

ITAN

Integrated Territorial Analysis of the Neighbourhoods

Applied Research 2013/1/22

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1. THE RISE OF THE NEIGHBOURHOODS IN THE REGIONALISATION CONTEXT

1.1. The dialectic between globalisation and regionalisation

Three factors explain the rise of the regionalisation – thus the neighbourhood – issue, as a complementary major pattern, along with the “globalisation” pattern, of the internationalisation of human activities particularly since the mid-1980s. The first factor is economic: in a knowledge economy, an increasing part of the resources are less and less *withdrawn to* other players but rather *produced with* other players. The more significant the interaction with other players, the larger the new resources. The neighbouring countries become strategic potential partners (thus the importance of neighbourhoods for investment and production rather than for consumption). The “neighbour” gets a new status: it less and less depicts the historical military enemy and more and more becomes the necessary economic partner – see the new East Asian policy of China, which has turned in the 1990s its regional strategy from confrontation to partnership.

The second factor is environmental: the rise of the climate and natural resources' concerns has of course a global dimension (e.g. IPCC reports), but it also has a regional dimension because dissemination of air or water pollution happens in neighbouring territories. Environment is the most convincing domain that proves that proximity has not been dissolved in globalisation and matters more and more. Moreover, the perspective of costlier long distance transports because of energy increase, could promote shorter supply chains, hence growing economic interaction with neighbours.

The third factor is political: the collapse of purely national regulation since the 1980s did not give way to an alternative regulation at global scale. The recent failures of global regulation in the financial area (2008 international crisis), in the environment area (2009 Copenhagen climate change conference), and in the trade area (Doha round's successive adjournments), have shed light on a necessary international regulation at regional scale, of which the European Union gave a first instance.

The consequences of this rising interaction between regionalisation and globalisation are twofold:

(i) The rise of *regionalism*, that is to say the multiplication since the mid-1990s of Regional trade agreements – which go much further than trade since they can also deal with migration or environment. As reflected in the positions adopted by the FAO and Unctad favouring regional agreements, the regionalisation of efforts to regulate environment, food security, new North-South relations and international economic relations is increasingly viewed as a positive complement to global regulation. Map 1 displays the European Neighbourhood agreements.

(ii) The confirmation of *de facto regionalisation* of cultural and economic international exchanges. For decades the international trade has more increased at the scale of large international regions than at the scale of the world. The assets of the regional cooperation are particularly high when it associates neighbours of different levels of development, due to the economic complementarity: know-how and technology in the developed countries, rising markets, labour forces and low economic costs in their developing neighbours, the stake being to manage going from a classic international division of labour to an intra-industry cooperation and trade, as managed the East Asian countries. Despite the globalisation of routes, foreigners still mostly come from the neighbourhoods. In the Americas, contrarily to what is often said due to the rapid growth of Asian incomers, the bigger changes over the last half century has been the replacement of European in-migrants by American in-migrants.

1.2. The Neighbourhoods in the EU political framework

For Europe, the territorial approach of regionalisation is of importance so as to ease the functional integration with its neighbourhoods (transports, energy...), and to ease its international relations with its neighbours thanks to territorial cooperation – which is often easier than diplomatic relations; last, a territorial approach of regionalisation is a driver to mobilise the rising civil society in the neighbour countries. That is the reason why the EU pays a sound attention to this Neighbourhood issue in its strategic papers. Cooperation with the neighbouring countries has long been an important issue for the European Union. The rise of the regional integration in America (Nafta) and eastern Asia (Asean Plus Three), the Arab spring and the European need for new markets since the beginning of the financial crisis, have made this issue still more relevant. A large set of EU policies draw a favourable context for a renewal of the European actions dedicated to the European Neighbour countries (ENCs), especially in territorial terms:

Launched in 2007, the *European Neighbourhood Policy* (ENP, plus the Strategic partnership with Russia) brings the general framework for cooperation, security and common development with the Neighbourhood, and provides a transversal financial instrument (ENPI) for a large set of actions.

Europe 2020 Strategy advocating smart, inclusive and sustainable growth, gives a role to enlargement and regional integration with neighbouring countries.

The *Cohesion Policy* promotes cross-border and transnational cooperation and macro-regions including neighbouring countries since it encourages economic activity and territorial development across internal and external EU borders. The “Fifth report on Economic, Social and Territorial Cohesion” (2010) highlights the need for peripheral EU regions to enhance transport infrastructures, cross-border links and communication.

Nevertheless, the tools for a better cooperation with neighbouring territories are to be improved. As the Territorial State and Perspective of the EU states, “*the current territorial cooperation system is composed of three loosely co-ordinated blocks: territorial cooperation within the EU, territorial cooperation with neighbouring, candidate and potential candidate countries, and cooperation with other countries*”. This means that a comprehensive vision of this large region that encompasses Europe and the neighbouring countries is lacking. We rather have a juxtaposition of status, of tools, programmes and visions. The Barcelona process itself is divided in an enormous amount of programmes – much closer to an impressionist painting than to a coherent strategy.

In its “*Elements for a Common Strategic Framework 2014 to 2020*”, the European Commission paves the way for a better combination of its financial funds for cohesion, social, regional, rural and maritime policies. It maintains the main EU’s goals related to the Neighbourhoods. The European Neighbourhood Instrument (ENI, which has replaced the ENPI since January 2014) benefits from a significant increase when compared to the budget of the previous ENPI instrument.

Given the potential role of territorial cooperation, it is of utmost importance for the success of the EU policies dedicated to the neighbourhoods to begin to fill the gap of territorial knowledge on the two sides of the external European border. The reform process of the Cohesion policy and the new Partnership Instrument provide an opportunity to improve EU policies’ performance in the post-2013 period. The ITAN project drives at bringing a contribution to promote the territorial approach for a consolidated picture of all the policies and programmes launched by the EU in the region, taking into account the neighbouring territories in a comprehensive way. ITAN has to be considered as a first and humble attempt to give such a comprehensive representation of the neighbouring territories. What is at stake is to build the foundation of a reliable database, in compliance with the ESPON database specification so as to favour integrated analysis of the ESPON space and its Neighbourhoods in the long run. Nevertheless the local data of the ENCs are particularly lacking or difficult to collect, hardly comparable (the national statistical systems are very different from Russia to Morocco), and often questionable (underground economy, informal employment, poor cooperation between the national bodies in charge with statistics...).

2. ITAN HYPOTHESIS, OBJECTIVES AND KEY POLICY QUESTIONS

2.1. Hypothesis one: the ESPON territory and its Neighbourhoods are one “region”

The validation of this first hypothesis is twofold: (i) *Regionalism*: the project had to show the number and relevance of cooperation agreements (we stick to territorial agreements) at the intergovernmental scale down to the local cross-border local scale; (ii) *Regionalisation*, that is to say the question of convergence vs. divergence between ENRs and the ESPON countries..

2.2. Hypothesis two: this greater region shows bigger opportunities than threats

The second hypothesis assumes that the neighbourhoods show more opportunities than threats. European Neighbourhoods are all too often regarded through a simplified view: great natural resources on the one hand, especially energy; migration pressure and political unrest on the other hand. We assume that ITAN’s territorial analysis can drive to a much more nuanced view of both opportunities and threats, at national and at local scale (access to markets, investment scarcity and potential, climate change and water shortage but also opportunities for cooperation, cross-border trafficking control but also cooperation, etc.). We acknowledge that the assessment of threats is underestimated because ITAN does not deal with all the geopolitics issues.

2.3. Objective one: bringing to European stakeholders a comprehensive view

The first objective is bringing to European stakeholders a comprehensive view of the ENRs. It is a preliminary step for any regional view of the wider European region. Otherwise stakeholders would remain in today’s situation: a fragmented representation of the various neighbourhoods, with large loopholes in the territorial knowledge of these strategic territories for Europe. A multi Neighbourhoods (Northern, Eastern, South-Eastern and Mediterranean), multi-level approach addresses this need. Moreover, the goal is to provide a presentation of the large array of European policies, tools and

programmes which have a direct impact on these territories. Such a comprehensive view is necessary for any contribution for policymakers, given the general lack of political integrated strategy in that field.

2.4. Objective two: assessing the territorial integration between Europe and its neighbourhood

The second objective is assessing the regional integration between the ESPON space and the European Neighbour Countries (ENCs), through a territorial analysis. Can we more and more speak of “one greater region”? Do trends rather show convergence or divergence? There are varied answers according to the related Neighbourhoods. ITAN analyses discontinuities between ESPON territory and the ENRs (structural analysis), and flows between them. The project’s aims at qualifying the regional integration: on-going integration or de-integration, “shallow” (simple free trade) or “deep integration”.

2.5. Objective three: building a sustainable DB

ITAN aims at building a database that should show sustainable, so as to feed long term research programmes and scientific partnerships between European and ENCs’ researchers. Hence the importance of metadata, and our choice of a small number of consistent data (“core data”) rather than of an extensive collection. The third objective of ITAN is building the first stage of a long-run process.

2.6. Objective four: providing orientations to policy key questions

The fourth objective is making policy orientations in order to reduce risks and foster opportunities throughout the regional integration. That means: promoting a prominent role of territorial approaches in political recommendation on the Neighbourhood issue; highlighting what the territorial cooperation could be through the ENP and the sectoral EU policies (CAP, regional policy, environment, TEN...); promoting territorial planning for the ENRs – which is a key issue for many of these countries especially in the South Mediterranean as the Arab spring has shown. The overarching policy recommendation would be to share a common vision of the greater Europe region (ESPON + ENCs) that would not only deal with energy supply but also with transports, rural development, urban planning, water service, thrifty use of natural resources etc. We assume that such a territorial vision could bring a lot for a deep regional integration.

2.7. ITAN database and methodological challenges

The ITAN database building process had to deal with the geometries of the targeted countries that do not have the same system of territorial divisions, and to collect data according to these territorial divisions. The ITAN TPG closely worked with the M4D team since it took care of building the ITAN geometries and nomenclature. As the goal was to make it comparable to the ESPON space so as to permit an integrated geography (ESPON + neighbourhoods), M4D and ITAN set up “similar to NUTS” (SNUTS) geometries at the scale of all the neighbourhoods. As a first step, the ITAN targeted scale has been SNUTS 2 or 3. That means that we could not go further down, thus we could not address the urban issue since it would have needed to collect data at very local scale.

The ITAN Neighbourhoods (with a capital “N”), are:

- Northern Neighbourhood: Faroe Islands and Greenland (to Denmark)
- Eastern Neighbourhood: Ukraine, Belarus, Moldova, and Russia (to the Ural Mountains). Georgia, Armenia and Azerbaijan are covered but only for basic data at national scale
- South-Eastern Neighbourhood, that is to say Western Balkans: Croatia¹, Bosnia-Herzegovina, Serbia, Montenegro, Kosovo (under the UN Security Council resolution 1244/99), The Former Yugoslav Republic of Macedonia and Albania
- Southern, that is to say Mediterranean, Neighbourhood: Morocco, Algeria, Tunisia, Libya, Egypt, Jordan, the occupied Palestinian territory (oPt), Israel, Lebanon, Syria and Turkey.

The project has been confronted to an unexpected amount of difficulties to set its database, in all the fields: access to data, change in quality of data, data reliability in particular the issue of the informal

¹ In the ITAN Project Croatia is considered as a country of the European Neighbourhoods. The ESPON Monitoring Committee took its decision on the Project Specification on 'European Neighbourhood Regions' by 23-24 June 2011 at a time when the final date for Croatia accession had not been set. Thus Croatia is included in the South-Eastern Neighbourhood in all analysis and maps.

activity, sources reliability, etc. We faced problem in the great variety of definition of indicators, such as the “urban space” – hence the rapid decision not to cope with an issue that would deserve a research project per se. An intense data harmonisation process has been a way to cope with these barriers. It drove to four ITAN composite indicators which helped answering the project’s key questions and are considered by the TPG as a key innovation of the project:

- “Local HDI”, taking into account income, life expectancy and education
- “Territorial dynamism”, through the demographic evolution and the economic evolution
- “International openness index”, stemming from data on international port, international airport and presence of Foreign Direct Investment (FDI) at local scale
- “Territorial capital index” based on tertiary education, accessibility and international openness.

3. ITAN MAIN RESULTS

3.1. Numerous threats

The ITAN report stresses on:

- the territorial inequalities: non-inclusive growth, discrepancies in local human development, contrasted territorial dynamics, strong inequality in territorial capital
- the market fragmentation, in particular the difficulties for physical and commercial borders crossing, and the fragmented trade areas constituted by each Neighbourhood with often narrow markets
- the political threats, which are numerous in the Neighbourhoods with sometimes direct territorial impacts or origin. The Scientific report gives a quite comprehensive view of the contested territories in the ENCs
- the manifold environmental problems, an especially: the water issue, because the Mediterranean (southern side but also northern) is the place in the world, along with north-western India, where the scenarios of rainfall shortage are the most converging; the earthquake issue, because it raises the question of a common Euro-Mediterranean civil protection policy; the ice melting which is turning the Arctic into a hot spot in every sense of the word.

3.2. Still, the Neighbourhood offer more opportunities than threats

For European actors, the Neighbourhoods constitute opportunities because of their demographic and economic size, which is rising in particular in the Mediterranean Neighbourhood although European trade and investment there is low and declining; and because of their natural resources, namely energy. The report details namely:

- the demographic structures and trends of the ENRs’ 508 million people and their large labour forces, and says that discontinuities are rather within the Neighbourhoods than between Europe and its Neighbours
- the markets opportunities (the Neighbourhoods being 11% of Europe’s potential growth market of the coming decade); the exports and investment figures (with an innovative tool crosscutting the local territorial dynamics and the presence of Foreign Direct Investment)
- energy as a strategic complementarity in the greater European region. It shows a high potential of cooperation in a region that gathers consumer countries and provider countries, with a huge electricity demand growth in the Neighbourhoods, and common concerns about the energy transition and its impact on the greater region’s environment.

3.3. “One region”? Is Europe losing its influence upon several Neighbourhoods?

The report analyses networks, connexity and accessibility throughout the vast region encompassing ESPON countries and ENCs, as well as the maritime links. It assesses the international openness of its local territories, distinguishing two approaches, one weighted by time-distance of each SNUTS 2/3

to international transport facilities which highlights *accessibility*, and one non-weighted which highlights the *agglomeration effects*.

The analysis of the various flows between the ESPON countries and their Neighbours, drive to this conclusion: the core-periphery pattern still prevails. European Neighbourhoods can be considered as peripheries of Europe. Relation between Europe and its Neighbourhoods are characterised by imbalances in many aspects. Europe is more important for Neighbourhoods than the reverse. Neighbours countries, except Turkey and Russia, play a minor and dominated role in the international relations of the European countries. They constitute a circle strongly linked to Europe but not very integrated to this very cohesive area. Second, the relation between Neighbourhoods and Europe is imbalanced in its nature: high level services and products vs primary or low added value manufacturing goods; tourist flows vs migratory flows including highly qualified labour; etc.

That being said, grouped together, Neighbourhoods are important partners for Europe, reaching 7,5% in the trade of goods, 7% of European air connections, absorbing 15% of the European aid of development, providing 30% of immigration toward Europe and providing a third of energy supply of the European market. These figures nevertheless pointed to the importance of Neighbourhoods for energy supply and as a source of labour force (or migratory threat depending on the perspective adopted) for Europe rather than assumed major economic partners.

Another important result is that although European Union remains a major actor at global scale and for its Neighbours, its influence has been shrinking in the last decades and its dominance has been more and more reduced to its Neighbourhood. However, even in the Neighbourhoods, our analyses highlight the declining influence of Europe in most countries, especially the Near East. Over the three last decades, whereas the European new member states have drastically reoriented their trade with Western Europe instead of with the former Soviet bloc, this is the reverse way for the Neighbourhoods.

An innovative section devoted to the analysis of the European media data shows that the European business milieu pays rather scant attention to the Neighbourhoods. The contrast is particularly striking in the case of French and Spanish newspapers, whereas British and German seem to have better perceived the economic potential of the Neighbourhoods.

4. POLICY ORIENTATIONS AND FURTHER RESEARCH

4.1. Policy orientations

They rely on the “Elements for a Common Strategic Framework 2014 to 2020” published by the European Commission in 2013. The Table 1 sums them up.

4.2. Toward a “Neighbourhoods Territorial Agenda 2020” (NTA)

In order to prevent a sectoral dispersal of such policies, a “Neighbourhood Territorial Agenda 2020” should be set up. The EU has hitherto financed a great amount of studies and programmes in the ENCs, but their global vision is lacking. A territorially integrated perspective could take advantage of these scattered initiatives on trade, energy, transport and environment. It could be a relevant tool for cooperation, driving to a common vision that might be shared by ESPON countries and ENCs.

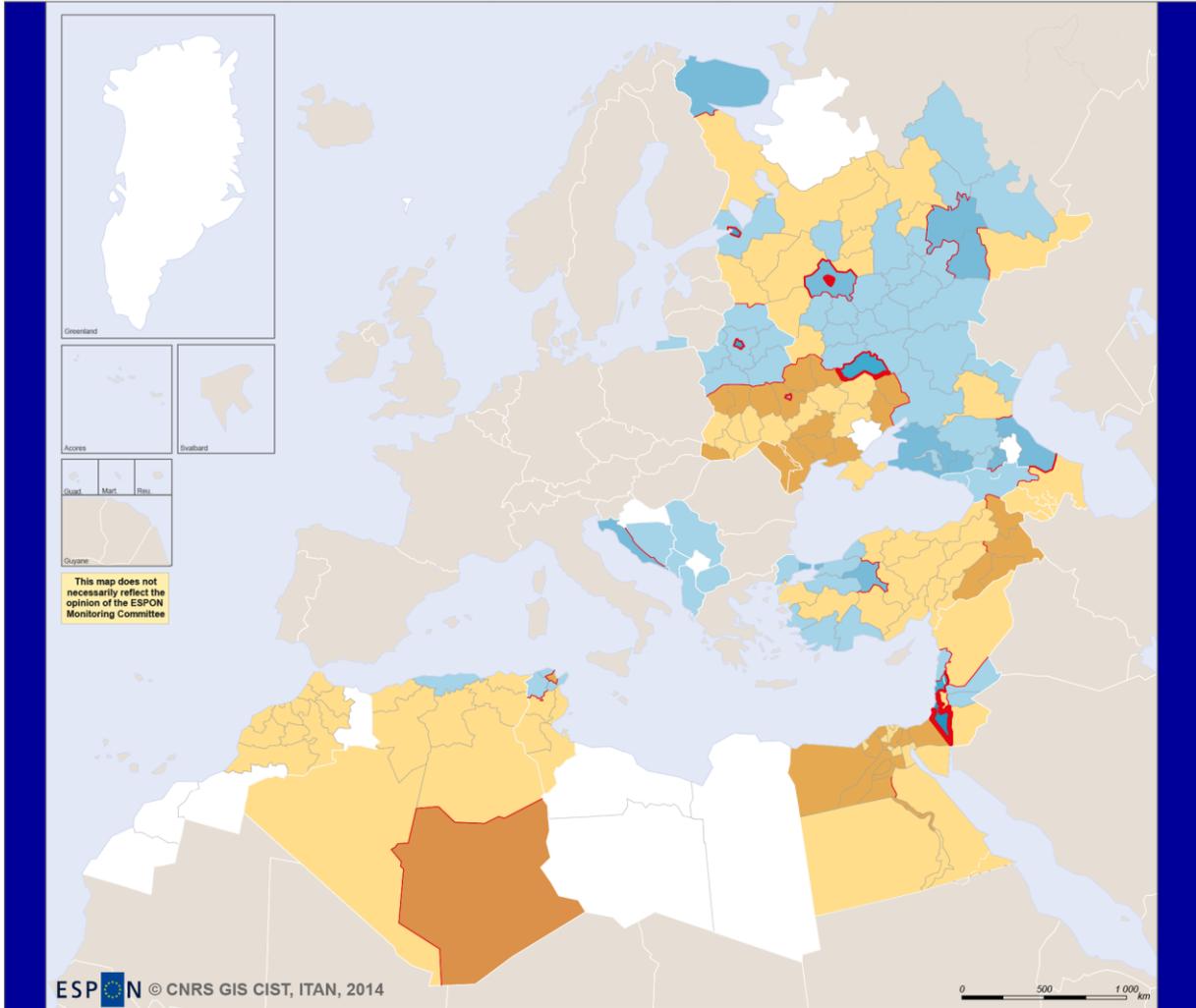
4.3. ITAN as a first step toward further research and cooperation in the greater European region

The report proposes avenues for further research on the Neighbourhoods. But indeed, the most important thing for Europe is to implement a strategic partnership with the ENCs’ national statistical offices for a local data harmonisation, in order to make ITAN the first stone of a sustainable building that will hopefully count thousands.

Table 1. Policy orientations

<i>policy</i>	<i>orientations for the Neighbourhoods</i>
Regional policy	<p>The great usefulness of European regional policy's methods and tools for the Neighbour regions, due to rising disparities and to potential role of territories in development and governance modernisation</p> <p>Environment and sustainable territorial development (eg densely occupied coastal areas)</p> <p>Cross-border cooperation: bringing coherence between numerous tools and country types</p>
Technical Assistance (TAIEX)	<p>The decentralisation issue, but also the state de-concentration issue as an indispensable counterpart to the decentralisation</p> <p>The modernisation of the state and of the governance via local territories and national planning; role of territories in the rising participation of the civil society</p> <p>The role of territories in the public-private cooperation</p> <p>The rising importance of geographic indication, short supply circuits and local development</p> <p>The promotion of the decentralised cooperation and the necessary emphasis to put on the ENRs</p> <p>The promotion of international networks of territorial actors in the framework of the Neighbourhood policy</p>
Common Agricultural Policy	<p>The link between climate change and agriculture issue</p> <p>The food security issue</p> <p>The rural development issue (2nd pillar approach)</p> <p>The Europe-ENCs trade issue: going beyond the free trade agreements</p>
Transports	<p>Increasing accessibility is identified as a key challenges for the regional integration between Europe and the ENRs</p> <p>Significant deficits in the quality and efficiency of transport infrastructure, within each Neighbourhood and with regard to the ESPON territory</p> <p>The need for a long term perspective in order to mobilise the actors on the long run and to ease the funding of the projects</p>
Energy	<p>The key policy of the Neighbourhoods (North, Eastern, Black Sea, Mediterranean)</p> <p>The on-going policy is spot market-oriented. This hampers long term trading, technological and industrial deep cooperation namely with Mediterranean suppliers</p> <p>The need of a more balanced procurement policy (vis-à-vis Russia)</p> <p>The necessity for a shared vision of the energy transition</p> <p>Toward a "Euro-Mediterranean Energy Community"?</p> <p>Energy cooperation with the Neighbour can help a desirable but too long overdue European energy policy</p>
Environment	<p>A key overarching at all scale for all the Neighbourhoods: impossible to address the Neighbourhood issue if one does not take into account the environmental dimension; impossible to address the European environment issue if one does not take into account the Neighbourhoods.</p> <p>Key importance of the water issue, in particular in the Mediterranean</p>
Migration	<p>Visa free cross-border movement would further contribute to strengthening the economic and cultural exchanges.</p> <p>Challenges of migrations and security border control should be more differentiated between nationals of considered Neighbour countries, and illegal migrants.</p> <p>Turning the high level of working age population of the Neighbourhoods as a resource for labour markets in enhancing training, skills, professional and student mobility</p> <p>Replacing the "migration" pattern by the "professional mobility" pattern</p>

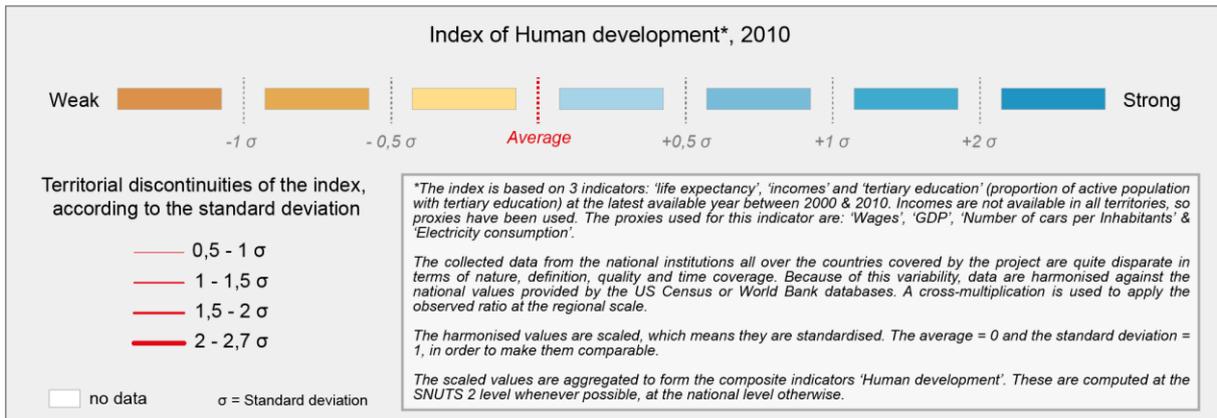
Map 1 - Human development level in the Neighbourhoods, ca 2010



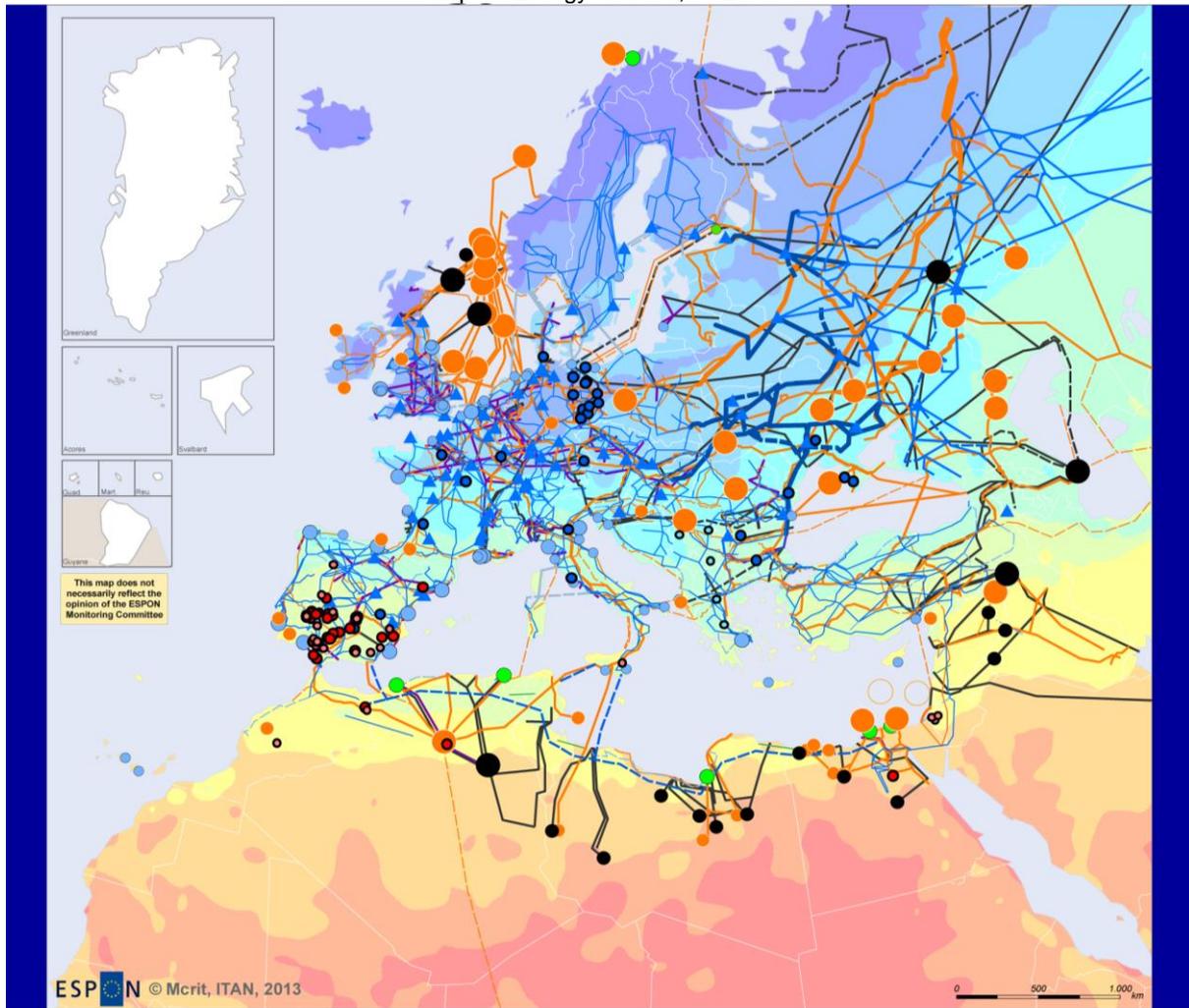
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Regional level: SNUTS 1-2
Source: ESPON project (ITAN), CNRS GIS CIST, Data harmonised by IGEAT, 2014
Origin of data: National statistical institutes, US Census, World Bank, 2013
© UMS RIATE for administrative boundaries
For some territories no clear international statement exists



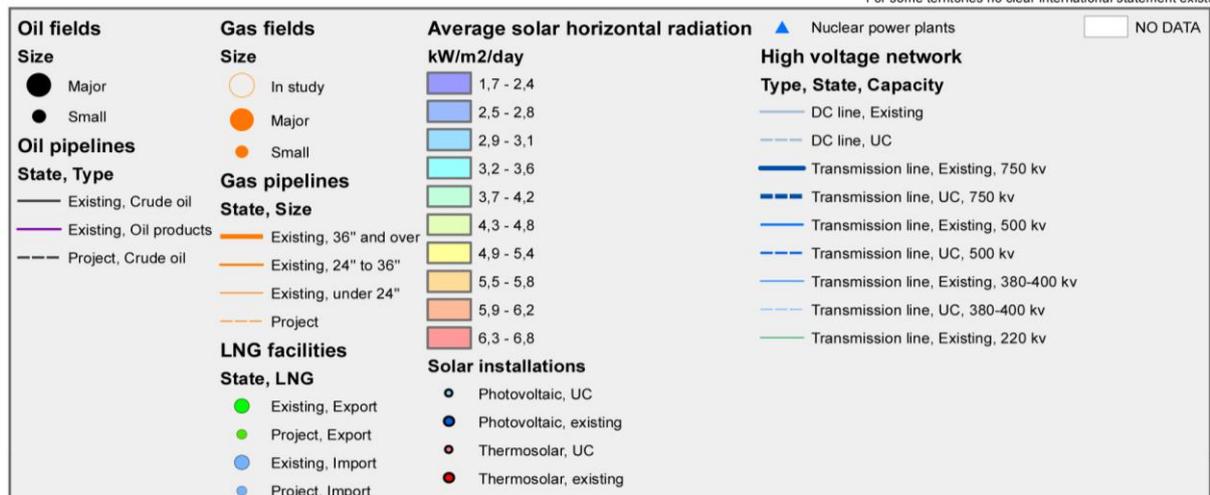
Map 1 - Energy network, ca 2010



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Regional level: NUTS 2010 & SNUTS V1
Source: ESPON Database, ESPON ITAN, Mcrit.
Origin of data: ENTSO-E, Concawe, GIE, NASA SSE, MCRIT 2013 ITAN Database
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