

tal sector. On the other hand, the correct implementation of the CVD was estimated to contribute to increase the overall quality of government procurement procedures, creating “catching up” effects in especially Eastern European (Poland, Romania, Bulgaria) and Southern European (Italy, Greece, Spain) regions.

No specific exemptions or regionally targeted actions on the policy level were proposed. However with procurement being strongly nationally and regionally determined, experts concluded that support points for authorities on applying procurement procedures were necessary. Furthermore, special considerations should be given to island regions as the lacking connection to the mainland power grid could create problems with electric vehicles.

#### The “Work Life Balance Directive”

Work-Life-Balance as a part of fair working conditions being demanded by the European Pillar of Social Rights, the Commission introduced a proposal for a corresponding directive. Main actions put forward are rights to paternity leave, more flexible parental leave time, entitlement to reduced working hours and days to care for ill relatives as well as provisions for remuneration.

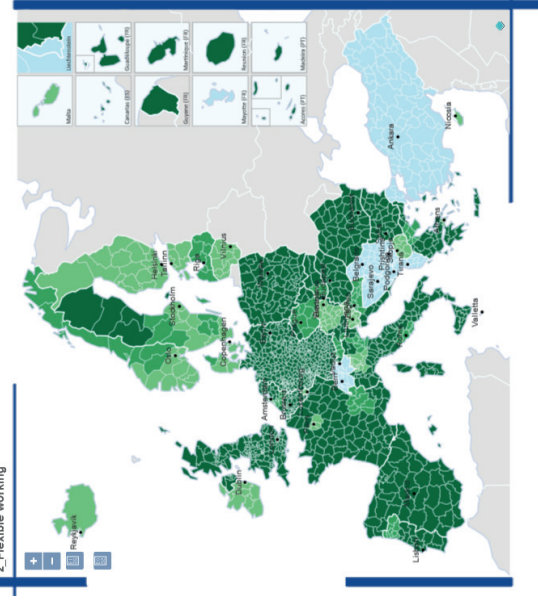
Providing input to the consultations in the ordinary legislative procedure, the CoR considered it necessary to conduct a TIA to provide evidence on the territorial distribution of impacts. The expert group was comprised of 16 representatives of a number of associations, social partners and local and regional authorities.

The experts agreed that in principle all regions are affected by the policy and thus no specific types should be in the focus. Following the creation of the systemic picture on policy effects, they selected 9 indicators to depict those effects. One of those indicators was “Flexible Working” depicting the availability of flexible schedules to employees. Experts determined the policy to influence this indicator strongly advantageous, with the resulting map showing high and very high impacts for large parts of eastern, southern and central Europe. In the Baltic and Scandinavian countries as well as Austria, Ireland and the Czech Republic impacts are lower due to the already high availability of flexible schedules.

Overall the directive was assessed to have mainly positive impacts also including a cohesive effect. Economic benefits are likely concentrated in urban areas, while cultural benefits (e.g. relating to a shift in traditional gender roles) are likely to

be concentrated in rural areas. The experts concluded, that no need for territorial exemptions or specific provisions are necessary in the directive, however they identified a number of accompanying measures in order to ensure an effective and equally fair implementation.

Figure 6: Map example WLB



## Conclusion

The ESPON TIA Tool and the underlying Quick Check methodology has proven its value in assessing EU policies for a long time. It is appreciated by multiple institutions and interest groups as a way of gathering information on territorial impacts in a convenient and quick manner. With the continuous upgrade of the webtools capabilities, adding more analytical functions and modules in order to enable a better tailoring of the assessment, it is suited for a wide range of policies.

It is however not a method for in-depth assessment but rather a way of facilitating expert discussions, getting a first glance of territorial impact distributions and identifying needs for further research. More detailed guidance documents as well as extensive information on the methodological background can be found on the project website stated below.

## References

ESPON TIA Tool Upgrade  
<https://www.espon.eu/TIA-Tool>

This flyer has been published within the framework of the ESPON – EGTC project:

**ESPON TIA Tool Upgrade project**



espon.eu



## ESPON TOOLS // GUIDANCE SHEET //

# Territorial Impact Assessment Tool

A quick check to assess the impacts of European policies  
 October 2019

Impact assessments are a standard element of the legislative process for every major EU-level initiative (i.e. directive or regulation). They aim to produce an ex-ante picture of how the policy will act, who will be influenced by it and how. While traditionally, environmental, social and economic impact assessments are the mandatory parts of the EU legislative process, the relevance of such impacts on the territories themselves is increasingly recognised within the EU.

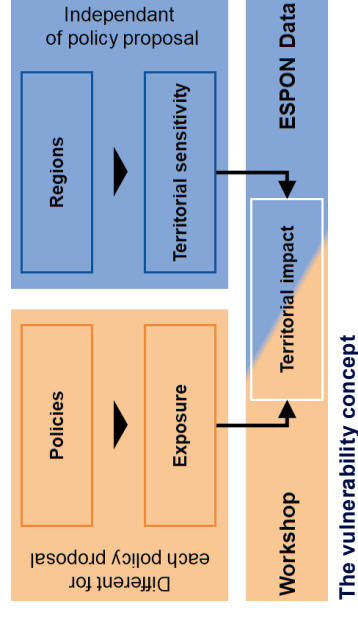
Territorial Impact Assessment (TIA) is a way of identifying the territorial distribution of impacts – intended or unintended – linked to a specific policy. Applied early in the legislative process, TIA can aid in shaping a policy, reducing the uneven distribution of negative and positive impacts. Due to the oftentimes abstract nature of policies and difficulties in translating EU-level policies into potential impacts on a low regional scale, there is demand for an accessible and easy to apply methodology producing evidence based results.

For this purpose, ESPON has been engaged in the development and operationalisation of a quick and easy to use assessment method for territorial impacts. This has led to the introduction of the “ESPON TIA Quick Check” methodology that has been successfully applied to several EU-regulations and continuously developed over the years. The methodology is embedded in a workshop setting led by two moderators and is assisted by the TIA webtool application in order to steer an expert discussion on territorial effects of policies.

## How the ESPON TIA Quick Check works

The methodological background behind the TIA Quick Check is the vulnerability concept developed by the IPCC. In general, this means the combination of the sensitivity of any given entity towards a specific mechanism with the exposure to that mechanism. In the context of Territorial Impact Assessment, the “exposure” relates to the effects of the specific policy (e.g. reducing CO2 emissions), the underlying mechanisms assumed to be equal for all regions in the scope of the impact assessment. The sensitivity on the other hand relates to the characteristics of the specific region (e.g. socio-economic features) and thus varies across the territory. The exposure thus is specific to the policy (i.e. it is equal for all regions, but changes with the policy in question) and determined qualitatively while the sensitivity is specific to the region (i.e. it changes for each region, but is independent of the policy) and determined by quantitative data.

The combination of exposure and sensitivity then creates the information on the resulting impact on a region. Figure 1 depicts the methodological scheme of the vulnerability concept in the circumstances of the TIA Quick Check.



## How to apply the ESPON TIA Quick Check

The backbone of the TIA Quick Check being the combination of expert knowledge and expert judgement on the “exposure” towards a policy with the quantitative data on “regional sensitivity”, the application of the methodology has to be embedded in a workshop setting. Within such a workshop, a trained

moderator guides the expert discussion from identifying potential impact mechanisms of a policy through identification of suitable indicators to the creation of maps on impact patterns on a territorial level with the aid of the TIA webtool. Subsequently, the expert group is led through the interpretation of those patterns as well as deducting recommendations for policy design to reduce or eliminate undesirable effects and to foster desirable effects.

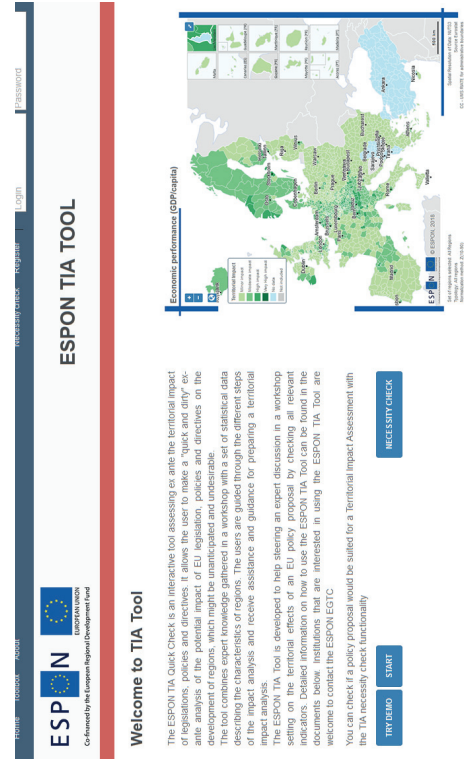


Figure 2: frontpage of the TIA webtool

and is specifically created to aid moderators in preparing and delivering a Territorial Impact Assessment.

#### Step 1: Setup TIA

The preparatory phase of the TIA workshop includes analysis of the policy, development of the workshop concept and group composition as well as tailoring of indicators to likely policy effects.

As a starting point, a preparatory analysis of the policy to be assessed has to be conducted. Moderators have to consider potentially relevant impact mechanisms based on the measures set by the policy. Building on that knowledge of the policy a workshop concept can be developed. Firstly, the decision on the type of TIA within the webtool has to be made. Moderators have 4 options available:

- General TIA covering all regions within the EU respectively the ESPON space (EU + NO, CH, IS, LI)
- Cross-Border TIA covering cross border areas and providing special indicators for such regions
- Urban TIA covering urban regions in particular
- Custom TIA allowing for a number of adjustments such as limiting the regions covered

Furthermore the workshop concept includes inter alia considerations on *policy options* (i.e. is there one concrete policy already set, or does the proposal offer different options?), need for external input (i.e. does the responsible authority for a policy need to explain backgrounds or considerations in detail? Is there a need for a thematic expert presenting an outside view on the topic?), a priori *territorial differentiations* (e.g. if the impact mechanisms differ between types of regions such as urban and rural regions?). Along those lines participants and speakers can be selected and invited.

As a further preparatory step, moderators have to give considerations to *likely effects* of the policy and *indicators needed* to depict the sensitivity towards those effects on a territorial level. The webtool offers around 80 standard indicators, which can be enriched by additional relevant indicators by the moderators.

erator. As quantitative data backing for that is necessary, sufficient time has to be set aside for research of data and integration into the webtool.

#### Step 2: Regions & Exposure

This step marks the actual start of the workshop part. With help and guidance by the moderators, the experts translate the policy proposal into a *systemic picture* of the policies impacts. Orienting themselves along the four dimensions of impacts, Economy, Society, Environment and Governance, cause-effect relations have to be identified by the participants. Through these cause-effect chains, the exposure side (i.e. the effects created by the policy proposal) and the sensitivity side of the vulnerability concept (i.e. the susceptibility of the re-gions) are linked.

Furthermore, the experts have to determine, if the impact mechanism will be different for different *types of regions*, i.e. the exposure will vary. Types of regions to be considered can be e.g. rural regions, island regions, industrial regions etc., for which the tool offers a number of predefined typologies. It is also possible to create custom typologies related to the specific needs for assessing a policy proposal.

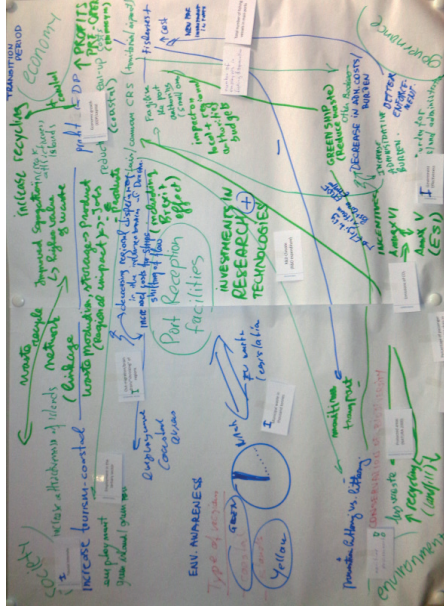


Figure 3: systemic picture

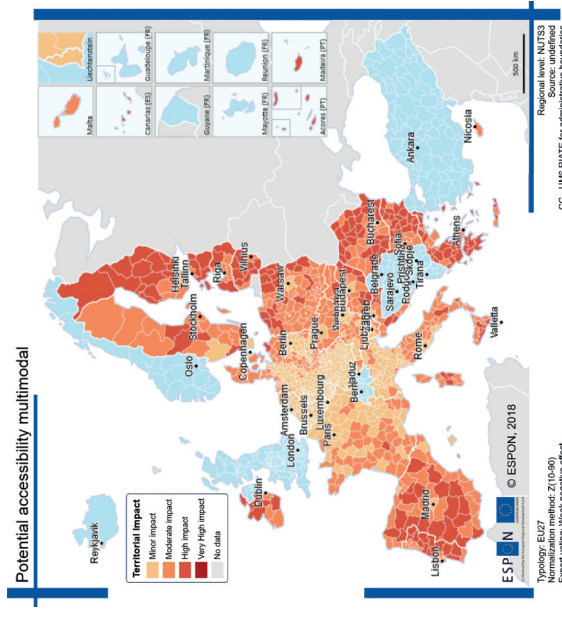
Finally, the created systemic picture has to be translated into a set of indicators able to be computed by the webtool. The experts select those indicators via group consensus out of the standard set of 80 indicators as well as any additional indicators uploaded by the moderators in step 1. For each indicator and each type of region a voting takes place, where experts determine the strength (i.e. strong or weak) and the direction (i.e. advantageous or disadvantageous) of impacts.

#### Step 3: Mapping

Based on the selected indicators and gathered votes, the webtool calculates an impact value for each single indicator in each single NUTS 3 region. These values are subsequently mapped out by the tool and show a differentiation between

“minor”, “moderate”, “high” and “very high” impacts both in a negative or positive direction (figure 4).

Figure 4: Map example Step 3



On the basis of the resulting maps and with the help of a number of further analytical functionalities built into the tool (e.g. distribution plots of impact values, pie charts depicting abundances of impact categories, comparison of a regions impact with the average impact etc.), experts identify and discuss *territorial patterns*. In the workshop setting, maps are printed out in order to allow for side-by-side comparisons aiding in finding such patterns. Revisiting the created systemic picture of im-pacts, logical links to the policies actions and thus causal relations can then be debated.

#### Step 4: Aggregation

The tool offers the possibility to calculate an aggregated impact over all indicators, combining impact values for each region for every single indicator and subsequently mapping it out. Meaningfulness and especially interpretability of such a map however varies with specific indicator sets. Aggregation of impacts over multiple dimensions can be difficult and sometimes mis-leading, as strong impacts in one indicator are averaged out by weak impacts in other indicators thus creating a tendency to homogenous impacts rather than well developed patterns. Moderators and experts alike thus have to approach the use of aggregated impact maps carefully.

#### Step 5: Recommendations

The results of the expert discussion on the systemic picture of policy action, the related territorial patterns and the identified causal relations to the policy finally feed into the development of policy recommendations. Those recommendations can be based for example on a disproportionately high impact on certain types of regions, parts of the EU or specific member states. On the opposite side a lack of high impacts on certain areas might create a need for adjusting the policy. Stating the identified reasons behind such likely uneven distributions of impacts, the expert group can for example suggest principal adjustments to the policy, adjustments or specific provisions for certain regions/areas or more generally exemptions for some parts of the EU from the policy.

Following the workshop, the moderators will have to provide a concise report documenting the process, the use of the tool, the results of the policy discussion and finally the deducted policy recommendations.

## Practical examples in which the TIA Tool has been used recently

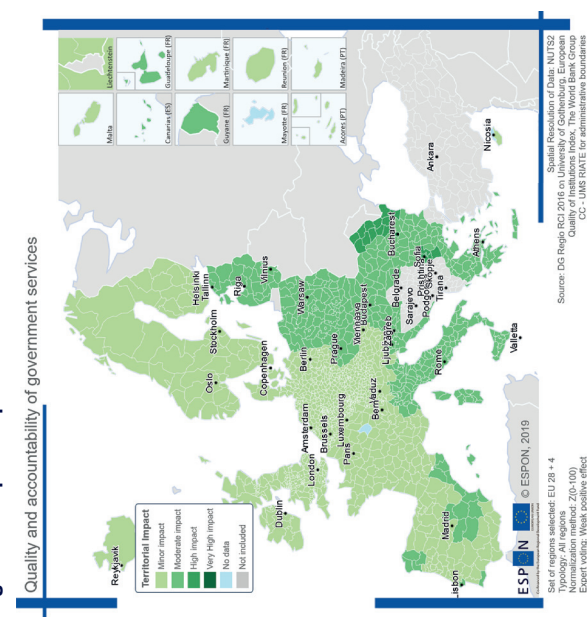
Conducting a territorial impact assessment with the help of the ESPON TIA Tool is a frequent exercise. Apart from the application on behalf of the Commission (DG REGIO) in the ordinary EU legislative process, TIAs have been conducted e.g. in support of the work of the Committee of Regions, INTERACT and in several studies on behalf of varying EU institutions assessing potential impacts of proposed policies. Two exam-ples of the practical application of the TIA tool are described ensuing.

### The “Clean Vehicles Directive”

The road transport sector still is responsible for a considerable share of the EU's emissions and the Union is unlikely to meet its set targets in that regard. With the existing Clean Vehicles Directive showing little effects, the European Commission proposed different scenarios for strengthening the directive and allowing for a greater increase in uptake of clean road transport vehicles.

The Commission considering the territorial dimension of relevance for the directive foreseeing a likely uneven distribution of impacts, a Territorial Impact Assessment with the help of the TIA webtool was conducted. The broad thematic nature of expected impacts created the need for an expert group of 20 people comprised of representatives of the automotive sector, NGOs and environmental institutions, academic experts, local and regional authorities and numerous European institutions such as SEC GEN, DG REGIO, DG MOVE, DG ENV, CoR and ESPON EGTC.

Figure 5: Map example CVD



The experts agreed to focus on one particular scenario of the directives' revision, namely the concrete provisions for purchases of vehicles by public authorities. They decided that no specific type of region is relevant but the assessment should be conducted for all regions of the EU. Following the creation of the systemic picture of impacts, a total of 8 indicators, mostly in the dimensions of environment and economy were selected.

Overall, most impacts identified were predominantly positive and showed a quite equal distribution across the EU. Two distinct patterns however were identified, with urban agglomerations mainly around the capital cities profiting more than other regions. This effect however is limited mostly to the environmen-