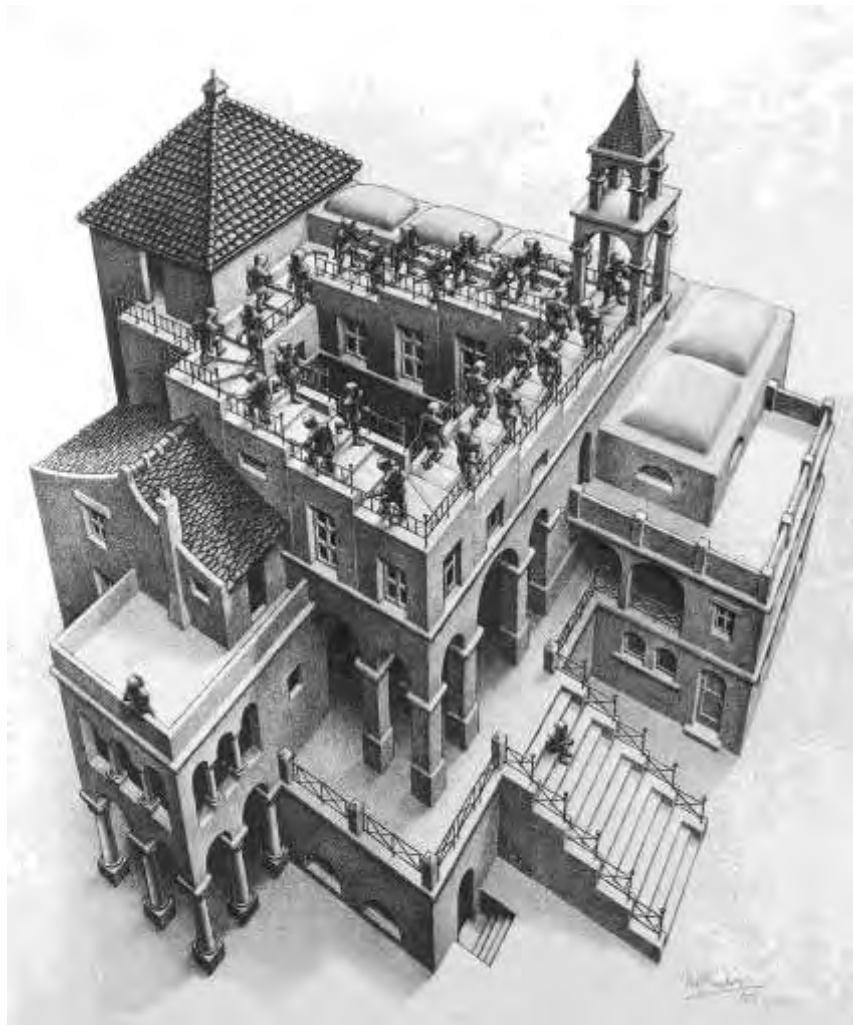


UNIVERSITY OF THESSALY
DEPARTMENT OF PLANNING AND REGIONAL DEVELOPMENT
POSTGRADUATE PROGRAM
EUROPEAN REGIONAL DEVELOPMENT STUDIES

TERRITORIAL COHESION: ORIGIN AND OBJECTIVES



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M.C. Escher (*Maurits Cornelis Escher*) is most famous for his prints depicting impossible buildings and structures, tessellations and regular divisions of the plane, contorted perspectives, and illusions.

During his life (1898–1972), Escher produced nearly 450 works. The Dutch graphic artist used various techniques such as woodcuts, wood engravings, lithographs, mezzotints, drawings, and sketches.

This Escher's (1960) impossible figure, in the ivory tower, abstaining from "earthly matter", meanings and knowledges seem to wander about in circles, continuously referring to each other, not knowing whether they climb up or down. When you then set off to map territorial cohesion propositions on your journey towards the concept's hermeneutic horizon there appears a "fata morgana" of explicit definitions. More often still, implicit definitions accompany the utterance of "territorial cohesion".

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Summary

The present master thesis is a result of hard work and a good study of the existing literature review of the topic of territorial cohesion, its origins and its objectives. The master thesis, more specific, is trying to analyse the topic of territorial cohesion through the gates of European Union. Territorial cohesion as terminology can be identified with the territorial development and the territorial planning. However, the multidimensionality of Europe, and the different national systems, plus the special characteristics of the European practice of planning makes that meaning somehow unstable and not so clear. The analysis of this issue begins to elucidate the concept of Europe as a concept in transition, identify the "walls" of European creation means that it has been created within European integration. Then, through the study of processes that spawned the need for policy coherence in order to reduce inequalities in the EU area, someone can see how the idea of territorial cohesion has been born

In order to analyse several topics better and made them easier to understand we wrote six chapters in total. More analytically: In the first chapter a clarification of the concept of Europe is presented. In the second chapter of the master thesis are analysed in depth the territorial cohesion topics in the European Union. And in the third chapter we are trying to introduce the meaning of the territorial cohesion. Then in the fourth chapter the methods of implementation of territorial cohesion are presented and in the fifth the politics of the European Union and its integration. Finally on the chapter six a critical approach of the territorial cohesion is made.

Finally the conclusions of that dissertation are presented.

Keywords: Territorial governance, territorial capital, territorial diversity, spatial planning, Lisbon strategy, European Union,

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Chapter 1 Clarification of the concept of Europe

Introduction

The present master thesis is trying to analyse the topic of territorial cohesion through the gates of European Union. Territorial cohesion as terminology can be identified with the territorial development and the territorial planning. However, the multidimensionality of Europe, and the different national systems, plus the special characteristics of the European practice of planning makes that meaning somehow unstable and not so clear.

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1.1 Europe as an idea, content and historical continuity

The concept of "Europe" is a term not clear, which is loaded with many contexts, as the centuries have written a variety of viewpoints and have been given even more explanations. According to Tsatsos K. the European creation is based in three hills: Acropolis (ancient Greek philosophy and literature), in the Capitol (roman law) and in the Golgotha (Christianity). Perhaps his aspect has been based mainly that during the Middle Ages in Western Europe fundamental unifying factors were the ideals of the Roman Empire (Imperium) and the religion of the Christian peoples that made up one family, "Christianity" (Christianitas). Both moved to a common ideological denominator: the perspective of universality. A direct consequence of this was the fact that the perceptions that shape the peoples of the continent and how their integration to imbibe for centuries by the dominant this dualism. (Van de Vijver, Chasiotis, Seger, 2011). Although amputations of Imperium and empowerment large parts of Western

Europe was constant, thus negating the universal nature, the imperial idea would dominate the political thinking and practice both Byzantium and the West, not only as the end of but as the Middle Ages to the 17th century as part of political propaganda. Moreover maybe the opinion of Tsatsos for linkage of Greek history with the start of the history of all Europe is based on the book of the British bank man George Grote, back on 1846, who caused the re estimation of the theories of the origins of the European regimes back in the Athenian Democracy as the birthplace of European civilisation. (den Boer, 1995, pp. 74).

Historically, the name "Europe" was first mentioned by Homer, who described accordingly the northern mainland by the Isthmus of Corinth to Thrace. However, Aeschylus was first named as "Europe" then the Western World. The first uses of "Europa" with meanings that include political content rather than geographical located in the 8th century AD Karol empire. The establishment of the empire and attempt to cultivate a sense of unity among nationals has prompted many early historians consider this historical period as "the point of birth of Europe." The Frankish monarch called "the revered leader of Europe» (*Europae veneranda apex*) and "King, father of Europe» (*rex, pater Europae*) and represents the territory in the 9th century, almost all of Western Europe (*tota occidentalis Europae*) (Rougemont, 1966, pp46-47). Of course, many scholars argue that the kingdom of Charlemagne coincided with almost absolute accuracy, geographically the "Europe of the Six" set up in the early '50.

The first with distinctive features "idea of Europe" with its own history and meaning emerged in the French Revolution. At the same time displayed and disseminated widely the concept of European culture as superior to the cultures of other continents, while the issue of "Europeanness" was the favorite object of intellectuals. The emergence of a strong European idea, in the late 18th and early 19th century, associated with changes in the interpretation of the history and concepts of culture and civilization, often under the influence of nationalist movements developed.

Before, therefore, from the French Revolution, the term Europe used only to designate geographical continent. In the ancient Greek times, had been associated with the concept of freedom in the 15th century by Christianity in the 16th century with the "political balance of forces" and the 18th-century culture.

Noteworthy is that the ancient Greek times to the present, the idea of Europe spans two levels and rotates around two broad themes: on the one hand "Europe and other" -where term "other" refers to Asians, Turks , the Russians and Americans working in

antiparathesi- and on the other, Europe is seen as a "commonwealth of nations" as a Europe that share similar political, social and religious values, as a Europe characterized by a homogeneity in diversity the. As we move into the 21st century, all the old identifications of Europe, such as the geographical definition, the equation with the political freedom and an association with Christianity, the connection to the culture and civilization, all joined by a modern relationship. Very clever Morin defines contemporary Europe as the result of a transformation and has not ceased to live continuously identical transformations: "Europe of States in Europe of nation-states from Europe the" balance of powers "of Europe" degraded "and diversion, from commercial to industrial Europe Europe Europe Europe's apogee in the Abyss, European sovereign of the world under the tutelage province Europe. The identity, in this way, is not defined against transshipments, but within transshipments (Moren, 1991). We understand that the Europe of the past to today is the site of the historic turnover and the site of an intense political, military, economic, educational and cultural activity. The nation - state, democracy, humanism, rationality, science and technology are the children of Europe and all the world's children. The European culture spread throughout the world so that Europe is Europeanized world and, inevitably, to become the world Europeanization. So Europe is not only a geopolitical, historical and cultural complex that emerged from the numerous conflicts and transformations but it is a great diversity, one individual heterogeneity policies polymorphisms, each represented by an original language. Europe appears as a sphere of small cultural departments of local, regional, provincial, national.

Consequently, the issue of orderly European organization must be sought in the present and not the past and rescue the actual integration of Europe may be implemented through a new transformation of Europe.

The idea of European unity was not new but the political unification of Europe took shape in the Declaration of 9 May 1950 where Shuman announced that "consolidating people and not just economies." Today's European Union is a direct result of the determination of European politicians to prevent future violent conflict in Europe since the Second World War. Its original purpose was to tie countries together for a strong industrial and financial cooperation. However, one of the motivations behind the creation of the European Union was to help in the social, economic and individual prosperity of European citizens and employees, regardless of their country or place of

residence. The European Union through the numerous enlargements learned, matured and showed us that we are not suggesting the existence of things, but rather the power of the People.

1.2 The necessity of Convergence

European integration has led to the gradual creation of a construct that spans almost the entire European continent, is a populated open space on the planet and the world's biggest partner in the sphere of international trade. Unlike other organizations, the EU is an ambitious and complex political figure tends to form a "quasi-state" at the supranational level, the key challenge regional (economic, territorial, social) cohesion. Wide regional disparities that inevitably exist in such an extensive socio-economic area, early demonstrated the need for development policies adapted to local specificities. Accordingly, the exercise of the common European regional policy was necessary for the sake of balanced growth and rising living standards of the total EU population. EU policies now receive serious consideration parameter "local development" on the balanced economic development of a wider region through exploitation of comparative advantages thereof (Mitoula, 2006). The main term refers not only to the economic dimension (eg. Infrastructure) but covers all socioeconomic parameters of a region. It has to do with the long-term stability, improving economic competitiveness of the region, boosting employment, the fight against unemployment, the rational use of resources. Therefore, all factors, from local government to local organizations and businesses that affect this development, a prime driver of endogenous growth.

Moreover, as regional policy (Folmer, 1986) identify all the actions of the central, regional and local government, which are designed to affect the financial condition of one or more regions. Moreover, as regional policy meant that all policies aimed at improving the geographical distribution of regional disparities (regional disparities). Responsible regional policy seeks to correct some spatial implications of a market economy, caused by the absence of a perfect market. Therefore, the purpose of the exercise of this policy is to achieve convergence between regions developed unequally and contribute to economic growth, reducing inequalities (Perroux,1950).

The reduction of economic and social disparities within Europe is the main objective of the European Union, which aims to succeed through cohesion policy. Indeed, the concept of convergence was imperative and therefore the enlargement of Europe in 2004 and 2007, when many states and particularly poor and added significantly increased inequalities within the EU. Moreover, the process of reducing inequality becomes more complicated as result of the decision to link the policy consistent with achieving the goals of growth and competitiveness of the Lisbon Agenda. Therefore, both the enlargement and the process of integration and the other Lisbonisation cohesion policy makes major issue the implementation of cohesion policy in a diverse EU (Baum & Marek, 2008).

1.3 Evolution of Cohesion Policy

The regional disparities have always been regarded as an obstacle to the fulfillment of the basic objective of the Treaty of Rome, the harmonious development (Faludi, Waterhout, 2002). Although the preamble to the Treaty of Rome established the need to reduce disparities between regions, however, were not provided corresponding actions in this objective. This is mainly due to the prevalence of the view that market forces, through the operation of the single market could minimize the inequalities (Kamchis, 2007). In 1972 at the Paris Conference recognized the need for a regional policy and patented in 1973 with the accession of the United Kingdom (Williams, 1996). Then, in 1975 with the establishment of the European Regional Development Fund (ERDF), the first steps for the formation of regional development policy. Through the co-project was an effort to support national regional policy, however, was not introduced into the official agenda the concept of regional policy. One, however, the first attempt where regional policy has assumed a new approach characterized by design, multi-annual programming and partnership between Member States, regional and local authorities were the Integrated Mediterranean Programmes (IMPs) (Kamchis, 2007). In the mid-80 where, following the accession of new members, there were new interregional and intraregional disparities realized the fact of diversity and the diversity of the European territory and presented regional policy, cohesion policy and beyond, as the only means of mitigating the inequalities. Regional policy has been registered EU competence with the Single European Act (SEA) in 1986, which set out the principles for economic and

social cohesion as a counterpart of the single market (Kamchis, 2007). Plus, the concept of economic and social cohesion introduced by the SPD, established regional policy as a policy of the Community with a central position between Community policies (Giannakourou, 2008a). The operation of cohesion policy based mainly on structural and applied in the form of financial aid through programs co. The Structural Funds were designed to be tools for economic convergence in Europe. Indeed the new ERDF Regulation (4454/88) Article 10, which was considered as the starting point for the establishment of a single concept for the European area (Giannakourou, 2008a) and the concept of spatial planning and regional development are now two closely associated policies are expressed together with the term "arrangement of space." Now the EU regional policy oriented in stride and economic cohesion policy set by the SPD in 1986, thereby creating an awkward policy to compensate the weaker EU regions were faced with the negative effects of the single market (Faludi, 2006). With the Treaty of Maastricht o objective of economic and social cohesion upgraded to the overall objective of the Union, while at the same time established the Cohesion Fund, a new financial instrument to finance projects in the fields of transport and environment (Giannakourou, 2008a). However, the problematic EU competitiveness in conjunction with the requirements of the Treaty of Lisbon, for cohesion policy after receiving widespread criticism (Faludi, 2007). The Sapir report the concept of cohesion policy was characterized as bureaucratic process that does not contribute to the competitiveness of the EU (Faludi, 2006) as the funding given to the homonymous framework gave significant advantages in areas marked an important stage of development and demonstrate a high potential for growth (Faludi , 2005). So for these reasons requested by the countries who are net contributors to the budget, namely England, France, Germany, Austria, Sweden and the Netherlands the exercise of regional policy to apply only to new member - states and other partners to exercise regional policy to be their exclusive competence. However, the Fifth Progress Report recorded the contrast for the renationalisation of cohesion policy (Faludi, 2009) while the General Directorate to remove possible marginalization of cohesion policy, reversed the logic of regional policy in Europe and argued that the policy coherence is one of the EU policies that can contribute to the achievement of the Lisbon objectives (Faludi, 2007). Primary role played by the attitude of ESPON studies on the contribution of cohesion policy to the spatial development of the EU, whereby it appears that geography plays an important role in regional development. he reform carried out in

2006 for the development of the Strategic Guidelines for Cohesion 2007-2013 redefined the concept of cohesion policy, which should work in favour of the Lisbon Strategy and Göteborg, which set specific targets for employment, competitiveness and sustainable development. Therefore, the new text of the Lisbon Strategy included a new approach to cohesion policy where: The Union must mobilize all national and community features for achieving the Lisbon objectives including cohesion (CEC, 2005: 6). In this context, the following priorities were

- ∞ Improving the attractiveness of Member - States, regions and cities to enhance accessibility, ensuring high quality service and environmental protection
- ∞ Encouraging innovation, entrepreneurship and the development of the knowledge society
- ∞ The creation of additional jobs, improving the adaptability of enterprises and increasing investment in human capital.

On the subsequent changes came for the first time as a core component of cohesion policy the concept of territorial cohesion, which will be the catalyst that will facilitate the implementation of the Lisbon Strategy. The fourth annex Strategic Guidelines 2007-2013 indicated that the national strategic reference frameworks and operational programs should include a section on territorial cohesion (Faludi, 2009) whereby the emergence of the specific characteristics and needs of a region will be based on the relation with the specific spatial requirements. The Council Decision on Strategic directions of cohesion policy for the period 2007-2013, are under consideration to promote economic, social and territorial cohesion, stating that the territorial dimension of cohesion policy is important and all directions of the community should have can contribute to growth and employment creation. Therefore, the strategic guidelines should take into account the investment needs in both urban and rural areas in view of their respective roles in regional development in order to promote balanced development and sustainable communities and social inclusion. So, the new component of the cohesion and territorial cohesion has only spatial character. Therefore, the linkage of cohesion policy with geography enhances the prospect of developing sustainable communities and reduces uneven regional development which may reduce the overall development (Sykes, 2006). So, the political cohesion of the period 2007-2013 aims at

a) convergence, b) strengthening competitiveness and employment, and c) the European territorial cooperation, which corresponds to 21% of total funds.

Moreover, the wider EU cohesion policy incorporates the territorial development policies. Territorial cohesion is a planning tailored to the needs of the EU cohesion policy and not to address planning issues in Europe (Andrikopoulou, Kafkalas, 2008: 1)

1.4 Conclusion

The idea of uniting Europe, free from geographical constraints and political entrenchments, started peeping hidden since the 12th century. Before, therefore, from the French Revolution, the term Europe was used solely to identify the geographical continent. In the ancient Greek times, had been associated with the concept of freedom in the 15th century by Christianity in the 16th century with the "political balance of forces" and the 18th-century culture. In the 20th century the prevailing definition for Europe and the European species is 'unity in diversity'. Europe is presented as the continent not ever succumbed to a single leader, not covered a single culture but is an ongoing debate about the origins, values and culture. It is a living organism in constant change and alert. For this reason, it can not be considered to have a stable core, a structured, formatted and unchanging cultural identity.

The title complex emerged from conflict and successive transformations consists of a wide variety of transnational (German, Latin, Slavic) cultures and national cultures of these, represented by an original language. Alongside embellished by a great diversity, heterogeneity one individual national cultures that keep the states unreservedly. In view of the huge country countries with different cultures of Asia and the Americas, Europe appears as a small sphere of cultural departments of local, regional, provincial, national.

Understanding the requirements of the past, the vision of a united Europe in absolute terms contained in the Berlin Declaration on the occasion of the 50th anniversary of the signing of the Treaties of Rome that: "There are many goals which we can not achieve on our own, but only together tasks are shared between the European Union countries, regions and municipalities / communities "(4th Report on Economic and Social Cohesion). This demonstrates the need for the new Europe to meet the expectations of its citizens, it can only be done by using the exclusive action of the Union, individual Member States or regions. The economic, political and social success requires close cooperation of all. Europe, in order to meet the challenges of competitiveness must be strong without strong and developing regions can not be achieved (4th Report on Economic and Social Cohesion). Therefore, the role of cohesion policy is to help regional economies to find their place in the global markets, major networks and clusters, but also to enable them to measure their strengths and weaknesses against global calls and opportunities and to promote internationalization. Sustainable convergence can only be achieved if we take into account the broader context in which to build the economy of the EU, the "local" approach. The concept of territorial cohesion adopted under the Lisbon Treaty, along with the economic and social cohesion aimed to implement a policy that will invest in the competitiveness of Europe, the welfare of its citizens and the quality of the environment in which we live. Consequently, the introduction of the third dimension of territorial cohesion to the objectives of economic and social cohesion is one aspect that must be examined thoroughly and conceptually approached.

Chapter 2 Territorial cohesion topics in European Union

Introduction

This research cannot provide a precise definition of its research object, as it is set up to deal with the main confusion that exists around the territorial cohesion of which a multitude of definitions is a part. Taking a look in the Oxford Dictionary, someone can see that it defines "territorial" and "cohesion" might give a starting point. *Cohesion*: "the action or fact of forming a united whole", *territorial*: "relating to the ownership of an area of land or sea". Therefore, with a quick view, it is understood that this concept relates to spatiality, however, it still remains unclear.

Consequently, the investigation will try first to map the number of concepts relating to territorial cohesion and the second uses the homonym concept especially in the framework of the European Union. According to Jensen and Richardson (2003:24) 'pose for the field of spatial policy, power struggles illustrate the significance of the underlying tensions of this organisation in which the concept will be placed'.

This Chapter will outline the controversial appearance of territorial cohesion and the transition from the particular to the general part. It namely introduces the places and times where these words can be read, the topics that the concept deals with, and the scene set by its institutional context. This sequence will be followed more than once, because territorial cohesion seems to have emerged several times. That is, on the stage of the ESDP, then the one of Treaties , and later on the stage of Cohesion Policy . Already these emergences bring forward divergent views on territorial cohesion qua timing and content and suggest that the differences in the concept's topics relate to the differences in its institutional context.

2.1 Territorial Cohesion on the ESDP stage

To disengage from the confusion about the concept of territorial cohesion let's start from the origin.. According to Faludi and Waterhout (2002) 'already throughout the process leading to the European Spatial Development Perspective (ESDP) (CEC, 1999a)

“territorial cohesion” was referred to from the start in 1992 on (i.e. during the first held Committee on Spatial Development). However, while the Committee of the Regions called to foster the concept with its opinion on spatial planning in Europe in 1997 (Tatzberger, 2003), shortly thereafter this Committee also linked the concept to the Common Agriculture Policy and, with the European Commission, to intermodality and intermodal freight transport (CoR, 1999a; 1999b). Still, the promotion of territorial cohesion with spatial planning continued. The concept stood central in the European Spatial Planning Observatory Network (ESPON) for instance – financed by the European Commission since 2002, this network of spatial research institutes should define the concept. Besides spatial planning, every time another topic of territorial cohesion appears in the institutions of the European Union though.

Σημειωτέον, the European Commission is a core institution of the European Union, as it can be seen as its executive and civil service. A series of Directorates-General, headed by Commissioners (and their personal Cabinets), make up its bureaucratic structure. Although it is not in the core of the organisation, the Committee of the Regions is a standard European Union institution too. This Committee has a strategic role to play, because it acts as a source of interest-representation and decision-making structure for the wide diversity of regions (Wiehler&Stumm, 1995: 247). Yet, a central feature of the scene of territorial cohesion seems to be the ESDP process. While the European Commission cooperated in it, this process is outside the formal institutions (Jensen&Richardson, 2003). The informality of this process links the concept to a feature of its institutional context: the infranationalism of the European Union.

While the institutions of the European Union work closely together, most lack in-depth expertise in many technical areas, due to small staff sizes, and their bureaucrats maintain close communication with lobbyists (Jensen&Richardson, 2003: 34). Large sectors of the European Union’s norm creation are therefore carried out at the level of a «second-order governance». Weiler (1999: 98) calls this «infranationalism», which consists of “middle-range officials” of the European Union and Member States who work closely with a variety of private and semi-public bodies. According to Jensen&Richardson (2003: 26), this epitomises the «comitology approach», which involves commissions, directorates, committees, government departments and other related structures (e.g. the Committee on Spatial Development). For the institutional framework of the European Union this then entails: medium-to-low-levels of institutionalisation, a network practice and informal style, a low actor- and event-

visibility and process-transparency, and possibly a low procedural and legal guarantee (Weiler, 1999: 284-285; Jensen&Richardson, 2003: 26). Yet, not only its in/formal bureaucratic ways characterise the European Union organisation, also the absent centre of power does. Hence, according to Nugent (1999: 349), none imposes an ordered pattern on what happens, making its overall policy picture rather ragged and patchy.

2.2 Territorial Cohesion on the Treaties stage

What makes the situation of territorial cohesion more is that besides its spatial planning topic(s) on the infranational stage, the concept appears differently on an official stage. That is to say, the official acquaintance with the concept was in 1997: territorial cohesion came into a new agreement on competencies for the European Union, under Article 16 of the Treaty of Amsterdam, concerning Services of General Economic Interest.

This context thus seems to add yet another topic. Moreover, while in 2000 the Council of Europe' s European Conference of Ministers responsible for Regional Planning promoted "territorial cohesion" (CEMAT, 2000), the European Commission did so in relation to both the ESDP and Services of General Interest (CEC, 2000c; Faludi&Waterhout, 2002: 164). No surprise therefore, that in the beginning of the 2000s one could voice that "territorial cohesion" is not a new concept; as the German heavyweight administrative institution Akademie fur Raumforschung und Landesplanung did for instance (ARL, 2003). Whether territorial cohesion is the same concept within as outside the official sphere of the European Union is another question though: what may the European Union do when it concerns territorial cohesion? Albeit an awkward situation for territorial cohesion, this seems to align with its institutional framework.

What is now well known and majorly called as the 'European Union' was created by intergovernmental agreement between sovereign states in Europe. Besides the already introduced European Commission and Committee of the Regions, this supranational organization has four other standard institutions. Three of these six form the core: the Council of the European Union, the European Commission, and the European Parliament. Besides this core, three other official institutions should be mentioned as well: the European Council, the Committee of the Regions, and the European Court of Justice.

The Council of the European Union is the supreme legislative authority. The executives of every Member State meet here (i.e. national ministers depending on the topic), and, as Jensen&Richardson (2003: 33) put forward, if this Council acts as a unified body it can be critical for policy outcomes. While the Council of the European Union does influence the European Commission, the Commission (mostly) initiates proposals on which this Council acts. The European Parliament is the only legislative institution that is directly elected. This democratic institution has cross-national party groupings, although it is also pressured by local and regional authorities and specialist interest groups (Jensen&Richardson, 2003: 35). The European Council is the standard institution where Member States' heads of government and foreign ministers assemble in summit meetings.

While this Council has no legislative power, as collective "presidency" it does have a strategic role. The European Court of Justice should be mentioned too, because according to Hooghe & Marks (2001: 26) its innovative and constituting jurisprudence transformed the European Union with a supranational legal order.

At the moment this supranational level, with its three core and other standard institutions, is integrated beyond intergovernmentalism alone. "Competencies for operating public policies have increasingly been transferred upwards to the level of the European Union by new treaties" (Wessels, 1996: 34), such as the Treaty of Amsterdam in 1997. However, the European Union is not federal either, but more a "fusion model" (Wessels&Rometsch, 1996: 27, 36). It namely has features of both, but is neither purely intergovernmental nor purely a federation. Hence, the constant question of who may do what.

2.3 Territorial Cohesion on the Cohesion Policy Stage

Without clarity on what its topics are or what the European Union may do with it, many uttering "territorial cohesion" considered it as a new concept in the beginning of the 2000s. According to Healey (2001a) for instance, the concept was first used in the Second Cohesion Report (CEC, 2001a). This report comes from the only Directorate-General of the European Commission that "takes care of the losers": the one making regional policy (Masser & Sviden & Wegener, 1992: 107). And if Waterhout (2003) is right, this was the first time in a European policy context that the concept has been given some substance. This again adds more topics and another institutional context.

The context is a formal policy stage: Cohesion Policy. Territorial cohesion would then revolve around cohesion issues, although it is not really clear what this entails. Moreover, to follow Healey (2001a) further, the concept was in the Second Cohesion Report related to the ESDP and issues raised in the Study Programme on European Spatial Planning. This makes the concept even more complex, as its different topics (e.g. services, cohesion) and institutional contexts (e.g. spatial development and regional policy) might relate.

The continuous promotion of the concept in examples of the European Union's domestication of what before could have been described as international relations (Hooghe & Marks, 2001: 89) adds to territorial cohesion's complexity. These namely show that an institutional context further removed from the core institutions does not necessarily mean a more marginal topic. In the years around the Second Cohesion Report (CEC, 2001a) for instance, the Conference of Maritime Regions of Europe (CPMR, 2001; 2002a), the Final Statement of Atlantic Arc Cities, and the position paper of the Council of European Municipalities and Regions all related the concept to economic and social cohesion (Tatzberger, 2003). These are clearly two cohesion issues as territorial cohesion topics. Meanwhile the European Association of Elected Representatives from Mountain Areas, the Conference of Maritime Regions of Europe's Islands Commission, and EUROMONTANA, amongst others, called for the inclusion of the concept in the Constitutional Treaty. And in 2003 "territorial cohesion" appeared centre stage in the draft of this new agreement on Community b competencies: in Article I-3 on economic and social cohesion (OJEC, 2004). Hence, the longer you take a look at the continual promotion of the concept, the more complex both its content and institutional context seems to become. We saw that the concept's context forms its emergences. As Hooghe & Marks (2001: 28) mentions, 'the institutional framework of the European Union is not stable and has dispersed competencies, interlocking institutions, and shifting agendas for multiple openings for interests. Besides the abovementioned "messy" and ambiguous vertical fusion of national and European Union competences, the formal stage of Cohesion Policy adds another feature to this: a highly differentiated "mixture" of public instruments located on several levels' (Wessels, 1996: 34). Also for this policy Hooghe & Marks (2001: 90) thereby emphasize the subnational and transnational levels, as they have influence too with their informal embassies in Brussels and direct relations to supranational institutions. The promotion of territorial cohesion with economic and social cohesion by particular

regional lobbies evidences that. The concept's European context should thus also be understood as a multi-level institutional structure.

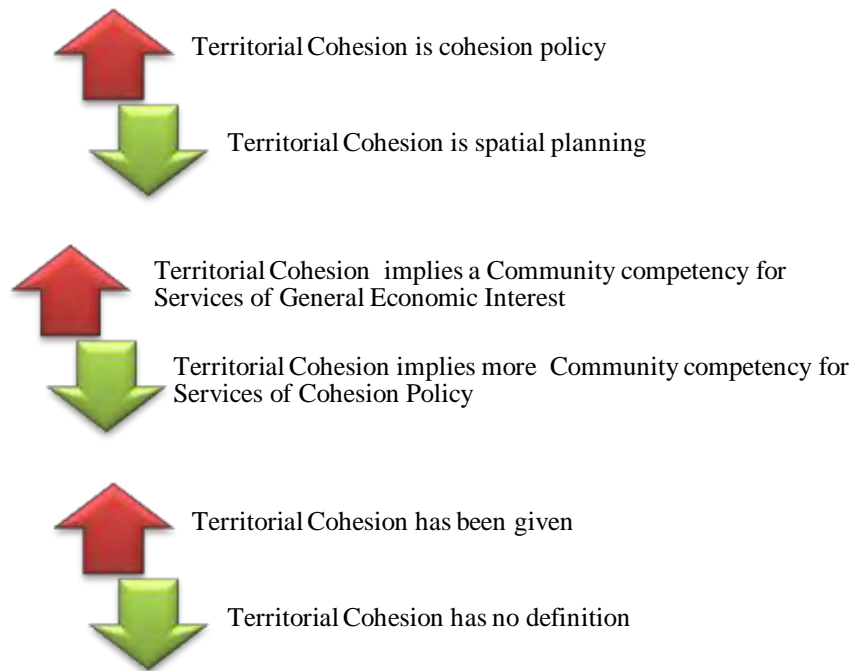
Something else apparent on the Cohesion Policy stage returns in the institutional framework of the

European Union as well: the bonding between various territorial cohesion topics and the loose links between these topics and the concept's places in its context. That is to say, the boundaries between the standard institutions of the European Union are vague. Following Jensen & Richardson (2003: 35), they cannot be seen as homogenous bodies, as different interests are at work within each and between them. This not only holds between the three core institutions and others (e.g. Richardson, 1996), but also within the institutions (e.g. Shore, 2000), between interests operating at the European level (e.g. lobbies) or within each policy area through the levels (e.g. Andersen & Eliassen, 1993; Greenwood & Grote & Ronit, 1992; Scott, 1995). Moreover, the European Council, Commission, and Parliament work closely together in a contested lobbying environment (Jensen & Richardson, 2003: 34). As no formal inter-institutional space exists where the institutions can engage in debate, decision making (ultimately) continues through informal processes and political conflict (Jensen & Richardson, 2003: 36).

What could therefore really characterise the institutional framework of the European Union is that "everything streams". Not only with its fusion model, absent centre, and infranationalism, but also as a "cascades of interests" instead of institutions on one-level. That is, the concept's context lacks inertia and direction – or better, harbours an overflow of flux and directions

2.4 A short Lay – out of important statements

Although territorial cohesion has common features with the institutional framework (change many directions / complexity, ambiguity, themes), our overriding goal is to investigate the importance of this throughout this concept. Following such review, it appears that as a concept is illustrated with multiple inconsistencies and complexities. A brief summary of the most important, but, at the same time the most contradictory statements on territorial cohesion below.



The above comparison of opinions creates more questions. If the territorial cohesion is a concept with content or not, whether it is a new concept or not, kind of policy is, and what is the real significance.

2.5 Conclusion

In this chapter we gave an idea that is far from easy simple bibliography in order to crystallize the true meaning of the term under consideration. It may not have been clear what it means as a concept. Yet, you do know that its substance matter is complex and uncertain and that it was continually promoted nonetheless. The argument here thus runs that this combination gives the more reason to treat territorial cohesion more indepth, as this research does below. Some directions for this can be deciphered from the places where “territorial cohesion” emerged in the institutional framework of the European Union. In this organisation struggles play out in many arenas on different scales and different administrative levels (Dabinett&Richardson, 1999). The promotion of the concept then occurs in an institutional framework with shifting agendas for multiple openings for interests.

That is to say, basically the European Union has six standard institutions: a core made up of a supreme legislative authority in the Council of the European Union, an initiative executive in the European Commission, and a representation of “the people” in the

European Parliament, which is completed by the European Council, the Committee of the Regions, and the European Court of Justice. Without mentioning the procedures of these six standard institutions, they themselves already suggest the complex intricacies of decision-making in the European Union. What is more, the institutional framework of this organisation can be characterised as a multi-level structure where heterogeneous institutions cooperate closely, infranationalism and comitology are rampant, and no centre of power imposes an order.

Territorial cohesion can then be traced in an institutional context where “everything flows”. The concept emerged infranationally on the ESDP stage early on, then officially on the Treaty stage, and later on the formal stage of Cohesion Policy. With its place being uncertain, the concept’s newness is questioned. Something similar could be at work between these places and the concept’s multiple contents of spatial development, services, economic and social cohesion issues. That is, the institutional places of the concept’s do not seem to determine the territorial cohesion topics. What is more, polarisation can be put besides this uncertainty and complexity, as one can even question whether the concept is defined or not.

Chapter 3 Territorial cohesion meaning

Introduction

The attribution of a first face reading to the concept of territorial cohesion, one can combine what ‘territorial’ and ‘cohesion’ both signify. Firstly ‘Cohesion’ then has to do with how things relate to each other, and then ‘territorial’ with the demarcation of space (see Chapter 2). Every territorial cohesion meaning would thus have to deal with the tension between relating and demarcating. Putting those terms, territorial and cohesion together could then amount to how things territorially relate to each other. Already such an abstract in-filling of the concept raises many questions essential for what it actually means.

Moreover, this specific concept leaves much room for interpretation. For that reason the present chapter describes how the Territorial Agenda and the Green Paper approached the meaning and then we will try to collect the meanings that are under the label of territorial cohesion. The process of making clear the territorial cohesion will be made by decomposing the concept’s ‘mental components into orderly and manageable sets of component units’ (Sartori, 1970: 1038; Radaelli, 2000: 5).

3.1 The meaning of Territorial Cohesion in the terms of the Territorial Agenda

On the present master thesis it is made clear enough that the context of territorial cohesion is a necessity for the viable economic growth and the application of the social and the economical cohesion of the European Union, in order to stick in the major economic social model. It is also worth mention on that point that this is one of the major future ‘must do’ on the European Union (Territorial Agenda, 2007:3). On that point it is of great importance to mention that it should be developed those special conditions for the assurance for equal chances, and equality within the European Union citizens and the development of the entrepreneurship in the various regions of the European Union States. In the final text of the Territorial Agenda of the European Union are mentioned the major challenges that should be faced through the enforcement of the periferical capabilities of development and the better evaluation of the territorial

multi face of European Union. Those are the following, according always to the Territorial Agenda of European Union as formed on 2007:

- ∞ The different aspect of the climate change in the various regions within the European Union countries.
- ∞ The increased values and prices on energy and the various geographical capabilities and the different potentiality for new forms of energy.
- ∞ The world economic integration and the increase of the interdependence between states and regions.
- ∞ The effects on the integration of the European Union in the economical, social and territorial cohesion.
- ∞ The usage on a high level of the ecological and cultural resources and the loss of the biological aspect.
- ∞ The territorial effects of the demographical change and basically of the aging of the population and the effects from the economical immigration caused basically on the providence of services of major interest, the buying of land, the development of infrastructures and the social cohesion.

On that point according to Muller (2013) several major targets are adopted, in order to achieve the territorial cohesion, which basically aren't different from the major targets that were established, but gives more emphasis on the enforcement of the competitiveness of the European Union. Other targets or priorities of the European Unions territorial cohesion are:

- ∞ The enforcement of the multicentral development and the innovation through networking of cities and the major civil centres.
- ∞ The enforcement of the relationship city – landscape through new forms of networking and territorial governance.
- ∞ The promotion of periferical concentrations of competitiveness and innovation
- ∞ The enforcement and the expansion of multi European networks
- ∞ The multi European risk management
- ∞ The enforcement of ecological structures and of cultural resources.

More over Faloudi (2009) claims that it is worth mentioning on that point, that it has been noticed an increase of the interest for the issue of risk management within the European Union. More over it should be mentioned that despite the fact that the climate change is an energy issue, it achieves one of the first positions regarding the challenges that should be faced, the issues of environment are on the last position, according to the priorities of European Union.

The major discussion for the territorial cohesion was moved on, always on that logic, which means that the economical development is based partially on the organisation of territory that is formed through a series of political areas, and also, from the market forces, the social needs and trends, and the technological development (Territorial State, 2005). It is recognised the fact that the economical and sectoral politics are influencing the territory and are potentially influencing the regional development. So, it is mentioned on the Territorial State, back on 2005, that it is of great importance to exist territorial development policies with a major target to incorporate in those, the economical, the social and the environmental influences of the major and the several regional politics.

One major aspect of the territorial cohesion, according to the Territorial Agenda of the European Union, that was held back on 2007, is the development of various territorial possibilities of each regions of the European Union, with a major target the development and the reinforcement of competitive advantage of the whole European Union. It is considered that the space of European Union, is characterised from a various diversities and it is mentioned that this is a huge advantage for the European Unions integration. That conclusion that arrives from Faludi on his paper written back on 2007, and it is according his claim, of great importance, and basically in full agreement with the basic innovative element of the Territorial Agenda formed by the European Union. The only condition for the economical development and the reinforcement of the world competitiveness of the European Union is the promotion and usage of the territorial capital of each region of European Union. That is mentioned on the Territorial Agenda of European Union, on 2005. The territorial capital is an important meaning that has been incorporated in the final research that was based the Territorial Agenda of the European Union, and was considered as the more dynamic element that expresses those dynamic characteristics that are important for the

development of a region of European Union and not only. On the major text of European Unions Territorial Agenda it is highlighted that the political integration of European Union should be in a position to challenge and to face more efficient the local needs and the major characteristics in the special geographical challenges and special aspects of the regions and the cities. That is why the local regional identifications are becoming more and more important in the quest for the territorial cohesion. However it is mentioned on the research conducted by experts for the territorial cohesion, that can only be achieved by:

The better usage of the territorial capital of the European Union, with strategies of territorial local development

- ∞ The improvement of the position of the regions of European Union with the reinforcement of the multi European collaboration, targeting the increase of the connection and the territorial cohesion of them.
- ∞ The territorial governance, that leads in more collective politics regarding the territorial influence.

The coordination of the politics with territorial aspect is mentioned as effective with the collaboration of various levels of management and governance (such as at local, at regional, at national, and at European level). The multi level and multi sectoral cooperation is described with the terminology territorial governance. The territorial politics of development, as we can see in the discussion of Muller's (2013), are focused on multi actors and on power levels, that is why it should be also another type of cooperation on another aspect and level. It should be also horizontal cooperation. Cooperation between the governments, the leaders, the private sector, the society, the people and the citizens of European Union, of the university society and the academics, and in general of every one who is interested in the territorial development. All the above are mentioned on the Territorial Agenda, which was firstly published on 2007. For the completeness of the politics of the European Union in each region it is of great importance the meaning of co operation and o networking, in national level with the various management levels of each geographical union, and also, within the regions in international level. That specific co operation is influenced from history, from culture, from civilization, and from the legislative system that is in each member state of the

European Union. That should characterize the relations within the member states of the European Union, for the promotion of the various politics.

Zaxari (2013) underlines the importance of mentioning on that point that the strategy of Lisbon and the strategy of Goteborg, both of them, have important territorial dimension, which is of great importance for promoting those two strategies, and with those economical development forces well identified on the region. On the major text of Territorial Agenda, it is underlined that the incorporation of the territorial dimension in the politics of the European Union is of great importance and is also promoting the sustainable economical growth and the creation of new working positions, and also, promotes the social and ecological development in all the regions of the member states of the European Union. That is the major idea of the Territorial Agenda of the European Union. It is also underlined that we should focus on specific characteristics for the various and specific needs of each region of the member states of the European Union. But on the re visited strategy of Lisbon, it is also mentioned that the development that has been achieved till now from the creation of European Union (common market, no borders, various sectoral politics for the European Union and more over) has not been divided with the same way in the various member states of the European Union, and that is mentioned as a lack of co ordination of politics and also in the existence of various contrary targets (CEC. 2005:3). The territorial cohesion is promoting the strategy of Lisbon and the strategy of Goteborg that have been created by the European Unions Conference, and that are created as complementary strategies (Territorial Agenda, 2007:3). For that reason it is established the idea that the text of the Territorial Agenda will be understood on the aspect of Lisbon Strategy, according to Faludi (2007).

On the Territorial Agenda of the European Union, has been given a practical aspect. More specific, on the text, is underlined the fact that it is a political framework focused on the action and that suggests various ways of application, such as actions from European legislative instruments, and actions of collaboration between the member states of the European Union with the central European Commission. Those actions aren't described in details, but the major text of Territorial Agenda, suggests to the legislative instruments of the European Union and the various local governors, to create

and to promote those actions in the future. It gives them the liberty, actually to act in order to achieve cohesion. It is of great importance the fact, that on the text, are mentioned specific ways and specific tools, that can apply the territorial politics of development with a major target the territorial cohesion, such as European programmes that are included in the third aspect of the period 2007 – 2013 (target of European territorial co operation) and also in the programs ORATE 2013, URBACT and URBAN AUDIT. It is also mentioned that there is a major thought of the incorporation of the European agenda the territorial cohesion issues and strategies in the agenda 2007 – 2013 in national, in regional and in local politics of development.

Also we can notice that on the non formal meeting of the ministers of development in Azores islands, back on November 2007, has been adopted the first program of action for the application of the Territorial Agenda of the European Union. On that program were established five major topics. The understanding between of the regions, the multi level governance, the integration of politics, the co operation in territorial issues and the mutuality. It has been given emphasis on the incorporation of the territorial dimension in the politics of the European Union, but also, based on that need is mentioned the commitment for the increase of the co operation within the various actors in member state level, and also in European union level. More over the program tries to promote the increase of information for the strategy of territorial cohesion and the territorial aspects within the European Union. That program adopts five pillars of action and for each and specific action adopt a specific action for each pillar. The five pillars of action are described in the text of the First action programme for the implementation of the Territorial Agenda, in the pages 13 and 14, as follows:

- ∞ Pillar 1 application of Territorial Agenda in the field of the ministers in level of European Union and member state
- ∞ Pillar 2 enforcement of the influence of key issues for the European Union (e.g. climate change, the problem of lack of energy, and more over) and the discovery of territorial dimension on the sectoral politics
- ∞ Pillar 3 enforcement of the multi level territorial governance at a member state level of the European union

- ∫ Pillar 4 comparison and identification of the territorial condition, of the territorial aspects and the territorial trends and the territorial influences of the politics on the European Union
- ∫ Pillar 5 surveillance and co ordination of the application of the Territorial Agenda.

Those actions, are easy to understand, that are willing to promote a better co ordination of the territorial politics of the member states of the European Union, entering the European dimension and applying common politics, in the development of common politics within the European Union and the politics of territorial development of the member states of the European Union, and finally in the improvement of the co ordination of the public and of the private sector with a major target the territorial governance.

3.2. The meaning of Territorial Cohesion in the terms of the Green Paper

The effort to enshrine the territorial cohesion was extended by the Green Bible on Territorial Cohesion, that was established by the European Commission. In the Green Bible, the European Commission responded to the call of ministers in Leipzig for the formulation of a relevant text (Faludi, 2007). The Commission also responded to calls by the European Parliament, the Committee of the Regions and the Economic and Social Commission for extending the debate on this issue. The Green Bible was chosen, because it is a text that allows open dialogue without pressure aiming to export direct political conclusions (Kamchis, 2008).

In the Green Bible on Territorial Cohesion is aimed a better and broader understanding of the concept of territorial cohesion, as notes the European Commissioner for Regional Policy Danuta Hübner. In the text of the Green Bible, the focus is on the position that the territorial diversity is an important asset of the EU that can contribute to sustainable development. Characteristic is the title of the Green Bible ‘Turning territorial diversity into an advantage’. It is mentioned that territorial cohesion is about the harmonious development of all regions of the EU and the assurance of the ability of its residents to

exploit the intrinsic potential of these areas (CEC 2008: 3). The use of territorial capital of the various regions of the EU is expected to promote the prosperity and competitiveness, while important role in this effort has the creation of links between areas.

The main idea of the text of the Green Bible on Territorial Cohesion is about a complete policy approach for the EU regions expected to be possible with the cooperation of various bodies of territorial development. In this perspective, territorial cohesion bridges economic efficiency, social cohesion and ecological balance, while the focus of the proposed policies remains the pursuit of sustainable development. It is observed thus, that the Green Bible is about the same ideas as the Territorial Agenda and sets as prominent dimensions of territorial cohesion first the territorial diversity of the EU, i.e. the specific features of its regions that can be described by the concept of territorial capital, but also cooperation between the various regions and regional development bodies.

From the text of the Green Bible it is possible to extract the main idea of territorial cohesion. Following the logic that territorial cohesion promotes a balanced and sustainable development as stated in the text, a more uniform and sustainable use of EU funds is promoted and is argued that there is aversion to large urban concentrations, because they have very negative effects on quality of life and the environment. Recognized is the fact that there are large disparities in income distribution of economic activity, in relation to the population distribution in the EU area, despite the progress made in recent years regarding the convergence of development levels (op.cit.: 5 Map 1). It is reported that disparities still exist largely to the presence of very large conurbations and areas of untapped potential.

The printed matter *Inforegio panorama* issued by the Commission is described the spatial pattern chosen for the EU. It is found that the major urban centers in the EU are quite smaller in area and population, than those of America. It is argued that that should be maintained and urban sprawl should be avoided, while growth and increase of competitiveness of the EU should be based on cooperation and networking of smaller urban centers and rural areas (*Inforegio panorama*, 2008). In trying to interpret the emphasis on diverse and particular characteristics of each region, it is noted that there

are no longer stereotypes that urban centers are linked to productivity and growth and that rural areas and geographical areas (e.g. mountainous areas, islands) to low level of development. What should be done is to strengthen the growth prospects of each region, depending on its specific characteristics and through increased networking and partnerships with other regions (territorial government). The European Commissioner for regional policy states that multilevel governance can strengthen sustainable cooperation between large, transnational areas.

The big challenge as highlighted in the Green Bible is *'to ensure the balanced and sustainable territorial development across the EU, with the strengthening of economic efficiency and capacity for growth, alongside respect for the conservation of environmental resources and ensuring social cohesion'* (CEC 2008:6). It is emphasized once again the role of territorial cohesion for the harmonious and balanced growth of the EU regions. To deal with regional disparities and the pursuit of territorial cohesion is argued that it is appropriate to have policies that will target the following areas: Concentration, Connection and Collaboration. The text goes on to identify specific targets for the promotion of territorial cohesion, as follows:

- ∞ avoid excessive concentrations of growth and enhance the accessibility of all regions to the positive performance of these
- ∞ enhance connectivity between regions of the EU
- ∞ increase cooperation between the different bodies of territorial development to overcome the spatial and sectoral fragmentation of bodies
- ∞ specific treatment in areas with specific geographical features

The emphasis given is identified in the concentration, in the connection and in the cooperation. The Green Bible is changing the basic choices of politics for the Territorial Agenda and for the plan for development of the Territorial community space.

On the third part of the Green Bible are mentioned the ways of incorporation of territorial cohesion in the European Union practices. It is identified the problem of how can be incorporated the territorial dimension in the sectoral policies. For that purpose, the Green Bible, mentions that is of high importance public conversations for the

information of the various actors, and for the better co ordination of the sectoral politics with the territorial politics, so it can create more synergies and it will diminish the various differences that can be created. On the contrary, it can be identified that the information and the public conversations are very important to be promoted over the local and within the member states of the European Union. On that point, of the Green Bible, it is mentioned that it is not doubted the authority of the member states of the European Union and their regions, in issues of development planning and major usage of land. The public governance and the public discussion for the Green Bible has ended on the end of February of the year 2009.

3.3 A conceptual approach of the meaning of Territorial Cohesion

More over, adding to the above and foregoing the perception of territorial cohesion will make an effort to approach different types of concept for the complete clarification of the term to allow a review of the order to highlight to what extent the concept arbitrary hosts or presents inherently contradictory meanings .

Another crucial addition to the above and foregoing the perception of territorial cohesion will make an effort to approach different types of concept for the complete clarification of the term to allow a review of the order to highlight to what extent the concept arbitrary hosts or presents inherently contradictory meanings .

According to a recent study (Muller, 2013) by Sinn above Bedeutung concepts that have been attributed to territorial cohesion in order to demonstrate the effective and sense are the following

Word	Sinn	Bedeutung
Territorial cohesion	descriptive	✓ ethical/political/economic/social/cultural cohesions in or between (people of) territories
		✓ (territorial dimension of) disparities/sustainable development/(balanced) competitiveness
		✓ access to SG(E)I
		✓ territorial identity or worth of specific

	<p>(geographical) territorial features (as endogenous potential)</p> <ul style="list-style-type: none"> ✓ complex web of spatial, social, economic, environmental structures in or between territories over several scales (and their potential, position, and integration through time) ✓ territorial effect of Cohesion/Community policies
normative	<ul style="list-style-type: none"> ✓ solidarity for the whole (European) territory or equality between territories (by helping geographically handicapped regions)⁷ ✓ equality between citizens wherever they live/work (in the European Union) or a compensatory equity at certain levels and a certain diversity ✓ equal SG(E)I (in specific areas) ✓ will to be together (in an ordered, resource-efficient, and/or environmental-friendly spatial distribution of human activities across the European Union) ✓ Rawls' concept of social justice (and equity with a spatial dimension) ✓ territorialisation of European Social Model/there is more (for policies) than free economic competition
policy objective	<ul style="list-style-type: none"> ✓ -(territorial dimension of) regional policies/(economic and social) cohesion/planning for Europe¹³ ✓ balanced (regional/social/economic) development or balanced/sustainable development (and competitiveness) in territorial/polycentric terms ✓ improve Europe's/regions' (endogenous) territorial potentials (for competitiveness) or nationalecological networks

	<ul style="list-style-type: none"> ✓ access to SG(E)I (for the European Union's inhabitants/in rural and peripheral areas) ✓ mitigate effects of the (single) market/globalisation/liberalisation or balance people/humanactivities/competitiveness over (geographic/demographic divers) territories
instrumental	<ul style="list-style-type: none"> ✓ regional integration for economic and social cohesion/European integration ✓ balanced development ✓ competitiveness of a region/Europe20 ✓ fit in foci of Cohesion policy/the ESDP, CEMAT, Lisbon Strategy, and the Gothenburg European Council

(Table1)

Respectively, following the study (Muller, 2013) by Sinn above Bedeutung, the concepts that have been attributed to territorial cohesion in order to demonstrate more technical term is the following

Word	Sinn	Bedeutung
Territorial cohesion	policy coherence	<ul style="list-style-type: none"> ✓ bundle of (European) sector policies/actions ✓ horizontal coherence of (European Union) policies/interventions with a territorial impact (for efficiency) and/with regional policy ✓ coordination of sector policies within one territory/through overlaps with territorial policy integration/the spatial dimension ✓ vertical (spatial) policy coherence ✓ horizontal and vertical coherence of European Union policies with a territorial impact
	spatial planning	<ul style="list-style-type: none"> ✓ functioning as/replacing (European Union) spatial planning ✓ French/German spatial planning tradition ✓ spatial policy objective (to reorganise

	<p>Community territory) or substantive spatial vision as framework for interventions (to overcome institutional differences)</p> <p>✓ regional/national territorial development (to exploit territorial capital) or everything of spatial development</p>
<p>territorial governmentality</p>	<p>✓ new territorial way of thinking of the European Union</p> <p>✓ fine-grained (territorial/biographical) oversight</p> <p>✓ basis for focusing individual/regional, national, and European (development) action or territorial governance issues (for effective European Structural Funds)</p> <p>✓ territorial dimension/integration of (effective and efficient) European Union policy/regions</p> <p>✓ combining spatial thinking and governance/assessment action or holistic, territorial, and dynamic approach</p>

The tables presented above shows the combination of territorial cohesion definitions with similar ones to constructhues of Bedeutung in every Sinn. Because we are here more concerned with the system the kinds of territorial cohesion meanings form than the particular meanings defined, an oversimplification of the concept'spropositions will suffice to presents its semantic structure. The variety in meanings appearing in the intertextualterritorial cohesion text is thus much larger than the ones presented in the territorial cohesion taxonomy.

Although justified for clarity, it should be stressed that such an interpretation of the actual complexities of territorial cohesion propositions in the data implies choosing the most general definition, the largest common denominator, or the weakest proposition. To give a few examples of semantic simplification: i) the meanings of territorial cohesion as taking care of spatial effects or taking care of territorial effects differ, but the former is here put under the label of the latter; ii) territorial cohesion as cohesion «between cities and surrounding region» is more specific than territorial cohesion as cohesion «between territories», but here only the latter is shown; and iii) although

territorial cohesion as a balanced spatial distribution of human activities could entail spatial fragmentation, the statement that territorial cohesion goes against the latter can be put under the former and both return with the label 'balance human activities over territories'

3.4. Outlining all the *Sinn* territorial cohesion meanings

According to Muller, 2013, we can notice a definition. At the *descriptive* territorial cohesion definitions in Table 1, you can extract some features in which these meanings vary. Often they contain or relate a selection of social, economic, spatial, ecological, *et cetera* issues (e.g. socio-economic disparities) or denote another group of cohesion facts (e.g. its potential, position, situation), but they just once do not omit political issues if the territorial always implies politics, then these definitions thus leave political issues rather untreated. This undertreatment seems to return when the definitions propose reality more as a harmony instead of a struggle (e.g. balanced competitiveness), even though most are quite neutral (e.g. a congregation of "cohesions"). Two other related features are the territorial and abstraction level. These descriptive propositions mostly do not define a particular level (e.g. territorial identity) or include all (micro, meso, macro scales). However, even if the level to describe would be clear (e.g. cohesion between regions), the question still *remains from which viewpoint to look at this territorial cohesion*. As the Committee of the Regions (CoR, 2002a) put it: which level observes a lack of cohesion? Furthermore, to describe territorial cohesion in reality, a specific *Bedeutung* (e.g. access to Services of General Economic Interest) would give more focus than an abstract one (e.g. cohesion in a territory). Specific territorial cohesion definitions also decrease the clarity though. Proposing territorial capital as territorial cohesion meaning, represented in the taxonomy by 'territorial (endogenous) potential', for instance puts another black box (Zonneveld & Waterhout, in Faludi, 2005a: 19) under territorial cohesion as *matryoshka* doll. It thus seems that the unresolved questions of for which territorial level the concept's descriptive meanings hold and how specifically they describe positively lines them out.

According to Muller the normative territorial cohesion definitions immediately show that they do not fully use the space for ideals as distinguished by their *Sinn*. They

namely do not have the expected wider array of wished for states of affairs than those of the descriptive meanings. Also they often entail a totalising choice by adding the territorial: going beyond a condition for members of a group towards an inclusion of everyone based on geographical grounds. The variation then lies, as with the descriptive territorial cohesion meanings, in what is totalised territorially: a social, economic, and/or ecological ideal for instance (e.g. the European Social Model, equal Services of General Economic Interest, and/or environmental friendliness respectively). Although not with a political ideal, the concept's normative *Bedeutung* does include politics between issues. This comes through clearly in contradictions between harmonic and agonistic ideals (e.g. maximally develop each territory or go beyond free economic competition). The exclusion the territorial per definition implies also shows such politics in the form of a tension between the total and specific. What is characteristic though, is that none of *these normative propositions states how to deal with multiple territorial levels*. This also points to a tension the normative territorial cohesion definitions scarcely deal with: the one between tangibility and ideality to spatially ground normative meaning. The narrowness of the variation in, the implicit totalising tendency of, and the political choice between harmonic or agonistic ideals thus seems to positively line out the concept's normative meanings, as does the tension between a total of territories or specific ones. Besides (again) the question of how to deal with multiple territorial levels, what also negatively lines out the normative meanings is the one of how to spatially ground ideals.

Those main characteristics of the *policy objective meanings* then result from that they enter the policy sphere in the form of an aim. An also by the concept's descriptive and normative kinds of meaning unresolved question thereby becomes the more pressing: to what entities does territorial cohesion apply (CoR, 2002a; BBR, 2003a; Nordregio, 2003; Peyrony, in Faludi, 2007)? It also matters whether the policy objective is a self-assigned one (e.g. mitigate effects of the single market) or comes from a higher territorial level (e.g. regional policies for Europe). As the latter entails subjection, one can for instance wonder to which extent territorial cohesion is a question of European interest (Peyrony, in Faludi, 2007). Adding these questions to the high variety of territorial cohesion meanings, the central tension becomes 'with what objectives defined by whom' territorial cohesion is to become a policy objective (Peyrony, in Faludi, 2007). How does it for instance differ from the established policy objectives of social

and economic cohesion (Davoudi, 2005a: 435; Peyrony, in Faludi, 2007)? Moreover, as aims exclude, the tension between harmonic and agonistic meanings returns. Here, the territorial cohesion definitions often propose harmonic combinations of objectives (e.g. balanced and sustainable development in territorial terms), but one can ask whether this just points to an inherent conflict of goals with territorial cohesion (BBR, 2005a: 53-55). Still, no matter which objective(s) territorial cohesion meanings aim for at what level, to be able to proof their feasibility, a feature of them is that they are more or less measurable (e.g. balancing development or improving national ecological networks). The question of when there is enough territorial cohesion is therefore yet another one these meanings leave open; convergence for instance can mean a “levelling down” as well as a “levelling up” (Ulled&Turro, in Nordregio, 2003). However, something might make the policy objective meanings unable to elucidate this. That is, not only are these definitions often vague – as when they include polycentricity as a concept that is in itself not clear (Davoudi, 2003: 988; Faludi, in Faludi, 2005a: 109) –, but with territorial cohesion there might be no way to strive toward total homogeneity when taking territory into account (BBR, 2003a). When what is actually reached with the same policy objective definition of territorial cohesion might differ per territory, then the tension between abstract and specific meaning would be put inside the concept as inherent tension between clarification and opaqueness too. What thus seems to positively line out the policy objective meanings are the engraining of the issue of to what entities territorial cohesion applies to in the concept and both the tension between various objectives and their measurability.

The *instrumental territorial cohesion* meanings vary the least of all kinds because the concept’s meaning in general: it is hardly instrumental – not overtly at least thus each of course harmonises with its goal. These meanings are plagued by internal struggles however, if proposed in a definition harbouring several goals without grasping them together. This tension between harmony and agonism could therefore relate to having a selective or all-encompassing meaning. The latter tension returns here in that the concept’s instrumental meanings can be pointed, towards one objective for instance (e.g. competitiveness of a region), or more planed, such as a territorial expression for several objectives (e.g. regional integration for economic and social cohesion). The former territorial cohesion meanings are then more coloured by their narrower focus on a signification with more worth. Note though, that for instrumental meanings selective

definitions do not have to be specific, because they could serve an abstract telos of government too (e.g. regional integration for European integration).

In the other hand the policy coherence kind of territorial cohesion meanings is that most define the concept as coordination of policies on a single territorial level (i.e. horizontal policy coherence) instead of policies through territorial levels (i.e. vertical policy coherence). Either way, a tension hereby revolves around which policies to coordinate). Besides selectivity, how tangible this *Bedeutung* is forms another tension (e.g. coordination of interventions or effects). Although the *Sinn* of policy coherence does not distinguish substantive meanings as the four above, a question which also these technical territorial cohesion propositions leave open is on which territorial level this coherence is meant.

The concept's policy coherence definitions neither specify how coordination comes about *via* the territorial, nor whether the selected policies harmonise in the sense of unification or more loosely in non-contradiction (e.g. with/out a holistic perspective). The questions the territorial level, the harmonic type of coordination, and their relation thus seem to line out the policy coherence meanings negatively, as does the tension of which policies to coordinate positively. What sets them apart as much as the dominating horizontal policy coherence does though, is that they centre on government proper instead of different organisational bodies as territorial total.

The same issues that characterise the concept's policy meanings (i.e. as objective, instrumental, or coherence) also apply to the *spatial planning kind of territorial cohesion meanings*, but then modified for this *Sinn*. However, what none of these territorial cohesion definitions denote, is the hierarchy such territories as planning areas imply (i.e. through space indirectly influencing people). Nor does the *Bedeutung* deal with the tension of tangibility and ideality, even though spatial planning might bring territorial cohesion to the ground or concreteness into the concept's meaning. Hence, what appears to positively outline these meanings are the tensions of what spatial planning entails and how precise and selective territorial cohesion fills this meaning on which territorial level(s). But the negative outlining of them, through the non-treatment of both territorial politics (again) and a tangible spatial planning, does this more clearly. What seems to be a main characteristic of the *territorial governmentality kind of territorial cohesion meanings* is that none explicitly defines such a governmentality, but that together their features can form just that, even in various combinations. As might

be expected for a Sinn that sets up a framing of the other territorial cohesion meanings, most of their tensions in Bedeutung return here too. That is to say, also these propositions vary in their selectivity, abstraction, specificity, and for which territorial level(s) these hold. Then again, what mostly characterizes these territorial cohesion meanings is that they do not deal with questions which are central to any territorial governmentality: i) how is a territory demarcated (e.g. ownership of land established) and subdivided in parts and levels (e.g. defined via its cohesion or vice versa), ii) how are borders dealt with, and iii) how are all of them controlled. As no explicit territorial governmentality appears to provide a fundament for these, arguably, political issues (e.g. that the concept means combining spatial thinking and governance comes closest), a tension implicitly arises between knowing and administrating territorial specificities and flexibly governing the constant re-/demarcation of territories. The concept's territorial governmentality meanings thus always entail an existing and/or aimed for territorial diversity and contextuality, but that they do not define a basis to deal herewith mainly lines them out. As they neither resolve the tensions around how encompassing, tangible, precise, and for which territorial level their territorial governmentality features are, the positive outlining of these most general propositions scarcely frames the other territorial cohesion meanings

3.5 Conclusion

The present chapter made a in depth analysis, firstly descriptively, through the presentation of the appearance of the territorial cohesion in the Territorial Agenda and Green Paper and then based on the meaning *as* marks of the concept's linguistic and meaning-making practices. For that reason we used the two tables *Sinn style* above *Bedeutung* of the more substantive and more technical kinds of meanings. The territorial governmentality kind of territorial cohesion meanings could there by frame the descriptive, normative, policy objective, instrumental, policy coherence, and spatial planning ones. Although the way in which the concept's definitions fit in the act of governing distinguishes them, what characterises all is that the hues of territorial cohesion meaning in every kind harbour the same tensions of abstraction, selectivity, territorial levels, and harmony. Compared to the concept's *prima facie* meaning (i.e.

how things territorially relate to each other), four features further outline the common ground of territorial cohesion meaning:

- ∩ the unresolved issue of for which territorial entities it holds positively outlines all but the policy coherence kind of meanings
- ∩ the not-treated issue of how to deal with multiple territorial levels negatively outlines all but the policy coherence and spatial planning kinds of meanings
- ∩ the narrow variation in ideals comes closest to the meanings' inclusion of politics
- ∩ neither does the spatial planning kind provide a rational ground, nor does the normative kind spatially ground ideals to tangibilise the concept.

These indecisions show that the common ground of territorial cohesion meaning lacks semantic firmness. The main lesson to learn from this taxonomic tables is thus that semantically seen every territorial cohesion reading proposed within the concept's hermeneutic horizon of "loose threads" is as valid as another. The variety of interlinking meanings might then be structured in the territorial cohesion discourse instead, a hermeneutic horizon which consists of the system of territorial cohesion knowledge and its associated practices. The instability of territorial cohesion meanings has consequences for the concept's knowledge validity though, as it determines what counts as territorial cohesion knowledge.

Chapter 4 Methods of implementation of territorial cohesion

Introduction

So far its analytical framework makes up this research's analytical stance, it revolves around power. This is one of the most controversial concepts (Lukes, 1974: 26; Korpi, 1985: 31) and one of the most difficult to define and impossible to measure terms (Schmitter, in Joerges & Meny & Weiler, 2001). More over, according to Flyvbjerg (2002: 354), the intellectual tradition strong on issues of power runs from Aristotle via Machiavelli and Nietzsche to Foucault. We follow this path to answer the question of "How territorial cohesion is implemented" starting with the distinction of government and governance, to focus in territorial governance and the territorial capital. An analysis of territorial governance is then proposed, through four substantial issues. At the end some concluding remarks and reflection will be proposed.

4.1. The transition from government to governance

Many different theoretical perspectives have tried to conceptualize the transformation from government to governance (Pierre, 1999 & 2000a; Peters, 2000) as the concept wider of governance has found a central place in social science debate. Government refers to the dominance of State power organized through formal and hierarchical public sector agencies and bureaucratic procedures, while governance refers to the emergence of overlapping and complex relationships, involving "new actors" external to the political arena (Painter and Goodwin, 1995). More over, for some regulation theorists argue that the shift from government to governance is part of and a response to wider processes of socio – economic change manifested in a move play from a Fordist mass production system and an established Keynesian welfare State towards "post Fordist" flexible specialization (Piore and Sabel, 1984). Fiscal crisis in democracies, with the definition of a new strategies for services production and distribution, the need for public - private coordination, economic globalization and the growing importance of trans – national political institutions are elements of these processes, as underlined by Pierre (2000b). Jessop as well mention (1997) that central to these developments in the

profound restructuring of the State and its changing role in governing the relationships between society and the economy. The so-called “hollowing out” process of the State leads to a continuing loss of national level functions, while the local level seems to be more able to develop specific trajectories of economic development within the global system. However Pierre (200b) notices that this should not be intended as a proof of the decline of the State, but rather as the capacity and ability of the State to adapt external changes. Concurrently, local autonomy no longer refers to a purely autarkical process (Brown, 1992) but to a complex relationship between the local and the global levels, in which the local plays its self-representation capacity and, simultaneously, its external openness to take part in supra – local levels of network relations (Stoker 2000). In this framework, it should be stressed that the shift to governance has not only led to changes in government, it has also led to disruption of established channels, networks alliances through which (particularly local) government linked to citizens and businesses. Therefore, the challenge of governance is how to create new forms of integration out of fragmentation, and new forms of coherence out of inconsistency (Davoudi et al, 2008). As Stoker notices, governance is a concern with governing, achieving collective action in the realm of public affairs in conditions where it is not possible to rest on recourse to the authority of the State (Stoker, 2000). In the following paragraph we will try to highlight the concept of territorial governance as a key component of territorial cohesion. We will attribute the definition of territorial governance and of territorial governance actions.

Governance Trends

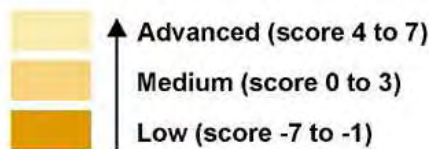
Favourable preconditions for governance:

- **Experiences (& experiments) with participation processes and partnership formation**
- **combined with devolution-decentralization**



Degree of shift from government to governance 2006

© EuroGeographics Association for the administrative boundaries Regional Level NUTS 0



The classification is based on the calculation of national scores, ranging from -7 to +7. Each country was given a score on 10 indicators: IRPUD Qualitative S1-S3b; S5; S7-S11.

- Origin of data: IRPUD Qualitative [S1-S3b; S5; S7-S11]
- Official acceptance of governance principles
 - Changes in formal government in the direction of governance
 - Experience with participation processes
 - Experience with partnerships
 - Extent of financial dependence of local government on central government
 - Devolution of powers to 1st tier local authorities
 - Centralization / decentralization / devolution
 - Number of conditions leading to shifts towards governance
 - Number of factors operating in favour of adoption of governance approaches
 - Number of forms of cross-border cooperation

Denmark: Average calculated on the basis of only one indicator.
Cyprus: Data for government controlled areas only.

Source: National Overviews ESPON 2.3.2

(Source: http://www.espon.eu/main/Menu_Search/index.html)

4.2 The dimension of territorial governance

As we saw in previous chapters territory is a complex concept. It can consider as a complex set of values and resources, a common good of fixed assets, material and immaterial, an economic fact or a social construction. Different definitions highlight different concepts of territory. Depending on which concept of territory is adopted, this leads to different concepts of governance that specific features and evaluations (Davoudi et al, 2008).

Bagnasco and Le Gales (2000) point out the concept of the territory as a social and political construction mainly stresses collective action, that is the actions undertaken by a set of actors that are related to the solution of a collective problem. The collective action springs from mobilisation of groups, organized interests and territorial institutions, in a process in which actors interactions can lead to different results. From an urban sphere, governance can be defined as a collective action mode in which urban elites endeavour to make the city into a collective actor, a social and political actor possessing autonomy and strategies. This concept of governance can also take into account the international level of macro – regional, regional and local level territories. From that point of view, territorial governance is what makes it possible for territories at different levels. In this perspective, territorial governance behaves and act as collective actors (Davoudi et al, 2008). Therefore, territorial governance is an organisational mode of territorial collective action, based on openness and transparency of the process itself, on cooperation / coordination among actors and in a framework of a more or less explicit subsidiarity. It implies relationships among actors and interests, agreement between stakeholders and different modalities of definition and implementation of policies (Davoudi et al, 2008).

The different objectives according to Davoudi et al (2008) that characterize a governance process a process, and that come from the different roles played by the territory in the process, can be summarized by considering territorial governance as the process of territorial organization of the multiplicity of relations that characterize interactions among actors and different, but non – conflictual, interests. This

organizational dimension is based on the recognition and valorization of the territorial capital to create sustainable territorial cohesion at different levels. So, territorial governance is the *condicio sine qua non* to guarantee more balanced development across Europe and to achieve territorial cohesion (Davoudi et al, 2008). Moreover, according to Les Gales and Voelzkow (2001) if we are talking about local economies, territorial governance is a process of the coordination of actors to promote territorial development at local regional level through the sustainable exploitation of territorial capital, in order to reconstitute at supra – local levels, territorial fragmentation by boosting voluntary forms of transnational cooperation and by referring to the principle of subsidiarity at bau-national level.

In other words, territorial governance can be defined as the process of organization and coordination of actors to develop territorial capital in a non-destructive way in order to improve territorial cohesion at different levels. For the formulation and evaluation of territorial governance actions must be considered four factors: vertical coordination, horizontal coordination, participation of organizations of civil society and the actions mentioned in an (territorialized actions) (Davoudi et al, 2008). Vertical coordination refers to both the partners involved, and the policies implemented in a region. The division of tasks in different institutional and spatial scales is usually expressed with increasing responsibilities in decentralized locations. In addition, it promotes the coordination of sectoral policies with territorial. The horizontal dimension of the resonance associated with the coordination between public agencies and between agencies from both the public and from the private sector and the intermediate. In this context, voluntary participation holds paramount importance. Participatory processes involving the participation of the private sector and civil society in the design and implementation of territorial policies. Policies relating to the territorial nature of policies that are based on the activation of soil characteristics of an area. The participation and involvement of civil society and organized interests allows the inclusion of private actors in territorial governance processes. There are two levels the involvement of stakeholders and interests (public/private partnerships), whose participation is necessary for the design and implementation of the process. The second is concerned with the diffuse participation of private actors (citizens), which is desirable but which has limits in practice, especially if we take into account the object of

participation (Davoudi et al, 2008). Subsequently, territorialized actions is based on the shared valorization of local specificities and can be recognized by three characteristics:, they refer to the territory as a common good, they are concerned with the identification and valorisation of territorial capital and the terror is defined during the action.

In addition, as it comes from official EU texts and the relevant literature, the concept of territorial cohesion refers institutionally speaking, a model of governance of European space developed on multiple levels in EU, international, national and sub-national and involves European institutions and national and subnational authorities operating in every state, but also the forces of society, science and the market (Giannakourou, 2008). Therefore, territorial cohesion in the light of territorial governance is a collective action aimed at highlighting and exploiting territorial diversity of each region (Giannakourou, 2008) and in accordance with the policies Rivolin territorial cohesion is a matter of right (good) territorial governance EU (Rivolin, 2005).

Houghe & Marks believe that multilevel governance is about both forms of delegation 'from above', ie, to supranational bodies, and 'bottom', through greater decentralization of responsibilities. In the process of multilevel governance involving actors from different levels (EU, national, regional, local) and creating new levels of cooperation and coordination (transnational, cross-border). Argued that the eponymous form of government is more efficient than the concentration of powers in the central government and is the consequence of increased local and global scale problems (Houghe, Marks, 2001). Important role in multilevel governance holds the number of participating institutions (level) and the extent of such jurisdictions (if strictly defined or overlap each other).

The Territorial Agenda of the European Union, the concept of territorial governance is reflected as follows: "Territorial cohesion can only be achieved through an intensive and continuous dialogue between the partners of spatial development, this process of cooperation is what we call territorial governance. The private sector (local and regional companies), the scientific community, the public sector (local and regional authorities), non-governmental organizations and various sectors must work together to make better use of critical investments in European regions '. Similarly in the same direction and moves the Action Plan for the implementation of the Territorial Agenda agreed at the informal Council meeting on Territorial Cohesion and Regional Policy in Ponte

Delgada in the Azores (November 2007) whereby "... multifaceted and coordinated approach between European and national and regional / local levels, in accordance with the principle of subsidiary, is average - the key to the success of territorial governance ... "and" the full and effective achievement of the objectives of the Territorial Agenda can best be promoted through of institutional arrangements in each country - State will involve national, regional and local authorities and the social and economic partners and ensure dialogue with the Commission and other European institutions. " Therefore, in all texts of Representatives and those of the European Parliament referred to the territorial cohesion highlights the importance of the multi-level governance, cross-sectoral coordination and subsidiary. The European Commissioner Danuta Hubner, the Informal Council of Ministers responsible for Regional Policy Ministers (November 2007) stressed the importance of the involvement of regional and local authorities and the social partners in the process of territorial cohesion, particularly in view of the new content attached to the principle of subsidiary in the Treaty of Lisbon. The European Parliament called on the Council and the Member States "in a spirit of true multilevel governance to ensure the full participation of local and regional governments, including cross-border public authorities, and, based on the principle of partnership, to provide for the participation economic and social partners, NGOs and private stakeholders in the action plans for the implementation of the Territorial Agenda. The European Parliament indicates in all economic and social actors to further develop the ESDP as a policy framework for territorial cohesion, to carry out an assessment of individual measures specifically referred to in the Action Plan of the Territorial Agenda of the EU to reach indicators for monitoring the spatial development of the European Union. Essentially, Parliament indicates essentially the application methods of open coordination in the field of territorial cohesion, thus confirming perceptions that led to the inclusion of the concept of territorial cohesion in the Constitutional Treaty (Faloudi, 2004).

Territorial governance than the old national hierarchies design and even more specialized in the field of spatial planning. Its construction is based on two complementary organizational patterns: multilevel governance and networking and as the Giannakourou at multiple levels of government created networks on which dominates the element of equality and coordination promoted through consultation and

negotiation tending interaction and mutual influence. The elements which characterize modern networks of policy as distinct to the traditional data management that were developed within the nation state, as distinguish eterarchy instead of hierarchy, cohabitation instead of enforcement, cooperative action instead of power requirement and control. The nature of the networks not static in nature as new working practices reached a voluntary basis for the elaboration and coordination of policies with a spatial dimension (Rivolin, 2005).

Through the territorial government promoted a mild pattern of European integration planning and purpose is to coordinate national policies of the Member States based on common goals and modes of action. Territorial governance is an issue central to the coordination of national planning policy cohesion promoted in the EU (Rivolin, 2005). Dominant role in territorial governance holds the learning process through which an attempt by the European approach to planning, to influence national policies and ideas and to take appropriate action at the national level to produce common results. The learning process helps in the acquisition of joint capacity to identify and resolve problems between the countries - members, which is an essential element of territorial governance (Faludi, 2008). Both the preparation of the ESDP and the initiative INTERREG and ESPON network promoted within the application of the ESDP have tools activation of homonymous mutual learning process.

The importance given to territorial governance as an instrument for the implementation of territorial cohesion policies reflected by the program ESPON, the European Monitoring Centre for Spatial Development and Cohesion, which aims to support European decision-making and policy, through the provision of appropriate documentation, and exchange information and experience on issues of spatial planning and programming among European states. It promotes transnational cooperation through studies undertaken under the eponymous program seeks to disseminate the results of studies at all levels of governance and policy. Through the study of emerging ESPON and the definition of territorial governance: Territorial governance is considered the procedure of organization and coordination of relevant actors in the field, to develop territorial capital in a manner not detrimental, to improve territorial cohesion (ESPON , 2.3.2.: 13). The findings resulting from the homonymous program i) provide a comprehensive evidence base and Place-based policy development, ii) support smart,

sustainable and inclusive growth, iii) supporting the cohesion policy with tangible results and through territorial cohesion iv) support sectoral policies with a territorial dimension, v) provide comparative data assessment for regions and cities in the European and international context, vi) help to implement interventions and projects in Europe's rich regional diversity, vii) highlight potential synergies for means of cooperation, viii) support the allocation of European funds in a targeted and effective manner while respectively for the private sector i) highlight opportunities related to the market and ii) support the siting investment (including FDI) (Kyvelou, 2013) . The role of the ESPON in recognizing the new challenges and dynamics of territorial cohesion was crucial and is recognized by the EU itself (Kyvelou, 2013). The culmination of the study of ESPON 2.3.2 project is i) territorial governance is different from governance because its object is the territory, a complex object per se, and its aim is to regulate, to govern, to manage territorial dynamics through the pilotage of a multiplicity of actors and ii) the meaning of approaches and effects of territorial governance are different at different territorial levels, even, if there are consistent issues that define territorial governance actions (vertical and horizontal relations, involvement and participation, territorialisation). The importance of these differs depending on the territorial level in which the action is taking place (Davoudi et al, 2008).

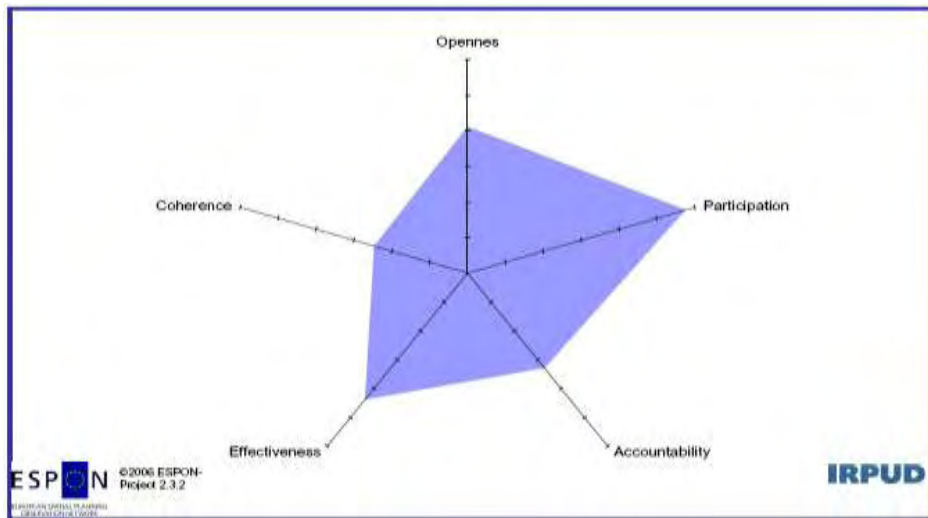
However, of great importance to the practices of territorial governance holds the tradition and history of each country, not only in relation to spatial planning, but also in relation to the application of correct (good) governance principles laid out in the White Paper on governance, which is:

- ⌘ *Openness*, terms of increased information and communication actions and decisions of the EU using language understood before the general public (Informing the public' rather than communicating with it)
- ⌘ *Participation*, from the conception of a policy until the final stage of implementation in order to ensure greater confidence
- ⌘ *Accountability* for ensuring transparency. Division of responsibilities: more clear in the traditional model of government than in new governance models
- ⌘ *Coherence* clarity of simple policies & *Coherence* across policies (Sector barriers major bottleneck - Necessary efforts for horizontal integration - Spatial

planning, the way - More evidence-based approach, involving academics or other professional expertise)

- 3 *Effectiveness* as policies should have similar effects, based objectives that are set (Strategic visions and plans can be tools for improving effectiveness - Improved by a long-term focus)

Priority Emphasis on Governance Objectives (NOs)



Participation, openness, effectiveness, and accountability seem to be the central elements of 'good governance' in urban and territorial policies

(Source: http://www.espon.eu/main/Menu_Search/index.html)

Applying these principles strengthen the democratic governance process at EU level, Member - States, regions and local level. The results of the study show that the ESPON, the open government mainly processes information while the heterogeneity component of accountability due to different systems of national, regional and local government. Participation in the program titled felt more institutional public sector bodies with the main benefit of creating important innovations and to a lesser extent the creation of robust mechanisms between them. The efficiency when embedded mainly applied strategic planning and, with respect to consistency, the effect of the fragmentation between policy areas are powerful obstacles to the integration of policies (ESPON 2.3.2). Under certain ratios territorial governance raised found that the greatest progress in governance has been achieved in the Nordic EU countries

with the highest level of development (compd. Kingdom, Sweden, Finland, France, Netherlands) but also in Spain.

4.3 Territorial capital

A key challenge of territorial cohesion and a key component of development and policy for the EU, as OECD claims on his research made on 2001 is the concept of territorial capital, ie the attempt to find and exploit all the advantages of an absolute space leading to higher yields and multiple benefits for businesses (positive externalities) which are usually associated with developing economies concentration. The area now becomes a standalone production rate combined with labour and capital increases its importance (OECD, 2001:16). Especially the issue of competitiveness developed between different sites and areas to attract business and people outside of the economic factor, important role taken by the strong presence of institutions and specific relational contexts (Jessop, 2008:7). According to Zonneveld and Waterhout in 2005, each region as its own specific territorial capital, ie. Path-dependent capital, which could be social, human or physical. The factors that can be included in territorial capital range from the purely physical or spatial characteristics of a locality or region (geographical location, size, natural resources) to more divers characteristics (quality of life, local and regional

traditions, quality of governance) to more intangible factors facilitating creativity and innovation that make up what might be referred to as quality of the milieu (Davoudi, 2008). Also, these factors could be grouped, though some extent overlapping (natural features, material and immaterial heritage, fixed assets (Amin, 2000), an infrastructures, facilities and relational goods (Storper, 1997a), as cognitive social, cultural and institutional capital (Healey, 1997). The Herrschel & Newman in 2002 argued that soil resources include a range of social, cultural, institutional factors, interbusiness relationships and networking strategies, regional innovation systems, relations between administrative levels of government, issues of financial instruments for economic development. We note that the factors shaping the territorial capital vary, and outside of the physical and geographic characteristics of a place, contained and other intangible and more difficult to identify as concepts such as quality of life, the relational infrastructure, local customs and traditions (Davoudi et al, 2008). Particularly, for local and regional level the concept of territorial capital is similar to that of endogenous potential.

Similarly, the OECD defines as territorial capital of a region the "factors may include the location of a region, the scale, production equipment, climate, traditions, natural resources, quality of life or the agglomeration economies provided of cities, but may also include business incubators and industrial areas or other business networks that reduce transaction costs. Other factors may be non-market interdependencies, such understandings, customs and informal rules that motivate economic actors to work under conditions of uncertainty or solidarity and convergence of ideas that usually grows in clusters of small and medium-sized enterprises in the same sector (social capital). Finally, according to Marshall's and an intangible factor, something in the atmosphere, referred to as the environment, which is the result of a combination of institutions, rules, practices, derivatives, research and policies that make a given creativity and innovation possible (OECD , 2001:15).

The components of the territorial capital associated with increasing returns in productivity and therefore in a process that produced endogenously. In addition to the factors mentioned in the natural and cultural environment, the rest (and mainly those in the social and institutional environment) increase the potential endogenous development

as an endogenous growth factors (OECD, 2001:16). Create more results on the competitiveness of a region, reduce dependence on imports and improve export opportunities (Zachari, Asprogerakas). The shift focus from traditional productivity factors (capital, labor, infrastructure, local resources) new intangible, which are mainly associated with issues such as local synergies and governance. However, it is important that young players do not replace, but add more to traditional (Camagni, 2008:34). Therefore, newer approaches for local / regional development the interpretation of the concept of territorial capital takes place through the interpretation of social and relational capital under a cognitive (cognitive) approach. Under this approach "local competitiveness mainly interpreted in terms of local confidence and sense of belonging despite the exclusive availability of capital, creativity, rather than relying on the presence of sufficient labor, connectivity and relevance rather than exclusive accessibility and local identity beyond local effectiveness and quality of life (Camagni 2008:35)

4.4 Conclusion

Studying the results of the analysis of the ESPON arrived first, that the concept of territorial cohesion is a development of design practice now followed by the EU, and the territorial government and the use of territorial capital are instrumental for the achievement of territorial cohesion, which will lead to a harmonious and balanced development of all regions of Europe. The territorial governance that aims to develop the territorial capital of a region, inter-dependent and directly interconnected, can stimulate territorial cohesion, able to produce such advantages or to foster resisting and reinforced local identities (Castells, 1997). The transition from government to governance created a new complex relationship, involving new actors external to the political arena (Painter and Goodwin, 1995). Therefore, multilevel governance is a constant element of cohesion policy in its current form, but there is still room for progress. Consequently, as mentioned above, territorial governance is a key instrument of the concept of territorial cohesion should also be strengthened. Apart from the coordination between the various levels of government, special attention should be given to coordination with different sectors - sometimes even conflicting - effects

within and between regions with different resources and different interests. So, it should be emphasized on: i) Territorial governance has to be ‘democratic governance’: it has to involve all constellation of actors, and not only partial interests, ii) Central governments and the EU, and regional levels to a lesser extent, should strengthen their role in establishing the framework, that is, to set preconditions for territorial governance actions and processes, iiI) More resources are needed to sustain partnership solutions as well as facilitate communication between actors in order to overcome current general communication problems and support territorial intelligence development, iv) Participation risks being exclusively formal. Citizens, stakeholders and organized interests can get tired of getting involved in participative processes in which they can have their say on marginal issues, while the central issue is out of their reach, v) In the dimension of coherence the best practices see a more evidence-based approach, where academics or other professional expertise is more actively utilised as a means to improve the coherence of interventions, vi) When good governance can start with only a partial application of good practices and principles, the vertical, horizontal and public participation dimensions of territorial governance seem to be the minimal requirement, while the other dimensions of good governance can improve the situation further vii) Territorial governance actions and processes need to be territorialized . This requires a (re)valorisation of territory and the improvement of a public (in the sense of common) New Territorial Culture, for which the role of public actors is crucial. Viii) In this sense more attention should to be paid to spatial planning policy, mainly to strategic/participative spatial planning as far it is the main nexus that has been observed for coordinating polices to make actions more coherent, ix) Interreg projects have been a major instrument in disseminate best practice in spatial development and strategic territorial programme work. Hence, more funding to Interreg and/or more programmes of this type may contribute to better practices in territorial governance.

Chapter 5 Politics of the European Union for cohesion

Introduction

Cohesion was the principle objective of what later became the European Union. In 1957, six countries signed the Treaty of Rome which states that anxious "to strengthen the unity of their economies and to ensure their harmonious development by reducing the differences existing between the various regions and the backwardness of the least favored." Successive enlargements have substantially increased the extent of regional disparities in the EU. Especially the last two enlargements dramatically increased regional differences and did reinforce the need for a policy which would aim at ensuring growth in all regions.

Therefore, the prominent goal of the European Union is to achieve the harmonious development through cohesion policy. This need was also recognized in the Treaty of Lisbon, which added the objective of territorial cohesion to the objectives of economic and social cohesion. The reformed cohesion policy is the main investment tool for the EU to achieve the objectives of the 'Europe 2020' :. Cohesion policy will also seek to strengthen economic, social and territorial cohesion in the European Union by correcting imbalances between regions.

The present chapter will attempt an evaluation of cohesion policy implemented since 1989 to date, resulting in the recording of the ambitious objectives of the 'Europe 2020' and concluded that the policies of any kind, either spatially blind or spatially oriented, should include territorial dimension and the ex-post evaluation in order to reflect both the intentional and unintentional spatial impact.

5.1 Evaluation of political cohesion from 1989 till now

The European Policy Research Centre (EPRC) and the London School of Economics recently on the website of Inforegio published the final report of detailed case studies for each test on each region of Europe. The purpose of the experimental evaluation was

to assess long-term and cumulative record of achievements of cohesion policy programs in 15 regions of the EU since 1989 until today. Results in a set of recommendations for future developments, arguing the policy direction for 2014-2020.

Initially, in the late 1980s, the basic needs of most regions focused on issues of low growth in all economic, social and environmental indicators, low population density and remoteness, weak economic base due to the transition from a centrally planned economy or specialization in agriculture or in traditional industries and the effects of disturbances in regional development or the labor market.

Gradually, some regions were able to overcome the initial challenges, others less. The greatest improvements were made in the field of infrastructure for basic public services and transport and providing basic public services. Of the various types of needs, the more durable the policies were low levels of R & D in the private sector. Some regions have decided that accessibility and communication were the real basic needs in the late 1980s, and gave corresponding priority, but those decisions undermined the importance of changing the production structure of regions.

Less developed regions tend to have a wider range strategies, focusing on infrastructure, human capital investment and entrepreneurship. This continued throughout the reporting period, but the period 2000-2006 with a greater emphasis on competitiveness and RDI (research, development and innovation).

The more developed regions have differentiated strategies with a focus on business development through a mix of support supply and demand, a combination of tools targeted at clusters, new companies (start-ups) and the partial support of business, and a gradually increasing emphasis R & D and innovation.

The ability of the authorities of plans to set realistic goals and to identify early implementation pathways remains an area for further improvement. There was a general difficulty in assessing objectives related to the lack of understanding about what the real achievements of intervention programs in previous years, due to the variable quality of the information provided by monitoring systems and the lack of integrated ex-post evaluations.

The efficacy was greater for large-scale physical infrastructure, environmental improvements and local infrastructure for businesses and innovation. These regions have experienced difficulty with the structural adjustment support business innovation

and growth in the community. The policy has been useful, however, to meet regional needs in the long term.

The varying degree of success of 15 regions in meeting the full range of development needs is partly a natural consequence of the limited scope of the programs and the difficulty in meeting the needs of all sectors. This, however, raises questions about the complementarity (and additivity) programs and their consistency with wider domestic public policies.

Cohesion policy to facilitate a transformation at all levels in Ireland. The positive economic transformation associated with the integration of the country into wider international markets. This may have an impact on the resilience of the improvements made, given the integration of the country into global financial networks affected by the economic crisis and the financial difficulties she faces.

In another group of regions - Algarve, Andalusia and Galicia - cohesion policy led transformation of regional economies, as reflected in the convergence of GDP with the rest of the EU and an improvement in the labor market, but to demonstrate that materially affect the long-term growth prospects and the resilience of regions. In these regions, the policy has contributed to major improvements in regional infrastructure and the provision of public services. However, the economic transformation was largely based on tourism and services, while productivity improvements and clusters with high added value in limited portions of regional economies accounted for a relatively small piece -analogika- regional GVA (gross value added) and employment.

In most regions - Aquitaine, Basilicata, Campania, Western Greece, Norte and Sachsen-Anhalt - the policy has facilitated the transformation in these areas, without strongly broader impact on growth and employment (with the exception of Basilicata) and leaving major needs still unanswered.

In other regions - Burgenland, Nordrhein-Westfalen, North East England, Ita-Suomi and Nord-Pas-de-Calais - the policy had a positive effect on the wider growth factors supporting change in these areas, but was unable (since interventions were medium-scale) to make substantial difference to the problems of the regions, and not to have a broader transformation of economies.

The key findings that emerged are the following:

- ∞ In the spirit of an ordinary case of the time, most early strategic programs in less developed areas focused on building infrastructure in the belief that this will lead to growth. In many cases, there were significant achievements. However, there are examples of excess capacity and a lack of care for long-term maintenance. The next few years - from 2000 onwards - dothike greater attention to the need stoanthropino capital investment, innovation and the private sector.
- ∞ The holidays were a prominent focal point in many strategies and infrastructure investments helped these regions to increase their numbers in the field of tourism. However, the evaluation concludes that tourism is not usually sufficient as a major source of growth, many regions have invested in social cohesion, but the long-term viability of such investments in the absence of growth is doubtful.
- ∞ Many of the more developed regions had structural adjustment problems. During the early years, many have continued to invest in traditional businesses and low-skilled only in subsequent programming periods started again invest in innovation and education. Structural adjustment is not reached within one planning period.

The study provides clear evidence to support the direction of cohesion policy for the period 2014-2020, particularly in relation to conditions, the new orientation on results and by promoting efficiency. These are areas where the findings of the study show that successive generations of experienced deficits.

Therefore, all the case studies highlighted the value of developing a strategy, which will include analysis of regional needs and challenges, a vision for the future and a joint multi-annual development plan with clear objectives which will be established by the relevant partners. Moreover, the regions need to invest in strategic planning and conduct research on the current and future needs of the region in order to identify potential opportunities that can be exploited through targeted support. These strategies need to be flexible in order to deal with potential changes in these needs external turbulence or unexpected opportunities. The long-term competitiveness approach to ensure the durability needed for as many regions is critical to support changes in the economic base in order to become more resilient to economic shocks. Although there may be a need for more infrastructure and support tourism to be a useful medium for response lag

regions, regions need to focus more on projects that foster entrepreneurship and innovation.

In addition, you need a realistic design. The regions need to be realistic in terms of time scales, recognizing that change may take more than one cycle programs to be implemented and should not be too ambitious about what can be achieved within a program, especially when resources is limited.

5.2 A reformed application of the policy

The EU through consultations with stakeholders and Member States' experts, reports from official bodies have implemented actions and ex post evaluation studies, positive findings were received and intense reflections making it even more complicated and complex new policy. The macro - economic models and econometric analyzes indicate that cohesion policy has contributed significantly to the growth and spread prosperity across the EU, while reducing the economic, social and territorial disparities. Cohesion policy has created new jobs, increased human capital, create basic infrastructure and improved environmental protection. Undoubtedly, if there was the political cohesion, inequality would be much higher (5th Report, 2010).

Inside, however, the turbulence of a global financial crisis and in the wake of the worst financial crisis in recent history experienced by Europe, faced with large deficits and pressure from financial markets, coupled that most EU governments are in the process of implementing fiscal consolidation and the unacceptably high unemployment rates in some countries, particularly among young people, the EU adopted an ambitious new strategy for long-term recovery strategy "Europe 2020". The "2020" is essentially the successor to the Lisbon Strategy, setting out specific and limited objectives, priorities and flagship initiatives, which are under strict monitoring and control shopper further specialization.

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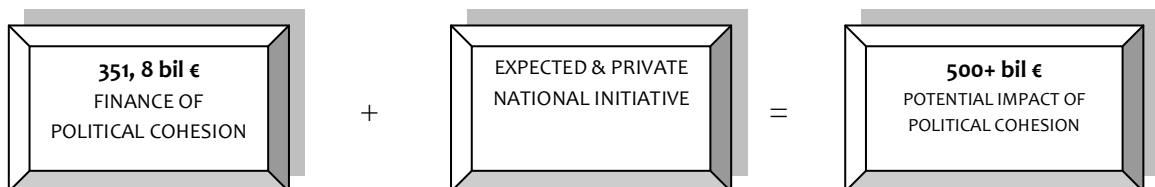
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1. Strengthening research, technological development and innovation
2. Enhancing the use and quality of ICT and access to these
3. Enhancing the competitiveness of SMEs
4. Supporting the shift towards a low-carbon in all areas
5. Promoting climate change adaptation, risk prevention and management
6. Preservation and protection of the environment, and promote the efficient use of resources
7. Promoting sustainable transport and removing bottlenecks in key network infrastructures
8. Promoting a sustainable and quality employment and supporting labor mobility
9. Promoting social inclusion, fight against poverty and all forms of discrimination
10. Investments in education, training and professional skills training and lifelong learning
11. Strengthening the institutional capacity of public authorities and stakeholders, and effective public administration.

To achieve these objectives, three funds under the EU cohesion policy (European Regional Development Fund, European Social Fund and Cohesion Fund) will provide support to the 11 thematic objectives. The ERDF will examine the 11 thematic

objectives, we focus particularly on the first four core priorities and will require Member States to invest a significant portion of the ERDF (between 50% -80%) in these priority areas will absorb up 100 billion EUR (almost 30%) of the ERDF budget.

EUROPE'S STRATEGY IN NUMBERS



Cohesion policy is the most important investment institution of the European Union (with EUR 351.8 billion proposal for the period 2014-2020) to achieve the objectives of the 'Europe 2020 reforms agreed for the period 2014-2020 is designed to maximize the impact of available EU funding.

5.3 Re application of the strategy of Lisbon

However, according to the fifth report, the primary objectives of the 'Europe 2020' can not be achieved solely by policies formulated at Community or national level. Strong national and regional participation and ownership at local level. Besides, this is one of the key lessons learned from the Lisbon Strategy. Moreover, to be effective the new EU policies requires close cooperation between cohesion policy and other EU policies. In many areas, public policies have a greater overall impact when closely coordinated with each other than when implemented individually. The recent OECD work shows how important it is to combine investments in transport infrastructure by providing support for business development and human capital in order to achieve sustainable economic and social development. Furthermore, the regional diversity in the EU, where regions have a huge difference in the characteristics, opportunities and needs, requires more than policies that are "same for all", making shift to an approach that gives the regions the opportunity to design and the means to implement policies that meet their needs. This just provides the cohesion policy through the "local" approach. Thus, good

governance at national, regional and local level is critical. The principle of partnership is the core reforms and now the involvement of all relevant actors in the implementation of programs is critical, for this reason we need to develop more new partnerships and maintain existing cooperation between regions, cities and bodies of the EU order the funds to focus on more productive investments and to ensure the maximum impact on growth and employment. Innovation also means to think and act "outside the box", to be creative and elaborate new ways to build on current knowledge and new ideas to adapt our society to the new standards. Therefore, the participation of all diners in designing and implementing more competitive models agents can convert this policy namesake in a real driving force for the economic recovery of Europe.

The reactivation of the Lisbon Strategy in 2005 improved the overall relevance of the framework of the economic policy. It was considered important to achieve greater ownership of the Lisbon objectives in places and thus to increase the participation of regional and local authorities and the social partners as many policies should be implemented at sub-national level, particularly those relating to areas where proximity plays a role, such as innovation and the knowledge economy, employment, the development of human capital, entrepreneurship, support for SMEs and access to risk capital financing or in areas within the jurisdiction of the local or regional authorities.

According to the 5th report both economic policies and those without clear spatial dimension can benefit from the exploitation of the territorial impact. Course, be given the necessary attention to the territorial dimension and strategic environmental assessment (SEA) is not new, since, as we have seen in previous chapters, the concept of territoriality was taken into account in previous policies. The evolution of design practice adopted by the EU and marks the transition to a more mature stage of planning policies expressed through the adoption at all levels of action and function of territorial cohesion. The strategy "Europe 2020" addresses the territorial cohesion as a three-dimensional concept, which should be taken into account by the EU, national, regional and local authorities in the implementation of the policies for which they are responsible.

Territorial cohesion a) aims to bridge the economic and social disparities between regions through structural support and exploitation of endogenous regional development

potential (territorial balance), b) binds the relevant European policy makers to pursue an approach that is consistent both horizontally and vertically and cross in the exercise of their powers which have territorial impacts (regional integration), c) calls upon the public and private sector and civil society, to network with the aim of take effective action on the ground (territorial government).

5.4 Evaluation of territorial performance as an element of territorial cohesion

However, the Committee of the Regions published in early 2013 report, which provided practical and methodological guidance on the appropriate way to address the territorial aspects of the formulation of policies in the context of the impact assessment during the preparation of proposals from the European Commission.

Firstly, supported the statements contained in the Territorial Agenda, namely that the coordination of various sectoral strategies to optimize the territorial impact and maximize consistency can significantly increase the success of these strategies and help prevent potentially negative consequences of conflicting measures. Through integrated territorial development can achieve the optimum balance between sustainability, competitiveness and social cohesion. considers the "territorial impact assessment '(AEA) an assessment tool of territorial impact of a policy initiative or a legislative proposal on local and regional authorities, taking into account the objectives and perspectives regarding the spatial development policy. Through early assessment of Territorial Impact guarantee participation of the local and regional level, a realistic, objective and territorially connected spatial development, and the efficient use of resources. However, national, regional and local responsibilities for land use and development planning are not matters for which there is a discretionary decision. Points out that for most policy areas applies shared competence of the EU and its Member States and therefore the principle of subsidiarity. The evaluation of the territorial impact, in the context of the examination of subsidiarity, be an important argument in favor of action at EU level, if the evaluation shows that there will be more positive results compared with action at the level of Member States or regions. stresses that the territorial impact assessments may prove suitable for the emergence of potential negative impacts of EU policy proposals. This is particularly important for the principle of proportionality. Therefore, the assessment of the territorial impact is an important

tool in the context of better regulation. Moreover, the "territorial impact assessment" should allow the identification of short and long-term consequences of decisions taken or planned. Through the separation of the various instruments on the above classification will be possible to determine the most effective size and intensity of the impact. It showed a close relationship between the evaluation of territorial impact assessment of the overall impact and monitoring compliance with the principles of subsidiarity and proportionality in the training of new legislation at the European level. The report concludes that to achieve the objective of territorial cohesion and to strengthen economic and social cohesion should contribute to all policy areas. Therefore, it is necessary to consider the measures on their territorial impact and evaluate the consequences for local and regional authorities.

5.5 Conclusion

Since 1989 until today, the cohesion policy has contributed significantly to the growth and spread prosperity across the Union, while reducing the economic, social and territorial disparities. The fifth report on economic, social and territorial cohesion shows that the policy has created new jobs, increased human capital, has built basic infrastructure and improved environmental protection, especially in less developed regions.

Undoubtedly, if there was the political cohesion, inequality would be higher. However, the ongoing social impact of the crisis, demand-driven innovation by increased global challenges and the imperative need for operation and the last euro of public expenditure require an ambitious reform policy. A new ambitious goal that requires rapid action on many fronts and endorsed by the European Council is the new strategy "Europe 2020". However, to reach Europe at all levels, European, national, regional and local, must play their part. Cohesion policy should continue to play a critical role in these difficult times, in order to achieve smart, sustainable and inclusive growth while promoting the harmonious development of the Union and its regions through the reduction of regional disparities. In addition, cohesion policy should convey the focus on performance. This should start from programs that identify a limited number of priorities in the policy (focus) with a clear view of how to achieve them and how their achievement will

contribute to the economic, social and territorial development of the regions concerned and the Member States. However, in accordance with the EU Treaty, the design and implementation of all EU policies should take into account their impact on economic, social and territorial cohesion. Currently, some policies have a clear territorial dimension, such as transport policy and the environment. Other policies have a partial territorial dimension, such as research policy, information society or health. Some policies, in their implementation, do or can not differentiate between the different parts of the EU, for example, the policy for the single market or trade. These policies do not require specific regional momentum can assess the impact on cohesion. However, the local impact of a policy should be understood in depth, regardless of whether the policy has a specific purpose or not. Such territorial impact assessments could be carried out prior to approval policy or the ex post evaluation.

Therefore, because the policies tend to have interdependent effects without proper coordination, any policy can be particularly weak, even negative impact.

Chapter 6 Critical approach of territorial cohesion

Introduction

In the previous chapter we saw that the Committee stressed the importance of evaluating the territorial impact on cross-border, transnational and interregional impacts of EU policies. Suggested the European Grouping of Territorial Cooperation (EGTC) as appropriate laboratories to serve as a tool for assessment of cross-border territorial impact. Furthermore, referred to the discussions and decisions regarding the Draft European Spatial Development Perspective (ESDP, 1999), the Territorial Agenda of the EU, the Leipzig Charter on Sustainable Development of European Cities (May 2007), which generate, through recommendations for an integrated territorial development policy, a European framework for action in the EU and the Member States in order to mobilize the potential of regions and cities for sustainable growth and employment growth, and to address the challenges posed by demographic developments, structural changes and global climate change.

Believes that smart, sustainable and inclusive growth can only be achieved if policy measures take greater account of the territorial development opportunities and challenges within Europe. Therefore, to avoid repeating the mistakes of the Lisbon Strategy, the strategy "Europe 2020" should give sufficient attention to the territorial dimension and the potential to promote smart, sustainable and inclusive growth.

In this chapter as an example of having sustainable development of mountain areas, which are faced with the most remaining political and administrative barriers to their regional integration, we try to identify if the territorial cohesion focused on regional inequality and emphasized the importance of access to services, functional geographies and territorial analysis concluding whether "sustainable and sustainable development through the territorial dimension" is effectively possible, sufficient or fragmentary works.

6.1 Monitoring territorial Cohesion across Europe

The EU stressed the key role they can play in the territorial impact assessments for greater coordination of sectoral EU policies to promote territorial cohesion, supported the view that there needed to view this new EU legislation and that administrative burdens should be reduced as much as possible. Supported the monitoring of territorial development and delineation of territorial cooperation through specific methods and tools (such as tools or ARTS QUICKScan the ESPON). Academic exercises and institutional endeavours are undertaken to determine the best ways to construct tools for these purpose. Thus, by receiving into the Barca Report and the idea of place-based development strategies, the explicit inclusion of territorial cohesion of the recent Treaty of Lisbon, the subsequent EU2020 Strategy and the results of the debate geographic specificity of the diverse regions, cities and territories that have different development trajectories it was necessary the creation of a program that will follow the synergies in the various geographical. In 2010 the ESPON started the project INTERCO, dedicated to the elaboration of an indicator – based system for measuring territorial cohesion. In the INTERCO project, a team of European researchers emphasized the need of understand territorial cohesion as a set of intertwining, and often overlapping story – lines that may each be monitored using sets of indicators. This was a major step in bringing together the universal nature and territorially specific aspects of territorial cohesion. In a direct continuation of this work the ongoing ESPON project, the European Territorial Monitoring System (ETMS) created a coherent monitoring platform that helps policymakers at various levels of government to identify important development trends across continent, and interpret and contextualize these trends by integrating them into the wider context of territorial cohesion.

6.2 Monitoring the mountainous areas of Europe

After a presentation by Commissioner M. Barnier, responsible for regional policy, in order to identify the problems and potential of soils exhibiting asymmetric territorial consequences ("extreme impact") and to formulate a comprehensive definition of land

with common characteristics, the EU instructed NORDREGIO research for the European region.

According to the survey NORDREGIO 2004, which was included in the EU-25, but also Switzerland, Norway, Bulgaria and Romania, the mountain Municipalities and communities occupy to 40,6% of its total area and those living 94.3 million humans corresponding to 19.1% of its total population. The mountainous area of Municipalities and Communities in Greece occupies 77.9% of the total territory of the country, which makes together with Austria, the most mountainous country in the EU

According to research by surveying NORDREGIO the mountainous areas are defined as follows (Nordegio, 2004):

- ∞ > 2500m, all areas are mountainous.
- ∞ Between 1500m - 2499m considered mountainous all the regions > 2° slope within 3km radius
- ∞ Between 1000m - 1499m, in order to be considered as mountainous a region should satisfy the following two: (α) > 5° slope within 3km radius/or local elevation range (β) local elevation range > 300m within 7 km radius.
- ∞ Between 300m - 999m, local elevation range > 300m within 7 km radius
- ∞ Between 0-299m standard deviation > 50m for cardinal point

Monfort on 2009 appointed as the highlands of class NUTS3 regions with at least 50% of their population living in topographically mountainous areas (the definition of mountain areas based on the study of Nordegio, 2004). However, in 2009 the EU stated that several definitions have been developed for mountain areas in different surveys depending on their target. Moreover, it is worth noting that even from region to region there are significant differences between the mountainous regions of Europe. For example, some areas (eg in Bulgaria) have very low per capita GDP (25% of the EU average), while in Heidelberg, Germany in per capita GDP is 78% higher than the European average (Monfort, 2009). Therefore, policies to support and sustainable development of mountain regions should not be generalized and fragmented. In a preparatory document for discussion (Dax 2008) to the Commission has reached the final text of the Green Paper on Territorial Cohesion and aimed at "sustainable development" in mountain areas, had the recognition of mountain areas as specific developmental characteristics, proposed compensation for services provided to the

wider plains the diversification and development of local capacity for innovation, cultural change without loss of identity, the sustainable management of mountain ecosystems and biodiversity, institutional development focused on sustainable use of available and taken seriously spatial aspects to support cooperation and strategic approaches. Furthermore, in its report to the EU in 2008 states that "mountain and island regions have economic characteristics as unique as the topography while tourism has led in many cases, stimulating the local economy and providing tools and incentives for transport links and good basic services, has also made vulnerable. dependency on one sector alone puts these economies in danger, which increases the challenges of climate change. Accessibility is another cumulative barrier to development. islands that are often in region and mountains act in many cases as natural limits between Member States by strengthening the transboundary effects. Consequently, international cooperation in these regions is essential not only for mountain areas themselves, but also for the lowland areas surrounding ".

6.3 Critical evaluation of the politics of EU in response to the development of the mountainous regions

Although numerous attempts were made, notably through the program ESPON, the deepening of research across the EU in the field of territorial development and promoting the exchange of experiences within the European Union shows that the implementation of cohesion policy takes place through more general measures as to foster a more effective resources, greener and more competitive, while one with a premium high-employment economy, a source of social and territorial cohesion coordinated with other policies, such as transport, energy, broad interface with the Internet, Common Agricultural Policy, employment, environment, high-quality research and competition (European Commission, 2009). Observe, ie, that the steering axis for the development of "difficult areas", such as mountain areas (and island) is balanced in competitiveness - tourism - diversification. Structural aid under the regional policy of the EU focused on strengthening economic growth and competitiveness which are the main goals of the Lisbon Treaty this rationale joined and mountainous regions without a case further specialization and diversification (Sedlacek & Gaube, 2010).

However, proclaimed the Euromontana, found that most policies affecting upland areas are sectoral, without adaptation to their specific needs and often come from centers of strategic planning that are not related to mountain areas. With the proclamation made by the representatives of mountain communities in Europe are calling for a more coordinated and integrated policy and direct a Green Paper on the future of mountain areas (Michailidou & Rokos, 2013). Although the drafts and proposals in the Green Paper training intensity full objectives "of a European action plan for competitiveness and sustainable development of mountain regions," according to an opinion of the Committee (2008), based largely the recommendations of the Association of elected representatives of the mountainous regions of Europe (OER) which restated and identified more clearly in 2008, unfortunately leaving out the initial findings and recommendations of Euromontana and adapted to the Lisbon Strategy. Specifically, in paragraph 15 of the opinion of the Committee noted that "it is necessary to join the European policies in an integrated sustainable development strategy capable of adapting to the multifaceted reality of the mountains" and that "a European policy for upland involve a significant number of sectoral policies covered, in part, from European legislation, albeit without ever enrolled in an integrated approach "(paragraph 28). Despite its good points, but the contradiction is noted below in paragraph 19 where the mountainous regions are treated as foci driver of European competitiveness at international level, while paragraph 35 as pilot areas in terms of innovation, the development of the information society and sustainable development.

At the same wavelength moves and the final declaration of the 30th Conference of the Islands Commission of CRPM (20-21 / 05/2010), where they consider that to be possible to build on the side of the islands of the benefits of a "smart strategy , sustainable and inclusive ", as outlined in the strategy content EUROPE 2020, must necessarily be linked as closely as possible the sustainable development in the concept of territorial cohesion, which highlights the geographical location, natural resources of their lands or seas surrounding them, but also the forces arising from the richness and diversity of their identities. Indeed, sustainable development can be insignificant for the islands and their residents only if it helps to turn to strengthening territorial cohesion with the rest of the European Union. Furthermore it was noted that in order to integrate the objective of territorial cohesion to the objectives of sustainable development, it

would be appropriate to establish an appropriate framework, which means, in practice, that:

- ∞ should assess the specific conditions of the islands - human, economic, environmental - with the help of statistical tools best suited to the island level, which latter is the only appropriate functional area for these geographical entities,
- ∞ European legislation should approach the issues with an island of flexibility by promoting better governance mechanisms,
- ∞ European political have to recognize the consequences it's of characteristics of islands (limited size, remoteness and isolation),
- ∞ particularly rich but fragile natural and cultural environment) and the increased costs resulting from the often insular character, to make it clear that you really take into account the financial resources, in accordance with the principle of proportionality,

Therefore, all mixed thematic groups, such as mountains, islands, areas with low population concentrations and marine and coastal areas that are highly exposed to many natural hazards (volcanic and seismic hazards, extreme climatic events, etc.), The impact of which often seems to slow down, both in human as well as economic terms, due to the isolation of the territory and the population concentration in confined spaces, seeking integrated development and more specifically the worth-living integrated Development. (Michailidou & Rokos, 2013). The worth-living Integrated Development will bring together economic, social, technical / technological, political and cultural development, which occurs in a dialectical harmony and with respect for people, as part peacefully and creatively to the natural and cultural environment of cognate areas, as an integral part and not as a dominant owner, "investor", or exploiters.

Mostly, however, requires a balance between on the one hand, measures designed to address the specific and permanent difficulties of remote and outlying areas and, of those measures that seek to promote the benefits and opportunities. Therefore, due to their specific geographical location and associated difficulties, EU policies should be adapted to the specific situation. Indeed, cohesion policy has played an important role in the reduction and economic awakening of remote areas and should remain one of the

primary means to reduce disparities in the regions of the EU in general and particularly in remote areas, with the aim to integrate geographically remote regions in the EU internal market and the consolidation of their role in their respective geographic areas. Achieving policy based on the three competitiveness - tourism - diversification and macroeconomic conditions did not produce the expected. Basic rules, such as access to government aid, structural funds and to horizontal Union programs must be adapted to the needs of these areas and simplify policies on visa policies. Therefore, territorial cohesion manages to touch new issues and highlight additional considerations, however, requires the continuous improvement of connections in order to better capture the positive and negative externalities caused to remote locations in order to facilitate cooperation and to become more effective the spread of territorial cohesion. Further analyzes territorial trends, impact assessment and prospective studies for each area can provide better territorial knowledge of the EU for the optimal performance of EU policies.

6.4 Conclusion

Consistency was the principle objective of what later became the European Union goal was motivated by concern that the less developed regions would be unable to benefit from the economic union, a concern that was behind the creation of cohesion policy as expressed in the report Thomson in 1973: "no community can survive even make sense for people who belong to it as some have very low standard of living and reason to doubt the common intention to acquire any state assistance is needed to improve the condition of the people. The territorial dimension is at the heart of cohesion policy since its birth, through the systems of eligibility and allocation of resources, and the way in which organized planning. Territorial cohesion asks us how we can make the most of this unique and diverse residential structure, since the Europeans should not be disadvantaged in terms of employment opportunities, housing, access to public services and so . simply because the region in which they live.

Before deciding on a particular policy, the evaluation can be shown quantitatively or qualitatively what areas or regions may face higher costs or enjoy the maximum benefits. Following the implementation of a policy evaluation can reveal whether the implementation of the policy was unbalanced impact within the EU. Both policies and

those without clear spatial dimension may benefit from an assessment of the territorial impact.

The EU in this context and in response to the report Barca and the requirements of the Treaty of Lisbon has implemented many programs and entrusted to experienced researchers and academics spatial monitoring of the European area to collect data through monitoring European trends and structures in order to crystallize complexity and to understand the dynamics of European territorial space. Through the development of territorial systems and monitoring of the program created a remarkable ESPON database, able to study the territorial nature of an area and count the applicable policy objective by receiving account territorial diversity and existing geographical conditions. The EU through finding appropriate indicators for monitoring territorial cohesion throughout Europe and the territorial impact assessment aims to involve the local and regional level in policymaking, in realistic, objective and territorially connected spatial development and efficient use of resources.

Although, through the territorial cohesion objective set as territorial balance, territorial integration and territorial governance in the implementation of policies at European, national, regional and local level, did not cover the three dimensions of territorial cohesion. In this brief study of the implementation of cohesion in the highlands reached that the EU is limited to measures market, competitive, entrepreneurial rural development 'should aim at restoring and enhancing the competitiveness of mountain areas', which essentially negates application, to the extent that the specificity of these conditions of physical and socio-economic realities. Although direct payments for mountain areas is on average equal to about half of the aid given to other less favored areas and less than $\frac{1}{2}$ of aid given on average for less-favored areas. Therefore, although in theory the EU through rural policy places particular emphasis on mountain areas (European Commission 2009a), which in theory suggests that the EU emphasizes the mountainous region, however, on what should be done is found that the abandonment of areas and the average increase in the age increased. The Lasanta and Marin-Yaseli (2007) as the main cause of the lack of coordination between the various measures and management principles. In addition to political disadvantage in mountainous regions, is the fact that the EU believes that all mountain regions across Europe have the same

characteristics, problems, limitations, needs and possibilities, and studies have repeatedly shown that there are significant differences from country to country, but also within the same country (Monfort 2009, European Commission 2009a) . In older MS programs is recorded that when the policies adapted to local specificities (eg Austria, some Italian regions), the results are positive (European Commission 2009a), which shows that when the particular physical and socio-economic characteristics of mountain areas have received and assessed in depth the applicable policies are fragmented and poorly documented. The lack of coordination between the policies, management, national and local authorities erode integrated approach to the implementation of European policies and slows the development of effective territorial strategies.

Therefore, by receiving into account the concerns of the Committee and in particular because the strategy "Europe 2020" does not appear in either the specifics or the capabilities of cities and regions in Europe, as noted in the third report of the Committee to monitor the strategy "Europe 2020" in October 2012 and the conviction that the regional diversity of the EU is untapped potential, we conclude that a flexible and depth border and territorial dimension in the political configuration of the 'Europe 2020'.

Major issue is the coordination of territorial impact of sectoral policies at EU and Member States, and between the EU and its Member States, the main goal of the territorial impact assessment should be better coordination of different EU policies in respect their territorial impact. In previous years policies developed remarkable methods and tools (such as tools or ARTS QUICKScan the ESPON) sufficient to assess potential soil impacts could have a specific proposal at local and regional level. The territorial impact assessment should be applied to all policies whether the legislative proposal focuses specifically on certain areas or where there is a risk of significant asymmetric territorial impact ("edge effects"). The policies of any kind, either spatially blind or spatially oriented, must include the territorial dimension in the ex post evaluation in order to reflect both the intentional and unintentional impacts villagers.

Perhaps the biggest problem lies in the fact that there are still significant gaps, particularly in the area of data available at European level for the local (NUTS III) or regional (NUTS II) level, which limit the possibility of effective and targeted application of available methods is the expectation, particularly as regards the debate on

"GDP and beyond". Therefore, either through new ideas for further indicators, in order to get more comprehensive picture of the social welfare and territorial impacts proposed to participate in planned workshops to process QUICKScan specific experts and representatives of local and regional authorities. Although the program's contribution to the deepening of ESPON research across the EU in the field of territorial development and promoting the exchange of experiences in the European Union was important, perhaps, a next step towards the optimal result is the education and training of stakeholders parts of this area. Furthermore, ongoing monitoring and evaluation of the territorial impact will immediately recognize the value or if adjustments or extra additions. As part of the ongoing evaluation of the policies and the effects thereof, welcomed any exchange at regular intervals, as between Member States, the experiences from the implementation of these evaluations. The treatment of asymmetric effects, which are recognized by the territorial impact assessment must take place through the adoption of appropriate measures and processes, which will ensure the participation of stakeholders in the field and especially local and regional authorities. Should be emphasized to promote the added value that the principle of multi-level governance and partnership are the key factors of implementation of territorial cohesion and the place-based approach.

Cohesion policy has a broad vision. This vision includes not only the economic development of lagging regions and support for vulnerable groups, but also social and environmental sustainability of development with respect to territorial and cultural characteristics of different parts of the EU. Involvement of regional and local communities is essential for the future development of policy. Such cooperation is a key source of added value of cohesion policy, utilizing the skills and knowledge to make their programs more effectively and comprehensively.

The monitoring and evaluation systems must be improved across the EU in order to monitor performance and help redirect efforts as needed to ensure the achievement of objectives. For this purpose requires proper targeting (Reputation utopian impact) and proper evaluation of the target (intensive use of quantitative methods and case studies) in order to make the policy successful.

Final Conclusion

As a conclusion the Territorial Cohesion is incorporated in the aspect of regional politic of the European Union, and it aims the diminish of the various indifferences within the European Union territory, and more over it aims to bring some major changes in the way of political application for the territorial development of the European union. The basic change is in the increase of the competition of the regions in the development and the competitiveness on the European Union territory and through the usage of the territorial capita of each region of the member states of the European Union. That needs, the development of specific ways and specific forms of territorial governance. In other words, the development of the multi level and multi sectoral co operation.

Those criteria that are implemented by the territorial agenda, have one and only main target, to diminish the regional diversities within the European Union member states. So, that has as a result, a new meaning, which in a first view, has no difference from the sustainable development. But that new entrance, adds some new data, which are capable to change the aspect and the philosophy of the politics of the regional development of the European Union. It is also claimed that the territorial cohesion is a part of the political of regional development, expressed in other words, but with some more data that are important and can completely change the meaning (Wassenhoven, 2008).

In conclusion, the analysis over the entire range of the present study, we found a shift of EU policies towards putting his focus on the concept of territorial cohesion and local approaches. The new programming period for Europe, brings elements of this approach, however, remains to be seen in practice individual aspects and possibilities of territorial priorities of the EU.

The strategic responsibility rests with the spatial planning ministers and the Commission. They are responsible for keeping the European spatial development processalive and ensuring its aims are integrated into other European and national sectoral policies. The special challenge here is how to become more visible and how to influence those concerned with sectoral policies. Continuous collaboration between spatial planning ministers is vital if this is to be achieved.

Research is also needed in order to close the gap between science and policy and in part to produce but mainly to translate scientific knowledge into advice and contributions for the policy process.

The European model has been invoked during discussions concerning European integration, most recently during the informal meeting of the heads of state and government in October 2005. As will be remembered, the position paper by Sapir has outlined for them the existence of four European models rather than one. None the less, the Commission in its contribution to the discussion has claimed that "[c]ommon European values underpin each of our social models. They are the foundations of our specific European approach to economic and social policies". The Commission details these shared values: solidarity and cohesion, equal opportunities and the fight against discrimination, adequate health and safety at the workplace, universal access to education and healthcare, quality of life and quality in work, sustainable development and the involvement of civil society.

Planners are no strangers to debating such issues. Indeed, there are shared concerns between territorial cohesion thinking and this European model. These are equity, competitiveness, sustainability and good governance. The balancing act involved in marrying such divergent concerns is a challenge common to both.

To start with, territorial cohesion is concerned with the manifestations of the elements of the European model in concrete areas on various spatial scales. In particular, territorial cohesion thinking takes account of spatial configurations in concrete areas. Drawing on the Dutch experience, Zonneveld and Waterhout (2005) refer to these spatial configurations as adding up to what they call the "spatial structure". To conceptualize spatial structure is essential for territorial cohesion policy. Disregarding, as it does, the concrete shape of the territory to which it applies, the European model as such is more abstract. Territorial cohesion policy is one of the ways of rendering it more concrete.

What the European model of society and territorial cohesion both stand for is the decommodification of certain policy objects. Esping-Andersen (1990,) invokes this concept to identify what social rights are about. Accordingly, the ". . . outstanding

criterion for social rights must be the degree to which they permit people to make their living standards independent of pure market forces. It is in this sense that social rights diminish citizens' status as *commodities*".

This applies to elements of the European model, like culture. The Strauss-Kahn Report earlier has argued in this way. In territorial cohesion thinking, the remit of the concept of decommodification includes quality-of-life issues such as the preservation of heritage, landscape values and amenity. Planners hold that they should not be totally at the mercy of market forces. Indeed, both territorial cohesion thinking and the European model are animated by the conviction that the market is not everything; that there are values beyond growth. Also, neither territorial cohesion policy nor the European model can do without public intervention. Note that the Nordic social model receiving so much praise for combining flexibility of labour with good unemployment benefits relies on high taxation and on expert bureaucracies administering it. So in the Nordic countries the state is not retreating. The Barroso Commission, too, recognizes that European citizens have greater expectations of their states than in America or Asia (CEC, 2005e, p. 4).

The pursuit of intangible values does not mean that territorial cohesion policy can be complacent about its methods. On the contrary, it needs to be technically sophisticated. For instance, there is work going on in the framework of ESPON on territorial indicators (Grasland & Hamez, 2005). Invoking such indicators, territorial cohesion policy must be exposed to the rigours of ex ante, mid-term and ex post evaluation, ever so important in EU-policy (Bachtler & Wren, 2006; Camagni, 2006). Analyzes territorial trends, impact assessment and prospective studies for each area can provide better territorial knowledge of the EU for the optimal performance of EU policies. However, territorial cohesion policy needs a visionary element, too: it needs to convey what territories might look like by articulating spatial visions. The visions must conceive of towns and cities and regions, indeed of the territory of the EU as a whole, as more than places of production.

Territories need to be conceptualized as cohesive or, to invoke Delanty and Rumford's (2005) quote with which this paper opened, "fully orchestrated possessing the requisite social, civic and welfare dimensions . . .". People should want to attach themselves to

territories. Indeed, where the process is conducted in transparent fashion, the very act of visioning territories and their futures can contribute to the feeling of attachment.

Among others because of this very feeling, European territories should also be able to attract—and keep—the high-quality jobs that Europe depends on, and the more so where quality-of-life issues play a prominent part in territorial cohesion policy. In this roundabout way, decommodifying territory might even turn out to be good business!

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Ελληνόγλωσσες

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