

Demographic Change



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Towards a New Spatial Agenda for the North Sea Region

Prepared for Interreg IIIB North Sea Region Programme by



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TOWARDS A NEW SPATIAL AGENDA FOR THE NORTH SEA REGION

Between 1998 and 2001, a spatial vision for the North Sea Region was developed, based on the principles of the European Spatial Development Perspective (ESDP). NorVision, as it was called, is a key advisory document, which has strongly influenced territorial cooperation in the North Sea Region. It describes the existing state of spatial development and suggests directions for the future. Projects that have been developed under INTERREG IIIB NSR put many of them into practice

In mid 2004 the Programme Monitoring Committee for the Interreg IIIB North Sea Programme decided that there should be a selective update to NorVision to have valuable strategic input for the future cooperation in North Sea Region. They agreed that the original NorVision document continues to be relevant and should not be evaluated or reworked. The new spatial agenda, as is has become known, should focus on issues, which have become more urgent or important in recent years or which have not been thoroughly addressed in the original document.

A Working Group consisting of one national and one regional representative per country was set up and discussed the procedure and topics to be addressed. The idea was not to have a complete analysis of the subject concerned, but to develop a more focused approach, which could be used to inform the future programme and which might form the basis for future co-operation projects until 2010. The working group agreed upon the following topics for which studies were carried out:

- Coastal Water Management
- Transport and Accessibility
- Facilitating Innovation and transfer of knowledge and technology
- Energy*
- Demographic Change*

* Energy and Demographic Change were smaller studies than the other three

This is the final report for the study on **Demographic Change**

The findings of these five studies have been summarised and make up part of the **synthesis report**, which will be adopted by the Programming Monitoring Committee and will be published together with each of the final reports. The synthesis document sits alongside and complements the original Norvison document.

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Disclaimer: The following text summarises the results of research on the update of the spatial perspective for the North Sea Region, Norvision. Please note that experts have prepared the content and that as such it does not necessarily reflect the opinion of the North Sea Programme or the Working Group.

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Annexes are provided in a separate report.

The annexes provide information that is readily available from Eurostat, the European Commission and member state governments. The terms of reference for this project did not allow for any new statistical analysis and some information is very difficult to supply for the NSR region because there is insufficient breakdown of data at the local authority levels.

Executive summary

1 The North Sea Region (NSR) has a very diverse and complex demographic pattern with some of the most sparse and most densely populated areas in the EU. Many of the trends are shared among the member regions. They include the ageing of populations; low fertility rates; migration to metropolitan areas; migration from some rural areas (especially of young people); and rapidly rising international in-migration. These trends result in pressing problems in terms of changing demands for travel, access to particular services, hard and soft infrastructure requirements and consequent demands on land use change.

2 While most regions in the NSR still experience a small growth in population, most of this growth relies on in-migration, particularly international in-migration. In some places, a decline in population is caused by low fertility rates and insufficient immigration to compensate. The effects of population decline are exacerbated by ageing of the population. The average age of Europeans will increase from 38 years in 2000 to 53 years in 2050. In contrast, the United States is likely to maintain its average age at 36 years.

3 Ageing together with only stable or declining populations in some regions is reducing the active labour force dramatically. It will fall by almost 21 million in the next three decades across the EU. Dependency ratios will increase from 49% in 2005 to 66% in 2030 in the EU. Despite this, unemployment and low activity rates remain a problem in some regions. This poses a fundamental challenge to economic competitiveness objectives.

4 Though depopulation is less a problem than it was in many regions, large numbers of young qualified people move from peripheral, old-industrial and rural areas to metropolitan areas and larger cities. International in-migration is concentrated in and around the large cities and the NSR is also losing some population to large neighbouring cities outside the region. The effect is to reinforce the concentration of intellectual capital, high value employment and innovation around the big cities.

5 In the areas affected by depopulation, maintaining infrastructure, services and cultural activity, and ensuring a balance of men and women, become a challenge. At the same time the general tendency towards smaller (often single) households increases land use pressures by raising the demand for new dwellings whilst existing housing may no longer be attractive.

6 Migration, natural population growth and economic growth are interlinked. The migration of mobile younger cohorts and international immigrants raises fertility rates of the receiving areas, and tends to lower fertility rates in sending regions. The labour supply and skills in and around the big cities is constantly replenished. In contrast, the risk of depopulation, an ageing society and weak economic growth are particularly high in those regions unable to compensate the loss of natural growth by attracting migrants.

7 Because international immigration compensates for weak population growth and ageing, there is increasing competition between countries to attract qualified workers from abroad. The concentration of international immigrants in the cities contributes to congestion and increasing demands for housing, infrastructure and services where they are most under pressure. Increasing ethnic diversity demands more attention to integration of international migrants into society in general, the workforce and local communities.

8 There are wide implications for spatial planning from demographic change. The ageing population creates changing needs in relation to accessibility and transport, housing, environmental quality, services and infrastructure, and these might be particularly acute in 'retirement locations'. Planning policy also needs to address its potential contribution to raising fertility levels, increasing economic productivity, stabilising internal migration and attracting highly qualified immigrants.

9 The very uneven spatial development that results from demographic change and migration, including the strong pressure on greenfield land and environmental capacities in areas of in-migration requires careful attention. Spatial planning policies have tended to concentrate on the management of growth whereas in future they will also have to address more centrally the co-ordination of decline, especially in depopulating areas.

10 Despite the self-evident international dimension of demographic change and migration movements, transnational co-operation is rare on the subject. National and regional spatial strategies in the countries covered by the NSR programme have only recently begun to pay more attention to the spatial implications of demographic change. However, numerous relevant studies are underway in all NSR countries, which demonstrate a growing awareness and understanding of the issues. Demographic change and migration are also given increasing attention in EU policy, mainly due to the expected negative impacts of ageing and decline of the labour force on the competitiveness of the European economy.

11 Several main spatial challenges from demographic change and migration can be identified, and many of these might benefit from transnational cooperation. For example:

- **To support an increase in fertility rates through the provision of appropriate and affordable housing and relevant infrastructure and to explore other means of supporting families through the planning system** (such as ensuring provision of crèches or day schools) which allow families to combine their parental and employment responsibilities.
- **To respond to the spatial challenges from an ageing population**, including changing housing needs, public transport and leisure requirements. Older people will make different choices about where and how to live than younger people in full-time employment and have differing needs in relation to location, proximity to facilities and attractiveness of surroundings, the style of housing and accessibility. The relative demands for infrastructure is changing with, for example, less need for schools in some regions but strongly increased need for care facilities, homes for the elderly or 'lifetime neighbourhoods', with a variety of housing provision and range of support relevant to a spectrum of ages.
- **To accommodate the spatial challenges arising from more small households** especially in relation to housing types and location, and the effective use of larger family homes.
- **To respond to the polarisation effects** of migration movements by harnessing the magnetic effect of major global cities such as London for the benefit of the wider NSR. The 'cascade effect' of spillover of migrants to neighbouring regions is evident and might be expanded in a positive way to increase the labour pool though the implications for housing, transport and other services also need to be considered.
- **To deal with the spatial challenges in peripheral and old-industrial areas affected by depopulation** and the potential over-capacity of housing stock and infrastructure and the maintenance of decentralised service provision in a context of declining population.
- **To respond to the spatial challenges from retirement migration and other impacts in coastal zones**, such as housing market effects and infrastructure requirements.
- **To support the economic and social integration of international migrants** through consideration of any particular housing and service needs, particularly in urban areas. There is, on the one hand, a need to create conditions that encourage and facilitate appropriate international in-migration, such as the provision of particular services and cultural facilities; and on the other, a need to address the effects of a large international community on the urban areas, for example, in relation to the housing market and the availability of rented accommodation or multiple occupancy housing.

12 Whilst these challenges are evident to some extent across the NSR, it is difficult to argue a case for an agenda of action on demography and spatial development that is specific to the NSR Interreg IIB programme area. The regions within the programme area are affected differently by demographic change and the linkages are as much, if not more, with regions outside the NSR as within it. Several issues, such as international migration, are more appropriately considered at the level of the EU. For other issues, such as challenges from depopulation or polarisation, it is difficult to identify a specifically NSR theme. The areas of common concern extend well beyond the NSR and suggest that cooperation between

regions within NSR and other partners outside the cooperation area might therefore be more fruitful.

13 This was generally the view of the majority of key actors contacted for this study. They suggested that NSR co-operation on demography could assist only through exchange of experience and comparison of good and weak practice in policies that influence demographic change. Areas where exchange of experience was considered as useful cover the following:

- To address sectoral policy fragmentation and improve co-ordination of the spatial impacts of demographic change through for example explaining trends and their spatial dimension and ensuring that service provision by different government departments is properly co-ordinated.
- To understand the impact of previous planning policies on demographic change and polarisation tendencies, through, for example, the release of housing land or planning constraints on growth; the effect of forms of housing provision and tenure on mobility; and the attractiveness, and quality of life of areas that may contribute to migration patterns and fertility rates.
- To address imbalances in housing demand and supply, particularly the provision of affordable housing, the lack of which may have tended to reinforce the problem of low fertility rates; and examination of other related factors such as taxes on second homes.
- To assist in providing new planning approaches and tools for addressing areas of depopulation, and to seize opportunities in such areas for maintaining or improving quality of life and improving environmental performance.
- To promote and enhance tools for long range planning so as to better integrate long run demographic trends into spatial planning processes.
- To provide a better match of services for the characteristics of the population, whether declining, ageing or growing; and promoting innovative ways of service provision.
- To consider the matching of employment opportunities with the changing character of populations, especially where unemployment rates are high and activity rates low.
- To examine ways to support improvements to productivity in the economy, so that fewer produce more, especially by making best use of education and training and lifting the quality of the workforce.
- To assist in the design of adaptation strategies for areas of significant population change and particularly those for maintaining services in depopulating rural areas or 'market renewal' in areas of low demand. For this and other issues making best use of information and communications technologies will be important.
- To address issues raised by domestic migration, notably the migration of young and skilled labour to metropolitan areas and ensuring more 'returners' to home regions.
- To address international in-migration issues, notably the integration of immigrants; and the impact of planning policies on the destinations and integration of immigrants.
- To investigate the role of environmental and spatial development factors in attraction and retention of highly qualified labour and the impacts of demographic change and the effect of long distance commuting on the built and natural environment and traffic.
- To address retirement migration and second homes, especially along the coast, and the effect on housing markets, landscapes and the environment of the North Sea.
- To raise awareness of the impacts of demographic change through education and communication.
- To improve data monitoring and analysis in collaboration with other European countries and regions to support long term planning.

14 Demographic change is a multi-disciplinary issue of relevance to many policy sectors. Spatial planning can play an important co-ordination role in shaping the provision of infrastructure and services across sectors. In future, better cross-sectoral integration and co-operation between the private, public and voluntary sectors will be needed. In addition to regional and municipal planning departments, government departments and other agencies responsible for the provision of housing, for tourism and so on, will need to be involved in cooperation activities. The involvement of national governments is seen as crucial if progress on policies in response to demographic change and migration is to be achieved.

15 The involvement of politicians, and the different timescales for the political electorate in comparison to the medium- and long-term effects of demographic change is of concern to many key actors in the NSR. There is a need for raising public awareness of demographic issues, and the involvement of community representatives in co-operation partnerships might be a way forward.

16 More co-operative action on background analysis of demographic change, and further research to consider policy implications and the link with spatial development is another important area that was highlighted by numerous key actors. A joint organisation or network might be usefully set up to undertake 'background studies' to address important recent trends, to develop a common spatial monitoring system and to ensure the compatibility of data between countries and regions.

17 In the light of numerous reports and comments from many key actors across the NSR, three main **conclusions** can be drawn about the representation of demography in a future co-operation programme.

- There is limited potential for spatial planning to actively intervene in demographic change, the emphasis must be on anticipating and responding to effects.
- There is no distinctive NSR characteristic to demographic change – the issues are shared with the rest of Europe and beyond, thus, there seems little argument for including a separate measure on NSR demographics. However, demographic issues are a critical component of other substantive issues such as housing and transport and the relevant trends should be considered under those headings.
- There is no evidence of a truly transnational dimension to demographics in the NSR – they are mostly of a national, European or global nature. Therefore, co-operation should be encouraged to build understanding of spatial development impacts of demographic trends and to share experience of tackling them.

Recommendations for a future cooperation programme follow from those conclusions.

1. Future co-operation programmes should support the investigation of the spatial development implications of demographic trends, especially in relation to stabilising and increasing population levels, integration of migrants and the ageing population.
2. Consideration of the impacts of demographic trends should become a requirement for all relevant co-operation projects particularly those dealing with housing, transport, infrastructure and services, and tourism, but that it should not be identified as a separate measure.
3. The NSR region should promote exchange of experience of its regions with other external regions with similar experiences and make full use of the flexibility to include regions outside the NSR in its projects.

1. Introduction

Demographic change has significant and growing influence on spatial development in the EU. There have been fundamental changes in population structures and migration patterns. Changing lifestyles, increasing freedom of movement guaranteed by the Single European Market, globalisation of economies and the 'information society' have all had profound effects on population change and migration. [i] The demographic trends that result and affect the North Sea Region are a dramatic fall in fertility rates; an ageing population; migration of younger skilled people; further concentration of population around some metropolitan centres and depopulation of some rural areas; declining headship rates (household size); and increasing international in-migration. These trends are generally common across the industrialised world. [ii]

At the national level, these trends lead to difficulty in the maintenance of economic welfare systems; the provision of health, social and other services; and increasing competition for a more (internationally) mobile labour force. Demography is inextricably linked with spatial development and planning through the demand for urban development, the matching of economic activity, labour supply, services and infrastructure; and the pattern of settlements.

Therefore, demography and migration are of increasing interest in EU, national and regional policy making, though the approach is mostly to address symptoms rather than causes. [iii] Policies addressing migration are very contentious, though in-migration is seen as one way to counteract ageing and declining populations.

The objectives of this study, in summary, are

- to identify the main spatial challenges related to demographic change for the North Sea Region;
- to explain which challenges might be usefully subject to transnational co-operation;
- to set out who should participate in such co-operation (including partners outside the North Sea Region)
- to recommend what activities and investments should be undertaken; and
- to suggest how the demographics theme might be formulated in a future territorial co-operation programme.

In section 2 of this draft final report, a working definition of 'transnationality' is given. In section 3, the methodology for this study is set out. Analytical evidence on the changing spatial development context in the EU in the context of demographic change is discussed in section 4. The consideration of the spatial impacts of demographic change in policy documents at the EU, transnational, national and regional levels is reported in section 5. An overview of the main territorial challenges from demographic change, which would benefit from transnational cooperation is presented in section 6. In sections 7 to 9, the findings from the interviews with key stakeholders in the wider North Sea Region are presented. In particular, the discussion concentrates on the extent to which transnational cooperation could meet the spatial challenges related to demographic change and migration in the North Sea Region, the key players and potential partners for transnational cooperation projects and initiatives, and the most relevant transnational activities and investments. Section 10 discusses whether demographic change and migration are a topic feasible for incorporation in a future territorial cooperation programme in the North Sea Region. Conclusions and recommendations are presented in section 11 of this report.

It should be emphasised that the horizon for challenges until 2010 set by the Vision Working Group is a short horizon for strategic planning. Our view is that it is important to determine actions for the next five years but with an understanding of the issues to be addressed over the next 15 to 30 years. This is particularly important for spatial challenges arising from demographic change, which due to the nature of the developments will require a more long-term perspective.

2. Definition of 'transnationality'

For the purposes of this study, 'transnationality' means *having a territorial effect in more than one country and requiring co-operation across national borders for effective action.*

- This is a 'strict' definition of 'transnational', and therefore in accordance with the requirements of the Vision Working Group, it excludes issues of common concern that do not *require* co-operation across boundaries.
- It does *not* exclude issues or projects which exist only in one country but which have an impact in others.
- 'Effective action' could be further specified with reference to the EU's goals of cohesion, competitiveness and sustainable development.

However, the criteria used to evaluate the spatial challenges arising from demographic change that can be usefully tackled by transnational cooperation may need to be a little wider in some instances than the strict definition of transnationality. Many challenges from demographic change (i.e. depopulation of rural and peripheral areas, ageing population) might *benefit* from transnational cooperation, although strictly speaking they could be satisfactorily tackled at national or regional levels. There should be a simple but clear typology of 'transnational' that allows for a wide range of issues to be included at the outset which can be refined at the end of the study taking into account the views of other interests.

3. Methodological approach to study

Several methods were combined for the purposes of this study. Besides a review of empirical evidence on the spatial impacts on demographic change and migration, relevant policy documents and studies at EU, transnational, national and regional levels were analysed with a view to identifying the consideration of demographic issues and potential for transnational cooperation on their spatial impacts. The documents reviewed are listed in Annexe 1 and the framework for analysis in Annexe 2. The findings from these reviews were reported in the interim report, which was presented to the Vision Working Group in May 2005, but updated and complemented for the current report.

The analysis of the awareness of, and suggested responses to, the challenges arising from demographic change by key actors and decision-makers in the North Sea Region was an important source of information for the study. Two main methods were employed to contact main stakeholders in the wider North Sea Region: a workshop held during the Joint Annual Conference, and telephone interviews.

The interim report and accompanying discussion paper were reviewed and refined following discussions with the Vision Working Group. The discussion paper (Annexe 3) was used as the basis for a workshop on demographic change, which was organised as part of the Joint Annual Conference of the North Sea Commission and the Interreg IIIB North Sea Programme in June 2005. Following presentations on demographic change in Europe and in the North Sea Region, the thirty-six participants of the workshop (cf. Annexe 4) were asked to discuss several questions, including:

- What are the main spatial challenges related to demographic change for the North Sea Region, and where are they located?
Over which timescale should they be considered?
- Is there a North Sea Region specific dimension to demographic change, or are there issues that require a wider geographical consideration?
- What are the issues that require transnational territorial cooperation?
- Who should be involved in such cooperation? What sort of activities/investments should be undertaken to meet the spatial challenges related to demographic change in the North Sea Region?
- What would be the outcomes of transnational territorial cooperation?

The responses were recorded and subsequently transcribed, and incorporated into the recommendations of this report.

While the Middelburg workshop gave the opportunity to discuss the spatial challenges from demographic change and migration with a wider audience and representatives from regions and countries outside the Interreg IIIB North Sea programme, altogether 26 key actors and decision-makers from within the cooperation area were also interviewed by telephone. The identification of possible interviewees proved more complicated than anticipated, as in the majority of the countries covered by the Interreg area the link between demography and spatial development is not well established, and the number of possible interviewees is therefore by definition limited. Furthermore, even where respondents had given thought to the spatial impacts of demographic change and migration, they had done so primarily within their national, regional or local context, whereas cross-border or even transnational aspects to demographic change are generally given hardly any attention (although there is evidence that the subject is given increasing consideration at the European level).

The list of key actors interviewed for this study is given in Annexe 5, and the guideline questionnaire used for the interviews is presented in Annexe 6.

The interviews covered the following aspects:

- a discussion of the list of identified spatial challenges of demographic change for the North Sea Region (see Annexe 3), and possible additions and amendments to this list;
- a discussion of the effects that the forecasted demographic change will have on spatial development in the North Sea Region, and how unwanted effects could be averted through transnational cooperation;
- a discussion of the extent to which transnational territorial cooperation could meet these challenges; which of the challenges will benefit from transnational cooperation within the North Sea Region; and where a joint approach within the North Sea Region would be valuable;
- a discussion of the activities and/or investments that would be important in order to address the spatial impacts of demographic change at transnational level, including the identification of potential project ideas and examples of innovative approaches that would be useful to test in transnational pilot projects;
- a discussion of who would benefit from, or should participate in, such cooperation, including the identification of crucial potential project partners;
- a discussion of important cooperation partners that are located outside the North Sea Region to usefully address the spatial challenges arising from demographic change; and
- for interview partners with knowledge of INTERREG: a discussion of how demographic change could or should be included in a future territorial cooperation programme in the North Sea Region.

The findings from the interviewees were incorporated into the following sections, together with the insights gained from the other methods. The recommendations and conclusions were drawn on the basis of the empirical findings and inductive reasoning by the project team.

A draft of this report was discussed at the Spatial Vision Working Group meeting in The Hague in October 2005. Subsequently written comments were received from Working Group members. Those comments and corrections have been incorporated into this final report where possible. There are two notable exceptions. First, the response from Hamburg on behalf of the German regions prefers to support a separate measure on 'demographic change'. We accept that viewpoint but we should report and conclude on the evidence presented in the research, which was that there is little support for such a measure. Second, a few comments asked for further changes to the statistical analysis. We would like to do

this, but analysis was not included in the terms of reference for this small study and we have done what we can with the readily available evidence. The collation of statistics for the NSR is particularly difficult in relation to demographics and particularly migration since data is not readily available for the areas in question.

4. The spatial development context for demographic change in the North Sea Region

Summary:

- The North Sea Region is characterised by a diverse and complex demographic pattern, and current trends affect areas of the NSR differently.
- Shared problems include polarization tendencies and the depopulation of rural areas; ageing populations; a fall in the working age population and rising dependency ratios; and an increasing share of international population.
- There are important spatial challenges: the number of households is growing; the ageing population will have different spatial development requirements; and there is a need to better integrate the increasing number of international migrants in urban areas.
- Demographic change presents significant challenges for the economic competitiveness of the EU, and will require a better integration of older and young people and women into the labour market, as well as an increase in fertility rates.

This section gives an overview of demographic and migration trends in the North Sea Region and wider Europe. Wherever possible, Eurostat data were used. However, comparative data at the level of the regions involved in the NSR programme area is generally not readily available. This is most pronounced for the area of migration, where data sources are very diverse and often not easily accessible. In some instances, national or regional statistics websites or other sources were used to complement Eurostat information. The nature of the data source varies by country in many cases, and therefore direct comparison is not possible and the figures should be regarded as indicative.

Population trends

The North Sea Region comprises both some of the most dense and sparsely populated regions of the EU-25 (Figure 1). Overlaying these differences in population density are varying growth rates. Figure 2 shows that population growth is occurring in both densely and sparsely populated regions. Annexe 7 gives more detailed information on the change of population in the regions covered by the North Sea Programme between 1990 and 2003. The table shows the very diverse picture of authorities with declining populations directly neighbouring authorities with a significant population increase.

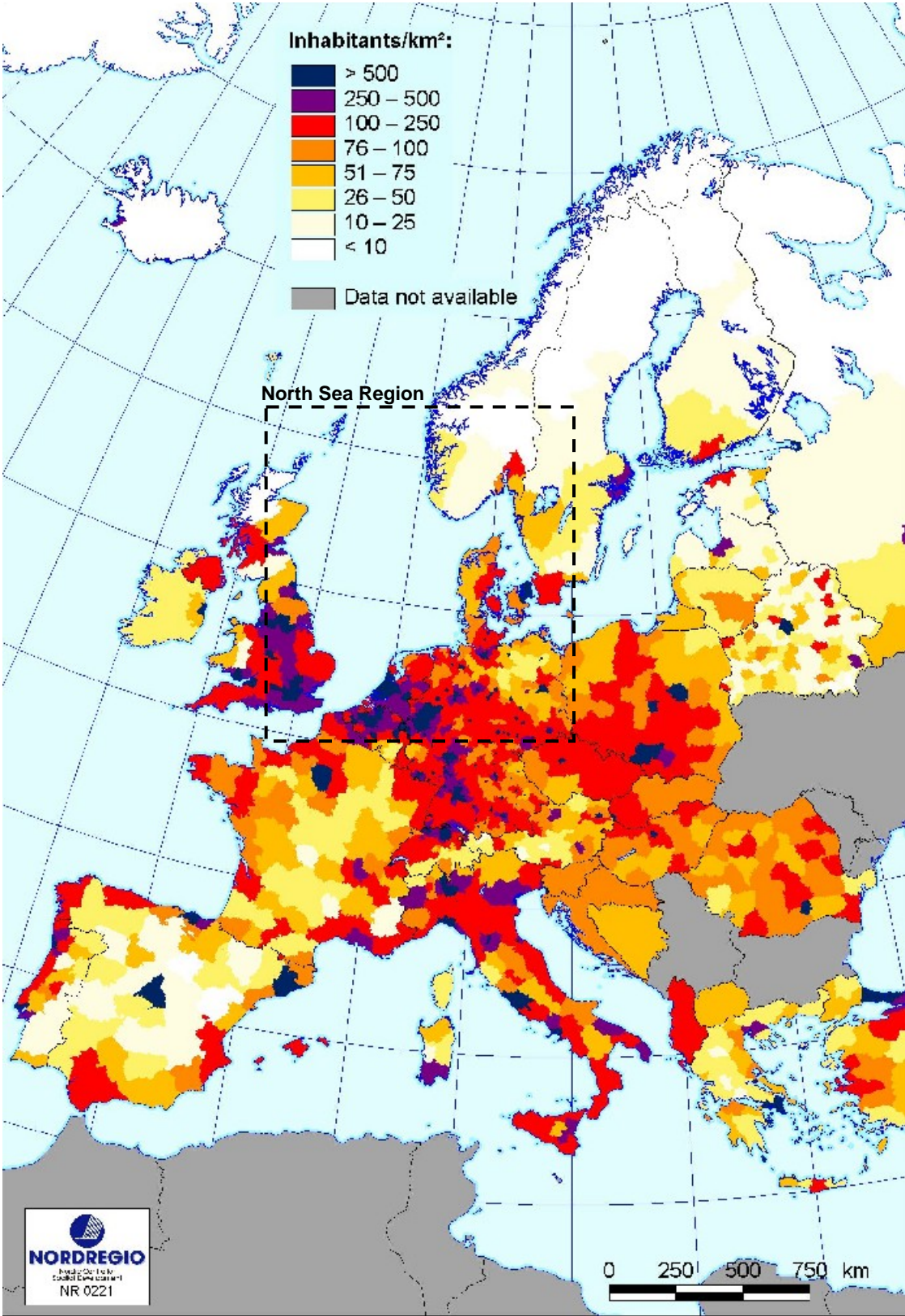
The main components of demographic change are the natural population growth and migration. Figure 3 shows how the regions experience the two components of demographic change. The blue shades represent an overall decline in population and red shades an increase. Both categories differentiate between the effects of fertility rates and migration. There is expected to be a polarisation of population growth and decline over the next 20-30 years, resulting in a patchwork of growing and shrinking regions. [iv]

During the second half of the 1990s, there has been a marked westward shift in population, along a dividing line from Trondheim via Copenhagen, Munich and Rome [v] Figure 4 shows the population gains and losses to regions. There are exceptions related to depopulation, for example, parts of Scotland. The EU-15 has tended to gain with more regions experiencing net growth, compared to the new and candidate member states. [vi]

Metropolitan and other urban areas (including accessible rural areas around conurbations) are growing in population at the expense of rural and peripheral areas. London and the South East of England, the Netherlands, areas along the north western German border and Denmark as well as the south of Norway, are characterised by relative population gain. Other

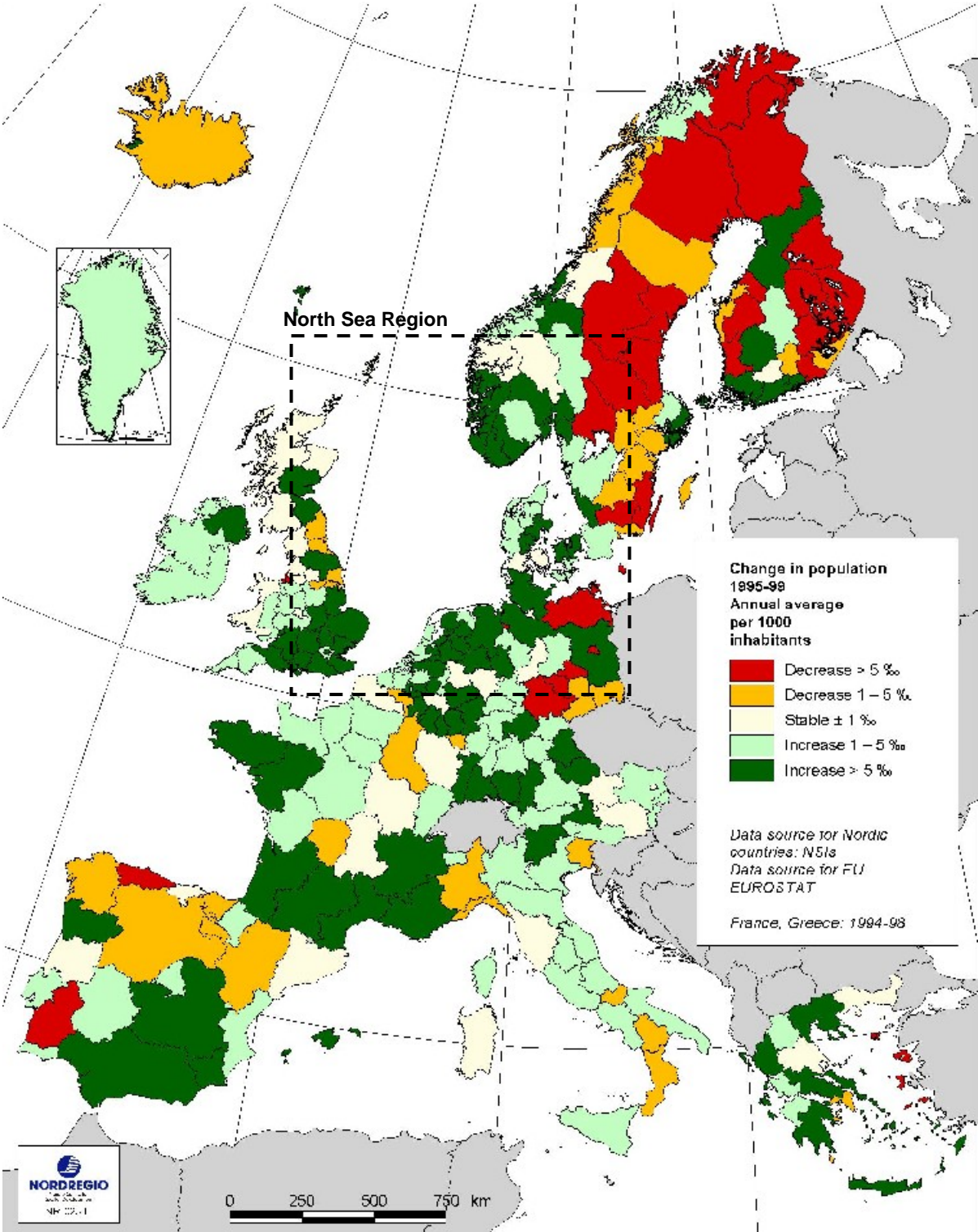
areas within the North Sea Region, most notably Sweden, are generally affected by decline in population, except for the Stockholm area and the Southern and South-western counties where growth is still experienced. Some central cities have also experienced population falls over many years.

Figure 1: Population density (inhabitants per km²) (2000)



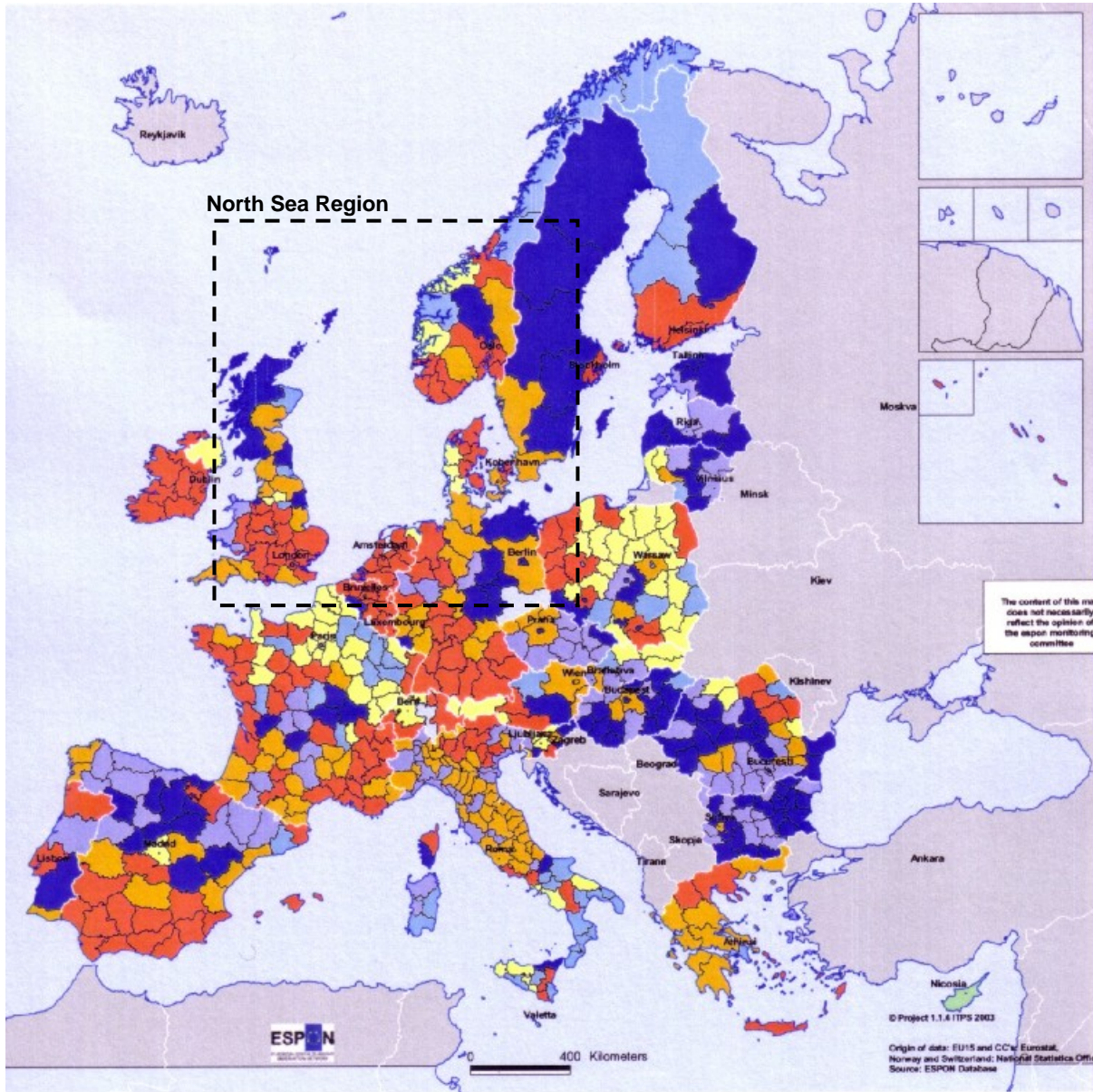
Source: www.nordregio.se

Figure 2: Change in population between 1995 and 1999



Source: www.nordregio.se

Figure 3: Components of population increase and decrease, 1996-1999

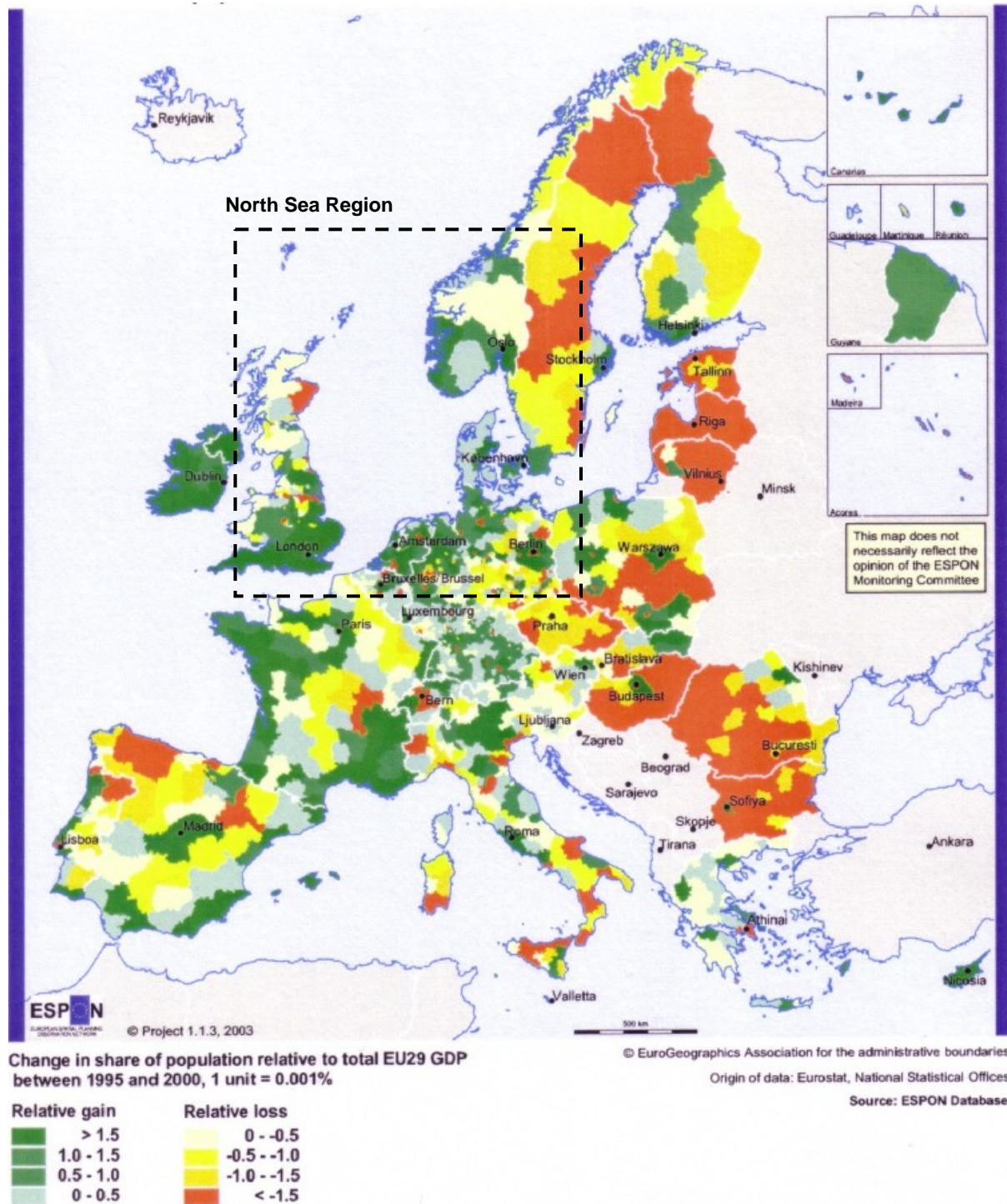


- form of increase
- Total evolution > 0; Migratory B > 0; Natural B > 0
 - Total evolution > 0; Migratory B > 0; Natural B < 0
 - Total evolution > 0; Migratory B < 0; Natural B > 0
 - Total evolution < 0; Migratory B < 0; Natural B < 0
 - Total evolution < 0; Migratory B > 0; Natural B < 0
 - Total evolution < 0; Migratory B < 0; Natural B > 0
 - no data

Origin of data : EU15 and CC's : Eurostat
 Norway and Switzerland : National Statistics Off
 Own estimation for migratory balance

Source: ESPON 1.1.4 report, Map 1.2 p. 15

Figure 4: Concentration of population (1995-2000)



Source: 'ESPON in Progress', 2003, p. 15

Natural population change

There is much variation among the regions covered by the NSR programme as regards natural population change. Annexe 8 shows that in particular the Dutch regions in the NSR programme area, but also Norway, Denmark and to a lesser degree the Swedish regions covered by the programme are still experiencing natural population growth (that is, more births than deaths in 2003). In comparison, Germany has in 2003 reached a significant negative balance, with the death rate far outweighing the birth rate.

The fertility rate in Europe has dropped dramatically over the last decade and is now below the reproduction level (that is, sufficient to renew its population naturally) in every EU country (cf. Annexe 9). The North Sea Region has experienced less of a fall than other parts of Europe, but only Norway, Denmark and the Netherlands approach the fertility rate of 2.1, which is statistically necessary to renew the population (Table 1). There is a correlation between the fall in fertility rates and the average age of women at childbirth. Over the same time period, the average age of women at the birth of their first child has steadily increased, and in 2000 was between 27 and 29 years for the countries covered by the NSR programme (Annexe 10). Interestingly, however, there is no apparent relationship between the total fertility rate and female labour participation in the NSR countries (cf. Annexe 11). Policy responses especially in Scandinavian countries and the Netherlands have over recent years contributed much to an increase in female labour participation while at the same time successfully maintaining or even increasing the fertility rates.

Table 1: Total fertility rates in the North Sea countries, the EU and US (1975-2003)

	1975	1980	1985	1990	1995	2000	2003
USA		1.84	1.84	2.08	2.02	2.06	2.07
EU25	2.02	1.88	1.7	1.64	1.44	1.48	1.48
Belgium	1.74	1.68	1.51	1.62	1.55	1.66	1.61
Denmark	1.92	1.55	1.45	1.67	1.8	1.77	1.76
Germany	1.48	1.56	1.37	1.45	1.25	1.38	1.34
Netherlands	1.66	1.6	1.51	1.62	1.53	1.72	1.75
Norway	1.98	1.72	1.68	1.93	1.87	1.85	1.8
Sweden	1.77	1.68	1.74	2.13	1.73	1.54	1.71
UK	1.81	1.9	1.79	1.83	1.71	1.64	1.71

Source: Eurostat

Generally, however, the reasons for the decline in total fertility rates according to the EU Green Paper on Demographic Change, [vii] are relatively poor family benefits, child care and parental leave. This is a major challenge since 'never in history has there been economic growth without population growth'. [viii] Policy responses aimed at increasing natural population growth therefore need to consider family policy incentives while providing suitable opportunities in the workplace, especially for women.

The ageing population and young people

The total population of the EU is forecast to increase slowly until 2025, [ix] but this is mainly due to immigration. Overall population is expected to drop from 2030. The population will age dramatically. The average age of the EU population in 2000 was 38 years. It is forecast to be 53 years in 2050. Every second person will be older than 50. In comparison, the average age in the United States was 36 years in 2000 and this average is forecast to be maintained until 2050. [x]

Across the EU, the number of young adults (25-39 years old) will begin to fall in 2005, with the trend significantly accelerating after 2010 (-16% between 2010 and 2030). There are exceptions, notably Denmark, where there is a predicted increase of 2% in the 25-39 age group to 2030. The number of 40-54 year olds will start to fall in 2010. In parallel, the number of people aged 55 and over will grow by 9.6% between 2005 and 2010, and by 15.5% between 2010 and 2030, before falling sharply in turn. The working age population is expected to fall by almost 21 million in the next three decades.

Annexe 12 gives an overview of the ageing population for the whole of Europe, and Annexe 13 provides details on the population change in age groups in the regions covered by the NSR programme area. The decline in the population aged 39 and below is noticeable in most regions, and particularly pronounced in Germany, Flanders and the English regions. Other countries, most notably the Netherlands, Denmark, Sweden and Norway in those regions covered by the Interreg programme, have achieved an increase in the age group of 0-14. The increase in population aged 55 and older is however, of common concern to the regions, even if there are differences in scale.

The demographic change from 2010 onwards implies that the EU will experience many societal challenges: ever fewer young people and young adults, ever more older workers, pensioners and very elderly people (cf. Annexe 13). New ways need to be found to make better use of the potential of young people and older citizens. For example, companies will have to rely increasingly on the experience and skills of older workers, while having to actively prepare those younger than 55 to replace them. Currently, the employment rate for people aged 55+ is far below the European objective (40.2% versus 50%). [xi] The picture of the countries participating in the NSR programme is very diverse in this respect. Whereas the labour participation of those older than 55 is between 60 and 72% in the Scandinavian countries, the employment rate for this age group is significantly lower in Belgium, but also in Germany and the Netherlands (cf. Annexe 14).

Variation in the growth and ageing of the population within countries and regions is related to the extent of migration. Migration tends to reinforce natural population changes because the most mobile groups in the population are young. Areas affected by out-migration tend to lose young people in child-bearing ages and thus lose natural growth, and vice versa. The elderly in the EU are increasingly mobile, and many choose to move to another region or abroad. They are consuming more new goods and services and want to participate actively in social life. Many will want to continue working or combine part-time work with retirement. [xii]

'Young people are becoming a rare and yet undervalued resource', [xiii] and some experience more difficulty integrating into economic life. The unemployment rate for under 25s over recent years was significantly higher than for those aged 25 and over. [xiv] Their skills may not be in line with labour demand and the knowledge economy. [xv] However, Annexe 15 shows that again there are significant differences between countries in the NSR as regards the labour market participation of those aged 15-24. In particular, the Netherlands, but also Denmark, the UK and Norway stand out with high economic activity rates for the younger generation, whereas Belgium, Sweden and Germany show significant potential for improvement in this respect.

Households (headship rates)

Most European countries have for some years experienced a fall in household size. This has been caused by lifestyle choices (notably, childlessness and divorces) and is strongly reinforced by the changing age structure. Older households are more likely to be smaller households. Mobility too is likely to increase. Weak population growth will not reduce the growth in car use. However, work and education trips will be fewer and leisure travel more significant.

The result is that despite weak population growth the demand for new urban development is increasing and may be more dispersed from employment centres. [xvi] The polarisation tendencies tend to concentrate the demand for new housing around the growing metropolitan regions whilst more peripheral and old industrial areas may have a surfeit of housing. This effect is particularly marked in the UK with demand for housing far outstripping supply in the East of England whilst the North East of England has very low demand and housing market collapse in some areas. In 'shrinking regions' the problems are maintaining decentralised infrastructure and service provision. The nature of infrastructure and service needs is changing too: provision needs to be tailored more to the requirements of the 'third age'.

National and regional population migration

Migration between EU countries is decreasing in relevance, and is currently only around 0.1 to 0.2 percent of the population change annually. ^[xvii] Low migration levels within the EU are due to small differences in standard of living, but remaining language barriers and perceived negative side effects of freedom of mobility, such as loss of social networks.

While the population overall has been generally stable in Norway and Sweden, there are significant migration losses in the northernmost parts of the Nordic countries mainly to the southern part of the country. In the wider North Sea Region context, these trends are only mirrored by significant population migration from the East of Germany to the western part of the country.

EU enlargement has given rise to concerns about east-west migration and its impact on labour markets. ^[xviii] However, a recent study suggests that on average only around 220,000 people intend to migrate each year from the new Member States to western Europe over the next five years. The majority of these migrants will be young, well-educated, single and increasingly female. ^[xix]

Metropolitan areas and small towns accessible to the larger centres have tended to attract migrants from the extreme periphery, rural areas and 'mono-industrial cities' that have faced economic restructuring. In England this is particularly strong, with London attracting young skilled workers from elsewhere in the country particularly in the 19-29 age groups. But out-migration from London is also very high in the 30+ age groups, mostly to adjacent regions including the East of England. ^[xx] In Scandinavian countries too, migration remains dominated by the movements from peripheral regions and traditional industrial areas, towards metropolitan zones.

A general process of counterurbanisation has been underway since the 1980s, which is the de-concentration from the large conurbations. In England for example, each district type gained population from net migration from all the levels in the urban hierarchy above it and recorded net out-migration to all those below it. ^[xxi]

Large-scale migration tends to be mainly influenced by differences in the economic and labour market situation, whereas small-scale migration (suburbanisation effect) is mainly influenced by differences in housing quality and quality of life aspects.

International migration

In 2003, the UN estimated that only around 3% of the world population (175 million people) are living outside their own country. Reasons for migration can be divided into one third each for work-related reasons, for family reasons, and to seek refuge. ^[xxii]

The majority of immigrants to the EU originate from Third World countries (including asylum seekers) and their destinations are mostly metropolitan areas. ^[xxiii] For the UK, the Commonwealth is the most important source. In Europe, flows of migrants from central and eastern Europe have declined whilst Turkey and Maghreb are now the main origins, especially to areas with a strong demand for inexpensive labour in agriculture, tourism and industry.

Annexe 16 gives an overview of the net migration gains in the countries around the North Sea. Germany and the UK have in 2002 been by the largest recipient of international migrants overall, though relative to the size of the population the UK and Sweden have recorded the highest relative level of net migration. ^[xxiv]

There is rarely direct competition between immigrants and local workers, because migrants primarily occupy jobs at the higher and lower ends of the market, often in work that nationals are either unable or unwilling to take. The perception that migrants are often a burden on host countries has been refuted by recent research. In the UK, for example, migrants contributed US\$ 4 billion more in taxes than they received in benefits between 1999 and 2000. For the 'source' countries, remittances and the contribution of newly acquired skills and

education of returners are an important contribution to development strategies in the home countries of many migrants. Trends suggest a greater movement towards circular migration, with substantial benefits to both home and host societies. [xxv]

Competition between EU countries for attracting young skilled labour will increase, and is already evident for health workers. [xxvi] However, the supply may fall with harmonisation of incomes and decline of population in neighbouring eastern countries. Retirement migration has also become more significant, particularly the flows from northern Europe to tourist areas in the South^{xxvii}. Within North Sea countries, retirement migration to coastal areas or parts of the territory of outstanding landscape value can be observed.

Today, debates about migration policy have become focused on three propositions. The first proposition is that replacement migration will be needed to cope with population ageing and demographic shortfalls. The various scenarios are supply-side based and take no account of skill requirements. The second is that a global market in migrants exists where immigration is regarded as an engine of economic growth. Human resource skills are perceived as national economic resources for which countries are in competition. The third is that for various reasons specific skill shortages have emerged which are holding back economic growth and the improvement of public services. The shortages are caused partly by excess demand for new types of skills, partly by such supply side constraints as inadequate training and poor retention. [xxviii]

Current trends suggest that while international migration offsets the decline in natural population growth and the ageing population, it will be insufficient to address forecast labour shortages. In order to maintain active population levels, the EU would need between 750,000 immigrants (2005) and 2.7 million (by 2050) each year, or even more if the goal was to maintain the labour force. [xxix]

Given these trends, economic reforms such as modernising pension systems, and raising the retirement age are being considered some countries. [xxx] There is some variation on reform with expected changes on pension and retirement age in some countries, whilst others such as Denmark do not think them necessary. Immigrants also have implications for the housing sector in the host countries. In the early stages of immigration most migrants will rent their accommodation. Single labour migrants, especially the young, may share accommodation, lessening the cost to the individual but at the same time pricing families out of the rental market. Family migrants require larger accommodation than single labour migrants, while asylum seekers may be provided with housing through government dispersal schemes. Given that larger urban areas are the dominant destination for most immigrants, it is here where the effects are most pronounced. Implications may be nationality concentrations where particular national groups work for certain employers or because of existing migrant concentrations, the requirement for larger family accommodation, local concentrations of students in certain cities and zones within them, and multiple occupancy. [xxxi] At a time of growing resistance to migration in some receiving countries, concerted efforts are needed to better integrate international migrants into society and the labour market.

5. The consideration of demographic change in EU, transnational and national policy documents and programmes

Summary:

- Demographic change and migration is being given increasing attention in EU policy, mainly due to the expected negative impacts of ageing and decline of the labour force on the 'European social model' and economic competitiveness objectives.
- The Green Papers on Economic Migration and Demographic Change set out the main challenges for Europe and suggest appropriate responses in collaboration with the member states.
- National and regional spatial strategies give limited attention to the spatial implications of demographic trends. They have only recently begun to pay more attention to the effects of demographic change on their spatial structure.
- Numerous relevant studies are underway in all countries covered by the North Sea Region, demonstrating a growing awareness and understanding of the issues.

This section presents the results of a review of EU, transnational and national policy documents.

5.1 The changing EU policy context for challenges arising from demographic change

The policy options of the European Spatial Development Perspective (ESDP) are reflected in the North Sea Region Interreg IIB Programme and will be well known to readers. More recent policy developments at the EU level will also influence future territorial co-operation programmes, particularly the Lisbon Strategy (2000). [xxxii] The Strategy established a new strategic goal for the Union

to become the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion (p.2).

The main components of the strategy are more concerted action on developing the knowledge economy, information society and R&D, investing in people and addressing social exclusion. At the heart of the strategy is the need for improved co-ordination of policy and action at all levels, but the territorial dimension and demography are given very little attention. The emphasis is on sectoral investments, the completion of the internal market through liberalisation and other policies, and increased attention to education and training for employment.

The Gothenburg Council (2001) [xxxiii] agreed on the Communication on Sustainable Development [xxxiv] and added a third, environmental, dimension to the Lisbon Strategy (in addition to economic and social renewal). It reiterates the need to decouple economic growth and resource use and identified four priorities: climate change, transport, public health and natural resources. Again the territorial dimension is given limited attention except for extensive consideration of necessary changes to transport policies. However, a study is underway under ESPON [xxxv] which proposes further specification of the territorial dimension of the Lisbon-Gothenburg Strategy.

Both the Lisbon and Gothenburg strategies discuss the need for a comprehensive approach to meet the challenges of an ageing population, although these challenges are predominantly understood with regards to the economic and social cohesion agenda. Migration aspects of demographic change are only considered in the context of illegal immigration.

Since 2000 structural funding has been directed to supporting Lisbon priorities including innovation and entrepreneurship, and trans-European transport, energy and

telecommunications networks. Nevertheless, the Third Cohesion Report [xxxvi] concludes that wide disparities in wealth, employment and social conditions persist across the EU as a result of 'structural deficiencies in the key factors of competitiveness - ... physical and human capital, innovative capacity, business support and blighted urban and/or rural environment'.

The 2004 review of the Lisbon Strategy [xxxvii] called for a more energetic implementation of the Agenda through integrated strategies. Most relevant to the study of demographic change are commitments to improving investments in knowledge and training; investment in transport to 'open up' more areas for investment (and which may influence migration) and broadband networks.

The importance of the demographic challenge for achieving the Lisbon Strategy has been emphasised by the report from the High Level Group chaired by Wim Kok. The report warns that ageing could cause potential annual growth in GNP in Europe to fall from 2-2.5% today to 1.25% in 2040. It calls for action to involve more women, younger and older people in the labour market and the modernisation of social protection systems.

The Presidency Conclusions of the Brussels European Council [xxxviii], addressed demography and the Lisbon strategy (in response to calls from states such as Germany and Sweden) and considered a 'European Pact for Youth', and invited the Commission to prepare a policy on legal migration in support of the knowledge economy.

In 2005 the Commission published two Green Papers on *Economic Migration* [xxxix] and *Demographic Change* [xl]. These are important statements for this study and a longer summary of their contents is given in Annexes 17 and 18. The first discusses the value of a common framework for admitting economic migrants in the context of increasing global competition to attract migrants [xli] and the need for immigration to meet labour specific skill demands in the EU. Currently each member state determines its own volumes and rights of admission, but these decisions affect other countries because of intra-EU mobility. The Paper presents options on the form of any future legislation: harmonisation of conditions of entry; sectoral legislation on seasonal, contract service suppliers and other categories; and a common fast track procedure to admit migrants to fill specific skill gaps. One important question is whether immigration should be restricted to an 'economic needs test' or whether a more flexible system should be adopted.

The 2005 EU Green Paper on Demographic Change starts from the three main trends: increasing life expectancy; growth of workers over 60 years age; and low birth rates; and the overall impact on increasing dependency ratios. It says that the Lisbon target of 70 percent activity rate will need to be exceeded to compensate for the trends. It also considers the need to increase productivity, increase labour mobility, and immigration; and the type of co-ordinated actions that might help to deliver them. Among a very long list of issues, the Paper raises the question of whether the Structural Funds should take better account of demographic trends. It concludes with three priorities: returning to a situation of natural population growth; ensuring a balance among generations and addressing the funding going to pensions and health; and support for young people.

The 'Community Lisbon Programme' [xlii], which was published in 2005, re-emphasised the concerns about the impact of the decline in the size of the workforce on the EU's economic performance and on the increase of age-related expenditure. The Programme sets out a suite of actions, all aimed at increasing growth and employment, as well as tackling the concerns related to demographic change. Besides the initiatives mentioned above, the proposals for 2006 include a Directive on the recognition of professional qualifications, a European Qualifications Framework to facilitate occupational and geographic mobility, a Lifelong Learning Programme and a 'Youthpass' as a tool for recognising youth work and informal learning.

There are numerous other significant EU policy documents but they pay little attention to demographic issues. [xliii] EU Presidencies have considered both demographic issues and the need for a stronger dimension to the territorial development aspects of the Lisbon Strategy, but many connections remain to be made. [xliv]

At wider EU level, the Council of Europe has since 1998 followed a migration management strategy, which is based on four integrated principles: *orderliness*, to develop a set of measures able to manage migration in an orderly manner; *protection*, to provide an appropriate capability for protection and for dealing with disorderly or sudden movements; *integration*, to provide an environment conducive to integration; and *co-operation*, to engage in dialogue and co-operation with sending countries. [xlv]

5.2 The consideration of demographic change in the current INTERREG IIIB North Sea Region programme

NorVision – A Spatial Perspective for the North Sea Region (2000) discusses demography mainly in relation to growing internal migration and immigration, growing social and ethnic segregation in cities, rural-urban migration and challenges arising from a changing population structure (e.g. ageing population, smaller household sizes). The Vision statements largely present policy responses for urban and rural areas separately, although there is increasing recognition (as in the ESDP) that the effects of demographic change on different parts of the territory are interlinked. Four of the 'Vision Statements' deal with urban areas, and two with rural areas, but demographic effects are only explicitly mentioned in Vision Statement 10 which states that 'rural populations shall have a chance to benefit from general economic and social progress without being forced to migrate to other regions as a reaction to lost access to adequate service, education, job and cultural facilities' (p. 42). Thus, a decent provision of health, social and administrative and general supply services is seen as being essential for the vitality and attractiveness of rural towns and their surroundings; especially for groups that depend on nearby service provision like young families, the elderly or non-car owners (p. 42).

The *INTERREG IIIB North Sea Region Community Initiative Programme* pays more attention to demographic challenges, particularly the great differences in population densities across the cooperating regions (North-South divide); the increasing regional differences at all scales; and the resulting land use change pressures and environmental impacts in receiving areas and service provision in sending areas. The challenges are mainly taken up in Priority 1 on 'transnational spatial development strategies and actions for urban, rural and maritime systems in the North Sea Region' (see the Programme Complement, chapter 6). Other measures are relevant, for example, measure 3.2 on the innovative promotion of natural assets and cultural heritage, promotes rural diversification to reduce outward migration in peripheral areas; and measure 3.4 is concerned with the impact of increasing population in coastal areas. [xlvii] The mid-term evaluation of the Interreg IIIB North Sea Region (2004) pointed out that priority 1 was progressing according to plan. [xlviii]

Four projects have a strong interest in demography. [xlviii] The approved projects concentrate on counteracting the effects of demographic change, but there is less consideration of the underlying causes and the need for comprehensive and integrated strategies to address demographic change.

5.3 The consideration of spatial challenges from demographic change in national and regional plans, programmes and studies

The *Program for the Co-operation of the Nordic Council of Ministers on the Issues of Labour Market and Working Environment 2001-2004* [xlix] highlighted the critical need for highly skilled workforce, future decline of new labour into the Nordic labour market; and the need for policies to maintain staff in the labour market for longer (retirement behaviour), to better integrate young people into the labour market; to deal with those that feel excluded from working life; to promote new ways of working such as teleworking or 'distance working'. A recent study by Nordregio has pointed out the particular problems experienced in smaller labour markets, and emphasised the need for 'new economy' jobs. [l] Other studies by the Nordic Council [li] have noted the problems of age discrimination, the limited impact of policies on increasing activity rates and thus the need to tackle shortages through

immigration. [lii] However, migration from the Baltic States into the Nordic labour market is likely to be more limited than expected because mobility will more often be in the form of temporary 'work experience abroad'; and because living conditions in the Baltic countries are improving rapidly. [lii]

Only national and (wherever appropriate) regional plans and policy documents published since 2000 consider more fully the challenges of demographic change. [liv] Before then population was considered in relation to its general distribution, forecasts of growth, the resulting demands for housing land and the implications for urban sprawl and containment. There are few references to current key issues and policy responses other than housing provision. [lv] The strong connections to transport policy and the co-ordinative role of spatial planning are not fully recognised. [lvi] There is even less recognition of the potential for a transnational approach, even in the most recent policy documents, where for example, international migration is discussed in terms of competition among countries.

More recent documents address specific aspects of demography according to the 'urgency' of the issues. The Netherlands is less affected by population decline at present and the *Nota Ruimte* [lvii] concentrates on policies to provide sufficient land to accommodate natural growth; the balance of the population within the territory; and social aspects such as housing for socially-disadvantaged. There is surprisingly little attention to the dynamics of demographic development.

The UK parts of the North Sea Region programme have comparatively stable populations and again, there is little consideration to demographic change and the need to cater for the needs of 'shrinking areas' [lviii]. However, London and the South East (outside the NSR programme area), give much more attention to demography because of high levels of international immigration and turnover of population. [lix] London accounts for most of the international migration in England with spillover effects to the North Sea regions. [lx] A new 'inter-regional' policy document: *Midlands Way: SMART Growth* (2004) addresses a mixed picture of loss of young skilled workers, international in-migration to core cities and growth in attractive rural areas. [lxi] Elsewhere in England, demography is an issue for areas losing population in the north and the collapse of housing markets in particular areas. [lxii]

The *National Planning Framework for Scotland* (2004) notes the falling and ageing population (notably the Western Isles, Inverclyde, Glasgow and Dundee and central cities) but also some growth in West and East Lothian, Stirling, Perth and Kinross. Policy considerations are about the effect on the housing market and increasing demand even where populations are not growing; and migration within the UK which follows the general pattern of 15-34 year olds moving to south east England and in-migration of over 45 year olds. Reference is made to raising activity rates, flexible working beyond retirement age and more in-migration resulting from EU enlargement; but no concrete measures are proposed. Scottish policy also considers implications of ageing on education, health and social services and entrepreneurial activity. [lxiii]

Countries affected more significantly by demographic change pay much more attention to these issues in more recent policy documents. The Norwegian *Stortings melding 'om Regionalpolitikken'* (2005) notes the comparatively even distribution of population may be under threat with cities gaining in population in comparison to the rural areas; the decline of the workforce; and until 2020 a reliance on immigration for a 10% expected population growth. Co-operation with neighbours on these issues, especially Sweden, is specifically mentioned.

As well as policy documents, there are many relevant studies in the NSR. [lxiv] The study *Danish Labour Market and Labour Market Policy* (Danish Economic Council, 2002) notes the issues of ageing, falling labour supply, lower regional mobility and internal migration though does not consider these as threats to the standard of living overall. *Trends of migration to and from Norway and the situation of immigrants in Norway* (2003) notes immigration into Norway is increasing significantly while out-migration has fallen. The highest unemployment rates are among immigrants, now predominantly originating from Africa, Asia and Russia.

Challenges From Demographic Change For Spatial Development In Germany (2004) notes the seriousness of population decline, the insufficient immigration rates to compensate and the threat to the objective of equality of living conditions across the territory. East Germany has a particular problem of population decline and ageing, and the service provision implications. Areas of immigration face problems of integration. The document discusses many possible actions and the need for more 'self-help' in the context of public resource constraints; and calls for more monitoring of demographic change and its spatial impacts. [lxv]

The German federal states and local authorities covered by the NSR programme area are also all strongly engaged in discussions on the impacts of demographic change on their territories. The 'Metropolitan Region' Hamburg has recently adopted the *Leitbild* "Growing City" and has started wide-ranging discussions and a series of workshops on, for example, the future of infrastructure and service provision in the region. [lxvi] The subject is also given increasing attention in the private sector because of the likely consequences of demographic change for the economic performance. One of the German banks, for example, published in 2004 a study entitled "Is Northern Germany dying out? Consequences of demographic change for the economy". [lxvii]

In Flanders, the Statistical Office has recently launched a study on the impact of demographic change in Flanders, and the Spatial Planning Division in the Flemish Ministry are planning to launch a study on the spatial impacts of demographic change later in 2005. Work is currently underway on four spatial scenarios for the Netherlands up to 2040, and demographic changes and their effects on the housing and labour markets play an important role in these. [lxviii]

Regional Futures: England's regions in 2030 (2005) notes the relatively strong growth of England's population by 11% over the next 25 years, but also that most of this will be in London and its neighbouring regions (55% of additional households will be located in London and the South East [lxix]) with a small decline in population expected in the North East of England. The trends reinforce the strong position of the South East and regional disparities in economy and land use change. England has a very strong international in-migration (158,000 per annum) of which London accounts for about half. Although economic reasons are the main driver for in-migration, only 40 percent is definitely work-related. Several studies have also been published in the UK recently on the trends in international migration and the effects on the labour market. [lxx] There has been a steady increase in immigration to the UK, with a net gain to the UK population of some 1.2 million people between 1981 and 1999. London and Birmingham are the main destinations for foreign immigrants. The majority of foreign immigrants to the UK are younger than 35 years, students have become the biggest group among economically non-active migrants in the 1990s. Their youth clearly has labour force implications both immediately and in the longer term if family formation and expansion take place. [lxxi]

In summary, national and regional plans and programmes overall have so far given surprisingly little consideration to the spatial implications arising from demographic change. It may be that planning systems are generally much better equipped to deal with the management of growth instead of decline, and that population growth and its effect on greenfield land take are of more priority. There is a lack of certainty about the nature of, and factors that drive, demographic change, in particular migration movements (both intra-European and internationally). In the overwhelming majority of regions covered by the NSR, relevant studies have been commissioned at national, regional and local levels over recent years that deal with the spatial impacts of demographic change and migration, and which demonstrate an increasing awareness of the issues. However, no cross-border initiatives on demographic change and migration along the borders of the countries involved in the NSR programme have been discovered during the course of the study.

6. *What are the main spatial challenges related to demographic change for the North Sea Region?*

Summary:

- Several main spatial challenges from demographic change and migration can be identified, and many of these might benefit from transnational cooperation. For example:
 - To support an increase in fertility rates through the provision of appropriate and affordable housing, and relevant infrastructure (such as crèches or day schools) which allow families to combine family and work commitments.
 - To respond to the spatial challenges from an ageing population, including changing housing, public transport and leisure requirements.
 - To respond to spatial challenges from national and regional migration, such as polarisation effects in urban areas and depopulation of peripheral areas
 - To harness the magnetic effect on international in-migration of the major global cities, particularly London, for the benefit of the NSR.
 - To identify ways to make places more conducive to the economic and social integration of international migrants
 - To respond to the spatial challenges from retirement migration, such as housing market effects and infrastructure requirements.
- Spatial planning can play an important co-ordination role to shaping the provision of infrastructure and services across sectors making best use of information and communications technologies.
- More needs to be known about the NSR specifics of demographic change, including the connections among regions, and this could be done through a NSR network of demographic researchers and practitioners and a common spatial monitoring system.

The fundamental changes taking place in population structures and migration patterns across Europe drive demands for land use change, travel and access to services and infrastructure.

Many of the challenges arising from demographic change are spatial; they vary in their effects in different places and there is a strong relationship between what happens in one place and what happens elsewhere. Growing and 'shrinking' areas co-exist. The effects of an ageing population are generally more strongly experienced in rural and peripheral areas, while the metropolitan areas continue to attract younger people; and these processes are connected. The current policy approaches tend to be sectoral, addressing for example, social, health, employment, economic, education and land use policy separately. There is a need to explore the potential role of spatial planning to provide a framework for the co-ordination of action in policy sectors.

The spatial development implications of demographic change are sometimes self-evident and sometimes not. For example, population increase is obviously associated with increasing demand for housing, but such demand may also be experienced in particular parts of regions suffering from population decline. Some examples of the primary ways that demography is related to spatial development and planning are illustrated here.

The low birth rate and decline in population is expected to have significant adverse effects on the productivity of economic systems. Policy responses are often sectoral such as social, family and employment policy supporting increasing flexibility of the labour market in order to allow young parents to combine their careers with children. There is a relationship to spatial planning policies in the spatial distribution of services and quality of environments for family

life. Population decline also leads to problems of maintaining the capacity of services and facilities, notably, public transport, trade and services, social and cultural infrastructure, energy and water supply.

The effects of population decline are exacerbated by ageing of the population, the dimensions, the critical nature of which has been explained above. The challenge to economic competitiveness objectives has a spatial development dimension. If one solution is to increase activity rates of people aged 55 or more then there will be implications for accessibility of jobs, housing provision, environmental qualities and the provision of services and other related infrastructure. As an ageing population makes increasing demands on particular services such as tourism, health and cultural facilities, there will be a consequent increase in certain forms of traffic. In the longer term, there may be an increase in demand for 'life time' homes and bungalows as well as various forms of sheltered housing schemes. Conversely, the ageing of the population, together with lifestyle changes, are expected to lead to a relative fall in demand for larger family homes and houses with access difficulties. There is an increasing demand from the more affluent elderly for second homes or holiday lets, though this is likely to change for future generations of pensioners who are likely to be less well off financially. The ratio of older people who are economically active and those who are not will have a critical effect on how these effects are experienced.

Spatial development change associated with ageing will be particularly acute in 'retirement locations' where employment and commuter links will be less important. Concerns about the quality of schools will be replaced by concerns about the spatial distribution and quality of health provision; night clubs and gyms may be replaced by adult education, golf courses and walks. There are indications that more and more fit and healthy pensioners might return to city centres in order to have easier access to social and cultural facilities than is possible from the suburbs or more rural areas, where they had brought up their children before. This presents potentials for city centre regeneration and brownfield development. For example, the trend in Denmark, and increasingly in Germany, is away from building homes for the elderly to more appropriate housing and independent living for older generations. 'Lifetime' or 'generation housing' are increasingly considered as a means to encourage community thinking in areas with a mix of different age groups.

Addressing the economic impacts of demographic change requires greater occupational mobility. Higher productivity assumes an even more important place in economic reforms which in turn has implications for spatial development. Research and innovation will be of increasing importance. Education will need to respond to both the requirements of the knowledge society and more flexible life-long learning, and with more flexible pathways for younger people. In sparsely populated areas, remote or distance learning, working and service delivery is needed. The spatial relationship of education facilities, employment and population will become increasingly important, especially in the context of the knowledge society.

More general migration movements described above and their polarisation effects create problems in either providing or maintaining infrastructure together with services and cultural activity. Even where there is a steady population, the tendency towards smaller (often single) households increases pressure for new development. Elsewhere there is surfeit of housing and often excessive demand and market collapse can exist within the same region. Relatively local migration may be part of the explanation. Suburbanisation and counterurbanisation are manifestations of the problem with pressure for development on the fringe of metropolitan areas and small towns in accessible rural areas whilst neighbourhoods in the city or other towns in competition, suffer from abandonment. Differences in housing quality, the quality of life and perceptions of the quality of places will be critical.

The polarisation and depopulation tendencies imply that the provision of infrastructure in sufficient quality and quantity to all parts of the population in all parts of the territory in manageable distances will be a significant challenge in the near future. Transnational and cross-border cooperation may help to improve accessibility to services and infrastructure (such as health, care, education), especially in rural and more peripheral parts, independent of the location with relation to the administrative boundaries. New information and

communications technologies may help to overcome geographical distances and provide online services.

The concentration of international in-migration in the metropolitan areas may contribute to traffic congestion and high demand for housing and other infrastructure where they are already most under pressure. In-migrants tend to concentrate in particular areas with the associated problems of social segregation, concentrations of poverty and integration into society.

Questions about the relationship between population change, housing and infrastructure are the stock in trade of planning. But increasing attention is also directed to the contribution that public policy can make (including spatial planning) to the problems of low reproduction rates. As well as seeking to match population characteristics and infrastructure, planning policy and action also needs to address its potential contribution to raising fertility levels, increasing economic productivity, stabilising internal migration and attracting highly qualified immigrants. These are difficult questions and there is much potential for collaboration on these issues.

At the national and regional scales, there appears to be little recognition of the transnational and European interdependencies of demographic change. Yet, growth in population (as in London, the South East of England and the Netherlands) will have clear implications for other countries, be it through extended (transnational) commuter patterns, prompted by lack of affordable housing in growth areas, or through subsequent out-migration of other age groups.

Spatial planning relies on population projections which are based on past trends. There is little information available on the European effects related to migration and immigration. There will need to be better recognition of the dynamics of population, including a transnational spatial monitoring system on international migration and intra-European migration. The very uneven spatial development that results from demographic change and migration, including the strong pressure on greenfield land and environmental capacities in metropolitan and city regions, requires urgent responses. Spatial planning policies have tended to concentrate on the management of growth whereas in future they will also have to address more centrally the co-ordination of decline, especially in depopulating areas.

The effects of demographic change cut across many sectors of government policy. Spatial planning can play an important co-ordination role to shaping the provision of infrastructure and services across sectors. More needs to be known about the NSR specifics of demographic change, including the connections among regions, and this could be done through a NSR network of demographic researchers and practitioners and a common spatial monitoring system.

Despite the self-evident international dimension of demographic change, transnational co-operation is rare on the subject. In future, better cross-sectoral integration and co-operation between the private, public and voluntary sectors will be needed. Many of the economic and social implications of and policy responses to demographic change could be usefully addressed and co-ordinated through transnational co-operation on spatial planning. The next section addresses this question.

7. To what extent could transnational cooperation meet the main spatial challenges related to demographic change and migration for the North Sea Region? Which of the challenges will benefit from transnational cooperation within the North Sea Region?

Summary:

- Key actors agree about the significance of demographic trends for spatial development and the economic and social development of the NSR.
- Most issues arising from demographic change are not specific to the NSR. They are not transnational in the sense of requiring co-operation for their resolution although there is agreement about the value of transnational co-operation for sharing experience and thus contributing to addressing the challenges.
- Many potential benefits from co-operation were identified including helping to explain the spatial development implications of demographic trends and the impacts of previous and current policies; addressing the problem of affordable housing; developing planning tools for incorporating long range demographic issues; matching service provision and needs; creating adaptation strategies for areas of declining population; learning about how to integrate international in-migrants; and developing planning approaches to the problems created by second homes and retirement migration.

Interviewees agreed about the importance of demographic change for the countries and regions of the NSR, but there was much uncertainty about the nature of the problem (or opportunity); how spatial planning may contribute to both the problem and its solution; and the relevance of transnational co-operation in the NSR. They recognised that most investigation and policy concentrates on the national and regional levels and welcomed the EU level approaches. However, the use of the NSR region to address demographic issues was thought to be inappropriate because it is too diverse and would be an arbitrary definition for these purposes.

Most experts believe that it is difficult to identify NSR-specific issues on demography. There is considerable variation among the regions and indeed within them with areas of growth and decline in close proximity in the same region. Most of the big influences on the region are either national in character (for example, rural to metropolitan migration) or stem from outside the NSR. Interviewees suggested that the main geographical demographic divide in the EU is north-south with the northern regions generally having better fertility, more young migration and greater rates of household formation. It is apparent that there are considerable differences in perspective on demographic change in the regions – with some seeing it as a problem of predicting the changes so as to better provide for them and making the most of the opportunities that arise, whilst others want to intervene so as to influence the nature of demographic change.

Almost all interviewees suggested that co-operation could assist only through the exchange of experience and comparison of good and weak practice in policies that influence demographic change. There was wide recognition of the considerable value of this form of co-operation at regional and municipal levels in helping to improve understanding of the relationships between spatial development and demographic change in both urban and rural areas, and in reducing competition among regions.

Despite the uncertainty about the ‘transnational’ nature of demographic issues across the NSR, interviewees were able to identify many potential benefits for co-operation on exchanging experience:

- To address sectoral policy fragmentation and improve co-ordination of the spatial impacts of demographic change through, for example, explaining trends and their

spatial dimension and ensuring that service provision by different government departments is properly co-ordinated. This would include the release of land for development and review of the range of policies that impact on demographic change.

- To understand the impact of previous planning policies on demographic change and polarisation tendencies, through, for example, the release of housing land or planning constraints on growth; the effect of forms of housing provision and tenure on mobility; and the attractiveness, and quality of life of areas that may contribute to migration patterns and fertility rates.
- To address imbalances in housing demand and supply, particularly the provision of affordable housing, the lack of which has tended to reinforce the problem of low reproduction rates; and examination of the influence of different housing market conditions, tenure and tenancy situations (as for example in comparison of England and Germany) and other factors such as taxes on second homes.
- To assist in providing new planning approaches and tools for addressing areas of depopulation, as for example, in parts of Sweden. These would enable 'planning for decline' but also seize opportunities, for example, for improved environmental performance or tourism development.
- To promote and enhance tools for long range planning (as in Bremen) which address the consequences of demographic change for investment in and location of infrastructure such as schools and health services.
- To provide a better match of services for the characteristics of the population, whether declining, ageing or growing; promoting innovative ways of service provision; and addressing staffing problems (as in Skåne) through, for example, better integration of women into the labour market.
- To assist in the design of adaptation strategies for areas of significant population change and particularly those for maintaining services in rural depopulating areas (as being addressed by BBR Germany), for example, by evaluating use of information technology and housing clearance strategies or 'market renewal' in areas of low demand (such as Bremerhaven and parts of Yorkshire and the Humber).
- To explore the provision of shared infrastructure and services in areas affected by depopulation such as the 'flying doctor' initiative.
- To address issues raised by domestic migration, notably the migration of young and skilled people to metropolitan areas and ensuring more 'returners' to home regions (a priority in Scotland); maintaining the population of the (central) cities in opposition to the suburbanisation trends (as in Flanders); and assessing the potential for cross-border and urban-rural resource transfers to match migration and commuting.
- To address international in-migration issues, notably the integration of immigrants (especially in the Netherlands which has already been making comparisons with Denmark and Sweden); the impact of planning policies on the destinations and integration of immigrants (for example through housing supply) the potential benefits of linking immigrant communities across different parts of the NSR; and the value of relations with home countries including continued family immigration.
- To investigate the contribution of planning and the built environment to the attraction of highly qualified in-migrants and the better integration of international migrants into the social and economic fabric of host countries.
- To investigate the role of environmental, spatial development and local cultural factors in attraction and retention of highly qualified labour and the impacts of demographic change and long distance commuting on the built environment and traffic so a long distance commuting.
- To address retirement migration and second homes, especially to the coast, (which is a feature across much of NSR, for example, in Flanders, Germany, Scotland and

Yorkshire and Humberside) and the effect on housing markets, landscapes and the environment of the North Sea.

- To raise awareness of the impacts of demographic change through education and communication, and the provision of objective information on the linkages among economic prosperity, labour supply, demographic change and migration.
- To improve data monitoring and analysis in collaboration with other European countries and regions to support long term planning.
- To address the spatial, economic and societal impacts of the ageing population, notably care for the old and elderly in their own homes (as addressed in the SOPHIA pilot project in Bamberg allowing communication with care and health-workers in a nearby service centre and in Hattingen where modern technologies are used to encourage independent living).

8. Who are the key players and the crucial players that would benefit from participation in transnational cooperation on issues related to demographic change and migration, both within and outside the North Sea Region?

Summary:

- Most participants will be regional and local governments and particular the departments responsible for planning, but there is a particular opportunity in dealing with the cross-cutting issue of demographic change to involve other departments of government including those with, for example, responsibilities for employment, housing, immigration and tourism.
- Demographic change and particularly the migration aspects are of some controversy and as a result it is possible and necessary to engage political interests and community representatives into co-operation projects.
- It will be necessary to involve other countries and regions in co-operation projects where issues 'spill over' into neighbouring regions such as the South East of England or where there are other demographic connections such as with retirement migration to southern Europe.

Demographic change is a multidisciplinary, cross-sectoral issue and there is much agreement among respondents about the opportunity to bring other actors and agencies into transnational co-operation on spatial planning through this topic. In addition to regional and municipal planning departments, particular mention has been made of the opportunity to bring in national government departments and other agencies as project partners, for example, in projects exploring the provision of housing on the impacts of immigration, growth and decline; and for projects on the tourism impacts of the ageing population. Whilst all levels of government have been mentioned as potential partners on demographic issues, a number of respondents stressed the need to engage national government departments because of the importance of developing and applying policies at this level if they are to have any hope of shaping demographic trends, and the potential to join-up national sectoral policies on this cross-cutting issue.

This is also an area of considerable political interest and mention has been made of the opportunity to engage politicians and other community representatives into partnerships. This would be particularly valuable given that political policy horizons tend to fall well short of the very long-term horizons involved in demographic trends. However, there is also an important role for experts in research institutions and consultancies. This project has revealed that extensive research is underway on demography although consideration of the policy implications and the link with spatial development is not always strong.

A keen interest has been expressed to involve regions outside the NSR including the Baltic Sea Region (from Sweden) and Poland (from Germany). Partners in other countries have been suggested for particular topics, notably the south-western and Alpine regions on matters of retirement migration.

Neighbouring major cities have a great impact on the NSR (for example, London and Brussels) and it will be important that the programme recognises the need for and encourages their involvement in some demography related projects. Likewise, co-operation may be beneficial with some neighbouring regions to the NSR facing serious population decline that may affect regions within the NSR

9. What sort of activities/investments would be valuable to undertake?

Summary:

- Respondents could point to few specific investments and projects.
- There is a need to support background investigation and analysis of the spatial development implications of demographic trends to underpin new policy formulation; and to contribute to information and dissemination about the nature of demographic change and its implications for social and economic goals and migration.

Few specific areas of investment or projects were mentioned by respondents, although the issues raised above will suggest numerous examples. Two points were made by a number of respondents – the need for more co-operative action on background analysis of demographic change and the need for raising public awareness of the implications of current trends.

The main issue regarding investment was about the need for better information and analysis about the spatial development impacts of population change and the policy implications. This implies the need for research, some of which may be more appropriately targeted to the Research and Development Framework Programmes.

Of particular concern are the problems or low fertility and economic activity rates (particularly for women) in some regions. There is considerable spatial variation across the NSR. Some regions such as Hamburg have very low levels, others have fallen more recently and others have improved, as in Swedish regions. A number of respondents think there would be value in investigating the contribution of spatial development to fertility and economic activity rates, for example in the trends to increased commuting distances and difficulties of providing affordable housing (see below). The NSR could provide good opportunities for comparative investigation within one relatively small transnational region where many other factors are similar. There is a particular interest in Scotland and the Netherlands in learning from experience in Sweden.

Linked to this issue is the potential to improve the international co-ordination of activities of government departments and research institutes concerned with demographics, which generally concentrate on the national and regional picture. Respondents suggested a joint organisation or network that might undertake 'background studies' addressing important recent common trends, such as the very recent trend to increasing out-migration in the Netherlands. Joint action could make better use of data (which experts consider is generally good at national, regional and local levels), ensuring compatibility and improving information on migration connections between NSR and EU regions. It has also been suggested that this might develop into joint actions and policy on demographics and migration, although most respondents who mentioned this believed that it was not really viable. However, such background working would help in the suggested creation of 'demographic strategies' at the regional level.

A number of respondents mentioned the potential to use transnational co-operation to raise public awareness about demographic trends following up recent national actions as in the Netherlands. This would provide objective information about the shared nature of the practical long term impacts of demographic change that require action now, such as potential labour shortages and the critical relationships among ageing, fertility rates and labour immigration.

10. Is it necessary and feasible to address this topic for cooperation in a future territorial cooperation programme in the North Sea Region? In what way should the theme be formulated in order to get the most out of transnational spatial development cooperation in a new programming period?

Summary:

- There is little support for a separate category or measure on demographic change in a future co-operation programme.
- Questions have been raised about the feasibility and desirability of formulating strategies to influence demographic trends. Rather, emphasis should be on identifying and addressing the spatial development consequences of trends.
- The programme should ensure that projects in related areas such as housing, transport and tourism address demographic trends.

There are three key issues in relation to the question of how demography might be represented in a future co-operation programme: the potential for spatial planning to actively intervene in demographic change; the extent to which there is a distinctive NSR characteristic to demographic change; and the transnational nature of the trends.

Many key actors raised fundamental questions about the both the feasibility and desirability of influencing demographic change through public policies, especially at the transnational scale. Many were particularly sceptical about the potential to counteract demographic polarisation and depopulation tendencies. Alternative perspectives were presented about, on the one hand, the need to forecast and anticipate change which should then be reflected in policies and investments, and on the other, the potential to actively shape or manage demographic change. Most respondents took the former line.

Respondents agreed that demography is of great topical interest but almost all found it difficult to identify a specific NSR aspect that would warrant a separate section in the programme. Most believed that the NSR was not an appropriate 'region' for consideration of demographic issues although they may be indirectly relevant to other policy issues – such as the pressures on the shared North Sea resource through coastal development. They recognised that cross-border and European level considerations were valid.

Many respondents also believed that there was little transnational dimension to demographic change. Whilst it is self evident that certain aspects such as migration have an international dimension it was felt that most issues are of a national nature, for example, in Norway the impact of its unique geography on its population.

Therefore, there was little support for a separate measure devoted to demography. However, some respondents did see considerable benefit in sharing experience on policies and actions related to the spatial development implications of demographic change. This was not to downplay the importance of demography but rather to say that it is essentially a cross-cutting component of other issues. Therefore, the programme should ensure that demography (and relevant partners) is included in relevant programme areas. The list of topics given above where spatial development interacts with demography provides a starting point, but the critical issues are to do with economic development and labour supply; housing, and the provision of age-related infrastructure such as schools and care facilities.

A general issue of the difficulty of leading transnational co-operation projects was raised in the workshop. It was suggested that additional funding should be made available for lead partners, and that care is needed to ensure that the lead partner has sufficient capacity to undertake this role.

11. Conclusions and recommendations

Summary:

Demographic trends are critical for the future social and economic development of the EU and the North Sea Region, especially low fertility rates, the ageing of the population, tendencies to polarisation of growth and increasing international immigration.

The influence of demographic trends on spatial planning has been concerned hitherto mostly with accommodating population growth and decline but a wider range of challenges are now coming forward. Many of these are shared issues across the North Sea Region, although there is also considerable diversity in experience in particular regions.

Many challenges are of long standing, such as the need to consider impacts of population change on housing demand and affordability and the need for planning tools to address areas of population decline. Others will be less familiar, such as the relationship between spatial development and fertility rates and the transport and accessibility implications of an ageing population.

The implications of demographic change have led to increasing interest through studies and policy documents at the EU level. Many planning strategies in the NSR have only recently extended their interest in demographic change to encompass the findings of these studies. The depth of understanding of the spatial development implications of demographic change varies, and there is a need for more investigation of the role of spatial planning in shaping and responding to demographic issues such as fertility rates and migration.

Whilst there is considerable potential for the sharing of experience in tackling the spatial impacts of demographic trends, there is very little support for a separate element of a future co-operation programme based on demographic change. Rather, demography is a cross-cutting issue and its trends need to be addressed through projects dealing with other substantive policy fields including housing, transport, infrastructure and tourism.

We recommend that consideration of the implications of demographic trends should become a requirement for co-operation projects but not that a separate measure be created for this subject.

There is wide agreement that the future social and economic development of the EU and the North Sea Region will be critically shaped by demographic trends, especially the low fertility rates, the ageing of the population, the tendency for population growth to polarise and the increasing amount and significance of international immigration. There are significant implications for the Lisbon-Gothenburg Agenda in relation to the effects on the labour market and availability of skills.

Not all the effects are negative and it is possible to see positive opportunities in demographic change, for example, in the reduced pressure on certain natural environments and opportunities for increasing economic activity rates of women and older people.

The significance of demographic trends is well illustrated by the many recent research reports on the topic from the EU national and other sources, much of which is stimulated by the labour market implications. However, so far there is generally much more interest in the analysis of demographic trends than consideration of the policy implications. Traditionally, significant parts of the NSR have suffered from population decline, but recent studies emphasise that out-migration is usually of less significance than low fertility rates.

Spatial planning strategies do address demography but mainly in terms of managing the delivery of housing. Only the most recent strategies have given attention to a wider range of

spatial development implications. Planning strategies and current Interreg projects tend to address the problems of accommodating the impacts of demographic change such as the demand for infrastructure, rather than the causes such as low fertility.

There are many new spatial planning challenges arising from demographic trends, some of which are common across the North Sea Region, although there is also considerable diversity in experience. Many spatial development challenges are well known such as the need to consider impacts on housing demand and affordability and the need for planning tools to address areas of population decline. It is particularly important that the cross-sectoral nature of demographic change is addressed in planning strategies. Other challenges are less familiar such as questions about the contribution that spatial planning can make to raising fertility rates through contributing to the quality of the environment for families, and the transport and accessibility implications of an ageing population.

There are strong connections between demographic trends and spatial development but there is some variation in the depth of understanding of these trends. There is considerable scope for further investigation of these relationships, in particular the impact of spatial development on fertility rates and migration. There is also a need for wider dissemination and awareness raising of the consequences of demographic change both to politicians who will naturally focus on more short term issues, and the general public.

The spatial development issues arising from demographic change are not transnational in the strictest sense that they require co-operation among countries for effective action. What happens in North East England is not directly related to experience in Hamburg; they are both subject to wider global forces. However, many of the issues and policy responses are shared and there is considerable interest in exchange of experience particularly in tackling issues such as rural depopulation and retirement migration.

This study has found little evidence to suggest there is a distinctive NSR dimension to demographic change. There is considerable variation across the NSR in demographic characteristics and trends; indeed, there is sometimes great variation within regions. Whilst there are international connections shaping demographic trends they are not NSR specific. Many experts believe that there is no inherent logic in the boundaries of the NSR for addressing demographic issues (although they are entirely appropriate for other issues). There are very different perspectives about the main problems of demographic change which to some extent reflects the characteristics of regions, for example, in Sweden there is more concern about depopulation, whilst in the Netherlands a slowing of population growth is more welcome (at least in the short term).

Regions around the North Sea do share some common issues, but they are also shared by regions elsewhere in Europe and beyond. There is some interest in sharing experience, particularly learning from the actions taken in Scandinavian countries to address depopulation and support reproduction rates. Demography is a cross cutting issue and the implications of trends need to be addressed in other substantive areas, notably housing, transport, infrastructure and service provision, and tourism.

Recommendations

1. Future co-operation programmes should support the investigation of the spatial development implications of demographic trends, especially in relation to fertility rates, integration of migrants and the ageing population.
2. Consideration of the impacts of demographic trends should become a requirement for all relevant co-operation projects particularly those dealing with housing, transport, infrastructure and services, and tourism but that it should not be identified as a separate measure.
3. The NSR region should promote exchange of experience of its regions with other external regions with similar experiences and make full use of the flexibility to include regions outside the NSR in its projects.

NOTES

ⁱ ESPON 2006 Project 1.1.4: The spatial effects of demographic trends and migration. Final Report. March 2005, www.espon.lu

ⁱⁱ See for example, Government of South Australia (2004) *Prosperity through People*, Adelaide, Government of South Australia

ⁱⁱⁱ For example:

Bundesministerium für Verkehr, Bau- und Wohnungswesen; Bundesamt für Bauwesen und Raumordnung (2004) *Herausforderungen des demographischen Wandels für die Raumentwicklung in Deutschland*. Berlin, Bonn: BMVBW, BBR

BBR (ed.) (2004) *Raumordnungsprognose 2020 - Regionen und Städte im demographischen Wandel*. Informationen zur Raumentwicklung, Vol. 3/4, Bonn: BBR.

BBR (ed.) (2003) *Demographischer Wandel und Infrastruktur im ländlichen Raum – von europäischen Erfahrungen lernen?* Informationen zur Raumentwicklung, Vol. 12, Bonn: BBR.

BBR (ed.) (2002) *Internationale Wanderungen und räumliche Integration*. Informationen zur Raumentwicklung, Vol. 8, Bonn: BBR.

Leeson, G.W. (2002) *The Changing Face of the Population of Europe – Geographical Distribution, Urbanization, Depopulation and International Migration*. Stockholm: Nordregio

^{iv} Kocks, M. (2003) Demographischer Wandel und Infrastruktur im ländlichen Raum – von europäischen Erfahrungen lernen? *Informationen zur Raumentwicklung*, No. 12, pp. I-V

^v ESPON (2003). *ESPON in Progress. Preliminary results by autumn 2003*. Luxembourg: ESPON (www.espon.lu)

^{vi} CEC (2005) Communication from the Commission. Green Paper “Confronting demographic change: a new solidarity between the generations”. Brussels: CEC

^{vii} CEC (2005) Communication from the Commission. Green Paper “Confronting demographic change: a new solidarity between the generations”. Brussels: CEC

^{viii} CEC (2005) Green Paper “Confronting demographic change: a new solidarity between the generations”, p. 5.

^{ix} Eurostat’s forecast assumes a population of the EU of 458 million in 2005, 469.5 million in 2025, then 468.7 million in 2030 (cf. EC Green Paper (2004) *Confronting demographic change: a new solidarity between the generations*. Brussels: CEC).

^x Kocks, M. (2003) Demographischer Wandel und Infrastruktur im ländlichen Raum – von europäischen Erfahrungen lernen? *Informationen zur Raumentwicklung*, No. 12, pp. I-V

^{xi} CEC (2005) Green Paper “Confronting demographic change: a new solidarity between the generations”.

^{xii} CEC (2005) Communication from the Commission. Green Paper “Confronting demographic change: a new solidarity between the generations”. Brussels: CEC

^{xiii} CEC (2005) Green Paper “Confronting demographic change: a new solidarity between the generations”, p. 7

^{xiv} Unemployment rate of 17.9% for under 25s in December 2004, compared to 7.7% for those aged 25 and over (CEC 2005).

^{xv} In 2002, 16.5% of 18-24 year olds left school with no qualifications (CEC 2005).

^{xvi} Cf. Schlömer, C. (2004) Private households in the regions of the Federal Republic of Germany between 1990 and 2020. *Informationen zur Raumentwicklung*, No. 3/4

^{xvii} Kocks, M. (2003) Demographischer Wandel und Infrastruktur im ländlichen Raum – von europäischen Erfahrungen lernen? *Informationen zur Raumentwicklung*, No. 12, pp. I-V

^{xviii} Many old EU member states have therefore implemented transitional restrictions (of generally 2 years initially) for citizens from the new EU member states before they get full access to their labour markets.

^{xix} European Foundation for the Improvement of Living and Working Conditions (2004) *Migration trends in an enlarged Europe. Summary*. Dublin: Eurofound (<http://www.eurofound.eu.int/newsroom/migration.htm>)

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- ^{xx} ESPON 2006 Project 1.1.4: The spatial effects of demographic trends and migration. Final Report. March 2005, www.espon.lu
- ^{xxi} ESPON 2006 Project 1.1.4: The spatial effects of demographic trends and migration. Final Report. March 2005, www.espon.lu
- ^{xxii} Withol de Wenden, C. (2004) *The frontiers of mobility*. Migration without borders series. UNESCO
Salt, J. (2005) *Current Trends in International Migration in Europe*. Council of Europe CDMG (2005)2.
- ^{xxiii} ESPON 2006 Project 1.1.4: The spatial effects of demographic trends and migration. Final Report. March 2005, www.espon.lu
- ^{xxiv} CEC European Commission (2004) *Eurostat Population Statistics. 2004 Edition*. Luxembourg: OOPEC.
- ^{xxv} IOM International Organization for Migration (2005) *World Migration 2005: Costs and Benefits of International Migration*. No. 882. IOM
- ^{xxvi} Kocks, M. (2003) Demographischer Wandel und Infrastruktur im ländlichen Raum – von europäischen Erfahrungen lernen? *Informationen zur Raumentwicklung*, No. 12, pp. I-V
- ^{xxvii} ESPON 2006 Project 1.1.4: The spatial effects of demographic trends and migration. Final Report. March 2005, www.espon.lu
- ^{xxviii} Dobson, J.; Koser, K.; McLaughlan, G.; Salt, J. (2001) *International Migration and the United Kingdom: Recent patterns and trends. Final report to the Home Office*. RDS Occasional Paper No. 75
- ^{xxix} ESPON (2005) *In search of territorial potentials. Midterm results by spring 2005*. Luxembourg: ESPON.
- ^{xxx} CEC (2005) Communication from the Commission. Green Paper “Confronting demographic change: a new solidarity between the generations”. Brussels: CEC
- ^{xxxi} Council of Europe (2005) *European Population Conference 2005. Demographic Challenges for Social Cohesion. Session 3: Impact of migration on society and policies*. EPC (2005)S3.1. Strasbourg
- ^{xxxii} Presidency Conclusions of the Lisbon European Council 23 & 24 March 2000
- ^{xxxiii} Presidency Conclusions of the Göteborg European Council 15 & 16 June 2001, SN 2001/1/01 REV1
- ^{xxxiv} A Sustainable Europe for a Better World: A European Union Strategy for Sustainable Development: Communication from the Commission 15.5.2001, COM(2001) 264 final
- ^{xxxv} ESPON 2006 Project 3.3: Territorial Dimension of the Lisbon-Gothenburg Strategy, Second Interim Report, March 2005, www.espon.lu
- ^{xxxvi} CEC (2004) Third Report on Economic and Social Cohesion: A New Partnership for Cohesion, Convergence, Competitiveness and Cooperation, Luxembourg, OOPEC
- ^{xxxvii} CEC (2004) Delivering Lisbon: Reforms for the Enlarged Union: Report from the Commission to the Spring European Council, 20.2.2004 COM (2004) 29 final/2
- ^{xxxviii} Presidency Conclusions of the Brussels European Council 4/5 November 2004
- ^{xxxix} CEC (2005a) *Green Paper on an EU approach to managing economic migration*. Brussels: CEC.
- ^{xl} CEC (2005b) *Communication from the Commission. Green Paper “Confronting demographic change: a new solidarity between the generations”*. Brussels: CEC
- ^{xli} CEC (2005a) *Green Paper on an EU approach to managing economic migration*, p. 4.
- ^{xlii} Communication from the Commission to the Council and the European Parliament (2005) *Common Actions for Growth and Employment: The Community Lisbon Programme*. COM(2005) 330 final. [SEC(2005) 981].
- ^{xliii} The EU White Paper on Governance (2001) makes no reference to demographic challenges, and The EU Transport White Paper (2001) mainly considers demographic aspects in relation to illegal immigration, especially as regards maritime cooperation (e.g. the need for harmonisation of the civil liability of carriers at European level; strict control at the external borders).
- ^{xliv} The Conclusions of the Informal meeting of EU ministers on territorial cohesion (November 2004) observed that ‘the diverse potentials of the EU regions have not been sufficiently taken into account in

the Lisbon Strategy' so far, and argued that integrated spatial development approaches can enable regions to exploit their endogenous potential more effectively. The meeting 'emphasised the need for strategic projects linking national and regional spatial strategies for the Lisbon Agenda and extending cooperation beyond the new external borders (p. 2). A synthesis document on 'the territorial state of the Union' is proposed for 2005.

^{xlv} Salt, J. (2005) *Current Trends in International Migration in Europe*. Council of Europe CDMG(2005)2.

^{xlvi} With a view to the review of current Interreg IIIB cooperation areas in the context of the proposals for a reformed EU Cohesion Policy, a recent response to the German Federal Government to a request from the German Bundestag on "The North Sea as an economic area - Growth region with a future" [] pointed out that the North Sea Region covers rural and urban areas of very heterogeneous structure. Some areas are experiencing significant population increase, which goes hand in hand with an increase in economic and purchasing power, while other areas are experiencing development problems due to declining population. The response does not suggest any policy implications arising from these differences and challenges.

^{xlvii} This was with the exception of Measure 1.3, development and implementation of new urban-rural and inter-rural relationships, which had no projects approved at that time. This is an important measure for consideration of the spatial challenges of demographic change. The mid-term evaluation suggested that the countries with the highest population involved also had the highest number of projects. Arguably, this is related to capacity and governance issues, which put more rural or peripheral areas with low population densities at a disadvantage in participating in such a cooperation programme, and therefore possibly even enhances the urban-rural divide in the territory.

^{xlviii} These are: **North Sea Rural**: aimed at developing rural areas and preventing out-migration, by focusing on social and health services, transport and economic development (as key factors influencing out-migration); **URBAL**: aimed at increased recognition of the blurring functions and characteristics of urban and rural space, and the development of transferable, 'urbal' specific policies including the management of urban sprawl, economic development and healthcare; **SMARTLife**: aimed at tackling shortages of affordable housing in economically successful growth areas by supporting transnational cooperation on sustainable housing and construction techniques; and **TownNet**: a network of small towns to strengthen their economic development and trade links, providing better sustainable transport solutions, improving links to surrounding rural areas and enhancing their environmental potential.

^{xlix} Nordic Council, 2004

ⁱ Nordregio (2004) *Economic renewal and demographic change*. Stockholm: Nordregio.

ⁱⁱ E.g. "Facing a Baltic Invasion?" (2004); "The Ageing and the Labour Market in the Nordic Countries: A Literature Study" (2004).

ⁱⁱⁱ Cf. Virjo, I., et al. (2004) *The Ageing and the Labour Market in the Nordic Countries: A Literature Review*. Nordic Council of Ministers.

ⁱⁱⁱⁱ Brunowskis, A. et al. (2004) *Facing a Baltic Invasion?* Nordic Council of Ministers.

^{iv} Although there are exceptions, such as the RSS8 for the East Midlands (published in March 2005), and the Ruimtelijk Structuurplan Vlaanderen (2004), which do not include any direct reference to demographic issues.

^{lv} Cf. German *Raumordnungspolitische Orientierungsrahmen* (1992) and *Raumordnungspolitische Handlungsrahmen* (1995); RPG1 for the North East of England (1999); Sweden 2009 – A spatial vision (1995).

Sweden 2009, however, already makes some reference the increase in dependency ratio (elderly, children) in comparison to the workforce, as well as the expected fall in municipal income in the near future as a result of declining tax revenues and reductions in government grants (p. 8).

^{lvi} However, policy discussions on population decline and other challenges are more common in other areas of public policy, such as social and family policy, pension systems, employment, education and economic policies.

^{lvii} VROM (2004) *Nota Ruimte (National Spatial Strategy for the Netherlands)*.

^{lviii} There is no national spatial plan for England, and therefore a selection of regional spatial strategies and cross-regional spatial initiatives in England and the National Planning Framework for Scotland were analysed.

^{lix} The South East of England Plan (2005) [^{lix}], for example, is very concerned about the expected levels of growth the South East region, and how to accommodate the increase in population, especially given the general fall in household size.

^{lx} A full consideration is given to demographic issues in planning policy for the south east of England concerning the ageing population (especially in coastal areas) and also future labour shortages; provision of access to services and public transport; lifelong learning and investments in community infrastructure such as childcare, community centres, fire and rescue stations, leisure centres, libraries, police stations, social services facilities, waste and recycling facilities.

^{lxi} Emphasis is given in *The Midlands Way* to improving living conditions in suburban areas 'to improve their attractions and capacity to retain mobile households; (p. 35) and the potential to promote other business and cultural links between ethnic groups in the Midlands and their countries of origin promoting more international academic activity and integration

^{lxii} The 'Northern Way' (2005) document, an initiative of the Northern English regions, despite its new publication date, pays little attention to demographic issues. The document deals with various social and economic aspects of the housing market, the different needs of different population groups and the quality of urban-rural life in the Northern part of England, but it does not consider the impacts of demographic change on these aspects.

^{lxiii} The Scottish Executive has launched a 'Fresh Talent' initiative which seeks to encourage Scots to remain in Scotland and promotes Scotland abroad as an attractive place in which to live and work.

^{lxiv} e.g. RTPI Royal Town Planning Institute, UK (2004) *Planning for an ageing population*. London: RTPI.

Virjo, I. (et al.) (2004) *The Ageing and the Labour Market in the Nordic Countries: A Literature Review*. Nordic Council of Ministers

Brunowskis, A. (et al.) (2004) *Facing a Baltic Invasion?* Nordic Council of Ministers.

Hoge Raad van Financiën, Belgium (2004) *Studiecommissie voor de vergrijzing- Jaarlijks verslag*.

^{lxv} Federal funding has been made available since 2003 to fund pilot projects on 'infrastructure and demographic change' and 'adaptation strategies for rural/peripheral regions with serious population decline in the New Länder' in different German regions. Four main action areas are differentiated: adjustment of existing infrastructure; adjustment of the regional economic structure; societal rethink-processes; and adjustment of spatial paradigms and *Leitbilder*. See: <http://www.bbr.bund.de/moro>

^{lxvi} Cf. <http://www.wachsende-stadt.hamburg.de>

^{lxvii} HypoVereinsbank (2004) *Stirbt Norddeutschland aus? Konsequenzen des demographischen Wandels für den Wirtschaftsstandort*. Hamburg: Vereins- und Westbank AG (www.vuw.de)

^{lxviii} de Jong, A.H.; Hilderink, H.B.M (2004) *Lange-termijn bevolkingsscenario's voor Nederland*. Centraal Bureau voor de Statistiek, Rijksinstituut voor Volksgezondheid en Milieu – Milieu en Natuur Planbureau, Centraal Planbureau, Ruimtelijk Planbureau, Sociaal en Cultureel Planbureau, Nederlands Interdisciplinair Demografisch Instituut

Hilderink, H.; den Otter, H.; de Jong, A. (2005) *Scenario's voor huishoudenontwikkelingen in Nederland*. Milieu en Natuur Planbureau, ABF Research, Centraal Bureau voor de Statistiek, Centraal Planbureau, Ruimtelijk Planbureau, Sociaal en Cultureel Planbureau

Verkade, E.; Vermeulen, W. (2004) *The CPB regional labour market model: a tool for long-term scenario construction*. CPB Netherlands Bureau for Economic Policy Analysis, Free University of Amsterdam, Department of Spatial Economics.

^{lxix} Of a total of 188.000 additional households in England between 2001 and 2021. With regards to the link between international and domestic migration, an age-related 'ripple effect' can be observed: while many young people (20-29 years) both from within the UK and abroad move to London (70% of growth in 2003), from the age of 30 they tend to relocate to the South East and the East of England, which in turn tend to lose higher age groups to the South West, the East Midlands, Wales and Northern Ireland. In comparison, populations in the North are less likely to move. Indeed, due to the significant loss of over 30s to surrounding regions, the report comments that London has to 'refresh its intellectual capital' (p. 33) continuously.

^{lxx} Clarke, J.; Hogarth, J.; Salt, J. (2004) *Migration Policies and Trends: International Comparisons. Final Report to the Home Office*. Migration Research Unit, University College London

Salt, J. (2004) *International Migration and the United Kingdom. Report of the United Kingdom SOPEMI Correspondent to the OECD, 2004*. Migration Research Unit, University College London

Dobson, J.; Koser, K.; McLaughlan, G.; Salt, J. (2001) *International Migration and the United Kingdom: Recent patterns and trends. Final report to the Home Office*. RDS Occasional Paper No. 75

^{lxxi} Dobson, J., McLaughlan (2001) International migration to and from the United Kingdom, 1975-1999: consistency, change and implications for the labour market. *National Statistics, Population Trends*, No. 106, pp- 29-38



Interreg North Sea Region

Towards a new spatial agenda for the North Sea Region

Study 5 – Demographic Change

FINAL REPORT

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Annexe 1: Plans, documents and studies reviewed

Geographical level	Policy documents or programmes	Spatial analyses / projects
EU	<ul style="list-style-type: none"> • Third Cohesion Report • EU White Paper on Transport • EU White Paper on Governance • Lisbon Strategy • Gothenburg Strategy • Communication from the Commission: Green Paper "Confronting demographic change: a new solidarity between the generations" (March 2005) • Communication from the Commission: Green Paper on an EU approach to Managing Economic Migration (January 2005) 	<ul style="list-style-type: none"> • ESPON 1.1.4 report 'Demographic trends' • ESPON 2.3.2 report 'Governance' • ESPON Briefing and 'ESPON in progress'
Transnational	<ul style="list-style-type: none"> • North Sea Region INTERREG IIIB Community Initiative Programme • North Sea Region INTERREG IIIB Programme Complement • North Sea Region Mid-Term evaluation • NorVision (Interreg IIC) 	<ul style="list-style-type: none"> • INTERREG IIIB project: URBAL • INTERREG IIIB project: NS Rural • INTERREG IIIB project: SMARTLife • INTERREG IIIB project: Town Net
Nordic Countries	<ul style="list-style-type: none"> • Program for Nordisk Ministerråds samarbejde på Arbejdsmarkeds- og arbejdsmiljøområdet 2001-2004 (Nordic Council of Ministers Co-operation Program 2001-2004) 	<ul style="list-style-type: none"> • Brockett, S.; Dahlström, M. (2004) Spatial Development Trends. Nordic Countries in a European Context. Stockholm: Nordregio • Leeson, G.W. (2002) The Changing Face of the Population of Europe – Geographical Distribution, Urbanization, Depopulation and International Migration. Stockholm: Nordregio • Virjo, Ilkka (et.al.) "The Ageing and the Labour Market in the Nordic Countries: A Literature Review" Nordic council of Ministers (2004) • Brunowskis, Anette (et. al) "Facing a Baltic invasion?" Nordic council of Ministers (2004) • Nordregio "Economic Renewal and Demographic Change" (2004)

UK	<ul style="list-style-type: none"> • National Planning Framework for Scotland • Regional strategies/guidance: RPG/RSS 1 the Regional Spatial Plan for the North East; RPG/RSS 6 The East of England Plan (Draft); RSS 8 Regional Spatial Strategy for the East Midlands, 2005; RPG/RSS 9 The South East Plan: Regional Spatial Strategy for the South East (A clear vision for the South East) • The Northern Way • The Midlands Way: SMART Growth 	<ul style="list-style-type: none"> • RTPI (2004) <i>Planning for an ageing population</i>. London: RTPI. • Regional Futures: England's Regions in 2030, English Regions Network • Clarke, J.; Hogarth, J.; Salt, J. (2004) <i>Migration Policies and Trends: International Comparisons. Final Report to the Home Office</i>. Migration Research Unit, University College London • Salt, J. (2004) <i>International Migration and the United Kingdom. Report of the United Kingdom SOPEMI Correspondent to the OECD, 2004</i>. Migration Research Unit, University College London • Dobson, J.; Koser, K.; McLaughlan, G.; Salt, J. (2001) <i>International Migration and the United Kingdom: Recent patterns and trends. Final report to the Home Office</i>. RDS Occasional Paper No. 75
Netherlands	<ul style="list-style-type: none"> • Nota Ruimte (2005) 	
Germany	<ul style="list-style-type: none"> • BMBau (1993) <i>Raumordnungspolitischer Orientierungsrahmen</i>. Bonn: BMBau • BMBau (1995) <i>Raumordnungspolitischer Handlungsrahmen</i>. Bonn: BMBau 	<ul style="list-style-type: none"> • BMVBW, BBR (2004) <i>Herausforderungen des demographischen Wandels für die Raumentwicklung in Deutschland</i>. Bonn: BBR • Grosse Anfrage der Abgeordneten Wolfgang Börnsen, Dagmar Wöhrl u.a. und der Fraktion der DCU/CSU betreffend: „Wirtschaftsraum Nordsee“ als Wachstumsregion mit Zukunft (BT-Durcksache 15/4027)
Denmark	<ul style="list-style-type: none"> • Miljø & Energie Ministeriet (2000) <i>Landsplanredegørelse 2000. Lokale identitet og nye udfordringer</i>. København: Miljø- og Energi ministeriet 	<ul style="list-style-type: none"> • Danish Economic Council (Autumn 2002) <i>"The Danish Labour Market and Labour Market Policy"</i> • Danish Economic Council (Autumn 1998) <i>"The ageing population. Sustainable development. Chapter II: Ageing – A challenge to the welfare state."</i>
Sweden	<ul style="list-style-type: none"> • Swedish Board of Housing, Building and Planning (1995) <i>Sweden 2009. A spatial vision. Comprehensive Summary</i>. Karlskrona: Boverket 	
Norway	<ul style="list-style-type: none"> • Stortingsmelding nr 25 (8 april 	<ul style="list-style-type: none"> • SOPEMII (2003) <i>Trends of</i>

	2005) "om regional Politikken" (Norwegian Governmental Strategy paper on Regional Policy)	<i>migration to and from Norway and the situation of immigrants in Norway.</i>
Flanders (Belgium)	<ul style="list-style-type: none"> Ministerie van de Vlaamse Gemeenschap (2004) <i>Ruimtelijk Structuurplan Vlaanderen. Gecoördineerde versie.</i> Brussels: Ministerie van de Vlaamse Gemeenschap 	

Annexe 2: Analytical framework for the review of policy documents, plans and studies

Identification of challenges from demographic change for the North Sea Region until 2010

Please use this form to record the findings from each document reviewed. Also please submit any maps (or rough copies of maps) showing specific locations or areas where issues may apply.

Form completed by	
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Basic information on document analysed

Name of plan	
Date of publication	1999
Author organisation	
Status	Binding plan <input type="checkbox"/> Non-binding guidance <input type="checkbox"/> Study, project or information <input type="checkbox"/>
Type of document	Transnational <input type="checkbox"/> National <input type="checkbox"/> Regional <input type="checkbox"/> Other <input type="checkbox"/>
Regions covered	

Please record findings from the document in the following sections. Record the types of issues that are mentioned, the argument or evidence that is used and any specific locations of issues. If there is no mention of some issues then just leave the box clear.

Please ensure that you concentrate on transnational and North-Sea specific issues, but mention more national or regional challenges wherever appropriate (for example, it might be useful to record if demographic issues are discussed extensively at national level but without taking into consideration the transnational dimension)

Natural population change	Description of issues, policies and actions	Locations affected
Decline or growth of population and/or households and its impacts (e.g. on service provision, housing needs)		
Critical mass and densities of population for provision of services		
Fertility rates		
'Heterogeneisation' and diversification of population due to differences in reproduction rates of		

immigrants and the 'domestic' population		
Other natural population change issues		
Population structure	Description of issues, policies and actions	Locations affected
Ageing society and impacts on settlement and travel patterns, location of businesses and jobs, etc.		
Young people		
Other population structure issues		
National and regional population migration	Description of issues, policies and actions	Locations affected
Counter-urbanisation (loss of population from cities)		
Metropolisation and polarisation tendencies in urban areas		
Depopulation of rural and peripheral areas		
International migration	Description of issues, policies and actions	Locations affected
International out-migration for economic reasons ('brain drain', agricultural workforce etc)		
International in-migration		
International 'retirement' migration		
International division of work and home		
Other international or transnational migration issues		
Other demography issues	Description of issues, policies and actions	Locations affected

Towards a New Spatial Agenda for the North Sea Region



STUDY 5 - DEMOGRAPHIC CHANGE AND MIGRATION
Discussion Paper

Stefanie Dühr and Vincent Nadin, University of the West of England, Bristol
Email: Stefanie.Duhr@uwe.ac.uk

Fundamental changes are taking place in population structures and migration patterns across Europe, and these drive the demand for land use change, travel and access to services and infrastructure.

The North Sea Region (NSR) has a very diverse and complex demographic pattern with some of the most sparse and most densely populated areas in the EU. Many of the most pressing problems are shared: falling and ageing populations; migration to metropolitan areas; migration from some rural areas (especially young people); and rapidly rising international in-migration.

Few regions in the NSR experience growth in population, and most growth relies on in-migration. In many places, the decline in population is caused by low fertility rates and insufficient immigration to compensate. The effects of population decline are exacerbated by ageing of the population. The average age of Europeans will increase from 38 years in 2000 to 53 years in 2050. In contrast, the United States is likely to maintain its average age at 36 years.

Population decline and ageing reduces the active labour force dramatically –by almost 21 million in the next three decades across the EU. Dependency ratios will increase from 49% in 2005 to 66% in 2030. This poses a fundamental challenge to economic competitiveness objectives.

Many young qualified people move from peripheral, old-industrial and rural areas to metropolitan areas and larger urban areas. The intellectual capital of the NSR is increasingly concentrated around the big cities. The NSR is also losing some population to large neighbouring cities outside the region. In areas affected by depopulation, maintaining infrastructure, services and cultural activity, and ensuring a balance of men and women, becomes a challenge. At the same time the general tendency towards smaller (often single) households increases land use pressures by raising the demand for new dwellings whilst existing housing may no longer be attractive.

Migration, natural population growth and economic growth are interlinked – the mobile younger cohorts and international immigrants raise the fertility rates of the receiving areas. The labour supply and skills in and around the big cities is therefore constantly replenished. In contrast, the risk of depopulation, an ageing society and weak economic growth are particularly high in those regions unable to compensate the loss of natural growth by attracting migrants. The main implications for governments seeking to implement the Lisbon Strategy are the need to maintain employment levels and better integrate women, young and older people in the labour market.

International immigration can compensate for the decline and ageing of the population in the labour market. As a result there is increasing competition between countries to attract qualified workers from abroad. International immigrants tend to be concentrated in the metropolitan areas, further contributing to congestion and demands for housing, infrastructure and services where they are most under pressure. Increasing ethnic diversity demands more attention to integration of new communities to prevent social segregation.

There are wide implications for spatial planning from demographic change. The ageing population has changing needs in relation to mobility and transport, housing, environmental quality, services and infrastructure, and these might be particularly acute in 'retirement locations'. Planning policy also needs to address its potential contribution to raising fertility levels, increasing economic productivity, stabilising internal migration and attracting highly qualified immigrants.

The very uneven spatial development that results from demographic change and migration, including the strong pressure on greenfield land and environmental capacities in metropolitan and city regions, requires urgent responses. Spatial planning policies have tended to concentrate on the management of growth whereas in future they will also have to address more centrally the co-ordination of decline, especially in depopulating areas.

Despite the self-evident international dimension of demographic change, transnational co-operation is rare on the subject. In future, better cross-sectoral integration and co-operation between the private, public and voluntary sectors will be needed. Many of the economic and social implications of and policy responses to demographic change could be usefully addressed and coordinated through transnational co-operation on spatial planning. Here are some suggestions:

Natural population growth:

- *Authorities in the NSR need to cooperate on providing family-related and social infrastructure to stimulate fertility rates.*

Population structure and ageing:

- *National governments should cooperate on joint employment policies and flexible education systems, which help to better integrate young and old people and women into the labour market.*
- *The provision of old-age related infrastructure can be more efficiently tackled through transnational cooperation.*
- *There is a need to cooperate on the spatial effects of the increase in the number of (smaller) households.*

European and national migration:

- *The spatial and socio-economic effects of increasing retirement migration urgently require a more coordinated approach by governments in the NSR.*
- *The flow of young skilled people to the large metropolitan areas continues and intensifies the depopulation of rural and old-industrial areas. Transnational co-operation is needed on new strategies to encourage the return of out-migrants later in the life cycle.*
- *The equal provision of services and opportunities across the whole territory will soon be untenable. 'Planning for decline' is a radical step which would benefit from the development of joint approaches and tools. Transnational cooperation can assist in providing better access to infrastructure and services across national and regional borders in the more sparsely populated parts of the NSR.*

International migration:

- *National and regional governments must urgently consider the potential of transnational co-operation to address current and future skills gaps to meet the objectives of the Lisbon strategy. Joint strategies and actions can help to attract and integrate skilled immigrants and improve labour mobility in the NSR.*
- *The magnetic effect of the major global cities, particularly London, on international migrants needs to be harnessed for the benefit of the whole NSR. Complementary approaches across national borders can help to maximise the 'ripple effect' from the big cities to maintain skill levels and build up intellectual capital.*

Policy coordination and planning systems:

- *The effects of demographic change cut across many sectors of government policy. Spatial planning can play an important coordination role to shaping the provision of infrastructure and services across sectors making best use of information and communications technologies.*
- *More needs to be known about the NSR specifics of demographic change, including the connections among regions, and this could be done through a NSR network of demographic researchers and practitioners and a common spatial monitoring system.*

Annexe 4: List of participants of workshop on Demographic Change – North Sea Annual Conference, Middelburg, 15 June 2005

Geographic levels	Organisation	Name
Transnational	North Sea Commission	Vibeke Jakobsen
	North Sea Commission	Thorild Osdalen
	Interreg IIB Northern Periphery Programme	Victoria Kovacs
UK	Highland Council	Kathleen Matheson
	Shetland Islands Council	Sally Spence
	Aberdeenshire Council	Iain Gabriel
	Aberdeenshire Council	Øivind Holt
	Luton Borough Council	Appiah Kufuor
	Luton Borough Council	Angela Rowney
	Suffolk County Council	Kevan Lim
	Stockton-on-Tees Borough Council	Kirstine Då
Netherlands	Province of Fryslan	Ype Brouwer
	Province of Fryslan	Elze Klinkhammer
	Province of Fryslan	Lydia Terpstra
	Province of Overijssel	Roos Galjaard
	Province of Groningen	Antoine Janssen
Germany	RAG Regional Planning Agency Bremen/ Lower Saxony	Birgit Ahn
	ProArbeit GmbH	Tim Brauckmüller
	ProArbeit GmbH	Ulrich Müller
	BBR Bundesamt für Bauwesen und Raumordnung	Verena Hachmann
	Landkreis Osterholz	Heike Iseni
	City of Hamburg	Thomas Jacob
	Free and Hanseatic City of Hamburg	Guido Sempell
Denmark	Ringkjøbing County	Eva Kanstrup
	Viborg County Council	Trine Sumborg
Sweden	Royal Institute of Technology, Stockholm	Mats Johansson
	Ministry of Industry, Employment and Communications	Hans-Olof Sällvin
Norway	Vest-Agder County	Roar Fjellvang
	Vest-Agder County	Thore Westermoen
	Aust-Agder fylkeskommune	Torunn Haugen Markussen
	Hordaland County	Tom-Christer Nilsen
	Sogn og Fjordane County Council	Trond Ueland
Belgium	City of Kortrijk	Valerie Lambertyn
	Intercommunale Leiedal	Lieven Vantieghem
France	Nord-Pas de Calais Regional Council	Nathalie Cos
	Nord-Pas de Calais Regional Council	Martine Filleul

Annexe 5: List of key actors interviewed by telephone

Geographic levels	Organisation	Name
Nordic Countries	Nordregio – Nordic Centre for Spatial Development	Mr. Jörg Neubauer
UK	Scottish Executive	Ms Julie Bright Ms Gayle Johnston
	Yorkshire and Humber Regional Assembly	Mr. Andy Haigh
	East Midlands Regional Assembly	Ms Mary Beasley
Netherlands	NIDI (Netherlands Interdisciplinary Demographic Institute)	Mr. Joop de Beer
	University of Amsterdam	Prof. Clara Mulder
Germany	BBR Bundesamt für Bauwesen und Raumordnung, Referat I 4- Regionale Strukturpolitik und Städtebauförderung	Dr. Hansjörg Bucher
	Senatskanzlei Freie und Hansestadt Bremen	Dr. Olaf Joachim
	Metropolregion Hamburg, Statistik Nord	Mr. Ulrich Hußing
Denmark	Plan-Werkstadt Bremen	Mr. Gerd Reesas
	Danish Forestry and Nature Agency, Department of National Planning	Mr. Bue Nielsen
	Amtsrådsforeningen (Danish Regions, joint representation of the 14 Danish regions)	Ms Begitta Blahaut Ms Katrine Siorkholm Mr. Michael Koch-Larsen
	The Association of Municipalities in Denmark	Mr. Frank Jensen
	University of Copenhagen, Department of Geography	Mr. Hans Tor Andersen
Sweden	Kommunförbundet Skåne (Assembly of Municipalities in Skåne)	Mr. Jesper Jönsson (EU coordinator)
	Region of Halland	Mr. Claes Norell
	University of Lund, Institute of Economy	Prof. Lennart Schön
Norway	Ministry of Local Government and Regional Development	Mr. Ole Magnus Aurdal (Senior Advisor)
	The Norwegian Association of Local and Regional Authorities	Mr. Tor Magne Frederiksen
	Norwegian Statistical Bureau	Mr. Helge Brunborg
Flanders (Belgium)	Ministry of Flanders, Afdeling Ruimtelijke Ordening	Ms. Isabella Loris
	Ministry of Flanders, Housing Department	Ms. Verle Geurts

In addition, the Ministry of Flanders submitted a useful summary of considerations in respect of the questions for the study.

Annexe 6: Contact letter and guideline questionnaire for telephone interviews

Towards a New Spatial Agenda for the North Sea Region

STUDY 5 - DEMOGRAPHIC CHANGE AND MIGRATION



Background to the study:

The Interreg IIIB North Sea Region Monitoring Committee has established a Working Group to take forward the agenda set out in the 2000 'NorVision – A Spatial Perspective for the North Sea Region' document. This document is available at <http://www.interregnorthsea.org/maindocs.asp?&id=41>. The 'NorVision' identified a shared agenda for spatial development among the countries of the North Sea Region (cf. attached fact sheet), and made a major contribution to the objectives of the Interreg IIIB North Sea Region Programme. More practical action and implementation on joint issues and projects is now needed.

The Working Group has therefore decided to take forward the agenda set out in the NorVision document by commissioning a selective update on five themes. These themes are: coastal water management, transport and accessibility, innovation, energy and demographic change. The update will provide practical guidance on the issues and projects that should be the focus of transnational co-operation in the next round of Cohesion Policy from 2007.

The Working Group is particularly keen to identify issues of true transnational significance on which co-operation can lead to effective action. So we are concentrating on issues that need or would benefit from the involvement of more than one country in their implementation.

The University of the West of England, Bristol (UWE), together with COWI Group, has been commissioned to undertake the study on demographic change and migration.

We have prepared a discussion paper (attached) and a guideline questionnaire (see below), and hope to discuss your views on the list of issues, priorities and omissions. This will include your views on any investments or actions taken outside your region/country/North Sea Region that would have a significant impact on your own policy agenda. We would also like to know which organisations in the public, community and businesses sectors you think should be involved in future co-operation projects.

Contact information:

Stefanie Dühr, University of the West of England, Bristol
Tel.: 0044 117 32 83198, email: stefanie.duhr@uwe.ac.uk

Guideline questionnaire:

N.B.: Some of the questions listed below might be more relevant to you than others.

- 1) What effects will the forecasted demographic trends have on spatial development in the North Sea Region? Please respond to the identified spatial challenges from demographic change as set out in the attached discussion paper.
- 2) What are the main spatial challenges related to demographic change for the North Sea Region? Over which timescale will they need to be tackled?
- 3) Which of the spatial challenges from demographic change are specific to the North Sea Region, and which would require a wider geographical consideration?
- 4) How can transnational¹ territorial cooperation help to meet the challenges from demographic change, both within the North Sea Region, and in a wider geographical context?
- 5) Which activities / investments would be important to address the spatial impacts of demographic change at the transnational level?
- 6) What potential cooperation projects would help to respond to the spatial challenges from demographic change and migration? Are there any examples of innovative approaches that could be tested in transnational pilot projects?
- 7) Which main actors should be involved in such transnational cooperation projects to meet the challenges from demographic change? Please consider both the key players which would be interested in undertaking the work (the likely actors), as well as those which might not be interested to participate in cooperation projects, but would be crucial for significant progress (the crucial actors).
- 8) Are there any cooperation partners outside the North Sea Region that need to be involved in order to most effectively respond to the challenges?
- 9) For interview partners with a knowledge of INTERREG: should demographic change be included in a future territorial cooperation programme in the North Sea Region? And if so, how should the theme be formulated in order to get the most out of transnational spatial development cooperation in the next programming period?
- 10) Are there any documents or studies that you would recommend to inform our study? Are there any other key contacts that we should also interview?

¹ "Transnational" is understood as those issues that cannot sufficiently be dealt with by nation-states or regions alone, but which require cooperation across national boundaries.

Annexe 7: Population change in regions covered by the NSR programme (1990-2003)

		1990	1995	2000	2003	Change 1990- 2003
BEL- GIUM	Antwerpen	1,597,310	1,628,710	1,643,972	1,661,119	63,809
	Oost-Vlaanderen	1,331,698	1,349,382	1,361,623	1,370,136	38,438
	West-Vlaanderen	1,102,501	1,121,135	1,128,774	1,133,931	31,430
	Whole Belgium				10,355,844	
GERMANY	Bremen	673,680	680,029	663,065	662,098	-11,582
	Hamburg	1,626,222	1,705,872	1,704,735	1,728,806	102,584
	Braunschweig	1,614,203	1,678,659	1,669,634	1,665,368	51,165
	Hannover	2,032,401	2,130,480	2,152,759	2,167,876	135,475
	Lüneburg	1,467,422	1,581,074	1,660,653	1,692,192	224,770
	Weser-Ems	2,169,774	2,325,150	2,415,714	2,455,036	285,262
	Schleswig-Holstein	2,594,608	2,708,392	2,777,275	2,816,507	221,899
	Whole Germany				82,536,680	
DENMARK	Københavns amt	600,889	605,868	613,444	618,016	17,127
	Frederiksborg amt	341,067	350,236	365,306	372,276	31,209
	Roskilde amt	216,964	224,052	231,559	236,151	19,187
	Vestsjællands amt	283,641	288,221	295,086	300,729	17,088
	Storstrøms amt	256,912	256,562	259,106	261,188	4,276
	Bornholms amt (excl. Christiansø)	45,900	44,936	44,337	43,956	-1,944
	Fyns amt	459,354	467,695	471,974	473,471	14,117
	Sønderjyllands amt	250,612	251,992	253,482	253,013	2,401
	Ribe amt	218,582	221,750	224,345	224,257	5,675
	Veijle amt	330,398	336,663	347,542	353,284	22,886
	Ringkøbing amt	267,295	270,128	272,857	275,044	7,749
	Arhus amt	597,143	619,232	637,122	649,177	52,034
	Viborg amt	229,775	230,778	233,681	234,496	4,721
	Nordjyllands amt	484,543	488,303	494,153	495,625	11,082
Whole Denmark				5,383,507		
THE NETHERLANDS	Groningen	554,200	558,100	564,600	573,700	19,500
	Friesland	599,600	610,800	627,500	640,900	41,300
	Drenthe	442,300	456,100	472,200	481,800	39,500
	Overijssel	1,023,400	1,052,200	1,082,000	1,103,100	79,700
	Noord-Holland	2,386,500	2,466,000	2,526,500	2,580,200	193,700
	Zuid-Holland	3,232,700	3,329,000	3,409,200	3,446,000	213,300
	Zeeland	356,700	366,600	373,400	378,700	22,000
	Flevoland	216,500	267,600	335,300	355,800	139,300
	Whole Netherlands				16,192,572	
SWEDEN	Region Skåne	1,063,300	1,111,700	1,126,600	1,148,900	85,600
	Värmlands län	282,700	284,000	275,800	273,500	-9,200
	Hallands län	252,800	269,300	274,300	279,900	27,100
	Västra Götalandsregionen	(no data)	1,482,500	1,491,700	1,511,600	(no data)
	Kronobergs län	177,200	180,400	176,900	279,900	102,700
	Whole Sweden				8,940,788	

		1990	1995	2000	2003	Change 1990- 2003	
NORWAY	Østfold	238,345	239,382	248,217	255,122	16,777	
	Akershus	418,114	434,451	467,052	483,283	65,169	
	Oslo	461,644	483,401	507,467	517,401	55,757	
	Hedmark	187,314	186,593	187,103	188,281	967	
	Oppland	182,593	183,301	182,701	183,582	989	
	Buskerud	225,261	228,498	236,811	241,371	16,110	
	Vestfold	198,354	203,240	212,775	218,171	19,817	
	Telemark	162,869	163,141	165,038	165,855	2,986	
	Aust-Agder	97,314	99,615	102,178	103,195	5,881	
	Vest-Agder	145,091	149,500	155,691	159,219	14,128	
	Rogaland	337,906	354,447	373,210	385,020	47,114	
	Hordaland	411,022	422,554	435,219	441,660	30,638	
	Sogn og Fjordane	106,614	107,609	107,589	107,274	660	
	Møre og Romsdal	238,278	240,146	243,158	244,309	6,031	
	Sør-Trøndelag	251,076	256,304	262,852	268,188	17,112	
	Whole Norway				4,552,252		
UK (ENGLAND)	Tees Valley and Durham	1,159,687	1,167,385	1,165,570	1,131,373	-28,314	
	Northumberland, Tyne and Wear	1,436,201	1,439,997	1,422,346	1,381,901	-54,300	
	East Riding and North Lincolnshire	870,198	889,326	883,759	870,671	473	
	North Yorkshire	713,271	728,379	749,532	755,332	42,061	
	South Yorkshire	1,299,610	1,304,633	1,305,626	1,267,288	-32,322	
	West Yorkshire	2,072,546	2,104,892	2,120,457	2,089,212	16,666	
	Derbyshire and Nottinghamshire	1,952,909	1,987,372	2,011,471	1,985,662	32,753	
	Leicestershire, Rutland and Northants	1,466,702	1,516,984	1,559,659	1,571,987	105,285	
	Lincolnshire	584,495	608,718	630,119	657,843	73,348	
	East Anglia	2,051,184	2,113,951	2,200,612	2,190,982	139,798	
	Essex	1,541,122	1,573,707	1,620,931	1,622,403	81,281	
		Whole North East Region				2,513,274	
		Whole Y&H Region				4,982,503	
		Whole East Midlands Region				4,215,492	
	Whole Eastern Region				5,420,360		
UK (SCOTLAND)	North Eastern Scotland	:	445,650	438,450	:		
	Eastern Scotland	:	1,957,633	1,968,474	:		
	Highlands and Islands	:	372,338	367,382	:		
		Whole Scotland				5,054,800	
	Whole UK				59,231,915		

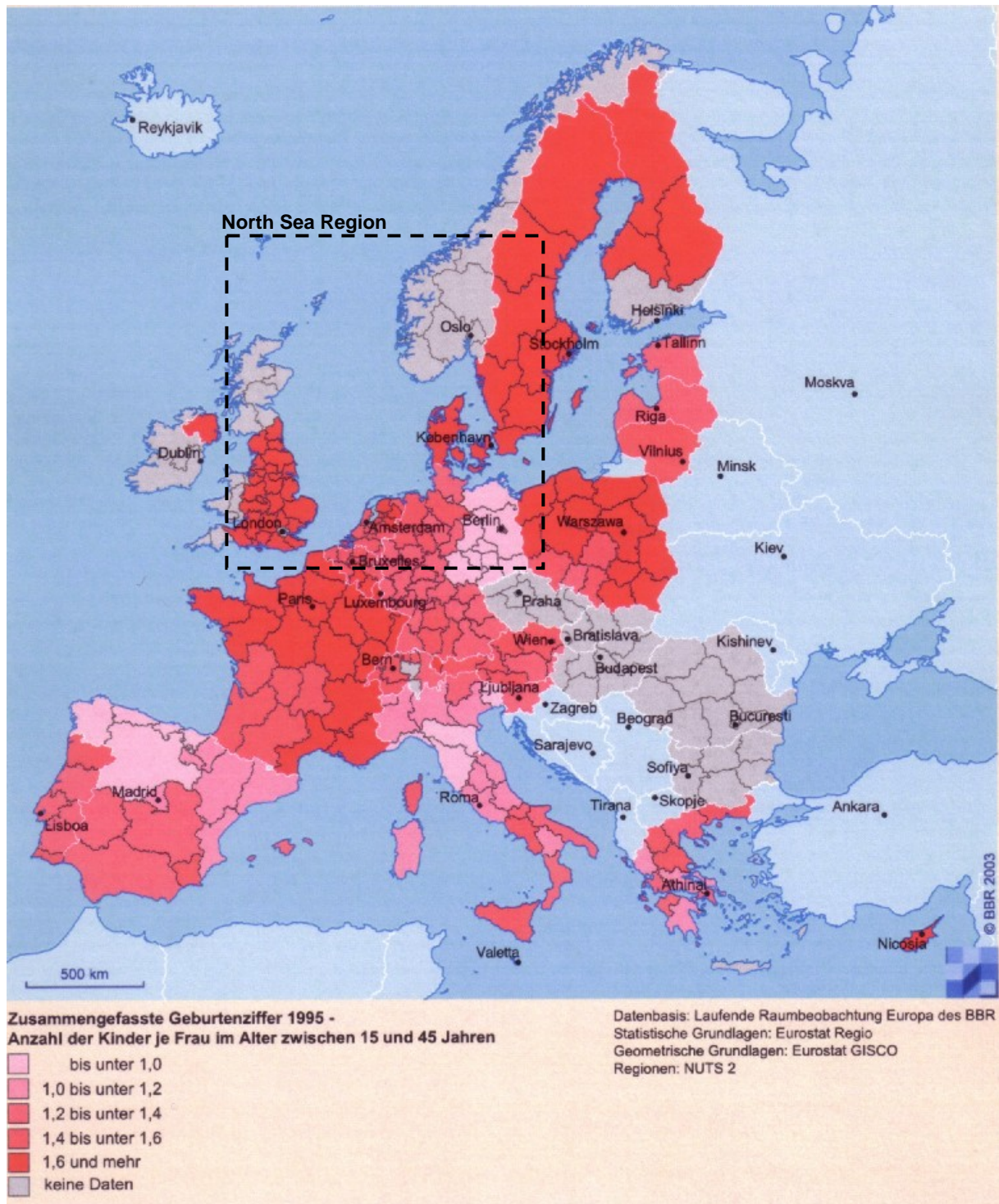
Sources: Eurostat, national statistics websites

Annexe 8: Natural population change (births minus deaths) in regions included in the NSR programme area

	1990	1995	2000	2003
Norway (whole country)	12,200	14,800	14,000	13,900
Sweden - regions in NSR	10,100	2,300	-2,100	1,200
Denmark - regions in NSR	5,400	7,600	7,000	4,400
Netherlands - regions in NSR	37,900	30,100	37,800	35,200
Flanders - regions in NSR	7,300	3,200	1,700	-600
Germany - regions in NSR	-12,300	-16,100	-9,100	-25,400
	1990	1995	2001	
England - regions in NSR	36,700	17,000	4,900	
	1997	1998	1999	2001
Scotland - regions in NSR	700	-200	-1,800	-2,000

Sources: Eurostat and national statistics. Own calculations

Annexe 9: Average fertility rates 1995



Source: Kocks (2003), Karte IIⁱ

Annexe 10: Mean age of women at birth of first child in NSR countries (1975-2000)

	1975	1980	1985	1990	1995	2000
Belgium	24.36	24.71	25.54	26.37	*	*
Denmark	23.92	24.59	25.67	26.42	27.38	27.7
Germany	24.5	24.97	26.07	26.6	27.47	28.2
Netherlands	25.17	25.72	26.64	27.6	28.43	28.6
Norway	*	*	*	25.6	26.36	26.9
Sweden	24.38	25.28	26.08	26.32	27.19	27.9
UK	24.6	25.1	25.9	27.28	28.32	29.1

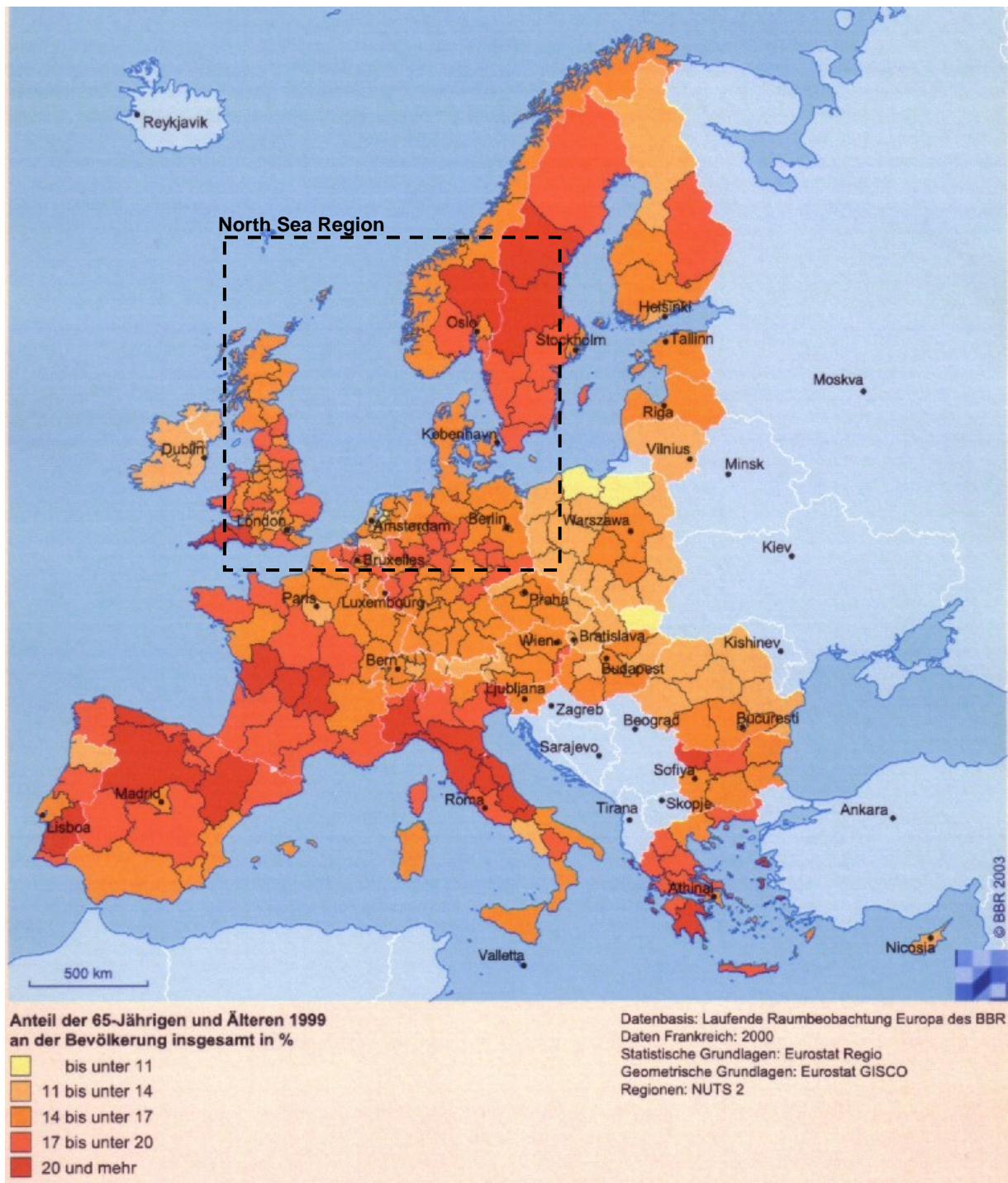
Source: Eurostat (* = no data)

Annexe 11: Female labour participation in NSR countries (women aged 15-64) (1990-2004) (%)

	1990	1995	2000	2004
Belgium	34	38.2	46.8	48.8
Denmark	66.5	67	72.1	72
Germany	56.1	54.9	58	59.2
Netherlands	49.7	54.1	63.1	64.1
Norway	*	64.3	73.9	72.5
Sweden	*	69.8	69.7	70.8
UK	64.5	63.2	66.5	68.1

Source: Eurostat (* = no data)

Annexe 12: Old and elderly in relation to the population overall (1999) (in %)



Source: Kocks (2003), Karte IIIⁱⁱ

Annexe 13: Overview of population change in age groups in regions covered by the NSR programme area

	Age groups	1990	1995	2000	2004	Change 1990- 2004
FLANDERS (in NSR programme)	0-14	714,786	719,650	701,440	689,522	-25,264
	15-24	572,539	516,715	494,007	493,381	-79,158
	25-39	929,028	953,142	911,649	857,297	-71,731
	40-54	744,114	784,603	866,601	909,593	165,479
	55-64	469,181	471,855	446,341	472,572	3,391
	>65	(no data)	640,120	714,331	755,969	(115,849)
GERMANY (in NSR programme)	0-14	1,767,407	1,310,028	1,411,175	1,420,663	-346,744
	15-24	1,766,740	1,457,572	1,376,935	1,455,112	-311,628
	25-39	2,725,842	3,169,295	3,097,529	2,844,756	118,914
	40-54	2,589,269	2,513,041	2,548,505	2,841,868	252,599
	55-64	1,348,602	1,586,407	1,770,469	1,617,248	268,646
	>65	(no data)	2,0793,343	2,166,490	2,411,300	(331,957)
DENMARK (in NSR programme)	0-14	880,557	900,916	981,148	1,017,578	137,021
	15-24	768,742	702,308	621,120	593,555	-175,187
	25-39	1,137,487	1,179,545	1,200,845	1,165,432	27,945
	40-54	1,047,504	1,121,766	1,141,235	1,121,715	74,211
	55-64	500,734	512,526	595,270	694,782	194,048
	>65	(no data)	798,657	790,402	804,578	5,921
NETHER- LANDS (in NSR programme)	0-14	1,594,674	1,673,549	1,735,970	1,780,545	185,871
	15-24	1,383,716	1,217,608	1,115,269	1,152,811	-230,905
	25-39	2,144,077	2,264,399	2,255,700	2,141,618	-2,459
	40-54	1,656,351	1,858,299	2,035,043	2,089,387	433,036
	55-64	814,706	835,100	911,329	1,091,581	276,875
	>65	(no data)	1,240,718	1,286,436	1,326,574	85,856
SWEDEN (in NSR programme)	0-14	532,545	582,499	575,831	558,334	25,789
	15-24	422,162	395,977	377,252	406,533	-15,629
	25-39	631,401	658,628	665,823	662,279	30,878
	40-54	616,181	656,892	650,053	646,904	30,723
	55-64	305,122	312,780	372,278	424,292	119,170
	>65	560,530	569,180	566,557	576,710	16,180

	Age groups	1990	1995	2000		Change 1990- 2000
NORWAY (in NSR pro- gramme)	0-19	895,623	902,575	944,687		49,063
	20-39	1,039,198	1,063,699	1,057,262		18,064
	40-59	762,802	851,963	949,355		186,553
	60-69	329,128	290,220	282,438		-46,690
	>70	388,973	414,749	416,171		27,197

	Age groups	1990	1995	2000	2003	Change 1995- 2003
ENGLAND (in NSR programme)	0-14	(no data)	2,977,758	2,956,142	2,866,040	-111,718
	15-24	(no data)	1,983,286	1,879,520	1,926,638	-56,648
	25-39	(no data)	3,457,758	3,502,554	3,209,993	-247,765
	40-54	(no data)	2,983,500	3,180,188	3,169,161	185,661
	55-64	(no data)	1,554,878	1,628,288	1,783,280	228,402
	>65	(no data)	2,478,397	2,523,393	2,569,542	91,145
SCOTLAND (in NSR programme)	0-14	(no data)	516,681	502,819	(no data)	
	15-24	(no data)	367,300	343,138	(no data)	
	25-39	(no data)	648,110	623,335	(no data)	
	40-54	(no data)	536,877	580,791	(no data)	
	55-64	(no data)	282,451	292,521	(no data)	
	>65	(no data)	423,847	431,704	(no data)	

Sources: Eurostat, national statistics websites. Own calculations

Annexe 14: Economic activity rates for population aged 55+ years (male and female) (%)

	1999	2003
Belgium	25.9	28.9
Denmark	57.5	63.3
Germany	44.1	45.1
Netherlands	36.3	46
Norway	65	67.8
Sweden	69.4	71.9
UK	52.1	57.3

Source: Eurostat

Annexe 15: Economic activity rates for population aged 15-24 years (male and female) (%)

	1999	2003
EU25	-	45.1
Belgium	35.7	35
Denmark	72.3	65.6
Germany	50.8	49.5
Netherlands	67.7	72.6
Norway	64.7	61.9
Sweden	42.3	47.7
UK	65.3	63.3

Source: Eurostat

Annexe 16: Immigration minus emigration (1990-2002)

	1990	1995	2000	2002
Belgium	19,700	13,400	12,100	(no data)
Denmark	8,300	28,600	9,500	9,300
Germany	681,900	397,900	167,100	219,300
Netherlands	48,400	13,900	53,900	24,300
Sweden	34,900	11,900	24,600	31,100
United Kingdom	(no data)	75,400	162,700	153,400
Norway	1,700	6,400	9,700	17,200

Source: Eurostat Population Statistics, 2004 Edition

Annexe 17: The Green Paper on Economic Migration 2005

The Green Paper on *Economic Migration* [iii] was published in January 2005, and launched a process of discussions on the most appropriate form of Community rules for admitting economic migrants from third countries and on the added value of adopting such a common framework. The Green Paper is published in the context of the freedom of movement in the internal market and the Treaty establishing a Constitution for Europe which states that 'the Union shall develop a common immigration policy aimed at ensuring, at all stages, the efficient management of migration flows'^{iv}. While initially the Union initiatives were concerned with the 'reception capacities of the member states', in recognition of the impact of demographic decline and ageing population, the Commission has highlighted the need to review immigration policies for the longer term. Given that 'the main world regions are already competing to attract migrants to meet the needs of their economies'^v, more sustained immigration flows are thus increasingly seen as necessary to meet the needs of the EU labour market and ensure Europe's prosperity, and the Commission has highlighted the importance of ensuring that an 'EU economic migration policy delivers a secure legal status and a guaranteed set of rights to assist the integration of those who are admitted'^{vi}. Yet, the member states continue to have the right to determine volumes of admission of third-country nationals seeking for work, but given that the decisions taken within one member state will affect others (Schengen agreement etc.) and increased intra-European mobility of these migrants might be the result, the Commission suggests that there is a clear need for agreeing transparent and more harmonised common rules and criteria at EU level for admitting economic migrants. The purpose of the Green Paper is to identify the main issues at stakes and possible options for an EU legislative framework on economic migration. The expected outcome will be a policy plan on legal migration including admission procedures capable of responding promptly to fluctuating demands for migrant labour in the labour market, which will be presented by the end of 2005.

The Green Paper emphasised that the harmonisation of rules and legislation on the admission of economic migrants from national to Community rules will have to be put in place progressively, and in the first step is expected to lay down certain common definitions, criteria and procedures, while at the same time leaving it to the member states to respond to the specific needs of their labour markets. A coordination method by which member states making use of national quotas would inform the Commission about the implementation and results of the policies would be seen as beneficial in the assessment of the overall needs of the EU labour market and contribute to the shaping of a common EU legal migration policy and a more efficient and better coordinated procedure. As regards the scope of any future EU legislation, the Commission introduces several options:

- a horizontal approach (covering the conditions of entry and residence of any third country national exercising employed, self-employed or other economic activities for more than 3 months in the territory of a member state. The advantage would be the establishment of a comprehensive common framework on economic migration, with a high degree of flexibility
- a series of sectoral legislative proposals^{vii}, which could focus on seasonal workers, intra-corporate transferees, specially skilled migrants (not necessarily only highly qualified), contractual service suppliers and/or other categories, putting aside for the time being any overall common framework for the admission of third-country workers. The advantage could be an easier adoption of common rules.
- The establishment of a common fast-track procedure to admit migrants in cases of specific labour and skills gaps, activated if a certain number of member states obtain

Council authorisation to do so via a very swift procedure. This would avoid unnecessary and potentially harmful competition between member states in the recruitment of certain categories of workers.

From 2006 long term residents will enjoy preference over newly arriving migrants in the member state of residence and will have the possibility to move and settle in a second member state for study, work or other purposes^{viii}. The Green Paper on economic migration raises the question whether such preference should be extended to third-country national residing in a member state different from the one where labour shortage arises (in addition to long-term residents). This, it is expected, would provide a 'stock' of manpower that has already started to integrate and facilitate recruitment, helping to fill more rapidly and effectively the labour and skills gaps where they arise. This preference might also be extended to those who have already worked for some years in the EU before temporarily returning to their own country. This, it is expected, could encourage 'brain circulation' by allowing third-country workers to try to re-integrate in their own country knowing that they will receive more favourable treatment in terms of readmission if they later wish to come back to the EU to work.

The Green Paper also raises the question of whether the admission of third-country nationals to the EU labour market should be allowed only if there is a specific job vacancy (economic needs test) or whether there should be more flexible systems such as green cards etc, which are aimed at attracting workers to fill the short and long term needs of the labour market.

Alternatively, an EU selection system could be applied which would respond to the needs for specific skills, particularly in the long term perspective. A common framework at EU level could be established (e.g. years of experience, education, language skills, existence of a work offer/labour shortages, family members in that member state etc) and the each member state could choose whether to apply it and, if so, how to shape it to the needs of its labour market.

The integration of third-country migrants into the social and economic systems of the destination country is of utmost importance to the success of a successful EU policy on economic migration. Introduction programmes for newly arrived immigrants, covering language training, civic education and information on the basic norms and values of the host society, are of increasing importance in all member states. The better integration of economic migrants will also require cooperation with third countries.

Annexe 18: The Green Paper on Demographic Change 2005

In March 2005, the European Commission published a Green Paper on which in particular discusses the decline in the EU's population overall and the effects of the ageing of the population on society and the EU's economy. The Green Paper identifies the demographic changes as a result of three basic trends, i.e. continuing increases in life expectancy, the continuing growth in the number of workers over 60, and continuing low birth rates.

The demographic dependency ratio (i.e. the ratio of population aged 0-14 and over 65 to the population aged between 15 and 64 years) is expected to rise from 49% in 2005 to 66% in 2030. This will have serious effects on the employment and economic situation of the EU – and the Green Paper on Demographic Change states clearly that the Lisbon objective of an employment rate of 70% will not only have to be reached but even have to be exceeded to compensate for the expected drop in the working age population: employment participation will have to increase and the retirement age will have to continue to rise.

The Green Paper highlights the need to take the impact of these demographic changes into account in all relevant public policies at European and national levels. To compensate for the predicted fall in the working age population, the Green Paper promotes greater employment participation (particularly by young people, women and older people), investment in human resources and higher productivity through economic reforms, research and innovation. Increasing productivity, in particular through access to lifelong learning, and increasing employment participation, for example by creating a real European labour market and a higher level of occupational mobility, are besides increasing the birth rate and immigration seen as two important ways of balancing out the negative effects of demographic change.

While demographic issues are rarely the exclusive subject of public policies, they are affected by (and do affect) numerous policy sectors, such as economic policy, employment, education and vocational training policies, social protection and pensions, health care, gender equality and initiatives to achieve a better life-work balance (incl. sufficient childcare provisions, part-time work possibilities and parental leave etc), immigration policy, as well as public policies with a clear spatial dimension such as housing policy. While some of these areas are increasingly influenced through EU initiatives and Directives, certainly in the field of socio-economic policies^{ix}, the Green Paper on Demographic Change points out that many issues associated with demographic change are within the exclusive competence of the member states. Given that they are also 'urgent issues of common interest to which all Member States need to respond'^x implies that there might be a need to take a more coordinated European approach to managing the impacts of demographic change, and that transnational cooperation could be a useful instrument in this respect.

The Green Paper consults on a number of issues, related to the different aspects of demographic change. Of particular interest to this study are the following points: [^{xi}]

- whether the discussion of demographic trends and the management of their impact should take place at European level;
- on the challenges of a low birth rate:
 - how a better work/life balance can help to tackle the problems associated with demographic ageing;
 - how a more balanced distribution of household and family tasks between men and women can be encouraged; and

- whether the award of certain benefits or advantages (leave etc.) should be linked to an equal distribution of tasks between the sexes; and how an adequate income for both parents on parental leave can best be ensured;
- how the availability of childcare structures (crèches, nursery schools etc) and elderly care structures can be improved by public and private sectors;
- whether a reduced rate of VAT can contribute to the development of care services; and
- how parents, in particular young parents, can be encouraged to enter the labour market, have the career that they want and the number of children they want?
- On the possible contribution of immigration (based on the EU Green Paper on economic migration):
 - To what extent immigration can mitigate certain negative effects of demographic ageing;
 - What policies should be developed to better integrate these migrants, in particular young people;
 - How Community instruments (in particular the legislative framework to combat discrimination, the Structural Funds and the Employment Strategy) can contribute.
- On the better integration of young people (based on the European objectives for the prevention of long-term youth unemployment, combating school drop-out and raising the level of initial training):
 - How Community policies can contribute more to combating child poverty and poverty among single-parent families and to reducing the risk of poverty and exclusion among young people
 - How initial training and adult training schemes can be improved; what the contribution of non-formal education and voluntary activities can be; and how the structural funds and the instruments for achieving better access to the knowledge society can contribute
 - How the bridges between school and working life and the quality of young people's employment can be improved; what role social dialogue should play; and the possible contribution of dialogue with civil society, in particular youth organisations
 - What forms of solidarity can be fostered between young people and elderly people.
- On a global approach to the 'working life cycle':
 - How the organisation of work can be modernised, to take account of the specific needs of each age group; how young couples' integration in working life can be facilitated and how they can be supported in finding a balance between flexibility and security to bring up their children, to train and update their skills to meet the demands of the labour market; and how older people can be enabled to work more.
 - How work organisation can be best adapted to a new distribution between the generations, with fewer young people and more older workers

- How the various stakeholders in the Union can contribute, in particular by way of social dialogue and civil society.
- On a new place for 'elderly people' (in the light of a European coordination of retirement scheme reforms, which promotes more flexible bridges between work and retirement):
 - Whether there should be a statutory retirement age, or whether flexible, gradual retirement should be permitted;
 - How elderly people can participate in economic and social life, e.g. through a combination of wages and pensions, new forms of employment (part-time, temporary) or other forms of financial incentive
 - How activities employing elderly people in the voluntary sector and the social economy can be developed
 - What the response should be to pensioner mobility between member states, in particular with regard to social protection and health care
 - How we should be investing in health promotion and prevention so that the people of Europe continue to benefit from longer healthy life expectancy
- On solidarity with the very elderly:
 - How the coordination of national social protection policies, which are due to be extended to long-term care for the elderly in 2006, can help to manage demographic change
 - Whether a distinction should be drawn between retirement pensions and dependency allowances
 - How the human resources needed can be trained and provided with good quality jobs in a sector which is often characterised by low salaries and low qualifications
 - How a balanced distribution of care for the very old can be achieved between families, social services and institutions; what can be done to help families; and what can be done to support local care networks
 - What can be done to reduce inequality between men and women when they reach retirement age
 - How new technologies can support older people.
- On the possible role of the European Union:
 - Whether the EU should promote exchanges and regular (e.g. annual) analysis of demographic change and its impact on societies and all the policies concerned
 - Whether the Union's financial instruments (particularly the structural funds) should take better account of these changes, and if so, how
 - How European coordination of employment and social protection policies could take demographic change better on board
 - How European social dialogue can contribute to the better management of demographic change; and what role civil society and civil dialogue with young people can play

- How demographic change can be made an integral part of all the Union's internal and external policies.

The Green Paper on Demographic Change suggests three essential priorities for Europe in order to respond to demographic change:

1. return to demographic growth (the value attached to children and the appropriate place for families, whatever their structure, in European society). The Lisbon agenda promotes the modernisation of social protection systems, the increasing rate of female employment and the employment of older workers. In addition, innovative measures to support the birth rate and judicious use of immigration are required
2. ensure a balance between the generations, in the sharing of time throughout life, in the distribution of benefits of growth, and in that of funding needs stemming from pensions and health-related expenditure.
3. find new bridges between stages of life. Young people still find it difficult to get into employment. Study time is getting longer and young working people want to spend time with their children

NOTES

ⁱ Kocks, M. (2003) Demographischer Wandel und Infrastruktur im ländlichen Raum – von europäischen Erfahrungen lernen? *Informationen zur Raumentwicklung*, No. 12, pp. I-V

ⁱⁱ Kocks, M. (2003) Demographischer Wandel und Infrastruktur im ländlichen Raum – von europäischen Erfahrungen lernen? *Informationen zur Raumentwicklung*, No. 12, pp. I-V

ⁱⁱⁱ CEC (2005a) *Green Paper on an EU approach to managing economic migration*. Brussels: CEC.

^{iv} Article III-267

^v CEC (2005a) *Green Paper on an EU approach to managing economic migration*, p. 4.

^{vi} *ibid.*

^{vii} following the example of the proposals for a directive on the admission of students (COM 2002) 548) and of researchers (COM (2004) 178).

^{viii} Council Directive 2003/109/EC.

^{ix} Examples are the European Employment Strategy, European Strategy on Social Inclusion, EU Directive on 'gender mainstreaming', the Broad Economic Policy Guidelines. In addition, funding to support projects on demographic aspects is available through the European Social Fund (ESF) and the European Regional Development Fund (ERDF). A common approach to immigration policy including economic immigration has been under development for several years.

^x CEC (2005) *Green Paper "Confronting demographic change: a new solidarity between the generations"*, p. 4.

^{xi} The period of public consultation is from 16 March to 1 September 2005.