects and builds further on relevant ESPON 2006 knowledge. Profound knowledge on territorial futures is vital for targeted policy development in the light of Cohesion Policy aiming at improved regional competitiveness and sustainable and balanced growth of the European territory.

Therefore a strong coordination and interlinkage with other ongoing ESPON projects is crucial for achieving comprehensive results. A close cooperation with the Sounding Board set up for following and advising the project and the Coordination Unit shall as well be established as part of the project implementation.

### ***(iii) Thematic scope and policy context***

#### ***The policy challenge***

Policymakers in the field of territorial development and cohesion are in need of a future oriented and integrated vision on the development of the European territory. This is supported by the recent EU Budget Review (COM(2010) 700 final) in which the Commission opts to “adopt a common Strategic Framework, outlining a comprehensive investment strategy translating the targets and objectives of Europe 2020 into investment priorities.”

The ESPON Monitoring Committee, DG Regio and the ESPON Coordination Unit therefore wish to start a territorial vision-building process that involves relevant stakeholders at European, national and regional level. The vision should provide a coherent framework to formulate territorial policy actions at different policymaking levels and to assess and support policy initiatives from other sectors, all with a European perspective. The vision is expected to have a strategic character that allows giving direction to the policy debate on territorial development.

This project aims at supporting policymakers in formulating this long-term integrated and coherent vision on the development of the European territory. To achieve this, a vision-building process is envisaged to take off. This project should set up the framework and support its

concrete implementation towards the final results. In particular, the project is expected to support and deliver input to the territorial vision-building process by updating, extending and refining the scenario work of ESPON. The project is also expected to deliver expert and procedural support to the vision-building process and to provide creative though feasible and realistic future images of the European territory that can be part of the vision-building process.

### *The point of departure*

The ESPON 2006 Project 3.2 on "Spatial Scenarios in Relation to the ESDP and Cohesion Policy" that was finalized in October 2006 already provides important building blocks for a future oriented and integrated territorial vision and is expected to be the key starting point for this project. This project created, in addition to a baseline scenario, a series of integrated thematic scenarios for the future territorial development of Europe with a time horizon of 2030. On this basis territorialised scenarios were made, both roll-forward (prospective) and roll-backward (proactive) scenarios. The latter proactive scenario translated current policy goals into an image of how Europe should look like territorially in 2030 and outlined how this image might be reached. For this process the project team, in close collaboration with the ESPON Monitoring Committee, has come up with a list of major long-term policy objectives that constituted the basis of this proactive scenario. This list includes prosperous, competitive and diversified economies, innovative knowledge society, sustainable transport, balanced distribution of population, wealth, cities, etc, socially inclusive society and space, sustainable settlement structure, sustainable use of energy, healthy environment and hazard prevention, diversified cultural heritage and identities, territorially oriented governance.

However, changes in trends and driving forces, policies and available knowledge give rise to the need for a solid reflection on the scenario-building carried out under the ESPON 2006 Programme and described above:

- (1) The economic downturn that has its roots in the financial crises of 2008 seems to influence Europe's long term territorial development **trends**. Informed opinions indicate the realistic possibility of a long term impact on territorial development trends such as economic growth and jobs or demography.<sup>2</sup> It becomes clear that Europe and the world face new or intensified challenges such as the global economic crisis and recovery, accelerating globalisation, climate change, increasing energy dependence, and ageing populations. This means that some **drivers** and elements of the current reality, as sketched in the ESPON 2006 scenario project, have changed and should be reconsidered.
- (2) The **policymaking context** has – partially as reaction to the changing world – also known important changes over the last years. It is important to stress that most relevant recent policy milestones include a clear future-oriented outlook. *The Europe 2020 Strategy* (EC, 2010) is one of the most guiding documents in this respect. It was written in support of the recovery from the economic and financial crisis and in preparing the EU economy for the next decade with increasing international competition and a new order of world powers. The Commission identifies three key drivers for growth to be implemented through concrete actions at EU and

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<sup>2</sup> The ESPON 2013 Projects "Future Orientations for Cities" (FOCI) (Interim Report) and "Spatial Scenarios – New Tools for Local-Regional Scenarios" (SS-LR) developed some reflection on this and also the ESPON Open Seminar in Prague (2009) summed up some important expert views (see [www.espon.eu](http://www.espon.eu)).

national levels: smart growth (fostering knowledge, innovation, education and digital society), sustainable growth (making our production more resource efficient while boosting our competitiveness) and inclusive growth (raising participation in the labour market, the acquisition of skills and the fight against poverty). Besides the Europe 2020 Strategy, also territorial policy documents like the Green Paper on Territorial Cohesion (EC, 2008) and the Territorial Agenda of the European Union (2007) include important elements. The documents mention challenges like climate change, energy inefficiency, economic integration, global competition, sprawl and demographic change but also include some important future-oriented and visionary statements such as overcoming distance, division and differences in density or polycentric and sustainable development. The *Territorial State and Perspectives of the European Union* (2005) that underlies the Territorial Agenda outlines a concrete roadmap to integrate the territorial dimension into national and EU policies. Part C of this report is devoted to developing perspectives for the future: “The key challenge for strengthening territorial cohesion ... is to enhance the territorial capital and potential of all EU regions and to promote territorial integration”. It identifies territorial cohesion as the policy objective and territorial development policies as the policy tools. The Territorial Vision this project is going to develop should be using the concepts and ideas on territorial cohesion described in this report and should create a shared understanding of what territorial cohesion means when addressing European territory and its regions.

- (3) The developed ESPON 2006 Scenarios together with new territorial and thematic **knowledge** that is nowadays available should allow for further advancing the future-oriented territorial scenario and visioning work. The ESPON 2013 Applied Research Projects all include prospective elements as trends, projections or scenarios. New prospective territorial evidence is available for city development (FOCI), rural development (EDORA), demography (DEMIFER), energy (RERISK) and climate change (ESPON CLIMATE). ESPON 2013 projects currently in their starting phase are expected to deliver relevant evidence in the beginning of 2012. Recent European and national (sector) scenario-building exercises also provide important knowledge that could further enrich the ESPON 2006 scenario-building work. Some examples are listed in the box hereunder.

#### **The World in 2025 (2009)**

This report first underlines the major future trends: geopolitical transformations in terms of population, economic development, international trade or poverty. Secondly, it elucidates the tensions: natural resources (food, energy, water and minerals), migrations or urbanisation. Lastly, transitional pathways have been drawn: towards a new production and consumption model, towards new rural-urban dynamics, towards a new gender and intergenerational balance. The results described in this report could be useful to answer the question in the current Scenario project where Europe wants to be in the world.

#### ***Project Europe 2030: Challenges and Opportunities (2010)***

This report also reflects on Europe in the world. The report is the result of an independent Reflection Group which was established under the Conclusions of the European Council with the objective to assist the European Union more effectively to anticipate and meet various challenges in the longer term horizon of 2020 to 2030. Also this could be useful in answering the question in the current Scenario project where Europe wants to be in the world.

#### ***TRANSvisions study of DG TREN***

This study provided technical support to a debate on transport scenarios with a 20- and 40- year horizon. For 2050 they formulated a number of different exploratory scenarios as different paths towards a post-carbon society. For 2030 they also developed some scenarios based on socio-economic input (population, GDP development, work places); transport

policy input (change in vehicle operating costs, fares and transport costs for different transport modes); and network input (links and nodes and data related to these). In order to identify policy packages five different groups of policy instrument were defined based on infrastructure, technology, economy regulations and participation.

***PRELUDE (Prospective Environmental analysis of Land Use Development in Europe)***

This is an interactive tool developed by the European Environment Agency (EEA) showing how land use could change in the next 30 years. In this project five scenarios are built on different assumptions about societal change, using an innovative approach of storytelling. These scenarios have been integrated in a particular interactive presentation tool support a discussion about the potential impacts of land use changes currently taking place in society on Europe's future. The presentation tools used have been particularly appreciated and could be inspiring the communication and dissemination related to this project.

***The Commission's staff working document 'Regions 2020' (2008)***

This document explored the regional effects of four of the for European Regions most relevant new policy challenges in the medium-term perspective of 2020. The four challenges identified as the most relevant are: globalisation, demographic change, climate change and energy. As a step towards a better understanding of the potential pattern of regional disparities, that these challenges will generate, the document illustrated which regions are most vulnerable to these challenges. This study should be considered as an important source of inspiration for the scenario project and the assumptions should be as much as possible in line.

***Netherlands 2030***

This discussion document presents four scenarios for spatial planning in the Netherlands in the year 2030. The proactive scenarios are the result of an exploratory process in which policy makers, practitioners, the private sector, non-governmental organisations and professional experts were encouraged to participate. During this process, the feedback of the participants on interim results lead to adaptations in the problem formulation (phase 1), the partial scenarios (phase 2) and the four spatial planning scenarios (phase 3). This scenario project could use the lessons learned from the exploratory process to form their own participatory process.

***The objectives and expectations***

The project shall, as indicated above, guide and deliver input to a vision-building process mainly by updating, extending and refining the scenario work of the ESPON. It responds to policy demand related to the European territory for understanding better the future and to make progress on territorial cohesion policy in an ever globalising world. Territorial structures represent long term capital and have strong inertia. However, it is possible to shape the future through development driven by decisions of today.

The project process and results should by building on the new and changing territorial challenges for Europe support the search for appropriate policy responses to these trends and challenges. Moreover, the results should generate a vision for the future structures and roles of regions and cities which could constitute Europe as a well functioning territory playing a strong economic role in the World.

An important element in the project is therefore to support a common understanding and vision of an 'ideal' Europe in 2050 which could then enable policy makers in Europe to target and better prepare for the future using this vision as 'leitbild'. Related to this, the project should also indicate what interventions, investments and policy actions would be needed to move towards this commonly expected long-term vision of a European territory that is smart, sustainable and inclusive.

For the process creating a vision and scenarios on the European territory in the long term, three policy relevant axes are important:

- (1) To share a number of stories for understanding territorial cohesion and the main policy objectives for the European territories, its regions and cities.
- (2) To support European regions and cities in contributing to the targets of the Europe 2020 Strategy leading to a polycentric, diverse and sustainable Europe.
- (3) To enlarge and further detail the four key challenges identified as particularly relevant for European regions in the Regions 2020 Study and to integrate prospects for the regions and cities in a long-term European territorial framework.

The project should therefore strive for a better understanding with regard to the following key policy questions for which it is expected to provide supporting knowledge and evidence:

- What are the new elements, including changing trends and driving forces, policies and available knowledge that have not been addressed in the ESPON 2006 Scenario Project?
- What are possible creative though feasible future territorial images for Europe?
- What policy measures at European, national and regional/city level could help realizing these images?

The project shall elaborate prospective territorial scenarios that define a range that could support the policy makers in creating a vision using a proactive approach. The project shall be developed in a highly participatory setting in which a close collaboration with the ESPON Monitoring Committee, DG Regio and the ESPON Coordination Unit is crucial. Especially the more policy oriented vision building process will be done by the ESPON CU taking the lead in relation to communication with policy makers. In order to be policy relevant, it seems highly important that the prospective scenarios and proactive vision:

- Take the current territorial structure of Europe as starting point
- Provide and show possible territorial images of Europe
- Integrate the different sector developments
- Provide creative and innovative ideas and options for territorial development
- Demonstrate a clear European perspective
- Address policy challenges mentioned in the Europe 2020 Strategy as well as European policy documents on Territorial Development and Cohesion
- Inspire and provoke debate amongst policymakers at European, national and regional level

In order to be able to fulfil the expectations, the project will have a longer timeline than most other ESPON projects and will run for 3 years.

Ongoing projects under the ESPON 2013 Programme might produce highly relevant knowledge for this project. The project is therefore expected to create close relations with ongoing ESPON 2013 applied research projects as well as to bodies and stakeholders behind other relevant work.



In the analysis and where relevant, the project is expected to make use of the nine standard ESPON Territorial Typologies: urban-rural; metropolitan regions; border regions; islands regions; sparsely populated regions; outermost regions; mountainous regions; coastal regions; regions in industrial transition. The first six were developed by DG Regio and the remaining three were proposed in the ESPON project on Typology Compilation.

#### *(iv) Analytical framework and deliveries expected*

The project takes the policy context as described above as a starting point.

The Territorial Vision and Scenarios resulting from this project are not an end in itself. The building process should be used to identify and understand the whole range of forces, factors, possibilities and consequences that are relevant for developing and testing alternative plans, policies and practices. It is a team exercise meaning that the relevant stakeholders should participate in the building process.

#### *Assumptions*

The project is expected to build on the methodological considerations of the ESPON 2006 Scenario Project and should at least address and discuss the long-term policy objectives addressed there.

A scenario describes what will possibly happen under certain preconditions. The project should in relation to **scenario building** make use of a prospective (roll-forward scenarios) methodology having a point of departure in the present (2010) and describing future situations under certain conditions. The prospective scenarios should all build on the themes identified using three different sets of hypotheses exploring the playing-field for the Territorial Vision.

A vision is a dream of a future ideal situation. In relation to supporting the **vision development** the project should make use of a proactive (roll-backwards) methodology having a point of departure in a future situation (2050) defined by political orientations. For this type of scenarios it is also important to describe the necessary activities in relevant policy fields for achieving this future situation. The proactive scenario to be developed by this project will be called a Territorial Vision.

A Territorial Vision 2050 should have a sense of **realism** and take into account existing territorial specificities and potentials. It should be coherent with the cohesion policy aims and include a description of the themes that describe the present state and the baseline scenario 2050.

The **building process** of the scenarios and the Territorial Vision should be cyclical and dynamic allowing the Monitoring Committee to take active part in the development and testing of the vision and scenarios. The project should, together with the ESPON CU, prepare a road map that defines the milestones, deliverables and events needed for the building process together with the relevant dates, tasks and people concerned.

The project should also provide inputs for a **communication** strategy to support the exploration of the scenarios at political level in order to improve the understanding of spatial structures, development trends and issues of territorial cohesion. This support to the communication strategy could include different innovative elements from informal consultations to futuristic stories supported by cartographic illustrations. Due to the involvement of a diverse group of stakeholders different presentations of the same vision and scenarios moreover on different scales might be necessary.

### ***Key research questions***

The project is expected to answer the following key research questions:

- What is the current state of the European territorial structure?
- What will be the future state of the European territorial structure (horizon 2030 and 2050) based on the hypothesis that development trends and policies remain stable?
- What can be feasible future states of the European territorial structure (horizon 2050) in three territorially extreme scenarios?
- What is the room of manoeuvre to politically steer (the development of) the future state of the European territorial structure and what is the range in which a realistic territorial vision for the year 2050 can be formulated?
- What could be sensible midterm targets (2030) in order to steer territorial development into the direction of the desired long-term vision? And what policy actions and interventions are required to meet these midterm targets?
- What is the robustness of the results for major changes in the assumptions?

The project is expected to answer these questions during the project implementation and in close relation to the vision-building process the project is supposed to support. The project could hence be structured along a set of logical steps that are explained below.

### ***Steps***

The project could be structured using five steps which are each explained in more detail below:

- Step 1. Analysing the **Present State** of the European territory.
- Step 2. Building two **Baseline Scenarios** for the years 2030 and 2050.
- Step 3. Building three **Territorial Scenarios** for Europe for the year 2050.
- Step 4. Developing a **Territorial Vision** of Europe for the year 2050.
- Step 5. Elaborating **Midterm Targets and Pathways** towards the year 2030.

Before going from one step to the next, the results of that step should be presented to the Monitoring Committee in order to get their opinion, validation and agreement and create a shared result that will then feed into the next step. Especially the stakeholder involvement in Step 4 cannot start without the consolidated and shared results of Step 3 that are needed to agree on the playing field.

The above indicated steps can be shortly explained as follows. The project will start with analysing the present state of the European territory using the information currently available within ESPON projects (Step 1). Based on this, a Baseline scenario will be build using current

structures, trends, prognoses and existing policies. This baseline scenario will create images for the year 2030 and 2050 (Step 2). Then at least three prospective scenarios will be built for the year 2050. These three scenarios will be visualising extreme situations following an urban polarisation, a flows/connections and a regional approach (Step3). The building blocks and images for 2050 resulting from the prospective scenarios will be used to develop, in a proactive, creative, interactive and policy oriented approach, a Territorial Vision for 2050 (Step 4). For this Territorial Vision, sensible Midterm Targets will be extracted for Europe in the year 2030 and a territorially differentiated pathway (now-2030) that is to be followed in order to reach the midterm targets and that can bring Europe of today closer towards its Territorial Vision in 2050 will be defined and mapped (Step 5).

The five steps are visualised in Figure 1 below and discussed in more detail in the sections below.

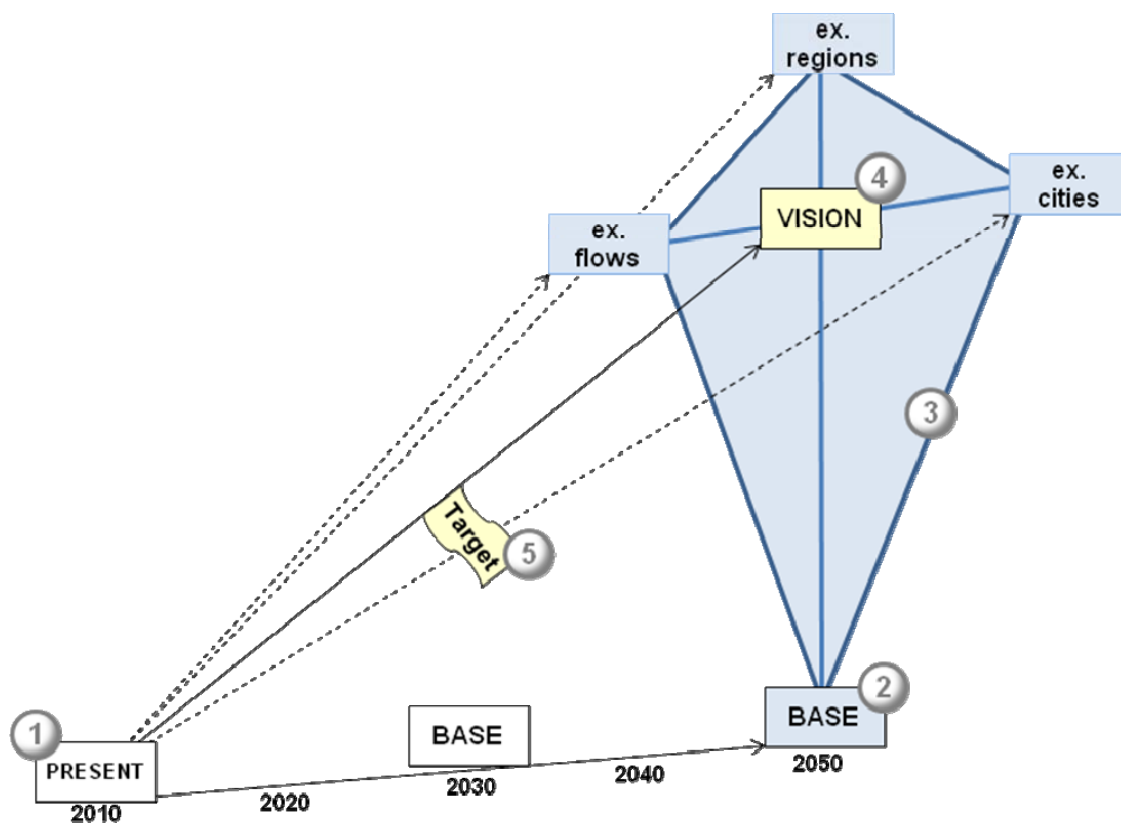


Figure 1. The steps that structure the project.

### Step 1. Present State

*Keywords: knowledge, data, themes*

Before the present state of Europe can be analysed, the main territorial phenomena/structures and key challenges and potentials for territorial development and cohesion should be identified. Starting point for these themes are the ones used in the ESPON 2006 Scenario Project, but also the availability of knowledge and data through ESPON 2013 projects (and other sources) is an important criterion to select these themes and/or indicators. The same themes will also be used for the baseline scenarios and the Territorial Vision and should at least cover:

- The global economic and financial crisis,
- Demography, migration and natural development,
- Urban system and functional areas (including macro-regions)
- Accessibility, connectivity and missing transport links,
- Climate change and environment,
- Flows of trade and people related to globalisation,
- Energy dependency and influence of oil prices,
- New emerging roles for the rural areas, specific territories and outermost regions.

## **Step 2. Baseline Scenarios 2030 and 2050**

*Keywords: trends, policies, quantitative*

For building a baseline scenario current structures, trends, prognoses and existing policies should be analysed in order to be able to understand the feasible territorial state of European territory in the years 2030 and 2050. The baseline scenario for the two time horizons should also integrate the different sector developments. The policies relevant for this step are indicated in section (iii) thematic scope and policy context. An important source for current structures and trends are data and results of the ESPON 2013 projects.

At the same time a study should be done on how baseline scenarios that are developed by and presented in other projects can be integrated in this Baseline Scenario. This study should indicate what should be included and what not. The projects that should be studied include the ESPON 2006 Scenario Project (3.2), the ESPON 2013 projects SS-LR, DEMIFER and FOCI and other European studies such as PRELUDE, TRANSvisions, MOVE and Regions 2020. The Baseline Scenario 2030 should also integrate intentions to further develop the Europe 2020 scenarios.

## **Step 3. European Territorial Scenarios for 2050**

*Keywords: prospective, extreme, qualitative*

In this step three territorial scenarios will be built for the year 2050. These three scenarios will follow a prospective approach having a point of departure in the present (2010) and describing future situations under certain conditions. The three territorial scenarios should each visualise an extreme situation following a specific approach. This approach should be territorial and integrate the development of all different sectors.

For illustration and inspiration an approach that could be used for the three scenarios is the following:

- **Europe of the Cities**  
This scenario provides an image of the European territory in which economic and population growth as well as public investments are mainly stimulated to take place within existing cities that structure the European territory; cities that have a role as driving forces in the global, national and/or regional level. Europe of the Cities is characterised by economically strong and compact cities. Political focus lies on issues such as intensified use of urban space, strong preservation of open space, reduction of long-distance traffic.
- **Europe of the Flows**  
This scenario provides an image of the European territory in which economic and population growth as well as public investments are mainly stimulated to take place within main

corridors that structure the European territory. Europe of the Flows is characterised by strong connections between cities and transport nodes. Political focus lies on issues such as enhancing connections and long distance networks and global integration.

- **Europe of the Regions**

This scenario provides an image of the European territory in which economic and population growth as well as public investments are mainly stimulated to take place on the basis of specific regional identities and strengths. Europe of the Regions is characterised by strong urban and rural territories that form a mosaic of different regions and types of territories with strong identities. Political focus lies on issues such as regional self-reliance, small-scale development and landscape protection.

The project is expected to propose and assess three territorial scenarios allowing for policymakers to have grounded understanding of the pros and cons of each scenario. In their proposal and assessment the project should include arguments related to economic, social and sustainable development aspects. The results of this step, indicating which scenarios are where the strongest, will be used as input for the next step creating a European Territorial Vision for 2050.

The project is asked to make use of existing methods for qualitative (territorial) impact assessment in order to carry out this task. The EC Guidelines for Impact Assessment (SEC(2009)92) (January 2009) as well as national experiences (such as from Austria, Germany, Netherlands, Slovenia and United Kingdom) in TIA are considered as important sources of inspiration in this respect. The project also might make use of the conceptual framework of the ESPON TEQUILA Model that is developed in the ESPON 2006 Project 3.2 and further elaborated in the ESPON 2013 Projects “TIPTAP”, “ARTS” and “EATIA”.

#### **Step 4. Territorial Vision 2050**

*Keywords: proactive, policy driven, creative, realistic, qualitative*

For this step it is important to create territorial vision of the future and not to territorialise a vision created. To do this, it is essential to think in terms of economic, social and territorial cohesion, meaning that the vision should integrate, from the beginning, territorial aspects such as territorial structure, balanced and sustainable development, territorial capital and potential, vulnerability etc. The Territorial Vision should be developed as a long term vision (2050) in order to include the long-term impacts of regional policy as well as other relevant sector policies etc. which in general only show their impacts in a longer perspective. The vision should also be integrated in the global level and trying to answer the question how the European territory should be linked into the world. The Territorial Vision will be the result of a more qualitative exercise and can be presented in a way using more creative and artistic means of communication and cartography.

#### **Step 5. Midterm Targets and Pathways towards the year 2030**

*Keywords: analytical policy support, quantitative*

The TPG is asked to extract sensible midterm targets (2030) that need to be met in order to guarantee that the European territory sufficiently develops into the direction of the Territorial Vision 2050. The TPG is expected to set targets that are realistic but ambitious. The targets should take into account what is expected to happen in the Baseline Scenarios and indicate what

policymakers can do in addition. In contrast to the vision, the midterm targets are expected to be more tangible and quantified. The targets preferably follow a territorial logic meaning that they are expected to address different levels of geographical scale, different types of territories as well as different European sub-territories such as macro-regions.

The TPG is furthermore asked to define and map a territorially differentiated pathway (now-2030) that is to be followed in order to reach the midterm targets and grow away from the Baseline scenario. The TPG shall formulate possible policy actions and interventions at different administrative levels that are necessary to make this move forward. The policy recommendations are expected to follow a territorial logic and have a specific eye for policy actions within the framework of European Cohesion Policy, ERDF Funding in the period 2014-2021 and territorial policies within ESPON Member States.

### **Robustness of results**

The TPG is asked to analyse the robustness of the results of step 2, 3, 4 and 5 for major changes in the assumptions. In doing this, the impacts on the results of possible rising energy prices, oil peak and interrelated consequences for global integration and transport should at least be taken into account. Other plausible major changes could also come up during the project development and stakeholder consultations.

### ***Participatory approach***

In contrast to other Applied Research Projects, which follow mostly an expert-driven approach, this project will be a mix of policy-driven and expert-driven approach. This means that policy makers have an important say on the choices to be made within the project. Because the policy makers are not part of the TPG, the project should follow a participatory approach in which it is very important to involve the relevant stakeholders at the relevant moment during all five steps of the project indicated above.

Participation enables a number of benefits such as stimulating broad thinking about the future; a wider perspective on complex issues, bridging the gap between different agents; facilitating collaboration and consensus building; increasing acceptance of scenarios amongst end users, etc. Within the participatory approach foreseen in this project, the following four different target groups can be distinguished:

Group 1. Monitoring Committee and DG Regio

Group 2. Other policy makers, including EP, DG Agri, DG Tren, DG Environment, DG Move, DG Research, NTCCP, CoR, EESC, CPMR, AER, CEMR, AEB, Eurocities, etc., and representatives

Group 3. Private sector representatives

Group 4. Scientific experts

The dialogue processes with each of the four target groups should be done in close cooperation and coordination with the ESPON CU.

The actors in Group 1, the members of the ESPON Monitoring Committee and DG Regio, should be involved throughout the complete process, discussing and deciding on all relevant

aspects in the process. Their involvement will be enlarged in Step 3 when the three Territorial Scenarios will be built. And their involvement will be at its peak during the creation of the Territorial Vision of Europe.

The actors in Group 2, other policy makers at various levels of the European policy arena, and the actors of Group 3, decision makers from the Private Sector, will be involved during the building of the Territorial Scenarios and the elaboration of the Midterm Targets and Policy Recommendations. Their involvement is larger during the creation of the Territorial Vision.

The actors of Group 4 are scientific experts that are not included in the TPG and that are knowledgeable on the current structures, trends, prognoses and existing policies. This could be scientific experts involved in the other ESPON 2013 projects but also scientific experts on the relevant policy contexts on territorial cohesion or relevant sector developments such as transport, environment, economy, etc. Depending on their knowledge, these experts should be largely involved in the first two steps, analysing the present state of the European territory and building the two baselines scenarios for 2030 and 2050. Their involvement in building three Territorial Scenarios is less, due to the higher involvement of the policy makers, but still substantial. The creation of a Territorial Vision is mainly a policy driven step and requires only limited involvement of scientific experts. The setting of Midterm Targets and formulation of policy recommendations to be done in the last step is a task for the TPG in collaboration with the MC and DG Regio and some minor involvement of external scientific experts.

The involvement of all four stakeholder groups in the steps structuring the project are summarised in the table below.

*Table 1 Involvement of stakeholder groups in the project steps.*

	MC and DG Regio	Policy makers	Private Sector	Scientific experts
Step 1 Present State				
Step 2 Baseline Scenario				
Step 3 Territorial Scenarios				
Step 4 Territorial Vision				
Step 5 Midterm Targets & Policy Rec.				

Before going from one step to the next, the results of that step should be presented to the Monitoring Committee in order to get their opinion, validation and agreement and create a shared result that will then feed into the next step. The TPG is therefore expected to organise workshops within MC meetings and play a supporting role in addressing other policy makers and private sector representatives.

### ***Expectations for the proposal***

The TPG is expected to present in their proposal a more detailed organisational chart showing the structure of the participatory approach, the relationships and roles of all target groups within the various steps of the project. The project is also expected to present a draft road map defining the milestones, deliverables and events needed for the building process together with indicative dates, tasks and stakeholder groups concerned within the timeline of the project. By doing so, the

TPG should take into account that the results of Step 1, 2 and 3 should be agreed by the actors that were involved in the information used to build the relevant images. This means that these results should in principle be validated and shared before a Territorial vision can be developed in Step 4. At the same time a Territorial Vision is needed before Midterm Targets and Policy Recommendations can be elaborated in Step 5.

Due to the policy-maker involvement mobilisation of the stakeholders with their values, views, knowledge and ideas is of key importance of this project. Participatory tools could support the engagement of stakeholders and in turn this could support an extended reflection upon the different steps of the project resulting in shared framing of the territorial vision and pathway to it. In the end of the project the stakeholders should ideally have become the co-owners of the Territorial Vision.

As stated before, within the participatory approach of this project communication is very important. The TPG should not hesitate to use innovative ways to communicate with the stakeholders and support them to give their values, views, knowledge and ideas. One could think of involving artists, actors, social networking, etc. The TPG is expected to have sufficient relevant expertise to guide the interactive stakeholder process and to communicate and disseminate the results of the project effectively to the relevant policy makers.

#### ***Additional expectations for the project***

Data, indicators and maps of the ESPON 2006 and 2013 Programme are important sources for this project. The project shall in particular be informed and make use of results from the following projects:

- ESPON 2006 Project 3.2: ‘Spatial scenarios in relation to the ESDP and EU Cohesion Policy’
- ESPON 2013 Project SS-LR: Spatial Scenarios: New Tools for Local-Regional Territories
- ESPON 2013 Project FOCI: Future Orientation for Cities
- ESPON 2013 Project DEMIFER: Demographic and Migratory Flows Affecting European Regions and Cities

The project should strive for a comprehensive and integrated research approach, taking into account social, cultural, environmental and economic aspects. In addition a 5-level approach (Global, European, transnational/cross-border, national and regional/local) to the analysis, commonly used by all ESPON applied research projects, should be applied in order to support a clear presentation of results, which might vary depending on the geographical scale.

The project shall strive for delivering innovative results which can support the policy development in the field of territorial development, competitiveness and cohesion. It should demonstrate an inventive approach with regard to the scientific answers to the policy questions and should aim at showing new development opportunities for the European territory. There should be a combination and interrelation of various sectors and territorial insights on the development in order to contribute to the creation of new development paths and visions.



In order to create coherence with project findings of other ESPON applied research projects, the project should present the main final results in relation to different types of regions and cities, using, where applicable, existing typologies for the urban system, rural areas, mountain areas, islands, coastal areas and outermost regions. The final results should also be presented for transnational cooperation areas under Structural Funds, and - where appropriate and possible - also for cross-border cooperation area and inter-regional cooperation areas.

The geographical coverage of the project should encompass all the countries participating in the ESPON 2013 Programme. Furthermore, the TPG should also make reference to countries neighbouring the ESPON territory in the scenario building and vision developing exercises. In this respect the TPG should assess the data situation within their field of research in the EU Candidate Countries (i.e. Croatia, The former Yugoslav Republic of Macedonia, Turkey) and/or the other countries of the Western Balkans (i.e. Bosnia and Herzegovina, Serbia, Montenegro, Albania, Kosovo under UN Security Council Resolution 1244), and report their findings in the Inception report (see below chapter (v)). Depending on the respective data situation these countries would then be included in the analysis.

### ***Deliveries***

The deliveries of the project should make use of and complement the existing scientific platform and tools of ESPON, which are accessible on the ESPON website. The project is expected to enhance the scientific platform of ESPON with at least the following deliveries:

- Data input to the development, update and extension of the ESPON database by additional data gathered within the project, particularly in relation to the new Partner States, Iceland and Liechtenstein. The compilation should indicate the degree of comparability and robustness of the data.
- Indicators offering key and additional information on the specific trends analysed by the project and on territorial phenomena and aims related to European policy orientations at the core of the scenario exercise. Indicators need to offer compatibility with a map-making facility, to provide a consistent, homogenous, reliable, and up-datable database.
- Tools developed in the form of a test-version or final version, including the models developed as part of the exercise.
- Typologies eventually developed by this project for the territorial scenarios.
- European maps related to the baseline, the prospective scenarios and as well images and maps related to the territorial vision.

Regarding the development of new data and maps and/or the use of existing data, the TPG is expected to cooperate closely with the TPG in charge of the development of the ESPON 2013 Database.

The project is also expected to contribute to the ESPON 2013 capitalisation and communication strategy by providing at strategic moments during the project implementation the following:

- Written contribution for the elaboration of at least 6 leaflets/brochures to inform policy makers on the assumptions, the methodology and the results of the project (focusing the

baseline scenario, the three prospective scenario, the territorial vision and the overall results of the project);

- Text and maps for the elaboration of one Territorial Observation dedicated to the project;
- Slideshows explaining the assumptions, the methodology and the results of the project (one for each intermediate, draft and final delivery)
- A selection of 3-5 maps at each intermediate, draft and final delivery suitable for the communication of project progress and results at the different stages on the ESPON website, but as well suitable to be used for creation of posters, postcards, exhibition materials, etc.
- Input (text, maps, images) for the creation of a specific section of the ESPON 2013 Website dedicated to the project.

The results and conclusions of the applied research within the project should be formulated in relation to policy orientations present at European level and make use of the new typologies – if applicable – and maps resulting from the project.

Following the logic of the Territorial Agenda of the EU, orientations for policy makers should refer to the respective territorial development opportunities and the available options to mobilise these for the benefit of the cities, urban agglomerations and surrounding regions in question. In this respect, references to future policy options should take account of European Cohesion Policy orientations, in particular expressed in the Community Strategic Guidelines on Cohesion 2007-2013, the Fourth Report on Cohesion, as well as (the debate on the) Green Paper on Territorial Cohesion.

Project findings should make clear which impact the assessed directives could have on the competitiveness and socio-economic situation of European regions and cities as well as on the realisation of economic, social and territorial cohesion in Europe.

Finally, the project should consider avenues for further applied research on the theme.

### ***(v) Outputs and timetable***

One of the main objectives of the ESPON 2013 Programme is to focus on research with policy relevance and to contribute to the development of relevant policies. Therefore, the outputs of the research project should be highly operational and coordinated in time, as far as possible, to fit into the relevant political agenda.

The proposal for the project is expected to reveal individual work packages on project coordination, research activities, and dissemination, as well as a schedule for project implementation based on the following indicative<sup>3</sup> timetable and specification of outputs:

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<sup>3</sup> The final timetable for the project will depend upon the exact date of the project's Kick-off Meeting. At this meeting, the exact delivery dates for all project reports will be agreed upon with the Lead Partner.

### **December 2011 (Inception Report):**

Twelve weeks after the kick-off meeting, a more in-depth concept should be submitted by the TPG allowing for a detailed overview on the research approach to be applied, the methodology and hypothesis for further investigation, as well as a review of the main literature, data sources, etc. It also includes a list of themes and possible territorial indicators that will be used within the analysing and building processes of the project. It shall also include a proposal for the three European territorial scenarios in Step 3. It also includes a detailed organisational chart showing the structure of the participatory approach, the relationships and roles of all target groups within the various steps of the project. It also includes a road map defining the milestones, deliverables and events needed for the building process together with indicative dates, tasks and stakeholder groups concerned within the timeline of the project. It shall also include an overview of more detailed deliveries and outputs envisaged by the project as well as an indication of likely barriers that the project implementation might face. The report shall give clear orientation for the applied research previewed towards the Interim report. The research team should also report on the findings regarding the assessment of the data situation in EU candidate countries, the Western Balkans and Turkey and, on that basis, determine the geographical coverage of their research. Finally, the TPG should outline how it envisages making use of existing ESPON and other results that are relevant for this project.

### **May 2012 (Interim Report 1):**

The content of the First Interim Report shall reflect the orientations given in the Inception Report as well as the results of the discussions having taken place with the Sounding Board. The report is envisaged to include elements such as:

a) Main results on the basis of available data, developed indicators, scenarios, policies and European maps, including

- An overview on concepts and methodology on analysing the present state, building the baseline scenarios and the three territorial scenarios.
- A detailed presentation of a hypothesis on the scenarios and visions.
- Description of the technique/methodology/indicators/models to be used to approach the European territorial scenarios and territorial vision.
- Preliminary results of Step 1, Step 2 and Step 3 on the basis of available information.
- Overview of involvement of stakeholders up to now and planned for the next phase up to the second Interim Report.
- First indications on the conclusions and policy relevant options that could be the outcome of the three steps.

b) Additional material to contribute to the ESPON 2013 capitalisation and communication strategy, including:

- Slideshows explaining the assumptions, the methodology and the results of the project so far.
- A selection of 3-5 maps suitable for the communication of project progress and results at the different stages on the ESPON website, but as well suitable to be used for creation of posters, postcards, exhibition materials, etc.

- Input (text, maps, images) for the creation of a specific section of the ESPON 2013 Website dedicated to the project.

c) Concrete plan for the applied research and stakeholder involvement to finalise Step 1, Step 2 and Step 3 towards the Second Interim Report.

### **December 2012 (Interim Report 2):**

The content of the Second Interim Report shall reflect the orientations given in the Inception Report as well as the results of the discussions having taken place with the Sounding Board. The report is envisaged to include elements such as:

d) Main results on the basis of available data, developed indicators, scenarios, policies and European maps, including

- An overview on concepts and methodology on creating a territorial vision, midterm targets and policy recommendations.
- Final results of Step 1, Step 2 and Step 3.
- Overview of involvement of stakeholders up to now and planned for the next phase up to the Draft Final Report.

e) Additional material to contribute to the ESPON 2013 capitalisation and communication strategy, including:

- Slideshows explaining the assumptions, the methodology and the results of the project so far.
- A selection of 3-5 maps suitable for the communication of project progress and results at the different stages on the ESPON website, but as well suitable to be used for creation of posters, postcards, exhibition materials, etc.
- Input (text, maps, images) for the updating of a specific section of the ESPON 2013 Website dedicated to the project.
- Written contribution for the elaboration of at least 4 leaflets/brochures to inform policy makers on the assumptions, the methodology and the results of the project so far (focusing on the baseline scenario and the three prospective scenario);

f) Concrete plan for the applied research and stakeholder involvement to finalise Step 4 and Step 5 towards the draft Final Report as well as the Table of Content envisaged for the Final report.

### **February 2014 (Draft Final Report):**

The Draft Final report will take into account feed-back on the two Interim Reports from an ESPON seminar and by the Sounding Board. The report is supposed to include elements such as:

g) Report (max. 50 pages) on the main results, trends, impacts and options for policy development, including key analysis/diagnosis/findings and the most relevant indicators and maps (any additional information should be included in a scientific report). Particularly important are options for policy makers, which could provide the basis for interventions related

to potentials for improving European competitiveness and cohesion. The report should include key messages on the following:

- The operational use of the Territorial Vision in relation to EU policy development.
- Indication of policy options that could develop the European territory sufficiently into the direction of the Territorial Vision 2050.

h) An executive summary (max. 10 pages) summarising the main results of the applied research that can be communicated to a wider audience of stakeholders. This summary should be based on the Report mentioned above.

i) Scientific report documenting the scientific work undertaken in the applied research including elements such as:

- Literature and methodology/theory used.
- Scenarios, visions and concepts developed and used.
- Stakeholder workshops and meetings to develop the Territorial Vision.
- Data collected and indicators used, including tables with the exact values of indicators.
- Maps produced in support of the results, covering the territory of EU 27, Iceland, Liechtenstein, Norway and Switzerland.
- Models and other tools used or developed.
- Roadmap for policy implementation and on the further research avenue to follow, including further data requirements and ideas of territorial indicators, concepts and typologies as well as on further developments linked to the database and mapping facilities.

j) Additional material to contribute to the ESPON 2013 capitalisation and communication strategy, including:

- Slideshows explaining the assumptions, the methodology and the results of the project so far.
- A selection of 3-5 maps suitable for the communication of project progress and results at the different stages on the ESPON website, but as well suitable to be used for creation of posters, postcards, exhibition materials, etc.
- Input (text, maps, images) for the updating of a specific section of the ESPON 2013 Website dedicated to the project.
- Written contribution for the elaboration of at least 2 leaflets/brochures to inform policy makers on the assumptions, the methodology and the results of the project (focusing on the territorial vision and the overall results of the project);

The MC and the Sounding Board will assess the draft Final report and eventually ask for clarifications to be taken up in the Final Report.

#### **June 2014 (Final Report):**

k) Revision of the Draft Final report on the basis of comments received.

l) Text and maps for the elaboration of one Territorial Observation dedicated to the project;

## **June 2014 – December 2014 (Dissemination):**

m) Participation of the TPG in activities related to the dissemination of project results in the framework of international conferences and seminars, e.g. transnational activities of the ECP Network, events organised by the CU. In particular the project should consider during its implementation period, the participation to 6 ESPON seminars, at least two ad hoc workshops organized by the ESPON CU on the progress of the project, to the Open Days, and to at least two conferences.

The ESPON 2013 Programme foresees in Priority 4 also capitalisation of project results including events, printed reports, website facility, etc. The Programme includes, in other words, substantial dissemination activities at Programme level which all projects should make use of and support. This means that the project's dissemination activities shall ensure consistency and avoid overlaps with and repetition of respective activities organised at Programme level. The project team shall refer to the objectives of Priority 4 of the ESPON 2013 Programme "Capitalisation, ownership and participation: Capacity building, dialogue and networking" when considering dissemination activities and closely coordinate these with the ESPON CU.

Irrespective of the above mentioned reports to be submitted at certain stages in the project life cycle, the TPG is expected to give presentations on the state of their research or/and the results in the framework of internal and external ESPON seminars. The TPG should therefore foresee an adequate level of resources taking into account the strategic nature of this project.

### ***(vi) Budget for the applied research project***

The maximum budget foreseen for this applied research project is 1.200.000 Euro including VAT if applicable. Proposals exceeding this value will not be considered.

All real eligible costs incurred for carrying out the approved project will be refunded 100% by the ESPON 2013 Programme.

### ***(vii) Existing access points***

Synergies and use of results from outside the ESPON regime shall be sought. The access points listed below can serve the purpose of providing the TPG useful information for preparing a proposal. It is by no means meant to be exhaustive, but should be considered as information that can be helpful in tracing additional useful background information.

The ESPON website (<http://www.espon.eu>) provides access to all available project results and ESPON publications from the ESPON 2013 and 2006 Programmes.

#### European Policy related documents:

- MOVE - Methods for the Improvement of Vulnerability Assessment in Europe. FP7 project: <http://www.move-fp7.eu/>

- PRELUDE - PRospective Environmental analysis of Land Use Development in Europe, (EEA): <http://scenarios.ew.eea.europa.eu/reports/fol077184>
- TRANSvisions - How will Europe look like in 2050? Study developed for DG Tren. See: <http://www.mcrit.com/transvisions/index.html>
- TRANSvisions - Transport Scenarios with a 20 and 40 year horizon (DG Tren): [http://ec.europa.eu/transport/strategies/studies/doc/future\\_of\\_transport/2009\\_02\\_transvisions\\_report.pdf](http://ec.europa.eu/transport/strategies/studies/doc/future_of_transport/2009_02_transvisions_report.pdf)
- The World in 2025: Rising Asia and socio-ecological transition. A DG Research study: [http://ec.europa.eu/research/social-sciences/pdf/the-world-in-2025-report\\_en.pdf](http://ec.europa.eu/research/social-sciences/pdf/the-world-in-2025-report_en.pdf)
- Europe 2020 – A European strategy for smart, sustainable and inclusive growth: [http://ec.europa.eu/europe2020/index\\_en.htm](http://ec.europa.eu/europe2020/index_en.htm)
- Fifth Report on Economic, Social and Territorial Cohesion - “Investing in Europe’s future”: [http://ec.europa.eu/regional\\_policy/sources/docoffic/official/reports/cohesion5/index\\_en.cfm](http://ec.europa.eu/regional_policy/sources/docoffic/official/reports/cohesion5/index_en.cfm)

#### Other relevant documents:

- Communities and Local Government (2010) Towards a more efficient and effective use of Strategic Environmental Assessment and Sustainability Appraisal in spatial planning, Final report (<http://www.communities.gov.uk/documents/planningandbuilding/pdf/1513010.pdf>)
- Evers, D., J. Tennekes and others (2009) Territorial Impact Assessment of Territorial Cohesion for the Netherlands, Netherlands Environmental Assessment Agency, The Hague (<http://www.pbl.nl/en/publications/2009/territorial-impact-assessment.html>)
- Radej, Bojan, Synthesis of Territorial Impact Assessment for Slovene Energy Programme (July 8, 2008). Delovni Zvezki SDE Working Paper No. 2. (<http://ssrn.com/abstract=1156757>) Information on the Slovenian TIA project can be found on <http://tia.uirs.si> (English summary in main document).
- Van Uum, E. (1998), Spatial Planning Scenarios for the Netherlands. Tijdschrift voor economische en sociale geografie, 89: 106–116.
- Zonneveld, W. And B. Waterhout (2009) EU Territorial Impact Assessment: Under what Conditions?, OTB TU Delft (<http://repository.tudelft.nl/view/ir/uuid:43f30b8d-bcea-46a9-92b8-3514945c8079/>)