

Perspectives for achieving Territorial Cohesion in Europe

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RSA WORKSHOP

EU Cohesion Policy: Focus on the Territorial Dimension

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Main points

- **Preliminary shared concerns on Territorial Cohesion**
- **Gap between policy discourse and political practices on TC**
- **Contribution from economic geographical literature and STeMA experiences**
- **Perspectives for achieving territorial cohesion in Europe**

Some preliminary concerns on Territorial Cohesion

at the moment, EU is speaking of Cohesion Policy and funds: but where is territory in the Cohesion Policy?

In order to discover Territory in Cohesion ... take in mind it needs:

- multilevel and interdisciplinary contributions
- measure of common feeling (sustainability) towards economy, society, environment, culture = territory
- different levels, spatial planning, governance rules
- public bodies' action and choices = capacity building to supply efficient and qualitative goods and SeGI

how to include TC within economic structural reforms of the EU regions (Stability Pact, stimulus to growth at the basis of Cohesion Policy by using of cohesion funds)?

We are experiencing the time of territorial cohesion and sustainability but we do not know how to really practice these issues!

- power to reduce negative impacts on welfare, quality of life, exclusion attitudes (unemployment, production stagnation, regional spending review, low quality of urban SeGI, efficiency in institutional capability, less R&D, health, culture, climate change, migration, etc.)

Gap between policy discourse and political practices on TC

- Adopting a spatial approach, European, national and regional policy stress the territorial cohesion value in theory as ideological flag
- Innovative TC practice is “a niche room” where sensible policy makers invest because:
 - Do not ignore geographical scientific contribution to the territorial capital exploitation
 - Do not encourage “destructive and harmful” economies based on a unique and centralized monetary and fiscal policy (Quantitative easing and Juncker plan) that also use homologated clusters of disparities (good vs bad regional economies in each country)
 - Do not forget human capital, education, poverty, workforce, migration, energy risks, climate change, etc. into planning choices
 - Do not use only macroeconomic indicators in elaborating national and regional operative programs

By TC, the power of numbers is ending as well as the GDP guide!

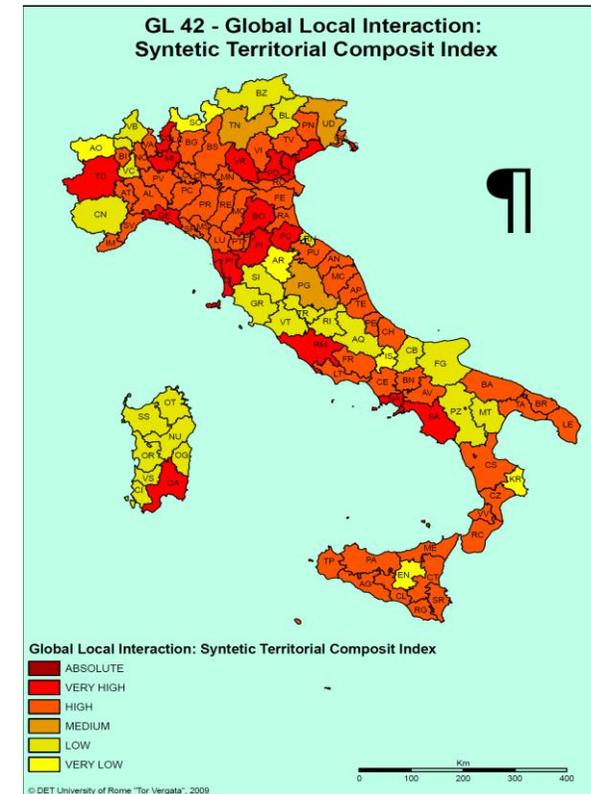
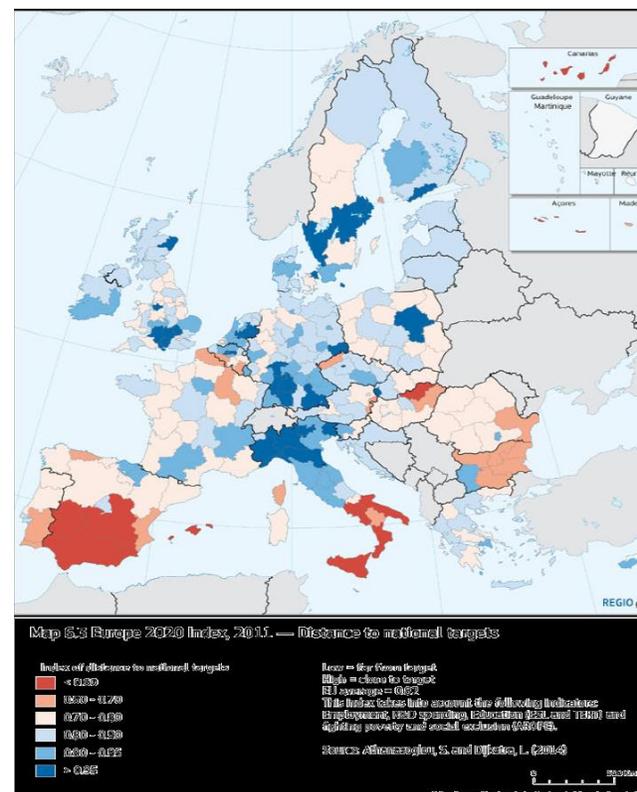
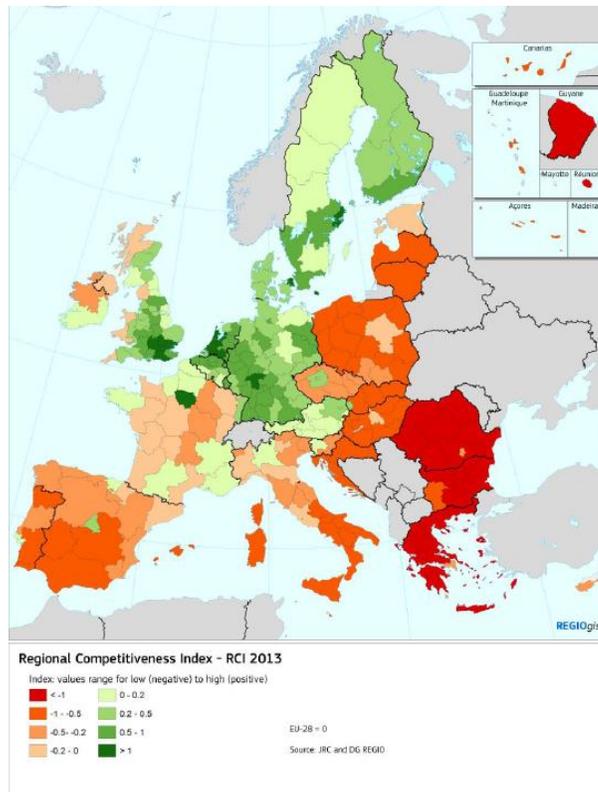
(Fitoussi, Stiglitz, Sen and Nussbaum in 2012 and 2013)

Gap between policy and real territorial behaviour emerges from the EU vision due to a simplified use of indicators and place evidence

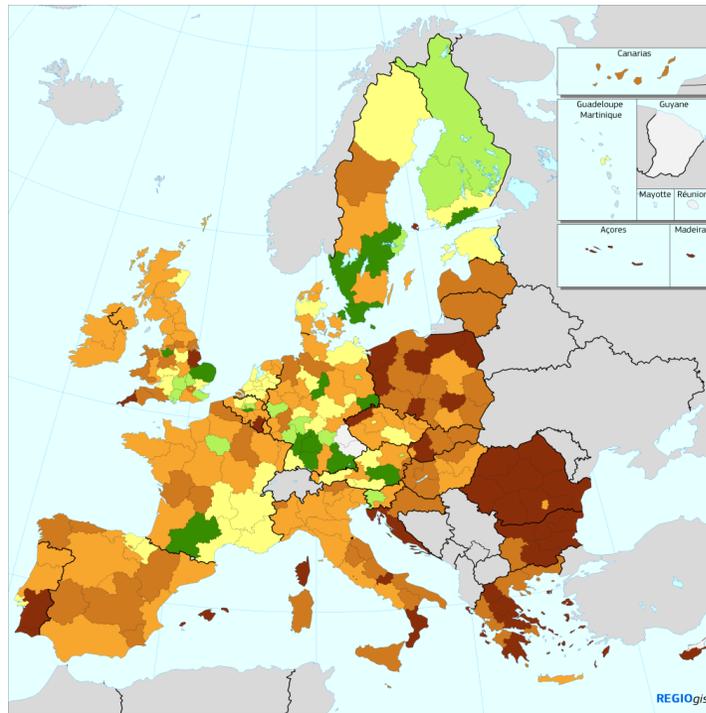
Competitive Index 2013 (L. Dijkstra, 2014)

National distance from 2020 targets (6° Cohesion report, 2014)

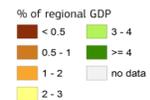
Competitive territorialised Index in Italy (Prezioso, 2011)



What is it true?



Total expenditure on R&D, 2011



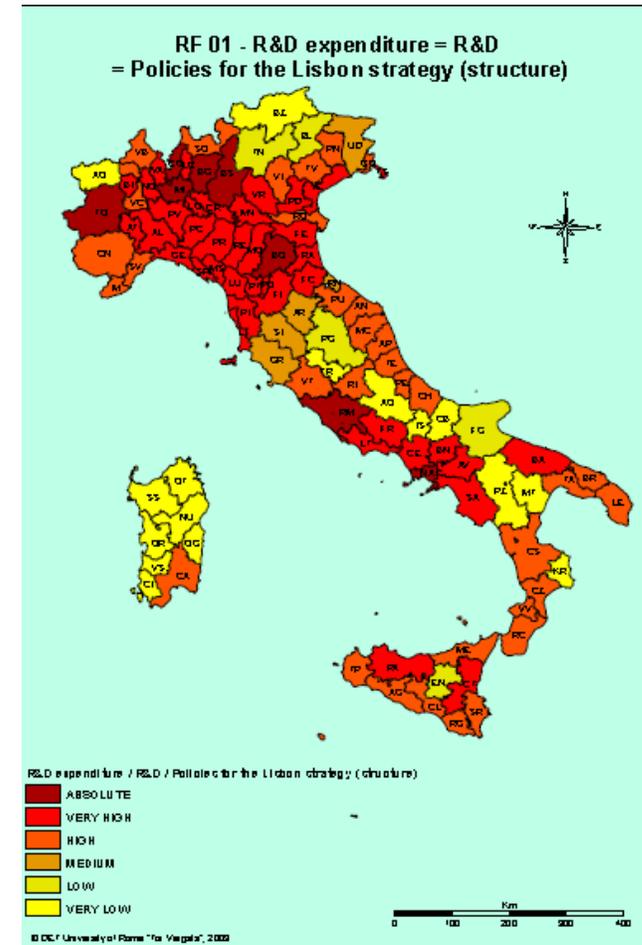
EU-28 = 2.04
FR91:2009 LU:2010

The Europe 2020 R&D target is 3%.

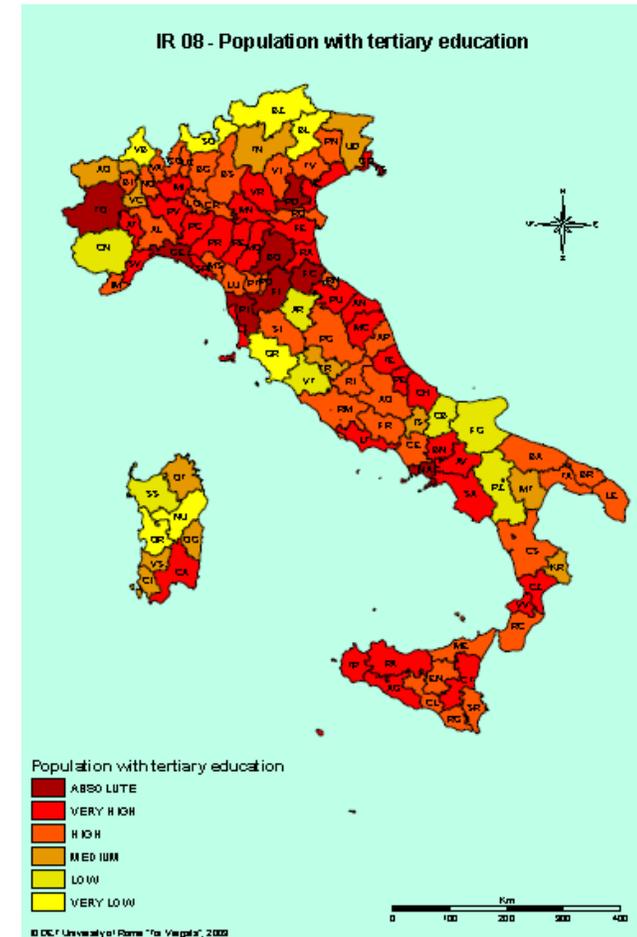
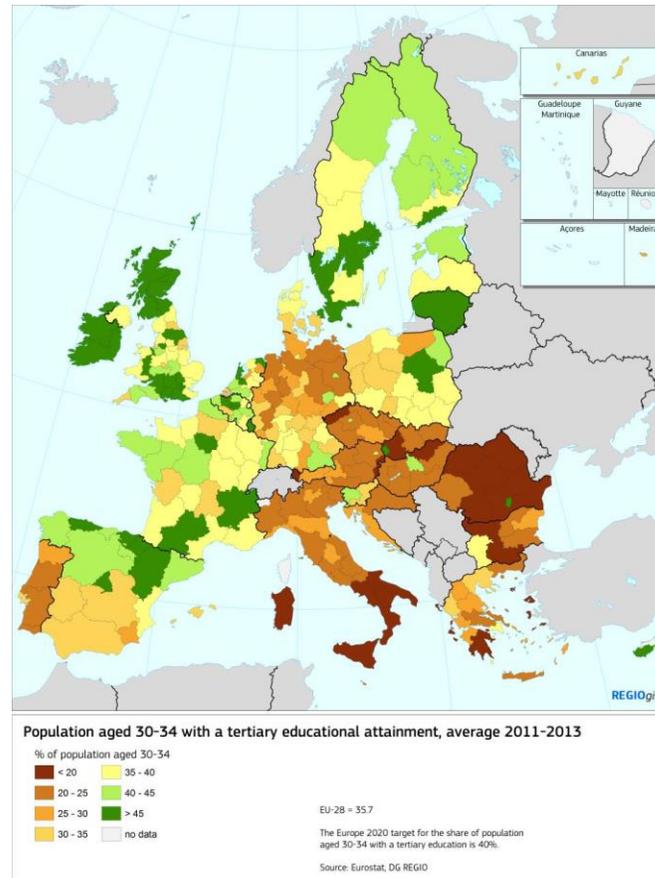
Source: Eurostat, DG REGIO

0 500 Km

© EuroGeographics Association for the administrative boundaries



But is it true?



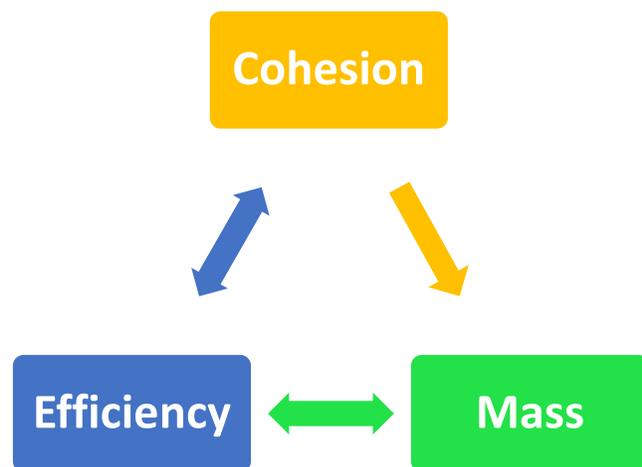
From economic geographical literature and experience we know that TC is:

- *whole of a society's inherent values, the collective and individual feeling of a distinct region (J. Brunhes, C. Vallaux, 1921)*
- **system** (G. Jaia, 1938)
- **economic regime** (U. Toschi, 1948) **identified with political territorial units**
- **a real value** (M. Weber, 1945)
- content and category of development (J. Schumpeter, 1954)
- **complex of principles and institutions** (W. Sombart, 1967 and neo-schumpeterians)
- *capability of spreading settled socio-territorial models* (Prezioso, 2006)
- *an incremental value* resulting from European Cohesion policy (Mairate, 2006)
- *Discourse* from the analysis of a situation, and is also liable to influence that situation (Dühr, Colomb and Nadin, 2010; Elissalde, Santamaria, 2013)

... and that TC is linked to territorial efficiency and no to mass

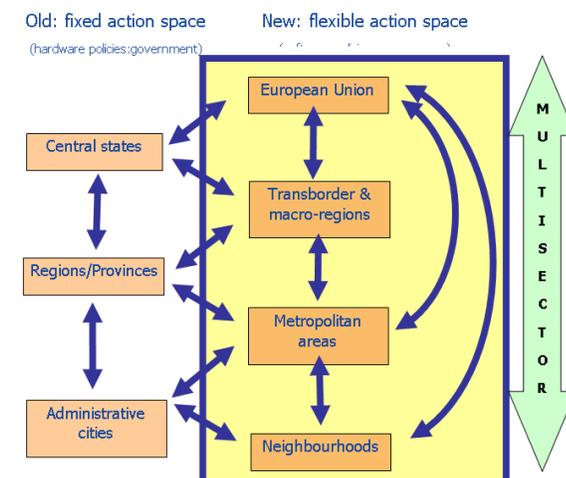
As economic scientists suggest: Barca Report 2009, Science Po 2010, Fitoussi, Stiglitz, Senn Report 2013, *BES* Composite Index 2013, Italian *UrbBES* Report 2015:

- the closer relationships with GDP is discussed and the capacity building **efficiency** emerges as main issue
- polycentrism (Davoudi, 2004) appears as the better form receipting and increasing TC supported from an horizontal cooperative organisation based on the **mass** (population, resources, funds)
- each “socio-economic system” (urban, rural, urban-rural, peripheral, inner, internal) has the its own real expression and dimension of **Territorial Cohesion**



TC is ever located and different

at different subsidiary level (Jacquier, C., 2010)



TC is a public choices question related to territorial aggregates

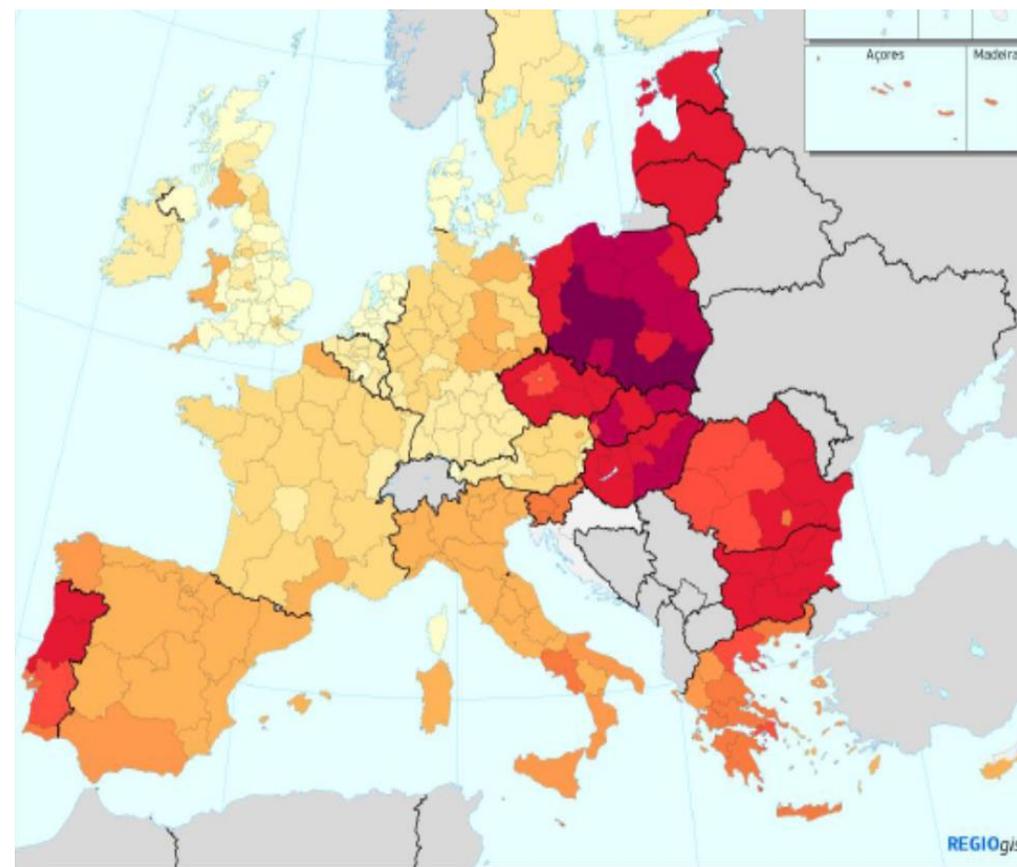
After the failure of Lisbon/Gothenburg strategy and facing the crisis, TC seems the panacea to make regions competitive *in* sustainability by endogenous solutions

But, from 2007 declarations, we are waiting for exceeding meta-models or policy metaphors on the territorial cohesion (Territorial Agenda, 2011 and 2020) and making it in practice

Common instrument, methodologies and procedures are required from 2011 to build Territorial Agenda in order to translate general directives and challenges in endogenous place-based choices able to generate positive growth

geography, territorial analysis, territorial assessment are the new key words of Cohesion lexicon

The **Sixth Report on economic, social and territorial cohesion** by EC-DG Urban Regio (*Promoting development and good governance in EU regions and cities: Investment for jobs and growth*, sept. 2014) confirmed this sentence.



Impact of the 2014-2020 cohesion policy programmes on GDP, 2030

integrated multilevel measure needs ... toward a new sustainable cohesive measure to include into spatial planning based on paradigm of the territorial diversity

TC is linked to both the balanced (not equal) distribution of resources into different territories, and sustainability and actions towards the conservation of territorial diversity by promoting local initiative (questionnaire ESPON CaDEC 2012 and LAP activities implemented by Urbact II).

Using

- Ex ante regional analysis including distinctive characters (potential territorial capital) with regard to TC
- A large number of indicators of Territorial Cohesion referred to all Europe 2020 pillars and flags
- A mix of indicators of performance referred to instrument (e.g. ITI tool experiences) and funds from Cohesion Policy within ROP and from for short-long term investment

TIA process is able to connect and integrate both the structure level and the performance one into a real territorial dimension

- The distance between initial and final value (δ) of the sustainable TC dimension with regard to the regional investment need to obtain mixed economies of scale, where public and private sectors act as a whole

Within a medium-long term plan/programme

From STeMA experience

- the capability to achieve and to increase territorial cohesion comes from TIA and SEA methods application within planning action

Main References at different scales and for different scopes

Italian Province of Rome (Territorial Provincial General Plan, 2003); Territorial dimension of Lisbon/Gothenburg Strategy (all EU regions and sub-regions, in ESPON 2004-2006); *POLY.DEV project* (Italy, Slovenia, Slovakia, Greece, Bulgaria, 2007); Territorial dimension of Territorial Agenda and cohesion in Italy (MIT 2006, 2008); Territorial dimension of competitiveness in sustainability (all Italian regions and sub-regions, 2009 and 2011 by STeMA); Energy policy strategy in Italy (2012); Green economy in Italian regions (2014); Capital City of Rome metropolitan dimension (2015)

Obtaining the measure of two concepts: sensitivity (in order to measuring the TC ex ante) and capability (in order to assess the territorialised policies to adopt simulating scenarios ex post)

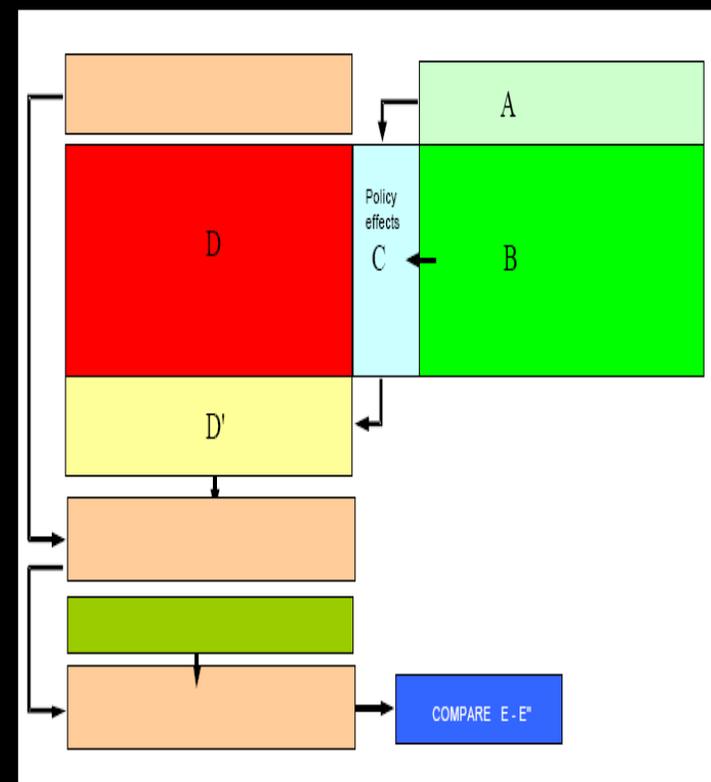
- In economics: sensitivity analysis studies the ratio between economic dimensions and business variables identifying the equilibrium match point
 - In macro-economics: capability is the ability to the growth
 - In planning: capability is the ability to hold up against pressure
 - In geography : sensitivity is the ability to the development; it means to study the ratio between a territorial dimension and a policy/program/project supply identifying the equilibrium match point (capacity building) or sustainable limit
- STeMA is proposed as the whole of these concepts, a support for an integrated vision of the national, regional and sub-regional dimension of the impact and effect of each policy by indicators/indices measures**

Policy/actions toolbox

- [STEP 1](#) [DEFINE \$B_i\$](#) [Calculate B matrice](#)
- [STEP 2](#) [DEFINE POLICY CHOICES](#) [ah definition](#)
- [STEP 3](#) [DEFINE \$B_i'\$](#) [Based on selected ah calculate \$B_i'\$](#)
- [STEP 4](#) [DEFINE \$C_i\$](#) [Calculate the policy impact for the selected ah](#)
- [STEP 5](#) [DEFINE \$D_q\$](#) [Calculate D matrice](#)
- [STEP 6](#) [DEFINE \$d'_{pq}\$](#) [Calculate \$d'_{pq}\$](#)
- [STEP 7](#) [DEFINE \$D'_q\$](#) [Makes the addition for all \$d'_{pq}\$](#)
- [STEP 8](#) [DEFINE \$\xi_i\$](#) [Calculate how \$D'\$ differs from \$D\$](#)
- [STEP 9](#) [DEFINE \$\gamma\$](#) [Calculate how indicator changes](#)
- [STEP 10](#) [DEFINE \$e^u\$](#) [Recomputes indicators \$e^u\$](#)
- [STEP 11](#) [TERRITORIALIZATION](#) [Adds territorial data to regional indicators](#)
- [STEP 12](#) [COMPARE](#) [Compare results](#)

Conceptual definition by Prof. Maria Prezioso University of Roma

[Go to logic schema](#)



Territorial Cohesion determinants

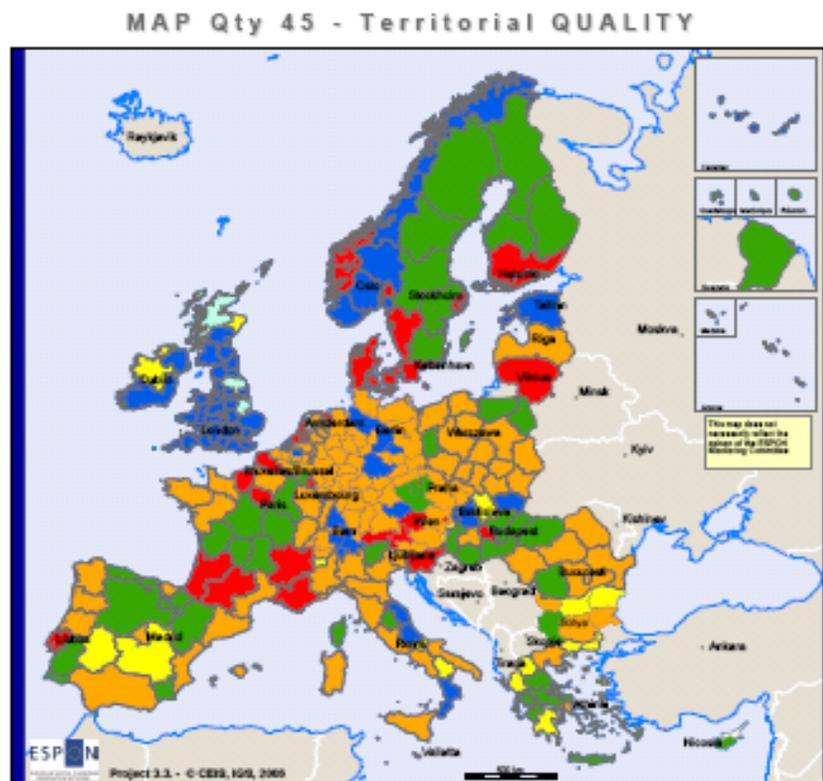
The STeMA methodology detects 28 basic indicators (covered from EUROSTAT, ESPON, OCSE, JRC, BES, etc.) , which, by subsequent indexing mechanisms, achieve more and more synthetic and composite indexes capable of providing an actual measure of phenomena strictly linked to territorial cohesion, such as:

- Risk of social exclusion
- Disposal to new welfare and SeGI
- Social cohesion (resources)
- Good Governance
- Level of cohesion's infrastructure variables
- Level of economic variables
- Level of quality of life
- Environmental quality

Indicators	Category	Sector	Typology	Determinant
GDP per capita pps (GDP pps)	GDP	Economic variables (EV)	Quality of Life (QL)	
Index of Consumer Prices (HICP)	Prices			
Consumption per capita (Cons)	Consumptions			
Level of employment (Emp)	Employment			
Hospital beds (Hlt)	Health	Infrastructural variables of cohesion (IVC)		
Cultural opportunities (CuOp)	Level of Leisure (LS)			
Hotel beds (Hrb)				
Infrastructural accessibility (PhAc)	Accessibility			
Old and new technologies (LTD)	Level of telecommunication development			
Municipal waste generation (MWas)	Urban waste	Waste (WS)		
Hazardous waste generation (H Was)	Hazardous waste			
Municipal waste recycling (RMWas)	Waste recycling			
Degree of vulnerability (NH)	Vulnerability	Natural and anthropic hazard		
Total greenhouse gas emissions (SA)	State of Air	Natural resources status (NRS)		
Total gross supply of drinking water (SW)	Water use balanced			
CO ₂ emissions (CC)	Ozone layer	Climate change		

Level of confidence in the European Commission (CfCom)	Level of citizen confidence	Good Governance	Government quality (GQ)
Level of confidence in the EU Council of Ministers (CfCM)			
Level of confidence in the European Parliament (CfEP)			
Public Participation in National Election (PbPn)	Level of public participation		
Public participation in European Election (PbPe)			
Early school leavers (EdB)	Base education	Resources for social cohesion (SCR)	Social quality and cohesion (Vul)
Inequality of regional income distribution (SCEc)	Economic elements for the social cohesion		
People aged 0-17 living in jobless households (Cer)	Risk of children exclusion	Risk of social exclusion (SEE)	
At-risk-of-poverty rate before social transfers (Pvy)	Poverty		
Female employment (EqOp)	Equal opportunities	Social wellness attitude (SWA)	
Fertility Rate (Fty)	Wellness (Wns)		
Life expectancy (HLY)			

Territorial cohesion's dimension in EU 2006



Values obtained combining Quality:
Synthetic Spatial Composit Index and TT2 -
Territorial typologies at NUTS2

- ABSOLUTE
- VERY HIGH
- HIGH
- MEDIUM
- LOW
- VERY LOW

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Regional Research: REVIC, 2003
Maps of Area: CEE, CEE, 2003

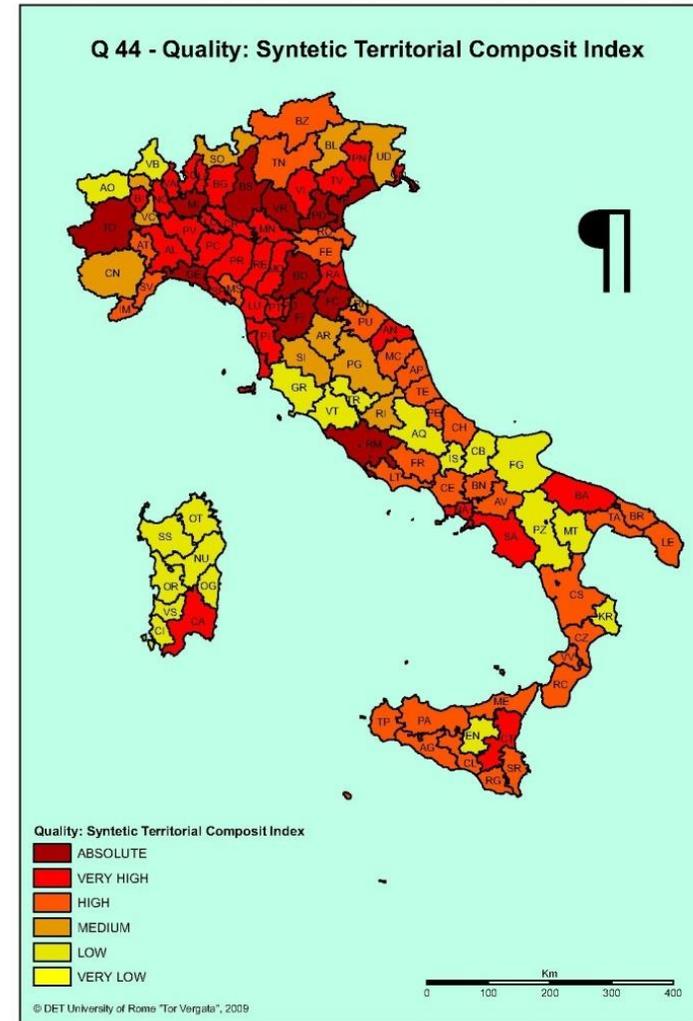
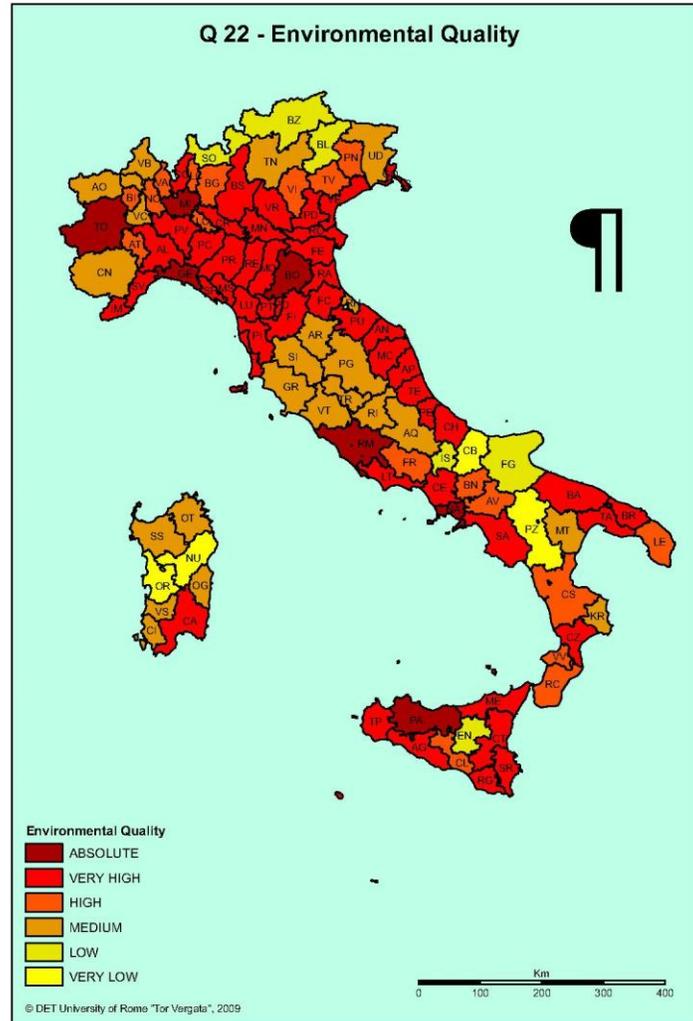


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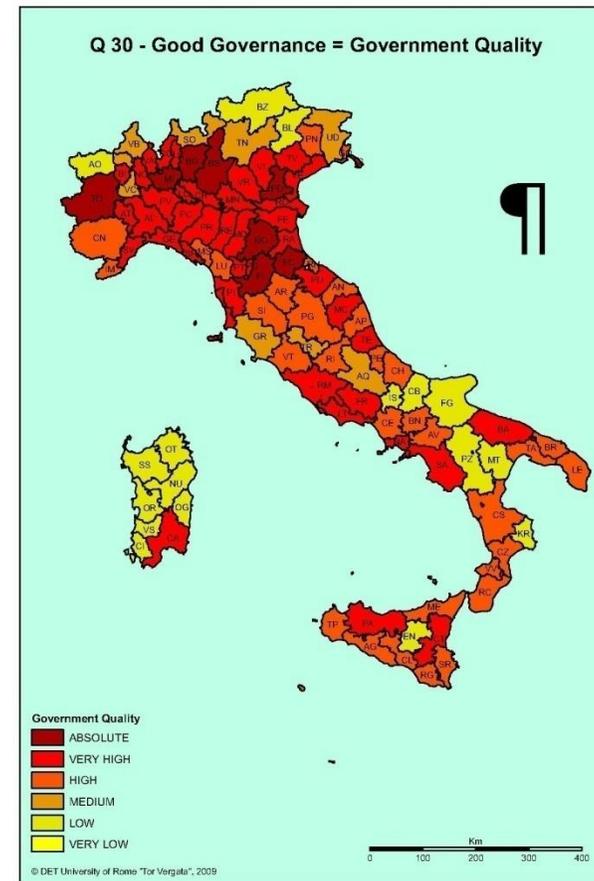
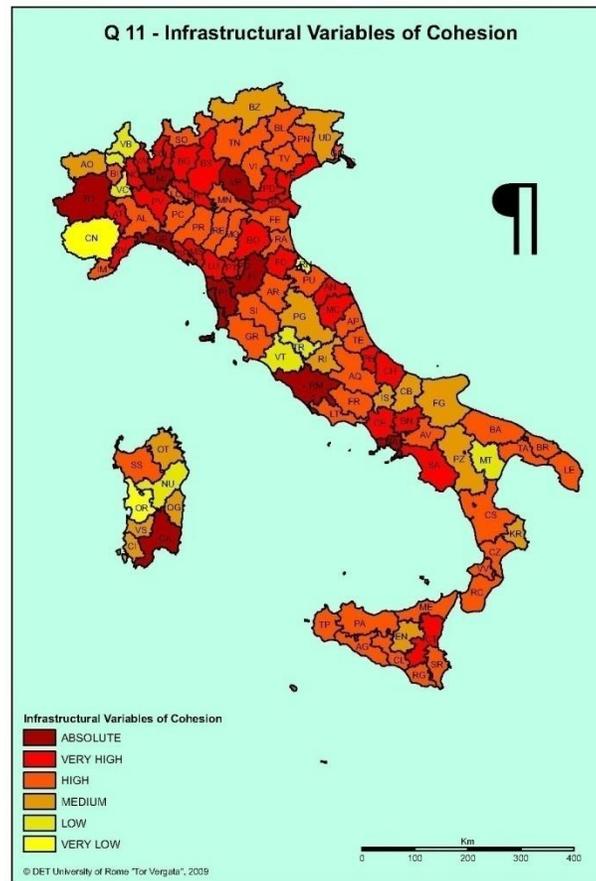
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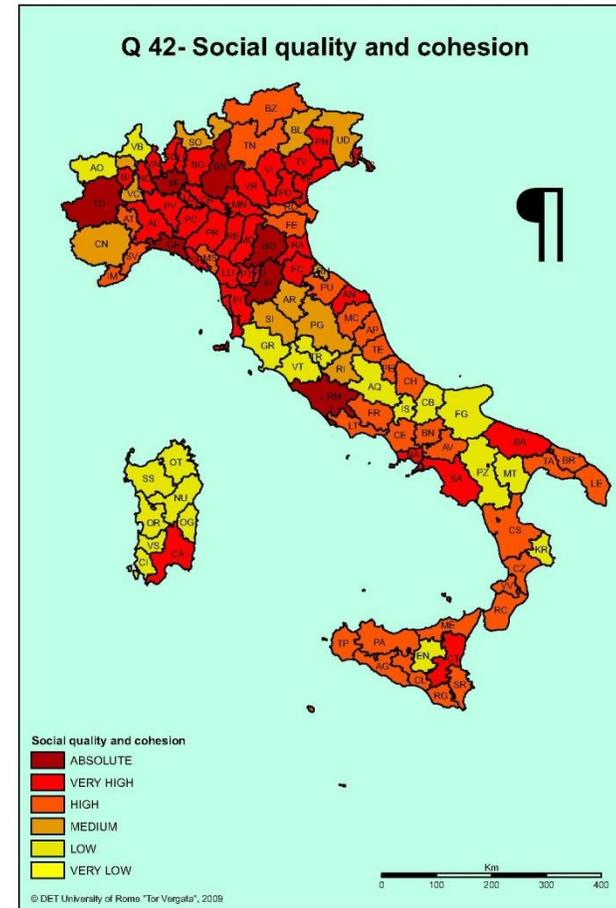
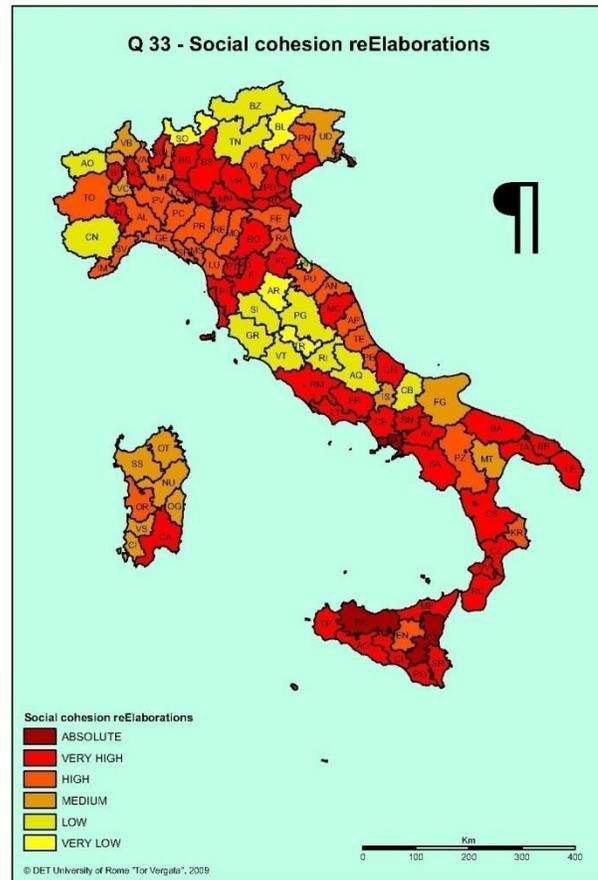
In Italy 2011



Territorial cohesion in Italy



Territorial cohesion in Italy



The territorial dimension is crucial

directly relating TC to polycentrism (Prezioso, 2007) at NUTS 2 and 3

It increases or decreases side by side with other located phenomena:

- labour market (there is cohesion when wage-earning labour decreases and self-employment increases, jointly with employment/unemployment variations);
- social aspects within internal or inner areas of great polarizing agglomerations, as well as in rising processes of marginalization and social exclusion;
- explosion and diversification of mobility/accessibility home-work areas, stretching space-time models apart (proximity areas coexist with DUS metropolitan areas and global ones);
- urban and territorial regulation and regeneration, with the overlapping of territories and administrative borders

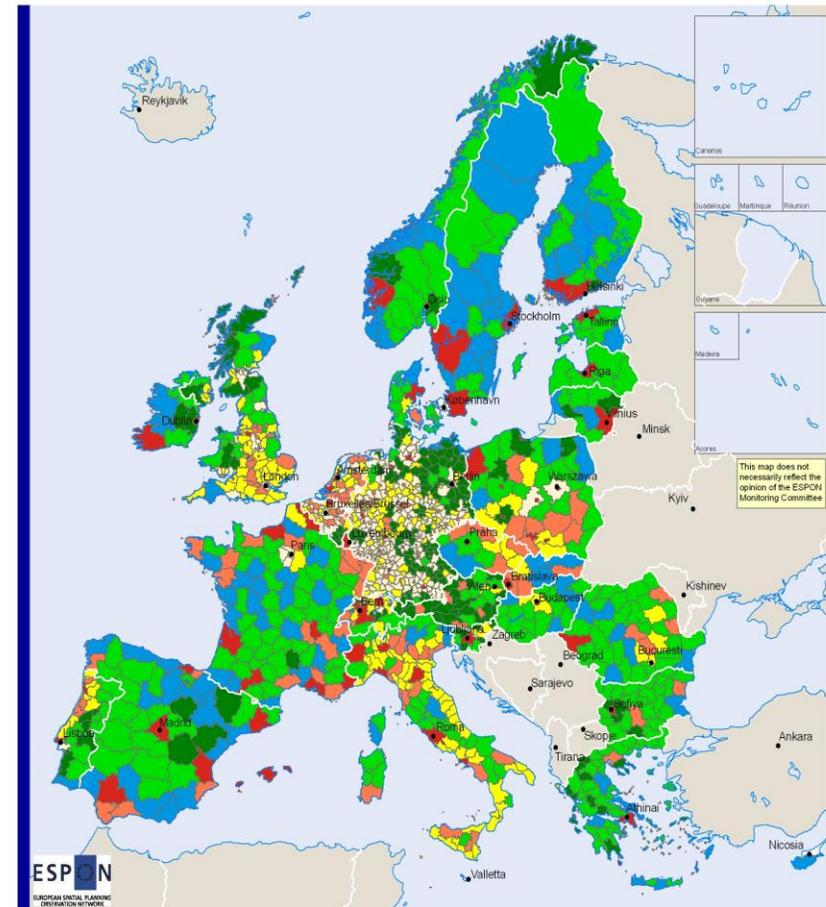
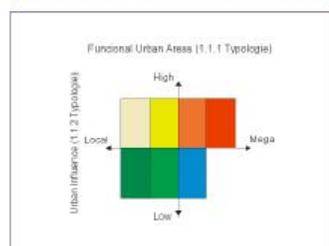
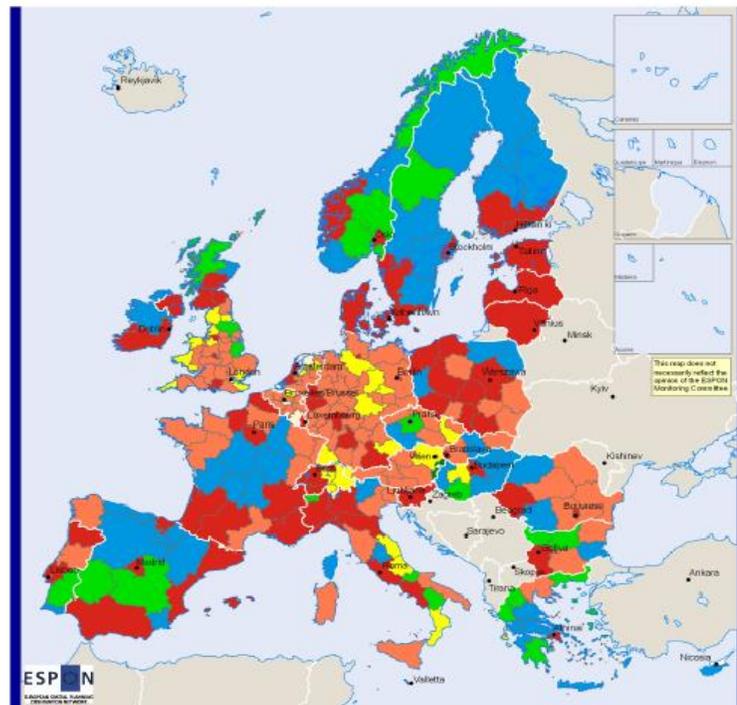
From this point of view cohesion's territorial dimension is always represented by an action of local collective interest (bottom-up process)

EU regional typologies for STeMA (Eduarda Marquez and Nuno Costa 2006)

URBAN- RURAL TYPOLOGY aggregation	FUA_TYPO			
	0. No special function	2. Regional/L ocal	3. Transnati onal/ National	4. Mega
1,2,3	High urban influence with No special function	High urban influence with Regional/Lo cal functions	High urban influence with Transnati onal or National functions	High urban influence with Mega functions
4,5,6	Low urban influence with No special function	Low urban influence with Regional/Lo cal functions	Low urban influence with Transnati onal or National functions	

- Class 1 - High urban influence, with Mega functions
- Class 2 - High urban influence, with Transnational or National functions
- Class 3 - High urban influence, with Regional/Local functions
- Class 4- High urban influence, with no special function
- Class 5- Low urban influence with Transnational or National functions
- Class 6 - Low urban influence with Regional/Local functions
- Class 7 - Low urban influence with no special functions

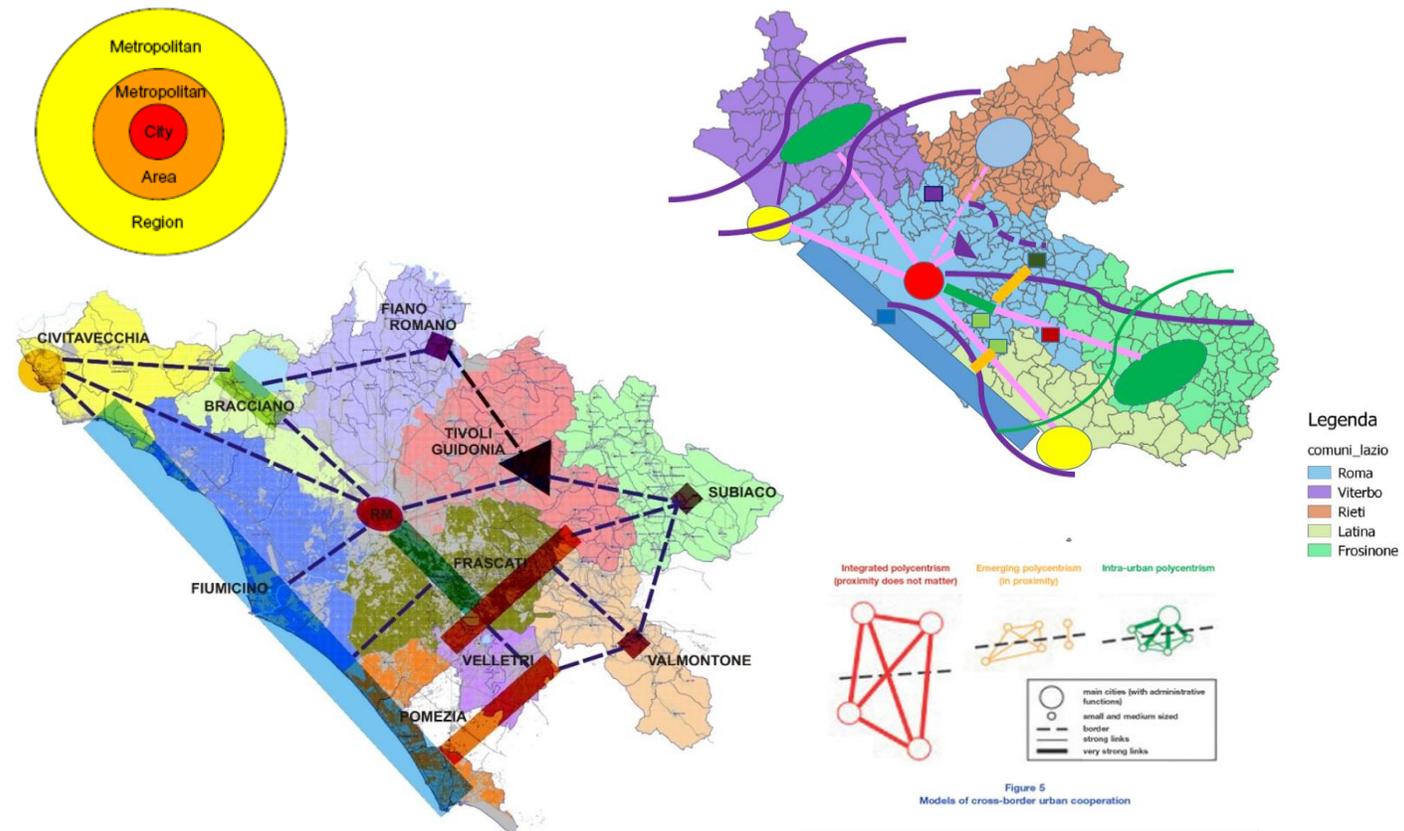
Polycentric territorial base at NUTs 2 and 3 (from: ESPON 3.3 project 2006)



By STeMA-TIA we are making now new application on TC at metropolitan and regional level of Italian reforms

Into the framework of national structural reforms:

- the Cohesive values assessment toward the dimension of Rome Capital Metropolitan City as polycentric model on the base of place evidence: 11 Unions of municipalities offering different SeGI, including inner and internal areas
- the regional cohesive relationships

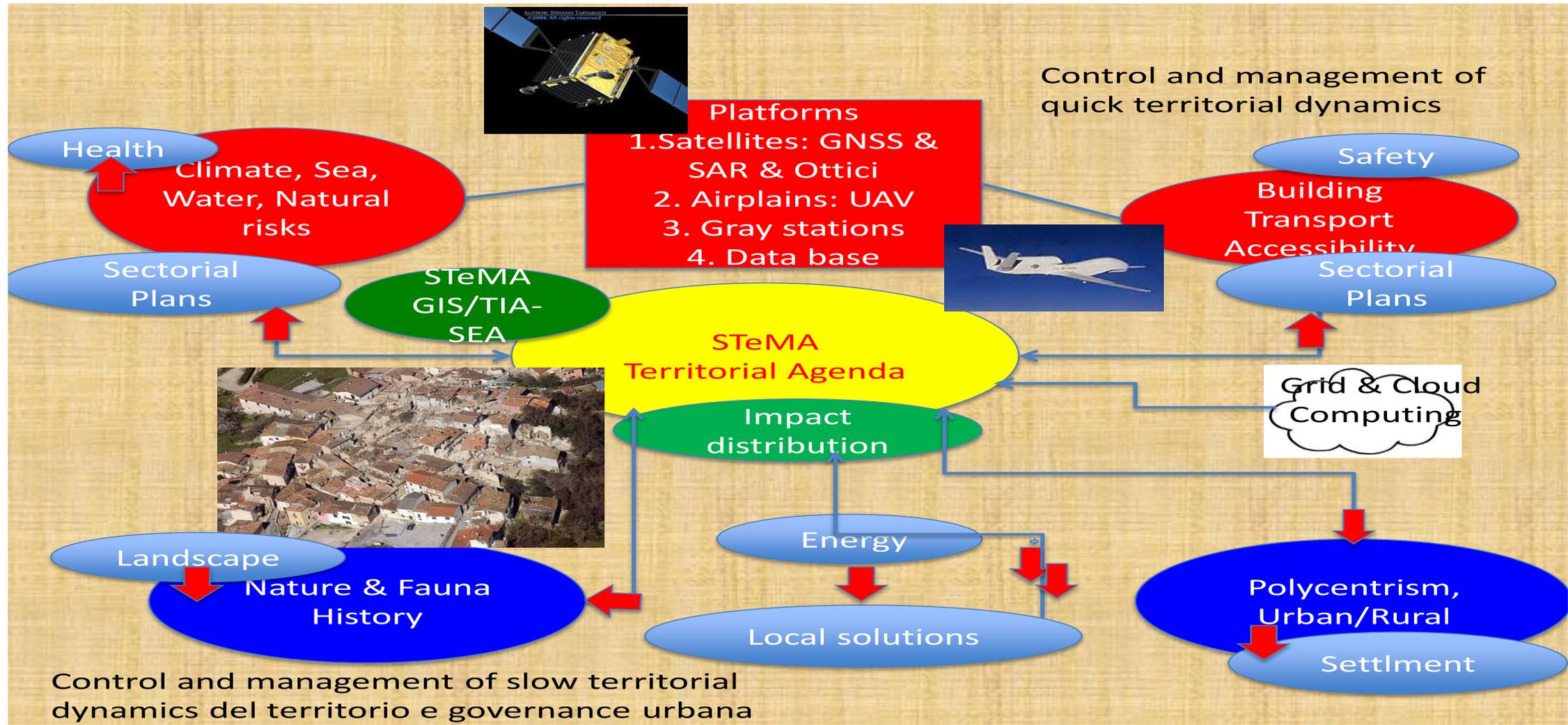


Perspectives for achieving territorial cohesion in Europe

- i) territorial diversity as the main character to manage impacts and effects for re-launching territorial competitiveness offering endogenous and sustainable solutions (Cohesion 2013 results towards Europe 2020 Strategy);
 - ii) European policy capability to catch these goals adopting general directives and common methodologies and procedures based on TC measure;
 - iii) potential of territorial dimensions to generate a positive reaction in translating general directives in endogenous-local place-based evidence applying common planning methodology
- Especially I suggest to create a new balanced and “family” territorial cohesive growth– smart, sustainable and inclusive -, using in planning practice new conceptual terms and placed phenomena from applied research, vs to current ones

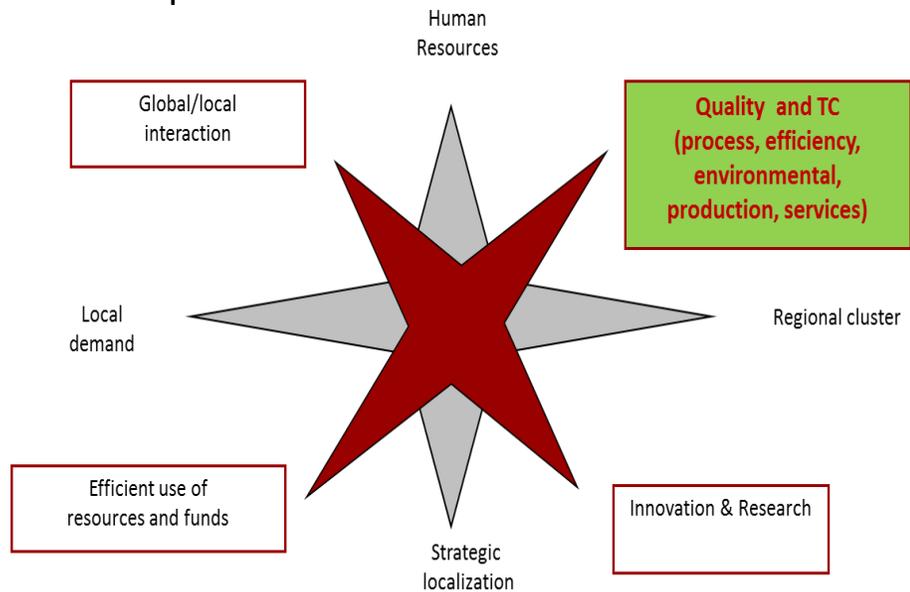
This means to find the way to implement Territorial and Urban Agenda

TA 2020 planning

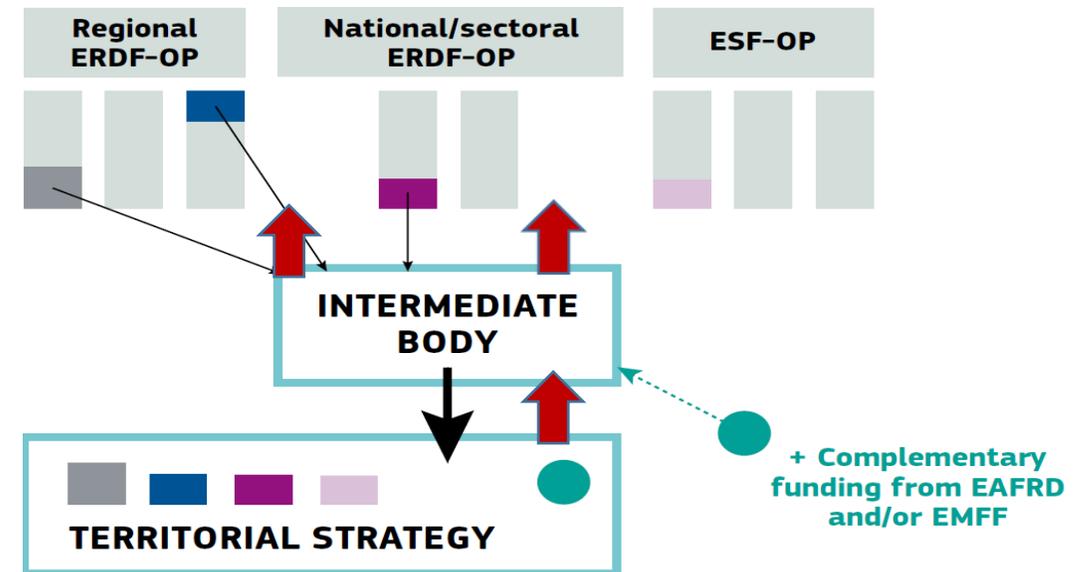


Finally

TC is changing the Porter's diamond for competitiveness



- To build the Cohesion Report at different scales as a place evidence of TC and not as an image of funds distribution
- To increase the number of TC measure indicators, suggesting regions to apply them as voluntary act
- To produce a common TIA method for detecting and measuring ex ante and ex post
- To suggest a common planning framework as a cohesive instrument starting by Community-Led Local Plans and the use of ITIs. **New governance needs!**



Thank you for your attention!

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