

TerrEvi

Territorial Evidence Packs for Structural Funds Programmes

Scientific Platform and Tools Project 2013/3/7

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This report presents a more detailed overview of the analytical approach to be applied by the project. This “Scientific Platform and Tools” Project is conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

The partnership behind the ESPON Programme consists of the EU Commission and the Member States of the EU27, plus Iceland, Liechtenstein, Norway and Switzerland. Each partner is represented in the ESPON Monitoring Committee.

This report does not necessarily reflect the opinion of the members of the Monitoring Committee.

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1. The project's objectives

The ESPON Programmes have been producing applicable scientific information about the territorial dimension of European structures, trends and development and of EU policies for more than ten years. This information has been built up to an ever growing treasure trove of territorial evidence in Europe. ESPON also has established a strong dissemination strand pouring out regularly and targeted territorial evidence to the interested public on EU-, on national and on regional level. However, the ESPON knowledge – as in most cases with innovative findings – has been slow in reaching some of the main target groups such as the policy makers on the ground in the Member States and MS-regions outside the spatial development community. In the coming years (mainly 2012-2014) this target group will be confronted with the necessity to realign “their” development policies as a consequence of the roll-out of the EU 2020 Strategy and of the preparation of the next generation (2014-2020) of Structural Funds programmes.

The need for reliable, comprehensible and relevant evidence about the respective territories will most likely make the actors on regional and national level more receptive to the potential and actual contributions of ESPON knowledge to the policy design. Thus a window of opportunity for evidence based policy making in general and territorial policy making in particular is opening up in 2012 and 2013. This project of priority 3 - scientific platform and tools - is about taking advantage of this opportunity to the benefit of the effectiveness of cohesion policy, to the benefit of the regions concerned and also to the benefit of the ESPON programme, which is getting a unique chance of proving its viability and suitability to policy processes proper.

Objectives of the project

On the most general level the objective of TerrEvi is to render the ESPON knowledge base with its abundance of territorial evidence fruitful for the programming and implementation of Structural Funds in the upcoming financial period 2014-2020.

More specifically we derive three main objectives from the project specification:

- a) To develop a methodological concept for using (European) territorial evidence available for more strategic, result-oriented programming for the post 2013-period
- b) To develop supporting tools for the programming process in order to make the methodological concept operational;
- c) To enable the programme partners of SF programmes, including the Managing Authorities and Technical Secretariats of all type of programme areas, to base their decisions on public investment priorities, on measures and on targets on territorial evidence for their programme area.
- d) To demonstrate the full potential of the methodological concept and tools developed in ten pilot cases

The generic tool to achieve the objectives listed above has been labelled ESPON-“Territorial Evidence Pack”. This pack consists of four elements aThe ESPON Fact Sheet for a particular programme area

- The ESPON Evidence Report for this area
- Maps of and related to the programme area, to become part of the Factsheet and/or the Evidence Report
- Background information or data sets to be annexed to the Evidence Report

TerrEvi will deliver all elements albeit restricted to selected programme areas. Table 1 shows which type of programmes will receive which elements of the Territorial Evidence Packs. Chapter 2.2 gives the details of selection of programme areas and the content of each element of the Territorial Evidence Packs.

Table 1. Project deliveries by type of programme

Type of programme	National	Regional	CBC	TNC	total
Number of SF-programmes in period 2007-2013	110	258	52	13	433
Methodological Concepts	✓	✓	✓	✓	✓
Factsheets	0	0	52	13	65
Pilot Territorial Evidence Packs	0	6	1	3	10

CBC ... cross-border cooperation

TNC ... transnational cooperation

The information given in the Territorial Evidence Packs (and its parts) should be relevant to the whole programming process and take into account the information needs of all programme partners in a balanced manner. In order to make the Territorial Evidence Pack fruitful and attractive for the SF programming it has to take into account that programming is a negotiation process and hence that the information provided should support the joint decision process.

2. The analytical approach

Reshaping Cohesion Policy

The Structural Funds have been the strongest instrument of Cohesion Policy since more than two decades. In the current period approx. 200 billion EUR are being spent from the ERDF alone in the 27 MS; ESF and Cohesion Fund add another 146 billion. Although implementation of the programmes is still under way, (in some instances apparently with considerable back log), the preparatory work for the post 2013 period is imminent taking the EC's proposals for the new financial framework for 2014 to 2020 and for the legislation pack¹ as departing point. Yet, cohesion policy will not only be reshaped by the new generation of programmes designed on this new legal basis but also by the overarching strategies and underlying concepts which will have to be taken into account for the first time. These are primarily the EU Strategy "Europe 2020" and the Territorial Agenda 2020 as well as the concepts of Territorial Cohesion and of place-based policy making.

Europe 2020 and Territorial Agenda 2020

The 'Europe 2020' strategy is the overarching European policy document for the next decade. Its main focus is on economic development, in particular the recovery from the 2008 financial crisis and the strengthening of the development opportunities in the EU. 'Europe 2020' puts forward three mutually reinforcing priorities:

- Smart growth: developing an economy based on knowledge and innovation.
- Sustainable growth: promoting a more resource efficient, greener and more competitive economy.
- Inclusive growth: fostering a high-employment economy delivering social and territorial cohesion.

To monitor the progress made and quantify the objectives to be met by 2020, the Commission has proposed five 'Europe 2020' headline indicators and targets:

- 75% of the population aged 20-64 should be employed;
- 3% of the EU's GDP should be invested in R&D;
- The "20/20/20" climate/energy targets² should be met (including an increase to 30% of emissions reduction if the conditions are right);
- The share of early school leavers should be under 10% and at least 40% of the younger generation should have a tertiary degree.
- 20 million less people should be at risk of poverty.

While the notion of territorial cohesion also appears in the 'Europe 2020' strategy several times the document neither proposes any concrete guidelines for the territorialisation of its priorities nor does it consider the territorial consequences of the actions proposed.

Priorities of the Territorial Agenda 2020 (TA 2020)

The TA 2020 is the action-oriented policy framework of the ministers responsible for spatial planning and territorial development in support of territorial cohesion in Europe. It aims to provide strategic orientations for territorial development, fostering integration of the territorial dimension within different policies across all governance levels while overseeing implementation of the 'Europe 2020' strategy in accordance with the principles of territorial cohesion.

Six main "territorial priorities for the development of the EU" have been set out in the TA 2020.

- Promoting polycentric and balanced territorial development as an important precondition of territorial cohesion and a strong factor in territorial competitiveness.
- Encouraging integrated development in cities, rural and specific regions to foster synergies and better exploit local territorial assets.

¹ Presented to the public on 5/10/2011, see http://ec.europa.eu/regional_policy/what/future/proposals_2014_2020_en.cfm

² „20/20/20“ means: reducing greenhouse gas emissions by 20% compared to 1990 levels, increasing the share of renewable energy source in final energy consumption to 20%, and a 20% increase in energy efficiency.

- Territorial integration in cross-border and transnational functional regions as a key factor in global competition facilitating better utilisation of development potentials and the protection of the natural environment.
- Ensuring global competitiveness of the regions based on strong local economies as a key factor in global competition preventing the drain of human capital and reducing vulnerability to external development shocks.
- Improving territorial connectivity for individuals, communities and enterprises as an important precondition of territorial cohesion (e.g. services of general interest); a strong factor for territorial competitiveness and an essential condition for sustainable development.
- Managing and connecting ecological, landscape and cultural values of regions, including joint risk management as an essential condition for long term sustainable development

Although the TA 2020 properly highlights the territorial challenges and the potentials for EU territories while bringing relevant territorial priorities to the EU political agenda its implementation depends on the goodwill of different EU bodies and national actors. Its links to the Cohesion Policy and, indeed, to other policies remain very general while its contribution to the policy making mechanism outlined in the 5th Cohesion Report can be described as vague.³

Summing up, 'Europe 2020' is the current key-reference strategy of the EU aimed at providing 'more jobs and better lives' by stimulating 'smart, sustainable and inclusive growth' over the coming decade. It involves integrating EU efforts related to development through greater coordination of national and European policies. The TA 2020 also puts forward an ambitious strategy, though applying specifically here to EU territorial development. Its elaboration process, which was essentially intergovernmental in nature, i.e. a collaboration between the national authorities responsible for spatial planning and territorial development in the EU implies that the TA 2020 has not been formally adopted by any EU body. 'Europe 2020' and the TA 2020, adopted in May 2011 at the informal ministerial meeting held in Gödöllő, thus originate from different political processes, and have a different political status. There is however a strong belief that they should be used to reinforce each other.

Growth requires proper territorial development policy steps, whereas its acceleration should respect "territorial values" such as spatial justice⁴, nature and culture protection as well as the wise use of territorial resources, many of which are (virtually) non-renewable. This is the reason why in several EU countries development strategies combine spatial and socio-economic considerations.

The new Union aim of Territorial Cohesion making a difference

The concept of territorial cohesion gains much of its importance from its prominent rank as an EU objective in the Lisbon Treaty, where it has been newly placed alongside the aims of social and economic cohesion. It states that the EU "shall promote economic, social and territorial cohesion and solidarity among Member States"⁵. Furthermore territorial cohesion is stipulated as a policy field of shared competence between the Union and the Member States.

Although there have been a number of political and technical documents⁶ on territorial cohesion in the last decade, there still does not exist a straight forward definition (just as little as for economic and social cohesion – we could add – as the operationalisation of the first with 75% of GDP cannot be considered as a definition of economic cohesion but its surrogate; for social cohesion not even such an operationalisation exists.)

³ Böhme K., Doucet P., Komornicki T., Zaucha J., Świątek D. (2011) How to strengthen the territorial dimension of 'Europe 2020' and EU Cohesion p.8

⁴ For example, the provision to everyone in the EU, wherever they live, of fair access to various resources and services, in particular the services of general economic interest referred to in the TFEU (Art. 14) and in the EU Charter of Fundamental Rights (Art. 36)

⁵ Treaty of Lisbon amending the Treaty on European Union and the Treaty establishing the European Community, signed at Lisbon, 13 December 2007.

⁶ E.g. Territorial Agenda of the European Union, Leipzig 24-25 May 2007

The Green Paper on Territorial Cohesion published in October 2008⁷ and the following launch of a public debate constituted a major step in the understanding and potential application of the concept in the political arena. The Green Paper argues “that the territorial diversity of the EU is a vital asset that can contribute to the sustainable development of the EU as a whole. To turn this diversity into strength, we have to address territorial cohesion through focusing on new themes, new sets of relationships binding EU territories at different levels and new forms of cooperation, coordination and partnerships.”⁸

These new themes and relationships are briefly described under the four headings of

- a) Concentration, addressing the phenomenon of spatial concentration (of population and economic activity), the negative effects of which need to be avoided
- b) Connectivity, meaning the issue of distance and the quest to reduce it (e.g. peripherality, remoteness, etc.)
- c) Cooperation, where the issue of the division of the territory is addressed as something that has to be overcome by cooperation in order to avoid disadvantages for the citizens that are due to this division; obviously this is relevant for the national, the regional and the local level
- d) Finally the regions with specific geographic features are addressed, which more generally means that the geographical context needs to be taken into account by policies aiming at territorial cohesion.

However, also the Green Paper and the subsequent conclusions on the consultation abstain from providing a definition, leaving it to the ongoing policy debate to further concretise (or not) how territorial cohesion is integrated in the policy making process.

In order to develop indicators for measuring territorial cohesion the ESPON INTERCO project has surveyed the different meanings of the concept from the main stakeholders emphasising different dimensions of territorial cohesion and developed different stories about territorial cohesion. Each of these stories highlights different facets of the territorial cohesion debate as observed during the past decade. These stories are not mutually exclusive. However, there may be contradictions between the different stories. The stories will facilitate a more thorough discussion on the different facets of territorial cohesion and how a limited number of indicators can be used to illustrate or measure the single facets. These story-lines read:

- Smart growth in a competitive and polycentric Europe
- Inclusive, balanced development, and fair access to services
- Territorial diversity and the importance of local development conditions
- Geographical specificities
- Environmental dimension and sustainable development
- Governance, coordination of policies and territorial impacts⁹

It easily can be seen that these storylines go together smoothly with the conceptual provisions of both the Europe 2020 strategy as well as the Territorial Agenda 2020. Therefore our quest for evidence for and the description and benchmarking as well as performance of programme areas will be guided by these storylines.

Profile of Structural Funds Programmes post-2013

The new legislative pack for Cohesion Policy will have considerable repercussions on our approach to the project. Of the numerous changes put forward by the Commission, the following seem to be most relevant in our context:

- Alignment with Europe 2020 strategy is stressed, the linkage of objectives and priorities to Europe 2020 targets reinforced
- The former objective 1 (convergence) and Objective 2 (Competitiveness and Employment) in the future will be merged to a single “Jobs and Growth” goal
- The objective of European Territorial Cooperation (ex objective 3) is upheld and even weighted higher by financial volume and by a separate regulation for ETC to “take

⁷ Green Paper on Territorial Cohesion: Turning territorial diversity into strength, COM(2008) 616 final

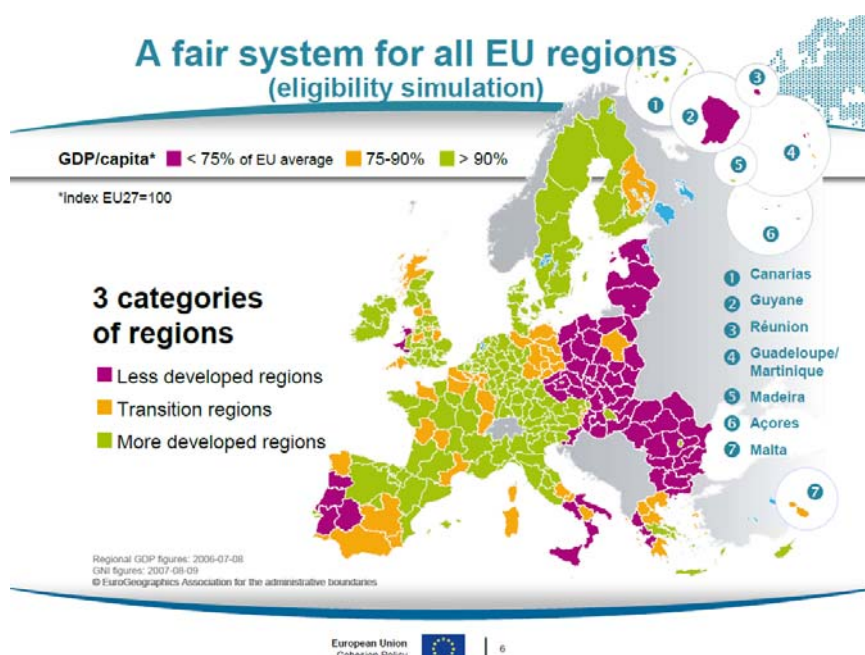
⁸ http://ec.europa.eu/regional_policy/consultation/terco/index_en.htm as of 1 February 2010

⁹ ESPON INTERCO project, forthcoming

better account of multi-country context of the programmes and make more specific provisions for cooperation programmes and operations, as has been requested by a larger number of stakeholders”¹⁰

- The European territory is divided into three categories of regions (defined on NUTS 2-level), namely less developed regions (GDP/capita < 75% of EU average), transition regions (GDP/capita = 75-90 % of EU average) and more developed regions (GDP/capita > 90% of EU average); (see figure 2)
- A list of 11 thematic objectives for all SF programmes is introduced (see Table 2) from which the programmes will have to draw their priorities which at the same time should be small in numbers (three or four?) This thematic list has been drawn up “in order to contribute to the Union priorities of smart, sustainable and inclusive growth” (p. 32)
- The focus on results in the reporting of programme implementation coupled with conditionalities, both ex ante and macro-economic, and a performance reserve will create additional needs for methodologically sound evidence base for all programmes

Figure 1. Eligibility Simulation for future SF programmes



Source: http://ec.europa.eu/regional_policy/sources/docoffic/official/regulation/pdf/2014/proposals/presentation_en.pdf.

Box 1. Thematic objectives

Thematic Objectives for SF-programmes
1. strengthening research, technological development and innovation
2. enhancing access to and use and quality of ICT
3. enhancing the competitiveness of SMEs
4. supporting the shift towards a low-carbon economy in all sectors
5. promoting climate change adaptation, risk prevention and management
6. protecting the environment and promoting resource efficiency
7. promoting sustainable transport and removing bottlenecks in key network Infrastructures
8. promoting employment and supporting labour mobility
9. promoting social inclusion and combating poverty
10. investing in education, skills and lifelong learning
11. enhancing institutional capacity and an efficient public administration

Source: EC proposal for a Regulation ... laying down common provisions on the ERDF, the ESF, the CF, the ELER..., COM (2011) 615, final, point 5.1.2

¹⁰ ETC draft regulation, p.4

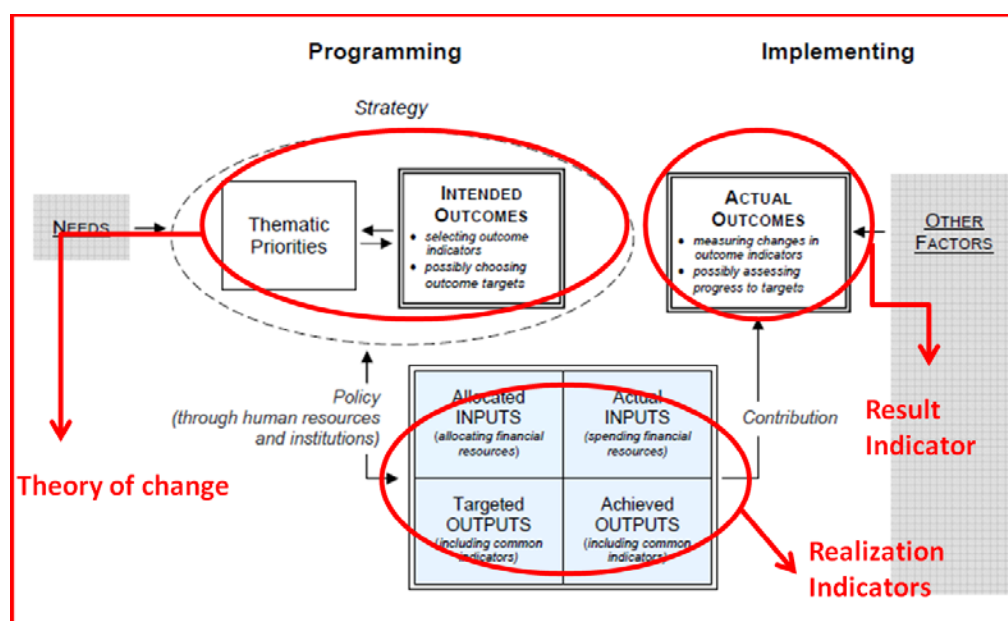
The ambition of Cohesion Policy to be more “performance-based” has been at the core of the debate about the future of the policy. The new proposed general regulation on Cohesion Policy - COM(2011) 615 - aims to focus more on results and to diminish administrative costs and burdens. It introduces new programming framework focusing more on strategy and result, based on the following three pillars:

- performance reserve and review (art. 18–19-20)
- ex ante conditionality and partnership contract (art. 87)
- more focused priorities (art. 9).

This programming approach needs an evolution of the setting and use of the indicators: “the goal is to build a system of monitoring and evaluation whereby each Member State and Region chooses, according to agreed general principles, those outcome indicators that are most suitable to capture the objectives of its own programmes (which outcome for which people?) and to track the progress towards them, and commits to annually report about changes in these indicators and to evaluate impacts¹¹”.

How the new indicator system shall work is described in the working documents “concept and ideas” of DG REGIO. It is based on a strong correlation between the policy/ programme aim (theory of change), the programme priorities, the realisation and result indicators (see figure below).

Figure 2. Barca and McCann framework¹² elaborated



In this new indicator framework, triggering the economic and social context along with the strategy of the programme shall be one of the most important activities of the programming phase. According to the new regulation (art. 24), the new Operational Programs for “each priority shall set out indicators to assess progress of programme implementation towards achievement of objectives as the basis for monitoring, evaluation and review of performance”¹³.

Nevertheless the exercise of setting result indicators according to the new framework will not take place without problems. It is possible, at this stage, to identify the following issues¹⁴:

¹¹ see p. 4 of the High Level group report: Outcome indicators and targets towards a new system of monitoring and evaluation in EU cohesion policy, Barca and McCann

¹² see p. 5 High Level group report

¹³ COM (2011) 614 final

¹⁴ These points are based on personal reflections of t33 experts taking part on the Pilot Test organised by DG REGIO Evaluation Unit in the framework of the European Evaluation Network.

- In order to link priority and indicators, it is necessary to have a clear defined strategy and focused priorities;
- In several countries sources of information and data do not cover adequately the different fields of SF interventions;
- Data is not always comparable at European level;
- Establishing targets requires a know-how which is often lacking in the Managing Authorities;
- In order to overcome the lack of official statistics, ad-hoc surveys can be planned but these may be costly and often not completely reliable.

In this perspective it is important to provide orientation and operational suggestions to MAs in order to design their own indicator systems to support the new approach. Therefore the project shall provide the territorial evidence in strict relation with the new thematic priority set out by DG REGIO.

The project will provide for every Territorial Evidence Pack, a menu of possible result indicators connected with the thematic priority set out by the new proposed regulations. The indicator set will be tailored according to the needs and expectations expressed by the respective Managing Authority.

The renewed cohesion policy as it presents itself today has strongly been inspired by the so-called Barca-Report¹⁵ and a number of subsequent inputs by F. Barca and his teams. In particular the place-based approach gained much attention. Barca explained the notion of place-based development policy as being

- a long-term development strategy aimed at reducing the underutilisation of resources and social exclusion of specific places, through the production of integrated bundles of public goods and services
- determined by extracting and aggregating people's knowledge and preferences in these places and turning them into projects
- and exogenously promoted through a system of grants subjects to conditionalities and multilevel governance.
- within such a place-based development policy, a place is not identified by administrative boundaries
- nor by any other ex-ante "functional" criteria but rather; a place is endogenous to the policy process. It is a contiguous area within whose boundaries a set of conditions conducive to development apply more than they do across boundaries.¹⁶

This notion of place-based development policy can serve as a common denominator of (a) regional development policy, the traditional domain of (b) cohesion policy and SF-programmes, and the notion of territorial cohesion strongly advocated by the spatial development community in particular within the Territorial Agenda 2020. Reconciling these two notions will therefore be another important feature of our approach to the production of Territorial Evidence Packs.

¹⁵ F. Barca, et.al, Towards a territorial social agenda for the European Union, Working Paper in the context of the Barca Report, DG Regio, Brussels and Barca, McCann, High Level Group Report: Outcome indicators and targets towards a new system of monitoring and evaluation in EU cohesion policy

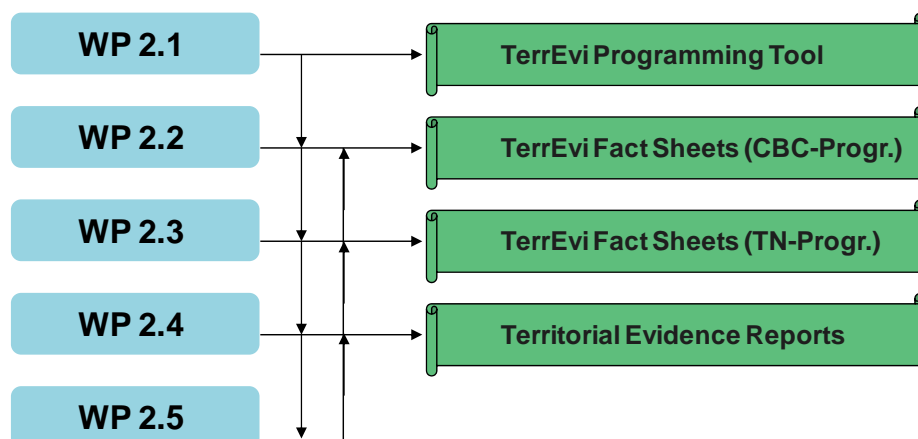
¹⁶ Barca, F. (2009) Presentation given at the OECD/TDPC Symposium on Regional Policy, Paris, 2009

3. Project deliverables

As in most ESPON projects the work is organised in work packages (WP), with WP 1 coordination, WP 3 Dissemination and WP 2 the technical activities.

Most of the activities subsumed under WP2 (see next chapter) produce specific deliverables which are shown in the following:

Figure 3. Deliverables of the project as result of WP 2 (project activities)



WP 2.1 (Operational Methodological Concept) is the core of the entire project. It serves two functions: (a) guiding the subsequent working steps in all work packages by all TPG partners and (b) deliver instructions for (future) MAs how to use territorial evidence – from ESPON and other sources – in order to improve the programming and eventually the performance of their programmes and/or programme area.

Figure 4. Methodological Concept related to deliverables

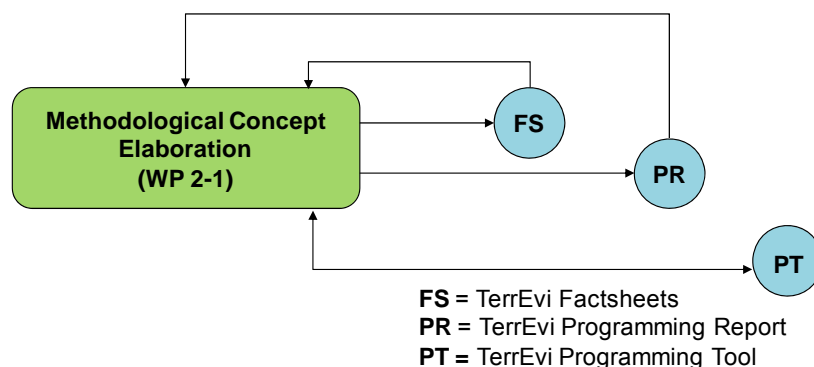


Figure 3 shows schematically how the feedback from the deliverables of other work packages, concretising the concept, will be fed back into the concept description. The delivery of the “outgoing” version of the concept, i.e. the TerrEvi Programming Tool will be part of the Final Report.

It is the objective of the methodological concept to integrate economic development logic as it is represented both in the EU 2020 strategy and the SF regulations (in particular for the “Growth and Jobs”-programmes) with the territorial development logic of TA 2020 and the territorial cohesion into a set of indicators, applicable to European regions and aggregates thereof.

WP 2-2 /2-3 Factsheets for CBC and Transnational-Programmes

The objective of this WP is to deliver Factsheets for all presently active 52 Cross-Border-Cooperation (CBC) programmes (see figure 7 for their distribution over the ESPON Space) and one for each of the presently 13 trans-national programmes (see figure 8) within the objective of European Territorial Cooperation (ETC).

The aim of these factsheets is to provide within a short period of time, some territorial evidence which can be useful for the development of the future programming documents. Furthermore, these factsheets shall illustrate that ESPON has interesting territorial evidence going beyond what the programmes usually use for their programming work. In doing so, the programmes shall be intrigued to further look into available ESPON material going beyond what the ESPON TERREVI factsheets can provide.

Given the wealth of possible information and indicators the selection of the appropriate pieces of information is certainly a most tricky task. To overcome this, the TERREVI team is currently (a) going through both the ESPON database and various EUROSTAT data sources to identify the most interesting indicators. In parallel the team is screening selected ESPON project reports to collect qualitative information of interest for territorial cooperation programmes.

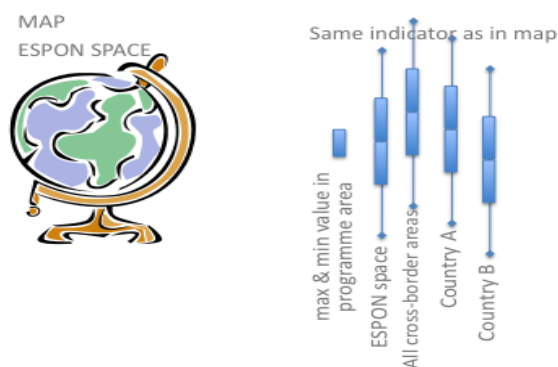
Selecting relevant ESPON indicators

While ESPON material as well as other European sources provide excellent information at European level with a focus on comparable European datasets, there is a multitude of national, regional and local data sets providing much more detailed information, covering a wider range of themes at lower geographical scales. Consequently, the information provided by ESPON will be most useful for helping the programmes to view themselves in a wider geographical context.

The approach to be tested for selected indicators envisages to provide

- (a) a European map on the indicator, and
- (b) a set of boxplots addressing different reference points with one boxplot for
 - the programme area,
 - the ESPON space
 - all CBC programme-areas
 - each country involved in the programme in question

Figure 5. Scheme for indicator presentation within each Factsheet



This set of boxplots will allow the reader of the factsheet, to see the variation with regard to this indicator within the programming area, and compare it to the variation within the ESPON space, the variation of all cross-border regions, and the variation of the countries involved in the programme. As for the transnational programming areas, the comparison to all transnational programming areas becomes meaningless as it will resemble the boxplot for the ESPON space, at the same time there will be considerably more countries to be shown.

In order to select the relevant ESPON indicators for this exercise, the project team has screened indicators considering at the same time

- (a) the proposed thematic objectives for the future Structural Funds,
- (b) the aims of the Territorial Agenda 2020, and
- (c) the usefulness of the indicators for the programming. The main criteria considered are presented in the table below:

Table 2. Criteria for indicator selection

Thematic objective (art. 9 of the proposed CSF-Funds regulation)	TA2020 Priorities	Usefulness
strengthening research, technological development and innovation	Promote polycentric and balanced territorial development	Context indicators – i.e. indicator on territorial and socio-economic structures which will not be changed through programme interventions
enhancing access to, and use and quality of, information and communication technologies	Encouraging integrated development in cities, rural and specific regions	External factors – i.e. indicators on overall development and trends which may influence the programme area but will not be changed by programme interventions
enhancing the competitiveness of small and medium-sized enterprises, the agricultural sector (for the EAFRD) and the fisheries and aquaculture sector (for the EMFF)	Territorial integration in cross-border and transnational functional regions	Influencable factors – i.e. indicators on developments which possibly can be changed by programme interventions
supporting the shift towards a low-carbon economy in all sectors	Ensuring global competitiveness of the regions based on strong local economies	
promoting climate change adaptation, risk prevention and management	Improving territorial connectivity for individuals, communities and enterprises	
protecting the environment and promoting resource efficiency	Managing and connecting ecological, landscape and cultural values of regions	
promoting sustainable transport and removing bottlenecks in key network infrastructures		
promoting employment and supporting labour mobility		
promoting social inclusion and combating poverty		
investing in education, skills and lifelong learning		
enhancing institutional capacity and an efficient public administration		

Having these points in mind the project team has discussed possible indicators to be used for the factsheets. The discussion will be finalised at the project team meeting in Aalborg 15 June 2012. At present two sets of possible indicators are in the discussion. Whereas the first one is more strictly related to the envisaged programme indicators and investment priorities, the second one tries to place more emphasis on the territorial dimension and ESPON indicators which go beyond the usual set of Structural Funds indicators.

The first set of indicators focuses on those indicators which usually are part of a programme SWOT-analysis. Here, it could be useful to analyse the region in respect to the Cohesion thematic objectives. The indicators which mainly provide information about the context of the programme are:

- Average total population
- Average total population growth
- GDP per head
- GDP per head growth
- Gender gap in unemployment rate
- Life expectancy at birth
- At-risk of poverty or social exclusion

The table below shows the second possible set currently discussed including information on the geographical level at which the data is available and potential links to the future investment priorities. This set puts a stronger focus on the territorial dimension and the ESPON work.

Table 3. Indicators for territorial structures and trends

		RTD and innovation	ICT	competitiveness of SMEs	low-carbon economy	climate change	resource efficiency	sustainable transport	employment and labour mobility	social inclusion and poverty	education, skills and lifelong learning	institutional capacity
Important territorial structures												
ESPON & DG Regio: Rural-urban typology	NUTS 3											
ESPON: Potential multimodal accessibility	NUTS 3			x				x				
ESPON & Eurostat: R&D expenditure	NUTS 2	x										
Eurostat: Share of renewable energy in final energy consumption	NUTS 2				x	x	x	x				
Eurostat: Water use in million m3	NUTS 2						x					
Important trends												
ESPON Climate: Potential vulnerability of regions to climate change	NUTS 3					x						
ESPON Climate: Overall capacity to adapt to climate change	NUTS 3					x						x
ESPON Demifer: Change in labour force 2005-2050	NUTS 2			x					x	x		
ESPON Demifer: Change in old age dependency 2005-2050	NUTS 2											
ESPON Transport scenario (which ?)	NUTS 2 or 3			x				x				
ESPON ARTS: Impact assessment of EU directive on promotion of clean and energy-efficient road and transport vehicles	NUTS 2				x	x	x	x				

Certainly, both lists could be made even longer, however, for the factsheets to be come short and readable, indeed no more than 3 to 6 indicators all together should be selected.

Selecting relevant qualitative ESPON information

In parallel to the indicator work, the project team is also reviewing a series of ESPON projects to extract qualitative information. For this latest project reports are reviewed and information is extracted with regard to:

- qualitative information on the nature of territorial cooperation
- tools developed by the project that could be of relevance for territorial cooperation
- qualitative findings about territorial developments or structures which could be of relevance

The reports to be reviewed in a first attempt are TERCO, Metroborder, TRANSMEC, Ulysses, RISE, SMART-IST and ET250. Furthermore, the project team will consider the territorial impact assessment tools e.g. developed by ESPON ARTS.

So, far the findings on qualitative information are pretty weak, and mainly suggest that there are specific tools such as impact assessment tools which might be of interest.

Structure of the factsheets

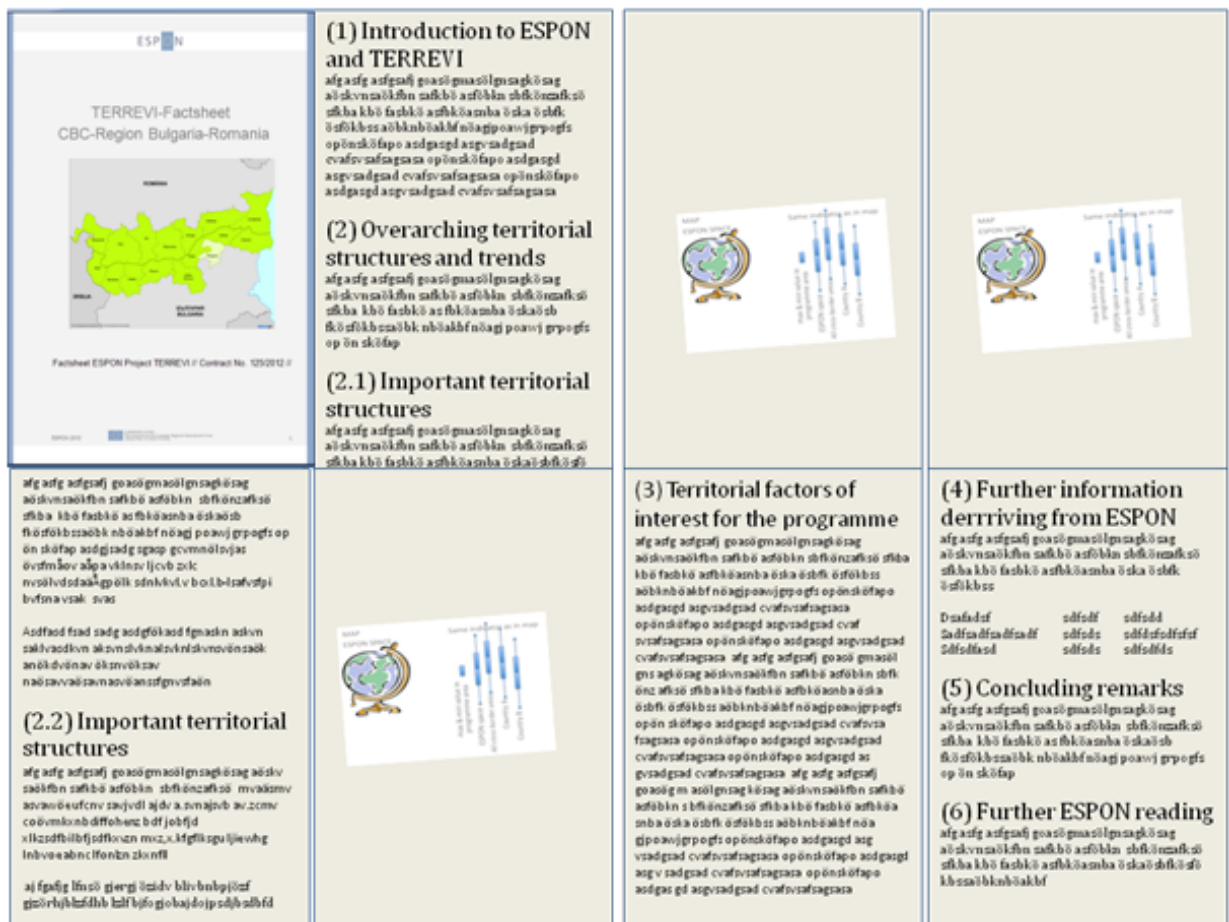
To be short and concise, a factsheet should indeed not have more than 8 to 10 pages at the very maximum including maps. Compressing all the relevant ESPON information to such a short text is a challenging task. Having tested different options, the project team envisaged at present following structure:

- Cover page with a map of the programme area (1 page)
- Introduction to ESPON and TERREVI (0.5 pages)

- Overarching territorial structures and trends relevant for ETC (1.5 pages + 3 pages, maps & graphs)
 - Important territorial structures
 - Important territorial trends
- Territorial factors of interest for the programme (1 page)
- Further information deriving from ESPON (0.3 pages)
- Concluding remarks (0.3 pages)
- Recommended ESPON reading (0.3 pages)

While the draft structure for the factsheets is available in the annex, the image below provides a first impression of the organisation of the factsheets. All factsheets are supposed to follow the exact same structure, however factsheets on transnational programmes might have a somewhat different structure compared to those on cross-border programmes.

Figure 7. Outline of Factsheet layout



The detailed and final set-up of the factsheets will be decided at the project team meeting in Aalborg, 15 June 2012.

WP 2-4 Territorial Evidence Packs for 10 selected programmes

The pilot Evidence Packs for 10 cases represent an ambitious attempt to demonstrate in practice to selected Managing Authorities (and other relevant programme bodies) what territorial evidence can contribute to the design and implementation of a result-oriented SF programme of the post 2013 period. The pilot cases will be selected from different types of programmes according to the specification so that for each future programme type there is also 9 test case for the methodology developed under WP 2.1.

TerrEvi, Selection of the 10 Pilot Cases

Framework

Within “WP 2-4 Territorial Evidence Packs for 10 selected programmes” the selection of 10 Pilot Cases from different types of programmes according to the specification so that for each programme type they are also the test case for the methodology developed under WP 2.1.

The **purpose** of the Pilot Cases is to **demonstrate** in practice to the respective Managing Authorities (and other relevant programme bodies) what territorial evidence can contribute to the design and implementation of the new generation of Structural Funds programmes in the period 2014-2020.

Background

Following the latest Commission’s proposals, the 2014-2020 programming period will entail a more coordinated approach across EU Funds and policies. The Common Strategic Framework (CSF) is the reference framework to be translated in the national strategy in the form of the Partnership Contract, incorporating not only Cohesion Policy, but also rural development and maritime and fisheries policy.

On the basis of the Partnership Contract, national and regional authorities will develop their Operational Programmes (OP) broken down into priorities. There will be a stronger results-orientation, with clearer and measurable targets, hence requiring a **stronger evidence base** via quantification, baseline values and the use of common indicators.

A novel element of the new framework is **thematic concentration**. Within the **11 Thematic Objectives**. Additionally a ring-fencing mechanism is proposed, requiring explicit thematic concentration within ERDF and ESF programmes. In **transition and more-developed regions**, at least 80 percent of ERDF funds would have to be allocated to Thematic Objectives 1 (RTDI), 3 (SME competitiveness) and 4 (Low-carbon economy, min. 20 percent of total). The regulations also contain a requirement to allocate five percent to sustainable urban development, which would leave 15 percent to spend on other Thematic Objectives. There **is more flexibility for less-developed regions**, where only 50 percent needs to be spent on the three Thematic Objectives and the minimum for Thematic Objective 4, Low-carbon economy, goes down to 6 percent. With the 5 percent for urban development, 45 percent would be left for other Thematic Objectives.

In the case of the European Territorial Cooperation Article 6 of the draft ETC regulation¹⁷ foresees that up to 4 thematic objectives shall be selected for each cross-border cooperation and transnational cooperation programme; interregional cooperation underlying no such restriction.

Challenge

One can expect that the Managing Authorities of the new programmes feel adequately confident in collecting territorial evidence in the course of the compilation of the analysis (SWOT) as part of their OPs in the way they have conducted that in the past.

However the requirements of the regulations proposals set certain standards also on the territorial evidence to be collected to justify strategic choices and reference baselines. In the course of the thematic concentration, the analysis part must be aligned accordingly. One of the purposes of the Territorial Evidence Packs is to demonstrate that such an alignment is not only feasible but also useful rather than an administrative burden because of an “idea created in Brussels”.

Procedure

In the course of the selection of the 10 programmes, the final composition of 6 Regional OPs (2 for each regional category, i.e. less-developed, transition and more developed regions) and 3 Transnational Programmes and one CBC Programme

¹⁷ Proposal for a Regulation of the European Parliament and of the Council on specific provisions for the support from the European Regional Development Fund to the European territorial cooperation goal (COM(2011) 611 final)

For the selection of the ROPs the project team used the following criteria:

- coverage for all regional categories, i.e. less-developed, transition and more developed regions;
- existence of a Regional Operational Programme already for the 2007-2013 period;
- variance of available budgets (i.e. ranging from small to billion ROPs);
- mix of old and new member states;
- mix of central and peripheral regions;
- mix of small and large Member States;
- mix of programmes between old and new member states;
- inclusion of external borders and countries under ENPI and IPA;
- mix of experienced and less experienced (e.g. NWE) and “rookie” programmes (e.g. SEE)
- a variance of available budgets;
- performance in the current period (e.g. expressed by the current number of projects and absorption rate);
- institutional continuity of the MA and
- expression of willingness to cooperate.

a) Selecting the programmes

Based on the considerations expressed above the following regions are proposed for the final selection of case studies by the ESPON programme:

Table 4. Proposed Regions for case study selection

	Regional Programmes			ETC-Programmes	
	Less developed regions	Transition regions	More developed regions	CBC	TNC
	<ul style="list-style-type: none"> • Jihovychod, CZ • Thessalia, GR • Norte, PT • Sicily, IT 	<ul style="list-style-type: none"> • Sachsen-Anhalt, DE • Lorraine, FR • West Macedonia, GR • Molise, IT 	<ul style="list-style-type: none"> • Styria, AT • Valencia, ES • Umbria, IT • Northrhine-Westfalia, DE 	<ul style="list-style-type: none"> • AT-SK • GR-BG 	<ul style="list-style-type: none"> • North West Europe • North Sea • Alpine Space • South East Europe • Atlantic • Macaronesia
Number of Regions (Ops) to be selected for the case studies	2	2	2	1	3

With the respective Managing Authorities the CU should get in contact to reassure their willingness to cooperate and to introduce the TerrEvi project and TerrEvi team. It is necessary to establish these first contacts before the summer break in order not to jeopardise the MA's and the project's time plans.

b) Working steps for the pilot cases

Building on the methodology and in the cases of the ETC-programmes also on the already available factsheets the elaboration for each pilot case start off with an in-depth territorial analysis of the selected program willingness to e area. The outcome of this research will be a draft SWOT-analysis of the programme area, which will be used as input for the TerrEvi Workshop with the MA. This WS should be 1 or 2 days (according to the availability to the MA) and cover following themes:

- Presentation of draft findings by TPG
- Status of programming for post 2013 (MA)
- Experience with territorial evidence base in current programme(MA)
- “ Questions & Answers”-sessions

- c) **Drafting of the Evidence Report** for the respective programme area along the lines given in table 5.

The ESPON Evidence Report should clearly address the needs of each individual programme for the – possibly already ongoing – negotiation process among the programme partners. Therefore it will (in contrast to the factsheets) not only list key indicators and key territorial issues but also introduce relevant findings from ESPON projects on territorial relationships, contexts and correlations into the programming process. This could affect both the design of the programme’s priorities or measures as well as the decisions on performance measurement. Furthermore the Evidence Report shall deliver evidence based arguments for the need of action in favour of territorial cohesion by the pilot SF programmes.

Box 2. Tentative table of content for ESPON Evidence Report

ESPON Evidence Report for programme area xy
1. Position and potentials of the programme area from a European perspective
1.1. Territorial structures and trends
1.2. Integration in European and global networks
1.3. Strengths and Weaknesses (benchmarking the programme area)
1.4. Threats and Opportunities (in comparison with other territorial units)
2. Territorial structure and balance within the programme area
2.1. Structure of the programme area by types of region (urban-rural, metropolitan, border, islands, sparsely populated, outermost, mountainous, coastal, industrial transition);
2.2. Territorial cohesion indications (concentration of population and activities, connectivity within and with outside regions, cooperation within the programme area. and governance aspects)
3. Conclusions – key issues to deal with from the side of the programme; key challenges and potentials if priority themes have already been envisaged by the programme, stressing territorial evidence that increases the need for action in a territorially sensitive way

WP 2-5 Mapping

The work package is servicing the output of WP 2.2.-2.4 supporting the messages conceived by the fact sheets and the Evidence Reports in a concise and visually attractive manner. The maps represent an integral part of these deliverables and will also serve as a communication tool for the discussion with the MAs. As the maps (as well as the text and figures) will primarily address policymakers from the programme areas the information content has to be solid, simple and easy to understand, making clear which opportunities and challenges exist for their territory that are backed by credible evidence.

The maps will be designed as far as possible in the format provided by the ESPON Programme. For many of the programme area maps, though, a specific layout appropriate for the respective area will be necessary. The maps will be realised by a GIS platform (vector format) so that great flexibility in the creation and adaptation of each map is given. Concerning the colours and other codes of the maps we will adhere to the recommendations given in the ESPON Mapping Guide.

The preparation of individual (group of) maps will follow the story lines developed by the methodological concept in general and the preconditions of the factsheets and pilot Evidence Packs in particular. These preconditions will be defined and communicated within the TPG as early as possible for each group of deliverables.

4. Work organisation and budget break-down

Work organisation

The project assembles three partners in the TPG i.e. Metis, T33, FGGI with an average of three experts involved at each of them. Thus it needs a clear structure of responsibilities for execution of the technical work and for the integration of all different activities. This starts with a distribution of roles for each partner in each individual work package. This distribution is outlined in table 3 as it is agreed between the partners.

Table 5. Distribution of responsibilities within TPG

Work Package	Metis	T33	FGGI
WP 1 Coordination			
WP 2 Activities			
WP 2.1. Methodological Framework			
WP 2.2. Fact-Sheets CBC			
WP 2.3. Fact-Sheets TNC			
WP 2.4. 10 Evidence Packs			
WP 2.4.1. Selection of case study areas			
WP 2.4.2. Individual case studies			
WP 2.5. Mapping			
WP 3 Dissemination			

	responsible
	contributing

All five work packages are organised along the same lines with a work package leader (WPL) from the responsible partner taking care of the execution of the WP and the delivery of the agreed outputs. The individual case studies (Evidence Reports) will be distributed between the partners depending on the decision of the cases and each partner will take over responsibility for the pilot assigned alone.

Communication

Communication within the TPG will be mainly organised through a common web based work platform, where all relevant information – from the input side as well as from the output side – can be stored and kept accessible to the involved staff of all partners. This web-site is up and running, the URL <http://metis.vienna.eu> Its content structure is still under construction and will be operational for the elaboration of the Factsheets as of mid-June.

Besides this electronic communication tool we deem it necessary also to communicate face to face in order to discuss thoroughly the main issues of the project. For this purpose five TPG-meetings will be organised by the LP and attended by the whole core team plus important collaborators of individual WPs.

Table 6. Budget break-down by cost categories (in EUR)

Cost category	Partner			Total	Work packages		
	Metis	T33	FGGI		WP1	WP2	WP3
Staff	119,880	97,920	58,200	276,000	25,920	23,600	14,080
Administration	29,970	24,480	14,550	69,000	6,480	59,000	3,520
Services	81,000	15,000	5,000	101,000	0	99,000	2,000
Travel	11,800	11,400	11,400	34,600	13,300	12,000	9,300

5. Preview on project activities until the Interim Report

The Interim Report will be due on 31.12.2012, before this, the 65 Factsheets (First Specific Delivery) have to be finalised and delivered by 30.09.2012.

Thus the project activities planned for the rest of the year are as follows:

Table 7. Timing of TerrEvi activities until December 2012

Tasks	June				July				August				September				October				November				December					
	CW 23	CW 24	CW 25	CW 26	CW 27	CW 28	CW 29	CW 30	CW 31	CW 32	CW 33	CW 34	CW 35	CW 36	CW 37	CW 38	CW 39	CW 40	CW 41	CW 42	CW 43	CW 44	CW 45	CW 46	CW 47	CW 48	CW 49	CW 50	CW 51	CW 52
Inception Report	Orange																													
2nd TPG-Meeting		Green																												
3rd TPG-Meeting																	Green													
Factsheets																														
Final decision on content and design			Blue																											
Additional screening of ESPON work			Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Production of draft-factsheets			Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Quality control						Blue				Blue				Blue	Blue	Blue	Blue													
Specific delivery 1																	Orange													
Evidence Reports (Case Studies)																														
Decision on case study regions (CU)			Orange																											
Contact & workplan communication with MA			Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
Desk research for Case studies			Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue	Blue
TerrEvi Workshops																	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green
Draft Reports																											Blue	Blue	Blue	Blue
4th TPG Meeting																									Green					
Dissemination																														
ESPON Seminars																														
ESPON-INTERACT Seminar																														
Interim Report																											Blue	Blue	Orange	

Annex 2. Draft design for Factsheets

TERREVI-Factsheet

CBC-Region Bulgaria-Romania



Factsheet ESPON Project TERREVI // Contract No. 125/2012 //

1 Introduction to ESPON and TERREVI

(0.5 p.)

Policy context ...

ESPON ...

TERREVI ...

This factsheet ...

2 Overarching territorial structures and trends

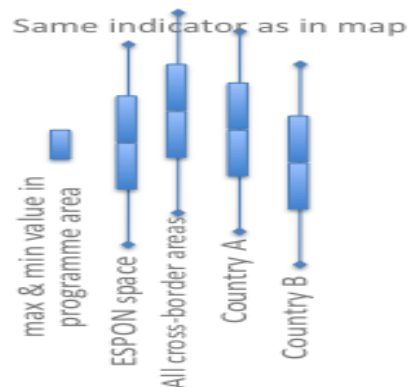
(1.5 p.)

Overall territorial structures and trends which are of importance for future Interreg programmes ... general text on territorial trends and challenges in the light of future cohesion policy ...

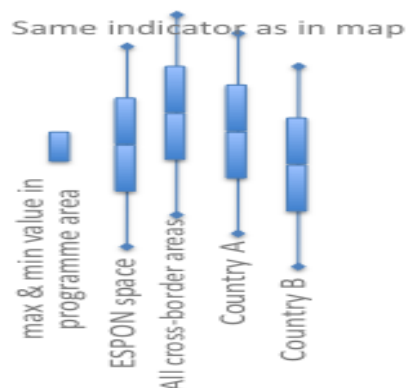
2.1 Important territorial structures

Specification – short text and map / graphic context indicators ...

Map 1 Xxx



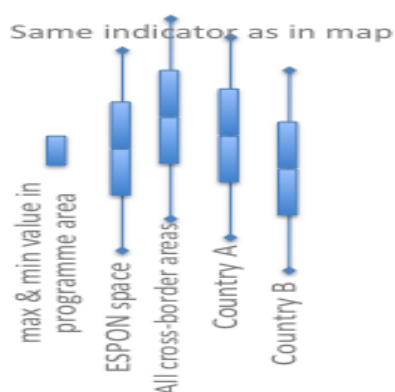
Map 2 Xxx



2.2 Important territorial trends

Specification – short text and map / external factors

Map 3 Xxx



3 Territorial factors of interest for the programme

(1 p.)

Territorial cooperation programmes can make a difference for the future development of cross-border and transnational territories in Europe. Some of the factors where this influence can be analysed by European wide data sets

Map 4 Xxx

4 Further information provided by ESPON

(0.3 p.)

In addition to the territorial evidence presented above, there are other ESPON studies providing relevant information and insights concerning territorial cooperation and more specifically the Programme (see the table below)

Name of the ESPON study	Content	Relevance for the Programme
-------------------------	---------	-----------------------------

5 Concluding remarks

(0.3 p.)

One short paragraph concluding what has been presented in this factsheet

6 Recommended ESPON reading

(0.3 p.)

ESPON has published a wide range of exciting reports providing valuable territorial evidence for future territorial cooperation initiatives. Some of the reports of particular interest for territorial cooperation are:

-
- ...
- ...

All these reports and many more can be downloaded at www.espon.eu

www.espon.eu

The ESPON 2013 Programme is part-financed by the European Regional Development Fund, the EU Member States and the Partner States Iceland, Liechtenstein, Norway and Switzerland. It shall support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory.

ISBN