



The ESPON Programme

Report no. 3 to The Nordic Council of Minister, NERP

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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 report no. 3 about the ESPON 2006 programme to the Nordic Council of Minister, NERP from the project expert, seconded to 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 and 2, which can be down loaded from the homepage of the Nordic Council of Minister. Interested readers are therefore kindly referred to seek more information in these 2 publications. (<http://www.norden.org/publications>). The first report was presented to NERP in spring 2004 and the second report was presented in December 2004.

This third report will be presented to NERP shortly after the EU Ministers responsible for regional policy and spatial development have convened at the informal minister meeting in Luxembourg in May 2005, at which a further step in support of a continuation of the ESPON programme within the new Structural Fund programme 2007-2013 is expected to be taken.

This third report is to a large extent based upon the content of the latest ESPON report, the Spring 2005 Report “In search of territorial potentials”, which is to be published in May 2005.

Disclaimer

The content of this third report to Nordic Council of Ministers and NERP is based upon the ESPON Spring 2005 Report. The Maps and corresponding texts do not necessarily reflect the opinion of the ESPON Monitoring Committee.

The author of this third 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.

1. Setting the Scene.

Europe is debating a stronger territorial focus for its policies. Based upon ESDP (1999), the long-term ambition is to see a European territory with many prospering regions and areas, geographically well spread, and all playing an important economic role for Europe and providing for good quality of life for their citizens. Awareness is rising for the ‘added value’ of considering the territory as a unit of analysis and as basis for policy making, an approach that is likely to stimulate a better coordination of sector policies.

The re-launched strategy of the Lisbon Agenda was adopted at the Spring Summit on 23 March 2005. The Strategy has no explicit territorial dimension, but it calls for an attractive Europe in which to invest and work and consequently it will have spatial implications. European regions possess development potentials, which may contribute to general competitiveness. However not all are related to the knowledge-based economy as promoted by the Lisbon Strategy.

The present EU Treaty and the new Constitution for EU (to be ratified), includes the concept of territorial cohesion. A territorial dimension has been proposed for the conception of Structural Policies after 2007 and territorial cooperation as an objective for Structural Funds interventions 2007-2013 has been proposed by the Commission.

The EU Member States endorsed a territorial agenda for Europe at their informal meeting on 29 November 2004 in Rotterdam and Ministers highlighted the importance of adding a territorial dimension to the Lisbon Strategy.

The current ESPON results provide information, which enable a better understanding of the framework conditions necessary for identifying and mobilising the “territorial capital” of individual regions and of larger territories across Europe. This can nourish policy development and strategies for the development of regions and for cooperation within larger territories.

The variety of integrated thematic indicators displayed on European maps in the ESPON Spring 2005 Report is intended to provide a rather comprehensive picture of existing conditions for the promotion of development in various parts and regions of the European Union.

2. In Search for Territorial Potentials

2.1 Potentials within territories

Are the concepts of cohesion and competitiveness incompatible? Ministers responsible for spatial development have recently challenged that statement. The concepts are not necessarily contradictory in a territorial perspective. Territorial cooperation might be able to improve the competitiveness of an area and simultaneously contribute positively to objectives of territorial balance and cohesion.

In addressing territorial potentials the Spring 2005 Report recommends to focus on four basic elements:

- Territorial specialisation in the European context is inevitable, as all areas do not possess the same type of potentials.
- European areas, regions, cities and larger territories compete at a world scale. Positive development in one area of Europe does not necessarily exclude other areas.
- Understanding trends and policy impacts on territorial development can be used to identify territorial potentials and capital and for deciding on efficient policies and governance likely to exploit them.
- The conditions for promoting and exploiting territorial potentials differ when viewed from an EU, transnational, national or regional/local perspective. A search for potentials and policy initiatives should reflect the various geographical scales.

Exploring territorial potentials has to do with perception and selection by policy makers involved in territorial development. Potentials will also be defined by praxis and initiatives taken by private actors at the various levels. Understanding the territorial potentials requires detailed knowledge within a series of issues, which agglomerated can be described as “the territorial capital” of a given area, be it character of governance, physical, nature and heritage conditions, infrastructural efficiency, labour market, human resources, knowledge and technology level, etc.

3. Diversity of Territorial Specialities.

The European territorial diversity has in the ESPON programme been studied using a variety of approaches and in the Spring 2005 Report two approaches are presented; an integrated cross-thematic approach and a classical single thematic approach.

The interpretation of the integrated cross-thematic maps presented in this report gives rise to question whether there are certain areas, which score highly in almost all fields (concentrations of potentials) or areas scoring high in some and low in other fields, (potentials for more balanced development or focus at specific fields of potentials).

3.1 Cross-thematic maps.

The *Pentagon area* tends to remain the dominant area although some metropolitan areas and cities beyond perform well in the context of global competition, including Nordic capitals. A continuation of such developments may lead to a more balanced territorial development in Europe.

The *core-periphery pattern* is still visible, although mostly in the accessibility analysis. In many thematic fields (e.g. Lisbon strategy, labour market, level of naturalness and R&D) the strength of Northern Europe, e.g. the Nordic countries is visible.

Rural areas and urban-rural relations are important for territorial balance. Economic development potentials are present in rural areas although with large varieties including e.g. economic issues, proximity to various urban structures, natural and cultural assets, infrastructure and service supply.

Concerning *the Lisbon Agenda* some regions have better preconditions for achieving the goals than others and not only Pentagon show high performance, but also Northern Europe. East EU regions are generally lacking behind. Degree of urbanisation is not a precondition for a good performance.

Related to *innovation capacity*, R&D expenditure is highest in regions close to Pentagon and in some regions in North and South EU. Nationally the highest level of expenditure can be found in capital regions, while R&D intensity varies between regions. There is in general reasonably good access to higher level education in all parts of the European territory.

Access to knowledge and information shows that roll-out of different ICT solutions largely reflect national diversity of cultures and priorities, favouring high population density with most potentials close to or within metropolitan areas.

Accessibility by road, rail and air shows a clear core-periphery pattern with best accessibility potentials for Pentagon and the area to the east, including Berlin and Praha. Increasing traffic demand will justify new investments however also generate additional pressure on nature areas and environment.

Population decline in Europe leads to increasing competition between retaining existing or attracting new population. Analysis addresses possible concentration or polarisation trends. Particularly (major) urban areas and “pleasant” retirement areas score highly. Despite this, some countries bordering the Mediterranean Sea face particular challenges relating to demographic decline. In general, this increases the challenges for rural areas and some urban areas.

Hazards, natural and technological affect profoundly Europe, its citizens and the economic potential of regions. Changes in dry spell lengths might cause great increase in frequency of natural hazards, i.e. in floods, drought and forest fires. Minimising hazard risks through preventive measures are important. More peripheral areas often exhibit lower recurrence levels and new EU Member States seems in general to be less exposed to hazards than the old ones.

Naturalness as a measure for nature areas score lowest in urban areas. Though, many urban areas and larger urban agglomerations exhibit the same degree of naturalness as their surrounding areas.

Not surprisingly, sparsely populated areas in Scandinavia score high. *Cultural heritage*, as assets is a major territorial development potential in particular in urban and coastal areas.

Territorial cooperation between neighbouring territories can increase regional competitiveness, explore synergies and comparative advantages by providing a larger and better integrated territory, a higher population mass and a shared labour market. Such territory can improve facilities for business and quality of life. The model can be applied to all scales (e.g. urban-rural, clusters/networks, nationally/cross-border).

Polycentric development at EU scale can be supported by focusing on cooperation between FUAs within 45 minutes reach of one another. 23% of such integrated areas in EU are cross-border areas. Cooperation between neighbouring Metropolitan regions can contribute to zones of global significance and current ESPON results offer initial ideas by mapping the functionality of the European Urban System.

3.2 Territorial impacts of EU sector policies.

Many policy interventions affect territorial development. Mostly the implications are unintended side effects of sector policies, mainly designed to attain sector objectives most efficiently. One of the basic ESDP assumptions is, that spatial development policy (inter-sector coordination), can profoundly contribute to a better, less costly and more efficient implementation of policy orientations for territorial development.

Territorial Impact Assessment (TIA) of policy interventions can offer insights on affects for territorial development and how synergies / contradictions exist between the policies, once they are implemented.

ESPON TIA studies illustrate that mostly territorial effects of EU policies are unintentional as most EU sector policies do not include a territorial dimension.

Examples of territorial impacts of some EU sector policy are:

- EU Regional Policy contributes to territorial cohesion. Structural Funds and Pre-Accession Aid affect territorial development via (a) geography of spending, (b) type of intervention and (c) indirect and intangible effects due to procedures and principles applied.
- EU Transport Policy favours generally a balanced territorial development. However projects in new EU Member States favour the central regions, whereas secondary networks are largely national concerns.
- Common Agricultural Policy (CAP) has no explicit territorial aims, and works largely against the territorial aims of balanced development, favouring core areas more than the periphery in Europe. The Rural Development part of the CAP does however – in its text - support cohesion objectives.
- EU R&D Policy favours mostly the wealthy core of EU although less developed regions are catching up. The Framework Programmes and the Structural Funds can together offer a strong potential for synergy in relation to Lisbon goals and territorial objectives.

Although having delivered innovative results, like minimum requirements the ESPON TIA tool still needs more methodological work (e.g sector orientation, ex-ante appraisals, etc.).

3.3 The use of ESPON results.

ESPON results are generated from an EU perspective aiming at providing compatible information about all European regions, however with a limit to the detail level mainly due to limitations in European datasets.

For policy makers and practitioners looking at ESPON maps, the challenge is to extract the larger territorial context and get inspiration for including a territorial dimension in further policy development.

For the first time the ESPON results and maps provide information on trends and policy impacts based on indicators for all European regions; this has two main advantages:

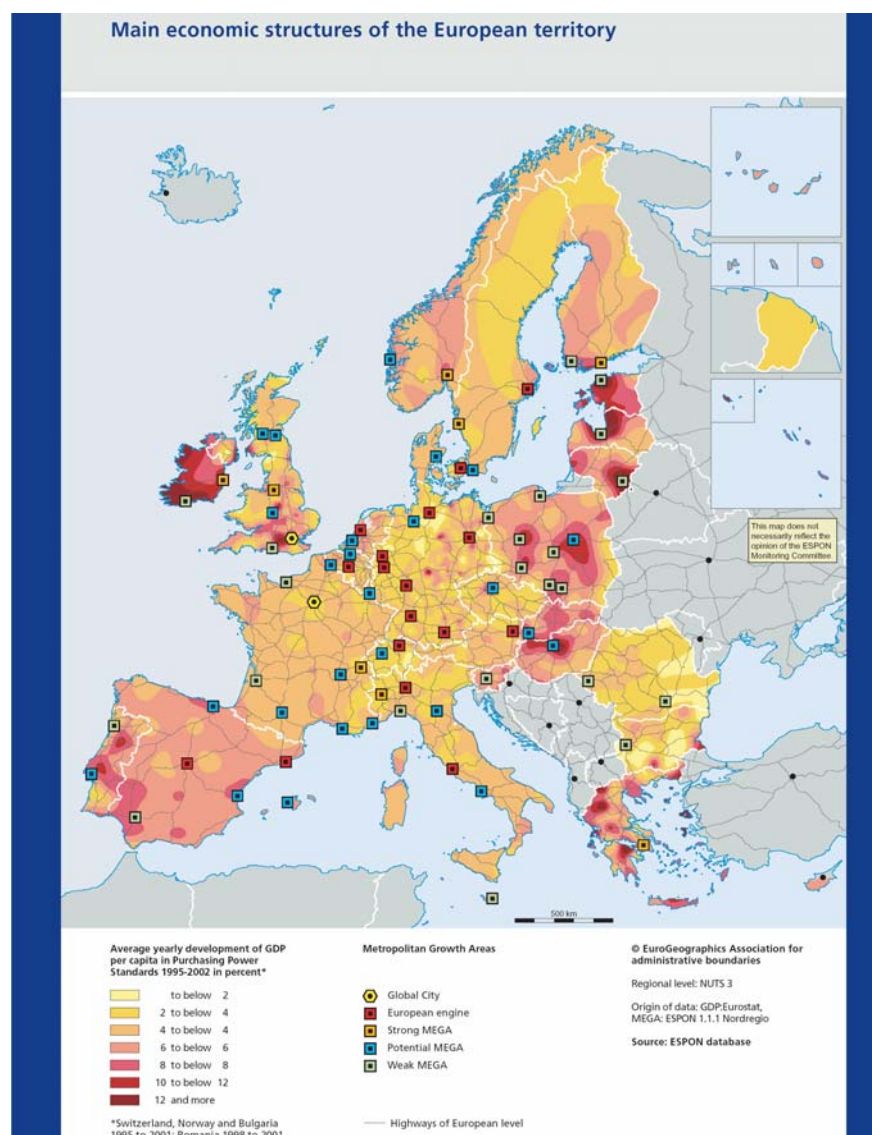
- To assist searching for territorial potentials, that can assist contributing to the Lisbon objectives and regional competitiveness, cohesion and a better territorial balance.
- To assist considering the city, region or area in a larger territorial context. An EU, maybe even a global perspective in strategies and decisions seems necessary to uncover comparative advantages, which can provide a basis for an added value through a territorial cooperation.

The ESPON projects have as far as possible been based on existing European wide regionalised data, which have been collected for statistical regions (the so called NUTS areas) with the largest possible detail. However when reading the maps, attention should be paid to two conditions. The maps in the ESPON Spring 2005 report are based upon the “lowest denominator”, which means a rather “high” NUTS level. As soon as descending to a lower NUTS level, comparative data starts missing. Secondly, as some statistical regions cover very large geographical territories, as in Norway, Sweden and Finland, local conditions impact the whole statistical unit, like Nokia in Oulu in Northern Finland, which impacts on the entire Pohjois region.

4. The Regional Diversity of Europe.

4.1 Main economic structures of the EU territory.

Map 1



ESPON has contributed to the understanding of the European Urban System, in particular to the role that different cities undertake in relation to European territorial development. The classification of the European

urban system into 1595 Functional Urban Areas (FUA) – based upon travel to work areas – within the 29 countries has been an important step in understanding the inherent potentials within the European territory. The most powerful FUA's measured by demographic mass, competitiveness, connectivity and knowledge base are considered as Metropolitan European Growth Areas (MEGA). Among the strong MEGAs outside the pentagon one finds the Nordic capitals as well as Gothenberg.

In the map the MEGAs are related to the growth of GDP per capita over the period 1995-2002, which shows that many weaker MEGAs are located in regions with the highest growth rates. In a Nordic context this applies to Turku/Åbo.

Other weak MEGAs in high growth areas include Cork, Tallinn, Riga, Vilnius, and Sevilla, as well as most MEGAs found in Poland. "Potential" MEGAs, e.g. Budapest, Bratislava, Warszawa, Lisboa or Valencia are also placed in areas with high economic growth. The general picture shows a European territory with significant potentials to develop MEGAs outside the Pentagon.

This settlement patterns becomes more interesting when linkages between nodes are illustrated. The proximity to transport nodes and the accessibility of ICT determines the endowment of places and regions enabling specific activities, including cooperation and competition, to occur between different regions.

Looking at infrastructure network building, particularly in terms of road and rail transport, density levels are at their highest within the Pentagon.

The natural and cultural heritage constitutes an important potential for further economic development in many regions. Therefore, the right balance between use and protection is a precondition for the effective and sustainable use of such potentials.

At EU level major large natural areas are concentrated in the northern periphery and in some mountainous areas. At regional and local levels, all areas have natural assets that can be used for development purposes. The territorial distribution of cultural heritage varies with a tendency for heritage resources of the immovable type and for museums to be clustered in coastal and urbanised areas.

All these aspects come together in the territory as the unit of analysis. This suggests the need for a more integrated view on how the various aspects interact in the development of a territory. With the *Regional Classification of Europe*, ESPON is moving towards such an integrated approach.

5. Regional Classification of Europe.

The combined maps in this Second Synthesis Report are based upon a new method developed by ESPON, the *Regional Classification of Europe* (RCE). The basic idea is to generate combined indicators for a series of thematic fields on basis of an additive combination of single indicators.

Through multivariate analysis, integrating different aspects, represented by different indicators, simultaneously, more comprehensive pictures of regional situations can be drawn and new perspectives be opened. The combined indicators show the “strongest” regions as those that simultaneously meet the different challenges. A more technical description of the method is given in the ESPON Spring 2005 Report.

Eight thematic fields have been analysed according to this methodology using a total of 37 indicators. The following maps present some findings based on this methodology.

5.1 Regionalised Lisbon performance.

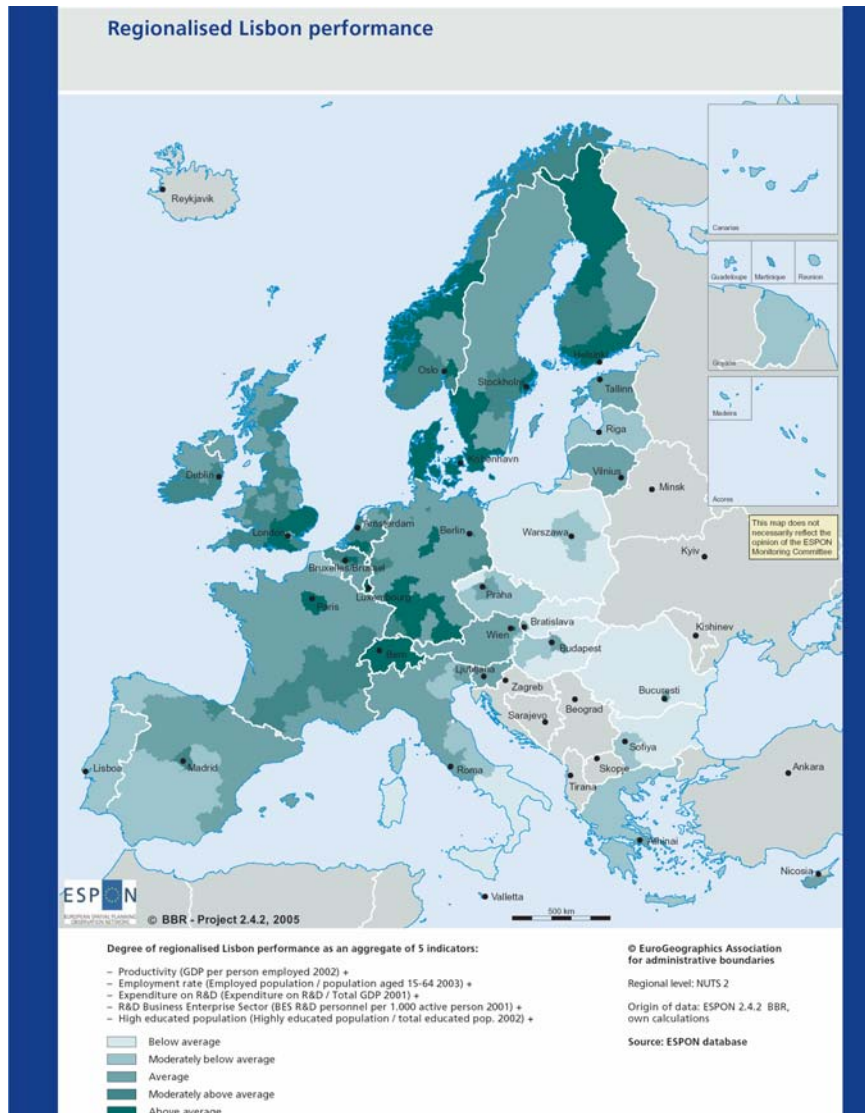
There are various ways in which a region can hope to achieve the aims set out in the Lisbon agenda. The EU Council makes use of 14 structural indicators to monitor the achievements. In this first attempts to make a combined indicator ESPON makes use of just five indicators; productivity, employment rate, expenditure on R&D, R&D business enterprise sector and educational level.

In map no. 2 the combined indicator shows the highest competitiveness to be in the main metropolitan and industrial centres across Europe, however without those industrial regions that are in the process of restructuring. Those regions with good performance levels are mainly located in the core of Europe and in the Nordic countries.

The Nordic countries are all doing well with the larger part scoring above or moderately above EU average.

Among the key findings, the Spring 2005 report highlights, that high productivity and high R&D levels illustrate that some regions have better preconditions for achieving the goals of the Lisbon Agenda than others.

Map 2



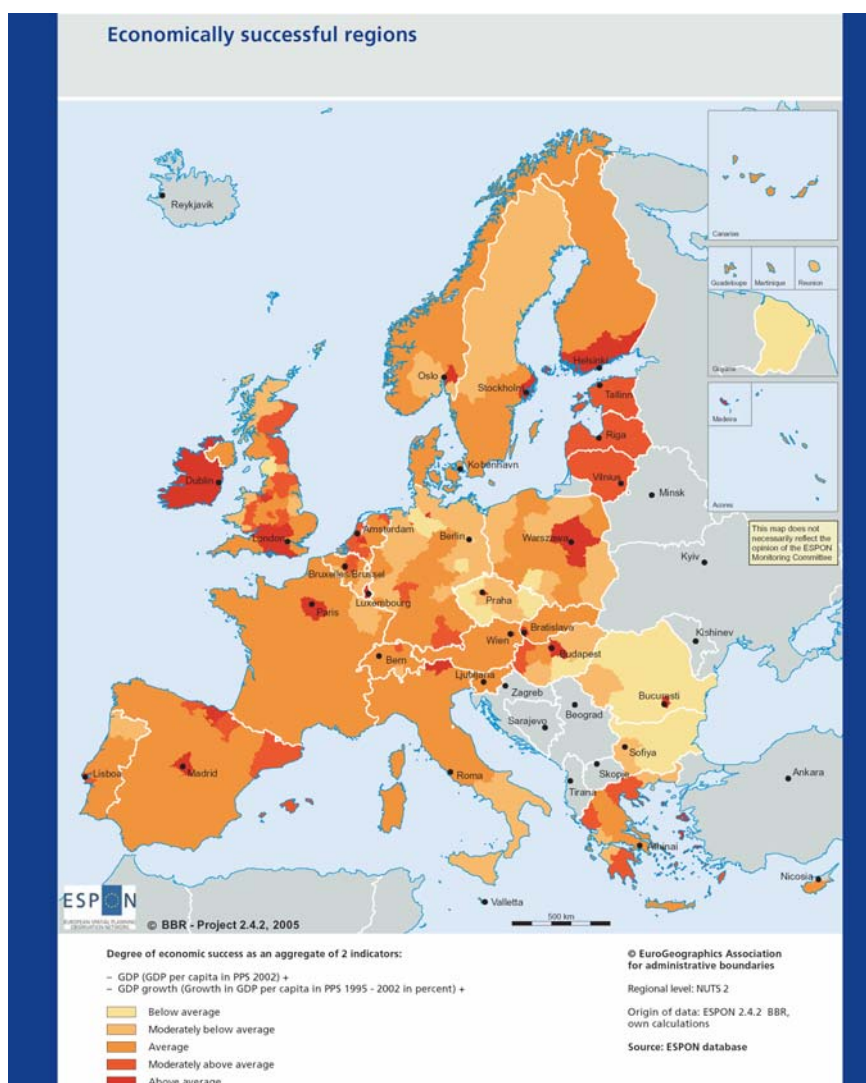
Areas showing high performance levels are not only located within the Pentagon but also in North of Europe. There are East-West and North-South dimensions to the general picture. Regions with the lowest levels are mainly located in the East. Regions with the highest performance are located in the North. In general the highest competitiveness levels are in the main metropolitan and industrial centres of Europe. Some less urbanised areas also exhibit high performance levels underlining that performance are not necessarily linked to the level of urbanisation.

5.2 Economically successful regions.

GDP per capita is one of the main indicators used in measuring the wealth of a region or when discussing EU Cohesion Policy but also the dynamics of GDP and its development rate are of interest. Map no. 3 combines the two indicators wealth and Economic Growth and can as such highlight economically successful regions. The combined indicator presents a rather balanced picture of Europe with a polycentric distribution of economically successful regions, pretty much in contrast to the usual core-periphery and/or East-West perspectives.

In the Nordic countries, above average performance can be found in Southern Finland and in the region of Stockholm and Oslo whereas the rest of the Nordic countries – apart from mid and North Sweden and West

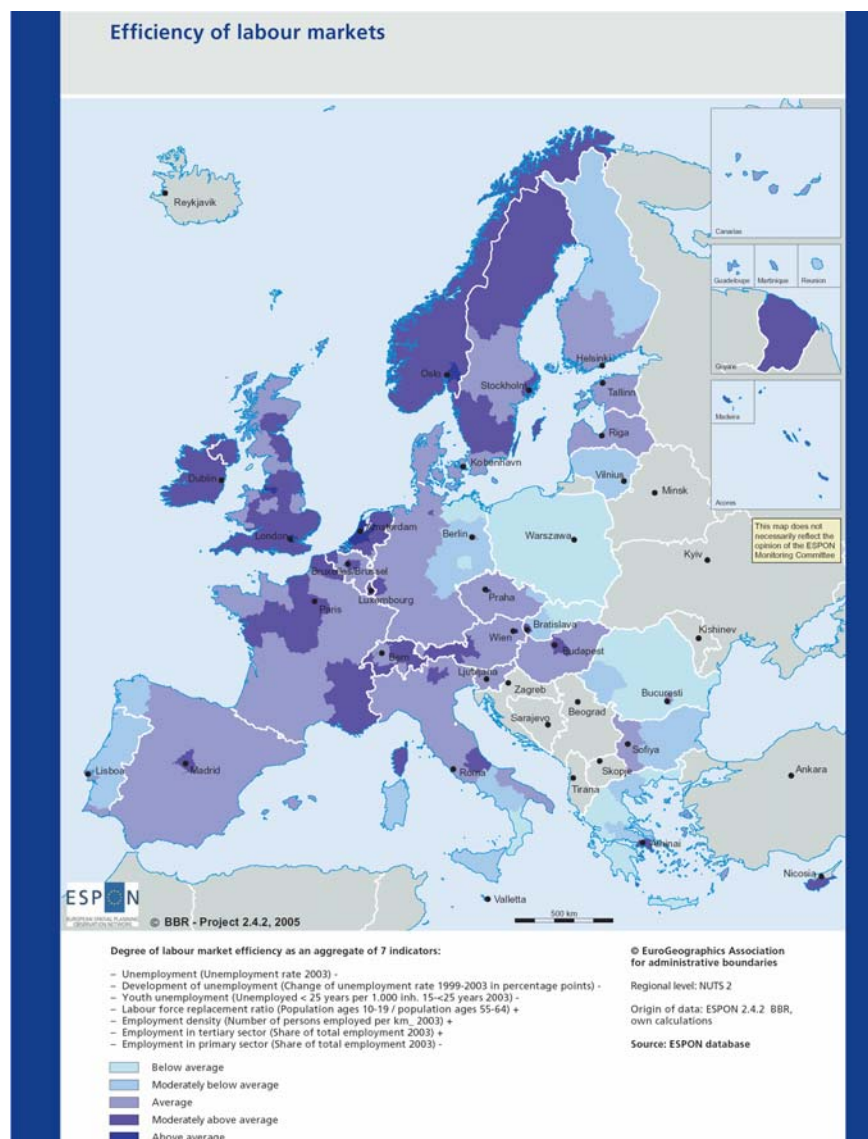
Map 3



of Oslo – are at average EU level. Among the key findings the Spring 2005 report find, that combining economic size and economic growth shows a rather balanced or polycentric picture of economically successful regions in Europe and that although the West still has the stronger economy, the East is catching up through higher growth rates. Furthermore the economic growth of the major urban centres throughout Europe underlines their importance for the development potential of regions and larger territories.

5.3 Labour market efficiency.

Map 4



The status of the labour market is currently being widely debated. Moreover, the future perspectives of an aging labour force and declining population figures push the debate towards considering the likely size of the available labour force in future. Last but not least, indications of the likely sectors of employment are also of interest.

Map no. 4 combines the following seven indicators; unemployment, development of unemployment, youth unemployment, labour force replacement ratio, employment density, employment in the tertiary sector and employment in the primary sector.

Again large parts of the Nordic countries are doing well with Norway and Northern and Southern part of Sweden moderately above average and with Oslo and Stockholm in the top. Denmark, mid Sweden and Southern Finland are at an EU average level and only mid and Northern Finland moderately below.

Among key findings the Spring 2005 report points out, that the indicator shows that rural and urban, as well as central and peripheral regions can have efficient labour markets. That in the new EU Member States the situation remains less favourable with Budapest, Malta and Cyprus being the only exceptions, and that peripheral EU areas seem generally to be disadvantaged as compared to more central areas.

5.4 Accessibility.

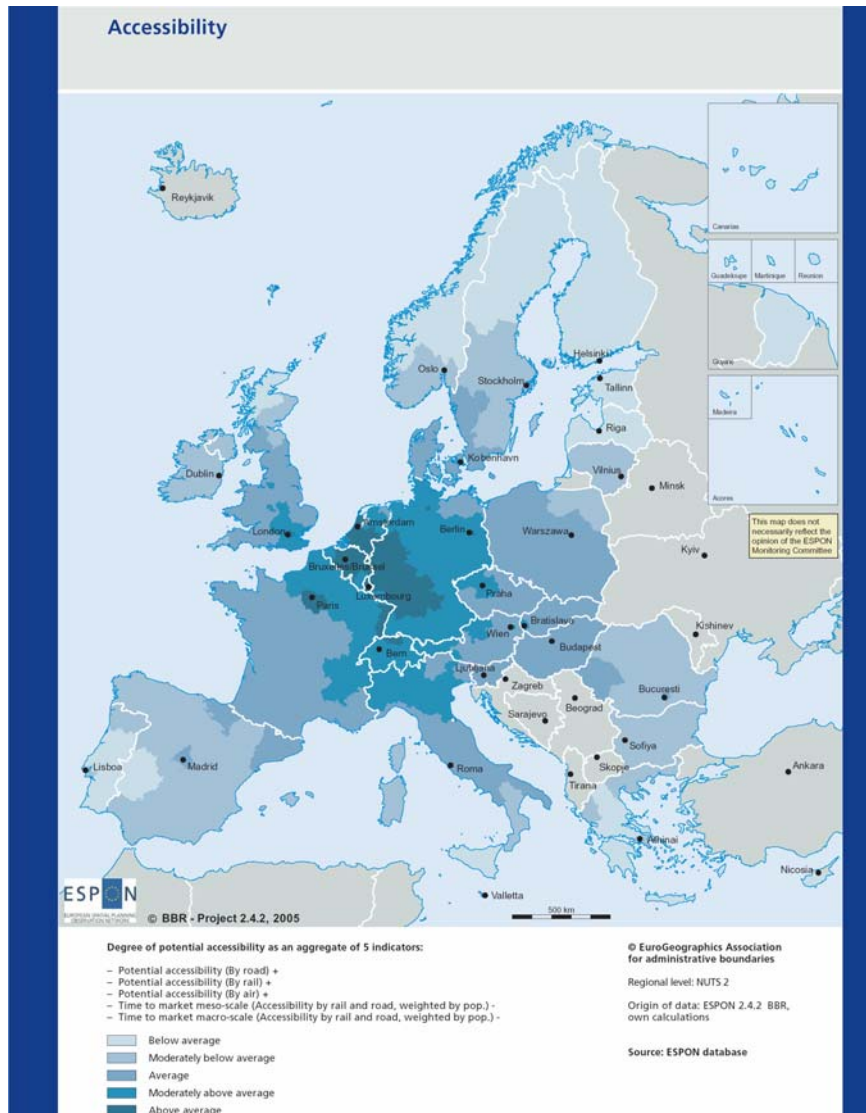
Accessibility is one of the most important indicators used to describe the territorial aspects of transport systems. The quantity and quality of a region's infrastructure endowment, as well as distance (travel time) to population and/or economic centres plays an important role. The accessibility indicator reflected here has been developed in order to cover these aspects: the opportunities to be reached (population, GDP or income, in this case population) weighted by the effort in terms of distance, time or cost.

Map no. 5 combines the following five accessibility indicators; potential accessibility by road, potential accessibility by rail, potential accessibility by air, time to market at meso-scale and time to market at macro-scale. As air transport is only considered in one indicator whereas rail and road each are considered in three indicators, the map should intentionally present an 'every day reality' of EU accessibility.

The regions with accessibility levels above the EU average enlarge the core area and resemble more or less the Pentagon, extending however further to the East until the German-Polish border, including Praha, parts of Austria and large parts of Northern Italy.

Not a single region in the Nordic countries is above EU average. Large parts of Norway, Sweden and all of Finland are even below EU average. Only West Sweden and Denmark are at average level.

Map 5



Among key findings it can be said, that the accessibility pattern exhibits a clear core-periphery pattern with the best accessibility potentials mainly located within the Pentagon and that a number of metropolitan areas exhibit better accessibility than their surrounding areas.

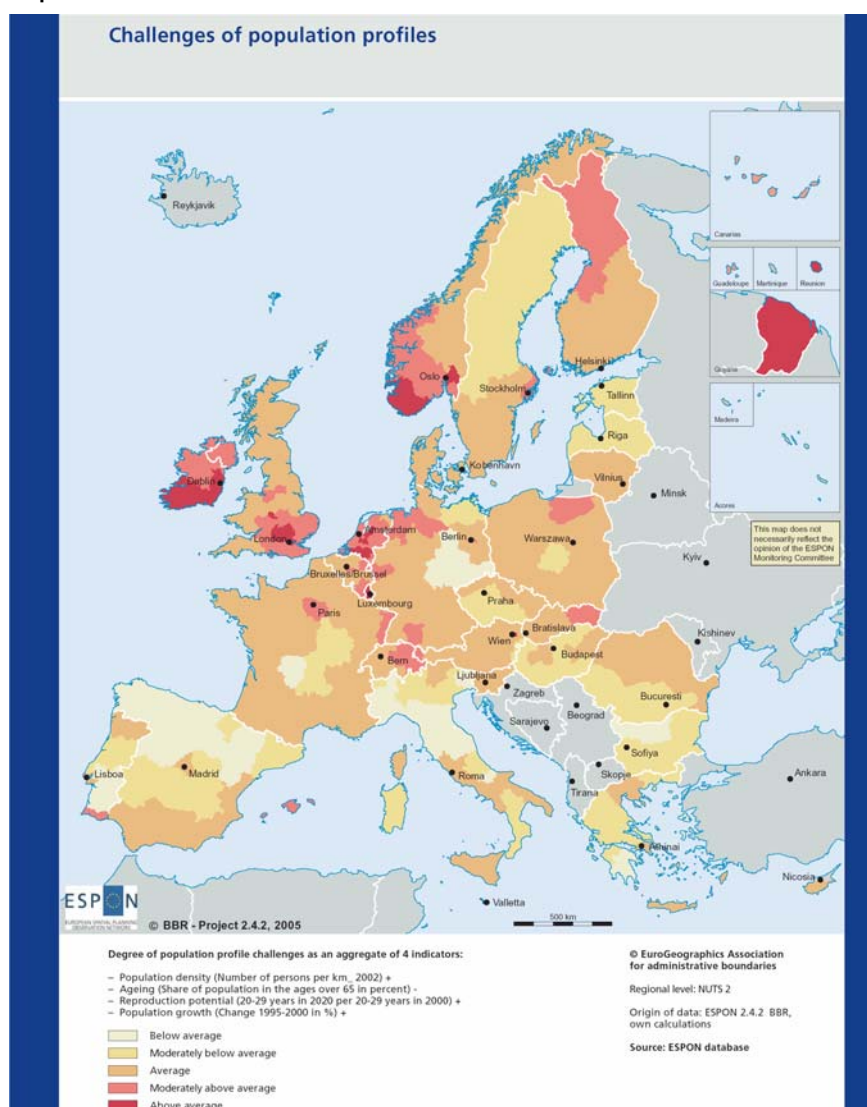
5.5 The challenges posed by the population profiles.

Regional demographic development is composed of natural components (e.g. births and deaths) and migration. Both elements are strongly related to the regional age structure and to age-specific behaviour, and are particularly related to birth rates and migration. Natural development and migration are thus both affected by the regional age structure while they

themselves also affect the future age structure. The current tendencies in terms of European-wide population decline, accompanied (and partly caused) by the gradual ageing of whole (regional) societies, give rise to political debate.

Map no. 6 combines the following four indicators; population density, aging, natural growth potential and population growth.

Map 6



The Nordic countries are generally at EU average level although mid and Northern Sweden are moderately below, whereas Southern Norway and Northern Finland perform moderately above or above average.

Among the key findings it can be said that large parts of the Mediterranean and the Southern European countries exhibit particular challenges in relation to demographic development, (ageing and migration). Howe-

ver, some Mediterranean areas favoured by attractive landscapes and climate may gain population. Regions with good economic performance and/or high economic growth rates tend to show more positive demographic features than others. The demographic development potential of the new EU Member States equals that of the old EU Member States, or is even better.

5.6 Naturalness.

Map 7



Territorial development is related to the question of land use, i.e. how a territory is actually used. In general, three types of land surfaces can be distinguished. Land use and the naturalness of land are important in rela-

tion to the natural heritage. A high degree of naturalness can thus be an asset for territorial development.

Map no. 7 combines the following three indicators, artificial surfaces, natural surfaces and agricultural intensity.

Denmark and the Stockholm region are at average level, whereas the rest of the Nordic countries have high performance.

Concerning key findings, naturalness is dominant in the northernmost parts of Europe and in some mountainous areas and although the lowest degrees of naturalness are to be found in urban areas, not all urban areas show lower degrees of naturalness than their rural surroundings. There is little difference between Western and Eastern Europe in this context.

5.7 Hazards, risks and recurrences.

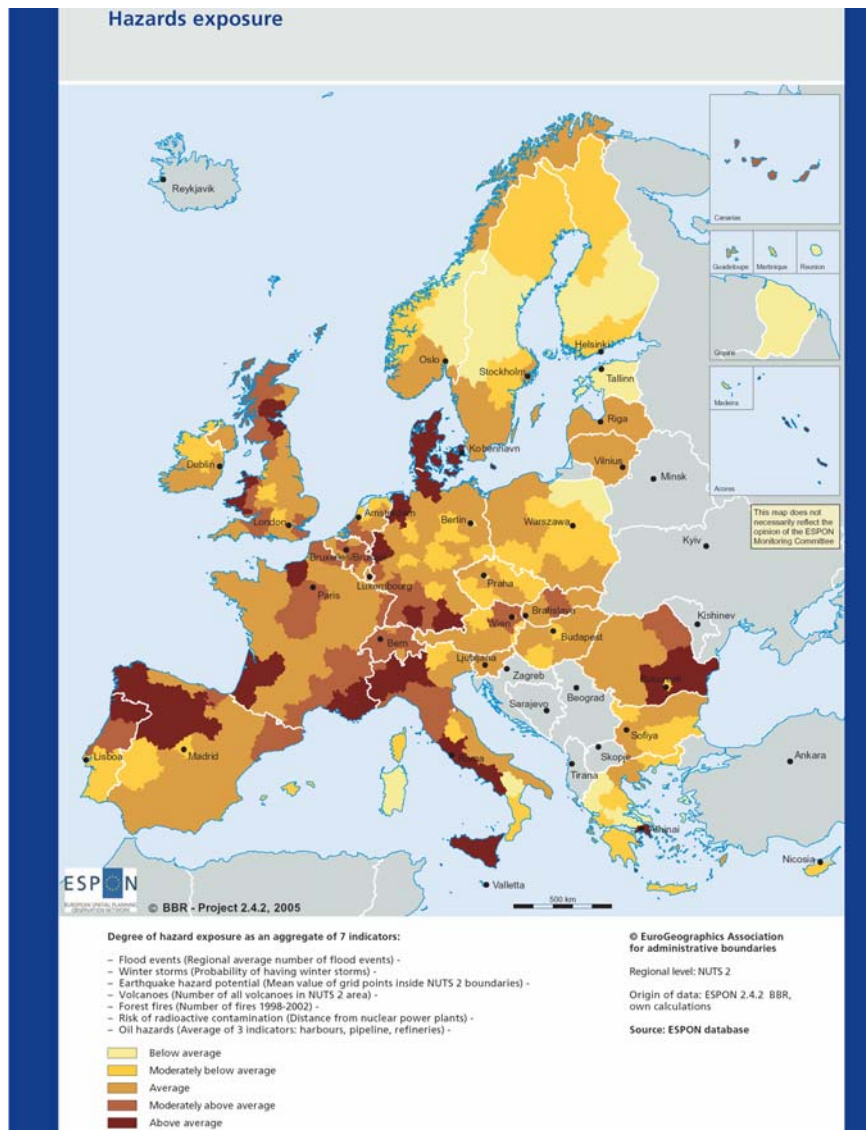
Generally, a hazard is an unexpected or uncontrollable event of unusual magnitude that threatens human activity or people themselves. An assessment of hazards regards the risk they produce, based on their probability and damage extent (including societal coping capacity) and the possibility of spatially locating these hazards.

Map no.8 combines the following 7 types of natural and technical hazards; flood events, winter storms, earthquake, volcanoes, forest fires, risk of radioactive contamination and oil hazards.

Most surprisingly presumably for many Danes, they live a dangerous life as Denmark as the only of the Nordic countries is characterised as above EU average, when it comes to hazards. Winter storms, oil refineries and even the closed down Risø Nuclear Test reactor contribute to the classification. Norway, Sweden and Finland are more “safe” with only the southern part of Norway and Sweden and north Norway at an EU average level.

Among key findings it can be said, that with regard to natural hazards the more peripheral areas of Europe often exhibit lower recurrence levels. The new EU Member States seem to be less exposed to hazards than the old ones. Within countries the greatest disparities regarding technological hazards are to be found in France, Germany and Italy whereas regarding natural hazards, the greatest disparities within countries occur in Italy, Portugal and Spain. Spatial patterns of hazard exposure may be perceived as an issue for territorial cohesion and European solidarity.

Map 8



5.8 Spatial concentration.

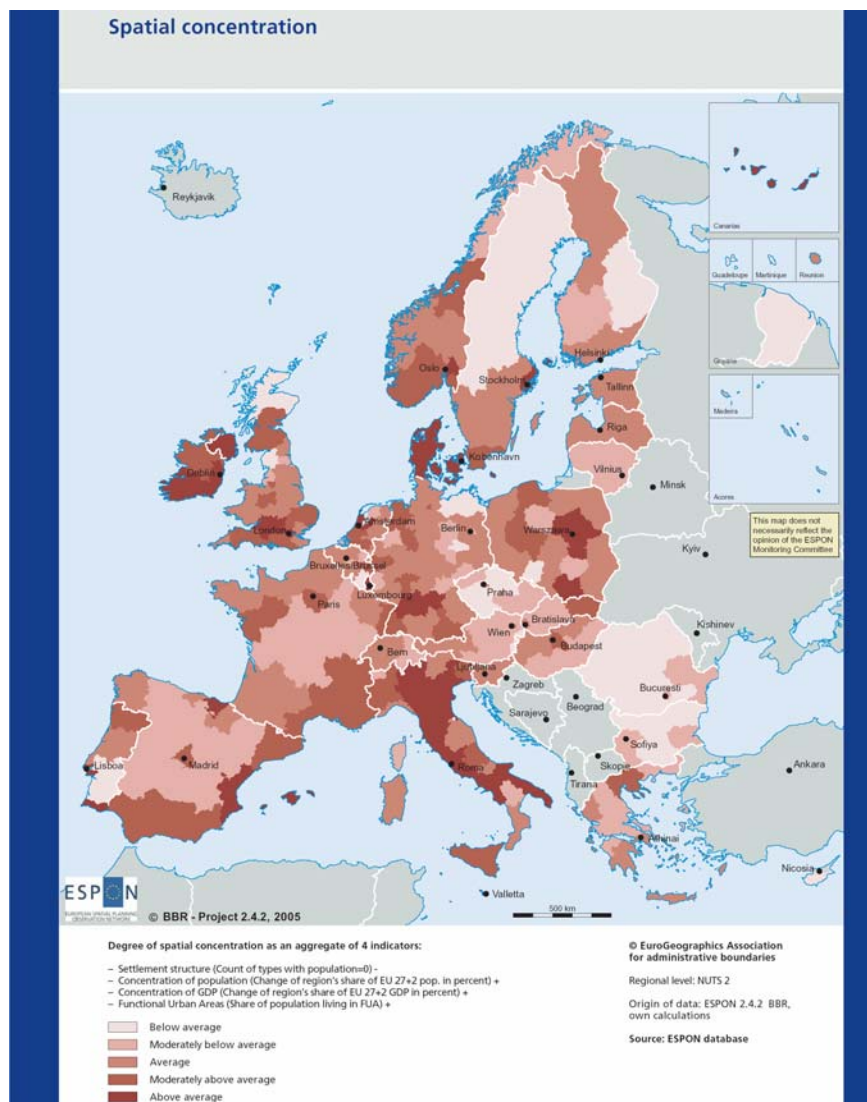
The notion of spatial concentration at this stage includes and combines indicators relating to settlement structure and to the process of population concentration, as well as to GDP levels within the EU regional context.

Map no. 9 combines the following four indicators; population and settlement structure, Functional Urban Areas, concentration of population and concentration of GDP.

The combined indicator includes a consideration of the twofold aspect of the spatial structure. The first aspect covers the kind of settlement structure (related to the existence of important centres and the population

density) and the role of FUA in the regional context. The second covers the spatial concentration process of population and GDP, targeting the identification of imbalances and opportunities in European spatial development. Thus the combined indicator illustrates spatial concentration in Europe.

Map 9



Large disparities can be found within the Nordic countries, from below to above EU average. Concentration of populations, number of FUAs and concentration of GDP play a major role on how various parts of the Nordic countries perform. The “above average” areas are those gaining both in demographic and economic respect (Denmark, Oslo and Stockholm), but also Scania, South and mid Norway perform moderately above average. At the other end North Norway, major parts of Sweden and central parts of Finland are moderately below or below EU average.

Of key findings it can be said that the overall picture of spatial concentration exhibits a rather diverse picture with the potential for more polycentric development at the European level being built on the promotion of some centres outside the Pentagon. Major agglomeration areas are to a large extent reinforcing their position. Coastal areas in the Mediterranean and in the North and Irish Seas are major areas of spatial concentration. Some agglomerations, such as Berlin, and in particular rural areas more generally, are losing 'weight' and need to work on their spatial positioning.

6. Coherent Evaluation of Nordic Countries.

On basis of the maps presented the Nordic countries are in a European context performing rather well.

Norway.

Norway does rather well in relation to both labour market and economy, although economically Buskerud, Telemark and Østfold regions perform moderately below average, whereas Oslo and Akershus are above average. Concerning Lisbon performance all Norway perform moderately above or above average, apart from Oppland and Hedmark regions, which are moderately below average. A larger degree of diversity appears when looking at demography and spatial structures, where South Norway does better demographically than the rest of the country, although concerning spatial structures both Nord- and Sør-Trøndelag perform as well as South Norway. There is a certain relationship between accessibility and naturalness, where all of Norway apart from the southern part shows below average on accessibility, but above average on naturalness. When it comes to hazards Norway is a pretty “safe” country reaching an average level only in the northern and southern Norway.

Sweden.

Sweden presents in general a North-South division, which in most cases run along the southern borders of the regions of Värmland, Dalarna and Gävleborg, be it in relation to Lisbon performance, economy, demography, naturalness or spatial structures, where the northern part in contrast to the southern part performs moderately below average. The mentioned southern borderline of division moves northward to the southern borders of the regions of Jämtland and Västernorrland, creating a division between regions moderately below EU average and below EU average, when looking at accessibility. Only the regions of Stockholm, Västra Götaland, Halland, Skåne and Blekinge reach the level of European average. Sweden is a rather “safe” country with only southern part reaching an average level, when looking at hazards.

Finland.

From an EU perspective one can talk about both a North/South division as well as an East/West division. Concerning Lisbon performance both North Finland (regions of Lappi and Pohjois-Pohjanmaa) and South Finland (regions of Varsinais-Suomi, Kanta-Häme, Uusimaa, Päijät-Häme, Ita-Uusimaa, Kymmenedalen and Etelä-Karjala) perform above EU average. The division between the Western centre part of Finland (the regions of keski-Pohjanmaa, Keski-Suomi, Pohjanmaa, Etelä-Pohjanmaa, Pirkanmaa and Satakunta) and the Eastern centre part of Finland (the regions of Kainuu, Pohjois-Karjala, Pohjois-Savo and Etelä-Savo) shows performance at a lower level, but with the western part doing better – at an moderately above average level.

The same division is present when looking at the spatial structure, where the performance generally is at a lower level, compared to Lisbon performance with North and South Finland doing best with an average performance. To some extent the division is also present when looking at hazards, although all Finland is pretty “safe” with moderately below or below performance.

Concerning economy and demography Finland performs generally at an average level, though the southern part is above average concerning economy and the northern part likewise when it comes to demography (although it is only Nokia/Oulu, which is the major basis for that).

The entire Finland is below average when it comes to accessibility, but conversely above average when it comes to naturalness.

Denmark

At this NUTS level all Denmark is one region and therefore a description will be very homogeneous. From a European perspective Denmark performs on average on most maps, be it economy, labour market, accessibility, demography and naturalness, whereas Denmark scores above EU average concerning Lisbon performance, spatial structure and – as mentioned – surprisingly on hazards.

7. Status for the ESPON Programme.

The ESPON programme is approaching a crucial point in its development. Started on basis of a 2 year test face (Study Programme on European Spatial Planning - SPESP 1998-2000), it is itself a test face for a possible prolongation in the forthcoming Structural Fund Programme.

The ESPON programme was initially envisaged to carry through 19 research project, but by the end of the programme in 2006 more than 30 research projects will have been finalised and as such, having added substantially to the knowledge base in respect of territorial cohesion and cooperation.

The need to attain a better understanding of territorial trends and impacts of EU policies has been at the core of this programme. Based on the studies, substantial progress has been made in enriching the understanding of regions and larger territories, their imbalances and potentials.

Combining the findings of projects, the complexity and diversity of different regions and larger territories becomes clearer and several ESPON spatial scenarios under preparation will further nourish the policy debate.

The European scientific research community in the field of territorial development have now participation from more than 130 institutions from different parts of Europe and from within different academic fields.

An ESPON scientific platform is taking shape, including methodologies for spatial analysis and impact assessment, core indicators and typologies, database and tools for European-wide map making. The scientific platform will be further developed, including:

- The conceptualisation of territorial potentials and functional specialities of cities and regions.
- The capacity for monitoring territorial developments as part of a 'knowledge base' for policy development.
- The methodological basis for integrated territorial analysis.
- Tools for TIA of sector policies.
- The ESPON Database.
- Innovative mapping methods and cartographic illustrations.

Interaction with academics outside the ESPON programme will be further strengthened in October 2005 at the first ESPON scientific conference to be held in Luxembourg. The first 5 transnational seminars have been held and several more are in preparation.

Interaction with the transnational processes and cross border activities under the Interreg III programme have already been programmed for 2005-2006 in a partnership with the INTERACT programme, intending at providing a broader European dimension to the development of projects within INTERREG programmes.

The second ESPON Spring 2005 Report constitutes an important means of communication for the ESPON programme. It is an integral part in the ESPON strategy for the communication and promotion of activities for the final phase of the first ESPON programme that the Monitoring Committee has recently decided. More activities at European and transnational level designed to complement the above-mentioned dialogue are envisaged e.g. a report on spatial scenario building, tools for TIA, an ESPON Atlas on basis of key maps and a summing up report.

Danish summary

Med henvisning til første rapport er denne den tredje i en serie på fire rapporter til NMR/NERP om ESPON resultater. På NMRs hjemmeside: <http://www.norden.org/pub/miljo/regional/sk/index.asp> findes de to foregående rapporter.

Denne rapport offentliggøres umiddelbart efter mødet for EU's ministre med ansvar for regional politik og spatial udvikling, hvor endnu et skridt i retning af støtte til en beslutning om en fortsættelse af ESPON i den nye Strukturfonds periode (2007-2013) forventes at blive taget.

Denne rapport er i stor grad baseret på ESPONs forår 2005 rapport, som offentliggøres i Maj 2005.

Politisk fokus.

Territoriet er i fokus i EU politikken som grundlag for analyse og politik formulering, hvilket kan medvirke til en bedre koordination af sektorpolitikker. Ambitionen er et mere balanceret og bæredygtigt Europa med større global konkurrence evne og en større livs kvalitets for dets borgere.

Lissabon dagsordenen indeholder implicit en territorial dimension og såvel nuværende EU traktat som den nye Konstitution indeholder konceptet "territorial samhörighed" og senest (nov. 2004) understregede medlemslandene nødvendigheden af tilføjelsen af en territorial dimension til Lissabon strategien.

De seneste ESPON resultater bidrager til en bedre forståelse af rammebetingelserne for identificering og mobilisering af "territorial kapital", som grundlag for politikformulering og strategiudvikling.

Territoriale potentialer.

Begreberne "samhörighed" og "konkurrenceevne" er ikke nødvendigvis modsætninger. Territorialt samarbejde kan forene begreberne og bidrage til positiv territorial udvikling.

Det er vigtigt at fokuser på 4 forhold; specialisering, global konkurrence, identificering af potentiale/måltet politikker og skala niveau (EU, transnational, national, regional/lokal). Viden er vigtig. ESPON's forår 2005 rapport leverer for første gang integrerede tematiske kort, baseret på en ny metode; regional klassificering af Europa.

Integrerede tematiske kort.

Kortene er baseret på en addition af modificerede individuelle, men tematiske relaterede indikatorer og giver dermed mulighed for en ny aflæsning af europæiske territorielle forhold.

Der er en tendens til, at Pentagon området fortsat er dominerende, skønt en række metropolområder og byer udenfor klare sig godt i en global konkurrence kontekst, bl.a. de nordiske hovedstæder. Center-periferi mønsteret er fortsat tydeligt, dog mest i tilgængeligheds analyser. Der er økonomiske udviklings muligheder i landdistrikterne, dog med store variationer i relation til bl.a. afstand til by strukturer, natur- og kulturværdier, infrastruktur og service.

Nogle regioner har bedre muligheder end andre for at opfylde målene i Lissabon dagsordenen. Ikke kun Pentagon klarer sig godt, men også Norden og nord Europa og urbaniseringsgraden er ikke en forudsætning for gode resultater. Forsknings- og udviklings omkostninger er højest i regioner tæt på Pentagon og i nogle regioner i nord og syd EU og nationalt, primært i hovedstads regioner. Der er generel god adgang til højere uddannelse i alle dele af EU. ICT løsninger reflekterer nationale kulturforskelle og begunstiger fortsat store befolknings koncentrationer.

Tilgængelighed via vej, jernbane og luftfart viser et tydelig EU center-periferi mønster. Nye investeringer må vurderes i forhold til potentielt pres på natur og miljø.

Befolknings nedgang i Europa fører til stigende konkurrence imellem at bevare eksisterende befolkning og at tiltrække ny befolkning. Koncentration tendenser går i retning af større byer og "tiltrækkende" pensionist-områder.

Katastrofer (hazards), naturlige og teknologiske kan have markant effekt på Europa og forebyggende handlings programmer er vigtige for at reducere risici.

Tilstedeværelsen af natur er lavest i byområder, skønt nogle byer og urbane områder har en tilstedeværelse af natur meget lig de omkringliggende landområder. Tilstedeværelsen af natur er størst i Skandinavien og i bjergområder. Kulturarv, betragtet som et værdi element i relation til territorielle udviklings potentialer, tenderer til at findes primært i byer og kystområder.

Territorielt samarbejde imellem nabo-områder kan via et større og bedre integreret område, en større befolkningsmasse og et fælles arbejdsmarked forøge den regionale konkurrenceevne, udnytte synergi- og komparative muligheder. Polycentrisk udvikling af EU kan støttes ved at fokusere på samarbejde imellem Funktionelle Urbane Områder (FUA) indenfor en indbyrdes afstand af 45 min. kørsel. 23% af sådanne områder i EU befinder sig i grænseområder. Samarbejde imellem metropoler kan bidrage til dannelse af zoner af global betydning.

Territoriel påvirkning fra EU politikker.

Mange politikker har effekt på den territoriale udvikling. Ofte er der tale om uforudsete effekter fra sektor politikker, som er designet til optimal opnåelse af sektor mål. En grundlæggende ESDP formodning er, at tværsektoriel koordination kan reducere negative sideeffekter. En territorial effekts vurdering (TIA) af politikker kan bidrage til en afdækning af uhensigtsmæssige påvirkninger på territoriet. ESPON TIA studier viser, at de fleste påvirkninger på territoriet forårsaget af EU sektor politikker er uforudsete, primært fordi de fleste EU politikker mangler en territorial dimension.

Anvendelse af ESPON resultater.

ESPON resultaterne er genereret ud fra et EU perspektiv med henblik på at levere sammenlignelige informationer om europæiske regioner, dog med en grænse for detaljer på grund af begrænsninger i europæiske data sæt. Dette betyder, at regionale forskelle kan være forbigået upåagtet.

For politikere og administratorer er udfordringen derfor at uddrage den territoriale kontekst til brug for politik formuleringen i en mere lokal sammenhæng.

Status for ESPON programmet.

Oprindeligt var der planlagt 19 forskningsprojekter, men inden programmet afsluttes i 2006 er der gennemført 30 projekter. Programmet har således bidraget i betragtelig udstrækning til en berigelse af viden om og forståelse af regioner og større territorier, deres ubalancer og potentialer. Det igangværende projekt til udvikling af scenarier vil yderligere kunne berige den politiske debat.

Det europæiske forsknings miljø vedrørende territorial udvikling har nu deltagelse fra mere end 130 forskningsinstitutioner fra alle dele af Europa og forskellige specialer. ESPON's videnskabelige platform omfatter nu metoder for spatial analyse og effekt vurdering, kerne indikatorer og typologier og værktøj til brug for udvikling af kort.

Med henblik på at udvide samarbejdet med akademikere udenfor ESPON programmet afholdes den første videnskabelige konference i oktober 2005 i Luxembourg.

Med henblik på at bidrage til en bredere europæisk dimension i projekt udviklingen indenfor INTERREG programmet deltager ESPON i INTERACT programmet.

ESPON's forår 2005 rapport er et vigtigt element i den nye kommunikations strategi, som for nylig blev vedtaget af Overvågningskomiteen. Blandt yderligere publikationer er planlagt en rapport om spatial scenario opbygning, TIA værktøjet, et atlas baseret på udvalgte kort og en opsamlings rapport.