

# ESPO TANGO – Territorial Approaches for New Governance

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This report presents a more detailed overview of the analytical approach to be applied by the project. This Applied Research Project is conducted within the framework of the ESPON 2013 Programme, partly financed by the European Regional Development Fund.

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## **1. Key objectives and research and policy questions**

The 'ESPON TANGO' (Territorial Approaches for New Governance) project will delve deeply into the conceptualisation and operationalisation of territorial governance. The goal of this endeavour is to provide evidence to support future territorial development policies in general and Cohesion Policy that improves regional competitiveness, social inclusion and sustainable and balanced growth of the European territory in particular.

This project understands territorial governance both from an analytical and a normative perspective. The analytical working definition for this project is that 'territorial governance' concerns arrangements to reach (binding and /or non-binding) policy outcomes in the public sphere and to organise the implementation process of policies, programmes and projects that are explicitly territorially focused and that promote the integration of sectoral policies in a particular territory. These arrangements attempt to coordinate the multiplicity of interactions among actors and various interests. Meanwhile, the normative definition of 'good' territorial governance in this project is the effective organisation and implementation of territorial development policies, programmes and projects at different levels, including those implemented under the EU's Structural Funds.

For the EU territories to be able to anticipate and rapidly respond to the challenges set out by the EU 2020 Strategy and Cohesion Policy they need to have appropriate governing institutions capable of supporting social actors and enabling them to respond proactively to territorial challenges and opportunities. The policy importance of territorial governance has recently been elevated by the 2009 Barca Report on Cohesion Policy reform (Barca 2009) and the European Commission's announcement of its intention to put greater emphasis on the integration of Cohesion Policy programming, both sectorally and territorially (EC 2011).

Thus the main hypothesis in this report is: Governance matters; and territorial governance matters in order to achieve territorial cohesion. Territorial governance processes and outcomes can be traced and evaluated and 'good territorial governance practices' can to some extent be gleaned and transferred to other contexts.

The project looks at territorial governance practices in order to understand how territorial governance shapes successful policy outcomes. The scope of the project's exploration of territorial governance will include spatial planning instruments and other instruments of territorial governance. Its aim is to develop practical advice for territorial governance based on evidence from current practices. The ESPON TANGO project will thus produce the following main results:

- Evidence on recent trends in organising and managing territorial development (for instance decentralisation, fusion of municipalities, etc.).
- Insight into current 'good practices' for territorial governance in Europe and their reasons for success in achieving territorial development objectives.
- Examples of good territorial governance from a multi-level, multi-sectoral and multi-actor approach promoting territorial development and/or implementing Cohesion Policy and the main factors of success.
- Insights concerning barriers for territorial governance and ways of overcoming these barriers.
- Illustrations of the possible supporting role of spatial planning instruments and other instruments in good territorial governance.
- A typology of territorial governance in Europe.
- A handbook with good practices for territorial governance, building on 12 in-depth case studies undertaken.

In doing so, the project requires a solid evidence base on issues of cooperation, coordination and implementation of policies, programmes and projects related to territorial development across the ESPON-territory.

- |     |  |
|-----|--|
| PQ1 | How is multi-level and cross-sectoral territorial governance organised throughout Europe and what are the mechanisms to ensure coordination between different public sectoral policies and cooperation between different levels of public government (including neighbouring areas)? |
| PQ2 | What role can instruments of national and regional spatial planning systems play in creating better territorial governance? And what other effective models exist to obtain this aim? What happens if such instruments and models are not present?                                   |
| PQ3 | What are the main lessons for future Cohesion Policy, i.e. how can Cohesion Policy encourage stronger and more efficient forms of territorial governance at the different scales?  |

The project will closely address the following key policy (**PQ**) and research (**RQ**) questions (as defined in the specification of the call), for which it will provide scientifically sound and novel evidence and insights.

- |     |  |
|-----|--|
| RQ1 | What are recent trends in organising territorial development (for instance decentralisation, fusion of municipalities, etc.)?                                    |
| RQ2 | What are current good practices for territorial governance in Europe and why are they successful in achieving territorial development objectives?                |
| RQ3 | What are good examples of territorial governance to promote territorial development and and/or implement Cohesion Policy? Which are the main factors of success? |
| RQ4 | What are barriers for territorial governance and how are they being overcome?  |
| RQ5 | What role do and/or might spatial planning instruments and other instruments play in establishing good territorial governance?                                   |

In order to respond to these key policy questions and key research questions, the following main tasks **(T)** have been identified (see next page):

## Main tasks of the ESPON TANGO project

- T1 Developing a typology of territorial governance in Europe.
- T2 Depicting key contemporary patterns and trends of multi-level and cross-sectoral territorial governance in place in the European territory and to study the role of different mechanisms, instruments and arrangements in promoting territorial development objectives.
- T3 Examining to what extent territorial governance patterns and trends are common across Europe, or to what extent we can distinguish between distinct groupings of cultures or styles of territorial governance.
- T4 Finding out how spatial planning features in current patterns and trends in territorial governance.
- T5 Identifying the principles of good territorial governance from a multi-level, multi-sector and a multi-actor approach.
- T6 Studying current territorial governance practices within 12 carefully selected cases across Europe that reflects the demands, diversity and elements as defined on page 9 in the specification of the call (ESPON Applied Research Project 2013/1/21).
- T7 Understanding how coordination is achieved in these studied cases and the methods of collaboration among various types of actors at all governance levels to achieve territorial cohesion.
- T8 Analysing the role of different types of national and regional institutions, instruments and models in these studied cases which are, or should be, drawn upon in achieving effective territorial governance by focusing particularly on policies, programmes and projects.
- T9 Investigating the role played by governance models, institutional architecture and policy instruments in achieving territorial cohesion in these studied cases, focusing not only on spatial planning and regulatory instruments, but also on broader policy tools such as negotiations, consensus-building and stakeholder involvement.
- T10 Assessing the implications of these policy instruments, governance modes and institutional structures for processes of good territorial governance in these studied cases.
- T11 Extracting a number of 'good territorial governance practices' based on the case studies.
- T12 Developing a series of 'good territorial governance practices' and policy lessons for more impact-oriented and efficient Cohesion Policy in the future.
- T13 Exploring the transferability of good territorial governance among different types of territories and settings across Europe (in particular through stakeholder workshops).
- T14 Disseminating good territorial governance principles that lead to successful outcomes to stakeholders in the form of a 'Handbook of Territorial Governance'.
- T15 An outline roadmap as to how the policy options might be implemented and on the further research avenue to follow, including further data requirements and ideas of territorial indicators, concepts and typologies as well as on further developments linked to the database and mapping facilities.
- T 16 Using different dissemination channels to communicate the findings and conclusions from the project as regards the policy as well as the scientific community.



## 2. General approach of ESPON TANGO

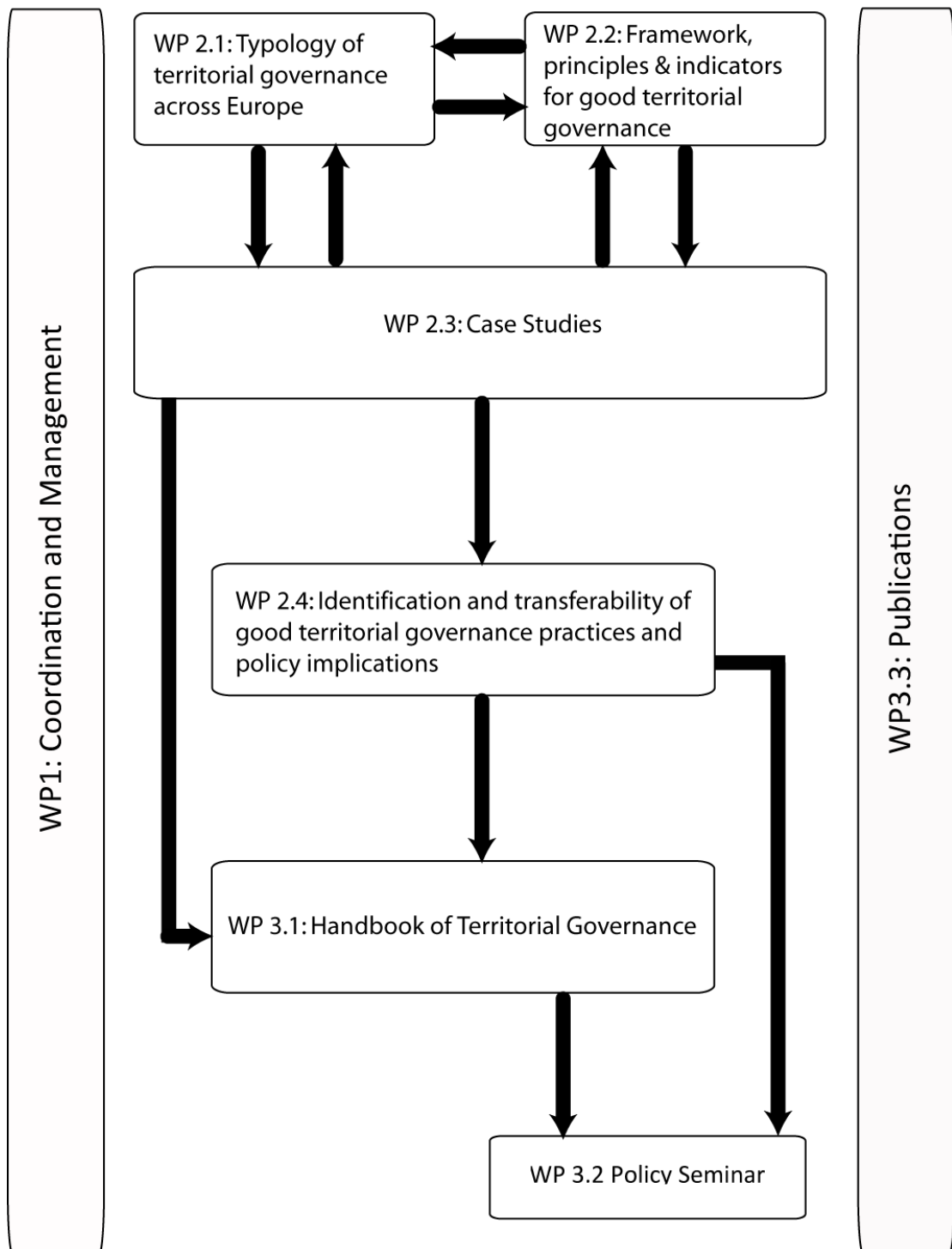
The TPG of the ESPON TANGO project consists of the Lead Partner (LP) and five further Partners (P). The project is organised along three Work Packages (WPs) and all in all eleven activities. Except for WP 1, which is dedicated for the coordination and management of the project, the other seven activities within WP 2 (Research) and WP 3 (Dissemination) are targeted at addressing the above listed Policy and Research Questions and identified Tasks. Figure 1 below also indicates the main responsible partners of each activity.

**Figure 1: Work Packages (WPs) and Activities**

WP	Activities	Addressed Policy Questions (PQ)	Addressed Research Question (RQ)	Addressed Tasks (T)	Main responsible partner	Other partners involved
WP 1.1	General management				LP	
WP 1.2	Financial management				LP	<i>inputs from all</i>
WP 1.3	Organisation of the meetings				LP	All
WP 1.4	Synthesis and ESPON reporting				LP	All
WP 2.1	Typology of territorial governance across Europe	PQ1	RQ1	T1, T2, T3, T4	P2	LP <i>(inputs from all)</i>
WP 2.2	Framework, principles and indicators for good territorial governance	PQ1	RQ2, RQ5	T5	P4	P2 <i>(small inputs from all)</i>
WP 2.3	Territorial Governance in action- 12 illustrative case studies	PQ1, PQ2, PQ3	RQ1, RQ2, RQ3, RQ4, RQ5	T6, T7, T8, T9, T10, T11	LP	All
WP 2.4	Identification and transferability of good territorial governance practices and policy implications	PQ3	RQ2, RQ3, RQ4, RQ5	T12, T13, T15	P3	LP <i>(small inputs from all)</i>
WP 3.1	Handbook of Territorial Governance	PQ1-PQ3	RQ1-RQ5	T14	P3	LP <i>(small inputs from all)</i>
WP 3.2	Policy Seminar	PQ1-PQ3	(R1-R5, partly)	T15, T16	LP	<i>(small inputs from all)</i>
WP 3.3	Publications	PQ1-PQ3	RQ1-RQ5	T1-T13	LP	All

Figure 2: Structure of the work packages

## Structure of the work packages



### **3. Developing a typology of territorial governance across Europe**

#### **3.1 Introduction and preliminary literature review**

Various definitions can be found for the term governance, some of which coincide and some of which do not (Rhodes 2000). Be this as it may, it is possible to say that governance can refer to a range of different settings or contexts (e.g. political, economic, international, corporate, ethical, technical) and can be employed descriptively (empirically), theoretically and normatively as an analytical concept. It is generally acknowledged that governance varies from country to country (e.g. Kohler-Koch 1999) and even within countries (Loughlin 2007). Both literature and practice indicate that the variation in governance is not only due to the fact that governments are constituted differently but also because governments are not the only influence on the nature of governance: non-governmental actors also play an important role in shaping governance in addition to cultural factors (see for example Knieling & Othengrafen 2009).

The definition of governance by Eising & Kohler-Koch (1999:4) provides a useful starting point for this study. Their definition characterises governance in terms of *'structured ways and means in which the divergent preferences of independent actors are translated into policy choices 'to allocate values', so that the plurality of interests is transformed into co-ordinated action and the compliance of actors is achieved'*. For many authors, governance includes formal, informal, horizontal and vertical arrangements, and is primarily concerned with reaching binding decisions in the public sphere (e.g. Hooghe & Marks, 1993; Kohler-Koch, 1999).

As the term implies, 'territorial' governance is a specific form or sub-set of governance. It too can vary between countries and even within countries. A number of definitions of territorial governance can also be identified but few help in properly distinguishing between 'plain' governance and territorial governance. The OECD for example defines territorial governance as *'the manner in which territories... are administered and policies implemented, with particular reference to the distribution of roles and responsibilities among the different levels of government (supranational, national and sub-national) and the underlying processes of negotiation and consensus-building'* (OECD 2001a: 142). This definition is very similar in content to general definitions of governance (see above), with the possible exception that more emphasis is given to the multi-level dimension. As such it is still somewhat vague as to what territorial governance actually is.

Clearly the term territorial governance must imply something more than just governance alone if it is to make a meaningful contribution to policy or academic debates. By the same token, good territorial governance must imply something more than just good governance. The starting point of this project is that territorial governance is more than governance in a

specific territory. After all, governance is always concerned with a specific territory. One possible way of distinguishing territorial governance from governance alone is according to the *importance of place or territory* in governance processes. The importance of place or territory in governance closely corresponds to ideas put forward by Fabrizio Barca in his 2009 report on Cohesion Policy reform (European Commission 2009), who discussed the need for place-based policy in the sense of:

- long-term development strategies to reduce inefficiencies and inequalities in specific places; and
- bundles of integrated, place-specific public goods and services, designed and implemented by eliciting and aggregating local preferences and knowledge, and by establishing linkages with other places

The importance of *sectoral integration* (a second key element of place-based policy highlighted by Barca) provides another possible way of distinguishing between territorial governance and 'plain' governance. Hooghe and Marks (2003) allude to both of these factors (i.e. the importance of territory and sectoral integration<sup>1</sup>) in differentiating between two main types of multi-level governance, simply labelled Type I and Type II (Table 1). The former refers to non-intersecting general-purpose territorial jurisdictions arranged in a hierarchical way, while the latter views governance as a complex, fluid, patchwork of innumerable, overlapping jurisdictions (according to specific problems, tasks or types of territory, it might be argued). Type I multi-level governance is strongly related to territorial borders and jurisdictions nested in a hierarchical fashion but, as many observers have argued, there is no perfect 'fit' or ideal scale to address spatial issues in an increasingly networked society (e.g. Amin 2004; Salet 2006; Gualini 2006). Under the Type II model, on the other hand, it is not the jurisdictional borders that determine governance arrangements but the problem or issue at stake, which are both very much related to the individual characteristics of a specific place or territory.

**Table 1: Characterisation of two types of multi-level governance**

	Type I	Type II
Jurisdictions	General-purpose	Task-specific
Boundaries	Non-intersecting memberships	Intersecting memberships
Scales	Limited number of levels	Unlimited number of levels
Organisational structure	System-wide architecture	Flexible design

Source: Hooghe and Marks, 2003

<sup>1</sup> Hooghe and Marks argue that their two basic types of multi-level governance represent alternative responses to fundamental problems of coordination between institutions, which has significance for sectoral integration.

By virtue of general-purpose jurisdictions and a limited number of levels of government, the number of jurisdictions that need to be coordinated under Type I governance is minimised. However, the general-purpose nature of jurisdictions means that many issues need coordinating between adjoining administrations. Type II governance, on the other hand, sets no ceiling on the number of jurisdictions, and boundaries are set based on specific problems or issues. As a result, externalities across jurisdictions are minimized but the number of administrations that need to be coordinated is higher than under Type I governance.

The nature of governance clearly has important consequences for policy-making processes for particular territories, including spatial planning policy processes. Spatial planning has traditionally been developed within the boundaries of the nation-state, characterised by territorial synchrony (i.e. Type I governance) and, as a consequence, most spatial planning systems are based on the concept of territory as a neatly ordered space within defined boundaries. Each scale has its own appropriate instruments such as land-use plans, strategic spatial plans and general guidelines. While this may be an exaggerated stereotype of planning 'within borders', it can be argued that traditional planning systems are based on a conception of space as a geographical entity that can be managed by means of comprehensive integrated forms of planning, or by regional economic strategies (CEC 1997). Approaches that treat space and place in absolute ways have therefore been criticised for their 'Euclidian' (Friedmann 1993) or 'container' views that '*contrast with the focus on fluidity, openness and multiple time-space relations of 'relational-complexity' ideas*' (Healey 2006:535) and for their positivist approaches to spatiality (Davoudi and Strange, 2009; Davoudi, 2012).

### **3.2 Research approach**

In accordance with the project specifications and the tender document, the ESPON TANGO project will construct a typology of territorial governance in Europe. This typology will be primarily used in the selection, analysis and comparison of case studies in the research project. One of the starting points for developing the typology will be to clarify the exact nature of territorial governance and its distinctiveness from governance in general, as has been discussed above. The typology will be analytical in nature, that is it will not discuss the normative dimensions of 'good' or other types of governance, but rather take stock of the various territorial governance traditions and practices in Europe.

At the start of the project, the research team will focus on identifying key conceptions and dimensions of governance based on a review of both academic and policy literature. Existing governance typologies will also be reviewed. These include typologies developed in ESPON projects 2.3.2 and 3.2 and in the PLUREL project as well as the typologies developed by authors such as Newman and Thornley (1996), who identified five legal and administrative families in Europe (Scandinavian, German, Napoleonic, British and East-European), and CEC (1997), where four traditions or

'ideal types' of planning were identified (comprehensive-integrated, land-use regulation, regional-economic and urbanism) in the Compendium of Spatial Planning Policies and Systems in European Union.

In addition to these more predominantly government-focused typologies, other actor-oriented and culturally-based typologies will also be reviewed, such as the one proposed by Sørensen & Torfing (2009:238) who argue that at least three broad trends related to governance in Europe are based on different network arrangements: (1) a Northern and Western European trend related to the corporatist involvement of social partners (currently developing into broader stakeholder dialogue, although with alternate results); (2) a Southern European approach, whereby civil society participation in public governance is associated with the devolution of power to local and regional authorities, and networks appear to be more often affected by lobbying, corruption and criminal activities; and (3) a Central and Eastern European trend, where a large effort is made to develop a legal framework for public-private co-governance, but networks are more often affected by the rule of old or new cliques.

Meanwhile, Howlett (2009) distinguishes between four ideal types of 'governance modes', which he defines in terms of favoured sets of governance aims and instruments (Table 2).

**Table 2: Main modes of governance (according to Howlett, 2009)**

Mode of governance	Overall governance aim	Implementation preference
Legal	Legitimacy and compliance through the promotion of law and order in social relationships	Legal system: legislation, law and rules and regulations
Corporatist	Controlled, balanced rates of socio-economic development through the management of major organized social actors	State system: plans and macro-level bargaining
Market	Resource/cost efficiency and control through the promotion of SMEs and competition	Market system: auctions, contracts, subsidies, tax incentives and penalties
Network	Self-organization of social actors through the promotion of inter-actor organizational activity	Network system: collaboration and voluntary associational activity/service delivery

The Howlett modes of governance have been used initially to help choose the cases examined in this report in order to ensure a broad representation of general governance types in the selection, but does not represent any definitive input into the typology. From this very preliminary literature review, it is already quite apparent that the geographical location and language capabilities of the project team are sufficient to be able to cover the full range of governance types found in Europe (see chapter 8).

There are four main analytical activities associated with the development and testing of a typology for territorial governance. These are briefly outlined below.

***Activity 2.1.1: Developing a typology of current territorial governance in Europe*** (months 1-10)

This will involve a desk-based review of conceptions and dimensions of territorial governance in academic and policy literature as well as existing 'plain' governance typologies and their inherent elements and criteria (this has close links to activity 2.2.1 described in the next section). It will include a review of the typologies developed by Thornley (1996), CEC (1999), Sørensen & Torfing (2009), Howlett (2009) as well as ESPON projects 2.3.2 (Governance of territorial and urban policies) and 3.2 (Spatial scenarios in relation to the ESDP and EU Cohesion Policy).

***Activity 2.1.2: Depicting key contemporary patterns and trends of territorial governance*** (months 1-10)

This will involve reviewing academic literature on the subject of territorial governance trends (e.g. Lidström, 2007; Loughlin, 2007) and examining the role of different mechanisms, instruments and arrangements in promoting territorial development objectives in Europe. This will also build on work carried out in ESPON projects 2.3.2 and 3.2 (see activity 2.1.1 above).

**Activity 2.1.3: Comparing territorial governance styles across Europe** (months 11-17)

This will involve identifying specific territorial governance trends, including the use of distinct policy goals, instruments and settings, across European member states in order to examine whether these fit into distinct groupings of clusters of territorial governance styles. This will build on methodological foundations laid by authors such as Howlett (2009) and Lenschow et al (2005).

**Activity 2.1.4: Examining the importance of territory in governance** (months 18-22)

This activity will involve assessing the importance attached to place or territory in policy-making within a selection of EU member states, and examining whether and how the importance of territory and place-based policy have changed over time. It will involve a review of academic and policy literature, and interviews with national policy officials and academics in selected countries as well as officials from different policy sectors (in different directorates) of the European Commission.

### **3.3 Envisaged outputs from the typology activities**

This part of the research will result in the following three main outputs:

- Output 2.1A: Key dimensions of territorial governance to be included in the development of a framework, principles and indicators for territorial governance (forms an input to WP 2.2)
- Output 2.1B: Detailed presentation of the proposed typology of territorial governance (for the interim report)
- Output 2.1C: Detailed presentation of the ESPON TANGO typology/typologies of territorial governance with detailed examples from Europe (for the draft final report)



## **4. Framework, principles and indicators for 'good' territorial governance**

### **4.1 Introduction**

Europe is trying to recover from a deep financial crisis, reduce unemployment and social exclusion and at the same time switch to a low-carbon economy while adapting to the climate changes that are already underway. Responding to these daunting tasks requires effective and urgent policy initiatives and actions at European, national, regional and local levels as well as across different policy sectors. The 'Europe 2020 Strategy' adopted by European Council in 2010 (COM 2010) has responded to these challenge by putting forward three mutually reinforcing priorities: Smart, sustainable and inclusive growth. A crucial factor in the ability of the EU territories in meeting the challenges set out by the EU 2020 Strategy and the place-based approach of the Cohesion Policy (as advocated in the Barca Report, 2009, p.VII) is the existence of 'good' territorial governance. But, what is 'good' territorial governance? How does it differ from 'bad' territorial governance? What criteria can we use to evaluate how 'good' is a given territorial governance system? What indicators can we use to assess the nature and quality of the existing territorial governance systems in the case studies? How do we use such criteria to identify 'good practice' examples in existing territorial governance initiatives across Europe? Addressing these questions is the main analytical and normative objective of this WP 2.2.

### **4.2 Research approach and preliminary literature review**

In order to address the above questions, we will undertake the following tasks:

#### ***Task 2.2.1: Development of a conceptual framework*** (month 1-6)

The task is to conceptualise what territorial governance consists of, how it is different from governance in general, what qualifies territorial governance as good or otherwise, and in what ways it relates to the already established principles of good governance.

We have started an extensive review of the relevant literature, policy documents and relevant studies (including ESPON projects) to develop a conceptual framework for understanding what constitutes 'good' territorial governance. Inevitably, such a framework will provide an 'ideal type' or a desired standard of practice for which common values or norms can be identified. But our aim is not to suggest that one definition of 'good' territorial governance would be suitable for different contexts and circumstances. Rather, it is to provide a set of principles which can provide guidelines for assessing the quality of territorial governance in different contexts. Defining what is 'good' is inherently normative. However, in developing the principles of good territorial governance, the

research team (WP2.1) will also engage in analytical work to describe the emergence of particular governance practices in the development of the typology (see above).

## **Territorial governance**

Territorial governance refers to two overlapping sets of considerations: a) *governance of territories*, and b) the *territorial dimension of governance*. The principles of good governance should ideally apply equally in both cases, but many nuances need to be taken into account. In particular, the literature review on the principles of good governance shows a lack of reference to territoriality, and so addressing the territorial dimension of governance could be considered itself a characteristic of good governance.

### **a. Governance of territories**

Under the first set of considerations, territories are defined as bounded spaces, in which a series of governance arrangements and processes are in place. What needs to be problematized here is whether it is possible to define and delimit such bounded spaces. In the context of the extent and intensity of relations that actors in any territory may have with other places and territories, the bounded space of a territory, and its governability by a series of locally based stakeholder, are open to questioning. Relational notions of space here challenge such a limited notion of territory. Furthermore, some regions are defined only in administrative terms and do not necessarily relate to the actual governance of an area, which may always be overlapping with its neighbouring regions.

Nevertheless, despite this fluidity of relations and difficulty of defining spatial limits, territories are defined through formal processes at national and European levels, providing a basis for empirical investigation. A key task of empirical research would be identifying the stakeholders that have a particular role and interest in a locality. Territorial governance in this context would refer to the organizations, ideas and practices that frame the political economy of a particular territory (Sellers 2002).

To identify good territorial governance in this case would mean investigating whether the principles of good governance have been applied in the governance of any particular territory.

#### *Good governance of territories*

The main point of departure for identifying key determinants of good territorial governance has been the principles of good governance identified by the United Nations and by the European Union. The former defines good governance as "an efficient and effective response to urban problems by accountable local governments working in partnership with civil society" (UN-Habitat 2009:74). In its Global Campaign on Urban Good Governance launched in 2002, it considered the seven main characteristics of good governance as follows (UN-Habitat 2002):

- *Sustainability*: balancing the social, economic and environmental needs of present and future generations
- *Subsidiarity*: assigning responsibilities and resources to the closest appropriate level
- *Equity* of access to decision-making processes and the basic necessities of urban life
- *Efficiency* in delivery of public services and in promoting local economic development
- *Transparency and accountability* of decision-makers and all stakeholders
- *Civic engagement and citizenship*: recognising that people are the principal wealth of cities, and both the object and the means of sustainable human development
- *Security* of individuals and their living environment

Similar principles are advocated by the EU White Paper on European Governance, which identifies five principles that underpin good governance (CEC 2001a: 10-11). These are:

- *Openness*: better communication and accessible language
- *Participation*: wide participation throughout the policy chain – from conception to implementation, inclusive approach
- *Accountability*: greater clarity and responsibility
- *Effectiveness*: delivering what is needed on the basis of clear objectives, an evaluation of future impact and past experience
- *Coherence*: consistent approach between various policies and political leadership

The application of these five principles reinforces two other EU principles of:

- *Proportionality*: checking whether public intervention and regulation is really necessary and the measures chosen are proportionate to those objectives.
- *Subsidiarity*: Checking whether the level of governance in which action is to be taken is the most appropriate one.

While each of the last two principles is considered to be important for establishing more democratic governance they cannot be achieved through separate actions. Furthermore, the principles apply to all levels of governance at the global, European, national, regional and local levels.

In addition to the above definition and in the context of rising territorial, socioeconomic and climate uncertainties, a new dimension has been added to principles of 'good' governance which emphasises the significance of resilience and *adaptive capacity*, as related to institutions and defined by Gupta et al (2010: 461-62) as: "*The inherent characteristics of institutions that empower social actors to respond to short and long-term impacts either through planned measures or through allowing and encouraging creative responses from society both ex-ante and ex-post*".

Developing and implementing flexible territorial strategies requires governance institutions which are capable of enhancing the adaptive

capacity of societies. For the EU territories to be able to anticipate and adequately respond to the challenges set out by the *EU 2020 Strategy and Cohesion Policy* they need to have appropriate institutions capable of supporting social actors and enabling them to respond proactively. Building societal and institutional adaptive capacity building is therefore a critical part of good governance.

In the context of hazard mitigation, for example, Godschalk (2002:5) argues that, in order to create resilient cities, the following principles should be taken into account for the design and management of cities:

- *Redundancy*: systems designed with multiple nodes to ensure that failure of one component does not cause the entire system to fail
- *Diversity*: multiple components or nodes versus a central node, to protect against a site-specific threat
- *Efficiency*: positive ratio of energy supplied to energy delivered by a dynamic system
- *Autonomy*: capability to operate independent of outside control
- *Strength*: power to resist a hazard force or attack
- *Interdependence*: integrated system components to support each other;
- *Adaptability*: capacity to learn from experience and the flexibility to change;
- *Collaboration*: multiple opportunities and incentives for broad stakeholder participation.

In the context of climate change, Birkmann et al (2010: 185) stress the significance of governance in effective implementation of adaptation strategies and call for "new forms of adaptive urban governance that goes beyond the conventional notions of urban (adaptation) planning [...] and move from the dominant focus on the adjustment of physical structures towards the improvement of planning tools and governance processes and structures themselves". They identify the following key elements for 'adaptive urban governance' (p.203):

- Integration of strategies and tools at *multiple scales*
- Consideration of multiple *timeframes*
- New methodological *tools* that go beyond cost-benefit analysis
- 'More *flexible and inclusive* governance structures, moving from management of administrative units to applying flexible units for specific problems'

In the wider context of urban (territorial) governance, Gupta et al (2010) identify six dimensions of adaptive capacity including:

- Variety (multiple problem framing, multi-sector and multi level solution seeking, redundancy)
- Learning capacity (trust, double loop learning, institutional memory)
- Autonomous change (access to information, acting according to plan, capacity to improvise, non-hierarchical flexibility)

- Leadership (visionary, entrepreneurial, collaborative, action-oriented)
- Resources (authority, human capital, financial resources)
- Fair governance (legitimacy, accountability, equity, transparency, responsiveness)

The first key conclusion from the preliminary review of literature is that there seems to be a degree of confusion between the 'characteristics' of good governance and the 'values' of good governance. Examples of the former are principles such as efficiency, learning capacity, effectiveness and transparency while examples of the later include sustainability, fairness, and equity. The former is about *how* to do governance (process and tools) while the latter is about governance for *what* (outcome). While in practice they are clearly interrelated, for analytical purposes we need to treat them separately. This has clear implications for the research methodology. We need to assess the quality of territorial governance not only in terms of its characteristics but also in terms of its values. As far as values are concerned we propose using the EU 2020 goals as overarching values to which European territories should aspire. Thus, in each case study, we assess the values of the governance systems against the criteria of smart, sustainable and inclusive growth. In other words, we suggest that good governance of territories is one which aims to achieve synergy between economic, social and environmental goals. As far as the characteristics are concerned, our starting point is the principles derived from our preliminary literature review, as summarised below.

**Table 3: Principles of 'good' governance as identified in the reviewed literature**

Principles of 'good' governance	UN-Habitat	EU White Paper	Gupta et al	Birkmann et al
Sustainability	X			
Subsidiarity/ autonomous change	X	X	X	
Efficiency	X			
Effectiveness		X		
Equity	X		X	
Transparency / openness	X	X	X	
Accountability / legitimacy	X	X	X	
Civic engagement and citizenship / participation	X	X		
Security	X			
Proportionality		X		
Coherence		X		
Variety			X	X
Learning capacity			X	X
Leadership			X	
Resources			X	
Coordination across scales and timeframes				X

As shown by Table 3 above, none of sources reviewed consider the significance of territory in achieving good governance. This is the second key conclusion from the preliminary review of literature.

We propose that a sound awareness of the territorial dimension of decision making is a key principle of good governance.

### **b. Territorial dimension of governance**

The second set of considerations refers to, the often hidden, territorial dimension of governance. As discussed above, governance is often studied without due attention to its spatial dimension. Once again, the fluidity of relations and the fuzziness of boundaries would make it difficult to show the spatiality of any particular process. But any act of governance, at any level, would take place within, and be directed towards, a place, and so spatiality is an integral part of any social process (Lefebvre 1991). By emphasizing this territorial aspect of governance, new light can be shed on governance processes, bringing into sharper focus some of the underlying causes for forms of decision making and implementation that may otherwise remain unnoticed.

In both sets of consideration (a and b), the principles of good territorial governance would integrate the principles of good governance (a) with the territorial dimension of governance (b).

In the 'governance of territories', the questions become whether the EU principles of openness, participation, accountability, effectiveness, coherence, proportionality and subsidiarity are integral to the rules and relations that govern a particular territory. By mainstreaming these principles, the governance of a territory would become democratically more accountable, while developing its territorial problem-defining capacity.

In the 'territorial dimension of governance', the question becomes whether the actors in governance processes are aware of the territorial dimensions of their actions, such as awareness of territorial diversity, horizontal and vertical linkages among levels and sectors, and understanding the territorial impacts of their policies/programmes/projects. Bringing this awareness to the policy agenda would in this case contribute to good territorial governance. These broad frameworks will be translated into a series of researchable indicators.

The activities involved in WP 2.2 include:

#### ***Activity 2.2.1: Development of indicators (months 1-6)***

Based on the above framework and further literature review, we will develop a set of qualitative indicators for assessing 'good' territorial governance. As a starting point, the TPG will revisit the outcome of previous ESPON (2007) research project on territorial governance (Table 4) and will build on that to develop a set of territorial governance

'characteristics' as basis for developing indicators. This is needed as a common ground for effective analysis of case studies, in order to distinguish more or less 'good' practices. It will be of particular utility for the question of 'transferability' and the 'Handbook' for users (see Chapter 6).

**Table 4: Making a territorial governance model: What to look for? (ESPON, 2007, Part II. Pp. 224-225**

<b>Vertical coordination (multi-level)</b>	
<i>A<sub>1</sub>. Vertical coordination among actors (public actors)</i>	
A <sub>11</sub> .	→ hollowing out of the State
A <sub>12</sub> .	→ State driving the devolution process
A <sub>13</sub> .	→ competences transfer
A <sub>14</sub> .	→ competences and resources transfer
A <sub>15</sub> .	→ interaction with the EU level
<i>A<sub>2</sub>. Vertical coordination among policies</i>	
A <sub>21</sub> .	→ intersectorial policies
A <sub>22</sub> .	→ integration of sectorial policies
A <sub>23</sub> .	→ integration of financial resources
A <sub>24</sub> .	→ coherence of policies (vertical subsidiarity)
<b>Horizontal coordination (multi-channel)</b>	
<i>B<sub>1</sub>. Horizontal coordination among actors (public actors)</i>	
B <sub>11</sub> .	→ institutionalised/formalised cooperation
B <sub>12</sub> .	→ informal/non institutional cooperation
B <sub>13</sub> .	→ voluntary participation
B <sub>14</sub> .	→ management oriented aggregations
B <sub>15</sub> .	→ proactive aggregations
B <sub>16</sub> .	→ durable strategies design capacity
<i>B<sub>2</sub>. Horizontal coordination among policies</i>	
B <sub>21</sub> .	→ intersectorial policies
B <sub>22</sub> .	→ integration of sectorial policies
B <sub>23</sub> .	→ integration of financial resources
B <sub>24</sub> .	→ coherence of policies (horizontal subsidiarity)
<b>Involvement</b>	
<i>C<sub>1</sub>. Involvement of stakeholders</i>	
C <sub>11</sub> .	→ typologies of actors involved
C <sub>12</sub> .	→ level to which the actors involved belong
C <sub>13</sub> .	→ formal agreement
C <sub>14</sub> .	→ informal agreement
<b>Participation</b>	
<i>C<sub>2</sub>. Wide participation</i>	
C <sub>21</sub> .	→ capacity to hear
C <sub>22</sub> .	→ asking for participation on a 'side object'
C <sub>23</sub> .	→ asking for participation on the 'core object'
<b>Territorialized actions</b>	
<i>D<sub>1</sub>. Territory</i>	
D <sub>11</sub> .	→ correspondence with an administrative territory
D <sub>12</sub> .	→ identification with a proactive territory
D <sub>13</sub> .	→ territory as a common good
<i>D<sub>2</sub>. Territorial capital</i>	
D <sub>21</sub> .	→ identification and valorisation of territorial capital potentialities

These indicators form a starting point for our operationalization of territorial governance and will be carefully evaluated as to their feasibility and utility in this activity. The team may suggest other indicators and propose eliminating any of the above indicators after the evaluation and weighting of each.

**Activity 2.2.2: Weighting of indicators** (months 6-10)

The above table could be used as a starting point to develop the indicators, which will be ranked and prioritised through a Delphi technique, seeking the views of key informants. The Delphi technique is well-established as a structured communication method for forecasting and for determining policy direction. A number of possible ways of implementing it are available. We will conduct the Delphi either through a two-round, web-based questionnaire or as a face-to-face session in connection with a larger meeting of experts such as an international conference. Either direction is possible as long as there is the opportunity to: elicit individual contributions; compile the views of the group highlighting points of consensus and disagreement; and a further opportunity for individuals to reconsider their views in the light of others' responses.

Given the expertise and knowledge of the members of the ESPON Monitoring Committee and their coverage of different European territories, we may approach them in the first instance with a pilot study to test the questions. In addition and in order to seek the views of the local and regional governance actors we will draw on the extensive national and regional networks of the ESPON Contact Points. Furthermore, we will consider the possibility of conducting the Delphi survey in one of the ISOCARP or METREX conferences which are attended by policy and practice stakeholders at local and regional levels.

**Activity 2.2.3: Development of a protocol for case studies** (months 6-10)

Drawing on the indicators developed in Activity 2.2.1, we will produce a detailed methodology of how to collect relevant information in the case studies to enable the assessment protocol to be used in all case studies in the collection of information and data. The aim is that in each case study partners will be able to assess the various aspects / dimensions of good territorial governance using the protocol as one of the ways of operationalising of territorial governance and produce a profile for governance quality in each case on a scale of for example 1-5.

**Activity 2.2.4: Refining the framework and the indicators** (months 18-22)

Drawing the insight gained from the case studies we will further refine the conceptual framework and the set of indicators for 'good' territorial governance.



### **4.3 Envisaged outputs**

Output 2.2A: Overview of concepts, principles, and indicators for assessing good territorial governance to be used in the case studies.

Output 2.2B: Examples of good practices and their success factors in territorial governance aimed at implementing EU 2020 and Cohesion Policy

## **5. Territorial Governance in action – 12 illustrative case studies**

The ESPON TANGO project will perform 12 multiple-case studies to demonstrate 'good' and innovative mechanisms of territorial governance for ensuring coordination between sectoral policies and cooperation among different governmental levels. This forms the largest empirical contribution of the TANGO project. The case studies will be based on in-depth desk research, as well as interviews with key stakeholders and policymakers (via telephone as well as face-to-face interviews). The considerable emphasis placed on the case studies, relative to other WPs, is justified as the results of the case studies feed into the typology of territorial governance, the transferability and policy options activity and the Handbook of Territorial Governance.

### **5.1 Policy and Research Questions addressed by the Case Studies**

The case studies explicitly and implicitly address nearly all of the policy and research questions within the project (see chapter 1).

The research tasks involved in answering these questions encompass:

- 1) understanding how vertical and horizontal coordination of policy levels and sectors respectively is managed to achieve territorial cohesion,
- 2) identifying the barriers to 'good' territorial governance processes and mechanisms and determining how these barriers are being overcome,
- 3) focusing on institutions at different levels and in particular the institutions involved in implementing the policies, programmes and projects to achieve a certain territorial goal,
- 4) looking at how spatial planning and regulatory instruments are involved in territorial governance, but also the use of broader policy tools such as negotiations, consensus-building and stakeholder involvement,
- 5) assessing the 'good' or innovative elements of territorial governance and determining which aspects can be transferred to other cases,
- 6) distilling a number of 'good' territorial governance practices for the Handbook of good territorial governance.

## **5.2 Research Steps**

The TANGO TPG engaged in in-depth discussions regarding the selection of cases during the first Partner Meeting in Stockholm in October 2011. The goal of this meeting was to derive a short list of 12 case studies which have also been ventilated with the ESPON CU, the MC and the Sounding Board. The resulting list in this Inception Report reflects the final decisions made for the case studies.

In the months following the submission of the Inception Report the TPG will work on employing the framework of analysis of various dimension of good territorial governance developed in as in chapter 4 above. Subsequently the partners will explain how and why certain territorial governance actions are effective in terms of the specific types of territories using quantitative and qualitative methods (interviews, focus groups meetings with stakeholders). This may entail travel within the case study territories.

## **5.3 Selection of the Cases**

The TANGO TGP was carefully chosen in order to be able to perform case studies in the different geographical areas of Europe and cover the different modes of governance (ie Howlett 2009). The case studies are being designed according to a multi-case study method whereby all cases "serve a specific purpose within the overall scope of inquiry" (Yin 2003: 47). The multiple-case study design also facilitates exploration of the differences and similarities in territorial governance processes within and between cases. While we will not use a strict comparative case study method, the chosen cases do allow a comparison of 'good' territorial governance processes, mechanisms or outcomes.

The cases explore different levels of territorial governance among various sectors, as well as governance practices that bridge at least two political/administrative levels (EU, transnational or cross-border/macro-regional/national/regional/local). Operational criteria for identifying cases have included picking cases where:

- Partners have already been involved in research, to build upon the existing knowledge base;
- Partners have contacts with a critical mass of policymakers at all levels to facilitate identification of stakeholders for interviews;
- Partners have intimate knowledge of the government/governance context.

The selection of the cases has been further facilitated by the design of a Case Study Matrix (see Annex I) to ensure that cases cover a wide spectrum territorial governance practices and territorial scope. The parameters of the matrix for choosing the case studies include:

- 1) **Geographic Scope:** As mentioned earlier, the composition of the TPG has been carefully designed in order to be able to cover a wide geographical scope.
- 2) **Anticipated mode(s) of governance:** The matrix gives a preliminary idea of the anticipated mode(s) or governance addressed, following the work of Howlett (2009). This helps to distinguish between the territory and the modes of governance in terms of governance traditions. The Howlett typology includes the legal, corporatist, market and network modes of governance. The categorizing our cases into this 'anticipated governance mode' is only a preliminary exercise to help in choosing and justifying the case studies. This does not mean that the typologies we develop in TANGO will necessarily follow the Howlett typology (although they may very well contain elements of it).
- 3) **EU 2020 priority, targets or flagship initiatives:** Each of the cases will be embedded in one or several of the priorities of Europe 2020 and all cases will to some degree work to implement the targets of EU2020 and/or be related to one of the flagship initiatives.
- 4) **Territorial scope:** The cases address a broad spectrum in terms of territorial scope, from the macro-regional level (Baltic Sea Region) to the neighbourhood scale (NUTS5 and below)
- 5) **Territorial policy areas addressed:** Cases concern a number of policy areas with an impact on the territory and the goal is to ensure that several different policy areas are addressed, such as climate change, mobility culture or spatial planning.
- 6) **Territorial governance challenges to be overcome:** Each of the cases represents an inter-sectoral 'problem' or 'challenge' in that they each address a specific territorial challenge that has been overcome or is in the process of being addressed. This is to ensure that cases are territorially-based rather than purely sectoral.
- 7) **Hypothesized 'good' or innovative governance element:** As one of the main outcomes of the project is to extract best practices for territorial governance for dissemination in the 'Handbook for Territorial Governance', it will be essential to elaborate case studies that constitute different types of 'good territorial governance' or innovative territorial governance mechanisms. Some of the case studies will document territorial governance processes that have been more or less successful from the onset, but other cases will analyse territorial governance processes where important barriers to governance have been addressed and successfully overcome. In this part of the matrix we have made preliminary assumptions as to which elements are good or innovative.

**Table 5: The proposed 12 Case Studies for the ESPON Tango project**

<b>Case</b>	<b>Geographical coverage</b>
1. Territorial Climate Change governance in the Baltic Sea region	Baltic Sea Region, SE and DE
2. Sustainable cross-border transport links	Nordic Countries (SE, NO, FI)
3. Coordination of land-use and transport	Southern Randstad (NL)
4. Cross-border water management	Rhine River basin, here in particular NL and DE
5. Target-based Tripartite Agreement (CEC, Italy, Lombardy)	Southern Europe, Alpine Space, IT
6. Innovative economic development strategies (Saint Etienne)	Southern Europe, Western Mediterranean, FR
7. Sub-regional governance through Local Enterprise Partnership (LEP)	England
8. Localism through Neighbourhood governance (NG)	England
9. Managing of Structural Funds in Central Eastern Europe	Hungary, Poland, Slovakia, Romania
10. European Capital of Culture, Pécs (2010)	Hungary (European wide comparison)
11. Implementation of regional development and spatial planning policies in Slovenia	Slovenia, Ljubljana Urban Region
12. Governance of natural areas in the Alpine Adriatic area	Alpine Adriatic area (SI, IT, AT, HU, HR)

## 5.4 Methods for performing the Case studies

### *Process tracing methodology*

The ESPON TANGO case studies will be comprehensive and integrated in nature. Therefore a suitable method for performing the case studies is the 'process tracing method'. This method, which involves tracing the interaction of processes and outcomes, through the actions of actors enables us to trace multi-level governance processes and mechanisms, taking into account social, cultural environmental, economic and organisational contexts. The Interim Report will report more fully on the process tracing method as it is used in the case studies.

#### **Process tracing**

'Process tracing involves stressing the temporal unfolding of causality, and it is based on a holistic ontology in which the basic unit of analysis is not an individual variable, but a multi-level model or configuration of densely linked causal factors' (Blatter and Blume 2008: 29)

The case studies will be elaborated from the analytical framework, principles and indicators developed in WP 2.2 and described in section 4 of this Inception report. Each case will be presented as a 'thick storyline' to

showcase the policies, programmes or projects involving multiple levels of governance in issues that have a clear territorial dimension. Development of the 'thick storylines' by the process tracing method will allow cases to not only describe the distribution of responsibilities, regulations, finance coordination, power and resources, but to link these actively with the relational processes that characterise the interplay between contexts, structures and actors, such as negotiation processes, stakeholder deliberations, consensus-building and partnerships among and between the levels. Other factors of analysis include many that are inspired by the OECD Territorial Reviews, including how power and responsibility are distributed among various levels of governance, the different types of policy instruments used (such as regulation, finance, coordination mechanisms, contractual elements), the processes and partnerships by which different types of stakeholders on all levels coordinate their actions to produce collective action.

These linkages will be traced to show how policies, programmes and/or projects are mobilised into action for territorial development through a mixture of a top-down, bottom-up and/ or horizontal interactions. The cases can then make assumptions about the effectiveness of territorial governance processes (decision-making, implementation, monitoring and feedback) as well as results /outputs (emerging collective action from diverse interests, boosted territorial capital, integration of previously uncoordinated actions, etc.). As analysing processes implies a temporal dimension, the cases will study processes under comparable (but not necessarily identical) time periods, from around 2000 up until present time, basically encompassing the current as well as the previous Structural Fund periods.

### *Collecting data*

The ESPON TANGO TPG covers all large geographic areas of Europe and has broad experience of INTERREG/Transnational Cooperation Programme all of the major territories of the ESPON space. This provides the TPG with sound access to empirical data and stakeholders in order to identify meaningful cases and contextualise the intended findings

Both qualitative and quantitative data will be used in developing the case studies. Much of the quantitative data and indicators at NUTS 2 and 3 will be taken be from current ESPON projects and the ESPON Database. In case studies where the local levels are active, LAU 1 and 2 data will be taken from national data sources.

However due to the nature of the cases studies and the process tracing method used, cases will reply primarily on qualitative data and methods. These include, policy and discourse reviews, but also in-depth telephone and face-to-face interviews with relevant territorial stakeholders. Cases will also organise, where feasible, focus group meetings with stakeholders. The organisation of such focus group meetings also functions as a type of preliminary dissemination activity for future project results.

### *Identifying and interviewing stakeholders*

An important element of the case study work is to identify the significant stakeholders in each case and determine how to derive empirical information from them in the form of interviews. With the framework of analysis focused on the policies, programmes and projects of territorial governance, this will mean that the TGP interviews a range of policymakers, programme officials, evaluators and monitoring committees as well as project leaders and project beneficiaries. Many of the programmes and projects will be those financed by the ERDF, ESF as well as the Rural Development Fund. The TGP members will utilise their contacts with programme officials in these areas for helping to book interviews. As well the teams will make contacts with possible stakeholders active in relevant ESPON priority 2 projects, the ESPON CU and the Sounding Board which might be helpful to identify other stakeholders relevant to the cases.

Interviewees will also be selected according to the "snowballing" technique whereby interviewees will be asked to name other significant interviewees and these will be contacted. Exploratory and semi-structured interviews will be conducted in the first stage of interviewing and subsequent follow-up interviews (either in person or by telephone) will be made to verify unclear or incomplete information.

### *Case Study Delivery*

The goals of the case study exercise are to feed information into the typology, to provide policy relevant guidance on multi-level and cross-sectoral territorial governance, and to show various policy options for the future of Cohesion Policy and policy options for territorial actors at the relevant levels. All 12 case studies will follow the same general analytical framework and operational outline to be developed in WP 2.2 (see section 4). Rather than make a strictly comparative synthesis of the case studies, the cases will be analysed, compared and synthesised with regard to the mechanisms used for good territorial governance processes and/or outcomes (ie regional development, or development of territorial capital). In particular, searching for good practices allows detecting single components of successful experiences in the territorial governance process, which may be useful for a mutual learning process. Also from the point of view of transferability, it seems more effective to identify specific components of the process that may work well or may affect the general results, so to flexibly adapt the methodology to the reality, than to hope that stakeholders could adopt a well-structured code.

To summarise, the activities associated with WP2.3 are:

**Activity 2.3.1. Selection of the case studies (months 1-4):** Completed as of the delivery of this report, but still awaiting verification from Sounding Board and the MC.

**Activity 2.3.2, Elaboration of case study methodology** (months 1-6) in terms of the process tracing method and presentation as 'thick storylines'. The results of this will be fully described in the Interim Report

step will be based on desk research and perusal of data used in other ESPON projects and in the ESPON database, as well as collection of seminal policy documents and previous studies-

**Activity 2.3.4. Identification of significant stakeholders and performing initial interviews** (months 1-8). This process has already begun, as the TPG starts to make contacts and gather data. More in-depth interviews will begin after the acceptance of the Inception Report.

**Activity 2.3.5 Reporting of the Case Studies** (months 18-22). This activity includes determining within each case what the 'good' or innovative aspect of territorial governance is and discussion of the potential transferability of the specific practice, process or outcome.

## **5.5 Envisaged outputs**

Output 2.3A: Provision of data for the 'data-driven' typology of territorial governance

Output 2.3B: Presentation of 12 case studies (around 50 pages each, plus executive summary and annexes)

Output 2.3 C: Case study synthesis (10-15 pages) for final report and input into W P 2.4 on transferability and policy implications (see section below).



## **6. Identification and transferability of good territorial governance practices and policy options**

### **6.1 Introduction**

One aim of the present research project is to develop practical advice for territorial governance based on evidence from current practices, being of particular concern for the preparation of the 'Handbook on territorial governance'. The analysis of territorial governance practices is therefore addressed both to understand which factors lead to successful policy outcomes and to identify possible modalities for transferability as well as possible contextual barriers and counteracting conditions. In this light, the analysis of different territorial governance experiences is not aimed at searching for improbable 'one fits all' solutions, but at building an evidence-based set of opportunities for innovation in territorial governance practices at different levels (from local to EU).

Looking at recent EU policy documents, attention to good or best practices is undeniably high, and the identification and dissemination of good/best practices is pivotal to many areas of European policy, including sustainable development and the urban environment (e.g. CEC, 2006). Further global policies, programmes and initiatives all serve to illustrate that the development and dissemination of practices is widely considered to be an effective means for promoting policy transfer and learning (World Bank 2000; OECD 2001b; UN-Habitat 2008). According to Bulkeley (2006: 1030), the assumption that dissemination practices can lead to policy change *'has become an accepted wisdom within national policies and programmes, as well as in international arenas and networks'*.

Based on a provisional overview of literature and operational reports concerning this topic, a profitable path to approach the problem of identification and transferability of good/best territorial governance practices is the following: (i) comparing different conceptions of best/good practices, (ii) considering their consistency with territorial governance aims and (iii) clarifying the limits and possibilities for their transferability as a learning process concerning actors involved.

### **6.2 Best/good governance practices of territorial governance: an overview**

Different conceptions of best/good practices can be identified within the international debate. In general terms, a 'best practice' indicates a superior method or action that contributes to the improved performance of an organisation, and as such should be usually recognised as 'best' by other peer organisations. Being the best method to reach well-defined objectives, it is seen as a means to carry out a function or testing using only recommended or approved methods. So, best practice documents usually include guidelines, codes of practice, procedures manuals and regulations. On the other hand, a 'good practice' is related rather to the accumulation and application of knowledge about what is working and not working in different situations and contexts, including lessons learned and

the continuing process of learning, feedback, reflection and analysis (what works, how and why).

Moreover, there is a general agreement on the problematic meaning of the term 'best practice' (see, for instance: Andrews 2010; Grindle 2011): it presupposes indeed that a practice has been actually benchmarked against similar practices, assuming therefore that there is one best way to do something. Also in this respect, to refer to 'good' rather than 'best' practices seems to fit more appropriately the aims of present research project for at least two reasons. One is that territorial governance is an extremely complex policy field, which is further complicated in the EU context (taking into account the many differences among institutional frameworks and territorial contexts). Another reason is that the present research is mainly expected to derive its findings from case studies rather than from a comprehensive comparative analysis.

Following some valuable outcomes of previous ESPON project 2.3.2 (ESPON 2007; see Table 4 of present report), territorial governance processes can be described as characterised by four dimensions (that are further articulated in respective features): *vertical coordination* (among actors, e.g. the processes of decentralisation and devolution and the interaction with the EU level; among policies, e.g. the inter-sector coordination of policies); *horizontal coordination* (among actors and policies, dealing with relations between State, society and the market); *involvement of stakeholders and wide participation of civil society* (i.e. typology and level of actors involved) and *territorialisation* (i.e. a place-based approach where territory is considered both as common good and 'social construction').

A further important aspect, which has been clarified better in the framework of present research project, is that territorial governance is not an objective *per se*, but is a multi-level and multi-actor process aimed at achieving specific aims in order to address specific territorial problems. In the general framework of EU policies, for instance, good territorial governance practices are supposed to be those proving to be effective for the implementation of *territorial cohesion* policy aims. In the light of the more recent EU policy agenda, one is of course led to consider good territorial governance practices as those contributing to achieve the priorities identified in the Europe 2020 strategy: *smart growth*, *sustainable growth* and *inclusive growth*. To this extent, the aforementioned dimensions of good territorial governance processes should contribute to identify the main components of place-based, organisational and often intangible innovation that are necessary to an effective and sustainable achievement of the EU2020 policy aims.

### 6.3 What is transferable and what should be identified?

It is also acknowledged that good practices have often a limited role in policy-making processes, because other specific 'place-based' characteristics are also, or more, influential (e.g. administrative organisations or cultural traditions). The possibility to transfer good practices between contexts with dissimilar social or economic characteristics, institutional frameworks or actor constellations is a controversial issue, as it has been clearly highlighted by the OECD (2001b) report 'Best Practices in Local Development'. The report indicates particularly that the development and use of best practices is not void of difficulties and challenges because there is '*no single model of how to implement local development or of what strategies or actions to adopt*' (*ibid.*: 29). Furthermore, there are limitations of good practices transferability in terms of capability to transfer sufficiently detailed knowledge and information. This appears to be especially true for territorial governance in Europe, where exchange of good practices is particularly limited by wide and multiple differences in institutional, operational, technological, economic, political, territorial, social and cultural characteristics specially at national and regional levels (Faludi 2007). Whereas good practices are expected to be more easily transposable when concerning technical innovation, the large number and diversity of EU countries, regions and cities, with substantial differences in institutional approaches, administrative cultures, professional capacities etc., make transferability of territorial governance practices a much more complicated issue.

In brief, the transferability of good territorial governance practices in Europe is influenced overall by two related issues:

The *first issue*, anticipated above, is that processes of territorial governance are intrinsically complex and made up of a lot of key features (e.g. the multi-level or multi-actor dimensions; the participatory processes or the enhancement of the specific territorial matters). Each territorial governance process has its own arrangements, which may result in the success or failure of the application of any specific feature. In some cases, for example, participatory processes or public/private partnerships are particularly effective; in others, the multi-level procedures or the promotion of sustainability can be more successful; and so on and so forth. In this light, it is highly questionable that any territorial governance practice can be assumed as entirely 'good'. Rather, *each territorial governance practice can be supposed to be a mix of successful (from which something can be learned) and unsuccessful (in which the lesson comes from the recognition of the causes of failure) features.*

The *second issue* concerns the necessity to overcome more traditional approaches to good practices transferability, as based on general or universal guidelines to be used. This aspect is of course strongly related to the 'handbook' aims, and the proposal here is to explore the possibility *to transfer the specific features of territorial governance that, under certain conditions, have shown 'good' effects, rather than a whole experience of supposed good territorial governance.*

What is certain, for now, is that transfer of good practices cannot be merely a matter of copying or emulation: the same practice can be embedded in many different ways as there are always many different settings. In order to consider what can be learned from individual cases that is relevant for others, *successful transfer also involves processes of learning and adaptation*. In this perspective, traditional or typical collections of good/best practices do not seem to represent the more proficient way to foster mutual learning: the transferability of good practices is a process of exchange and does not proceed in one direction, but needs interaction between contexts and actors involved. Furthermore, contexts need to develop an adaptive attitude towards good practices of their possible concern. Coherently with a territorial governance perspective, contexts cannot operate as simple and passive receivers of external inputs indeed, but are subjects having an (inter)active role (with possible redefinition of practices themselves).

If so, the problem of identification and transferability of good territorial governance practices can be profitably redefined in terms of identification and transferability of their specific and virtuous features. In this light, some main research questions to be addressed by present research are (i) which are the features of good territorial governance; (ii) how these are implemented and/or how they can shape the process; (iii) at which conditions each single feature may constitute a trigger for learning in other contexts and how could it be possibly transferred.

#### **6.4 Transferring good practices' features and overcoming barriers**

According to Wolman and Page (2002), policies are made of different components that can be exchanged and, also according to the OECD (2001b), the degree of transferability of components for exchange is not the same. Ideas, principles and philosophies are difficult to be transferred since it can be hard for others to make them relevant to their own situations or to use them actively in their contexts. Despite their major visibility, also programmes, institutions, modes of organisation, practitioners, and joint projects are not easily transferable since they are often too specific for particular contexts. The case is different for components such as methods, techniques, know-how and operating rules (see Table 6).

**Table 6: Components of local development practices and transferability (OECD, 2001b)**

Visibility	Component Of Exchange	Transferability
Low	Ideas Principles for action Philosophy	Low
Medium	Methods Techniques Know-how Operating Rules	High
High	Programmes Institutions Modes of organisation Practitioners Joint projects	Low

Of course, the above table can be assumed as a starting framework for testing transferability in general terms rather than as a tested finding. It is clear, however, that each feature of good territorial governance (as defined in previous sub-section) can depend on different components of exchange with different degrees of transferability. Moreover, not all features' components of exchange can have the same policy implications for all institutional tiers of governance nor can have the same relevance for the aims to which governance processes are addressed to.

The degree of transferability of components, as above presented, needs therefore to be considered also in relation to the four main dimensions of good territorial governance (vertical coordination, horizontal coordination, involvement and participation, territorialisation), the main levels of territorial governance commonly acknowledged (supranational, transnational, national, cross-border, regional, sub-regional, local), and with the three priorities of Europe 2020 (smart growth, sustainable growth and inclusive growth).

This assumption leads to foresee not only a different hypothetical degree of transferability as shown in Table 6, but, more important, the opportunity to consider good territorial governance features as potentially transferable at different levels in order to achieve different aims. For example, if the goal of a certain governance process is inclusive growth, the involvement/participation features should be expected to be a pivotal dimension, perhaps more effective at local/regional level. Differently, the dimension of horizontal and vertical coordination in another case could be considered of particular relevance for the EU and national levels in order to achieve a smart growth. And so on and so forth. Of course, these examples are not led to conclude that transferability of good territorial governance practices may occur, in each case, only for one dimension and/or one level. The hypothesis here is that, basing from the analysis of case studies first and on further evidence and information, *it is in principle possible to define profitable 'paths' for the transferability of features of good territorial governance for certain dimensions, levels, and aims.*

The activities to be performed in WP 2.4 include:

**Activity 2.4.1: Developing a set of 'territorial governance features'**  
(months 8-12, but has already started)

This will be addressed in strict connection with Activity 2.2.3 (*Development of a protocol for case studies*), because the assessment of case studies is crucial in order to find more or less recurring features of territorial governance, to be possibly transferred. Such a set of territorial governance features is therefore expected to be outlined in the form of a ready-to-use instrument for case studies partners.

**Activity 2.4.2: Developing a set of 'components of exchange' for transferability** (months 10-14)

Basing on the existing literature (see above) and discussions among project partners, it will be necessary to clarify which possible components of exchange are consistent with territorial governance practices and their specific features. The relation between transferability and visibility will be also addressed. This set of components of exchange shall be prepared in the form of a check-list for case studies analyses, in order to assess which components have been or are active for each territorial governance feature.

**Activity 2.4.3: Developing a relational framework between territorial governance features and case studies characters**  
(months 15-18)

The following important step will be to build a relational framework, which is useful to consider how more or less recurring features, as emerging from case studies, are connected to their main characters (e.g. substantive policy aims, pursued procedural principles, scales of intervention; whether expected or unexpected). This framework can be improved during the course of the case studies analysis.

**Activity 2.4.4: Comparing case studies and outlining policy options**  
(months 18-22)

This will be addressed in strict connection with Activity 2.3.5 with particular concern for an overall comparative assessment of more or less recurring relationships between (a) aspects of good/bad governance experience, (b) territorial governance features, (c) specific case studies characters, and (d) components of exchange for transferability. This operation is expected to lead to a provisional outline of policy options and possibilities / conditions / barriers to transfer.

**Activity 2.4.5: Stakeholders Workshop and input to the Handbook**  
(months 15-17)

Policy options as of previous activity will be discussed in the Stakeholder Workshop (Output 2.4A) in order to achieve the final input for a 'Handbook on territorial governance' (Output 2.4B).

## **6.5 Envisaged outputs**

Output 2.4A: Stakeholders Workshop

Output 2.4B: Synthetic input into 'Handbook on territorial governance' (see chapter 9).

## **7. Expected ESPON Tango implications regarding the EU 2020 strategy**

The Europe 2020 strategy is a key reference document for this project and will be considered throughout the project's implementation.

As mentioned in chapter 4, the 12 case studies, which form the main empirical contribution of this project, have been selected on the basis to what extent they are supposedly addressing EU 2020 'Priority Targets' and/or 'Flagship initiatives'. Since these cases stem in particular from territorial challenges at the local, regional or national level the specific policy contexts and objectives, modes of territorial governance etc. at these levels are incorporated in the study. The empirical research within the case studies will be in particular sensitive about the question to what extent the observable territorial governance practices can help to approach the targets set in the EU 2020 strategy (or respective adopted national targets). What are the problems in achieving this? What kinds of lessons can be drawn for the future? To what extent is territorial governance to be strengthened in order to further approach the respective 'Priority Targets' and/or 'Flagship initiatives'? Here in particular national-specific targets identified by Europe 2020 will be considered to inform the research framework and the key outcomes of this project (i.e. the final report and the handbook, see chapter 9).

However there are potential negative aspects of a 'territorially blind' implementation of EU 2020 (Böhme et al 2011), which the Territorial Agenda 2020 partly addresses, particularly in advocating coordination of territorial interventions. Böhme et al (2011) elaborate further on this by reiterating the need for not only horizontal and vertical policy integration, but also territorial integration, and the process of reshaping territory to beyond administrative borders. These needs stress the importance of good territorial governance. The Böhme et al report points out a number of 'territorial keys' for bridging the EU 2020 objectives and the TA 2020 priorities; Accessibility, Services of general economic interest, Territorial capacities, City Networking and Functional regions. Most of the case studies in this project address one or several of these 'territorial keys' and these keys will serve useful reminder in the cases of the territorial dimensions of the EU2020 objectives.



## **8. Incorporation of regional and national data from EU and non-EU Member States**

As mentioned in chapter 3.2, the TPG has been constructed in a way that enables the research to integrate data (here scientific paper on governance in general, case studies on territorial governance practices as well as relevant policy documents) from most of the EU-27 countries plus further countries belonging to the ESPON space, but also beyond. This is in particular required in order to develop a truly comprehensive European Typology of Territorial Governance, which would go far beyond the current state of research in this respect.

The following countries can be covered by the TPG to contribute specifically to activity 2.1.1 (see chapter 3.2): Iceland, Norway, Sweden, Denmark, Finland, Germany, Austria, Switzerland and Turkey (LP), Netherlands, Belgium (P2), Spain, Portugal, Italy and France (P3), United Kingdom, Ireland and Malta (P4), Slovenia, Hungary, Bulgaria, Croatia, Serbia, Macedonia, Montenegro, Bosnia and Herzegovina, and possibly Albania, Kosovo (P5 and P6).

In other words in particular Partners 5 and 6 are able to explore the data situation of the seven prospective EU-member Balkan states, i.e. Croatia, Macedonia and Montenegro the official candidates; Serbia and Albania which have applied for membership status; Bosnia and Herzegovina which has signed the Stabilisation and Association Agreements (SAA) and is currently preparing an application; and finally Kosovo which has launched negotiations about the SAA agreements. Although based on former studies it can be stated that the data situation is rather poor, one approach might be to study the participation of these countries in the European Union's various regional and cross-border cooperation programs (such as IPA, CARDS, ISPA, PHARE/OBNOVA, etc.).

In addition the numerous ESPON projects (and in particular the various case studies in those) will be carefully analysed in this respect. Here the ESPON TANGO partners can draw upon their participation in a number of former ESPON 2006, but also recently completed and current projects such as DEMIFER, EDORA, ReRisk, EU-LUPA, GEOSPECS, RISE, BEST Metropolis, ESPON TeDi, EATIA, POLYCE, ET 2050, GREECO, and INTERCO (2013 projects). Other project involvements (such as INTERREG, URBACT, ESPON-INTERACT, EU Framework Research Programme) shall be utilised too in this respect. Further contacts have been established already with the ESPON 2013 project 'SMARTIST' (priority 2), which tackles to some extent similar questions.

## **9. Planned dissemination activities**

Informal dissemination activities have already started in Month 1 of the ESPON TANGO project with the set of a sharepoint page where partners can upload and download relevant project documents and contributions and will continue until the end of the dissemination period (ending six months after the submission of the Final Report and Handbook of Territorial Governance). These activities start at the initiation of the project if we take a broad view of dissemination as spreading information about the project, its objectives and potential results, as well as its final results. Thus dissemination occurs, for example, during interviews and focus group meetings with stakeholders and policymakers in conducting the case studies, as this is also an opportunity to inform about the ESPON Programme and the ESPON TANGO project.

Dissemination will also be achieved by participation in and presentations at ESPON seminars (such as the TANGO presentation during the governance workshop at the ESPON Krakow Seminar) and conferences, ECP activities and other outside events that are organised during the lifetime of the project. Naturally all partners, including the LP, will profile the ESPON TANGO project on their institution's home page. For instance, the 'News' and 'Events' functions on home pages can also be used to spontaneously distribute information, upcoming events etc. with regard to the project.

With the exception of the Handbook of Territorial Governance, all other formal dissemination activities as discussed below are organised towards the middle and end of the project when results are becoming finalised. These will be coordinated by the LP and will be discussed internally between the Communication Manager, the Project Coordinator and the Project Manager. All project partners will be include in and contribute to the dissemination activities depending on their respective role and expertise. Additional dissemination activities may be added while the project develops if they are feasible within the timeframe and the budget.

### **9.1 Handbook of Territorial Governance**

The main objective of the Handbook of Territorial Governance is to provide an overview of recent good practices of implementing territorial projects of different kinds, from EU funded initiatives to national and sub-national ones. It will focus on implementation of programmes and policies in a multilevel governance setting, and is expected to be a source of inspiration for both policymakers and practitioners performing their activities at the different territorial level (from EU to local) working in the field of territorial development and (sector) project management.

The Handbook on Territorial Governance will be the main dissemination activity and output of the project. The Handbook will be a type of reference work or collection of set instructions that is intended to provide ready reference on a particular topic. They are designed to be easily consulted and provide quick answers in a certain area.

## 9.2 Designing the Handbook

Generally speaking, a handbook is a type of reference work or collection of instructions that is intended to provide ready reference on a particular topic. They are designed to be easily consulted and provide quick answers in a certain area.

While being widely used in 'hard sciences' as quick references for various kinds of data, no such a document has been so far produced in the field of European territorial governance. When governance handbooks exist, they mainly refer to the internal governance of a specific organization (as for instance the UK National Trust, Un-Habitat etc.), to corporate governance (e.g.: to the benefit of Company Directors and Committee Members, Micro-financial Institutions etc.) or to governance practices related to a particular field or thematic area (as Marine Ecosystems governance, Non-profit governance etc.).

Be that as it may, designing handbooks implies answering some preliminary questions: (i) who are the target audience or end users of the handbook? (ii) What are their priorities and needs? (iii) How will the end users use the handbook? (iv) will the end users benefit from the handbook?

### *Who are the target audience and end users of the Handbook?*

The handbook should provide policymakers and practitioners, active in promoting territorial development and cohesion at different spatial scales in Europe, with practical guidelines in order to allow and foster good territorial governance. Examples of good practices will thus be provided for end users from the municipal or neighbourhood level to the macro-regional level.

### *What are the priorities and needs of the end users?*

The handbook should be used by the concerned beneficiaries as a compass to guide their choices and behaviours towards 'good' territorial governance in the relevant examples. Of course, it will be up to recipients to decide which indications are the most appealing and useful for respective operational circumstances, but the TPG will scope the types of priorities and needs that the end users have in the Policy Seminar and in ESPON Seminars so that they can be well-addressed in the Handbook.

### *How will end users use the handbook?*

The Handbook will be organised as a ready-to-use text and examples focusing (a) on 'good practices' for territorial governance intended as recurring 'features' of successful experiences; (b) on modes for mutual learning and exchange; and (c) on main barriers and difficulties to be considered and faced. It will be written in 'Plain English' with clear and simple headings, use of active verbs and with interesting examples as text boxes. All technical terms and acronyms will be explained so that any

practitioner or policy maker at any level will be comfortable with the language.

*How will end users benefit from using the handbook?*

The handbook will address the most relevant elements emerging from present research. Particularly, it will to identify relevant policy options for creating better performing mechanisms for territorial governance at different spatial scales and in various policy contexts in Europe. As such it can be seen as a type of 'roadmap' as to how policy options might be implemented.

### **9.3 Policy Seminar: Territorial Governance and Cohesion Policy**

One of the key policy questions for which the project is to provide knowledge and evidence is: What are the main lessons for future Cohesion Policy? Explicit in this question is how Cohesion Policy can encourage more efficient and successful forms of territorial governance at various scales, from local to transnational. To this end, the LP together with the other partners will organise a Policy seminar to spur on dialogue of such questions. This will probably be held in Brussels before the draft version of the Handbook on Territorial Governance is submitted June 2013. The Policy Seminar will also function so as to ensure that the needs and priorities of policy makers are being met by the preliminary 'good' territorial governance examples given in the draft Handbook. The target audience will be those policymakers in Brussels that deal with the policy areas with a clear territorial impact, such as DG Employment, DG Environment, DG Rural Development, as well as national, regional and local policymakers and practitioners. Other territorial stakeholders interested in various forms of governance, such as INTERACT and CoR, and EU parliamentarians and other regional/national representations will be included in the invitation list.

The Policy seminar is preliminarily planned to take place in early 2013, but the final date will be decided in conjunction with the ESPON CU, the Sounding Board and DG Regio representatives. It is important that the seminar is held at a time in which as many stakeholders as possible may attend. A wide invitation list of participants will be drawn up with help from all partners.

The LP will be responsible for organising the Policy Seminar on Territorial Governance and Cohesion Policy together with our partner Polito who is responsible for the Handbook. All other partners will be involved by providing stakeholder contact lists for invitations, publicising the seminar in their institutional media and participating in the seminar.

## **9.4 Publications**

The TPG will produce a number of policy-relevant articles for newsletters, journals, bulletins etc. in order to inform about the project, increase awareness for the topic among stakeholders and proceedings. Hereby, several institutional newsletters and even other institutions publication can be used to reach a broad audience. Peer-reviewed articles produced within a special conference session and/or be submitted to relevant academic journals such as:

International Planning Studies

International Journal of Urban and Regional Research

European Journal of Spatial Development (EJSD)

European Planning Studies

European Spatial Research and Policy

Environment and Planning C – Government and Policy

Progress in Planning

Planning Theory and Practice

Planning, Practice and Research

disP – The Planning Review

Regional and Federal Studies

All partners will be involved in the publication of policy-relevant articles. The LP will coordinate and report on all publications.

## **10. Towards the Interim Report and Revised Timeline**

The interim report is due on 30 June 2012. It shall reflect the orientations given from this Inception Report as well as the results of the discussions having taken place with the Sounding Board. The interim report is envisaged to include elements such as:

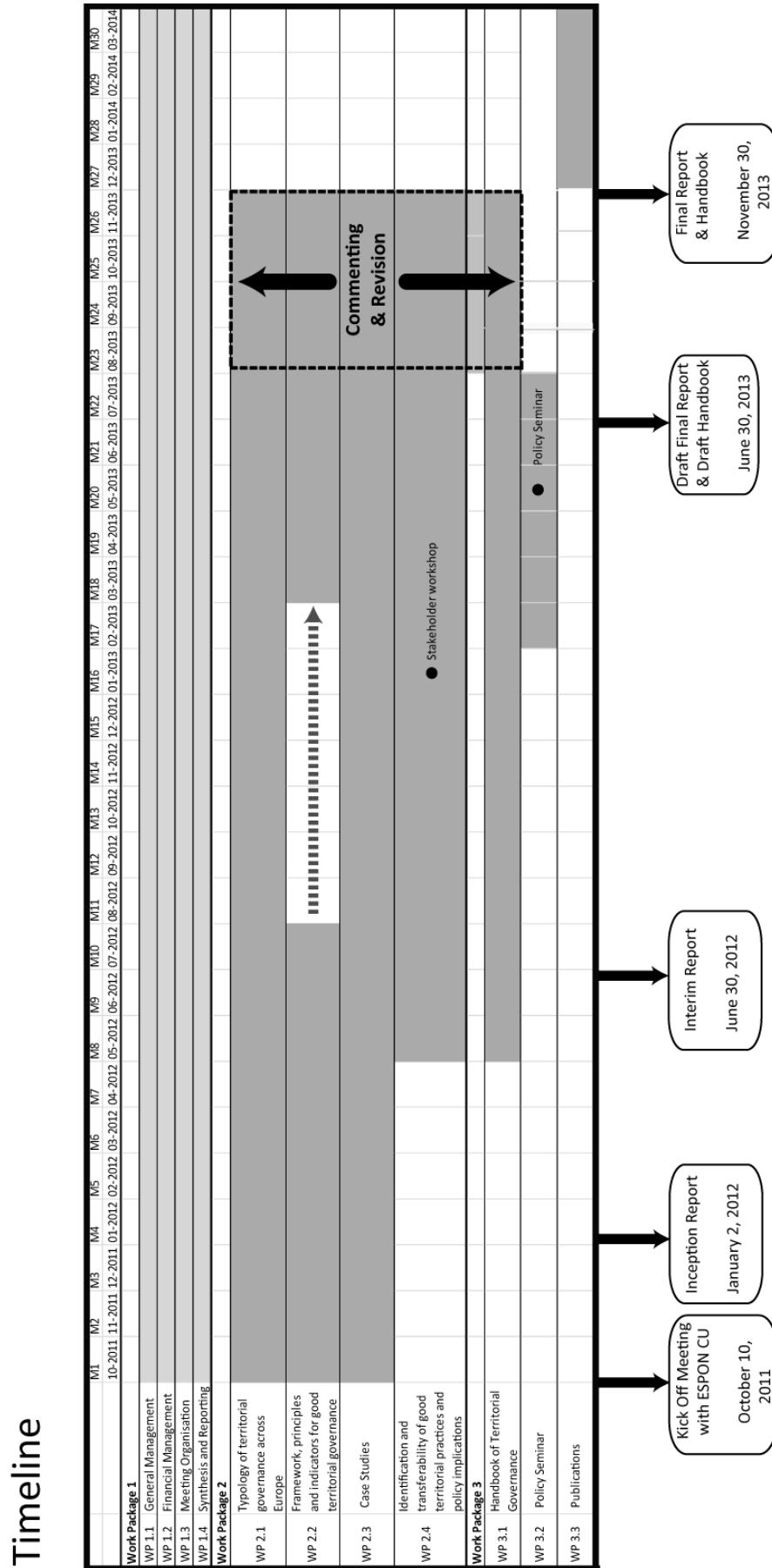
- a) Main results on the basis of available data, developed indicators, typologies, and European maps, including:
  - An overview on concepts and methodology on analysing territorial governance and preliminary conclusions. Special attention will be made to fine-tuning the terminology and further operationalizing territorial governance
  - A detailed presentation of hypotheses on the typologies.
  - Description of the methodology to be used to analyse 'good' territorial governance practices.
  - Preliminary insights from the 12 case studies.
  - Expected preliminary conclusions from the case studies.
  - First indications on the conclusions and policy relevant implications that could be the outcome of the project.
  - Data collection achieved to the extent it is relevant to the project
- b) Table of contents and outline of the Handbook.
- c) Plan for the applied research towards the draft Final Report as well as the Table of Contents envisaged for the Final report.

The work for the interim report can proceed from the beginning of January 2012 onwards. Once the inception report and the selection of case studies have been approved, the TPG is prepared to work in particular with the latter. To coordinate the further work, the next TPG meeting is scheduled for 20-21 February, 2012 and will be hosted by Partner 2 in Delft, NL.

### **Possible barriers to project implementation**

The TANGO project does not at this stage expect any insurmountable barriers to project implementation. It may be prove to be unwieldy to access comparable governance data and secondary sources from non-EU countries (to be used in the typology), but as discussed in chapter 8 the team will nevertheless strive to include as many of these countries as possible.

Figure 3: Revised Timeline



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## ANNEX I: Overview of Case Studies

<b>Case</b>	<b>Geographical coverage</b>	<b>Anticipated mode(s) of governance</b> (Howlett 2009)	<b>EU 2020 Priority/ Targets or Flagship initiative</b>	<b>Territorial Scope</b>	<b>Territorial policy areas addressed</b>	<b>Territorial Governance challenges to be overcome</b>	<b>Hypothesized "good" or innovative governance element(s)</b>
<b>1. Territorial Climate Change governance in the BSR</b>	Baltic Sea Region, SE and DE	Legal/ Market	Sustainable Growth  Climate / Energy target	Macro-regional (Baltic Sea Region), Municipal (Stockholm, Hamburg)	Climate change, land-use planning, energy policy, environmental policy	Developing climate strategies among multi-governance levels (multi-regional in SE, multi-federal state in DE, as well as EUSBSR)	Good use of transfer of knowledge resulting from territorial cooperation projects
<b>2. Sustainable cross-border transport links: "Mid-nordic Green Corridor"</b>	Nordic Countries (SE, NO, FI)	Corporatist/ Network	Sustainable and Smart Growth  Flagship initiative "Resource Efficient Europe"	National/ Cross-border/ Regional / Peripheral, sparsely populated areas	Transport policy, green growth	Improvement and development of sustainable cross-border transport links; regional Cooperation among several levels of government and also involvement of private stakeholders	Cross-border cooperation, regional cooperation in peripheral and rural areas, promotion of SMEs working with green growth
<b>3. Coordination of land-use and transport</b>	Southern Randstad (NL)	Market / Corporatist	Smart Growth	Intra-municipal	Transport, land-use	Coordination of public transport, increasing accessibility	"Soft" governance approach, Integration public and private actors in various policies

<b>Case</b>	<b>Geographical coverage</b>	<b>Anticipated mode(s) of governance</b> (Howlett 2009)	<b>EU 2020 Priority/ Targets or Flagship initiative</b>	<b>Territorial Scope</b>	<b>Territorial policy areas addressed</b>	<b>Territorial Governance challenges to be overcome</b>	<b>Hypothesized "good" or innovative governance element(s)</b>
<b>4. Cross-border water management</b>	Rhine River basin, here in particular NL and DE	Hierarchist/ Network	Sustainable Growth	Cross-border	Water Framework Directive	Differences in competencies and responsibilities between countries	Coordination of national priorities and approaches in water basin management
<b>5. Target-based Tripartite Agreement (CEC, Italy, Lombardy)</b>	Southern Europe, Alpine Space, IT	Corporatist (Legal)	Sustainable Growth: Flagship initiative "Resource Efficient Europe"	Metropolitan (Milan), Regional (Lombardy)	Sustainable mobility	Improving the implementation of EU policies in the transport, environment and energy sectors	Added value, simplification, political benefits, efficiency gains, involvement and participation of regional and local authorities, speedier performance (COM(2002) 709 final)
<b>6. Innovative economic development strategies (Saint Etienne)</b>	Southern Europe, Western Mediterranean, FR	Legal (Corporatist)	Sustainable Growth: Flagship Initiative "An industrial policy for the globalization era"  Inclusive Growth: Flagship Initiative "An agenda for new skills and jobs"	Metropolitan (Saint Etienne), Urban/Rural	Economic policy	Economic development strategies to address the crisis of the traditional industrial sector and to promote sustainable and innovative development programmes and actions	Formalised coordination of policies and strategies (horizontal governance), interaction of different actors (horizontal and vertical governance), attention to territorial specificities.

<b>Case</b>	<b>Geographical coverage</b>	<b>Anticipated mode(s) of governance (Howlett 2009)</b>	<b>EU 2020 Priority/ Targets or Flagship initiative</b>	<b>Territorial Scope</b>	<b>Territorial policy areas addressed</b>	<b>Territorial Governance challenges to be overcome</b>	<b>Hypothesized "good" or innovative governance element(s)</b>
<b>7. Sub-regional governance through Local Enterprise Partnership (LEP)</b>	England	Market/ Corporatist	Smart growth  Economic growth, Employment generation	Sub-regional / inter-municipal scale (NUTS3)	Economic development	Integration between economic, social and environmental goals; Lack of planning power; Competition vs. Cooperation between municipalities Limited resources; Differences between public and private sector partners	H1: LEP will enhance cooperation between municipalities H2: LEP will attract investment and economic growth H3: LEP will create new jobs H4: LEP represents decentralisation of power and responsibilities
<b>8. Localism through Neighbourhood governance (NG)</b>	England	Network/ Market	Inclusive growth  Social inclusion/ public participation	Sub-municipal / Neighbourhood scale (NUTS 5 and below)	Spatial planning	Horizontal and vertical coordination at municipal level, Capacity building, Equity and fairness, Society v. Community tensions	H1: NG will enhance governance capacity at sub-municipal level H2: NG will enhance community engagement H3: NG will lead to more development / growth H4: NG will represent the aspirations of the local communities
<b>9. Managing of Structural Funds in Central Eastern Europe</b>	Hungary, Poland, Slovakia, Romania	Hierarchical/ corporatist	Inclusive growth	National, NUTS 2,	Especially infrastructure, economic development	Multi-level Governance, partnership, policy integration, territorial reforms	Comprehensive planning, enabling mechanisms, adaptation-learning

<b>Case</b>	<b>Geographical coverage</b>	<b>Anticipated mode(s) of governance</b> (Howlett 2009)	<b>EU 2020 Priority/ Targets or Flagship initiative</b>	<b>Territorial Scope</b>	<b>Territorial policy areas addressed</b>	<b>Territorial Governance challenges to be overcome</b>	<b>Hypothesized "good" or innovative governance element(s)</b>
<b>10. European Capital of Culture, Pécs (2010)</b>	Hungary (European wide comparison)	Network	Inclusive growth  Social inclusion/ public participation	NUTS 3	Culture, creative industry, public places	Civic involvement, Multi-level Governance, big scale project implementation	Bottom up movements, outsourcing,
<b>11. Implementation of regional development and spatial planning policies in Slovenia</b>	Slovenia, Ljubljana Urban Region	Legal/ Corporatist	Sustainable growth  Flagship initiative: "Resource Efficient Europe"	Regional (NUTS 3), inter-municipal	Regional dev., spatial, environmental and land use planning, with focus on developing transport and environmental infrastructure projects	(Administrative) regions in Slovenia have not been institutionalised yet, regional development agencies and regional councils are "umbrella" organisations in formulating and implementing regional development programmes. The municipalities are the main stakeholders as well as different economic sectors and the Government.	Territorial governance practices of: (i) "integrated" cross-sectoral policies, regional programming and project development at the regional/local level; (ii) inter-municipal cooperation and multi-level governance; (iii) traditionally strong (>40 years) (national) regional policy vis-à-vis (new) European regional and cohesion policy
<b>12. Governance of natural areas in the Alpine Adriatic area</b>	Alpine Adriatic area (SI, IT, AT, HU, HR)	Corporatist/ Network	Sustainable Growth  Flagship initiative "Resource Efficient Europe"	Trans-national (Alpine Adriatic area), Cross-border, Regional	Land-use planning, environment policy, biodiversity	Coordinated protection and management of natural areas in a transnational setting (coordinating actions of national, regional, local actors)	Mutual learning and adaptation of strategies and actions between the actors involved

## **ESPON TANGO Case Study Matrix:**

### Case 1: Territorial Climate Change Governance in the BSR

Climate change mitigation and adaptation strategies have become priorities for most of the countries of the Baltic Sea Region (BSR). Epistemic knowledge and institutional capacity is being built up locally within regions and municipalities, while cross-border cooperation and transnational learning within and between the BSR territories is being encouraged by forums for exchange across national divides. Many of these governance efforts are occurring within the framework of the European Union Strategy for the Baltic Sea Region (EUSBSR). The strategy's action plan specifically recommends the strategic action: "Establish a regional adaptation strategy at the level of the Baltic Sea Region which would provide a useful framework for strengthening cooperation and sharing information across the region" (COM 2009b). The case study will examine at the inter-sectoral and multi-level governance challenges within the EUSBSR and focus specifically on the far-reaching climate change mitigation efforts in Stockholm (SE) and the specific challenge of coordinating adaptation efforts across three federal states in the Metropolitan Region of Hamburg (DE). The way that these cities learn from one another and from other examples in the BSR macro-region is an example of "good" governance practices across territories.

### Case 2: Sustainable cross-border transport links: "Mid-nordic Green Transport Corridor"

The Midnordic Green Transport Corridor is an overall ambition to improve the transport links connecting the city of Trondheim in Norway with the cities of Östersund and Sundsvall in Sweden with a link over to Finland. The joint project North East Cargo Link II (NECL II) involves national, regional and local stakeholders in Norway, Sweden and Finland. The project is ranging from 2010 to 2013 and more specifically consist of implementing preparatory pilot studies with the aim to improve roads and railways, developing a better ICT system for transport operators and ensuring better intermodal solutions to remove existing bottlenecks.

The problem or issue addressed within the project is at least three-folded: 1) finding ways and means of developing better conditions for business and especially SMEs in the region, 2) developing sustainable transport links within the region and 3) better integration of the cross-border region. The case of the Midnordic Green Transport Corridor is addressing both smart and sustainable growth as well as territorial cohesion. The case is "smart" because it aims at developing the cleantech sector in the area, involving both private companies and research institutions and enhancing knowledge in the field within the region. It is "sustainable" as it is enhancing greener transport solutions, for example by encouraging railway transport rather

than road transports. Finally, it aims at enhancing territorial cohesion by improving territorial integration within the cross-border region.

In terms of stakeholders involved the project more specifically includes municipalities, inter-municipal organisations, county councils, national transport authorities and universities. Associated partners of the project are representatives of the industry as well as the Nordic Council of Ministers. The case is an example of good governance practices both vertically between levels and horizontally between private and public stakeholders.

#### Case 3: Coordination of land-use and transport in the Randstad

Stedenbaan Plus (CityRail Plus) is an integrated programme for coordinating public transport and spatial development in the province of Zuid Holland (South Holland) in the Netherlands. It involves cooperation between different levels of government as well as private parties (a rail operator and the managing authority for the national rail infrastructure). The programme covers the southern part of the Randstad region (the Zuidvleugel) in the highly urbanised western part of the Netherlands. The programme's partners comprise the Province of Zuid-Holland, the region of Holland-Rijnland, the city regions of the Hague and Rotterdam, the municipalities of Rotterdam and the Hague, the municipal cooperation areas of Drechtsteden and Midden-Holland, the principal passenger railway operator in the Netherlands (NS) and the national rail infrastructure managing authority (ProRail). In the area of transport policy, the programme seeks to increase the quality and frequency of rail connections within the region, develop a more integrated system and increase the accessibility of stations (e.g. by improving Park and Ride facilities, cycle parking, safety in and around the stations, access to and from stations). In the area of spatial planning, the StedenbaanPlus programme seeks to promote the construction of new homes, offices and facilities around public transport nodes. As part of the StedenbaanPlus programme, the public authorities seek cooperation and agreements with property developers in order to promote the construction of buildings around public transport nodes as a priority. This case study represents a multi-level, non-statutory 'soft' governance approach involving public and private partners and different policy sectors

#### Case 4: Cross-border river management: Rhine River Basin

Water management is not just a national or regional concern, it also has a European dimension as a result of legislation such as the 2000 European Water Framework Directive and the 2004 Flood Directive. One of the features of the European Water Framework Directive is that it introduces a catchment approach in which land and water are considered as one interconnected management area. At any level of decision-making, water policy is strongly interconnected to other policy areas (e.g. environment, agriculture, planning, recreation and economic development) and these interconnections result in



complex decision-making processes involving processes of negotiation and bargaining between the policy sectors. However, the complexity of governance increases when water catchment areas cross national boundaries and require transboundary cooperation in order to prepare joint river basin management plans. Such a situation arises in the Delta Rhine sub-basin which involves cooperation between the Netherlands and Germany. An important governance problem related to water management in this sub-basin arises as a result of differences in competences and responsibilities between these two countries. In the Netherlands the national government has primary responsibility for water policy whereas it is a state (Land) responsibility in Germany. This means that the competent authorities in the Netherlands do not have direct counterparts at the same administrative level in Germany (and vice versa). Added to this complexity is the fact that, at the sub-national level, there are 16 river basin districts in the Netherlands and 26 water boards and only in a small number of cases do the administrative boundaries of the water boards coincide with those of the river basin districts. Transboundary governance issues arising from the European Water Framework Directive in the Delta Rhine sub-basin form the focus of the research in this case study. It represents a multi-level governance approach involving public agencies and stakeholders representing different policy sectors and different national priorities and approaches.

#### Case 5: Target-based Tripartite Agreement (CEC, Italy, Lombardy)

Target-based tripartite contracts and agreements between the Community, the Member States and regional or local authorities have been proposed originally by the European Commission's *White Paper on European Governance* (2001), and later institutionalised by an apposite communication (COM (2002) 709 final) and a EU Parliament resolution in order to ensure the necessary flexibility for implementing Community legislation and programmes "with a strong territorial impact". They are expected accordingly to "offer value added by comparison with other instruments for the achievement of common objectives. This value added may lie in either the simplification resulting from the contract [...] or in the political benefits and efficiency gains resulting from closer involvement and participation of regional and local authorities [...]. In some cases, such simplification and increased participation of territorial authorities may also be expected to lead to speedier performance" (COM (2002) cit.). The proposed case study concerns the first even target-based tripartite agreement, signed by European Commission, Italian Government and Lombardy Region in 2004, after three pilot agreements experienced at the urban scale in Birmingham (UK), Lille (FR) and Pescara (IT). This was addressed explicitly to "improving through a better governance the implementation of EU policies adopted in the environment, transport and energy sectors" through six lines of interventions: 1) reducing the amount of motorised traffic in the sensitive zones; 2) offering efficient and effective public transport; 3) increasing the use of alternative motor fuels; 4) increasing the use of new intelligent technologies; 5) increasing safety and security; 6) promoting a healthy living environment. Despite the different timing of implementation, these aims deal clearly with the EU2020 priority "Sustainable growth" and in particular with the flagship initiative "Resource efficient Europe".

### Case 6: Innovative economic development strategies (Saint Etienne)

The Saint Etienne metropolitan area is the sixth largest urban region in France, including 43 municipalities for a total of about 400.000 inhabitants. It has suffered of a major industrial and manufacturing crisis, which has led in past decades to a loss of population that, combined with a leadership crisis, has threatened the development of the whole area. The reaction to the crisis has seen two main phases: the first, in the last twenty years of the past century, saw a change in the political leadership of the main city (Saint Etienne) corresponding to a shift in the economic recovery strategy from a protectionist attitude towards the re-use of brown-fields and employment related policies; the second phase started when inter-municipal bodies (among which the "agglomeration") gained strength thanks to national reforms on inter-municipal cooperation (1999, Lois Chevènement). The latter phase was based on budget allocation from the State, on the coordination of development strategies among the different municipalities involved, and on flagship initiatives (e.g. on innovative industrial and business poles or on urban transport). The State has played an important role in the regeneration of the local economy via the creation of a single-purpose public regeneration agency (EPASE, created in 2007) with a 15-years strategic perspective for the whole urban area. In this framework, at least four topics deserve attention in a territorial governance perspective: 1) vertical relations among European, national, regional and local bodies regarding funds allocation and the legal framework; 2) horizontal relations among municipalities in the agglomeration and public and private actors in the economic development strategy; 3) the process of definition of new skills and employment policies to face the population loss related to the local workforce specificities; 4) the definition of a development strategy based on local features and resources.

### Case 7: Sub-regional governance for economic development

Since coming to power in 2010, the Conservative government in the UK has abolished the regional development agencies and their regional spatial and economic strategies. It introduced a new form of regional governance based on the local partnership between the public and private sectors. The Department for Communities and Local Government defines Local Enterprise Partnerships (LEP) as 'locally-owned partnerships between local authorities and businesses', playing 'a central role in determining local economic priorities and undertaking activities to drive economic growth and the creation of local jobs'. They allow the local authorities to work together and with the private sector to deliver the central government's objectives for economic growth and decentralisation. Since their introduction, 38 partnerships have been set up, with some areas being in more than one partnership. The case study will examine the problems of transition in regional governance, and the challenges facing public-private partnerships and inter-municipal collaboration at a regional scale. A case study of Tees Valley Unlimited, one of the first rounds of partnerships, will be used to examine the effects of long standing collaboration between neighbouring municipalities on their ability to form a sub-regional partnership. The partnership includes four local

authorities (Middlesbrough, Hartlepool, Darlington, and Redcar & Cleveland) with a population of 650,000 and the ambition to transform the economy of a de-industrialising region to a diversified and inclusive high-value low-carbon economy.

#### Case 8: Neighbourhood governance for spatial planning

Another initiative introduced by the new Conservative government in the UK has been neighbourhood planning. The initiative aims at empowering local communities, and local businesses, to plan the future of the places where they live and work. In particular, according to the Department for Communities and Local Government, local communities will be able to, 'choose where they want new homes, shops and offices to be built; have their say on what those new buildings should look like; grant planning permission for the new buildings they want to see go ahead.' A number of 'frontrunners' were given funding to produce either a development plan document and/or a local development order, which would provide the parish council/community group with reasonable guidance and technical assistance to facilitate their preparation of a plan or order and appoint a suitably qualified professional to undertake an independent examination of any proposed planning document. These new powers of planning bring forward important questions about local governance, especially at the neighbourhood level, as to who is involved in the process, how one neighbourhood plan would relate to another, and their impact on the overall governance and planning processes at the municipal level, especially in the context of dwindling resources. The case study will evaluate this initiative by focusing on a particular area: Fish Quay Heritage Partnership in North Shields, which has been one of these frontrunners. Residents have been invited to work on the future of the area, especially on a number of vacant sites, as part of a year-long planning process.

#### Case 9: Management of Structural Funds (SF) in Central-Eastern European (CEE) countries

It is common that SF have a significant impact on public administration, especially in Eastern and Central Europe, where the absorption of the EU subsidies is one of the most important policy ambitions. However, the governance regime of SF is a considerable challenge, since traditional government structures and practices in CEE do not typically fit with the principles of decentralisation and regionalism, partnership, efficiency, transparency and strategic integrative planning. Therefore, CEE countries have tried to adapt to the new challenges in two ways; by implementing structural reforms (learning) and/or by establishing separate, "strange" structures and institutions to better fit the SF structure (imitating). The case study will deal with territorial public administrative reform processes that have occurred in some CEE countries and with the special management institutions of SF, with the aim of identifying factors which support or hinder the adaptation process.

#### Case 10: European Capital of Culture (ECC), Pécs, 2010

The ECC is a typical “European” project in regards to governance. The implementation of the one-year jamboree needs innovative solutions to involve social, artisan and business partners (partnership); to cooperate with higher governance levels (MLG); and to harmonise the project actions with the traditional, permanent government system. These challenges serve as the basis for the city designated as ECC to create “itself”, that is to be “place based” at the European scene. Pécs, a medium sized city in Hungary celebrated the ECC project in 2010. The story provides many lessons with general relevance on the functioning of OMC, MLG, “governance” in Eastern European context, while also making it possible to compare with previous ECCs.

#### Case 11: Implementation of regional development and spatial planning policies in Slovenia

Until now (November 2011), no administrative NUTS 3 regions have been established in Slovenia, due to long-term professional and political debates about the number and size of the regions. For analytical purposes, 12 “statistical” NUTS 3 regions have been used since the mid-1990s for statistical and analytical purposes, and since 2002, they are also known as “developing” regions in the new national and regional policy documents. The Central Slovenian (statistical) NUTS 3 region is the largest region in Slovenia, by population size (approx. 500.000 inhabitants or 25% of total Slovenian population) and land (12.6% of country’s territory), comprising the City of Ljubljana and 25 smaller NUTS 5 municipalities. The City of Ljubljana (NUTS 5) and Central Slovenian (statistical/developing) NUTS 3 region became the most important location of economic activities in Slovenia, while also preserving the environment and the quality of life for local citizens. The Central Slovenian statistical region is often called the “Ljubljana Urban Region” (LUR), especially after the establishment of the Regional Development Agency of Ljubljana Urban Region (RDA LUR) in 2001-2002. The important challenges for regional, spatial, environmental and land use development, as well as territorial governance of LUR, are the implementation of policy goals, strategies, programmes, and projects dealing with, amongst other things, climate adaptation and mitigation, energy efficiency and the low carbon economy. Formulated at the national, sectoral, regional and local levels, at a time of financial austerity in Slovenia the aim is to achieve the complex goals of Europe 2020 strategy for smart, sustainable and inclusive cities and regions.

This case study will represent the evaluation of territorial governance practices and innovative policies in the Ljubljana Urban Region during the past 20 years, particularly after the establishment of the RDA LUR (2001). It will focus on the implementation of multi-level policies at the (inter-) municipal level, especially in relation to the implementation of transport and environmental infrastructure projects. The case study of LUR will: (i) provide the evidence of good (and other) practices in relation to inherent conflicts of interest and different institutional arrangements, (ii) identify new territorial challenges of –

smart, sustainable, inclusive city regions, (iii) provide policy recommendations for national, regional and local authorities in Slovenia, and (iv) identify conditions for transferability - especially to other Central and South-East European (urban) regions.

#### Case 12: Governance of natural areas in the Alpine-Adriatic area

Although the concept of the Alpine-Adriatic area dates back almost half a century, it has never been very clearly defined. The name refers to the territory in the eastern part of the Alps, touching the Mediterranean in the south and the Pannonian plain in the east, where the Germanic, Romanic, Slavic and Finno-Ugric language groups and cultures meet. Formally, it has always encompassed at the Italian region of Friuli – Venezia Giulia, Carinthia in Austria and Slovenia. It also often includes the Italian region of Veneto, the Austrian region of Styria, Croatia and south-western Hungary. It may also include the Austrian regions of Salzburg, Burgenland and Upper Austria, Trentino in Italy and Bavaria in Germany. For a long time, the Alps-Adriatic Working Community (AAWC) was useful for defining the area, despite the fact that the membership of the Working Community has been changing since it was formally established in 1978.

The thematic focus of the case study will be the natural areas and their governance within the framework of the Alpine-Adriatic area. Like in most parts of the Alps, natural areas form a key component of the territory, crossing all kinds of administrative borders. As awareness about their importance developed almost simultaneously with cooperation in the area, so did the need for a coordinated approach to their protection and management. The case study will investigate the evolution of the cooperation in relation to natural areas, the diversity of approaches to their governance and efforts for their coordination.



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# 1. Background to Revision of Annex I on Case Study Selection

This revised Annex I to the ESPON TANGO Inception Report (delivered on 31 December 2011) is in response to the feedback and comments of the TANGO Sounding Board Members, the Monitoring Committee and the Coordination Unit (Final Version delivered 02 March 2012). As such it provides a further justification for the selection of case studies in the project and addresses the specific comments received:

*1) Are case study subjects sufficiently mature so that claims for effectiveness can be verified to some extent? Has the studied component of territorial governance contributed to achievement of territorial objectives?*

*2) The value of case study no. 10 (Pecs, ECC) is unclear – land and soil resource efficiency is perhaps a more valuable theme considering the policy push around the European Commission's Roadmap for a resource-efficient Europe;*

*3) Only one 'bottom up' case study is presented – is this approach not topical across Europe?*

In response to the first question 1), the case study objects are all relatively recent (from around 2000 until the present). This is to ensure the topicality of studying the territorial governance processes at play within the cases. However all cases were chosen on the grounds that territorial governance processes have progressed sufficiently far that it is possible to discern some element of “good” territorial governance, as shown in the final column ‘Hypothesized “good” or innovative governance element(s)’ of the Case Study Matrix below. In addition, project partners all have some prior knowledge or preliminary analysis of the case study areas which facilitates that the cases can be as mature as possible as well as up-to-date as possible.

As per Annex III of the Subsidy Contract “Europe 2020 is a key reference document for this project and should be considered in the project’s implementation. The lead partner will explain in the inception report how the objectives and targets of Europe 2020, as well as national-specific targets identified by Europe 2020, will inform the research framework and final outputs such as the main report and handbook”. Thus we have ensured that each case study addresses some aspect of Europe 2020 and in particular that each case includes some element of “good” or innovative territorial governance which strikes the appropriate balance among efficiency, equity and sustainability objectives (or put differently; smart, inclusive and sustainable growth). As the cases all deal with the pursuance and attainment of some territorial objective formulated in the Case Study Matrix as “Territorial Governance Challenges to be Overcome” in the second to last column, we are confident that some dimension of prior achievement is covered within the cases.

With regard to the second question 2), we have further justified case study No. 10 (Pecs, ECC). The case provides many lessons with general relevance on the functioning of OMC (Open Method of Coordination), MLG (multi-level governance), and “governance”

in an Eastern European context, making it possible to compare with other ECCs implemented before. It also addresses the topical question of how and why a very centralised political and governance structure could hinder the bottom-up linkages of actors and processes and how was this overcome. Please see the revised description of case no. 10 in the Case Study Matrix. We thus propose to keep this revised case within the case study portfolio.

However in order to reflect the policy push around the European Commission's Roadmap for a resource-efficient Europe, we have elected to replace one of the cases (Case No. 2 on Sustainable cross-border transport links: "Mid-nordic Green Corridor") with a new study on "Resource efficient urban development in Stockholm". This case is expected to uncover some current barriers to implement more resource efficient urban development policies, including spatially focused densification (in particular at nodes for Public Transport), a better functional mix in urban quarters and to improve the energy efficiency of buildings. It will also provide some insightful evidence regarding successful efforts to bring a variety of stakeholders together in urban development processes and the mutually shared formulation and implementation of valuable projects in this respect. At the same time since Case No. 2 focuses on Stockholm and an urban area we have slightly revised the local foci of Case Study No. 1 (Territorial Climate Change governance in the BSR) to be understood through the local and coastal lenses of Mecklenburg-Western Pomerania, DE, and Kalundborg, DK, where climate change adaptation measures are taking place locally, but within the context of inter-sectoral and multi-level impulses.

Finally in addressing the third question, we find that nearly all of the cases address some aspect of "bottom-up" governance, where the impetus of territorial development is taking place and evaluated at local and/or regional level. In particular, cases 2, 3, 5, 7, 8 and 11 very much display bottom-up approaches to territorial governance.

## 2. Revised Case Study Matrix

<i>Case</i>	<b>Geographical cover-age</b>	<b>Anticipated mode(s) of governance</b> (Howlett 2009)	<b>EU 2020 Priority/ Targets or Flagship initiative</b>	<b>Territorial Scope</b>	<b>Territorial policy areas addressed</b>	<b>Territorial Governance challenges to be overcome</b>	<b>Hypothesized “good” or innovative governance element(s)</b>
<b>1. Territorial Climate Change governance in the BSR</b>	Baltic Sea Region, DE and DK	Legal/ Market	Sustainable Growth  Climate / Economic (Tourism) target	Macro-regional Regional (Mecklenburg Western Pomerania) and Local (Kalundborg)	Climate change, land-use planning, policy, environmental policy	Developing climate strategies among multi-governance levels and across sectors (multi-sectoral in DE, multi-actor in DK and multi-regional in the EUSBSR)	Good use of transfer of knowledge resulting from territorial cooperation projects
<b>2. Resource efficient urban development</b>	Stockholm, Sweden	Corporatist/ Network	Sustainable and Smart Growth  Flagship initiative “Resource Efficient Europe”	regional /inter-municipal and local scale	Transport and land- use policy, urban design and strategic urban planning	Barriers to implement more resource efficient urban development policies in terms of e.g. high-density development (in particular at nodes for Public Transport), better functional mix in urban quarters and to improve the energy efficiency of buildings.	High incorporation of local community, cross-sectoral partnerships (developers, architects, municipality, transport agencies), targeted inter-municipal/municipal-regional cooperation
<b>3. Coordination of land-use and transport</b>	Southern Randstad (NL)	Market / Corporatist	Smart Growth	Intra-municipal	Transport, land-use	Coordination of public transport, increasing accessibility	“Soft” governance approach, Integration public and private actors in various policies

<i>Case</i>	<b>Geographical coverage</b>	<b>Anticipated mode(s) of governance</b> (Howlett 2009)	<b>EU 2020 Priority/ Targets or Flagship initiative</b>	<b>Territorial Scope</b>	<b>Territorial policy areas addressed</b>	<b>Territorial Governance challenges to be overcome</b>	<b>Hypothesized “good” or innovative governance element(s)</b>
<b>4. Cross-border water management</b>	Rhine River basin, here in particular NL and DE	Hierarchist/ Network	Sustainable Growth	Cross-border	Water Framework Directive	Differences in competencies and responsibilities between countries	Coordination of national priorities and approaches in water basin management
<b>5. Target-based Tripartite Agreement (CEC, Italy, Lombardy)</b>	Southern Europe, Alpine Space, IT	Corporatist (Legal)	Sustainable Growth: Flagship initiative “Resource Efficient Europe”	Metropolitan (Milan), Regional (Lombardy)	Sustainable mobility	Improving the implementation of EU policies in the transport, environment and energy sectors	Added value, simplification, political benefits, efficiency gains, involvement and participation of regional and local authorities, speedier performance (COM(2002) 709 final)
<b>6. Innovative economic development strategies (Saint Etienne)</b>	Southern Europe, Western Mediterranean, FR	Legal (Corporatist)	Sustainable Growth: Flagship Initiative “An industrial policy for the globalization era”  Inclusive Growth: Flagship Initiative “An agenda for new skills and jobs”	Metropolitan (Saint Etienne), Urban/Rural	Economic policy	Economic development strategies to address the crisis of the traditional industrial sector and to promote sustainable and innovative development programmes and actions	Formalised coordination of policies and strategies (horizontal governance), interaction of different actors (horizontal and vertical governance), attention to territorial specificities.

<i>Case</i>	<b>Geographical cover-age</b>	<b>Anticipated mode(s) of governance</b> (Howlett 2009)	<b>EU 2020 Priority/ Targets or Flagship initiative</b>	<b>Territorial Scope</b>	<b>Territorial policy areas addressed</b>	<b>Territorial Governance challenges to be overcome</b>	<b>Hypothesized “good” or innovative governance element(s)</b>
<b>7. Sub-regional governance through Local Enterprise Partnership (LEP)</b>	England	Market/ Corporatist	Smart growth  Economic growth, Employment generation	Sub-regional / inter-municipal scale (NUTS3)	Economic development	Integration between economic, social and environmental goals; Lack of planning power; Competition vs. Cooperation between municipalities Limited resources; Differences between public and private sector partners	H1: LEP will enhance cooperation between municipalities H2: LEP will attract investment and economic growth H3: LEP will create new jobs H4: LEP represents decentralisation of power and responsibilities
<b>8. Localism through Neighbourhood governance (NG)</b>	England	Network/ Market	Inclusive growth  Social inclusion/ public participation	Sub-municipal / Neighbour-hood scale (NUTS 5 and below)	Spatial planning	Horizontal and vertical coordination at municipal level, Capacity building, Equity and fairness, Society v. Community tensions	H1: NG will enhance governance capacity at sub-municipal level H2: NG will enhance community engagement H3: NG will lead to more development / growth H4: NG will represent the aspirations of the local communities
<b>9. Mana-ging of Structural Funds in Central Eastern Europe</b>	Hungary, Poland, Slovakia, Romania	Hierarchical/ corporatist	Inclusive growth	National, NUTS 2,	Especially infrastruc-ture, economic development	Multi-level Governance, partnership, policy integration, territorial reforms	Comprehensive planning, enabling mechanisms, adaptation-learning

<i>Case</i>	<b>Geographical cover-age</b>	<b>Anticipated mode(s) of governance</b> (Howlett 2009)	<b>EU 2020 Priority/ Targets or Flagship initiative</b>	<b>Territorial Scope</b>	<b>Territorial policy areas addressed</b>	<b>Territorial Governance challenges to be overcome</b>	<b>Hypothesized “good” or innovative governance element(s)</b>
<b>10. European Capital of Culture, Pécs (2010)</b>	Hungary (European wide comparison)	Network	Inclusive growth  Social inclusion/ public participation	NUTS 3	Culture, creative industry, public places	Civic involvement, Multi-level Governance, big scale project implementation	Bottom up movements, outsourcing,
<b>11. Implementation of regional development and spatial planning policies in Slovenia</b>	Slovenia, Ljubljana Urban Region	Legal/ Corporatist	Sustainable growth  Flagship initiative: “Resource Efficient Europe”	Regional (NUTS 3), inter-municipal	Regional dev., spatial, environmental and land use planning, with focus on developing transport and environmental infrastructure projects	(Administrative) regions in Slovenia have not been institutionalised yet, regional development agencies and regional councils are “umbrella” organisations in formulating and implementing regional development programmes. The municipalities are the main stakeholders as well as different economic sectors and the Government.	Territorial governance practices of: (i) “integrated” cross- sectoral policies, regional programming and project development at the regional/local level; (ii) inter-municipal cooperation and multi-level governance; (iii) traditionally strong (>40 years) (national) regional policy vis-à-vis (new) European regional and cohesion policy
<b>12. Governance of natural areas in the Alpine Adriatic area</b>	Alpine Adriatic area (SI, IT, AT, HU, HR)	Corporatist/ Network	Sustainable Growth  Flagship initiative “Resource Efficient Europe”	Trans-national (Alpine Adriatic area), Cross-border, Regional	Land-use planning, environment policy, biodiversity	Coordinated protection and management of natural areas in a transnational setting (coordinating actions of national, regional, local actors)	Mutual learning and adaptation of strategies and actions between the actors involved

## **ESPON TANGO Case Study Matrix:**

### Case 1: Territorial Climate Change Governance in the BSR

Climate change mitigation and adaptation strategies have become priorities for most of the countries of the Baltic Sea Region (BSR). Epistemic knowledge and institutional capacity is being built up locally within regions and municipalities, while cross-border cooperation and transnational learning within and between the BSR territories is being encouraged by forums for exchange across national divides. Many of these governance efforts are occurring within the framework the European Union Strategy for the Baltic Sea Region (EUSBSR). The strategy's action plan specifically recommends the strategic action: "Establish a regional adaptation strategy at the level of the Baltic Sea Region which would provide a useful framework for strengthening cooperation and sharing information across the region" (COM 2009b). The case study will examine the inter-sectoral and multi-level governance challenges within the EUSBSR and focus specifically on the far-reaching climate change adaptation efforts in Mecklenburg Western Pomerania (DE) and Kalundborg (DK) and the specific challenge of coordinating adaptation efforts across sectors and administrative levels as well as mobilising stakeholders. The way that these coastal areas learn from one another via transnational cooperation projects in the BSR macro-region is an example of "good" governance practices across territories

### Case 2: Resource efficient urban development in the Stockholm metropolitan area

The recently adopted regional plan, Stockholm Municipality's 2010 comprehensive plan, as well as those of adjacent municipalities, all address the need to further densify the urban fabric, to extend the public transport system, to develop functionally-mixed "regional urban cores" beyond the inner city and to define new trade-offs and solutions for better energy efficiency of the building stock. In particular, the new Stockholm regional plan of 2010 is concerned with promoting balanced regional growth and more resource efficient urban forms in the face of increased demand for housing and jobs, due to the current and expected – in a European perspective – extremely high population growth.

Based on earlier investigations within the research projects SUME (FP 7) and Super Cities (urban-net programme), it is clear that new ways of cooperation and coordination have to be undertaken for achieving these ambitious goals. It appears that the urban planning mechanisms and tools are in place and oriented towards most of the major principles regarding resource efficient urban development in the Stockholm metropolitan area (such as containing/intensifying urban development, developing mixed use areas, and to a lesser extent, also improving thermal quality of buildings; cf. SUME Synthesis Report 2011). Interviews and stakeholder workshops have provided evidence that there are numerous examples where these principles have been implemented successfully in concrete projects through the concerted interplay of a number of different sectors, something that also seems to have contributed to Stockholm's designation as the first European green capital, in 2010. It will be one of the major tasks of the case study to reveal the governance practices of such concrete interventions. On the other hand, research also indicates that despite being one of the only counties in the country to have a regional planning board, there is a disjuncture between regional intentions and the municipal planning monopoly, which reduces the organisational ability to achieve regional initiatives across the wider Stockholm metropolitan area. Moreover, political and developer commitments to region wide objectives vary from municipality to municipality, as do the agendas of a number of municipalities, major developers and public authorities. Hence, within this case study we will also try to identify what kind of governance practices are observable (or needed) to compensate (at least to some extent) for such diverging interests to follow-up on resource efficient urban projects.

### Case 3: Coordination of land-use and transport in the Randstad

Stedenbaan Plus (CityRail Plus) is an integrated programme for coordinating public transport and spatial development in the province of Zuid Holland (South Holland) in the Netherlands. It involves cooperation between different levels of government as well as private parties (a rail operator and the managing authority for the national rail infrastructure). The programme covers the southern part of the Randstad region (the Zuidvleugel) in the highly urbanised western part of the Netherlands. The programme's partners comprise the Province of Zuid-Holland, the region of Holland-Rijnland, the city regions of the Hague and Rotterdam, the municipalities of Rotterdam and the Hague, the municipal cooperation areas of Drechtsteden and Midden-Holland, the principal passenger railway operator in the Netherlands (NS) and the national rail infrastructure managing authority (ProRail). In the area of transport policy, the programme seeks to increase the quality and frequency of rail connections within the region, develop a more integrated system and increase the accessibility of stations (e.g. by improving Park and Ride facilities, cycle parking, safety in and around the stations, access to and from stations). In the area of spatial planning, the StedenbaanPlus programme seeks to promote the construction of new homes, offices and facilities around public transport nodes. As part of the StedenbaanPlus programme, the public authorities seek cooperation and agreements with property developers in order to promote the construction of buildings around public transport nodes as a priority. This case study represents a multi-level, non-statutory 'soft' governance approach involving public and private partners and different policy sectors

### Case 4: Cross-border river management: Rhine River Basin

Water management is not just a national or regional concern, it also has a European dimension as a result of legislation such as the 2000 European Water Framework Directive and the 2004 Flood Directive. One of the features of the European Water Framework Directive is that it introduces a catchment approach in which land and water are considered as one interconnected management area. At any level of decision-making, water policy is strongly interconnected to other policy areas (e.g. environment, agriculture, planning, recreation and economic development) and these interconnections result in complex decision-making processes involving processes of negotiation and bargaining between the policy sectors. However, the complexity of governance increases when water catchment areas cross national boundaries and require transboundary cooperation in order to prepare joint river basin management plans. Such a situation arises in the Delta Rhine sub-basin which involves cooperation between the Netherlands and Germany. An important governance problem related to water management in this sub-basin arises as a result of differences in competences and responsibilities between these two countries. In the Netherlands the national government has primary responsibility for water policy whereas it is a state (Land) responsibility in Germany. This means that the competent authorities in the Netherlands do not have direct counterparts at the same administrative level in Germany (and vice versa). Added to this complexity is the fact that, at the sub-national level, there are 16 river basin districts in the Netherlands and 26 water boards and only in a small number of cases do the administrative boundaries of the water boards coincide with those of the river basin districts. Transboundary governance issues arising from the European Water Framework Directive in the Delta Rhine sub-basin form the focus of the research in this case study. It represents a multi-level governance approach involving public agencies and stakeholders representing different policy sectors and different national priorities and approaches.



#### Case 5: Target-based Tripartite Agreement (CEC, Italy, Lombardy)

Target-based tripartite contracts and agreements between the Community, the Member States and regional or local authorities have been proposed originally by the European Commission's *White Paper on European Governance* (2001), and later institutionalised by an apposite communication (COM (2002) 709 final) and a EU Parliament resolution in order to ensure the necessary flexibility for implementing Community legislation and programmes "with a strong territorial impact". They are expected accordingly to "offer value added by comparison with other instruments for the achievement of common objectives. This value added may lie in either the simplification resulting from the contract [...] or in the political benefits and efficiency gains resulting from closer involvement and participation of regional and local authorities [...]. In some cases, such simplification and increased participation of territorial authorities may also be expected to lead to speedier performance" (COM (2002) cit.). The proposed case study concerns the first even target-based tripartite agreement, signed by European Commission, Italian Government and Lombardy Region in 2004, after three pilot agreements experienced at the urban scale in Birmingham (UK), Lille (FR) and Pescara (IT). This was addressed explicitly to "improving through a better governance the implementation of EU policies adopted in the environment, transport and energy sectors" through six lines of interventions: 1) reducing the amount of motorised traffic in the sensitive zones; 2) offering efficient and effective public transport; 3) increasing the use of alternative motor fuels; 4) increasing the use of new intelligent technologies; 5) increasing safety and security; 6) promoting a healthy living environment. Despite the different timing of implementation, these aims deal clearly with the EU2020 priority "Sustainable growth" and in particular with the flagship initiative "Resource efficient Europe".

#### Case 6: Innovative economic development strategies (Saint Etienne)

The Saint Etienne metropolitan area is the sixth largest urban region in France, including 43 municipalities for a total of about 400.000 inhabitants. It has suffered of a major industrial and manufacturing crisis, which has led in past decades to a loss of population that, combined with a leadership crisis, has threatened the development of the whole area. The reaction to the crisis has seen two main phases: the first, in the last twenty years of the past century, saw a change in the political leadership of the main city (Saint Etienne) corresponding to a shift in the economic recovery strategy from a protectionist attitude towards the re-use of brown-fields and employment related policies; the second phase started when inter-municipal bodies (among which the "agglomeration") gained strength thanks to national reforms on inter-municipal cooperation (1999, Lois Chevènement). The latter phase was based on budget allocation from the State, on the coordination of development strategies among the different municipalities involved, and on flagship initiatives (e.g. on innovative industrial and business poles or on urban transport). The State has played an important role in the regeneration of the local economy via the creation of a single-purpose public regeneration agency (EPASE, created in 2007) with a 15-years strategic perspective for the whole urban area. In this framework, at least four topics deserve attention in a territorial governance perspective: 1) vertical relations among European, national, regional and local bodies regarding funds allocation and the legal framework; 2) horizontal relations among municipalities in the agglomeration and public and private actors in the economic development strategy; 3) the process of definition of new skills and employment policies to face the population loss related to the local workforce specificities; 4) the definition of a development strategy based on local features and resources.

#### Case 7: Sub-regional governance for economic development

Since coming to power in 2010, the Conservative government in the UK has abolished the regional development agencies and their regional spatial and economic strategies. It introduced a new form of regional governance based on the local partnership between the public and private sectors. The Department for Communities and Local Government defines Local Enterprise Partnerships (LEP) as ‘locally-owned partnerships between local authorities and businesses’, playing ‘a central role in determining local economic priorities and undertaking activities to drive economic growth and the creation of local jobs’. They allow the local authorities to work together and with the private sector to deliver the central government’s objectives for economic growth and decentralisation. Since their introduction, 38 partnerships have been set up, with some areas being in more than one partnership. The case study will examine the problems of transition in regional governance, and the challenges facing public-private partnerships and inter-municipal collaboration at a regional scale. A case study of Tees Valley Unlimited, one of the first rounds of partnerships, will be used to examine the effects of long standing collaboration between neighbouring municipalities on their ability to form a sub-regional partnership. The partnership includes four local authorities (Middlesbrough, Hartlepool, Darlington, and Redcar & Cleveland) with a population of 650,000 and the ambition to transform the economy of a de-industrialising region to a diversified and inclusive high-value low-carbon economy.

#### Case 8: Neighbourhood governance for spatial planning

Another initiative introduced by the new Conservative government in the UK has been neighbourhood planning. The initiative aims at empowering local communities, and local businesses, to plan the future of the places where they live and work. In particular, according to the Department for Communities and Local Government, local communities will be able to, ‘choose where they want new homes, shops and offices to be built; have their say on what those new buildings should look like; grant planning permission for the new buildings they want to see go ahead.’ A number of ‘frontrunners’ were given funding to produce either a development plan document and/or a local development order, which would provide the parish council/community group with reasonable guidance and technical assistance to facilitate their preparation of a plan or order and appoint a suitably qualified professional to undertake an independent examination of any proposed planning document. These new powers of planning bring forward important questions about local governance, especially at the neighbourhood level, as to who is involved in the process, how one neighbourhood plan would relate to another, and their impact on the overall governance and planning processes at the municipal level, especially in the context of dwindling resources. The case study will evaluate this initiative by focusing on a particular area: Fish Quay Heritage Partnership in North Shields, which has been one of these frontrunners. Residents have been invited to work on the future of the area, especially on a number of vacant sites, as part of a year-long planning process.

#### Case 9: Management of Structural Funds (SF) in Central-Eastern European (CEE) countries

It is common that SF have a significant impact on public administration, especially in Eastern and Central Europe, where the absorption of the EU subsidies is one of the most important policy ambitions. However, the governance regime of SF is a considerable challenge, since traditional government structures and practices in CEE do not typically fit with the principles of decentralisation and regionalism, partnership, efficiency, transparency and strategic integrative planning. Therefore, CEE countries have tried to adapt to the new challenges in two ways; by implementing structural reforms (learning) and/or by establishing separate, “strange” structures and institutions to better fit the SF structure (imitating). The case study will deal with territorial public administrative reform processes that have occurred in some CEE countries and with the special management institutions of SF, with the aim of identifying factors which support or hinder the adaptation process.

#### Case 10: European Capital of Culture (ECC), Pécs, 2010

The ECC is a typical “European” project in regards to governance. The implementation of the one-year jamboree needs innovative solutions to involve social, artisan and business partners (partnership); to cooperate with higher governance levels (MLG); and to harmonise the project actions with the traditional, permanent government system. These challenges serve as the basis for the city designated as ECC to create “itself”, that is to be “place based” at the European scene. Pécs, a medium sized city in Hungary celebrated the ECC project in 2010. The story provides many lessons with general relevance on the functioning of OMC, MLG, “governance” in Eastern European context, while also making it possible to compare with previous ECCs. The case will be embedded in the time introducing the Hungarian territorial governance contexts and newest governmental reforms.

#### Case 11: Implementation of regional development and spatial planning policies in Slovenia

Until now (November 2011), no administrative NUTS 3 regions have been established in Slovenia, due to long-term professional and political debates about the number and size of the regions. For analytical purposes, 12 “statistical” NUTS 3 regions have been used since the mid-1990s for statistical and analytical purposes, and since 2002, they are also known as “developing” regions in the new national and regional policy documents. The Central Slovenian (statistical) NUTS 3 region is the largest region in Slovenia, by population size (approx. 500.000 inhabitants or 25% of total Slovenian population) and land (12.6% of country’s territory), comprising the City of Ljubljana and 25 smaller NUTS 5 municipalities. The City of Ljubljana (NUTS 5) and Central Slovenian (statistical/developing) NUTS 3 region became the most important location of economic activities in Slovenia, while also preserving the environment and the quality of life for local citizens. The Central Slovenian statistical region is often called the “Ljubljana Urban Region” (LUR), especially after the establishment of the Regional Development Agency of Ljubljana Urban Region (RDA LUR) in 2001-2002. The important challenges for regional, spatial, environmental and land use development, as well as territorial governance of LUR, are the implementation of policy goals, strategies, programmes, and projects dealing with, amongst other things, climate adaptation and mitigation, energy efficiency and the low carbon economy. Formulated at the national, sectoral, regional and local levels, at a time of financial austerity in Slovenia the aim is to achieve the complex goals of Europe 2020 strategy for smart, sustainable and inclusive cities and regions.

This case study will represent the evaluation of territorial governance practices and innovative policies in the Ljubljana Urban Region during the past 20 years, particularly after the establishment of the RDA LUR (2001). It will focus on the implementation of multi-level policies at the (inter-) municipal level, especially in relation to the implementation of transport and environmental infrastructure projects. The case study of LUR will: (i) provide the evidence of good (and other) practices in relation to inherent conflicts of interest and different institutional arrangements, (ii) identify new territorial challenges of – smart, sustainable, inclusive city regions, (iii) provide policy recommendations for national, regional and local authorities in Slovenia, and (iv) identify conditions for transferability - especially to other Central and South-East European (urban) regions.

### Case 12: Governance of natural areas in the Alpine-Adriatic area

Although the concept of the Alpine-Adriatic area dates back almost half a century, it has never been very clearly defined. The name refers to the territory in the eastern part of the Alps, touching the Mediterranean in the south and the Pannonian plain in the east, where the Germanic, Romanic, Slavic and Finno-Ugric language groups and cultures meet. Formally, it has always encompassed at the Italian region of Friuli – Venezia Giulia, Carinthia in Austria and Slovenia. It also often includes the Italian region of Veneto, the Austrian region of Styria, Croatia and south-western Hungary. It may also include the Austrian regions of Salzburg, Burgenland and Upper Austria, Trentino in Italy and Bavaria in Germany. For a long time, the Alps-Adriatic Working Community (AAWC) was useful for defining the area, despite the fact that the membership of the Working Community has been changing since it was formally established in 1978.

The thematic focus of the case study will be the natural areas and their governance within the framework of the Alpine-Adriatic area. Like in most parts of the Alps, natural areas form a key component of the territory, crossing all kinds of administrative borders. As awareness about their importance developed almost simultaneously with cooperation in the area, so did the need for a coordinated approach to their protection and management. The case study will investigate the evolution of the cooperation in relation to natural areas, the diversity of approaches to their governance and efforts for their coordination.