



EUROPEAN UNION

Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

// The Europeanization of territorial governance and spatial planning. A tool for analysis

Giancarlo Cotella & Umberto Janin Rivolin



Interuniversity Department of Regional and Urban Studies and Planning
Politecnico di Torino

Outline

1. Territorial governance and spatial planning systems as institutional technologies
2. The Europeanization of territorial governance and spatial planning
3. Downloading influences and domestic changes
4. Uploading influences and opportunities for horizontal exchange
5. Main findings and chances for cross-fertilization

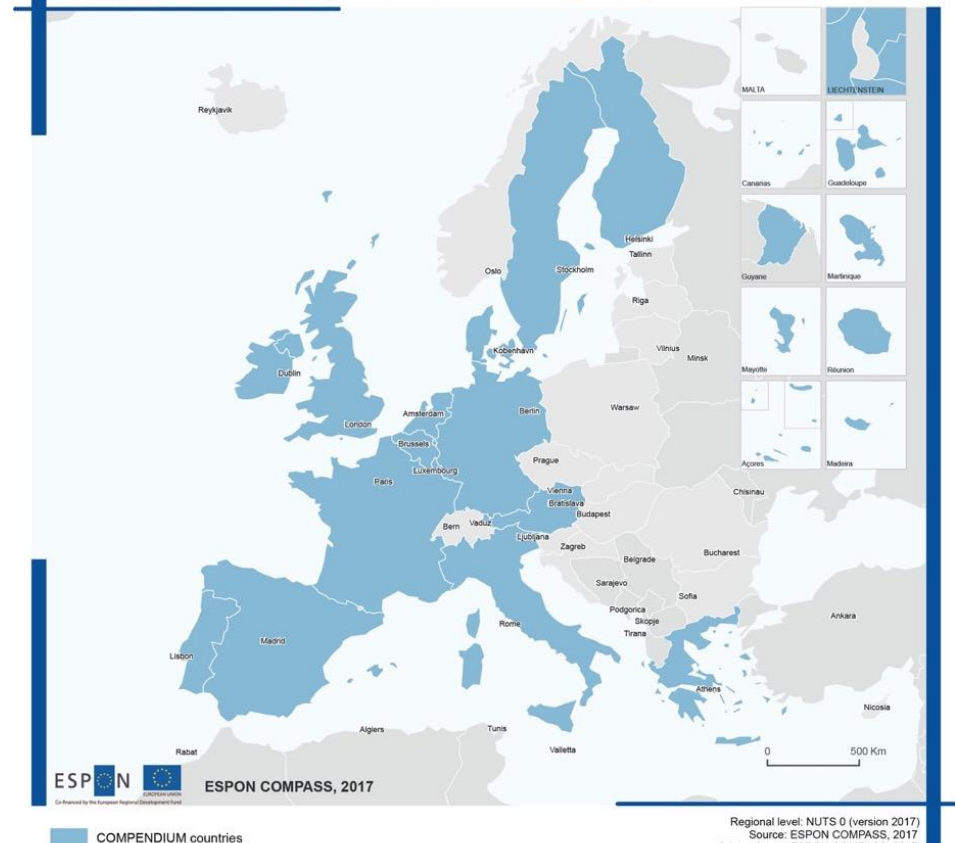
1. Territorial governance and spatial planning systems as institutional technologies

1997 EU Compendium

- 15 countries
- Static portraits
- only superficial attention to the role of the EU



Scope of The EU Compendium of Spatial Planning Systems and Policies (1997)



1. Territorial governance and spatial planning systems as institutional technologies

Comparative Analysis of Territorial Governance and Spatial Planning Systems in Europe

June 2016 – June 2018

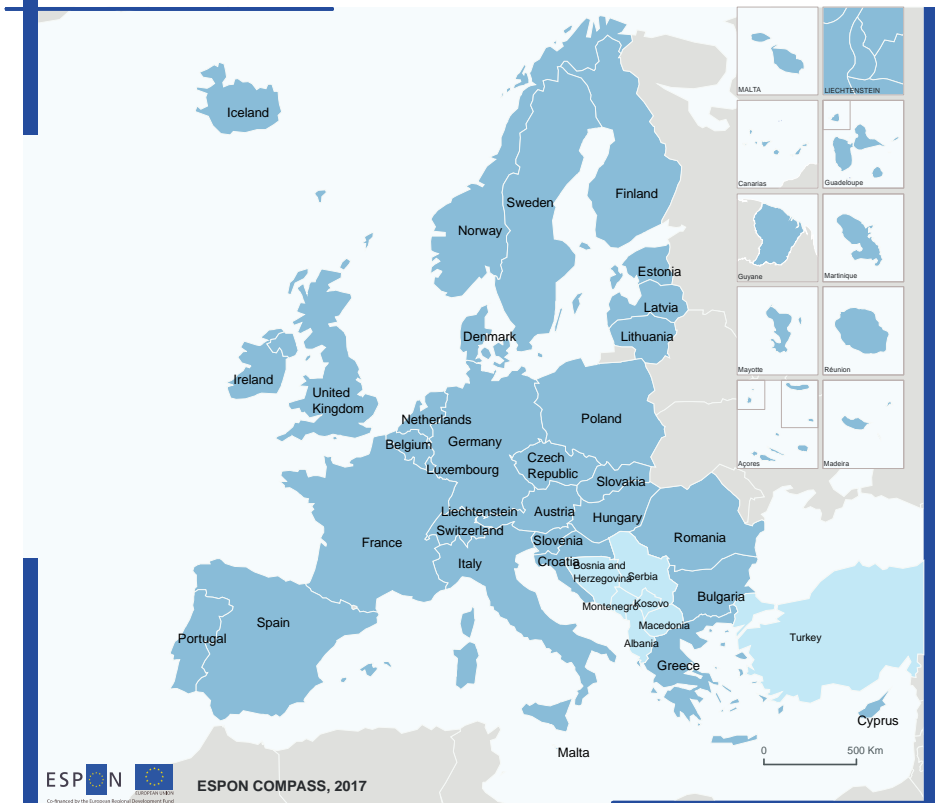
MAIN OBJECTIVE

To describe and explain changes in **territorial governance and spatial planning systems** and policies:

- across Europe (32 + 7 countries);
- since 2000;
- with particular reference to the impact of the European Union.

To identify good practice on the relationship between spatial planning and EU (Cohesion) policy; and to recommend how those relationships can be improved

Scope of the COMPASS project



Regional level: NUTS 0 (version 2017)
Source: ESPON COMPASS, 2017
Origin of data: ESPON COMPASS, 2017
CC - UMS RIATE for administrative boundaries

1. Territorial governance and spatial planning systems as institutional technologies

Spatial planning system as:

- a set of practices subjected to **processes of institutionalization** (Gualini, 2001)
- an '**institutional technology** of government' (Mazza, 2003)

The concepts of '**institution**' and '**technology**' are both recognised in science as subject to **evolutionary processes of innovation** (Fageberg, 2004; Gardner *et al.*, 2007, etc.),

in other words, through trial and error processes, they are capable to produce 'qualitative novelties that constitute a new kind or level of reality' (Moroni, 2010)

1. Territorial governance and spatial planning systems as institutional technologies

As an institutional technology, the system of territorial governance is a **social construction**, that constitute the “**hinge** between the government system [...] and the spatial production and consumption system” (Mazza, 2003)

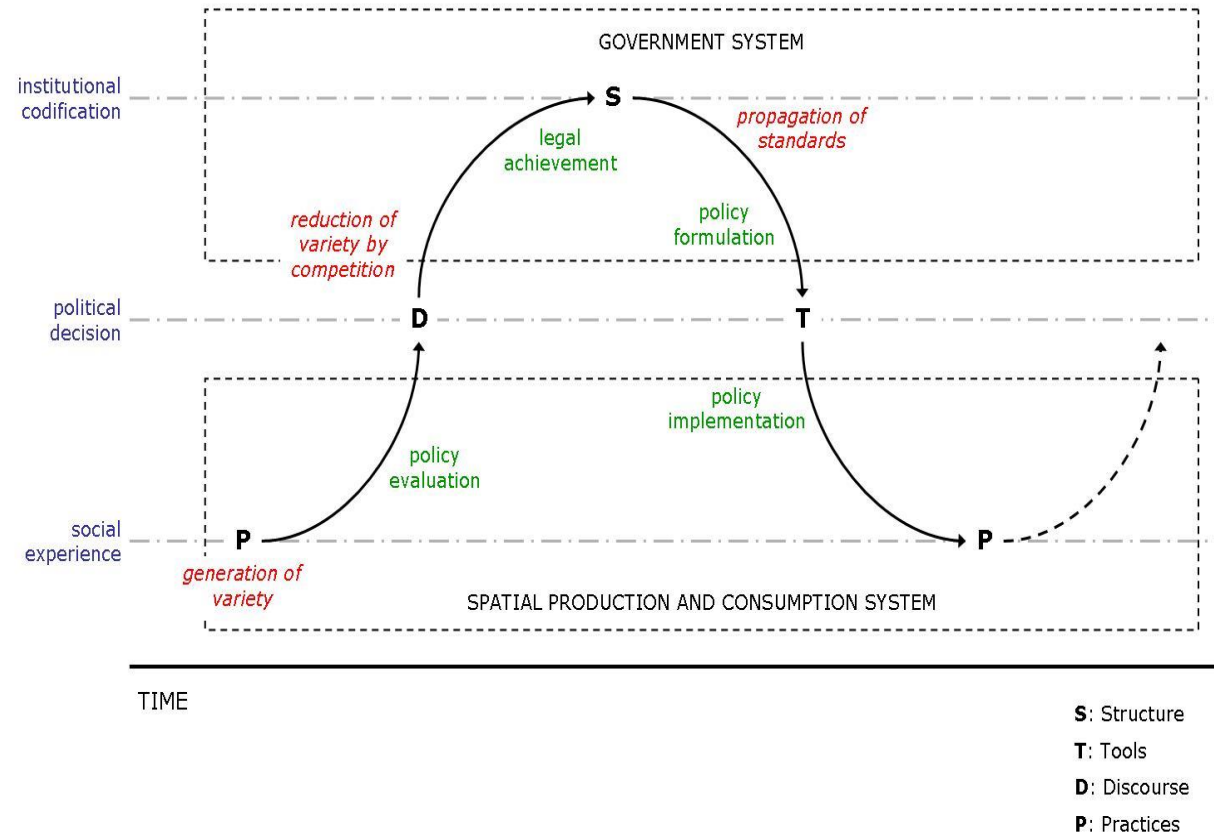
Institutions, technologies and, in general, all social constructions are **end-products of creative selection processes of trial and error**, based on:

- I. the **generation of variety** (in particular, a variety of practices and rules)
- II. competition and reduction of the variety (of rules) via **selection**
- III. propagation and some **persistence of the solution** (the system of rules) selected

(Moroni, 2010)

1. Territorial governance and spatial planning systems as institutional technologies

Practices
Discourse
Structure
Tools



2. The Europeanization of territorial governance and spatial planning

What is Europeanization?

- Not a “domestic reaction to Europe” but an **interactive** conception of Europeanization (Salgado & Woll, 2004).
- Not a linear “top-down” impact of the EU on the member states but a **set of complex logics of co-evolution and adaptation** (Gualini, 2003; Megie & Ravinet, 2004).

In this context the question to be answered is not whereas a nation is “Europeanizing” or not, but what are the **characteristics** and the **impact** of the **set of relations entwining EU and domestic realities** within EU multilevel governance.

2. The Europeanization of territorial governance and spatial planning

Mechanisms of Europeanization

Various “**top-down**” influences (Knill & Lehmkuhl, 1999):

- i. The EU imposes **regulatory models** to which national devices must adapt
- ii. The EU alters the “**rules of the game**” by changing local opportunities through the redistribution of resources and powers
- iii. The EU indirectly influences national devices, altering the **convictions and expectations** of domestic actors

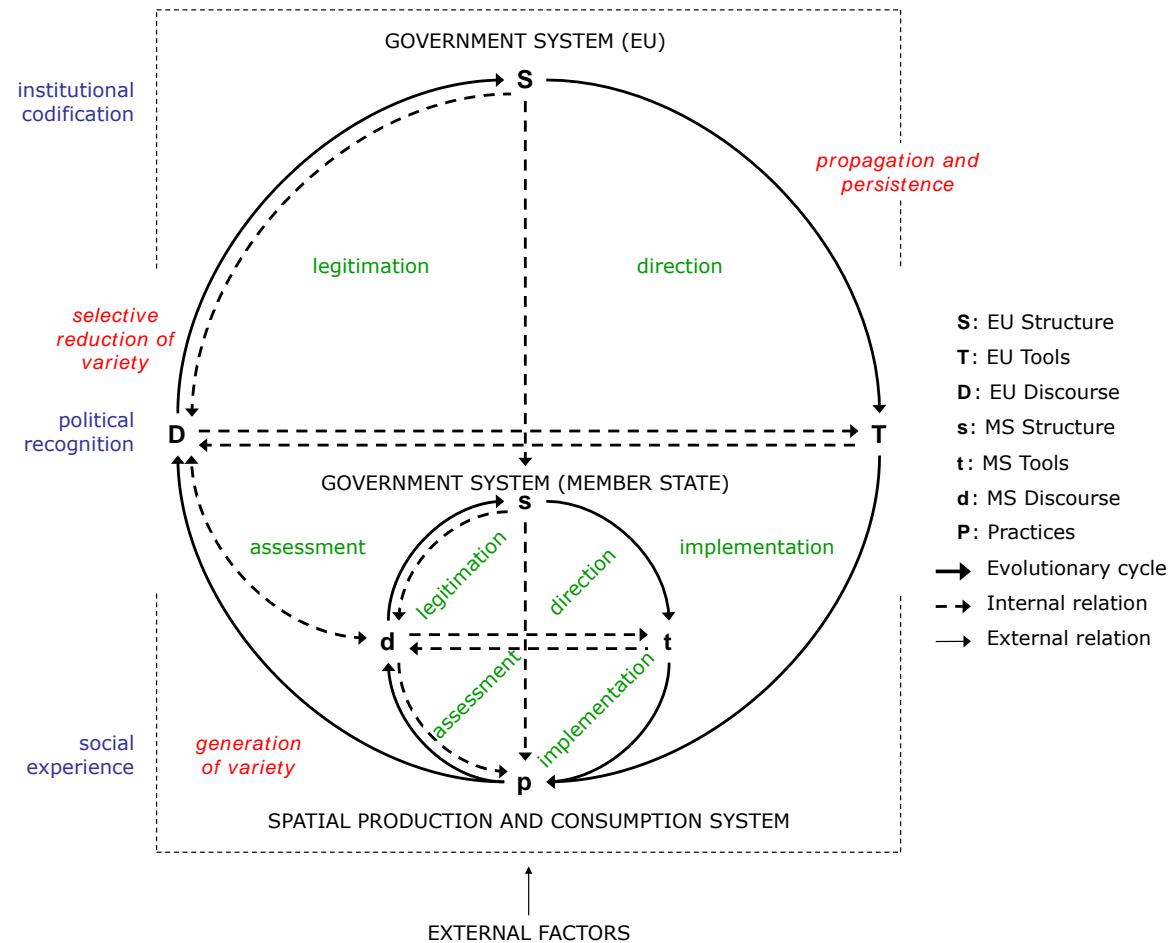
Combined with “**bottom-up**” influences (Wishlade et al., 2003):

- Double simultaneous process: “download” and “**upload**”

And crossed by “**horizontal**” influences

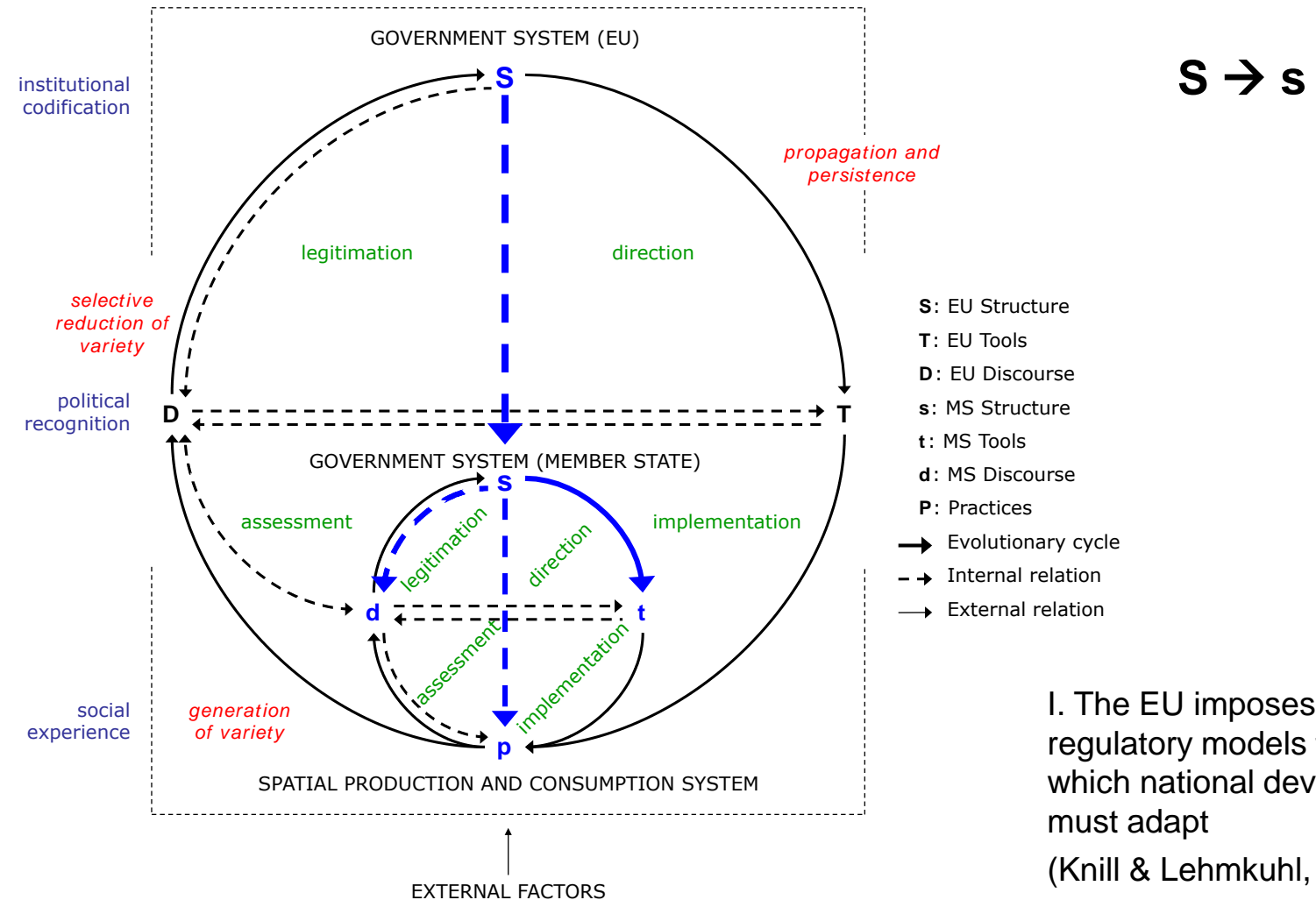
- **From State to State**, EU as exchange platform

2. The Europeanization of territorial governance and spatial planning



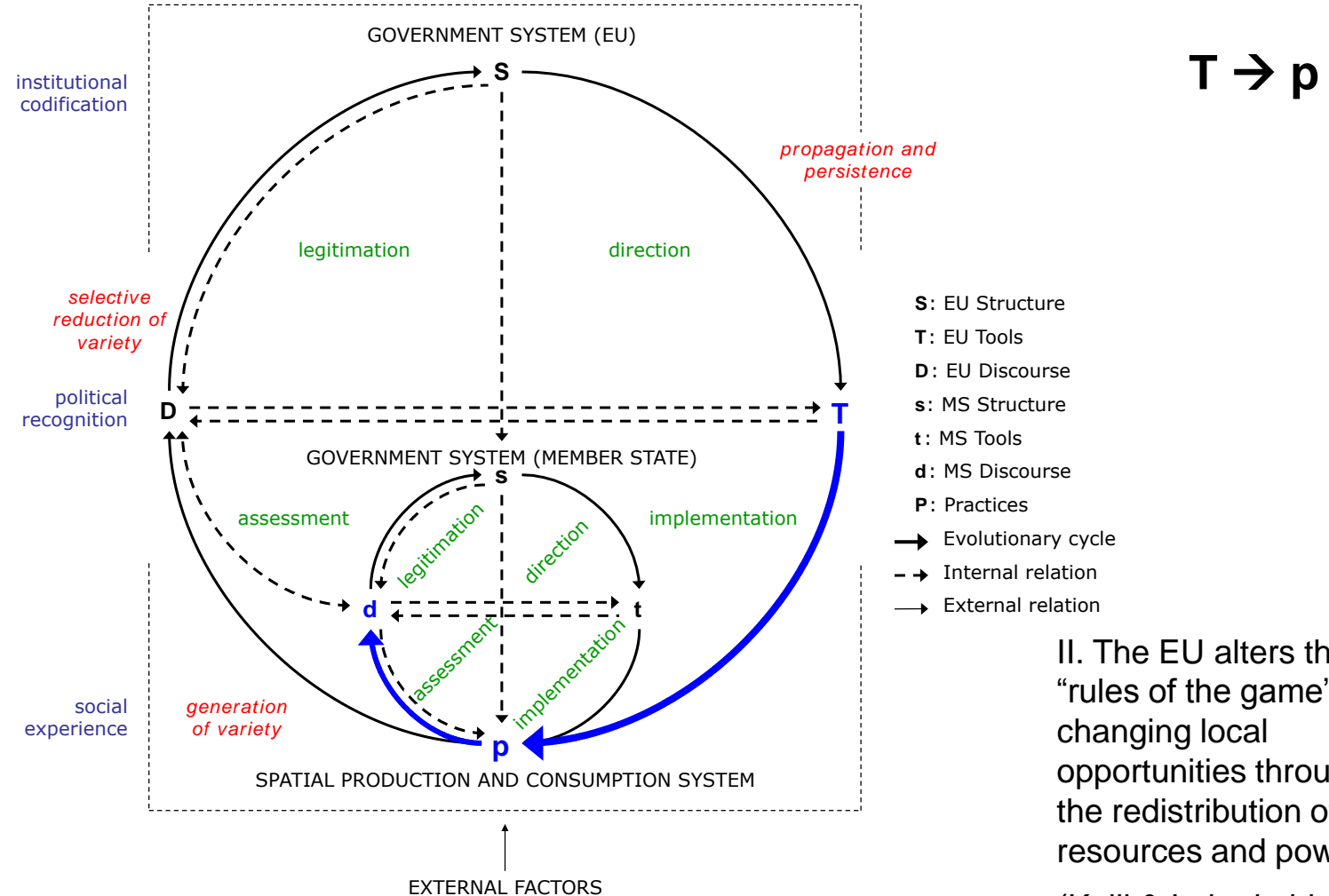
3. Downloading influences and domestic change

Structural influence



3. Downloading influences and domestic change

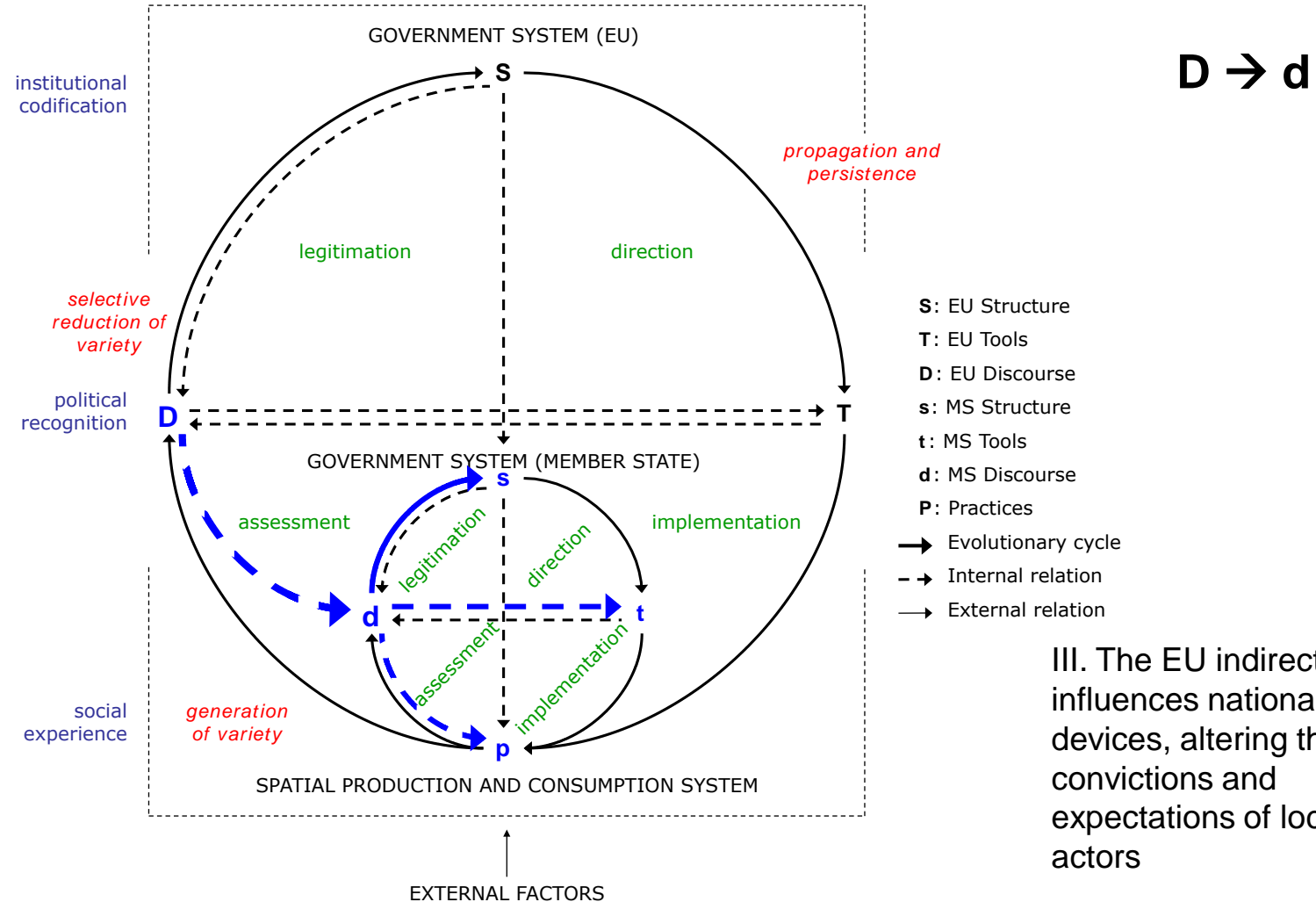
Instrumental influence



II. The EU alters the “rules of the game” by changing local opportunities through the redistribution of resources and powers (Knill & Lehmkuhl, 1999)

3. Downloading influences and domestic change

Top-down discursive influence

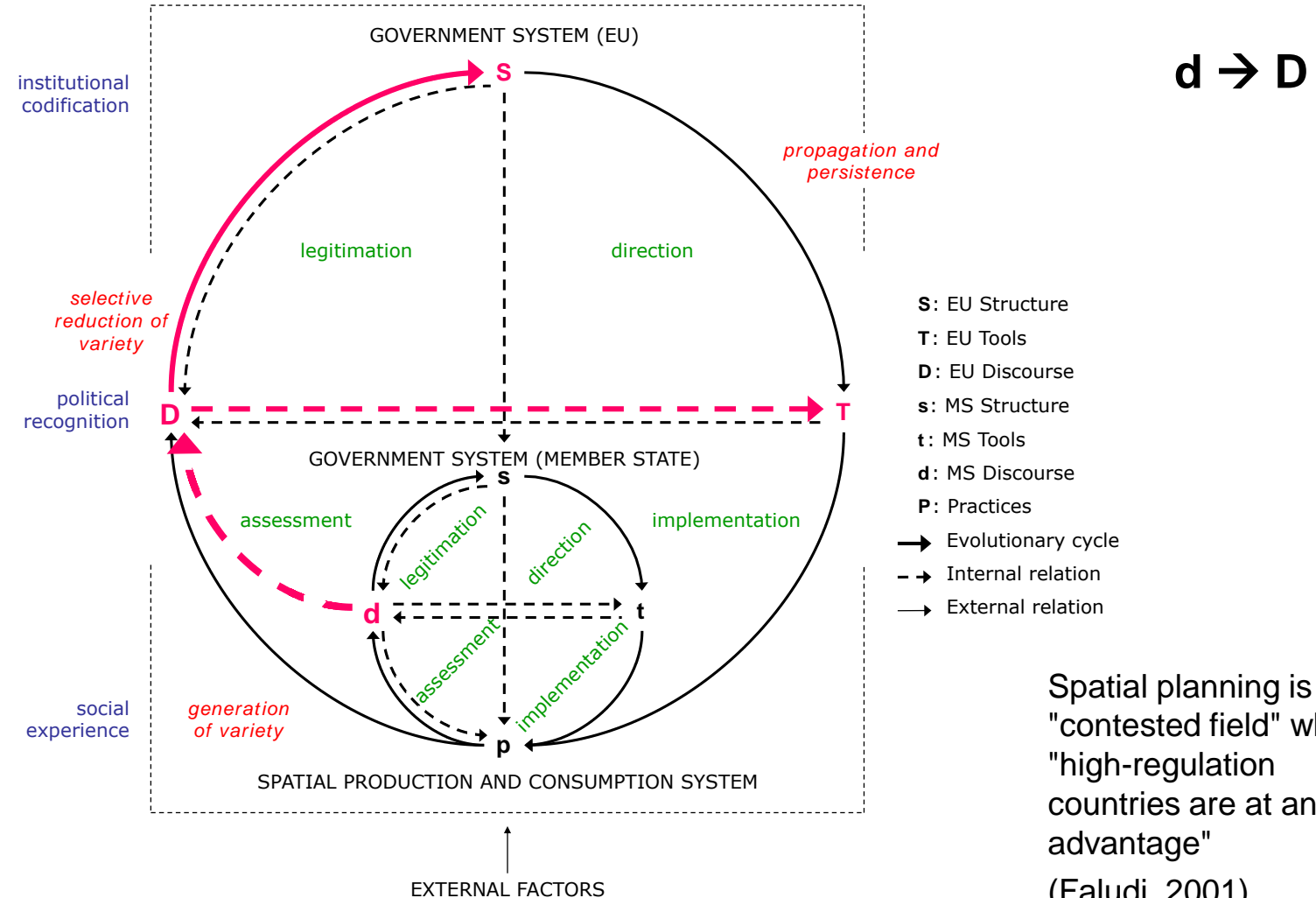


III. The EU indirectly influences national devices, altering the convictions and expectations of local actors

(Knill & Lehmkuhl, 1999)

4. Uploading influences and opportunities for horizontal exchange

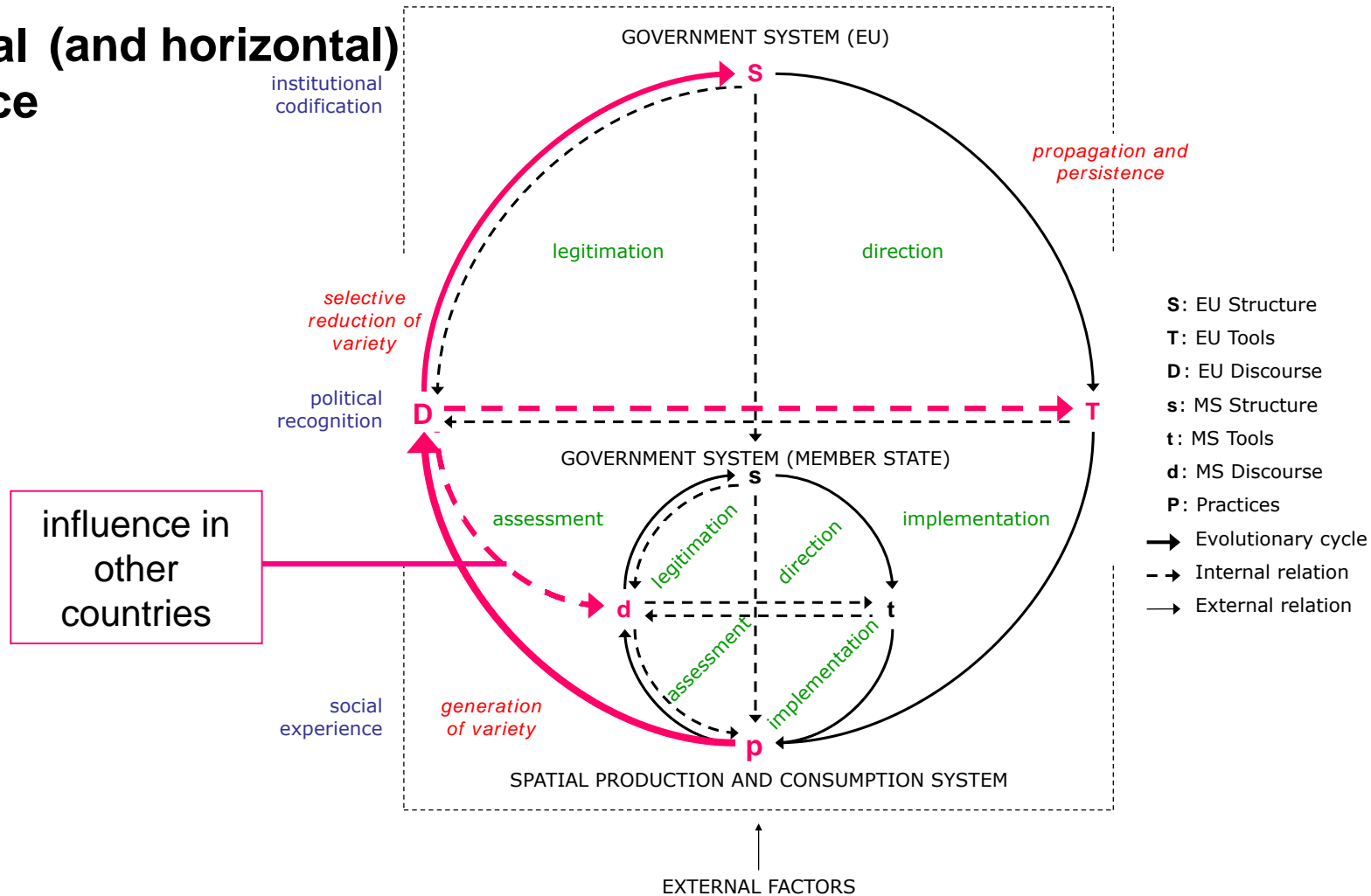
Bottom-up discursive influence



Spatial planning is a "contested field" where "high-regulation countries are at an advantage" (Faludi, 2001)

4. Uploading influences and opportunities for horizontal exchange

Practical (and horizontal) influence



p → D

Ultimately, European spatial planning takes shape by passing through the prism of progressive and complex changes in planning practices (Janin Rivolin & Faludi, 2005)

5

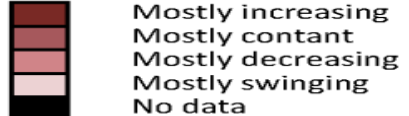
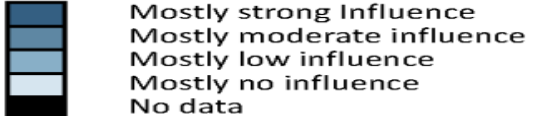
Main findings and chances for cross-fertilization

5. Main finding and chances for cross-fertilization

Type of influence	Source dimension	Type of relation	Primary influence on	Possible secondary influence on	Direction of whole process	Prevailing form of influence	Drivers of change	
on domestic territorial governance	structural (S → s)	EU Structure	contextual	domestic structure	domestic tools practices domestic discourse	top-down	legal conditionality	rules
	instrumental (T → p)	EU Tools	evolutionary	practices	domestic discourse	top-down bottom-up	economic conditionality social learning	resources interactive knowledge
	top-down discursive (D → d)	EU Discourse	contextual	domestic discourse	domestic structure domestic tools practices	circular	cognitive persuasion	expert knowledge
on EU territorial governance	bottom-up discursive (d → D)	domestic discourse	contextual	EU Discourse	EU Structure EU Tools	circular	cognitive persuasion	expert knowledge
	practical (p → D)	practices	evolutionary	EU Discourse	EU Structure EU Tools different domestic discourse	bottom-up horizontal	social learning	interactive knowledge

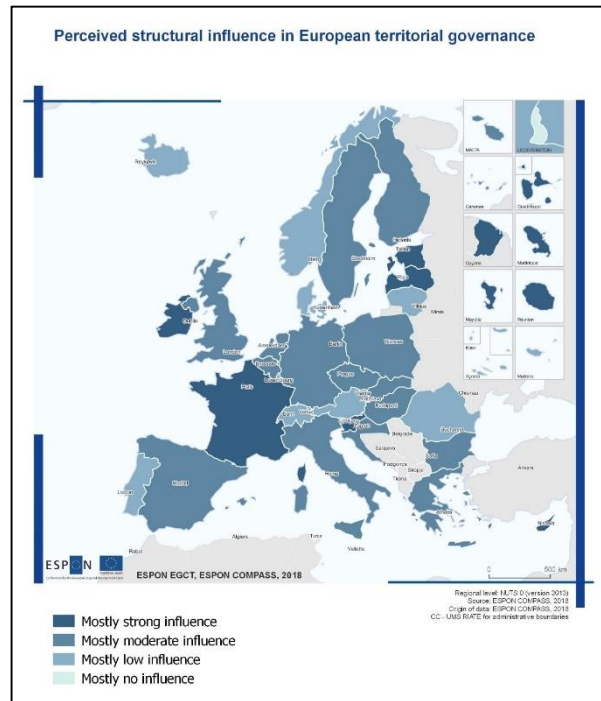
	Top-down influences			Bottom-up influences		Top-down influences (trend 2000 - 2016)			Bottom-up influences (trend 2000 - 2016)	
	Structural influence	Instrumental influence	Discursive influence (top-down)	Discursive influence (bottom-up)	Practical influence	Structural influence	Instrumental influence	Discursive influence (top-down)	Discursive influence (bottom-up)	Practical influence
	Environmental legislation Energy legislation Competition legislation	Cohesion policy Rural development policy Territorial cooperation Urban policy Transport policy	Mainstream development strategies Urban agenda Spatial policy documents ESPON	Intergovernmental discourse Urban policy Territorial cohesion debate Mainstream development strategies	Practical influence	Environmental legislation Energy legislation Competition legislation	Cohesion policy Rural development policy Territorial cooperation Urban policy transport policy	Mainstream development strategies Urban agenda Spatial policy documents ESPON	Intergovernmental discourse Urban policy Territorial cohesion debate Mainstream development strategies	Practical influence
AT										
BE										
BG										
CH										
CY										
CZ										
DE										
DK										
EE										
EL										
ES										
FI										
FR										
HR										
HU										
IE										
IS										
IT										
LI										
LT										
LU										
LV										
MT										
NL										
NO										
PL										
PT										
RO										
SE										
SI										
SK										
UK										

Legend

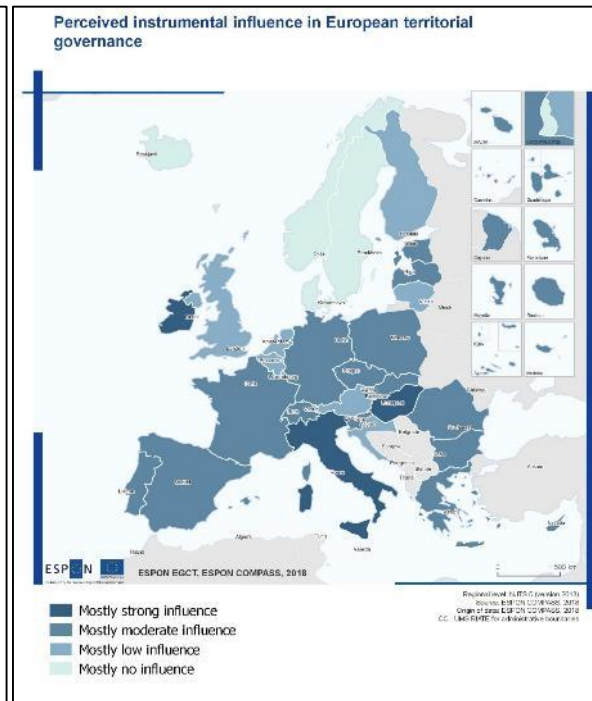


5. Main finding and chances for cross-fertilization

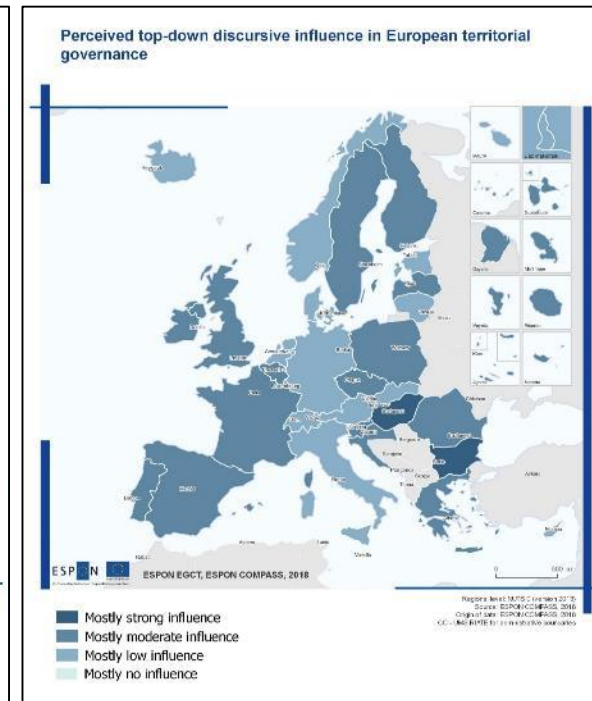
Structural influence



Instrumental influence



Discursive influence (top down)



5. Main finding and chances for cross-fertilization

Top-down influences are stronger than bottom-up influence

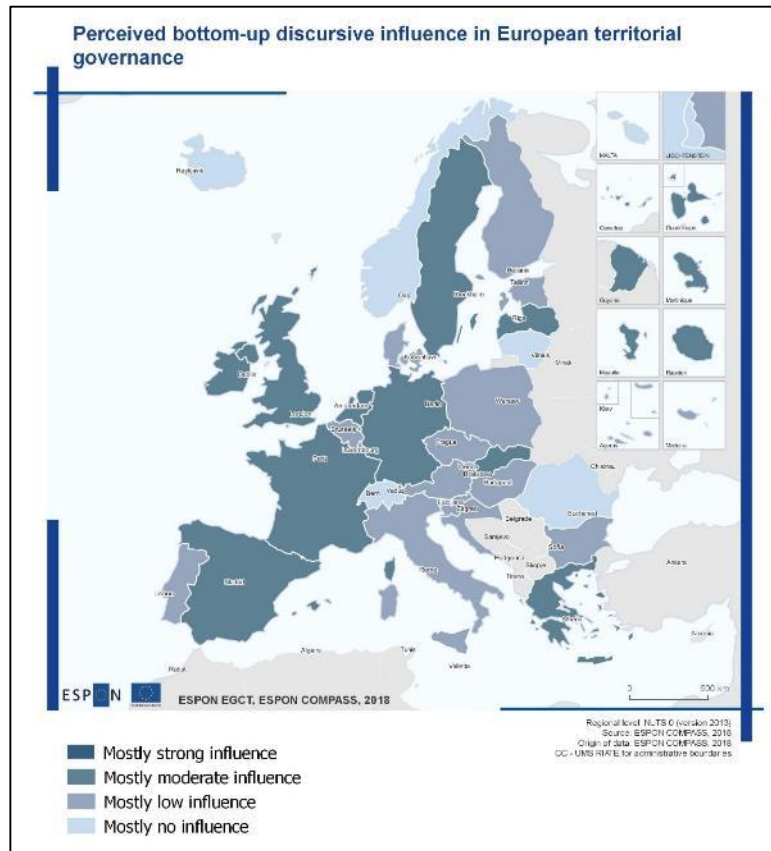
- The impact of EU legislation is more uniform (due to legal conditionality mechanisms).
- The impact of EU policies is more varied (relates to the magnitude of the financial support).
- The impact of the EU discourse is even more varied (new member states and Mediterranean countries appear more receptive).

However, **no homogeneization**: peculiar domestic **traditions, cultures and institutions** constitute as many **variables** determining the actual impact of top-down **Europeanization** of territorial governance.

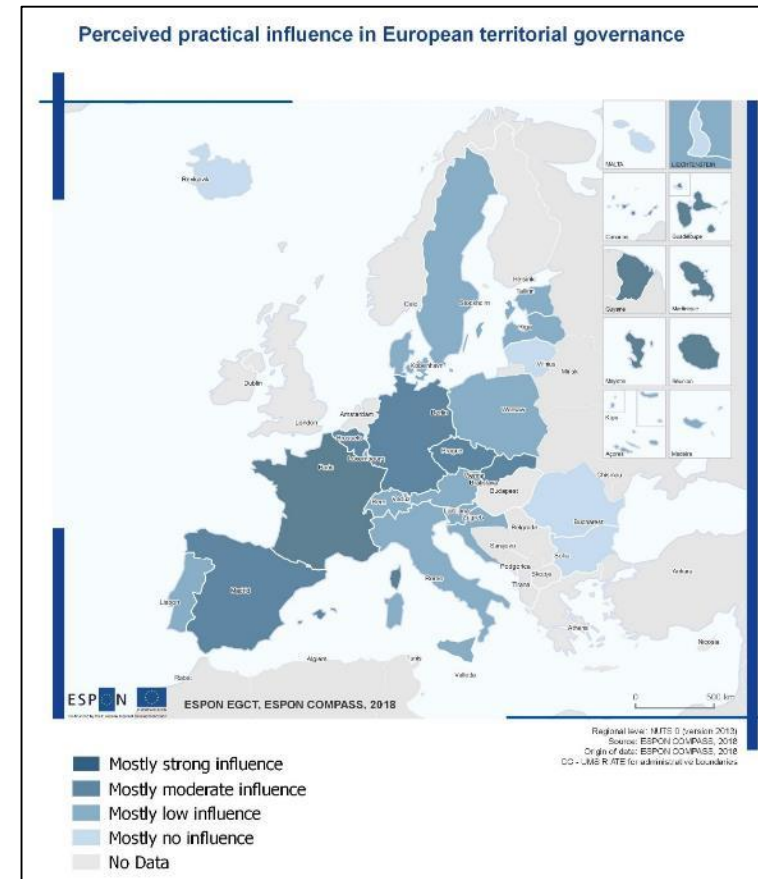
Top-down Europeanization of territorial governance remains **a bottom-up reaction to external stimuli**

5. Main finding and chances for cross-fertilization

Discursive influence (bottom-up)



Practical influence



5. Main finding and chances for cross-fertilization

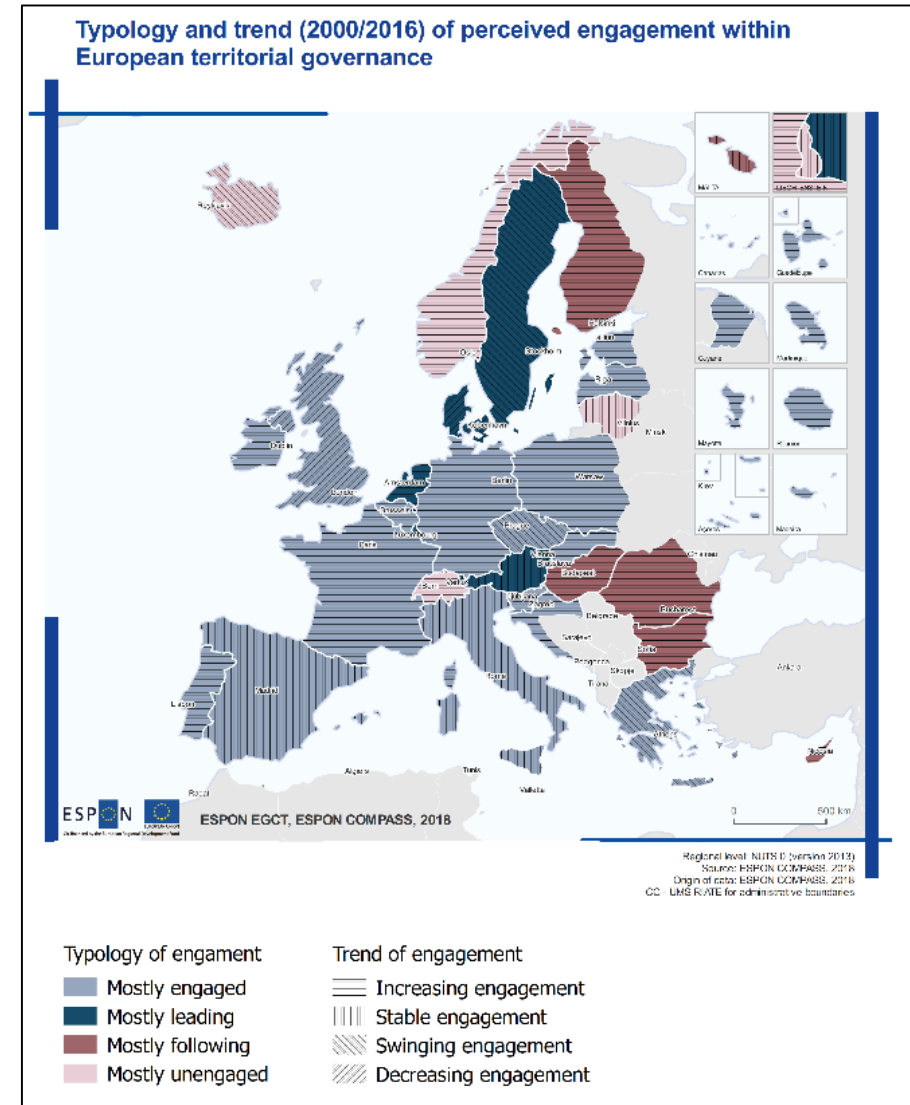
Bottom-up influence appear more fragmented, harder to grasp, and presenting swinging trends

- **No expert reported a high impact**, neither within the EU discursive arenas nor through exemplary practices
- bottom-up influence mostly occurs as a result of **competitive processes** in which certain national actors are more engaged than others or are able to find agreement on concepts or ideas – **coalitions matters!**
- Despite the progress of evidence-based surveys, such as those promoted by ESPON, **inspiration from specific practices remains sporadic.**
- **Intrinsic difficulty in learning from practices** developed across very different national systems

5. Main finding and chances for cross-fertilization

The **institutional complexity of European territorial governance** derives from the **large domestic heterogeneity** and is reflected in the **typology of the engagement** of systems **within European territorial governance**, that features:

- the prevalence of **‘engaged’** systems, inclined to influence European territorial governance as to be influenced by it;
- a small group of **‘leading’** systems, perceived as exerting influence on European territorial governance, rather than influenced by it;
- a group of **‘following’** systems which are receptive to the influence of European territorial governance, but are hardly influential on the EU level;
- a group of **‘unengaged’** systems which are not receptive to EU influence and do not have an influence on European territorial governance



5. Main finding and chances for cross-fertilization

- Overall, **European territorial governance** appears as a **complex and non-codified institutional process of vertical and horizontal interactions**, aiming at **strengthening the coherence between EU policies and domestic territorial governance and spatial planning**.
- The outcomes of this process are however uneven because of **the ‘filter’ role played by the numerous differences** among the national systems.
- This points to the **need for formal clarification**, in institutional terms, of **the role of the national territorial governance and spatial planning systems** with respect to **European territorial governance and EU Cohesion Policy**.



Co-financed by the European Regional Development Fund

Inspire Policy Making with Territorial Evidence

espon.eu   

Thank you

<Giancarlo Cotella, Politecnico di Torino | giancarlo.cotella@polito.it>

This presentation will be made available at: www.espon.eu/espon-scientific-conference-2018