

# TerrEvi

## Territorial Evidence Packs for Structural Funds Programmes

Scientific Platform and Tools Project 2013/3/7

Interim Report | Version 20/12/2012



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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The web site provides the possibility to download and examine the most recent documents produced by finalised and ongoing ESPON projects.

This basic report exists only in an electronic version.

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## Introduction

This Interim Report covers the work carried out during the second reporting period of the ESPON TerrEvi project, i.e. from the delivery of the Inception Report in June 2012 until the delivery of the present report in December 2012.

The project set out to translate available ESPON results into easy to use pieces of evidence which can support the development of future Structural Funds programmes. The main work during this period, focused on the development, elaboration and delivery of ESPON factsheets for all cross-border and transnational cooperation programmes under the European territorial cooperation objective.

Furthermore, ten programmes for which further going territorial evidence packs will be elaborated have been identified and the work on the evidence packs has been taken up.

In the following we will briefly remind the reader on the analytical approach taken (chapter 1). This is followed by a chapter with a short reminder on the project deliveries of the ESPON TerrEvi project (chapter 2).

In chapter 3, we introduce the reader to details behind the territorial cooperation programme factsheets that have been provided by the project in November 2012. These factsheets are more or less the actual delivery of the last months, where this interim report appears to be merely a formal delivery focusing the technicalities.

Chapter 4 then introduces the work on ten territorial evidence packs which has already been started and will be finalised in spring 2013.

Finally, chapters 5 and 6 provide a prospect on the work to come. Chapter 5 focuses on the methodological tool kit which will be elaborated during summer 2013, summing up the various working steps of the TerrEvi project. Chapter 6 provides an overview on the overall timetable and various steps and deliveries ahead.

# 1 Analytical approach

ESPON has 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 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. 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.

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 information provided by the project 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 Factsheets and Territorial Evidence Pack fruitful and attractive for the Structural Funds 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.

## **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 pack 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 targets<sup>12</sup> 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.
- 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.<sup>1</sup>

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. 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 justice<sup>2</sup>, 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"<sup>3</sup>. 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 documents<sup>4</sup> 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.).

The Green Paper on Territorial Cohesion published in October 2008<sup>5</sup> 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."<sup>6</sup>

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

<sup>1</sup> 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

<sup>2</sup> 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)

<sup>3</sup> Treaty of Lisbon amending the Treaty on European Union and the Treaty establishing the European Community, signed at Lisbon, 13 December 2007.

<sup>4</sup> E.g. Territorial Agenda of the European Union, Leipzig 24-25 May 2007

<sup>5</sup> Green Paper on Territorial Cohesion: Turning territorial diversity into strength, COM(2008) 616 final

<sup>6</sup> [http://ec.europa.eu/regional\\_policy/consultation/terco/index\\_en.htm](http://ec.europa.eu/regional_policy/consultation/terco/index_en.htm) as of 1 February 2010

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 impacts

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 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”*<sup>7</sup>
- 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);
- A list of 11 thematic objectives for all SF programmes is introduced 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.

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<sup>7</sup> ETC draft regulation, p.4

#### 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

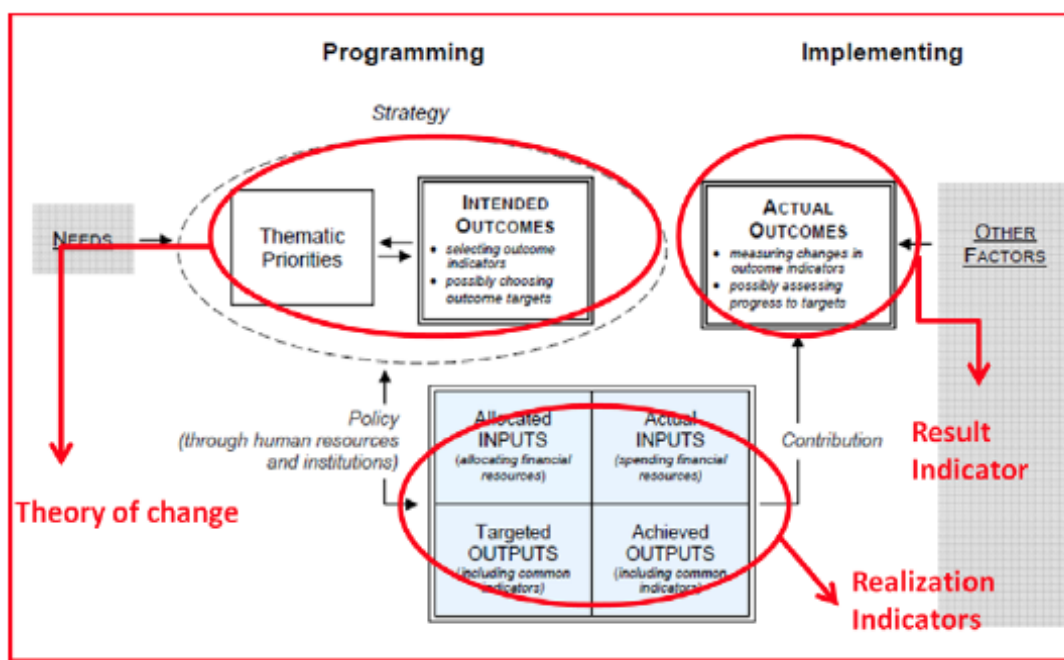
The ambition of Cohesion Policy to be more “performance-based” has been at the core of the debate about the future of the policy. The new proposed general regulation on Cohesion Policy - COM (2011) 615 - aims to focus more on results and to diminish administrative costs and burdens. It introduces new programming framework focusing more on strategy and results 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 impacts<sup>8</sup> 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).

<sup>8</sup> 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

Figure 1. Barca and McCann framework<sup>9</sup> 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”.<sup>10</sup>

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 issues<sup>11</sup>:

- 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 Structural Funds 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-Report<sup>12</sup> and a number of subsequent inputs by F. Barca and his teams. In

<sup>9</sup> see p. 5 High Level group report

<sup>10</sup> COM (2011) 614 final

<sup>11</sup> 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.

<sup>12</sup> F. Barca, et.al, Towards a territorial social agenda for the European Union, Working Paper in the

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.<sup>13</sup>

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 Structural Funds 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.

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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

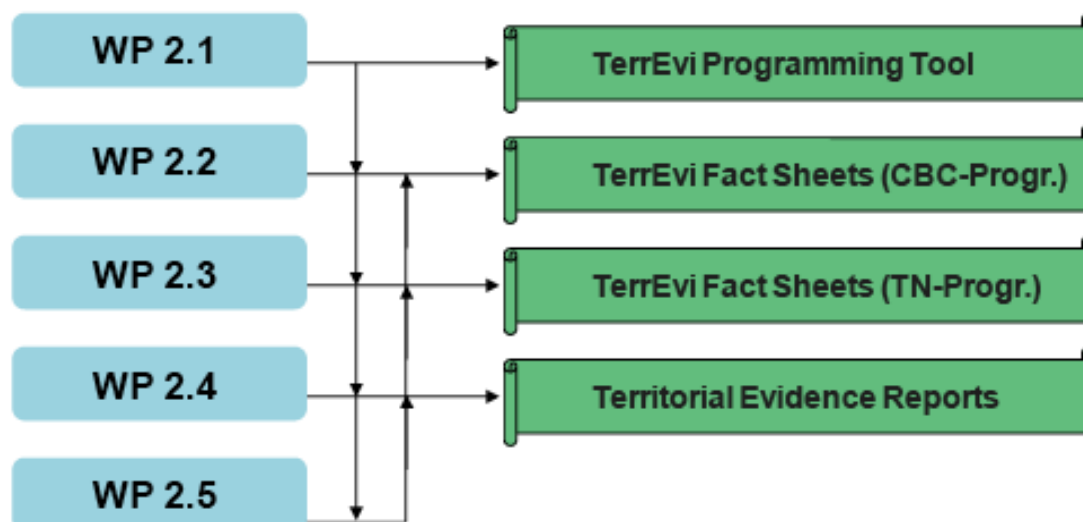
<sup>13</sup> Barca, F. (2009) Presentation given at the OECD/TDPC Symposium on Regional Policy, Paris, 2009

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



The above figure 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 Structural Funds 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.

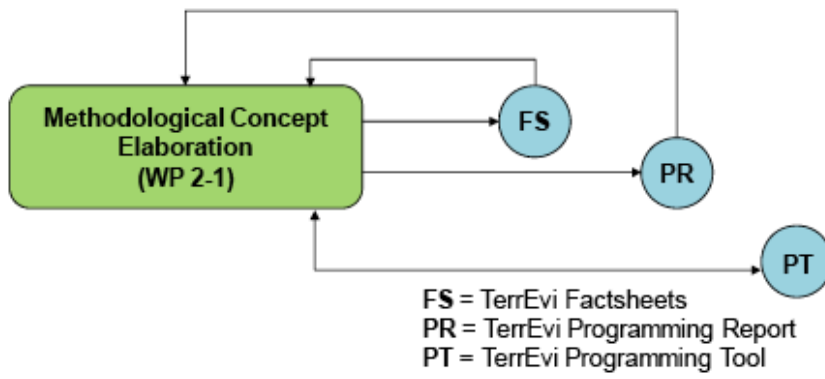
During autumn 2012, the results of WP 2.2 (cross-border programme factsheets) and W 2.3 (transnational programme factsheets) have been delivered. The following chapter provides some additional information on the work with the factsheets.

The work on WP 2.4 (evidence packs) has already started during summer 2012 and will be intensified in early 2013. A detailed description of the work carried out and a head can be found elsewhere in this report.

WP 2.5 concerns the mapping and as such it runs in parallel with the elaboration of the factsheets (WP 2.2 & 2.3) and the evidence packs (WP 2.4).

WP 2.1 is the final work of this project. Accordingly it is only briefly addressed in this report. 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 3. **Methodological concept related to deliverables**



## 3 Factsheets

An important dimension of the ESPON TerrEvi project was the elaboration of factsheets on all present 52 cross-border and 13 transnational territorial cooperation programmes.

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 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.

Certainly, the factsheets provide only a first glimpse rather than fully present the work of the large number of ESPON projects that are currently underway. Likewise, each programme area includes diverse development potentials and challenges, which needs targeted information search. Nevertheless, the factsheets contain information, benchmarking the programme area in its larger, territorial context, that is of interest and help to better understand the programme area and to navigate within the richness of ESPON material available.

The factsheets have been finally published on the ESPON website in late November 2012. They can be downloaded at:

[www.espon.eu/main/Menu\\_Projects/Menu\\_ScientificPlatform/terrevi\\_factsheets121128.html](http://www.espon.eu/main/Menu_Projects/Menu_ScientificPlatform/terrevi_factsheets121128.html)

### 3.1 Structure

The structure of the factsheets has been developed carefully and in close cooperation with the ESPON Coordination Unit. The final structure allows the reader to get a quick overview on selected territorial features of a programme area, based on ESPON result. The text is easy to read and serves mainly as teaser to further investigate relevant ESPON results.

The main focus of the factsheets is on the objectives of Europe 2020 (smart, inclusive and sustainable growth) and the proposals for future investment priorities deriving from the three objectives.

Overall the factsheets are structured in three main parts. The first part presents a selection of indicators that help comparing the situation of the programme area in question with the European average, the average for all programme areas as well as the situation in the countries involved. The second part briefly presents territorial factors of interest for the programme area. The final part offers guidance on the further use of ESPON results and tools.

The more detailed structure of the factsheets is as follows:

#### **Introduction**

At the beginning there is a short introduction text outlining the context, aim and structure of the factsheet.

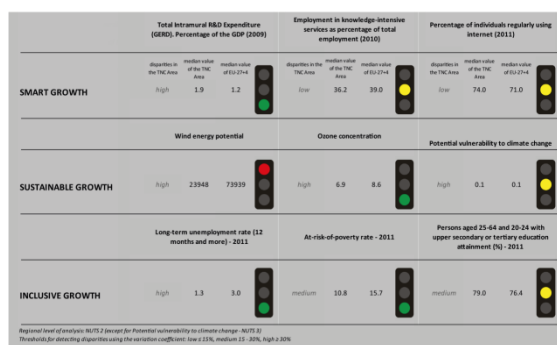
#### **Europe 2020**

The heart of the factsheet is the section of Europe 2020, where information about the programme is presented following the objectives of smart, sustainable and inclusive growth. For each of the three objectives a selected number of indicators are presented and it is illustrated how the programme area stands as compared to EU 27+4. As for cross-border programmes, it is also shown how a programme stands as compared to all other cross-border programme areas and national figures for the countries involved. To make the information easy to understand it is presented in form of traffic lights with accompanying texts. The traffic light approach is discussed in further detail later on.

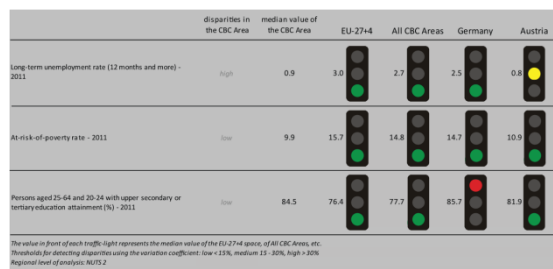


Figure 4. Example for traffic lights used in the factsheets

### Cross-border programme



### Transnational programme



The very communicate format of the traffic lights is accompanied by a selection of ESPON maps and in the case of cross-border programmes also a number of box-plots to allow for a more nuanced picture. Each of the factsheets includes following maps in the Europe 2020 section:

- Territorial Patterns of Innovation (ESPON KIT project)
- Territorial impact on fossil fuel consumption of Directive on the promotion of clean and energy-efficient road transport vehicles (ESPON ARTS project)
- Change in Labour Force 2005-2050 (ESPON DEMIFER project)
- Combined adaptive capacity to climate change (ESPON CLIMATE project)
- Employment rate 2010

In the factsheets on cross-border programmes, the last two maps were replaced by box-plots, illustrating the situation of the programme area as compared to EU27+4, all other cross-border programme areas, and the countries involved in the programme area. The box-plots allow the reader to more easily compare the areas than a map.

### Territorial factors of interest for the programme area

The second part presents briefly some territorial information which is of interest for the programme area. The information provided derives from various ESPON projects and addresses e.g. the territorial and urban structure, accessibility and geographical specificities. In addition to possible illustrations or text-boxes on specific project findings, e.g. relevant case studies or results on relevant territorial specificities, the section always includes two maps:

- Urban-rural typology of NUTS3 regions including remoteness (DG Regio), and
- Multimodal accessibility (ESPON Accessibility Update).

### Recommended ESPON reading

The final part offers guidance on the further use of ESPON results and tools. This part presents with a view words the most relevant ESPON tools, and a small number of selected projects which might be of particular interest for the programme in question. Whereas the tools are identical in all factsheets, the selected programmes differ, as the team has tried to identify for each programme area the most interesting ESPON projects.

## 3.2 Selection of relevant ESPON information and indicators

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 TPG screened (a) the ESPON database and various EUROSTAT data sources to identify the most interesting indicators, and (b) selected ESPON project reports to collect qualitative information of interest for territorial cooperation programmes.

For the development of the factsheets, the main focus was on selecting relevant indicators used and/or developed by ESPON. In addition also more qualitative information used by ESPON has been identified and used for the development of the factsheets.

### 3.2.1 Quantitative information

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 investment priorities 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:

Thematic objective (art. 9 of the proposed Structural Funds regulations)	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		

In addition, also the European-wide availability of data and the up-to-dateness of the available data have been taken into consideration.

Having these points in mind the project team has discussed and tested various possible indicators to be used for the factsheets. After assessing and testing a wide range of indicators the final selection of indicators to be used for the factsheets was made. In order to keep the number and focus of the indicators manageable and allow an easy communication, it was decided not to present them following the future investment priorities (see Structural Funds regulation), but present them following the three objectives of the Europe 2020 Strategy:

Smart growth:

- Total intramural R&D expenditure (GERD) as share of GDP (2009) – traffic light format
- Employment in knowledge intensive services as percentage of total employment (2010) – traffic light format
- Percentage of individuals regularly using internet (2011) – traffic light format
- Territorial patterns of innovation (2008) – map

Sustainable growth:

- Wind energy potential (2009) – traffic light format
- Ozone concentration (2008) – traffic light format
- Potential vulnerability to climate change (around 2009) – traffic light format
- Territorial impact on fossil fuel consumption of Directive on the promotion of clean and energy-efficient road transport vehicles (around 2009) – map
- Combined adaptive capacity to climate change (around 2009) – map or box-plots

Inclusive growth

- Long-term unemployment rate (2011) – traffic light format
- At risk of poverty (2011) – traffic light format
- Persons aged 25-64 and 20-24 with upper secondary or tertiary education attainment (2011) – traffic light format
- Change in Labour Force 2005-2050 – map
- Employment rate (2010) – map or box-plots

Additional

- Urban-rural typology of NUTS3 regions including remoteness – map
- Multimodal accessibility (2006) – map

This selection of indicators allows providing a quick overview on the different dimension of Europe 2020 as well as some basic territorial features and even raising awareness for the idea and approach to territorial impacts of policies.

Unfortunately, not all of these indicators are available at NUTS 3 level, which is why some indicators had to be used at NUTS 2. The challenges and approaches for this are discussed later on in this report.

### 3.2.2 Qualitative information

In addition to the indicators directly presented in the factsheets, also other information from ESPON projects has been utilised for drafting the factsheets. In particular when it comes to the texts on territorial factors of interest for the programme areas, various ESPON projects have been used to further elaborate on the territorial features of the programme area.

The idea of this section is on the one hand to highlight geographical specificities, and on the other hand not only describe the status quo but also show relevant territorial development dynamics.

For this purpose the project team has screened various ESPON projects for relevant case studies providing more detailed insights on specific programme areas. Furthermore, the territorial nexus models developed by GEOSPECS have proven very useful for briefly drawing the reader's attention to the links between features which define a territory, intermediate process and territorial development challenges and opportunities.

## 3.3 Methodology for Traffic lights

The traffic lights were created in order to graphically represent the situation of each analysed CBC Area compared to the ones of EU-27+4 space, to the rest of CBC programme areas, and finally to each country participating to the CBC Area.

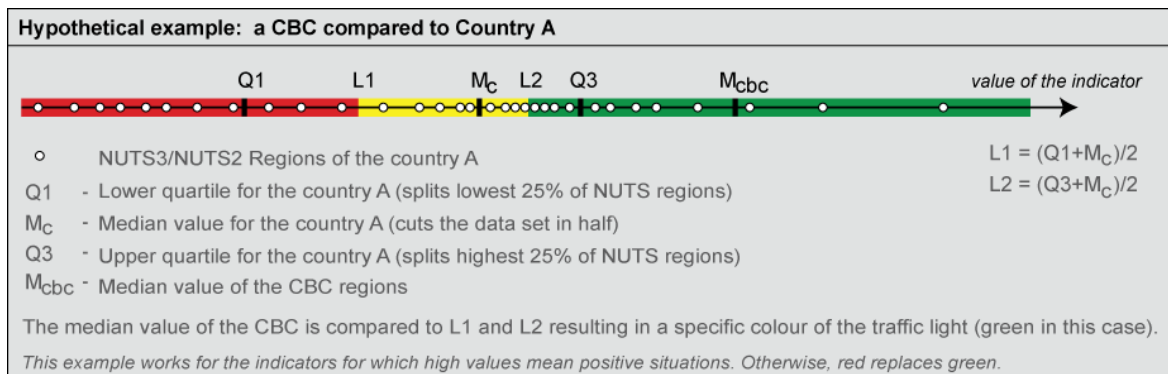
The median value, calculated depending on the values registered for every NUTS 2/NUTS 3 region composing the programme area was used as the central value indicator. The median of the programme area was compared successively to the ones computed for EU-27+4 territories, for the rest of the CBC areas and, ultimately, with those for the countries involved in the CBC Area.

Interval thresholds were obtained by calculating the arithmetic mean between the median and the values of the first (Q1) and third (Q3) quartiles. These calculations defined the lower (L1) and upper limits (L2) of each interval.

Therefore, we have three distinctive situations:

1. When the median value of the co-operation area is below L1, there will be a red traffic light indicating problems inside the CBC Programme Area (or green traffic light if there is a noticeable progress: i.e. long-term unemployment).
2. When the median value of the co-operation area is between the lower and the upper thresholds, there will be a yellow traffic light marking a similar situation of the CBC Area to the rest of the spatial structures.
3. When the median value of the co-operation area is over L2, a green traffic light will be displayed (or red traffic light when there is a negative trend: i.e. potential vulnerability to climate change).

Figure 5. **Hypothetical example: a CBC compared to country A**



Choosing median as central value requires a special attention in analysing the traffic lights when the number of NUTS 2/NUTS 3 regions is below 7. Using percentiles implies also that the final result is highly dependent on the type of statistical distribution. This should be considered as well when establishing the relative situation of a CBC Area compared to a specific country.

#### Examples out of the factsheets

Please find on page 21 two examples for traffic lights out of the factsheets for the CBC programmes which at a first glance could cause misunderstandings. The first case shows the CBC Öresund – Kattegat – Skagerrak compared to Sweden and Norway for the indicator “Percentage of individuals regularly using internet (2011)”. Both countries show the same value but in comparison to the CBC programme there are different colours in the traffic light.

The second case shows the CBC Upper Rhine and its countries France, Germany and Switzerland compared to the median value of the CBC area for the indicator “Employment in knowledge-intensive services as percentage of total employment (2010)”. This example comprises three countries with values within a very close margin and at the same time three different colours in the traffic light.

Figure 6. **Case 1: Öresund – Kattegat – Skagerrak:**

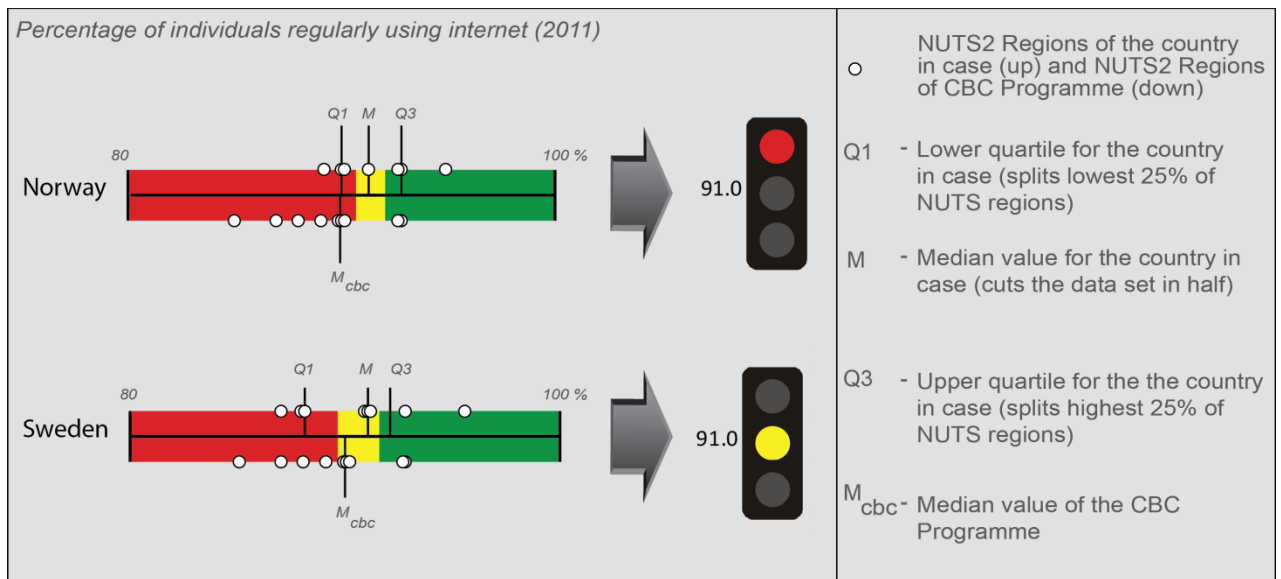


Figure 7. **Case 2: Upper Rhine**

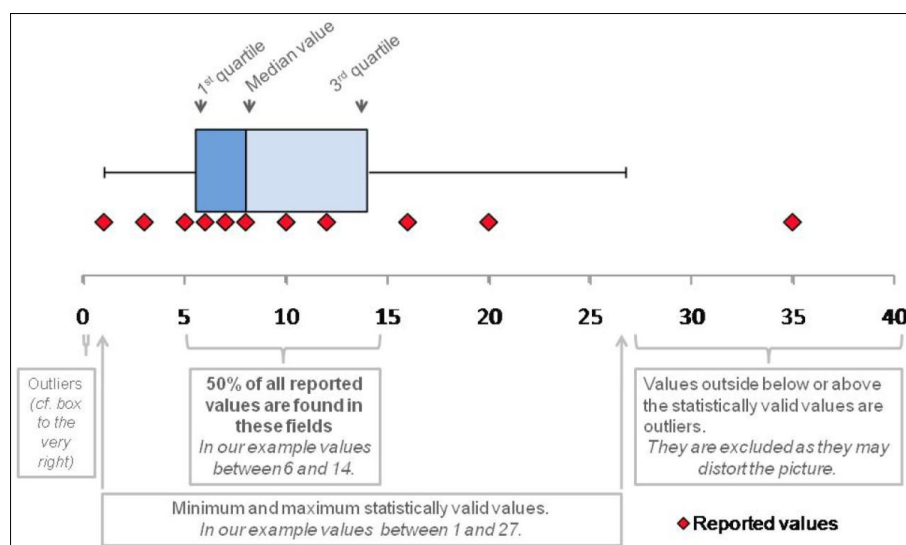


### 3.4 Methodology for box-plots

The purpose of the box-plots is to allow the reader a quick overview on the situation of a programme area as compared to Europe (EU-27+4 space) and cross-border areas in general. The creation of box-plots followed three major objectives that were intended to highlight the behavior of the European regions participating in a specific programme area by comparing it to:

- the rest of the NUTS 2/NUTS 3 regions from the EU-27+4 territory;
- all other NUTS 2/ NUTS 3 regions that are included in the cross-border programmes;
- all regions from each country participating to the programme.

Figure 8. **How to read a box-plot**



The regions participating to a cooperation programme are chromatically highlighted in order to mark the difference between them and the other NUTS 3 regions not participating to a cooperation programme.

In creating the graphic elements, a classical model has been followed in which the median value represents the central value indicator and the box encompass half of the cases (values that are in the range defined by the percentile of 25% and 75%). These regions that have values in this box can be considered to have, according to the variable in question, a situation close to the average behavior of all regions analyzed. When a region consistently deviates from the average profile of the analyzed territorial context, this behavior has been noted in the chart only when certain thresholds of statistical tolerances were exceeded, this being pointed in the diagram with segments perpendicular to the middle box

### 3.5 Data issues

The selection of the necessary indicators for the analysis of the programme areas was made having in mind their availability in official sources like EUROSTAT, ESPON Database and ESPON on-going projects. Considering the transformations registered inside EU territory because of the recent economic crisis but also given the necessity of studying large territories like the TNC areas, the main challenge was to find recent data at the needed spatial level (NUTS 2 and 3) and with an EU-wide coverage. As it wasn't possible to find up-to-date data for all indicators (incomplete datasets), the values registered for the previous year were used. Thus, the box-plots were created by exporting the data to the SPSS software and by adding some more information in a graphic design software like Adobe Illustrator. The generation of traffic lights was possible by processing the data in Microsoft Excel and then by adding a traffic light template.

The mapping of the European territory was possible due to the base maps provided by ESPON Database, at which it was added some city information from Urban Audit 2004 and Gisco's road network. For the non-European programme areas (Amazonia, Caribbean, etc.), GADM and ESRI datasets were used for country boundaries, localisation of the cities and road network. The limits of the cooperation areas were established after screening the Inforegio database and the programme areas' websites in order to have a correct and complete situation of the NUTS 2/NUTS 3 regions involved in the cross-border and transnational programmes. As the data was available mainly for the EU statistical regions, the NUTS 2 level was taken "by proxy" as component of the cross-border cooperation areas.

## 4 Territorial Evidence Packs – Case Studies

The 66 factsheets have been the first specific delivery of the ESPON TerrEvi project. The second specific delivery in this project will be 10 Territorial Evidence Reports. These pilot Evidence Packs 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 from different types of programmes have been selected in the September and October 2012.

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.

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. National and regional will develop their Operational Programmes on this basis and there will be a stronger result-orientation in the next programming period. Furthermore clear and measurable targets including a stronger evidence base via quantification and the use of common indicators will be established.

A novel within the new common framework is also the thematic concentration in 11 Thematic Objectives with an additional ring-fencing mechanism requiring explicit thematic focus in ERDF and ESF programming. In the case of the European Territorial Cooperation, Article 6 of the draft ETC regulation<sup>14</sup> 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.

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. In the course of the thematic concentration, the analysis part must be aligned accordingly. Certain standards also on the territorial evidence have to be collected to justify strategic choices and reference baselines. 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".

### Selection of Case Studies

In the early planning of the Territorial Evidence Packs it was foreseen to have a final composition of pilot cases comprising six Regional OPs (two for each regional category, i.e. less-developed, transition and more developed regions), three Transnational Programmes and one CBC Programme

For the selection of the ROPs the project team intended to use 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)

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<sup>14</sup> 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)



- 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.

Based on the considerations expressed above the following regions have been foreseen in an early stage of the project for the final selection of case studies by the ESPON programme:

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

The TerrEvi project started to contact these preliminary selected programmes introducing the project and evaluating the possibility being one of the ten pilot cases. Finally it turned out that there had to be taken some adaptations regarding the initial project plan. This happened following three main issues:

- Some programmes couldn't collaborate with the TerrEvi team mentioning a high level of workload because of the programming procedure for the period 2014-2020. This would not allow them to take part as a pilot case;
- Some programmes were simply not interested in the project;
- Some changes following the wishes of the ESPON Coordination Unit have been made.

As a matter of fact the final list of pilot cases consists of four regional programmes, one CBC programme and five TNC programmes

- Molise (regional)
- Umbria (regional)
- Thessalia (regional)
- Norte (regional)
- Austria – Slovakia (CBC)
- North West Europe (TNC)
- North Sea (TNC)
- Alpine Space (TNC)
- Atlantic Area (TNC)
- South East Europe (TNC)

The list of pilot cases has been set up in coordination with the ESPON programme and has been approved by the Coordination Unit.

## Work so far and next steps

Since the decision for the above mentioned ten pilot cases the TerrEvi project team has accomplished several tasks necessary to prepare the Territorial Evidence Packs together with the programmes (see also chapter 4.1 Methodology):

- The main contact persons of the programmes have been identified;
- Communicating the main steps of the cooperation and a timetable to the pilot cases;
- Identifying the relevant participants for the workshops;
- The ESPON factsheets (first specific delivery) have been delivered to the TNC and the CBC programmes;
- Separate factsheets have been produced for the four regional programmes following the template used for the TNC and CBC;
- The production of extended factsheets for the pilot cases is in its final stage. They will be delivered in the first week of January 2013;
- The methodology for elaborating the Territorial Evidence Packs has been set up.

## 4.1 Methodology

The work on the evidence packs, or case studies, is organised in three main steps.

### Step 1 – Preparation Phase

After the preliminary contacts made in summer, the team contacted the Program Authority, (by email) illustrating:

- the ESPON TerrEvi project and the organisation of the team;
- the reason why the area has been appointed to be a pilot case for ESPON 'Territorial Evidence Packs';
- the main steps of the case study activity.

Once the contacts have been established and the framework of the case study fixed, the project team prepares the set for the case study. More specifically the project team:

- sends the Draft Factsheet to the authorities;
- presents a more detailed timetable and some draft contents for the local meeting (workshop);
- updates the process of TerrEvi.
- discuss the process of the case study;
- starts the discussion of the draft factsheet;
- starts the organization of the local event (workshop/focus group).

### Step 2 - Draft Evidence report, work shop and final Evidence report

Following the preliminary phase, the Draft Evidence Report is delivered to the program authority. It entails several indicators and highlight territorial trends with a European perspective. All thematic objectives are covered and there is a table to match our selected indicators with the thematic objectives. The Draft Evidence Report is sent to the Managing Authority (or, to the contact person e.g. JTS) for diffusion. In the following box there is a template of the Draft Evidence Report.

Figure 9. **Template for the Draft Evidence Report**

- 1 Position and potentials of the programme area from a European perspective
  - 1.a Territorial structures and trends
  - 1.b Integration in European and global networks
  - 1.c Strengths and Weaknesses (benchmarking the programme area)
  - 1.d Threats and Opportunities (in comparison with other territorial units)
- 2 Territorial structure and balance within the programme area
  - 2.a Structure of the programme area by types of region (urban-rural, metropolitan)
  - 2.b Territorial cohesion indications
- 3 Conclusion – key issues and challenges

After, the workshop takes place in order to:

- present the Draft Evidence Report;
- collect the feedback of the people present at the event;
- collect further elements of interest for the Evidence Report.

The starting activity of the workshop is the presentation of the Draft Evidence Report. The presentation made by slides will illustrate the key points and evidence from a territorial prospective. The participant will be asked to:

- indicate for each topic positive and negative aspects;
- if further information sources exist;
- locate the main positive and negative elements in a SWOT;
- identify those elements in relation to thematic objectives;
- identify all further information, in particular splitting them into two categories (the group of information already available at a local level and all information which could be useful even if not available);

The workshop will be led by an expert from the project team using the Metaplan technique and other facilitation tools.

As a final stage, the MA will be asked to full fill a short questionnaire about the possible uses of the evidence report (expectations).

The contributions of the workshop, in terms of the additional figures and information are integrated into the final version of the Evidence Report which is then delivered to the Local authorities.

### Step 3 – Feedback

The contact takes place by a phone call in order to verify if the contents of the ESPON Evidence Report and Factsheet have been used comparing with the expectations collected in the final part of the workshop.

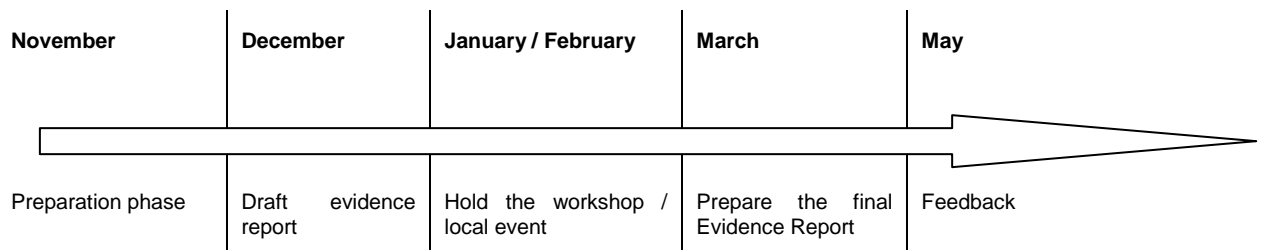
An internal check is will be provided in order to monitor all the process and the Evidence Reports version and to ensure a high quality level.

## 4.2 Timeline

The elaboration of the evidence packs will mainly take place during the first quarter of 2013 and territorial evidence reports will be delivered in early April 2013.

The below figure provides a rough overview on the workflow concern the elaboration of the evidence packs.

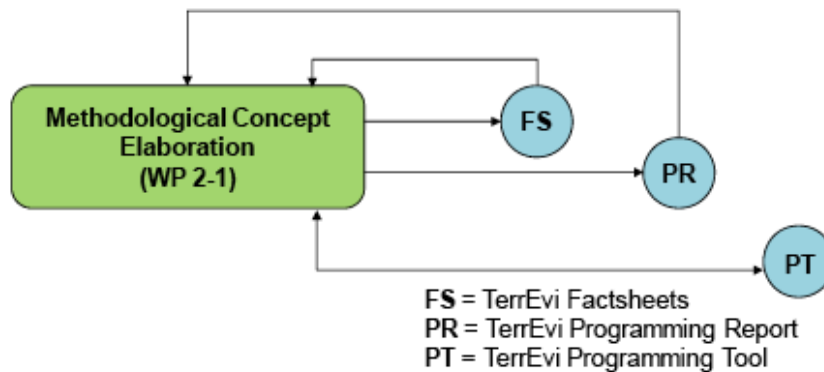
Figure 10. Time line of the Case study Methodology



## 5 Methodological tool kit

The methodological tool kit 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 11. Methodological concept related to deliverables



The above figure (also shown in an early part of the report) 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 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 Europe 2020 Strategy and the Structural Funds 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.

As a minimum the following steps of categorisation have to be taken within this WP:

- Types of programmes to be distinguished
- Theories of change for types of programme areas, linking the priorities of the programme to the desired outcome of the policy
- Screening of available information with respect to their relevance for Structural Funds programmes (at different stages) their relevance for territorial development (thus representing territorial evidence) feasibility for benchmarking of the respective programme area.

In the context of screening of available evidence we will have to distinguish between statistical data and indicators derived which are readily available, e.g. in databases, data which are available but not on all relevant levels and therefore cannot be aggregated to the programme area in general and indicators for which a (more or less) clear conceptual base exists but no adequate empirical data is available (e.g. polycentricity, connectivity etc.).

The development of the methodological approaches used in the factsheets and also the approach to the evidence packs developed above are already part of the elaboration of the methodological tool kit. However, the main task will take place in the second half of 2013, when the experience of this ESPON projects will be translated into a proper methodological tool kit. This tool kit should then be able to serve programmes for both monitoring their development and assisting in fine tuning their programmes and selecting projects.

## 6 Overall work plan & next steps

Following the workplan for the projects the elaboration of the factsheets (WP 2.2. and WP 2.3) have been finalised and the elaboration of the evidence packs (WP 2.3) has started. It will be concluded in spring 2013. Thereafter the work will concentrate on the development of the tool kit (WP 2.1). A detailed overview on the timing of the different activities is available on the next page.

The most important forthcoming milestones are:

- End March / early April 2013 - Delivery of 10 pilot Evidence Reports
- September 2013 – Delivery of Draft Final Report
- December 2013 – Delivery of Final Report

As for the dissemination, the project team has presented its work at the ESPON seminars in Aalborg (June 2012) and Pafos (December 2012). Furthermore, it has presented the factsheet work at an INTERACT event in London (May 2012) and an ESPON-INTERACT event in Luxembourg (September 2012). Also the publication of the 65 factsheets on the ESPON website can be considered a dissemination activity.

Figure 12. Workplan ESPON TerrEvi

WORKPACKAGE		2012												2013												2014													
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5									
	Mile stones/Reporting				1						2	3		4					5		6																		
1	<b>Coordination</b>																																						
	TPG-meetings																																						
	Payment claims																																						
2	<b>Activities</b>																																						
2.1	Methodolglcal Framework																																						
2.2	Fact-Sheets CBC (53)																																						
2.3	Fact-Sheets TNC (13)																																						
2.4	10 Evidence Packs																																						
2.4.1	Selection of case study areas																																						
2.4.2	individual case studies																																						
2.5	Mapping																																						
3.	<b>Dissemination</b>																																						
3.1	ESPON-Seminars																																						
3.2	Workshops with Managing Authorities																																						
3.3	Web-Communication																																						
3.4	Dissemination of Fact-Sheets																																						

- 1 Inception Report
- 2 First Specific Delivery (66 ESPON Factsheets)
- 3 Interim Report
- 4 Second Specific Delivery (10 Pilot Evidence Reports)
- 5 Draft Final Report
- 6 Final Report



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ISBN