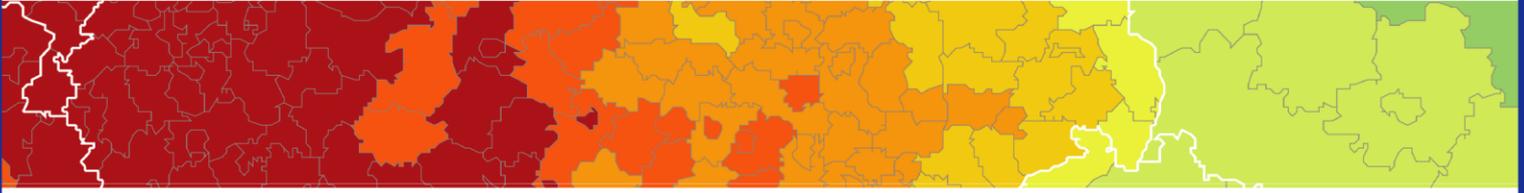


Inspire policy making by territorial evidence



A Territorial Reference Framework for Europe

Applied Research

Annex 8: ESPON related projects

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This applied research activity is conducted within the framework of the ESPON 2020 Cooperation Programme.

The ESPON EGTC is the Single Beneficiary of the ESPON 2020 Cooperation Programme. The Single Operation within the programme is implemented by the ESPON EGTC and co-financed by the European Regional Development Fund, the EU Member States and the Partner States, Iceland, Liechtenstein, Norway and Switzerland.

This delivery does not necessarily reflect the opinion of the members of the ESPON 2020 Monitoring Committee.

Authors

Andreu Ulied, Laura Noguera, Oriol Biosca, Dubravka Kruljac, MCRIT - Multicriteri

Advisory Group

Project Support Team: Jacek Szlachta (Warsaw School of Economics), Chair of the Strategic Advisory Forum, Marjorie Jouen (Jacques Delors Institute), Co-chair of the Strategic Advisory Forum
ESPON EGTC: Gavin Daly (Project Expert), György Alföldy (Financial Expert)

To cite this report:

ESPON, 2019, "European Territorial Reference Framework: Annex 8 – ESPON Related Projects", ESPON 2020 Programme, Luxembourg, www.espon.eu/etrf.

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Contact: info@espon.eu

ISBN: 978-99959-55-95-3

A Territorial Reference Framework for Europe

ESPON related projects

Version 14/02/2019

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1 ESPON related projects

ESPON ACTAREA Thinking and planning in areas of territorial cooperation (2017)

ESPON ACTAREA has analysed 24 examples of 'soft territorial cooperation areas' across Europe, taking as a starting point Swiss efforts to promote thinking and planning in so-called 'Action Areas' (AAs), i.e. new forms of soft governance spaces with fuzzy, flexible boundaries that span across national and regional administrative boundaries and link urban and rural development policies. It has identified good practices and developed tools to describe and develop cooperation across Europe, considering both individual cooperation instances and cooperation frameworks put in place primarily by national authorities. Soft territorial cooperation areas are instances of territorial governance. They bring together actors concerned by a set of territorial challenges and opportunities and who are prepared to elaborate and implement strategies to address them jointly. Their sectoral scope and geographical boundaries are generally defined in an 'open' or 'fuzzy' way.

Figure 1: Dimensions and characteristics of soft territorial cooperation instances

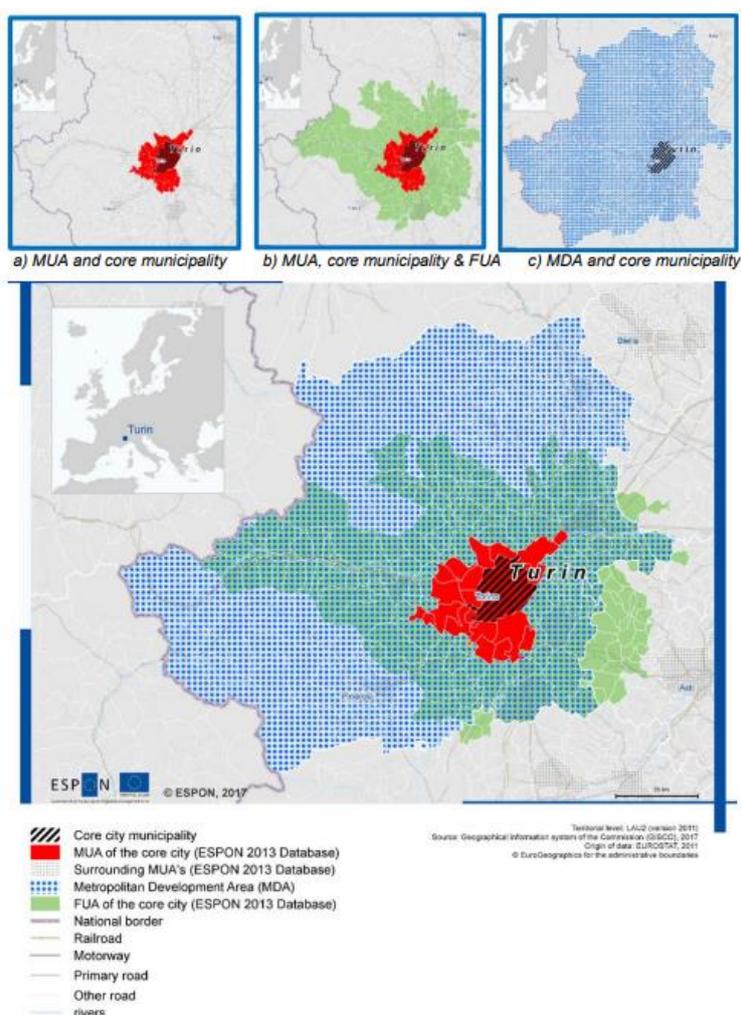
	Dimension	Potential characteristics	ESPON ACTAREA Definition
Policy context	Strategic ambition	<ul style="list-style-type: none"> - strategic long-term goals - concrete implementation tasks - few opportunities for influence ('opening up') - open-ended process vs. process with pre-defined objectives 	<ul style="list-style-type: none"> - predominance of strategic integrated goals - not limited to implementation of particular projects - 'open-up' the elaboration of strategies and plans - actor constellation allows involved players to enhance their capacities ('empowerment')
	Degree and type of formalisation	<ul style="list-style-type: none"> - informal vs. formal - own executive committee vs. no own institutionalization - relevance of ad-hoc activities - governance arrangements 	<ul style="list-style-type: none"> - given framework for bottom-up concretisation - predominance of informal, semi-formal non-statutory forms of organization - different governance settings possible
	Resources	<ul style="list-style-type: none"> - juridical mandates - financial resources, incentives, human resources - discursive tools (agenda-setting, marketing...) - concrete missions vs. open framework 	<ul style="list-style-type: none"> - predominance of non-juridical instruments - no precondition as regards to budget
Geographical logic	Territorial coverage / geographical scale	<ul style="list-style-type: none"> - amendable vs. static - fuzzy boundaries - domestic or cross-border - size: small – large (sub-local, local, urban, metropolitan, regional, national, macro-regional,...) 	<ul style="list-style-type: none"> - flexible perimeter (bottom-up) - not limited to but linked with administrative spaces - crossing borders of domestic and in most cases national borders - ideally, the geographical scale should be regional, i.e. encompassing multiple urban nodes (towns/cities) and their surrounding influence areas / commuting areas, and in some cases also other rural areas.
Time-frame	Timeframe / Historicity / Continuity	<ul style="list-style-type: none"> - duration, open-ended vs. fixed timeframe - short, medium, long-term - defined vs. undefined 	<ul style="list-style-type: none"> - medium to long-term perspective - no precondition as regards to fixed vs. open timeframe
Levels & actors	Levels and actors	<ul style="list-style-type: none"> - public stakeholder (administration, ministries) - NGOs or GOs - private stakeholders - regional to EU level - no. of stakeholders - Amendable vs. static 	<ul style="list-style-type: none"> - more than two (types of) stakeholders (public/private, regional/local level, ...) - open for new membership and for exits
Patterns of intervention	Areas of intervention	<ul style="list-style-type: none"> - sectoral policies - spatial planning - integrative vs. sectoral approach 	<ul style="list-style-type: none"> - more than sectoral policies - however, often start with sectoral needs
	Kind of activities	<ul style="list-style-type: none"> - strategy development - Projects - Roundtables - 	<ul style="list-style-type: none"> - diversity of activities possible - not limited to a single project implementation

Source: ESPON ACTAREA (2017)

ESPON SPIMA- Spatial dynamics and strategic planning in metropolitan areas (2017)

To address the challenges of metropolitan development in Europe, we need a better understanding of the complex relations between city centres, suburbia and larger peripheries. A key concern in this regard is the response of traditional urban planning practices to the current urbanization trends that go beyond the core-centric spatial patterns and beyond the jurisdictions of a single administrative authority. Metropolitan areas are characterized by close economic and social linkages between their urban and suburban parts that involve a number of local governments. There is very seldom a local authority that has the competency to address all challenges in a metropolitan area on its own. Currently, urban policies and governance practices, seem to lag behind in addressing these complex challenges. Against this background the SPIMA project explores a range of urban development issues raised by ten metropolitan areas across Europe and how these issues are addressed within their current institutional frameworks and the local authorities. Whether transport, environment or social disparity issues are at stake, the key concern is in finding a “problem owner” who can address these issues at an appropriate spatial and administrative scale.

Figure 2: Example of the MDA delineation in relation to FUAs and MUAs (Turin)

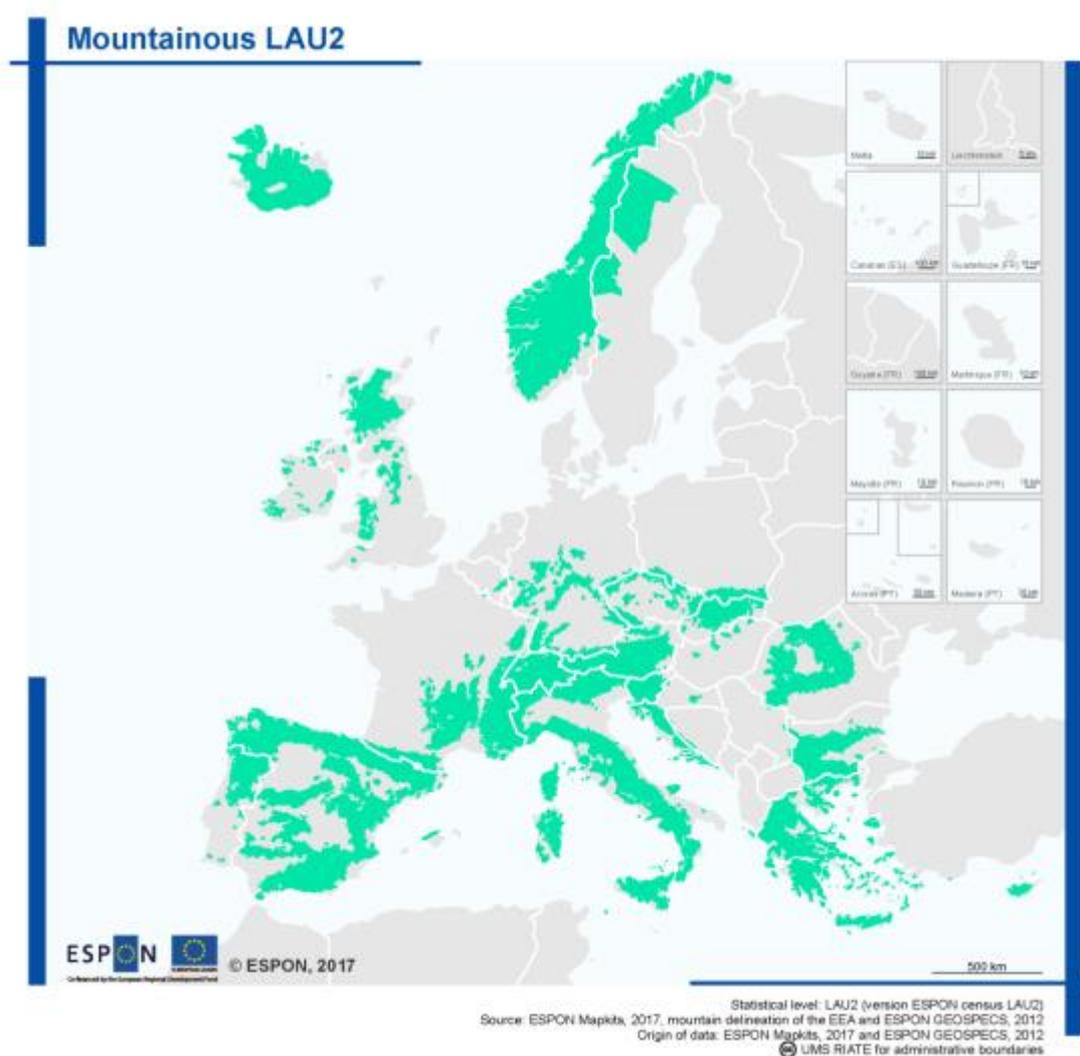


Source: ESPON SPIMA (2017)

ESPON BRIDGES - Territories with Geographical Specificities (2019)

ESPON BRIDGES ambitions to feed into current and forthcoming policy processes and debates. For this purpose, the project team has reviewed policy documents and interviewed selected key stakeholders. A number of stakeholders mention that the project is particularly timely, considering that debates on the future of cohesion policy, Common Agricultural Policy (CAP) and fisheries policy are expected to gain momentum over the coming months. Given decreased budgets in the future Multiannual Financial Framework (MFF), inputs on how to coordinate different policy tools and ensure that Member States use opportunities to develop integrated policies and tools are particularly important. TGS in this respect provide illustrative examples of situations where place-based policies taking into account the diversity of territorially embedded preconditions can be more effective and efficient.

Map 1.1: Delineation of mountainous LAU, using on census-compatible 2011 nomenclature

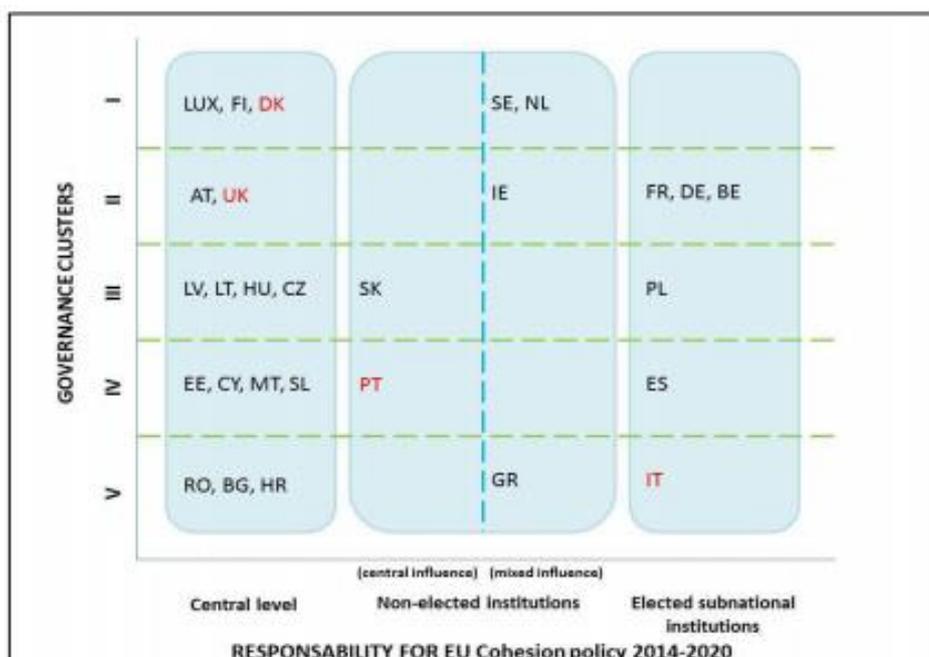


Source: ESPON BRIDGES (2019)

ESPON ReSSI – Regional Strategies for Sustainable and Inclusive Territorial Development: Regional Interplay and EU Dialogue (2017)

The promotion of local and regional development is a common objective of European memberstates, as well as a component of European Union cohesion policy. The European Commission has set the objective of promoting development which is sustainable (environmentally friendly and able to provide long-term benefits), inclusive (improving employment, involvement and integration) and smart (innovation-driven). Regional and local policymakers have an important role in delivering these outcomes. However, the growing recognition of the importance of local and regional actors is taking place in a context of ongoing changes to territorial governance and spatial planning systems. Furthermore, the future of cohesion in the EU is also being debated, not only in terms of what direction and objectives the policy might contemplate, but also as a result of the process of the United Kingdom (UK) leaving the European Union (EU) ('Brexit'). With this background, the ReSSI project set out to explore practices for aligning the evolving territorial governance framework with the emerging logics of, and challenges for, local and regional development. There was a particular focus on addressing institutional capacity to build broad circles of cooperation with diverse stakeholders, and on related capacity-building policies which are central to the redefinition of governance structures and procedures.

Figure 3: Regional governance regimes in Europe. ReSSI countries in red

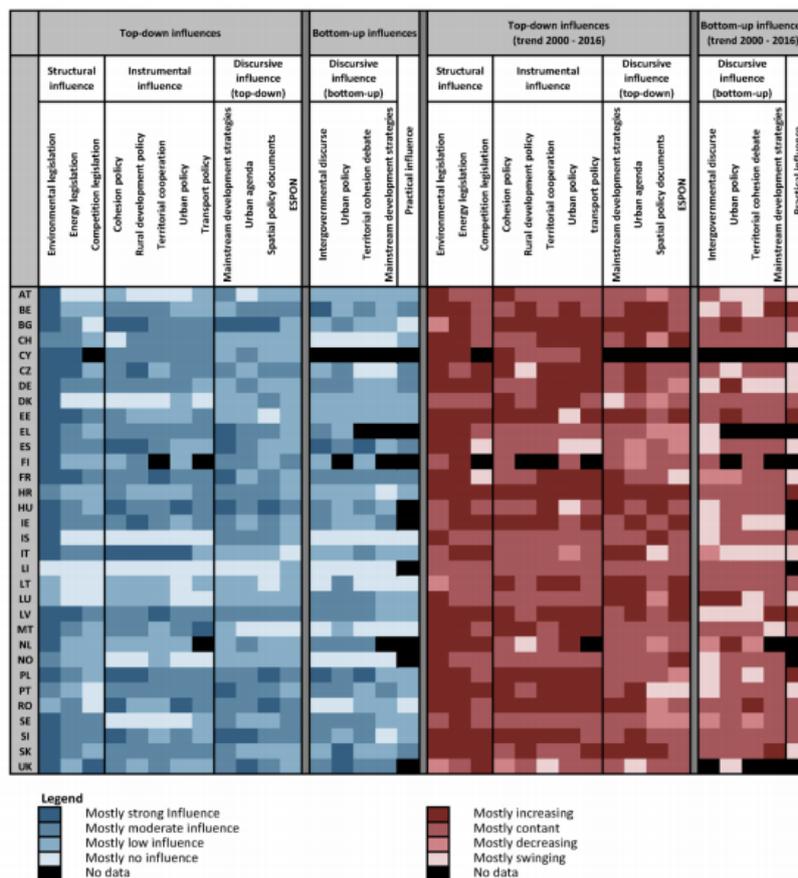


Source: ESPON ReSSI (2017)

ESPON COMPASS - Comparative Analysis of Territorial Governance and Spatial Planning Systems in Europe (2018)

The COMPASS project compares territorial governance and spatial planning in 32 European countries (the 28 EU member states plus four ESPON partner countries). COMPASS differs from previous studies in that the accent is not on a snapshot comparison of national systems, but on identifying trends in reforms from 2000 to 2016. It also seeks to give reasons for these changes with particular reference to EU directives and policies, and to identify good practices for the cross-fertilisation of spatial development policies with EU Cohesion Policy. Rather than imposing a particular definition of spatial planning, the project is characterising the nature of planning in the countries under study around generic but broad definitions of the two key concepts: spatial planning and territorial governance. The project adopted working definitions. Territorial governance comprises the institutions that assist in active cooperation across government, market and civil society actors to coordinate decision-making and actions that have an impact on the quality of places and their development. Spatial planning systems are the ensemble of institutions that are used to mediate competition over the use of land and property, to allocate rights of development, to regulate change and to promote preferred spatial and urban form.

Figure 4: Top-down and bottom-up influences in European territorial governance between 2000 and 2016, by significance and trend

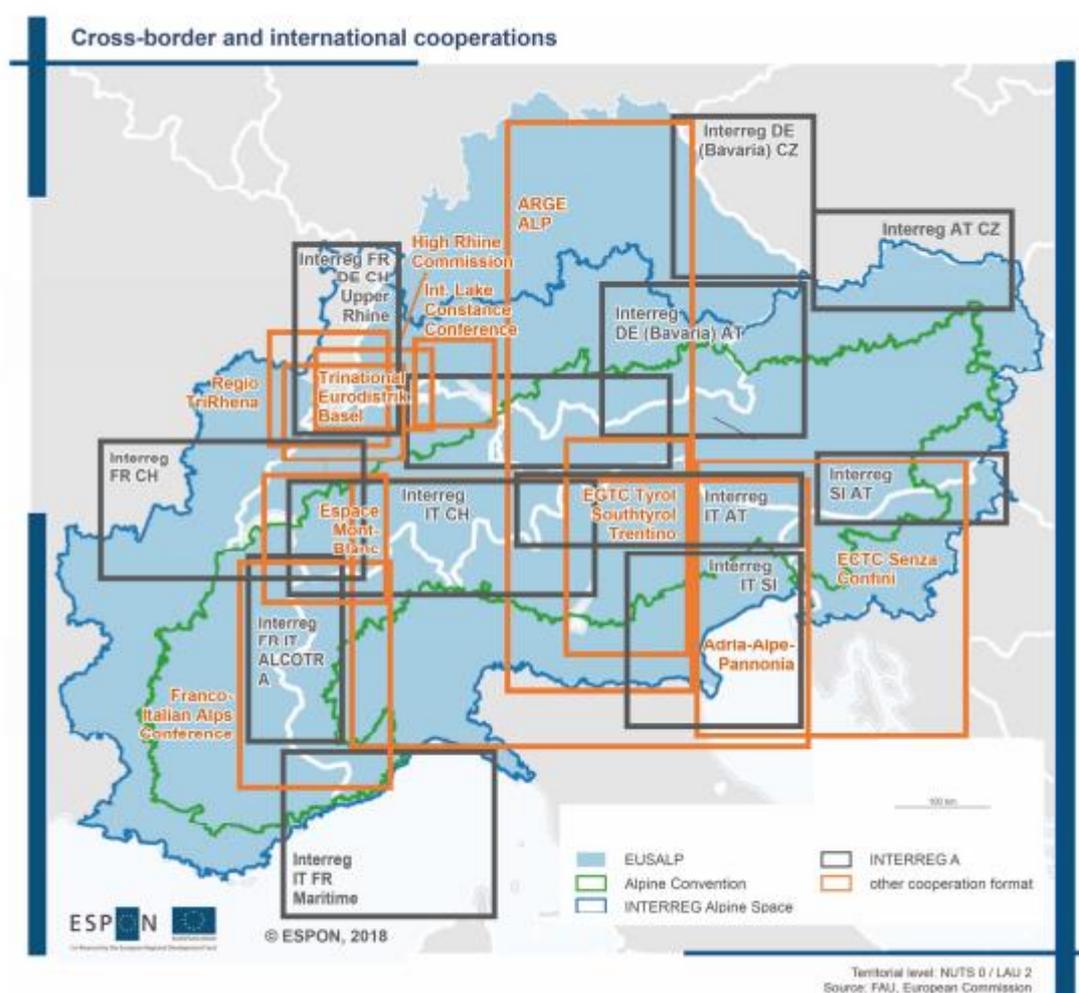


Source: ESPON COMPASS (2018)

ESPON Alps2050 Common spatial perspectives for the Alpine area. Towards a common vision (2018)

The ESPON project “Alps 2050 – Common spatial perspectives for the Alpine area. Towards a common vision” develops a common spatial development vision and a set of common spatial perspectives for the whole Alpine region. The project is based on territorial evidence and develops visions and perspectives in close interaction with stakeholders from the multi-level territorial governance system. The project aims at strengthening territorial cooperation and supporting sustainable development. The objective is not only to develop spatial perspectives and a vision for the Alpine area, but also to pave the way towards implementation in the complex multi-level governance system of the region and develop guidelines for a concerted multi-actor and sustainable territorial planning. These visions and evidences will lead to a more general sustainable territorial planning model, which could be transferred to other cooperation areas.

Map 1.2: Cross-border and international cooperation in the Alpine area

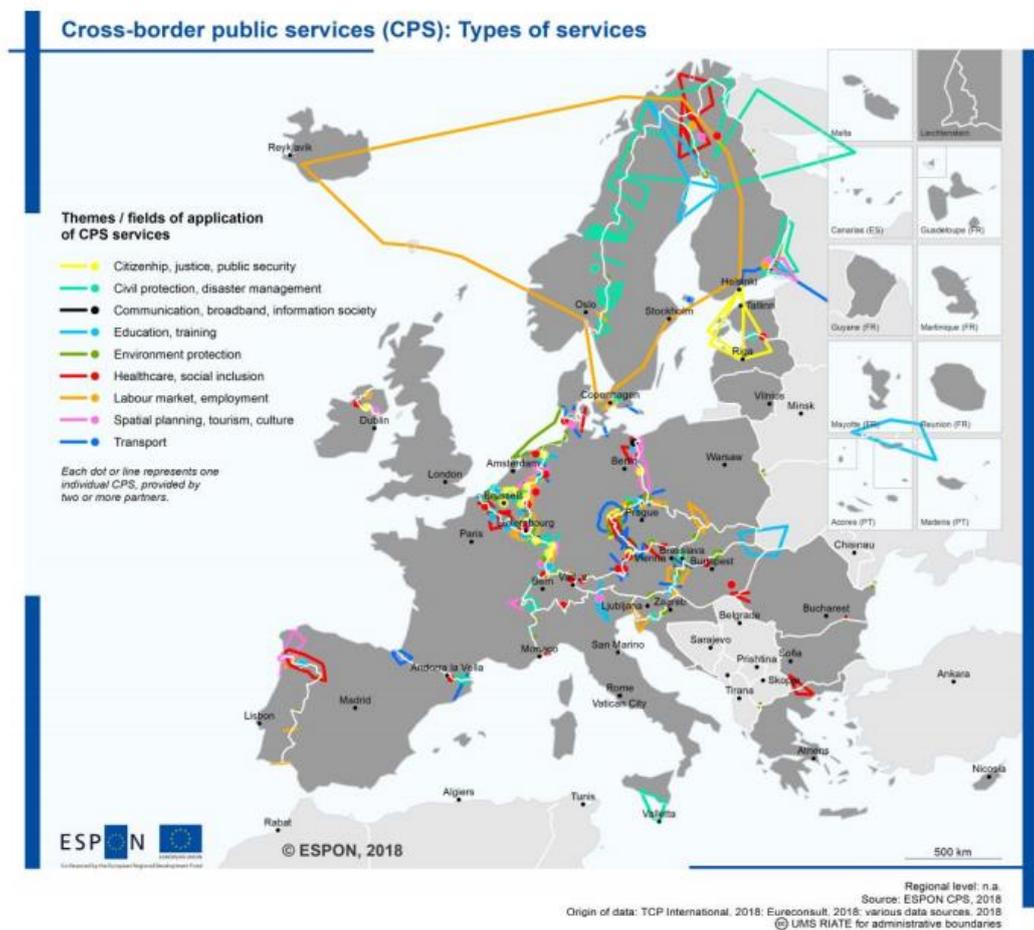


Source: ESPON Alps2050 (2018)

ESPON CPS - Cross-border Public Services (2018)

The ESPON Targeted Analysis Cross-border public services (CPS) aims to support better delivery of these services and to improve awareness about their added value. The analysis of cross-border public services (CPS) across Europe and especially the analysis of CPS in the case study areas of the project's stakeholders illustrate a wide variety of CPS delivered in Europe. CPS can be found at practically every EU internal border and even at some EU external borders. As a specific form of services of general interest, CPS address joint problems or development potentials of border regions that are located on different sides of one or more existing nation state borders. CPS are provided on a long-term basis and within in a clearly defined crossborder territory. Their aim is to generate benefits for the general public or a specific target group in this cross-border territory, without excluding any person or organisation from the respective scope of services provided. CPSs are delivered through the use of different types of existing domestic infrastructures (i.e. hard and soft infrastructures with a public supply function, green / blue infrastructures) or by establishing new infrastructures that allow tackling specific crossborder needs, although in these cases a provision of CPS is going beyond the mere setting-up of new infrastructures.

Map 1.3: Cross-border public services (CPS): Types of services



Source: ESPON CPS (2018)

ESPON TIA CBC - Territorial Impact Assessment for Cross-Border Cooperation (2019)

Given the need to conduct result oriented evaluations for CBC programmes in the current programming period, the project at hand aims at developing a methodology for a Territorial Impact Assessment as a part of these evaluations. There are a range of TIA approaches available with varying objectives and methodologies. However, none of them have been designed specifically for assessment of cross border regions and CBC programmes. Issues arise from the unique structure of CBC programmes, connecting regions at lower levels (i.e. NUTS 2/3 or lower) which lie in different countries. This leads to possible problems in data availability and data comparability on both sides of EU member states' borders. A more general question arising is how to measure impacts like connectivity across borders. The project therefore investigates the general needs of a CBC TIA, reflecting on strengths and weaknesses of existing TIA approaches.

Figure 5: Obstacles in land border regions according to the European Commission study

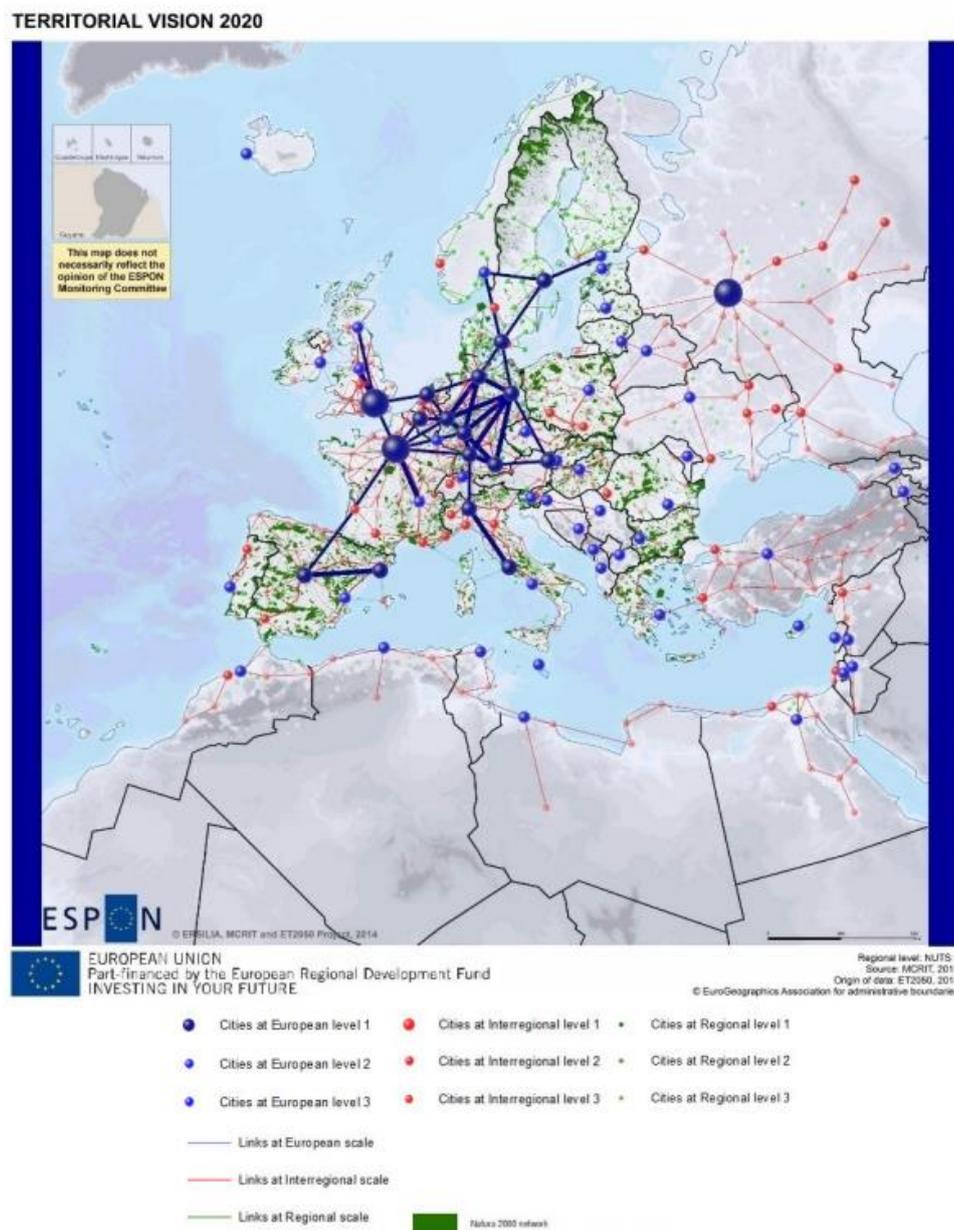
Border region	Socio-economic disparities	Physical obstacles (perceived difficult access)	Physical obstacles (river)	Physical obstacles (mountains)	Cultural obstacles (language)	Cultural obstacles (culture)	Cultural obstacles (trust)	Normative and institutional obstacles
Belgium-Luxembourg								
Belgium-Netherlands								
Bulgaria-Greece								
Bulgaria-Romania								
Switzerland-Germany								
Switzerland-France								
Switzerland-Italy								
Czech Republic-Germany								
Czech Republic-Poland								
Czech Republic-Slovakia								
Germany-Denmark								
Germany-France								
Germany-Luxembourg								
Germany-Netherlands								
Germany-Poland								

Source: ESPON TIA CBC (2019)

ET2050 - Territorial Scenarios and Visions for Europe (2015)

ET2050 (Territorial Scenarios and Visions for Europe) aims at supporting policy makers in formulating a long-term integrated and coherent Vision for the development of the EU territory. The purpose of the ET2050 scenarios is not to guess with accuracy how a certain indicator will actually be in few months or years ahead (in line with the IMF and ECOFIN forecasts for economic growth at national level, e.g.), but providing useful insights for a better understanding of dominant long-term trends to support strategic political decisions, particularly in relation to alternative reforms of Cohesion policies. The main focus of the modelling exercise is therefore investigating the possible evolution of Social, Economic and Territorial Cohesion under different scenarios and policy-assumptions from 2010 to 2030 and 2050.

Map 4: “Open and Polycentric Europe” Vision towards 2020

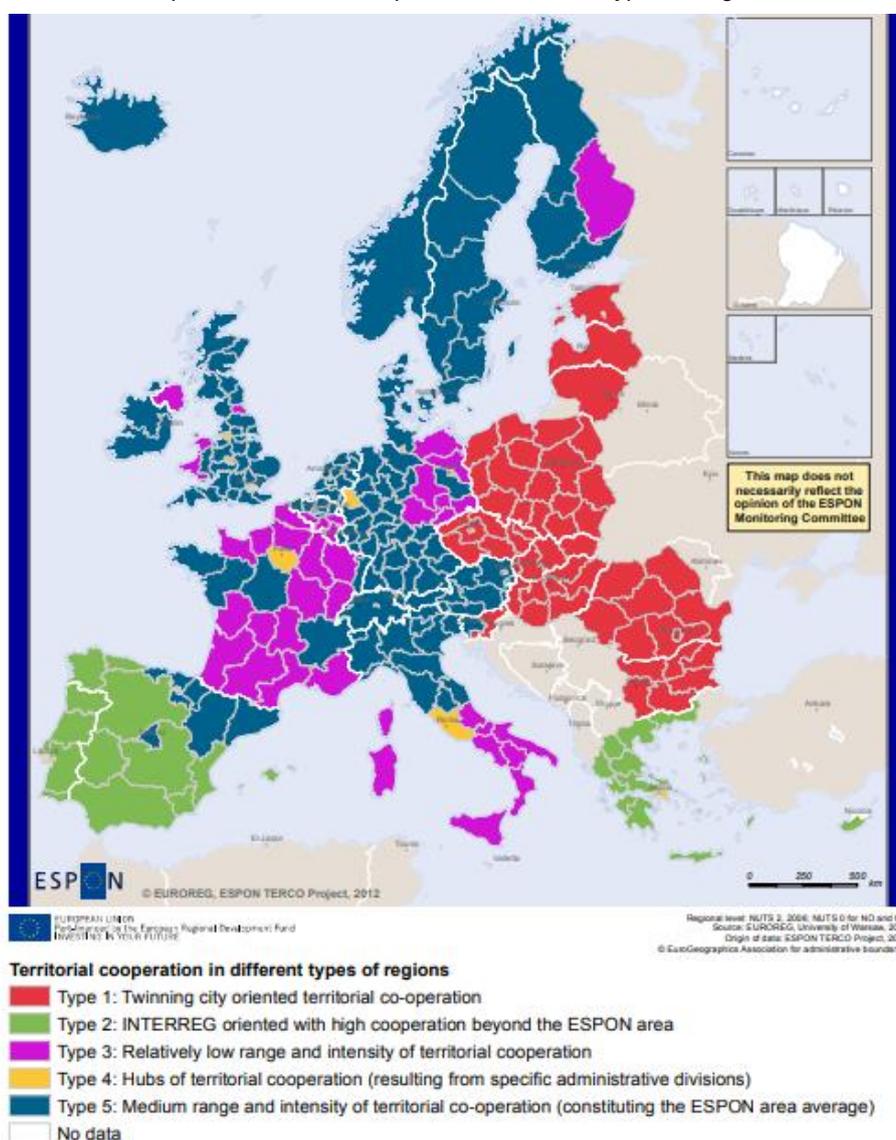


Source: ET2050 (2015)

ESPON TERCO European Territorial Co-operation as a Factor of Growth, Jobs and Quality of Life (2013)

TERCO's main hypothesis is narrowed as follows: 'Territorial co-operation (TC) is one of the factors underpinning the socio-economic development of territorial units'. In order to verify this hypothesis, different types of co-operation have been analysed to establish their links to various aspects of development. Hence, the TERCO project provides a valuable insight into the overall policy relevance of territorial co-operation as a contributing element to European cohesion, with participants demonstrating a high degree of motivation to network their local authorities and regions across borders and internationally. However, in order to develop policy-relevant suggestions for the future design of TC support programmes, the considerable shortcomings of the present mechanisms must be addressed – particularly with a view to improving the overall workings of EU policies.

Map 1.5: Territorial co-operation in different types of regions

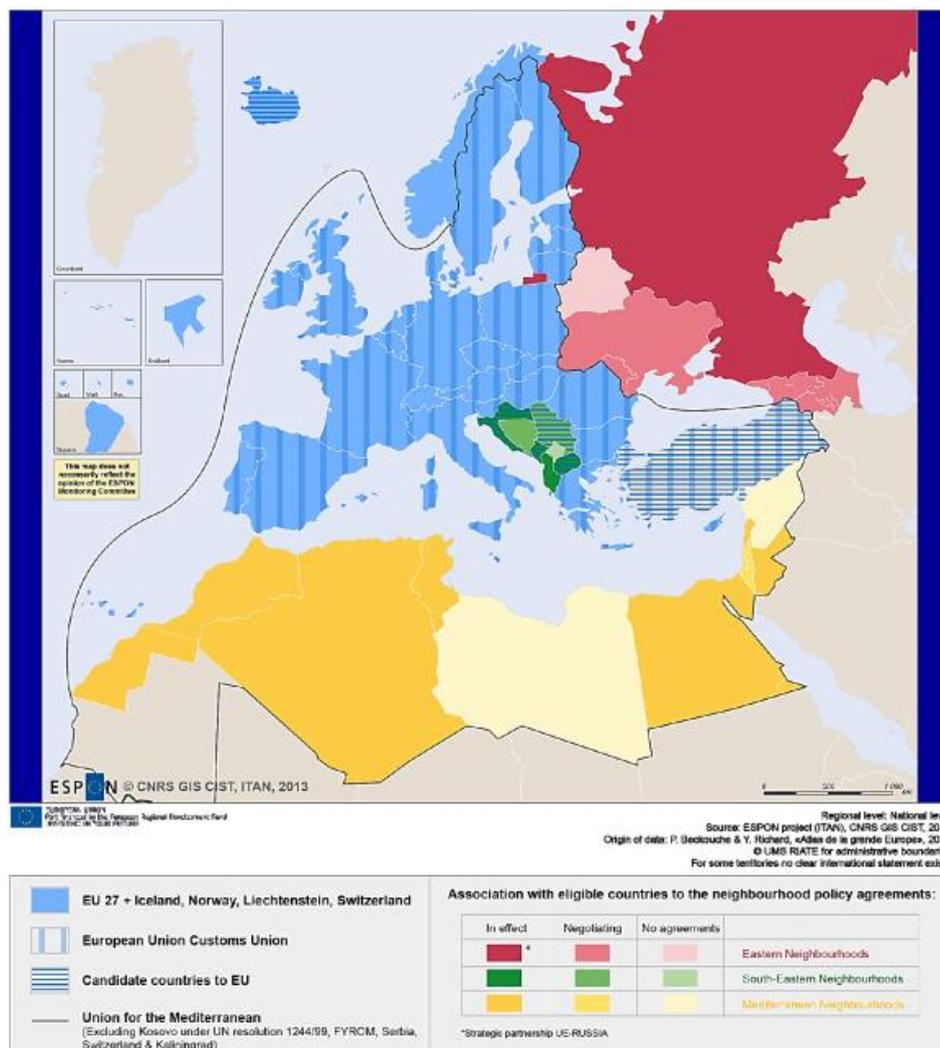


Source: ESPON TERCO (2013)

ESPON ITAN Integrated Territorial Analysis of the Neighbourhoods (2014)

The consideration of the territory beyond the EU borders seems to be obvious due to the increasingly global economy which the EU is encountering and challenges that affect territories across borders as for example climate change. Cities and regions of the ESPON territory and their neighbouring regions are important players in this respect that need territorial evidence supporting cooperation activities, as the set-up of networks creates opportunities to promote economic and social integration through a dialogue on common interests and strategic options. This project provides necessary territorial evidence highlighting topics of interest for cooperation activities with neighbouring regions and their cities that can be picked-up in the territorial agenda of ESPON countries. Potentials related to the aims of the Europe 2020 Strategy are identified, taking into account the contribution of the EU Cohesion Policy, for EU Member States and their neighbouring regions, in order to better understand (1) territorial interactions with neighbourhood areas and (2) potential joint development opportunities for cooperation.

Map 1.6: Contractual relations between European Union and Neighbourhoods

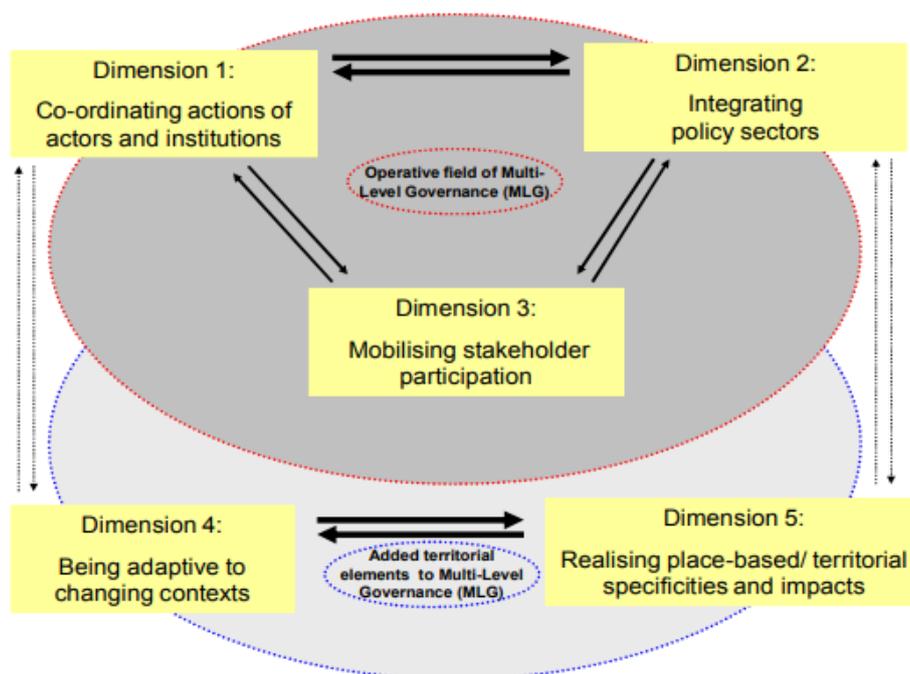


Source: ESPON ITAN (2014)

ESPON TANGO - Territorial Approaches for New Governance (2014)

The TANGO (Territorial Approaches to New Governance) project asserts that territorial governance, as defined in this project, matters in order to achieve specific territorial development goals and, in doing so, to strive towards the EU's objective of territorial cohesion. But inevitably how, why and under which circumstances territorial governance matters for a range of different types of territories varies considerably across Europe. Even the question of 'good' territorial governance for whom' must be addressed. Such issues are clearly under-researched in the emerging body of territorial governance literature. Thus the underlying quest of the TANGO project is distinguishing generalisable and transferable lessons of "good" territorial governance. The main objective of the TANGO project has been to draw and synthesize conclusions about territorial governance throughout Europe. Based on a theory-driven, pragmatic and consensual definition and operationalisation of territorial governance, the project seeks to understand the processes by which actors and institutions at different levels formulate and implement policies, programmes and projects to achieve a certain territorial goal that is aligned to the Europe 2020 strategy. The TANGO project thus delves deeply into the conceptualisation and reconceptualisation of territorial governance as a means to operationalise the term for empirical case studies. The goal has been to provide evidence of territorial governance processes to support future territorial development policies in general and Cohesion Policy in particular which improves regional competitiveness, social inclusion and sustainable and balanced growth of the European territory.

Figure 6: The operative field of Multi-Level Governance and the 'Added territorial elements to Multi-Level Governance'

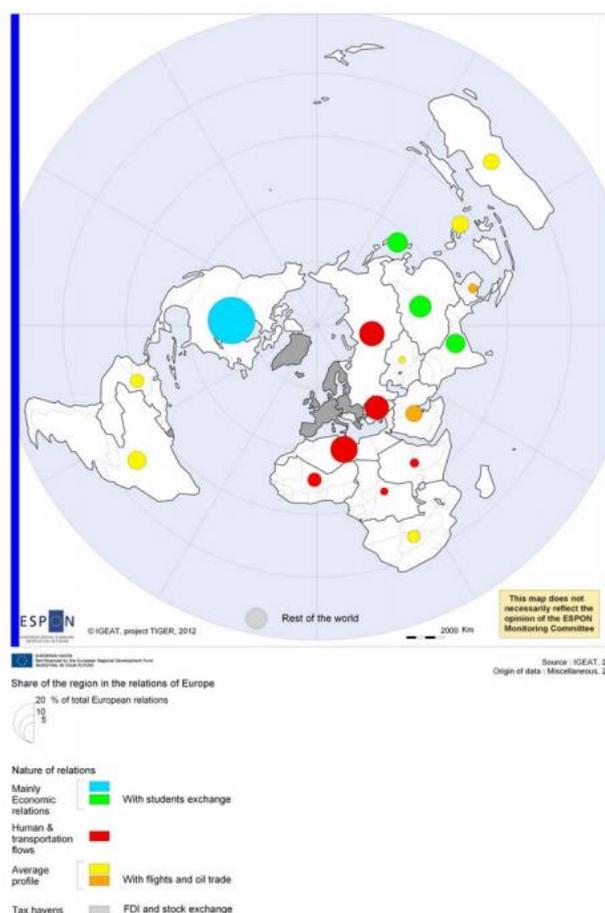


Source: ESPON TANGO (2014)

ESPON TIGER - Territorial Impact of Globalization for Europe and its Regions (2012)

Globalisation is accelerating with European competitiveness becoming more and more interwoven and dependent on the rest on the world. Understanding Europe in the world is a prerequisite for policy making and for promoting Europe in this international competition. Integration, cooperation and smart exploitation of resources are key factors for improving the competitiveness of European regions in the globalised world scene. It is also important to better understand the territorial structures and patterns of economic activity at world level, as well as flows between continents and throughout European regions. Regions are under strong impact on many trends and developments related to globalisation and need support to decide on potential strategic investments that could increase their competitiveness in this globalized world. This project looks at globalisation from a territorial perspective and analyses its territorial aspects and its dynamics at different geographical scales. It also addresses the importance of territorial cooperation and flows linking EU territory. The main aim of the project is looking into the territorial dimension of the globalisation process and analysing its significance for an enlarged Europe. A good understanding of the position of Europe and its regions in the global context and in relation to other cooperation areas are obtained.

Figure 7: Regions of the world according to the importance they have for Europe and the nature of their links

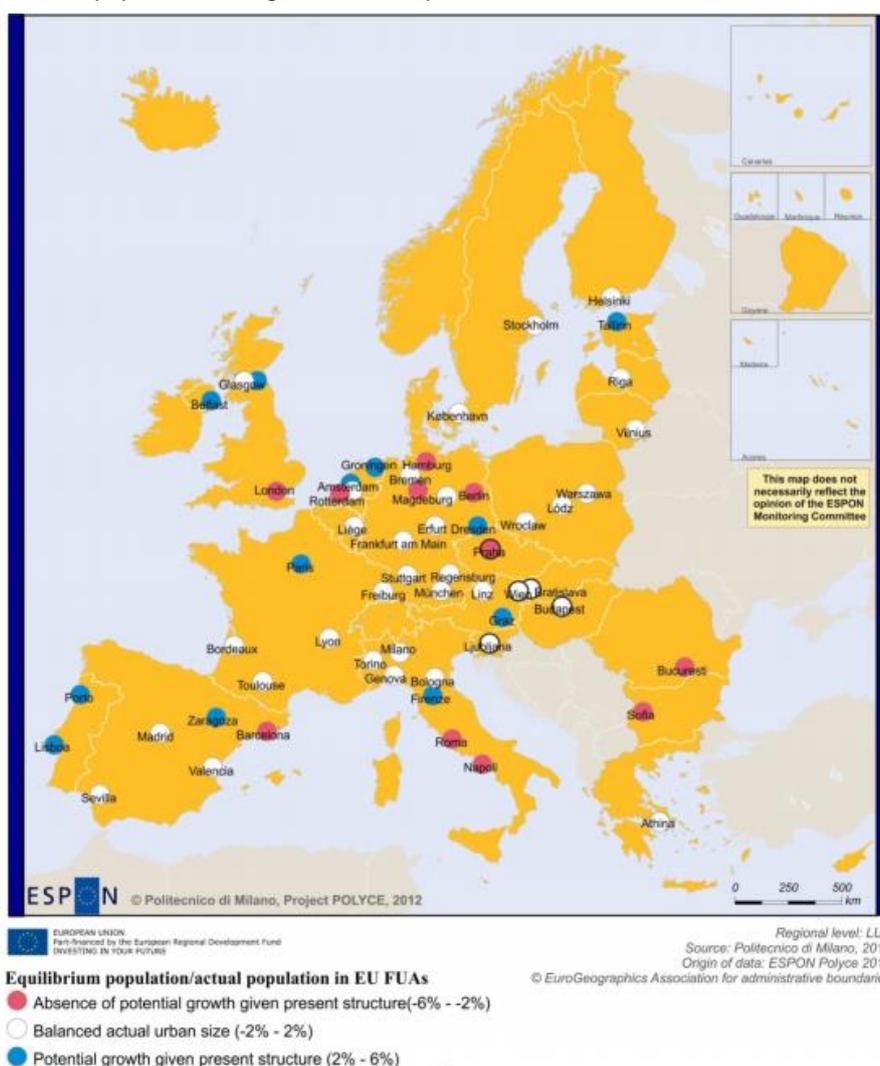


Source: ESPON TIGER (2012)

ESPON POLYCE - Metropolisation and Polycentric Development in Central Europe: Evidence Based Strategic Options (2012)

POLYCE is analyzing five Central European capital cities and their functionally related surrounding areas: Bratislava, Budapest, Ljubljana, Praha, and Wien. The project emerged from the related city administrations' wish for researching the cities' future competitive and cooperative potentials among each other and towards other metropolises. A main goal was to conduct a comparative analysis of the five cities and their related surrounding areas in order to elaborate in-depth results on their specificities and commonalities. This was ought to draw an up-to-date picture of the preconditions for urban development in Central Europe. Within this framework the two analytical concepts of metropolisation and polycentricity came into play, as both are seen as drivers of specific paths of metropolitan development. The approach of POLYCE took both concepts into consideration in the context of analyzing the five Central European capitals, also trying to identify their mutual relation – meaning to what extent both can support a sound and balanced metropolitan development.

Map 1.7: Potential population change in EU metropolitan areas

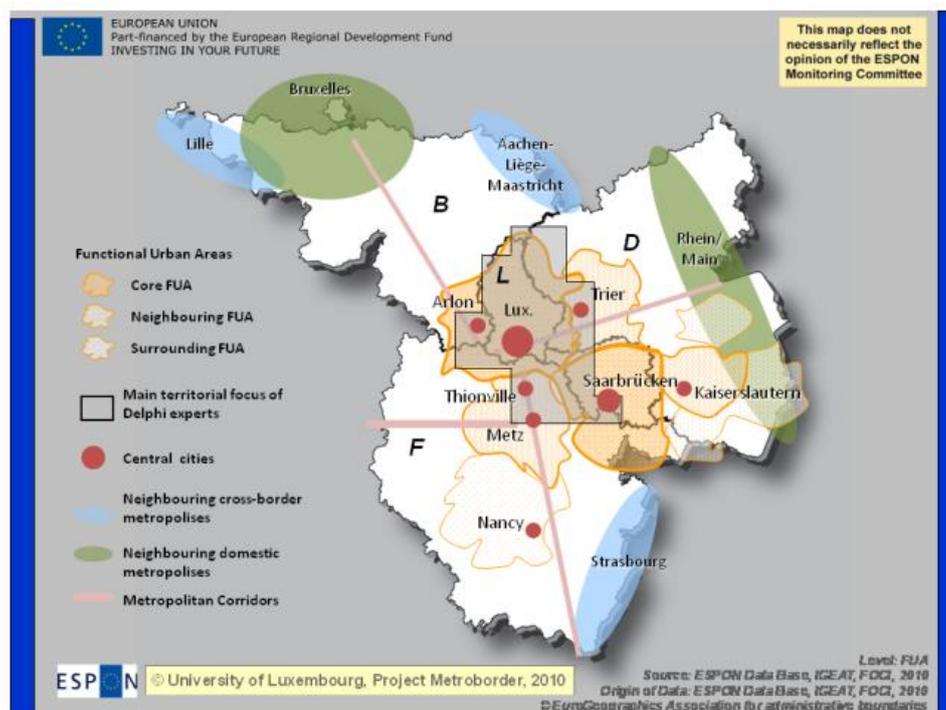


Source: ESPON POLYCE (2012)

ESPON METROBORDER – Cross-Border Polycentric Metropolitan Regions (2010)

The METROBORDER project's aim of studying cross-border metropolitan polycentric regions means that it must deal with a range of complex notions. Polycentricity has developed as an umbrella term in both analytical and political contexts. In all definitions, the hierarchical relations between the different centres and the spatial units in question both play a crucial role. Not only are the various dimensions of the METROBORDER project complex on their own; in addition, their combination in the form of CBPMRs constitutes a new form of territorial research which has not yet developed final definitions. In this context, the METROBORDER project is based on a following theoretical understanding of CBPMRs which sees these: as political constructions based on cross-border agreements which consider the existence of national borders as a resource for increasing interactions at the local level and based on the embeddedness of the metropolitan centre(s) in global networks. Because CBPMRs are composed of several urban centres located on either side of a border, these regional political initiatives can mobilise different geographical scales in order to utilise the assets and complementarities of the morphological and functional polycentricity. In less academic words and simplifying largely, the METROBORDER project sees CBPMRs as spatial configurations whose potential lies in combining the characteristics on either sides of the border in a complementary way. The success of these regions to exploit the metropolitan potential depends to a large extent on the will and the strategies of the actors to cooperate within a complex multi-level context.

Map 1.8: A cross-border polycentric metropolitan region within the Greater Region – schematic synthesis map of METROBORDER results



Source: ESPON METROBORDER (2010)

ESPON BEST METROPOLISES - Best Development Conditions in European Metropolises: Paris, Berlin and Warsaw (2012)

The primary objective of the project was to identify trends of metropolitan development and their consequences in different spheres as well as to assess the policy measures and governance models that guide this development. The research undertaken here has also provided new knowledge on the main driving forces of metropolitan development and their consequences in different spheres; the relationships between the processes of the socioeconomic and spatial development of metropolitan areas; and the impact of institutional arrangements and governance on their development paths. The logic behind the sequence of the research undertaken resulted from the established methodology of the benchmarking exercise within the BEST METROPOLISES project. The benchmarking covered five criteria divided into 12 dimensions and had a doubled objective: (1) to assess the performance of the three metropolises and (2) to assess the efficiency of the policies undertaken in achieving sustainable goals.

Figure 8: Metropolitan development: main drivers, effects and possible solutions

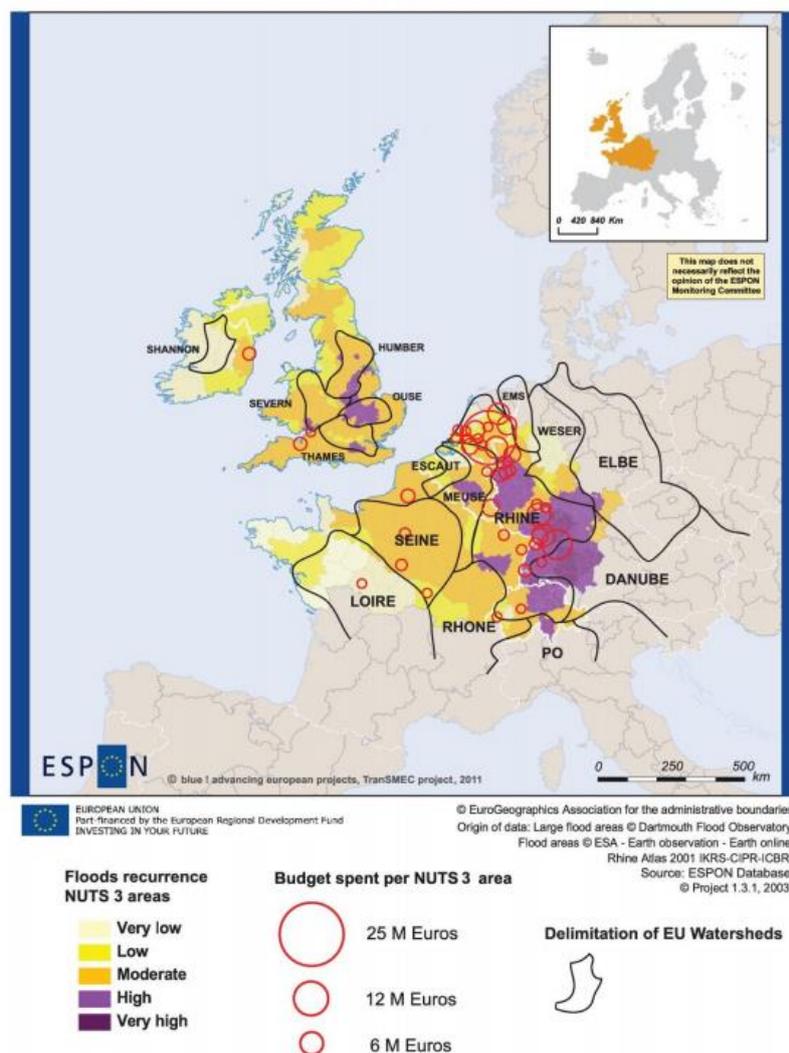
DRIVER	PRESSURE	STATE	IMPACT	RESPONSE/TOOLS
ongoing urbanisation, population growth and increasing attractiveness of metropolises as locations of residential and economic functions	increased migration flows, rising demand for land development, rising demand for housing and social services, necessity of technical infrastructure development	functional urban areas established, high intensity of land use; functional conflicts in peri-urban zones, mixture of functions with dominance of specialized functions, social mixture, new socio-spatial structures	increased population density, complex spatial and functional structures, spatial and functional conflicts	predominantly normative tools – laws and rules to guide development processes in usually fragmented - in terms of allocation of competencies and responsibilities - environment
globalization and metropolization of the world economy	appearance of FDI, competitive labor market, pressure on undeveloped attractive land to accommodate new investments; migrations	new structure of metropolises' economy; new socio-spatial structures, functioning in metropolitan networks	weak connections of metropolises with regional hinterland, strong impact of exogenous factors on development processes, "metropolitan economy" often not capable to absorb local labor force, development of new housing meeting expectations of metropolitan class (including expats); rising social disparities	limited response; usually normative tools (land use planning), institutional tools (agencies dealing with economic development)
devolution and decentralization	development plans focused on particular interests of actors (local governments, other agents of change i.e. private investors); acquisition of undeveloped land	fragmentation of competencies and responsibilities; uncoordinated development, not rational use of available resources	negative phenomena related to spatial development (urban sprawl); decreasing quality of life, formation of "good" and "bad" areas within metropolises' borders	normative tools, usually planning instruments (including programs and projects), economic regulations (financial incentives)
technologies of "urban life" (new means and / or improved efficiency of public transportation; new systems of solid waste collection and disposal; equipment used to reduce emission of pollutants)	urbanisation pressure, concentration of economic activities, concentration of population, wider range of impact of urbanisation on natural resources	spread of urbanized land, loss of natural environment resources; strong functional relationships among parts of metropolises	new possibilities of using more intensively urbanized area; increased mobility of population and businesses	normative tools: land use planning; management tools: contracting, public private partnerships, local governments agreements, contracting services

Source: ESPON BEST METROPOLISES (2012)

ESPON TransMEC - Transnational Support Method for European Cooperation (2011)

The main purpose of the TransMEC project is to assess, realise and improve the use of ESPON evidence base for disseminating, capitalising, monitoring and steering the performance of the transnational cooperation programme. The NWE Programme, as one of the 13 transnational programmes within the European Territorial Cooperation (ETC) objective of the ERDF, offers opportunities for transnational cooperation within the defined territory of North West Europe. The framework for activities is currently set by the themes defined for the ERDF funding period 2007-2013. The TransMEC project has a distinct and specialised set of target groups. According to the stakeholder, the results of the TransMEC project address the INTERREG programme bodies (Joint Technical Secretariat “JTS”, Managing Authority “MA”, Monitoring Committee “MC”, Steering Committee “SC”), the ESPON programme bodies (Monitoring Committee “MC”, Coordination Unit “CU”, Managing Authority “MA”), transnational cooperation programmes in general as well as more political and decision-making bodies such as the European Commission and European working groups.

Map 1.9: Budget spent by NWE projects (IIIB) vs. flood events (1987-2002) and European watersheds



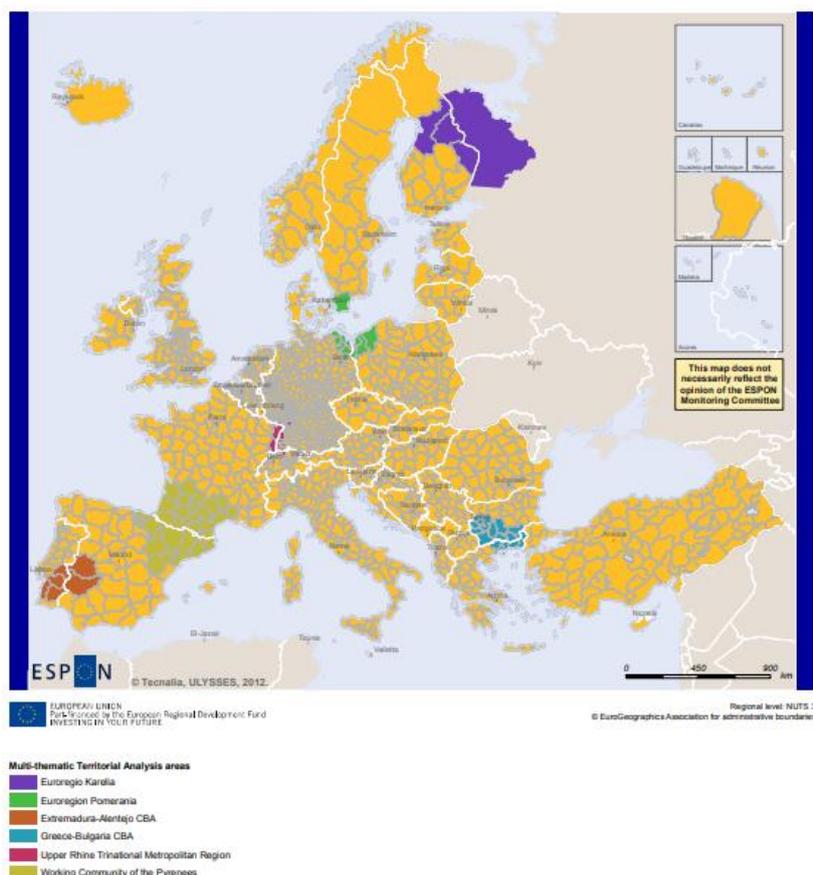
Source: ESPON TransMEC (2011)

ESPON ULYSSES - Using applied research results from ESPON as a yardstick for cross-border spatial development planning (2012)

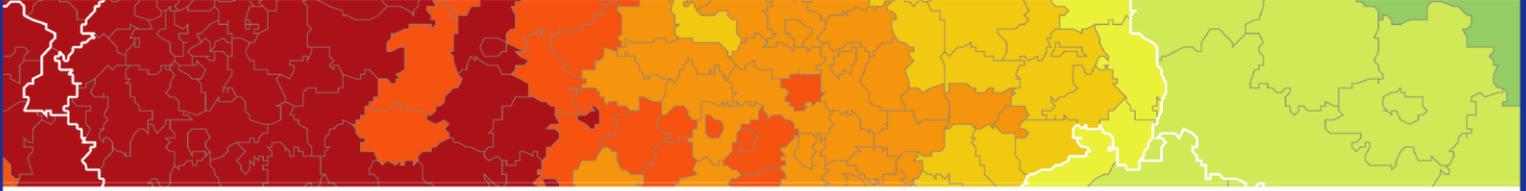
ULYSSES is an experimental and innovative project supported by 18 European border and cross-border areas (hereafter CBA) that aims at using applied research results from ESPON as a yardstick for decentralised cross-border spatial development concepts. Within this overall framework, a targeted analysis including high-quality, comprehensive and multi-thematic cross-border territorial analyses (hereafter MTA), has been performed on six specific CBA across Europe:

- The Upper Rhine Trinational Metropolitan Region CBA along the land borders between France, Germany and Switzerland.
- The CBA along the entire Spanish-French land border (Pyrenees).
- The CBA along the land border between Greece and Bulgaria.
- A CBA covering parts of the Northern Finland-Russian land border (Euroregion Karelia).
- A CBA (Euroregion Pomerania) along the borders between Poland, Germany (land border) and Sweden (maritime border).
- Extremadura-Alentejo CBA (ES/PT).

Map 1.10: Delimitation of Multi-thematic Territorial Analysis areas at NUTS 3 level



Source: ESPON ULYSSES (2012)



ESPON 2020 – More information

ESPON EGTC

4 rue Erasme, L-1468 Luxembourg - Grand Duchy of Luxembourg

Phone: +352 20 600 280

Email: info@espon.eu

www.espon.eu, [Twitter](#), [LinkedIn](#), [YouTube](#)

The ESPON EGTC is the Single Beneficiary of the ESPON 2020 Cooperation Programme. The Single Operation within the programme is implemented by the ESPON EGTC and co-financed by the European Regional Development Fund, the EU Member States and the Partner States, Iceland, Liechtenstein, Norway and Switzerland.