

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

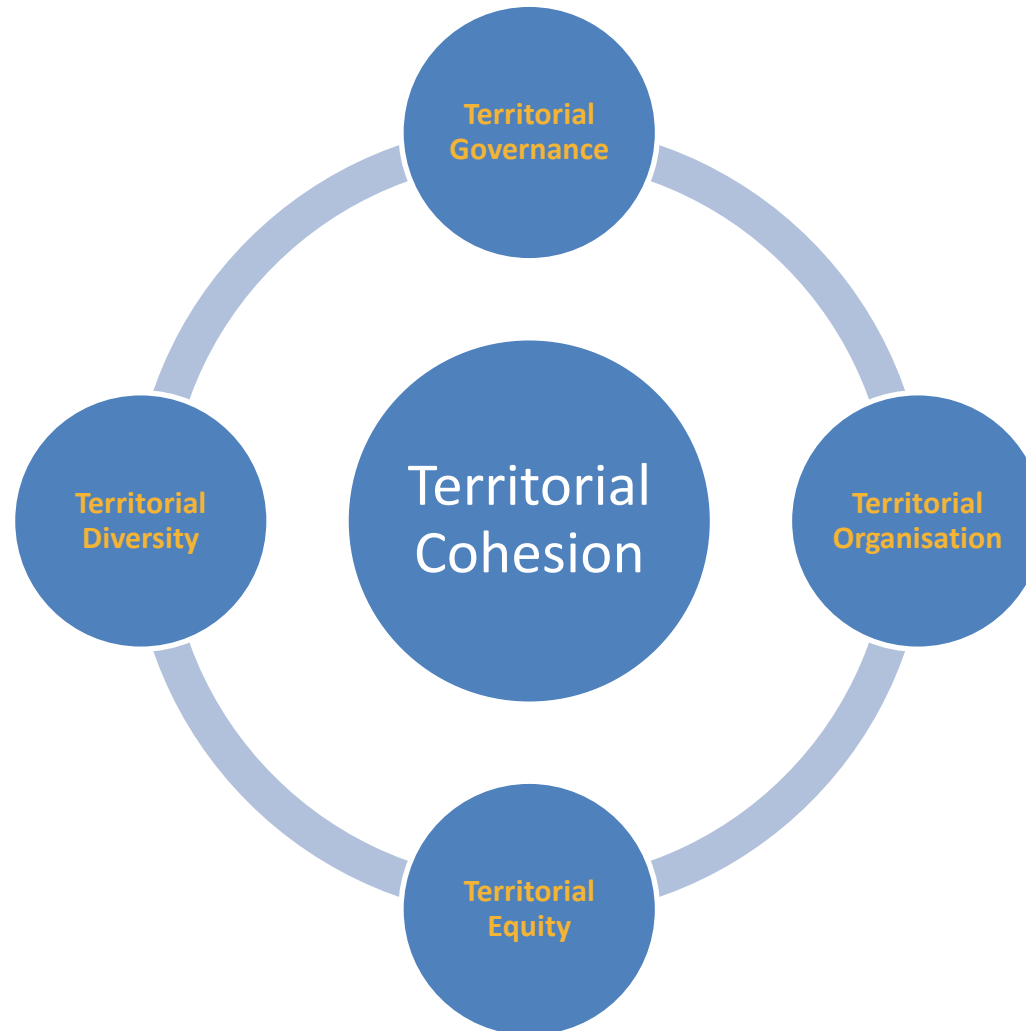
(Davoudi, 2009)

- How is Territorial Cohesion being integrated in domestic policy agendas?

Janin-Rivolin & Faludi (2005)	Territorial Cohesion and Spatial Planning Systems	Pointing challenges
Knieling & Othengrafen (2009)	Territorial Cohesion and Spatial Planning Cultures	
Faludi (2007)	Territorial Cohesion and the European Social Model	
Davoudi & Strange (2009)		
Cotella & Janin-Rivolin (2010)	Territorial Cohesion and Territorial Governance	
Colomb & Santinha (2012)	Territorial Cohesion and Services of General Interest	Analysing agendas
Sykes (2011)	UK reaction to the Green Paper on Territorial Cohesion	
Luukkonen & Moilanen (2012)	Territorial Cohesion and soft planning in Ostrobótnia (<i>Bothnian Arc</i>)	
Van Well (2012)	Territorial Cohesion <i>meta-storylines</i> from 246 Operational Programmes	
Santinha & Marques (2012)	Territorial Cohesion in Portugal: exploratory analysis of main national policy guidelines	

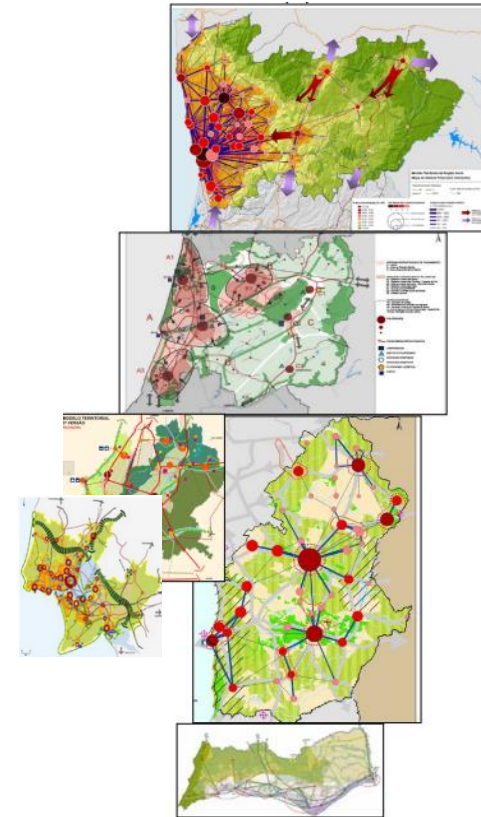
- To understand the *blurred* message from reference frameworks for action
 - Fifth Report on Economic, Social and Territorial Cohesion
 - TA2020
 - Green Paper on Territorial Cohesion
- They do not provide a clear definition of the concept, but rather outline a policy response
- Categorical content 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



- Categorical content analysis through N Vivo software

	Relevance of Territorial Cohesion	Territorial Governance	Territorial Organisation	Territorial Diversity	Territorial Equity
PROT Norte	Medium (Cohesion: Medium) (TC > SC, EC)	Policy coherence	Establishment of networks Role of cities	Valorisation of endogenous resources	Minimum level of services
PROT Centro	Medium (Cohesion: Medium) (TC > SC, EC)	/	Establishment of networks Polycentric development	Reinforcement of urban specialisations	Equity of service distribution patterns
PROT OVT	Low (Cohesion: Low)	/	Establishment of networks Relevance of regional urban subsystems	Promotion of regional identity and resources	/
PROT AML	Low (Cohesion: Low) (TC linked to SC)	/	/	Promotion of regional identity, culture and resources Rehabilitation of urban and rural areas	/
PROT Alentejo	Medium (Cohesion: Medium) (TC > SC, EC)	/	Establishment of networks Polycentric development	Rehabilitation of rural areas by valuing local resources	Equity in ICT access
PROT Algarve	Low (Cohesion: Low)	/	Development of a balanced and competitive territorial model	/	Development of less favoured inland places



Mostly considered as a strategic guideline for urban issues



Spatial-based plans
Strategic component

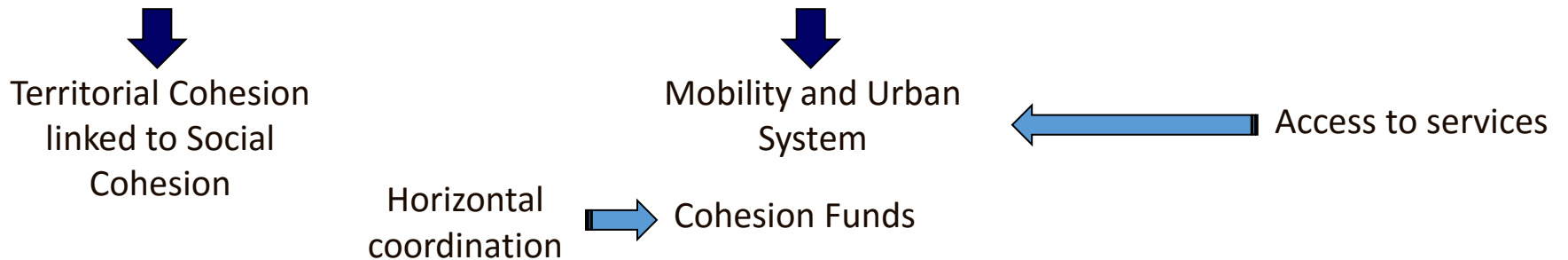


Access to services



Promotion of resources

	Relevance of Territorial Cohesion	Territorial Governance	Territorial Organisation	Territorial Diversity	Territorial Equity
POR O Novo Norte	Low (Cohesion: High) (TC linked to SC)	Partnerships and stakeholders involvement	Roads and public transportation	/	/
POR Mais Centro	Low (Cohesion: Medium) (TC linked to SC)	/	Relevance of regional urban subsystems	/	Equity of service distribution patterns
POR Lisboa	Medium (Cohesion: High) (TC linked to SC)	Partnerships and stakeholders involvement	Polycentric development Establishment of networks Role of cities	/	Equity of service distribution patterns
POR InAlentejo	Low (Cohesion: High) (TC linked to SC)	Partnerships and stakeholders involvement	Urban/rural partnership Role of cities Roads and public transportation	Promotion of regional culture	Equity of service distribution patterns
POR Algarve 21	Low (Cohesion: Medium) (TC linked to SC)	Articulation with Spatial-based Plans	Development of a balanced territorial model Polycentric development Role of cities	Promotion of regional identity and resources	/



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