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TERRITORIAL COHESION: FROM THE EUROPEAN TO THE REGIONAL AGENDA – CONCEPTUAL TRANSPOSITION OR CONCEPTUAL REDEFINITION?

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This presentation...

- Draws out the challenges emerging from the Europeanization process of the new EU political objective: Territorial Cohesion

- Reviews the Portuguese case: how is the concept being included in the regional policy agenda?

- Discusses the results obtained

- Suggests ways for further research
Europeanization & Territorial Cohesion

• Europeanization: used to describe a diversity of phenomena and processes of change in response to EU influences

  The main transmission belt of the process of European integration
  (Borzel & Risse 2000)

• Includes a logic of co-evolution: no longer a unidirectional process but rather a mutual interaction (EU & domestic contexts)

• EC & Spatial Planning: no explicit/formal mandate (!)
  • Integration of discourses and concepts, share of spatial visions, territorial cooperation initiatives...
• Territorial Cohesion: an official objective or shared competency of the European Union (since the Lisbon Treaty)
  • An advantage for the Europeanization process (?)

• How is this influence being exerted?
  • Cohesion Policy and EC cohesion reports (top-down)
  • Territorial Agenda (horizontal)
  • Green Paper on Territorial Cohesion (circular/cyclical)

• The amorphous nature of the concept: an appealing policy goal and research object

*Despite the recent degree of institutionalization and the growing body of solid policy-relevant studies on the topic, territorial cohesion remains essentially a moving target*

(Van Well, 2012)

*[Territorial Cohesion] is essentially a carte blanche for European policymakers*

(Evers, 2012)

*Territorial Cohesion is here to stay*

(Davoudi, 2009)
How is Territorial Cohesion being integrated in domestic policy agendas?

<table>
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<tr>
<th>Reference</th>
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<tr>
<td>Knieling &amp; Othengrafen (2009)</td>
<td>Territorial Cohesion and Spatial Planning Cultures</td>
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<td>Faludi (2007)</td>
<td>Territorial Cohesion and the European Social Model</td>
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<td>Davoudi &amp; Strange (2009)</td>
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<td>Cotella &amp; Janin-Rivolin (2010)</td>
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<td>Colomb &amp; Santinha (2012)</td>
<td>Territorial Cohesion and Services of General Interest</td>
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<td>Sykes (2011)</td>
<td>UK reaction to the Green Paper on Territorial Cohesion</td>
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<td>Luukkonen &amp; Moilanen (2012)</td>
<td>Territorial Cohesion and soft planning in Ostrobótnia (Bothnian Arc)</td>
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<td>Van Well (2012)</td>
<td>Territorial Cohesion meta-storylines from 246 Operational Programmes</td>
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<tr>
<td>Santinha &amp; Marques (2012)</td>
<td>Territorial Cohesion in Portugal: exploratory analysis of main national policy guidelines</td>
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To understand the *blurred* message from reference frameworks for action

- Fifth Report on Economic, Social and Territorial Cohesion
- TA2020
- Green Paper on Territorial Cohesion

They do not provide a clear definition of the concept, but rather outline a policy response

Categorial content analysis through N Vivo software

- To bring additional elements for discussion by building key categories
- word frequency + construction of ‘tree of words’ + text search
Conceptualizing the Logics of Territorial Cohesion

- Defines guidelines for the domestic policy agenda analysis
- Allows to consider the level of coherence between EU & MS
- The importance of the regional level
The Portuguese Regional Policy Agenda...

- Regional Spatial Plans
  - PROT Norte, PROT Centro, PROT OVT, PROT AML, PROT Alentejo, PROT Algarve

- Regional Operational Programmes
  - POR O Novo Norte, POR Mais Centro, POR Lisboa, POR InAlentejo, POR Algarve 21

- Categorial content analysis through N Vivo software
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<th>Relevance of Territorial Cohesion</th>
<th>Territorial Governance</th>
<th>Territorial Organisation</th>
<th>Territorial Diversity</th>
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<td>PROT Centro</td>
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<td>Promotion of regional identity, culture and resources</td>
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<td>PROT Alentejo</td>
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<td>PROT Algarve</td>
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<td>/</td>
<td>Polycentric development</td>
<td>Development of a balanced and competitive territorial model</td>
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Mostly considered as a strategic guideline for urban issues

Spatial-based plans

Access to services

Strategic component

Promotion of resources
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<td>Low (Cohesion: High)</td>
<td>Partnerships and stakeholders involvement</td>
<td>Roads and public transportation</td>
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<td>POR Mais Centro</td>
<td>Low (Cohesion: Medium)</td>
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<td>Relevance of regional urban subsystems</td>
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<td>Equity of service distribution patterns</td>
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<td>POR InAlentejo</td>
<td>Low (Cohesion: High)</td>
<td>Partnerships and stakeholders involvement</td>
<td>Role of cities</td>
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<td>POR Algarve 21</td>
<td>Low (Cohesion: Medium)</td>
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**Access to services**

**Horizontal coordination**

**Cohesion Funds**

**Mobility and Urban System**
An overall analysis... of an ongoing research

- Two questions
  - Is the Portuguese regional policy agenda integrating the Territorial Cohesion objective?
  - If so, is there a coherent message/meaning (PROT vs. POR; EU vs. MS)?

- Previous remark: not an easy task to integrate Territorial Cohesion in the regional policy agenda
  - EU guidelines do not provide a clear definition of the concept
  - The Portuguese formal contribution for the Green Paper public consultation follows the same logic: why and what for
- **Territorial Cohesion** is... scarcely integrated
  - PROT (+): with higher relevance than Social and Economic Cohesion
  - POR (-): Social and Economic Cohesion with higher relevance

  - Possible reason: spatial-based plans vs. Cohesion Policy & Lisbon Strategy aims (knowledge, innovation, competitiveness)

- **The concept of Territorial Cohesion** is not visibly defined

  *To reinforce environmental and territorial cohesion as competitive factors*

  *The PROT is a useful means to implement a territorial cohesion strategy for the region*

- **Synthesizing the storylines: the 4 dimensions**
  - Territorial Organisation (+) linked to Territorial Equity (access to services)
  - Disparities:
    - Within PROT and POR / Between PROT and POR / Between EU and domestic agenda
    - Europeanization process (?)
Final remarks...
The reason for the ongoing research

• Consider this research as a 1st step to:
  • Understand the Europeanization process in Portugal in what regards the Territorial Cohesion objective
  • Create the conditions to improve the knowledge about the concept of Territorial Cohesion and thus improve decision making processes based on the Territorial Cohesion objective

• These results should now be confronted with the regional actors perspective (surveys / interviews)
  • A way to understand why the disparities found occur

• And with other (international) regional contexts