

ESPON

TERMS OF REFERENCE PROJECT 1.3.3.

THE ROLE AND SPATIAL EFFECTS OF CULTURAL HERITAGE AND IDENTITY (2004 – 2006)

(o) Political challenges for the ESPON projects

The Second and Third Report on Economic and Social Cohesion, published in January 2001 and February 2004 respectively, presented for the first time a third territorial dimension of cohesion (beside the economic and social cohesion), which calls for a better co-ordination of territorially relevant decisions. Stressing the persistence of territorial disparities within the Union, the report stated the need for a cohesion policy not limited to the less developed areas as well as the need to promote a more balanced and more sustainable development of the European territory.

The Cohesion Reports represent in that respect a follow up of the European Spatial Development Perspective (ESDP), adopted at ministerial level in May 1999, calling for a better balance and polycentric development of the European territory. The projects launched under the ESPON programme shall follow an integrated approach and, seen together, cover a wide range of issues, such as:

- Identifying the **decisive factors relevant for a more polycentric European territory**; accessibility of a wide range of services in the context of enlargement; integration of wider transnational spaces; promotion of dynamic urban growth centres; linking peripheral and disadvantaged areas with those centres; etc.
- Developing **territorial indicators and typologies** capable of identifying and measuring development trends as well as monitoring the political aim of a better balanced and polycentric EU territory
- Developing **tools supporting diagnoses of principal structural difficulties as well as potentialities**, such as disparities within cities and regenerating deprived urban areas; structural adjustment and diversification of rural areas; strategic alliances between neighbouring cities at transnational, national and regional scale; new partnerships between rural and urban areas; potential support from infrastructure networks in the field of transport, telecommunication, energy; etc.
- Investigating **territorial impacts of sectoral and structural policies** in order to enhance synergy and well-co-ordinated decisions relevant for territorial development within policy fields such as Structural Funds, agriculture, transport, fisheries, environment, research and development as well as impacts to be taken into account in Integrated Coastal Zone Management activities; developing methods for measuring the territorial impact of sectoral and structural policies; etc.

- Developing **integrated tools in support of a balanced and polycentric territorial development**; approaches to enhance the potential of cities as drivers of regional development, new tools for integrated urban-rural development and planning, etc.

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

With the results of all ESPON projects, the Commission and the Member States expect in particular to have at their disposal: **a diagnosis of the principal territorial trends** at EU scale and of the difficulties and potentialities within the European territory as a whole; **a cartographic picture of the major territorial disparities** and of their respective intensity; a number of **territorial indicators and typologies assisting a setting of European priorities** for a balanced and polycentric enlarged European territory; some **integrated tools and appropriate instruments** (databases, indicators, methodologies for territorial impact analysis and systematic spatial analyses) to improve the spatial co-ordination of sector policies.

In this respect, the ESPON projects will serve as a strong scientific basis for the propositions of the Commission in view of the reform of post-2007 Structural Funds.

i) Relation to the ESPON 2006 Programme

The priorities describing the work-programme of the ESPON 2006 Programme are structured in four strands:

1. **Thematic projects** on the major spatial developments on the background of typologies of regions, and the situation of cities.
2. **Policy impact projects** on the spatial impact of Community sector policies and Member States' spatial development policy on types of regions with a focus on the institutional inter-linkages between the governmental levels and instrumental dimension of policies
3. **Co-ordinating and territorial cross-thematic projects** represent a key component of the programme. These projects evaluate the results of the other projects towards integrated results such as indicator systems and data, typologies of territories and spatial development scenarios. The cross section projects help to thematically co-ordinate the whole programme and add value to the results and to fill gaps, which are unavoidable when different themes are dealt with in different projects.
4. **Scientific briefing and networking** in order to explore the synergies between the national and EU source for research and research capacities.

Project 1.3.3 belongs to the first strand of projects and holds an important position for the elaboration of the whole programme by contributing to the preparation of the common ground for the investigation of basic themes in relation to the spatial structure in Europe. Therefore, a strong coordination with all other finalised and ongoing ESPON projects is required in order to reach consistent project results within the ESPON programme. The necessary networking and cooperation will in particular involve the other projects in the same strand on e.g.

territorial trends and methodological aspects of the territorial impact analysis. Finally, close links will be required with the coordinating and cross-thematic projects under priority three building on a scientific coherence in the ESPON programme as well as with the Coordination Unit.

ii) Thematic scope and context.

This project has the scope of analysing European cultural heritage and identity, where do we find it, which effects and impacts (when taken into consideration) does cultural factors have on spatial development and how do we use, manage and protect cultural assets in a prudent manner in order to support a balanced, polycentric and economic sustainable European development.

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

Cultural heritage can support as well as hinder a sustainable spatial development. It can be a barrier as well as an important factor and resource for the development of urban and rural regions. It can contribute to the identity perceived in urban, rural areas and in larger territories, being it at national or transnational scale.

Cultural heritage as part of cultural identity is often seen as an important asset for the well-being of people as well as a factor of attraction for an area, both in terms of visitors and investment, be it for residential purposes or business development (especially tourism). This acknowledgement of the role of culture in the development of territories can also find its reason in the fact that regional cultural heritage is endangered by equalisation and unification due to internationalisation and globalisation.

Within the economic sector cultural assets are becoming particular important for location of firms in the creative industries. The cultural capital contributes in that respect to the competitiveness of a location. In concrete terms a trend of ITC and PR companies and international headquarters (to some extent) locating in historic centres/buildings, in regenerated and renovated harbour areas or in landscapes of distinctive character has emerged. This also applies to certain categories of residential development.

Tourism has for many years been "a user" of especially the built cultural heritage both in cities and on sites. In recent years also the landscape has become a target for tourism, like "scenic routes", theme parks in the open countryside, specific offers for adventure tourism, tourist/historic roads, rural towns and villages with high historic value, etc. In that context the cultural assets of in particular rural regions contribute to the economy of these areas.

In many national, regional and local development strategies "local identity" and cultural factors are emphasised as an important economic driving factor and as an important part of the strategies cultural heritage often plays an important role. This trend is supported by analyses of local uniqueness in order to make use of this as a factor for economic

competitiveness. In addition, the identity of an area is being deliberately supported by cultural events.

Coherent knowledge about the diversity of cultural heritage and identity in relation to territorial development, and the potential of assets in different parts of the European territory shall be the basic focus of this study. The study shall in a systematic way investigate the situation and trends providing “cultural” typologies of regions in a broad understanding, which shows where, how and which components of cultural heritage could support territorial development. The project shall as well take into account that cultural heritage and identity often have links between certain European countries and regions, and often display spatial patterns crossing borders to neighbouring areas and neighbouring countries. The objective is to better understand the diversity and potentials for spatial development in different parts of Europe as a basis for policy recommendation.

As a tangible component of cultural heritage the cultural landscape is the visible result of history on the territory. In Europe, untouched nature in its true sense is a rarity and landscape in general (maybe apart from mountainous and the most northern areas) is man-made through ages e.g. rural and urban typical settlements, ancient agricultural landscapes, the rich network of historical roads with related settlements and infrastructures, the marks left by industrialization and urbanization be it inland or along coasts, including specific maritime components of cultural heritage,

Another tangible component of culture to be dealt with is heritage cities, cultural sites and monuments. The architectural heritage is an important part of this component, covering urban patterns and structures, public spaces and individual buildings, even contemporary architecture. The study will have to develop a methodology which can provide a European-wide recognition and identification of these cultural assets.

Concerning the intangible components of cultural heritage and identity to be addressed, it is envisaged that a mapping of major factors shaping history, religion and language, apart from giving a regionalised diagnosis of the European territory in its own right, can support the understanding of the tangible components mentioned above (e.g. religious aspects related to churches as part of the tangible cultural heritage) and the ideas for policy development. In this context, the study shall address the fact that present day geographical borderlines often have changed dramatically over time.

In terms of policy recommendations the study is envisaged to build on policy orientations from the European Spatial Development Perspective (ESDP) and the relevant elements linked to the objective of Territorial Cohesion at European level.

This project should in that context consider how European policy orientations could be differentiated and reflect the cultural diversity and approach challenges such as the balance between protection and spatial planning/development, new creative ways to valorise and manage cultural heritage, how contemporary architecture can give added value to landscape, how protection of and access to cultural landscape can contribute to improve life quality and how cultural heritage and identity in general can contribute to achieving polycentric and economic sustainable development.

In doing so, the study should make use of results from other ESPON projects, in particular under measure 1.3. Here it is very important to avoid overlaps to the work done on natural

heritage by project 1.3.2. In addition, it will be important to cross results and regional breakdowns of indicators on cultural assets with typologies made by project 1.1.1 on FUA/MEGA's and project 1.1.2 on rural-urban relations with the aim to enhance the functional understanding of FUA/MEGA's and to see patterns of potentials for types of rural areas. Similar cross-analyses based on other ESPON results might be an option. Moreover, the project will have to comply with the developed tools, guidance and coordination provided by the ESPON programme.

In order to ensure continuity to existing research, analyses and policy development linked to cultural aspects the study shall take account of the scientific progress made in the SPESP project¹, the European Landscape Convention adopted by Council of Europe² and the work of UNESCO defining heritage sites of world class, some of them within the European territory.

iii) General objectives

- To refer to the three fundamental objectives within the ESDP with regard to balanced and sustainable development: the economic and social cohesion, the conservation of natural resources and cultural heritage and more balanced competitiveness of the European territory;
- To contribute to the identification of the existing spatial structure of the European territory, in particular the degree and diversity of cultural heritage and identity at different geographical scales, and to gain concrete and applicable information on the EU wide effects of spatially relevant development trends as referred to previously and their underlying determinates. Therefore, the project should be sustained by empirical, statistical and/or data analysis;
- To define concepts and to find appropriate territorial indicators, typologies and instruments as well as new methodologies (preferably below NUTS 2) most negatively and positively affected by the identified trends with special reference to regions in terms of cultural components selected, including landscapes and heritage cities, cultural sites and monuments and their relationships with other ESPON themes like infrastructure and accessibility, polycentric development, environment, urban-rural relationship, urban development, and territorial impact assessment. Reflections should as well be included on relevant issues from the perspective of Europe and its territorial structure in a global or world-wide context;
- To develop possible orientations for policy responses and strategic project ideas, taking the diversity of the cultural heritage and identity of Europe into account, and considering institutional, instrumental and procedural aspects;
- To consider the provisions made and to provide input for the achievement of the horizontal projects under priority 3, such as tools for diagnosis and observation and long term scenarios, as well as evaluation and assessment procedures.

iv) Primary research issues envisaged

- Provision of an operational concept for cultural heritage and identity (focusing on the components selected in chapter ii) building upon existing work and practicable and measurable categories, which define in a distinguishable way the different aspects of

¹ Study Programme on European Spatial Planning, 1998-2000

² http://www.coe.int/t/e/Cultural_Co-operation/Environment/Landscape/

cultural heritage and identity. Furthermore the concept should be broad enough to encapsulate the European diversity of cultural assets.

- Compilation of national studies with European focuses as basis for the development and identification of an operational common platform and methodology for approaching the territorial dimension of cultural heritage and identity.
- Identification, gathering of existing and proposal for new indicators, data and map-making methods to measure and to display the state, trends and impacts of the developments in relation to culture at regional level (NUTS 3 and integrating data stemming from the EEA database CORINE).
- Development of territorial typologies on basis of the indicators describing respectively the selected tangible and intangible components of cultural heritage and identity.
- Elaboration of territorial typologies with reference to the most important conflicts and opportunities
- Crossing of cultural indicators and typologies with other ESPON typologies (FUA/MEGA, rural/urban etc) in order to improve the understanding and locate potential synergies, where particular cultural assets could contribute to or hamper the overall policy orientations of polycentrism, accessibility and balance.
- Identification of types of regions with particular strong relations between the following aspects: cultural heritage and identity, environmental and economic development.
- Identification of territories/MEGA's/FUA's where specific intervention in relation to cultural heritage could benefit territorial cohesion/dynamism

v) Expected results and timetable

The research undertaken is supposed mainly to work on the data and information available from the EU, transnational, national and regional level and normally be based on existing administrative units.

One of the main objectives of the ESPON 2006 Programme is to focus on research with policy relevance and to contribute to the development of relevant policies. Therefore, deliverables of the project should be highly operational and as far as possible fit into the relevant political agenda. The following timetable and specification of output is reflecting this objective:

December 2004 (first interim report):

- a) Presentation of a first broad conceptualisation of the selected approach to cultural heritage and identity, building upon existing, practicable and measurable categories, which in a distinguishable manner define the selected components of cultural heritage and identity.
- b) Consensus on indicators and the supporting data necessary, after a precise analysis of the availability and comparability of data at Community level, in order to develop input to the ESPON database, including territorial indicators for cultural aspects and maps covering the European territory. (For the analysis, the results of the study programme (SPESP) and the results of other relevant ESPON projects in course should be taken into account).
- c) Determination on the appropriate geographical level and necessary data collection, taking into account the availability of relevant data. The geography to be covered by the project includes EU 25 plus Bulgaria, Rumania, Norway and Switzerland.

- d) A first detailed and comprehensive list of statistical and geographical data to be collected from sources like Eurostat, the EEA and National Authorities. (Some data might already exist in the ESPON Database).
- e) A preliminary overview on concepts, methodologies and hypothesis for further investigation.

March 2005 (second interim report):

- f) Preliminary results on the basis of available territorial indicators, including European maps showing the existing spatial structure of the selected components of cultural heritage and identity, as far as possible related to settlement structure, areas facing problems of lagging behind and the accessibility to different parts and types of territories within Europe, (defined by other ESPON projects).
- g) Identification of the most relevant criteria for defining such areas and their impacts;
- h) A definition of concepts and methodologies and a first overview on possible final results.
- i) For each cultural component selected, a descriptive diagnosis should be made of the current situation, the past evolution, the future perspectives, as well as related political measures and their impacts.
- j) First ideas and examples of fruitful cross analyses and a proposal for following phase.
- k) Proposal for selection of case studies. Key selection criteria should be to display good practise and positive outcome of integrating cultural assets in strategies for territorial development.
- l) Information on the establishment of data sets and a database, so far based on available indicators and with the ability to produce European maps (EU 27 +2) and the variables related to the components selected for investigating cultural heritage and identity within Europe.
- m) A second revised and extended list of data and indicators envisaged in the project.

December 2005 (third interim report):

- n) A working report on the main results of the research undertaken including a database, indicators and maps supporting an preliminary analysis/diagnosis of cultural heritage and identity in Europe. The analyses shall display existing territorial imbalances and regional disparities in cultural aspects based on the research questions above. As far as possible, interrelationships between the state and pressure of cultural heritage and territorial features, such as the degree of polycentrism, accessibility to typologies of regions and territories, areas lagging behind (and eventually facing migration) should be included.
- o) Presentation of indicators and typologies of regions revealing risks and potentials in relation to the selected cultural components for the identified types of regions.
- p) First proposals of possible thematic adjustments regarding the Community policies in order to avoid unintended spatial effects and benefit from synergy and potentials in relation to the ESDP and the Structural Funds policy.
- q) Preliminary results on the significance of cultural heritage for spatial development regarding different types of regions / (incl. FUA/MEGA's).
- r) First draft compilation of case studies, including preliminary conclusions on cultural assets contributing to spatial economic development of regions/territories and first proposals on how a better management of an area's cultural heritage can be achieved by use of specific institutional settings and instruments.

- s) Applicable systems for the monitoring and benchmarking of cultural aspects of territorial development trends within Europe, including candidate countries and neighbouring countries.
- t) Preliminary policy recommendations, which can inspire a future focus of Community interventions post 2006 and the coordination of EU policies.

May 2006 Final report :

- u) An executive summary of the main results of the research undertaken and recommendations for policy development.
- v) Comprehensive presentation of the state and pressure, restrictions and potential of the cultural heritage and identity in relation to a polycentric and balanced development of an enlarged European Union;
- w) Presentation of access points and concrete ideas for policy responses to the territorial trends at different scales and in different parts of the Union, that could improve territorial cohesion;
- x) Presentation of the developed definitions, territorial indicators, concepts and typologies linked to cultural heritage, including maps and data to the ESPON database;
- y) Presentation of a compilation of case studies and the key findings of good practice including cultural assets in territorial strategies;
- z) Presentation of the datasets compiled and the maps developed, covering as far as possible an enlarged EU and neighbouring countries;
- aa) Listing of further data requirements and ideas of territorial indicators, concept and typologies as well as on further developments linked to the database and mapping facilities as well as formulation of further research necessary in the policy field.

vi) Rationale and structure

The following text has the role of further shaping the mind of thinking in developing a proposal for undertaking the ESPON project 1.3.3. The text is not meant to be exhaustive, but to serve the purpose of guiding the tenderer.

1. Elaboration of an appropriate methodology.

The methodology should take account of the spatial concepts developed under priority 1, 2 and 3. The methodology should also allow indicating different policy levels (European, transnational/national, regional/local) and policy fields (especially regional and structural policies) in order to identifying the relevant actors and procedures for a better territorially coordinated policy. It should indicate the access points on how to measure the territorial effects of the policy investigated.

At present the ESPON project under priority 1 make use of several assessment methods and models. Besides developing operational assessment tools, this project should also draw upon these existing assessment methods. Further the project should keep in mind the specific needs of the end users (policy – and decisions makers).

2. Indicators, data and spatial concepts.

The concrete measurement of the concepts addressed above requires the definition of appropriate indicators and the collection of the relevant data in order to evaluate the role of

cultural heritage and identity. This work will take into account the findings of the final report « Study Programme on European Spatial Planning », Bonn 2001.

The focus will lay on the quantitative and qualitative analysis of concepts. Therefore the selection of indicators and data, which are accessible and meaningful at the same time, should be regarded as a reference for the further update and development.

Apart from data on the basic structure of population, land use, economic activity, data for cultural themes should be collected or further updated/developed. Among the themes for consideration are:

- Listed cultural landscapes (according to the designation of Unesco)
- Listed heritage cities, cites and monuments
- Networks of sites/territories with high cultural value
- Contemporary architecture of high value
- Amount of tourism and related economic turn over
- Maritime aspects of cultural heritage
- Pressure of tourism and coping capability
- Presence of influence of key moments changing European history
- Dominant aspects of religion and language
- Presence of enterprises giving priority to cultural aspects

The project should cover existing qualitative and quantitative indicators, propose new ones and collect the data within EU 27 + 2 (Norway and Switzerland).

3. Typologies.

On basis of the collection and analysis of relevant data, and the development of indicators, the project should consider what regionalised typologies can be developed describing the European territory in terms of European diversity of cultural heritage and identity.

In doing this the project should explore typologies already developed by other ESPON projects as well as take into consideration previous scientific work done in the SPESP programme.

With reference to the developed indicators the typologies should be able to give an impression of the various aspects and variations at NUTS III level within the selected components of cultural heritage and identity as well as interesting cross relations between typologies.

4. Case studies.

The project should carry through a series of case stories at all levels, European, trans-national, national and regional/local level in order to assess (1) concrete examples on prudent management and use of cultural heritage, (2) concrete examples where cultural aspects is a factor of attractiveness for economic activities and an asset for the development of regions or larger territories.

The case studies should address the interaction of cultural heritage and identity with other territorially relevant policies at national and community level and provide evidence of the character and effect of the interaction. The case stories should not only present good practise but could as well highlight conflicts of interests between preservation and exploitation

The case studies should be representative and selected according to geographical scale as well as territorial context. The case studies should in principle cover all countries participating in the ESPON programme. Therefore, the project should carry through between 20 to 30 case studies.

6. Orientations for policy recommendations

In the light of the results of the analysis carried through, improvement of a territorial dimension of relevant policies at community, transnational and national/regional level should be proposed in support of a prudent management and use of European cultural heritage and identity. The prudent development should be seen in the light of supporting polycentrism and European territorial balance.

Special effort should be made to differentiate recommendations to the spatial diversity of Europe providing (as far as possible) targeted proposals for interventions in particular territories.

On the basis of cross analyses of the case studies inputs to general policy recommendations should be extracted. In particular, the relation between investment and cultural assets should be given priority in relation to policy recommendations.

Proposals should be made for improving the policy themes of European spatial policy orientations, taking into account demands stemming from the enlargement of the EU. This could include the creation of European networks of sites/territories with high cultural value and proactive strategies for conservation and/or use of cultural assets, depending on their level of risk for degradation and capacity in relation to human activity. It could as well include strategic projects related to cultural heritage and identity, which could enhance the economic potential of areas in need of additional dynamics.

Finally, it should be considered how policy recommendations and policy coordination could be ensured through relevant delivery mechanisms and how an integrated system for better implementation could look like.

vii) Existing access points

The access points listed below can serve the purpose of providing the tenderer useful information for preparing a proposal. It is by no means meant to be exhaustive, but only as information that can be helpful in tracing additional useful background information:

1. The ESDP document, Potsdam 1999, www.espon.lu
2. The ESPON programme 2000-2006, www.espon.lu
3. The ESPON Website; www.espon.lu
4. The SPESP project, 1998-2000, available from NordRegio Library
5. Convention for the Protection of the Architectural Heritage of Europe CETS No. 121. The Granada Charter 3.10.1985, Council of Europe
6. The Pan-European Biological and Landscape Diversity Strategy, CEMAT, Council of Europe, www.coe.int/t/e/Cultural_Co-operation/Environment/CEMAT
7. The European Landscape Convention, Council of Europe, www.coe.int/t/e/Cultural_Co-operation/Environment/Landscape
8. Current and past experiences from projects under ERDF, Interreg II C, URBAN and LEADER.

9. UNESCO website (world wide heritage site), which covers both tangible and intangible heritage as well as cultural diversity, www.unesco.org/culture
10. The United Nations Habitat Agenda, www.un.org/english

European Commission (2001): From land cover to landscape diversity in the EU.

Cultural diversity was, up to now, mostly considered in terms of cultural landscapes and urban cultural heritage. However, the study on cultural assets of the SPESP³, starting with a broader approach, already indicated a broader understanding of this subject by subdividing the functions of cultural landscapes into the categories of social, political and regional functional areas (which can be covered by religion, power, historic monuments), economic functional areas (economic and agricultural sectors) and social and cultural functional areas (education and health services, housing, recreation, tourism). A comprehensive survey identified the availability and quality of a wide range of indicators which could be used as a starting point for further collection of data in this field of research⁴. The action should also show environmental, cultural landscape and cultural heritage quality developments⁵. Further access offers European Commission (2001), From land cover to landscape diversity in the EU.⁶

viii) Project time table and finance.

The project is scheduled to be carried out within a 2 year period and the estimated amount set aside in the ESPON programme budget is max. 460.000 €

³ SPESP 2000 CD report of working group on cultural assets

⁴ Ibidem

⁵ Council of Europe (1997) The EMERALD Network – a network of areas of Special Conservation Interest for Europe. TP96\TPVS75SER.96. Secretariat of the Bern Convention. Strasbourg

⁶ <http://europa.eu.int/comm/agriculture/publi/landscape/index.htm>