



European Council of Town Planners

&

Committee on Spatial Development

**Proceedings of the one-day conference on
TERRITORIAL IMPACT ASSESSMENT**

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Territorial Impacts and Spatial Planning

Spatial planning is aiming to achieve balanced and sustainable development of the territory of the EU. Practising spatial planners need techniques and methodologies that will allow them to predict and evaluate the impacts of policies. The European Spatial Development Perspective (Committee on Spatial Development, 1999) was a landmark document in establishing the concept and concerns of spatial planning. However, it was primarily a political document, in the sense that it was driven by the need for political agreements (see Faludi and Waterhout 2002). The ESDP calls for territorial impact assessment (TIA) a number of times, e.g. in relation to large infrastructure projects (Option 29) or for water management projects (Option 52) or in trans-border situations (recommendation after paragraph 178). It sees TIA as a procedure for assessing the impacts of policies and proposed developments against spatial policy objectives. However, it gives little or no guidance on how a TIA might be done, and frequently links TIA with environmental assessment.

The initiative of the European Council of Town Planners and the UK's planning ministry, the Department of Transport, Local Government and Regions, in convening a conference on TIA and then publishing the outputs here, is to be applauded. The meeting was hosted by the Ministry of the Walloon Region in Belgium, and held in Louvain-la-Neuve on 26 October 2001. It brought together professional planners from across Europe, including a good representation of persons from the accession countries. It proved a valuable means of exchanging understandings and comparing practices.

Approaches to TIA and its relation to EIA

As the papers by Adrian Healy and by Friedrich Schindegger showed, the idea of assessing the territorial impact of development is perhaps best established in the legislation and procedures in Germany and Austria. In other countries the territorial impact is analysed as a part of, or extension to, environmental impact analysis (EIA). Given the legal impetus that the EIA Directive gave to EIA across Europe, this is perhaps not surprising. Thus, for example, Miran Gajšek told the conference about the legislative base for EIA in Slovenia, but noted that TIA is not actually in use there yet. However, there are plans to build assessments of the urban and regional development impacts into new legislation. Similarly, Phil Bradburn described the UK's "new approach to appraisal" of transport investment. This takes account of information generated in an EIA but also looks at value for money and benefits to transport users. Danielle Sarlet from the Walloon region of Belgium also spoke of TIA as an extension of EIA requirements. TIA was introduced in the Walloon Region as part of legislative change in 1997. It is mainly seen as an assessment of the impact of plans, but there is no requirement for TIA on major issues like agricultural intensification.

Martha Houssianakou described a rather different orientation emerging from the Greek experience. Spatial planning in Greece has been driven by aspirations for regional development and the use of Structural Funds to this end. Thus there have been national and regional scale studies that have looked at the impacts of EU funds on patterns of development. However the sectoral nature of the Structural Funds has itself inhibited integration on a territorial basis. Meanwhile recent legislation is focusing on sustainable development and so may move impact studies beyond EIA.

These presentations demonstrated the ambiguity of the relationship between TIA and EIA, and the extent to which EIA is much better established and comprehensible within national policy communities. However, a clear analytical distinction needs to be made: not all territorial impacts are environmental, and not all environmental impacts are territorially distinctive. While environment rightly has its champions, in the Commission, in ministries and in the wider movement of NGOs and activists, the constituency and support for the idea of territory is weaker and more divided. TIA as a procedure is unlikely to even up that imbalance, but some means of focusing on territory is essential if the ideas and practices of spatial planning are to be advanced.

In this respect, the contribution to the conference from Jiří Dusík was particularly interesting. He described the experience in the Czech Republic. The National Development Plan was subjected to a standard EIA procedure, including a 60 day period for public review, before being approved by the Ministry of Environment. As Dusík notes, the process confirmed international research findings. It took extra time; the EIA was not integrated into the planning process, but followed it; the public participation through formal hearings was ineffective; and the original proposals were approved with only minor adjustments.

Dusík compared this process with a regional form of EIA that was essentially informal rather than statutory. This was "objective-led" rather than an impact assessment. It allowed for better integration with planning and with public involvement through workshops. Building on this experience the Czechs assembled a wide group of stakeholders to develop a methodology for Strategic Environmental Assessment (SEA) in line with the EU directive. However, Dusík tells how this provoked power tussles between the Regional Development and Environment Ministries.

Some questions and challenges

The conference ended with a rather tentative endorsement of TIA. The main consensus was couched in a negative way - there should not be a Directive requiring TIA. More positively, there was a view that we can learn from each other. Interreg was identified as a valuable means of developing the practice of TIA. Pragmatically this seems sensible, but there is also a need to develop the ideas behind the concept. While spatial planning remains primarily the output of political imagination it will be fragile. The theory to really articulate the meaning of important notions like "balanced spatial development" is simply lacking. A century of town planning practice in Europe has created a tradition that is strong on local, functional detail and on statutory processes, but it is not a tradition that has engaged with the space economy or the manipulation of large scale data sets.

The European Spatial Planning Observatory Network (ESPON) has an important role to play here, as Thiemo Eser's contribution to the conference argued. Its first priority must be to collect comparable spatial data across Europe and to build the basis for systematic descriptions and comparisons of the spatial changes that are occurring. However, ESPON aspires to go beyond "number crunching" and develop concepts and methods that will advance the practice of spatial planning. That will involve distilling and explaining the spatial links between the key variables that would underpin a TIA.

In summary, spatial planning is still in an age of innocence. In asking the question "Where?" it is bringing child-like clarity to issues that conventional policy making and academic analysis overlook or marginalise. The idea of integrating European policies and investments so as to enhance effectiveness and value for money has an obvious appeal to politicians of the centre and the left, and remains the most robust basis for support of spatial planning. Place and space provide a *prima facie* basis on which to seek such co-ordination. However, the spatial is not the only dimension for integration - social justice for excluded groups, for example, is at least as compelling a focus. It is also important to realise that neo-liberalism has actively favoured fragmentation of state activity through contract-like rules designed to counteract bureaucratic empire building in the name of administrative co-ordination.

If spatial planning is to become a positive vehicle to achieve sustainable development it must be able to comprehend, evaluate and influence the territorial impacts of policies and developments at all relevant spatial scales. The development of TIA is central to the spatial planning project. Events such as the one in Louvain-la-Neuve that reach across Europe to bring together professional planners, researchers and those involved in the Committee on Spatial Development are an important means of building understanding and practice for spatial planning.

References

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1. Morning session chaired by Christabel Myers, International Planning Division, UK Government Department of Transport, Local Government and the Regions (DTLR).

1.1 Introduction and welcome by the Chair.

1.2 Address by Monique Vandenbulcke, Chef de Cabinet of the Ministry of Regional planning, Housing and Heritage of the Walloon region, Belgium.

1.3 *Current thinking and practice in the EU in the use of Territorial Impact Assessment*, Adrian Healy, ECOTEC Consultants.

1.4 *Examples of current work on TIA in Europe (i): Walloon Region of Belgium*, Danielle Sarlet, Director General of Regional Planning, Housing and Heritage (DGATLP), Ministry of Walloon Region, Belgium.

1.5 *Examples of current work on TIA in Europe (ii): Slovenia*, Miran Gajšek, Town and Spatial Planning Association of Slovenia.

1.6 *Examples of current work on TIA in Europe (iii): Greece*, Martha Houssianakou, Greek Planners Association.

1.7 *Strategic Environmental Assessment of Regional Development Strategies - Developments in Central and Eastern Europe*, Jiří Dusík, Regional Environmental Centre for Central & Eastern Europe

1.8 Workshops "*TIA For and Against - What are the advantages and disadvantages of a new form of strategic assessment?*": feedback session from workshops.

2. Afternoon session chaired by Charles Lambert, ECTP President.

2.1 *Prospects for further work on TIA*, Friedrich Schindegger, Austrian Institute for Regional Studies and Spatial Planning (ÖIR).

2.2 *The view from the European Spatial Planning Observatory Network*, Thiemo W. Eser, Trierer Arbeitsgemeinschaft für Umwelt-, Regional- und Strukturforschung (TAURUS)

2.3 *Transport networks appraisal in the UK*, Phil Bradburn, UK Department of Local Government, Transport and the Regions (DTLR).

2.4 Workshops on the application of TIA at different levels: feedback session.

2.5 Final round up.

The following abbreviations are used:

CEECs: Central and Eastern European Countries
CSD: Committee on Spatial Development
EIA: Environmental Impact Assessment
ESDP: European Spatial Development Perspective
ESPON: European Spatial Policy Observatory Network
SEA: Strategic Environmental Assessment
TIA: Territorial Impact Assessment

1. Morning session chaired by Christabel Myers, International Planning Division, UK Government Department of Transport, Local Government and the Regions (DTLR).

1.1 Introduction and welcome by the Chair - Christabel Myers.

The Chair welcomed the participants and underlined that the conference provided a good opportunity to mix practising planners with policy-makers at the very broad European level. She then underlined the need to define Territorial Impact Assessment. In the definition of the ESDP, Territorial Impact Assessment (referred to as 'TIA') is "cross-sectoral in nature" and includes "socio-economic, environmental and cultural indicators for the territory in question". The preliminary papers circulated before the conference suggested that the definition of TIA given in the ESDP might actually be an umbrella term for a number of emerging tools which emphasise to a varying degree a number of key elements. Does TIA focus on land use or does it encompass broader elements? Is it part of the policy-making process or does it constitute the last stage of that process? At what level should it be applied, from local to European? Do we need to have one single definition for TIA?

It is important to look at the objectives of TIA and the reasons why we want this sort of tool. In the UK, 'sustainability appraisals' are being developed to help regional spatial strategies secure social, environmental and economic objectives. The aim is to have something that is an integrated part of the policy process and that avoids adverse impacts before a strategy or plan is even reached. These 'sustainability appraisals' were so far considered to be TIA but will have to be modified because of SEA (Strategic Environmental Assessment).

Christabel Myers, having been involved in the INTERREG programme, moreover highlighted the need for some sort of tool to measure and assess the social, environmental and economic impacts of the strategies associated with transnational programmes, rather than "simply apply the Commission's fairly 'tick-box' methods of assessing environmental impact". She finally pointed out that TIA is strongly related to the debates on whether we should be developing tools for assessing the integrated effects of Community policies – and how we should do so, as well as how we could measure the effects of far-reaching changes such as enlargement.

1.2 Address by Monique Vandebulcke, Chef de Cabinet of the Ministry of Regional planning, Housing and Heritage of the Walloon region, Belgium.

Mme Vandebulcke welcomed delegates on behalf of the Minister, Michel Foret and set the scene for the discussion in terms of the development of the ESDP from Potsdam to the present.

1.3 *Current thinking and practice in the EU in the use of Territorial Impact Assessment*, Adrian Healy, ECOTEC Consultants.

Adrian Healy helped to prepare the preliminary papers for the conference and is the co-author of a scoping study on TIA prepared with the late Dick Williams and Patrick Connolly of the University of Newcastle. The scoping study, prepared in 2000, provides a brief overview of the various definitions of TIA and the state of current TIA practice in different European countries.

The scoping study emerged from the ESDP. On behalf of EU member states, the UK agreed to examine the potential of TIA - an exploration to see whether the concept that had been raised within the ESDP was something attractive to take forward at European level, and how different member states were already starting to implement this idea. The study is a broad review of the concept of TIA drawing upon a wide range of sources. It is based on a series of examples from different member states (Finland, Germany, The Netherlands and the UK), as well as isolated examples from other member states. It addresses the following questions:

What does TIA actually mean in different countries? How is TIA applied? How might the concept be developed in the future? What is the potential of this instrument?

There are different definitions of 'Territorial Impact Assessment', also sometimes referred to as 'Spatial Impact Assessment'. These different definitions stem partly from terminology, partly from how different terms are translated across different languages. The ESDP defines TIA as a tool or procedure for assessing the impact of proposed developments against spatial policy objectives. However this definition might be expanded to consider the impact of a proposed project on the development of an area - economic, social and environmental effects on the ground - as well as against explicitly spatial policy objectives. Adrian Healy however underlined that such a definition is still limited in scope, since it refers only to development itself and projects. TIA as a procedure may have a wider application. The approach taken through TIA has been applied in a range of very different contexts, even though it might not explicitly be described or defined as TIA.

Looking at the application of TIA, the scoping study identified three types of situations. There are two EU countries where explicit reference is made to the territorial dimension in the legislation and procedures (Austria and Germany). In other countries, a technique similar to TIA is applied in practice, which seems to be an extension of EIA or SEA. Some countries and regions effectively looked at the territorial dimension as part of their examination of what the environmental issues were across space / across the territory (Finland, Belgium). TIA is therefore explicitly or implicitly taken forward by several countries. It also in reality widely applied in one form or another in many countries across a range of very different development proposals. In the Netherlands and the UK, where significant development (such as a National Sports Centre) has taken place, the impacts of that development across the territory were examined. In these areas, however, a formal procedure for the consistent application of the process did seem to be lacking. In these countries there is therefore the ability to carry out a process similar to TIA but this is being applied on an ad hoc, project by project basis (particularly in the UK).

At the moment, TIA is legally being applied to development projects in different sectors (transport, large industries, retail, holiday complexes, energy, waste provision...). Threshold limits often apply: only developments above a certain size will be subjected to TIA. Occasionally, but not frequently, TIA is applied to development plans and other plans / strategies (in Finland for example). However, there is no evidence of any form of TIA being applied to policies themselves (such as for example the territorial impact of accession).

Interest exists across Europe for developing TIA further, and there is acceptance in many contexts that TIA should also be applied to plans and programmes. The application of TIA to policies is however a difficult issue: is it a step too far at this stage or should it be explored further?

What should be the territorial scope of TIA? "Impacts" do not respect local or national boundaries. This has implications for the scale and the nature of the TIA of a project. Over what scale should a study be undertaken? At what scale are impacts likely to be seen? What is the policy scope of the instrument? What is a 'strategic' consideration? What sort of issues or matters should TIA consider? There is a need to determine what is measured / what is assessed. Many questions about the practice of TIA therefore emerge... Adrian Healy highlighted a number of practical issues for discussion: To what size of proposed development should TIA be applied? This varies according to regions, member states and policy area. What is the validity of thresholds? What is / should be the quality of information available? Data is not always of a sufficiently high standard or consistently available at the scales that are required.

Adrian Healy emphasised the necessity to distinguish between TIA and EIA. There is a strong conceptual difference between the two processes: EIA examines environmental consequences; TIA examines spatial consequences - where things are happening. These two processes might however be undertaken in conjunction.

As a conclusion, Adrian Healy pointed out that TIA appears to be a means to apply good planning practice more systematically. The fact that 'impacts' are never uniform across an area of land seems to be accepted. The strong consideration of spatial issues both within

European policies and within the policies of member states does appear to be strengthening the case for some sort of instrument such as TIA. There is therefore a very strong justification for exploring the potential of TIA further.

However it should be asked whether TIA itself is sufficiently significant to justify a specific procedure. Adrian Healy voiced some concerns about the proliferation of different instruments beginning to be applied, bringing confusion and complexity. Perhaps a combined approach might be more valuable over time - an assessment mechanism called 'sustainability' which would enable us to draw together spatial and territorial assessment, environmental assessment, economic assessment and social assessment (which is also a wide area of research in its own right). There is a danger of drowning under too many instruments.

Adrian Healy finally highlighted that the conference was a good starting point for developing a common understanding of the concept of TIA and reviewing the strengths and limitations of experiences in different member states. He also suggested that the INTERREG IIIb and IIIc programmes could start to explore some of these spatial issues to actually boost a common understanding of this matter, since within the EU current thinking and practice are at different points of development.

Christabel Myers summarised the potential dichotomies and conflicts highlighted in Adrian Healy's presentation: TIA versus SEA? Should TIA be applied only for projects, not for policy assessment? Do we really need a new instrument or is it just a question of grouping together a number of current practices?

1.4 Examples of current work on TIA in Europe (i): Walloon Region of Belgium, Danielle Sarlet, Director General of Regional Planning, Housing and Heritage (DGATLP), Ministry of Walloon Region, Belgium.

The Walloon experience shows clearly how close the various concepts are - TIA, SEA and EIA – as well as the importance of distinguishing them. It is a fairly recent experience, initiated with the 27 November 1997 Decree which was part of a complete renewal of the Walloon Code of regional planning, housing and heritage (CWATUP), and particularly the article 42 on plan impact assessment (PIA, or EIP in French). This is an extension of EIA which was introduced in the Walloon region legislation in 1985, implementing the European Directives 95/337 and 92/43.

We have found that the most critical point in plan impact assessment is the evaluation of the socio-economic factors, which are often hard to quantify. We need to refine and deepen the methodology if we want to apply the technique to new levels of land-use planning such as sector plans. One can envisage applying TIA in future to strategic planning documents and examining the role that such documents can play in TIA, and we shall face the same issues there in following up the assessment.

1.5 Examples of current work on TIA in Europe (ii): Slovenia, Miran Gajšek, President of the Town and Spatial Planning Association of Slovenia.

Slovenia is located between the Mediterranean area, the Alpine area and the Central European area. Its planning and infrastructure are thus very important for the balanced development of that part of Europe. There are two important inter-modal Trans-European Corridors running through the territory of Slovenia:

- Corridor No. 5, joining the North-Adriatic port of Koper to Budapest via Ljubljana and Maribor, through a bundle of motorways and railway lines.
- Corridor No. 10: from Munich to Thessaloniki via Villach, Salzburg, Ljubljana, Zagreb, and Belgrade.

The legislative basis for EIA in Slovenia is the Environmental Protection Act (Art. 54). The organisation preparing a detailed plan for infrastructure (such as a motorway) has to carry out such a strategic environmental assessment. However EIA does not assess all types of impacts. It is combined with the Spatial Regulation Act (Art. 45b) for which the Ministry for Spatial planning is competent. The draft detailed plan has to be assessed according to three criteria¹: environmental, economic and functional. 'Functional' was defined by the Ministry as including 'urban and regional development' and 'traffic safety'. Miran Gajšek pointed out that the term 'TIA' is not actually used in Slovenia to describe this assessment process.

Miran Gajšek then mentioned two examples of the application of that assessment process in Slovenia:

- the development of a motorway infrastructure in Maribor (the second largest city in Slovenia, close to the Austrian border), where four alternatives were possible: one good option from the point of traffic efficiency, regional development and environment, but not the cheapest; and three others not that satisfactory for regional and urban development and environment, which raised strong opposition from the public.
- the infrastructure development of the Trijane pass, located in the centre of Slovenia, where four alternative routes were also possible, including a tunnel under the pass. The chosen alternative was a good compromise scoring high in regional, traffic, environmental and economic terms.

Miran Gajšek finally pointed out that TIA in Slovenia will be included into the forthcoming Spatial Regulation Act, as an assessment method based on the 5 criteria mentioned above. He emphasised that the balance between these five criteria is a very important point.

1.6 Examples of current work on TIA in Europe (iii): Greece, Martha Houssianakou, President of Greek Planners Association.

TIA is not a formal practice imposed by Greek legislation. But town planning is an old practice linked to regional development, developed through professional land use planning and academic knowledge and expertise. In 1995, a large-scale ex-post assessment of the spatial impacts of 10 years (1985-1995) of Community policy, programmes² and projects in Greece was launched. The initiative was taken by the Ministry of Environment and Public Works in the framework of the 2nd Community Support Programme (CSP). A series of investigations, debates and colloquia was organised to compare various methods and standardise the results.

The European policies which have an economic and ecological impact (transportation, energy, CAP, environment policy) were analysed. 12-13 regional studies were carried out over one and a half year by research officers and departments after calls for tender, with the involvement of the University of Thessaloniki, central and regional administrations and social partners. The Athens region was not taken into account.

The regional studies aimed at assessing the territorial impact of Community policies, i.e. the impact on the balance of the regional development, the distribution of activities in space and the reduction of the extent of inequalities. These studies were carried out thanks to a systematic follow-up of the distribution of the Structural Funds in regions, departments and municipalities.

A TIA was made for some projects according to criteria of accessibility; quality and functioning of infrastructure networks; balance and functioning of the urban system; improvement of services; transformation of land use and evolution of activities. Studies have also assessed the impact on the environment of infrastructure improvement projects, in conformity with the legislation on the EIA.

¹ In 1994 the new Minister, an urban sociologist, added a social criterion.

² such as the Integrated Mediterranean Programme.

At the national level, one specific study has dealt with the evaluation of the territorial impact of the Community policies by theme: transport, energy, agricultural development, industry, tourism, and environment. The following items were addressed: for each activity analysed, what have been the Community policies? Which projects have been carried out in Greece - in which part of the territory? What are the trends and tendencies? What is the impact on the innovation knowledge? What is the impact on the balance of the urban system? What is the impact on the agricultural space and the preservation of nature and heritage? How could all these policies contribute to the ESDP objectives?

The two sets of studies (national / regional studies) have led to proposals for the development of spatial indicators and for the set-up of a spatial observatory by the Ministry.

Martha Houssianakou then assessed the value of having carried out these studies. In the framework of the CSP, the practice of sectoral development without a spatial concept is useless. The planning authorities had to have coherent proposals for the 3rd CSP and gather the necessary spatial planning data to launch the national and regional programmes mentioned by the new legislation in Greece, apply the strategies and actions of the ESDP and set up a space observatory.

In Greece, TIA is being carried out with a focus on environmental issues (introduction of notion of sustainable development in legislation in Greece). However it goes beyond EIA. Martha Houssianakou suggested to talk about a 'strategic environment impact' to cover the strategic aspects of the environmental assessment.

1.7 Strategic Environmental Assessment of Regional Development Strategies - Developments in Central and Eastern Europe, Jiří Dusík, Regional Environmental Centre for Central & Eastern Europe.

Within the framework of his research, Jiří Dusík recently looked at EIA but also Health Impact Assessment (as developed by the World Health Organisation) and Social Impact Assessment, coming to the conclusion that the integration of these three types of assessments was a difficult issue. Here the issue of the integration of EIA into regional development planning in CEECs is dealt with, with particular reference to the experience of the Czech Republic.

Regional development strategies in CEECs are a new type of programming documents. CEECs have well developed planning systems; however the notion of regional planning was until recently rather limited. With the Accession process (especially the preparation for the future use of EU Structural Funds), a new wave of legislation dealing with regional development planning as an instrument has emerged.

Jiří Dusík explained that there are two types of programming documents in the context of the Czech Republic:

- (i) The National Development Plan: a large programming document used as a preparation for the future use of EU Structural Funds and pre-accession Funds. It is a voluminous document composed of 6 sectoral programmes and 8 regional programmes.
- (ii) Regional Programming Documents, which correspond to the regional divisions defined at national level in the National Development Plan. These are Programming documents prepared for the regions according to the new Act on Regional Development. Regional Operational Programmes should translate the priorities of the NDP into regional programmes.

What are the issues that have arisen in the development of a methodology for the Environmental Assessment of these programming documents? Two EIA processes are applied to the National Programming Document and the national strategy of RDPs.

The first type is a process based on an 'impact assessment' approach, following a standard EIA-type of procedure. The stages of this process are: the submission of a strategy by public

authorities; the screening to determine the necessity of EA; a discretionary scoping (not required by Czech Law) to identify key impacts and alternatives to be studied; the preparation of documentation on Environmental Impacts; a public review (within 60 days); the issuing of an 'Environmental Assessment Standpoint' by the Ministry of Environment and finally the approval by government of both documents.

The general lessons of this process are in line with international conclusions. Such a task requires additional time, especially if EIA is carried out ex-post. There are conflicts between planning authorities and environmental authorities when new alternatives are being requested. The EIA is not integrated properly into the planning process. Public participation organised in a traditional EIA-type manner (i.e. through formal public hearings) tends to be ineffective. The 'standpoint' document concluding the process can be effectively ignored and the original version of the programming document, more or less modified, will be approved.

The second type of assessment - the regional EIA - is organised through informal processes not grounded in legislation. Therefore a different approach can be applied. It is an 'objective-led' assessment rather than an 'impact' assessment. The assessment was initiated shortly after the terms of reference for the strategy were approved. The Environmental Impact team worked in parallel with the Planning team and provided input at each stage of the development of the documents. The assessment framework was flexible and addressed environmental issues from general ones to more specific ones when the concrete proposals were emerging. Public participation was organised at two stages: first after the analytical part of the programming document was finished (through first comments on the quality of the reflection on environmental issues), then at the end of the assessment process.

The key lessons of this type of assessment are first that it did not require much additional time because it was carried out in parallel to the planning process. However, it required a substantial amount of work to co-ordinate the work of both teams. There were frequent mini-conflicts between the Environmental Assessment team and the Planning team when environmental issues were inadequately addressed or when there were calls for modification. However no major conflict arose. The regional planning authority was in charge of the co-ordination. Public participation was effective because it was organised through workshops. Unfortunately only NGOs and business groups participated in these, as the process did not attract the interest of the public as a whole. The outcomes of the Environmental Assessment process were largely integrated into the main programming document. However, it is difficult to prove what the Environmental Assessment team exactly did. The outcome of their work was the optimisation of the strategy rather than the preparation of a written report summarising their work. However a summary of their work and key conclusions is provided in a final report.

On the basis of these two types of approaches, how to go forward? The Ministry of Environment and the Ministry of Regional Development of the Czech Republic initiated the development of a methodology which would look at the different approaches and come up with a suggested optimal procedure. The methodology should be based on the Strategic Environmental Assessment section of the Czech EIA Act of 1992. In developing a methodology, lessons learned from selected OECD countries (the UK, New Zealand, Finland, Sweden, The Netherlands, Germany, and Austria) were taken into account. The Handbook on 'EIA of regional development plans and programming documents for the Structural Funds', produced by DG XI in 1998, was also used. Reference was made to the 1998 Aarhus Convention (UN/EC Convention on Public Participation in environmental decision-making – access to information and to justice). Finally the draft SEA directive was also taken into consideration, as the whole process was organised in late 2000 - early 2001.

17 member teams from regional development agencies, environmental planning, land use planning, EIA experts, and NGOs (such as Greenpeace) were put together to develop this methodology. The resulting approach is a combination of the objectives-led appraisal and the Impact Assessment process - the objective-led appraisal being applied when the general options are discussed and screened, the impact assessment being applied when the concrete proposals emerge.

The key recommendations made following this research emphasised the need for an integrated process. The position of the Environmental Assessment team and how it should

interact with the Planning team was clarified. Its role is to continuously remind the Planning team of the environmental issues, suggest ways of improving/optimising the document and request that alternatives be elaborated when necessary. The EA Team has to summarise its final views on the programming document through the SEA Report. Therefore Strategic Environmental Assessment was supposed to gain a clearer position within the planning process. A 2-stage public participation approach was suggested which serves the planning as well as the assessment process.

After 9 months, the Ministry of Regional Development started to raise its doubts about the whole methodology, although it had championed the integration of Environmental Assessment into regional programmes. This sudden reluctance was due to issues of competences and power relations between ministries. Both ministries were interested in one integrated process. However when one Ministry was to gain more control over the planning process, it caused some difficulties. There was also some concern whether the new approach was in line with the SEA Directive (their reading of the SEA Directive was limited to an 'Impact Assessment' process and not an integrated approach). Finally the Ministry raised concerns about the issues of public participation and access to information and suggested to wait until the new Czech SEA Act was approved. The methodology was eventually approved by the Ministry of the Environment.

As a research centre, the Regional Environmental Centre for Central & Eastern Europe was hired to carry out three out of the four SIAs mentioned above in the Czech Republic and was the lead agency for developing the SEA methodology. The Centre took this example on an international level, looking at the upgrading of environmental assessment systems in CEECs and addressing the following questions: should countries go for a separate EIA type of process or an integrated planning / environmental assessment process? How to implement effectively the SEA Directive? How to stimulate the input of our countries into the negotiations of the SEA Protocol to the Espoo Convention? The research team suggested one approach for the development of national EIA systems - the integrated approach - but emphasised the need to customise environmental assessment processes for various types of planning or programming.

Before customising the processes, one should review the substantive requirements (not just procedural) of specific planning processes: what issues are treated when? Why? Then the substantive requirements of the SEA Directive and Protocol to SEA Convention should be reviewed. Finally a proper procedure should be designed (integrated and customised).

The key substantive tasks within the planning process that were identified in all CEECs are:

- Initiation of the plan /programme (its aims and relationship to other plan /programme)
- Analysis of existing problems within the area/sector for which the plan /programme is being elaborated
- Determination of specific goals of the plan /programme
- Development and evaluation of possible "strategic" alternatives of the plan /programme
- Detailed design of selected alternative of the plan /programme
- Final proposal of plan /programme (incl. implementation and monitoring of its implementation)
- Decision on plan /programme (+ justification for decision-maker)

Annex 1 of the SEA Directive (on the content of documentation) requires a number of clusters of information to guarantee a comprehensive analysis of environmental problems related to plan/programmes:

- an outline of the contents, main objectives of the plan /programme and relationship with other relevant P plan /programme;
- Analysis of the environmental problems relevant to P/P
- Determination of environmental objectives
- Evaluation how strategic alternatives meet environmental objectives
- Evaluation of specific environmental impacts of final selected alternative of the P/P
- Design of measures to mitigate and monitor specific environmental impacts of the P/P
- Justification and summary for the decision-maker and the public.

The research team therefore suggested a framework for the integration of the various substantive analyses required within EA into the relevant stages of planning process. The chart presented by Jiří Dušík highlighted how to each of the seven stages of the planning process correspond the substantive requirements of the EA process.

Co-ordination of substantive tasks within the planning process and SEA

Authority Responsible for Development of the P/P		Env. (Health) Author.	Public Part. (Aarhus Conv.)
Tasks in Planning of the P/P	Tasks in EA of the P/P		
Initiation of the P/P	Position of the P/P in the planning system		
Analysis of existing problems within the area or sector for which the P/P is being elaborated	Analysis of environmental problems in the sector/region covered by the P/P		

Determination of specific goals of the P/P	Determination of relevant environmental objectives for the P/P		
Design of possible “strategic” alternatives of the P/P	Eval. whether “strategic” alternatives of the P/P meet environmental objectives for the P/P		
Detailed elaboration of selected alternative of P/P	Evaluation of specific environmental impacts of final selected alternative of the P/P		

Authority Responsible for Development of the P/P		Env. (Health) Author.	Public Part. (Aarhus Conv.)
Tasks in Planning of the P/P	Tasks in EA of the P/P		
Final proposal of P/P (detailed implementation and its monitoring)	Design of measures to mitigate specific environmental impacts of the P/P		
Decision on P/P	Summary of the EA process for the decision-maker and the public		

The second issue studied by the Research team was the participation of environmental and health authorities as well as public participation. Countries can choose when it is appropriate to organise inter-departmental consultation and public participation.

As a conclusion, Jiří Dusík mentioned that the co-ordinators in charge of the development of SEA systems and the implementation of the SEA Directive in the Ministry of the Environment are in favour of the integrated approach. The question is: will the integrated approach be accepted by the Regional Development Ministry? Or will that Ministry favour separate processes?

Christabel Myers mentioned that some people in the audience might be less familiar with EIA, and asked Jiří Dusík why planners did not agree with environmentalists on the issue of public participation. She also asked whether Czech legislation to be issued would be similar to the draft EU SEA Directive.

Jiří Dusík answered that the Czech Republic has a SEA section in its EIA law of 1992 which requires separate EIA process. When his Research Team suggested an integrated process, they looked at two pillars of this process: access to information (based on 2 laws); and public participation at a preparatory stage and at the end of the process. For some reasons, it caused problems to the Ministry of Regional Development. However, Jiří Dusík emphasised that the Research Team did not propose new requirements but highlighted existing legal requirements. He pointed out that planning processes are still rather 'closed' and that part of the administration has not fully realised the impact of the 'Access to Information' laws. This will change under public pressure for information.

Answering the second question of Christabel Myers, Jiří Dusík mentioned that the SEA Directive was indeed the key driving force behind the new Czech legislation. However, there is a debate as to whether there should be an integrated process or a separate EIA-type of procedure (most likely). He highlighted that because the Ministry of Environment would have to agree with each individual development ministry on the modalities of an integrated process, it seems quite difficult. While there are strong logical reasons in favour of the integrated approach, sometimes questions of competences may prevent it.

Christabel Myers asked whether the EU SIA Directive would leave it open for member states to determine whether to adopt an integrated approach or not. It was answered that it would.

Cliff Hague (UK) asked Jiří Dusík how easy it would be to integrate Health Impact Assessment into the existing list of integrated assessment in the Czech Republic.

Jiří Dusík answered that the research team only looked at social impact assessment and only recently at health impact assessment. Social impact assessment is a difficult issue, since environmental authorities have neither the mandate nor the capacities to review social impacts. It is left to planners to take this on board. As regards health impact assessment, it

comes down to how different notions of health issues are to be analysed within environmental assessment. The WHO-Europe is very active in trying to change the methodology which looks at risk assessment. However there is no continuous participation of health authorities in the EIA process in the Czech Republic.

1.8 Workshops "*TIA For and Against - What are the advantages and disadvantages of a new form of strategic assessment?*": feedback session from workshops.

Workshop 1 was chaired by Jean Peyrony (DATAR/France). The Rapporteur was Anna Arvanitaki (Greek Ministry)

There was an underlying assumption in the discussion that there is a need for TIA in one form or another. General concern was expressed however on how it would sit alongside so many other instruments in a context where there is a proliferation of new directives every year (SEA). Could TIA be included as a part of SEA?

Regarding the role of TIA at the EU level, there was a general consensus that the ESDP has been in a weak position and that this kind of methodology would strengthen the ESDP. There is therefore a strong support for the application of TIA at EU level, related to the need for co-ordination between different sectoral policies and DGs within the EU and for the assessment of transnational programmes such as INTERREG.

Concerning the application of TIA at other levels, there were mixed feelings linked with the variety of situations and contexts involved. In countries where planning is not that effective, TIA could upgrade the functioning of the planning process. In countries such as Greece where supra-national policies such as the EU Structural Funds strongly intervene and make more complex the exercise of development policies, TIA could also be justified. However a customised TIA is needed for different contexts and objectives.

It was finally stressed that such a TIA methodology could promote a common language between planners in a period of crisis for the planning profession. This would also increase the visibility, empowerment and strength of the public in the planning process.

Workshop 2 was chaired by Herbert Zimmermann, Germany. The Rapporteur was Virna Bussadori (Italy)

There was general agreement that TIA is needed as an instrument, but the form that such an instrument should take has not been specified yet. There is no clarity about the meaning and definition of TIA, as well as about the difference between EIA and TIA. There is therefore a need for a clearer definition. EIA could be seen as a part of TIA since TIA also includes environmental aspects. TIA is a wider tool that could help planners in their task, giving them the possibility to integrate several aspects related to the territory (not only environmental but social, cultural, economic aspects). The scope of judgement in TIA is much wider than in EIA.

TIA should also enable assessment at an early stage of the planning process, when amendments and alternatives are still possible. EIA is often applied to a project which has already been decided upon. Alternatives may be difficult at that stage, while an assessment carried out at the very beginning of the planning process could improve that process and open new choices.

It was also emphasised that TIA focuses on spatial plans and not only on projects: this is something new. If plans are assessed from the very beginning, there might not even be a need for the assessment of draft projects (resource savings).

Finally it was highlighted that TIA could help in planning at a transnational, cross-border and inter-regional scale under the new INTERREG III programme. It could assist in better understanding the different planning procedures within various countries.

Workshop 3 was chaired by Dr Juraj Silvan (Slovak Environment Agency). The Rapporteur was Robin Thompson (UK).

The meaning of 'environment' was first discussed. Broad definitions of the concept can potentially include everything. In a narrow view, there are well established forms of legislation and effective tools for looking at environmental impacts. If environment is interpreted in a wider way, it can be argued that we already have environmental impact assessment mechanisms, and all we need to do is broaden them out. On the other hand, fear was expressed that while widening out the process, one might lose some of the emphasis of the more specific environmental techniques. There was general acknowledgement that the widened process would find much greater difficulty in weighting social and other factors. The issue was also raised that it is quite difficult to establish formal legislation, and that TIA could maybe work in a more informal way.

What matters is establishing the idea that we need a format that looks at all forms of impacts - social, environmental, economic, spatial; that involves all the key agents and agencies; that cuts across all the key sectors and finds a way of engaging the public. The question that follows from this is: what is the best instrument to do that? Extending or broadening SEA or EIA could be one way of doing this. Alternatively, we could look at the TIA idea: it might be informal in the way that the ESDP was informal (idea of Adrian Healy), but still very powerful. We might not need to go through the pain of establishing yet another form of statutory instrument. If it is a powerful enough idea and achieves those sets of objectives in a clear enough way, then it may just become adopted as the right thing to do.

2. Afternoon session chaired by Charles Lambert, ECTP President.

Charles Lambert, the current President of the ECTP, thanked the Walloon region and the British government for their support in the organisation of the Conference. He highlighted that it was the second time that the ECTP conducted joint work with the CSD (the first time being in Warsaw).

2.1 Prospects for further work on TIA, Friedrich Schindegger, Austrian Institute for Regional Studies and Spatial Planning (ÖIR).

From an Austrian point of view, it seems appropriate to apply to the transnational level a planning instrument which has proved its value at the local and regional levels in several MS (in particular Germany and Austria). For the past forty years, spatial planning in Austria has comprised two elements / approaches:

- A prospective approach to the comprehensive shaping of an area;
- A project-related approach assessing the impacts on the spatial structure of specific ready projects. During the evolution of spatial planning practice over decades, a variety of informal project assessments (*Raumverträglichkeitsprüfung*) have emerged applied to power stations, motorways and highways, cable car and ski stations, electricity lines, natural parks, golf courses,, dumping grounds, shopping centres etc...

The first approach often proves a necessary base for the second one and the second approach generates the necessity of elaborating the first one.

There is now a clear support for the application of the TIA approach to the transnational level. The ESDP itself mentions TIA several times, putting it in a European context, and recommends the application of TIA at several territorial levels:

- as an instrument for spatial assessment of large infrastructure projects (Option 29),
- coastal areas, mountain areas and wetlands ... (Option 42),
- water management projects (Option 52),

- cross-border TIAs (rec. after para. 178),
- MS to intensify exchange of experiences on TIA (rec. after para. 178).

When talking of the transfer of the TIA approach to the transnational level, Friedrich Schindegger made it clear that he did not recommend the introduction of a new assessment procedure in a formal sense (i.e. through new European legislation) besides the existing instruments of EIA and SEA. What he instead recommended is better characterised by the expression 'Territorial Impact Analysis' – TIAN (*Anwirksamkeitsanalyse*). The table below shows how the TIAN fits into the existing variety of instruments.

	spatial level	concern	type of planning	legal basis
TIAN	transnational, national	impacts on spatial structure	programmes, plans, projects	no legal regulation
TIA	regional, local	impacts on spatial structure	projects	no legal regulation at EU-level, partly at national level
EIA	regional, local	environmental issues	projects	EU regulation
SEA	transnational, national, regional	environmental issues	policies, programmes, plans	EU regulation prepared

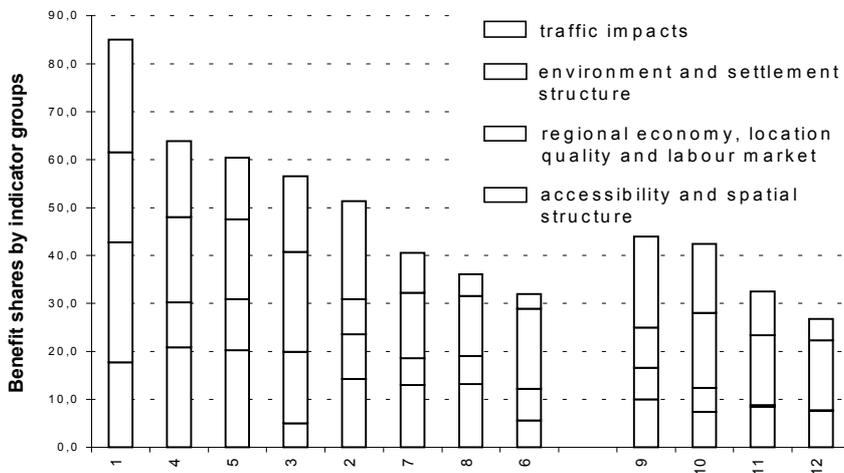
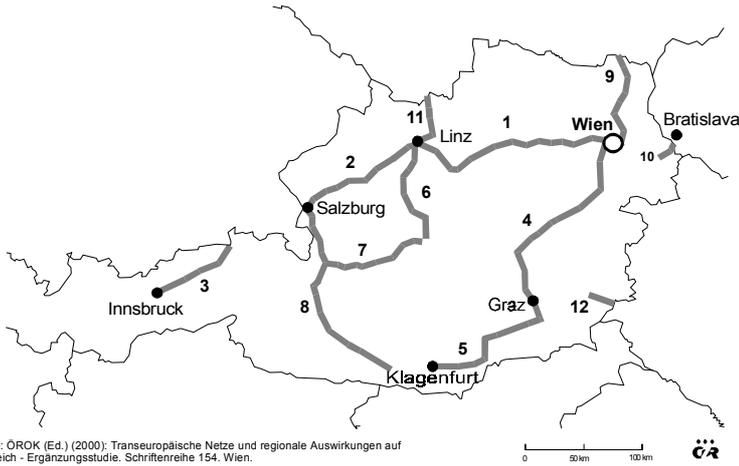
Friedrich Schindegger pointed out that a major difference between the TIAN he recommended and the TIA at the local / regional level practised in Austria is that it may serve not only as a procedure for evaluating projects but also plans and programmes, in particular sectoral plans. He also underlined that the main difference with the EIA is the wider scope of the criteria, the earlier stage in the planning process at which assessment is carried out (when the projects are flexible enough to develop alternatives), and the reference to existing spatial plans for deriving the criteria for the assessment.

Following the ESDP, the application of the TIA (TIAN) at the INTERREG III level for the CADSES Programme was proposed, as a follow-up to the 'Vision Planet' document developed during INTERREG IIC.

What could be the objective of TIAN? Friedrich Schindegger insisted that the objective should not be to undertake an additional assessment and foster confusion, but to describe the spatial impacts and highlight the necessity of an accompanying territorial concept and plan for regional policies/programmes to be started.

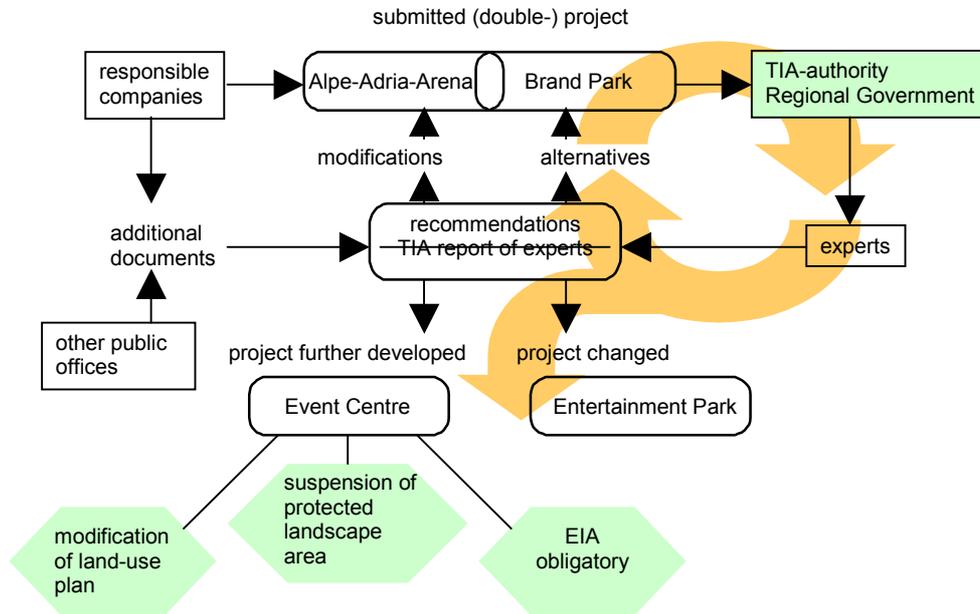
Finally Friedrich Schindegger mentioned two Austrian examples of the application of TIA:

- key projects of rail and road. The outcome was the demonstration of the benefits in different terms. 17 quantitative and qualitative indicators were used for different areas, using 'multi-criteria' analysis (*Nutzwertanalyse*).



- At regional level: a large-scale project involving an event centre and entertainment park in Carinthia (near Villach). The special function of TIA in that case was not only to be an adequate instrument for the assessment of the project, but also a tool to develop and improve the project as an accompanying part of the planning process. As a result the 'event centre' was improved and the amusement park was completely dropped out of the project. Although no judgement is made on the final result, it is important to point out that the TIA process contributed to the development of the project. This can be an important function at the transnational level.

Event Centre / Entertainment Park



Charles Lambert remarked that Friedrich Schindegger's approach consisted, as opposed to what many would fear, of using a local experience and wanting to apply it at transnational level. He asked Friedrich Schindegger, however, why he was so keen on using a different terminology (talking of analysis rather than impact) and on not adding an extra procedure, in spite of the positive experience of TIA in Austria at local level.

Friedrich Schindegger answered that the success of TIA at the local level in Austria was based in 90% of cases on an experience using informal assessment. Therefore he did not recommend a formal TIA procedure at the transnational level. Only the Province of Carinthia introduced the formal procedure of *Raumverträglichkeitsprüfung* in their law 3-4 years ago. He argued that no one, in the world of business and administration, was interested in an additional formal procedure in addition to EIA and SEA.

2.2 The view from the European Spatial Planning Observatory Network, Thimo W. Eser, Trierer Arbeitsgemeinschaft für Umwelt-, Regional- und Strukturforchung (TAURUS).

Thimo Eser presented the ESPON and its future work on TIA. The ESPON was born out of the ESDP process. During the preparation of the ESDP there was growing awareness that there was not enough policy-oriented research on the European spatial dimension. The European Commission also highlighted that EU Structural Funds have a strong territorial dimension and that it would seem adequate to have a better idea of the territorial effects of the Cohesion policy. This should move beyond the measurement of the GDP per capita or unemployment rates in lagging regions towards a more comprehensive territorial approach, and improve the co-ordination of territorial impacts of sectoral policies. A major part of the ESPON research strategy will aim at developing data and indicators to assess spatial development. The ESPON will also carry out thematic studies, impact studies, strategic studies and implementation studies to evaluate data and achieve policy-oriented results. The

ESPON Guidelines specified that research should cover the enlarged Europe and its future neighbours.

Priority 1 of the ESPON Guidelines refers to the development of TIA analysis: how can we actually measure spatial development? Priority 2 of the ESPON Guidelines refers to studies on the territorial effect of sectoral policies such as the Structural Funds and related Funds (accession / pre-accession instruments). It also aims at investigating the institutions and instruments of spatial policies. Priority 3 of the ESPON Guidelines refers to the co-ordination of all the results between different priorities and measures, the development of integrated tools for European spatial development, and the recommendation of policy instruments to implement the ESDP policy options.

How will the ESPON be organised? The European Commission and the member states and partner states (candidate countries + Norway and Switzerland) monitor the work of the ESPON: they actually constitute the CSD which is the Monitoring Committee for the programme. A management and payment authority, the Luxembourg Ministry of the Interior, is responsible for the operational working of the whole network. National Focal Points in every country will provide access and give advice to the working groups on where to get data. Finally joint transnational project groups will carry out the research projects under the different measures. The whole Network is co-ordinated by a Co-ordination unit, in charge of organising the information flows between the projects and supporting the Monitoring Committee and the Steering Committee in their administrative tasks.

What kind of relation can be seen between the ESPON and TIA? A definition of TIA was prepared by the ESPRIN study team, as mentioned by Adrian Healy: TIA is simply a way of presenting and systematising good planning practice by assessing the impacts of major development proposals and their spatial distribution. But several terms in this definition raise further questions:

- 'Development proposals': what is hidden under this term? Projects (for which IA is usually used), measures, plans and policies.
- 'Good planning practice': what is 'good'? A reference document is needed to say whether something is good or bad.
- 'Presenting and systematising': this includes a strong element of implementation. So what is it used for? How can we actually include that into the policy process?

What kind of coverage of the issue of the TIA does the ESPON envisage? Which territorial approach, which policy scope, which scale, which quality of information? In terms of coverage, TIA applies to policies (EU sectoral policies), plans, programmes and projects. In terms of its scope, there is a strong emphasis put on the EU regions and on the cross-border and transnational dimension. Scale, however, has to be seen in relations to the policies assessed. The policy scope includes the whole range of policies which have a strong spatial effect, from infrastructure policies to agricultural policies. Finally, as regards the quality of information available, the main contribution of the ESPON will be to improve the data and tools available for the investigation of territorial impacts. The scenario approach is quite interesting to assess different kinds of development on the EU scale.

Thiemo Eser concluded that the ESPON's enquiry into TIA would concentrate much more on measures and policies rather than on projects, and that it would have a wide thematic scope. He also underlined that there is a big variety of policy approaches in the member states and at the EU level. What the ESPON could do is to find a common understanding of what the TIA is and should be.

2.3 *Transport networks appraisal in the UK*, Phil Bradburn, UK Department of Local Government, Transport and the Regions (DTLR).

Phil Bradburn presented the appraisal process in the field of transport in the UK. Transport affects a lot of different things: economic growth, state of the environment, and land use planning. It is important to look at all options and all impacts that transport investment can have to make an informed decision based on comprehensive information. The approach used in the UK is called the 'new approach to appraisal'. It is an integrated approach in that it looks

at different impacts - environmental impacts (landscape, biodiversity ...), economic impacts and social considerations (accessibility). It is a problem-based approach in that it is not assumed, for example, that because there is congestion, therefore a new road is needed. The approach is rather: there is congestion, what do we best do about it? Do we introduce a new bus lane? Do we try to encourage modal shift or do we do influence land uses?

All the solutions/options that are considered are assessed against 5 criteria: protection and safeguarding of the environment; improvement of safety (reducing accidents); support of the economy; improvement of the accessibility; and integration with other modes but also other policies (land use). All these impacts are put together in an 'appraisal summary table', which presents all the impacts in a single page easy for decision-makers to understand.

In trying to generate policies and projects, information should be drawn from as wide an audience as possible, including local community groups and local authorities.

Phil Bradburn then described in more details what an 'appraisal summary table' looks like. The problem under discussion is located at the top of the table. Then the impacts on the environmental are mentioned (landscape, heritage, biodiversity); then the impacts on safety; on the economy (time savings; reliability; regeneration...); on accessibility; and on policy integration. Some of these impacts are described in quantitative ways (time savings and safety benefits for example), some through textual descriptions. Phil Bradburn emphasised that 'impacts' are not added up at the end of the table. All the information is presented to decision-makers who will then make their own judgement on the weight to attach to each type of impact, which will be different for each project.

In filling in the appraisal summary table, information stemming from Environmental Impact Assessment is taken into consideration. Transport modelling work also generates information about time savings and accident savings. In the economic section, information generated by transport models will show how, if mode shift occurs, revenues are affected. The software used for this is called TUBA ('Transport User Benefits Appraisal').

The approach is used in a lot of different contexts, for example by the Highways Agency, by local authorities, government offices and regional offices. For smaller schemes a 'slim down' version of the appraisal process is used. The appraisal process is used for multimodal studies and for looking at the future development of airports and railways. Guidance on the appraisal process is provided, since it is generally outside consultants working on particular projects or programmes who actually carry out the work.

Phil Bradburn emphasised that the appraisal process is not steady and is being further developed and improved on the basis of experience and research. Research is currently being done on the impact of transport schemes on regeneration, on the distributional impacts of transport investment on different social groups (as part of the social exclusion agenda of the current government), and on the integration of different sectors (environment/transport). Work is also being carried out on the monetary valuation of environmental impacts such as noise reduction. Finally, the effects of land use changes on transport (looking at trip breaks and trip generation) and the land use implications of changes in transport network is an issue that should also be looked at. Phil Bradburn referred to the DTLR Web Site for more information on the theme which he presented.

Charles Lambert noted that in the five criteria mentioned by Phil Bradburn, planning was not present. He pointed out that in many parts of Europe there has been a historical difference between transportation and planning. **Phil Bradburn** answered that it was indeed important to pull together and integrate land use planning and transport (which have often historically diverged).

2.4 Workshops on the application of TIA at different levels: feedback session.

Workshop on TIA and EU policy

It was suggested that applying TIA at the level of EU policies could be a delicate and problematic issue in certain cases. The TIA of TENs is often advocated, for example. The problem is that the main decisions for the TENs are taken at the national level. The EU coordinates the national networks but has neither competence nor financial capacity to actually implement them. A TIA at EU level might point towards different ways of implementing the TENs than proposed by the member states and would therefore bring about different policies in the member states. This could cause some problems of interference. On the other hand, it is quite clear through the example of the Common Agricultural Policy that EU matters – if we have a TIA of the CAP at EU level, then TIA is addressed to the right actor because this actor can actually modify the policy for which it is responsible. In the case of TENs it is not so clear.

A Spanish speaker then added that TIA as an instrument could reveal the contradictions of EU policies. A Greek speaker also made the same comment, adding that TIA could also help to overcome these contradictions.

Jean Peyrony mentioned the report by Jacques Robert on the impacts of Community policies on cohesion (transport, environment, CAP) and argued that the issue of the articulation of Community policies is related to the broader theme of governance explored in the White Paper on Governance.

A speaker from the Walloon region mentioned that the issue of public participation in TIA had not been mentioned very often in the debates. She pointed out that public participation and the information of the public should be included in the assessment process if EU policy is to gain a wide support from the public. She mentioned the example of the Walloon region in that field. The importance of the theme of public participation was then acknowledged by other participants. It was noted, however, that securing public participation in transnational strategies and projects might be difficult because of the large scale of the territories concerned.

An official of DG Environment of the European Commission reminded the participants that there are a number of Directives at EU level which already have strong implications for public participation. The Directive on the freedom of access to environmental information has been an enormous success. The EU environment policy has been a victim of its own success in that respect, because of the number of complaints that are received by DG Environment from normal European citizens who complain that procedures have not been correctly followed. This is positive because it is improving European governance, but it is a headache for DG Environment which cannot cope with the number of complaints received.

Workshop on Local application of TIA

Four points emerged out of the discussion. There was first a general agreement that the TIA approach is not only useful but also appropriate at the local scale. It was generally agreed that the technique should not be applied just to local projects but also to local plans and programmes, because these in turn have local impacts. There was a strong suggestion that the TIA could be used as a very useful precursor to the EIS, in that many projects could have an initial assessment under the TIA approach, prior to going into the detailed design necessary for undertaking the EIS approach. In other words there would be significant project design savings by using the TIA approach up front.

Concern was also expressed that if the TIA is done only at the higher level, if there is no mechanism by which projects can be examined at the local level, then the local community can miss out on actually participating in the process. The TIA should relate to the locality through the participation process.

Another point made was that because of the diversity and the specific nature of localities, it is not possible to reduce TIA to a formula which would set out headlines as to what is to be handled, in the way that there are for example 6 or 7 areas specified in the EIS Regulations. Therefore, without TIA at a local level, these diversities which are going to be impacted upon will be missed out.

Workshop on TIA and cross-border/ transnational programmes:

The debate started with a semantic discussion of the meaning of the term 'territory'. It was then underlined that cross-border and transnational plans / projects are certainly a focus of TIA. TIA could look at the impacts at a very local scale (in the case of a cross-border project such as the implementation of an industry zone along the border) and at a wider scale, including the European scale. This ability to look in a very broad territorial perspective may be the added value of the TIA on a European level, for example when assessing the TENs or TINA: it is obvious that the functioning of the whole network should be taken into account.

There was strong support for TIA as an informal instrument and no support for a new EU Directive at this stage. TIA should be tried out and applied in an experimental way on specific projects under the three strands of INTERREG III.

Workshop on TIA and Regional programmes

The discussion reached the same conclusions mentioned in other workshops. TIA should not become a new compulsory EU mechanism, but it should first be proposed as a guideline for member states through recommendations and proposals. Planning is not a unified activity at the European level and is a responsibility of the member states, so TIA should remain a guidance for future planning.

There was also some concern and debate as to whether by introducing TIA, the other types of assessment already existing (EIA) should be included or carried out in parallel.

Final comments

A British speaker mentioned that it is very unlikely that there will be an EU Directive on TIA in the (near) future, since spatial planning is not part of the EU Treaty and is not an EU competence. Such a Directive would therefore be a heavy political issue. Paulo Correia supported that argument and added that there is no need for a directive on TIA because the methods have to be by definition variable. It is the 'attitude' that counts rather than the specific regulation of what to do and how to do it.

A speaker mentioned the requirement for 'sustainability impact assessment' requested by the Heads of States and Governments in Gothenburg in June 2001. The Commission has been asked to work on a methodology to develop this. It seemed to him that that concept could act as an umbrella for other concepts such as EIA, SEA, TIA or TIA. Following that remark, another speaker pointed out that what is meant through all these terms is that "there should be impact assessments during spatial policy-making processes" in an interactive way taking into account all the relevant aspects.

2.5 Final round up.

Christabel Myers concluded that there seems to be a very strong view that TIA is an umbrella term with the principles of sustainable development running across it. The approach will differ to fit the particular reasons for using TIA methodology. TIA has to be an integral part of the planning process but also can be used right at the end to measure the impacts. There is also a general caution against more regulation and legislation, since we do not know what SEA is going to bring. Christabel Myers finally emphasised three points: the need to look at the work of other professionals in the field of environment and transport; the need to consult and involve citizens and make the links between the different levels of assessment; and the need to keep on learning from each other's practice across Europe. She finally mentioned that TIA would be further explored by the ESPON research programme and possibly developed in the INTERREG Programme.

Both **Christabel Myers** and **Charles Lambert** thanked the ECTP, the Belgian Presidency of the EU, the Walloon Region and the British government for their support in the organisation of the conference. Charles Lambert also emphasised that the co-operation between the CSD and the ECTP was very fruitful and that the synergies between an official group representing the states and the ECTP should be pursued following the conferences in London, Warsaw and Louvain-la-Neuve.

Charles Lambert closed the conference on behalf of the ECTP. He emphasised as a conclusion that TIA has the potential to foster the general public's understanding of and interest in spatial planning.