

**ESPON TANGO: Territorial Approaches for New Governance**  
Case study: Climate Change Adaptation in the EUSBSR

**Lisa Van Well, Peter Schmitt, Stefanie Lange Scherbenske**  
(Nordregio, Stockholm)

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## Key messages

- Governance matters and territorial governance matters for territorial cohesion...but how, why, under which circumstances?
- The “TANGO” working definition / conceptualisation of Territorial Governance (beyond “governance of a territory” or “territorial dimension of governance”)
- Case study of Climate Change Adaptation governance within the EUSBSR
- Territorial Governance: What is the link to Territorial Cohesion?

## ESPON TANGO (Priority 1 – Applied Research)



### Time frame:

Inception Report – Dec 2011

**Interim Report – June 2012**

Draft Final Report/Draft Final Handbook – June 2013

Final Report and Final Handbook – Nov 2013

- Nordregio (Lead Partner)
- Delft University of Technology / OTB Research
- Politecnico di Torino
- University of Newcastle upon Tyne
- Centre for Regional Studies of the Hungarian Academy of Sciences
- University of Ljubljana, Faculty of Civil and Geodetic Engineering

## Key objectives of ESPON TANGO

- 1) Develop sound typologies of contemporary 'Territorial Governance' (TG)
- 2) Examine different forms of "good" TG within 12 in-depth case studies
- 3) Develop framework and explore conditions for transferability of 'good TG practices'
- 4) Develop user-friendly handbook of good TG practices
- 5) Demonstrate policy relevant options for creating better performing mechanisms for future Cohesion Policy/EU 2020

## **TANGO *working definition* of Territorial Governance (TG)**

Territorial governance is the formulation and implementation of public policies, programmes and projects for the development\* of a place/territory \*\* by

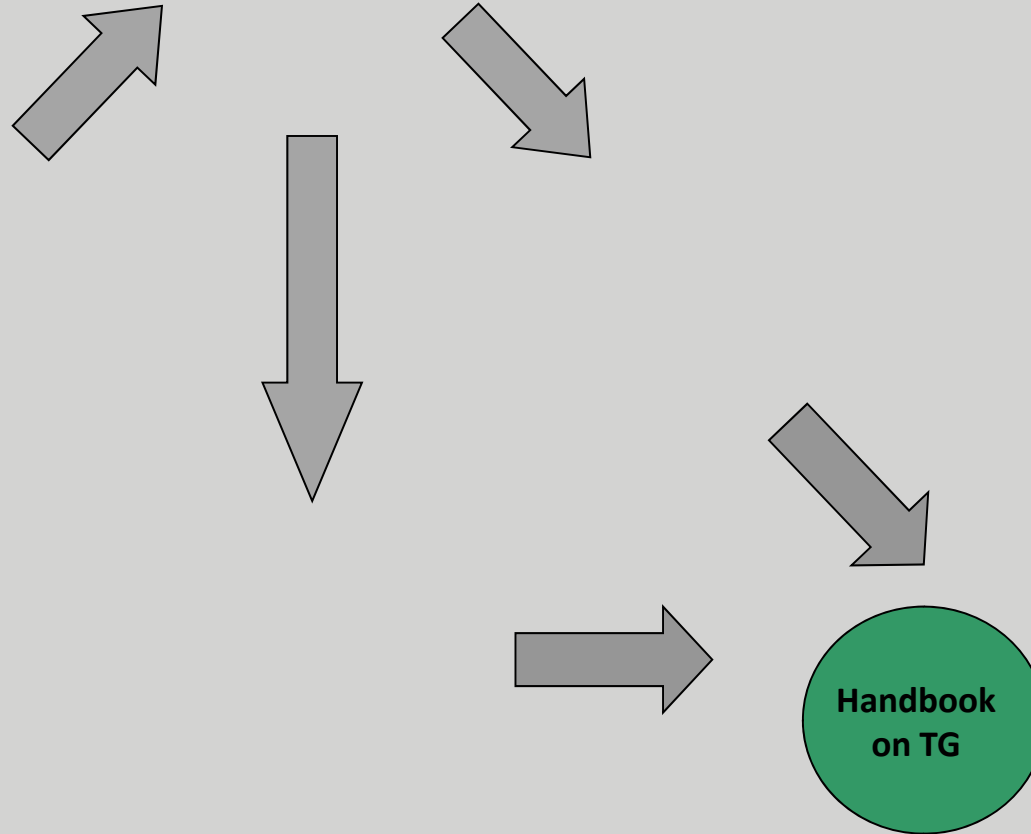
- 1) integrating relevant policy sectors,**
- 2) co-ordinating the actions of relevant actors and institutions by considering in particular the multi-level interplay,**
- 3) mobilising stakeholder participation,**
- 4) being adaptive to changing contexts**
- 5) addressing the place-based/territorial specificities and characteristics.**

We consider **1) to 5)** as “**dimensions**” of Territorial Governance (TG) which provide added value to achieving territorial cohesion.

\* We define development as balanced improvement in the efficiency, equality and environmental quality of a place/territory (in line with the Europe 2020 strategy).

\*\*Territory/place is a social construct and is not necessarily limited by jurisdictional boundaries

# Exploring Territorial Governance



സംസ്കാരം, പരിസ്ഥിതി, ഊർജ്ജം, സാമൂഹിക വികസനം, സാമ്പത്തിക വികസനം, സാമൂഹിക വികസനം

## The ESPON TANGO Research Design in a Nutshell

- Exploratory case study work → hypotheses of good/bad TG
- Literature review on Governance Typologies → 'European-wide Expert Survey': To what extent do the Five TG Dimensions matter? → Testing the robustness of TG working definition → identifying TG styles → *shall help to contextualise Case Studies and their Transferability*
- defining indicators of “good” TG → weighting of indicators (Delphi-Method) → “testing” indicators in second phase of Case Studies Work
- Filtration of good TG practices in case studies → Transferability check of TG features (*based on a specific framework*) → Implications/Policy Options (*Stakeholder WS/Policy Seminar*) → Handbook → Revisiting Notions and Theories → Future Research

# Tracing “Good “Territorial Governance Practices

1. Policy Packaging
2. Leadership 3. Capacity
4. Legibility 5. 'Democratic Anchorage' 6. Transparency
7. Reflexivity 8. Adaptability
9. Subsidiarity 10. Relationality

- working definitions of indicators
- defining their cross-linkages
- weighted by using the Delphi-Method in autumn 2012
- each Indicator divided into elements/characteristics to investigate in Case Studies !



## The 12 TANGO case studies

Case	Geographical coverage
1. Macro-regional climate change governance in the Baltic Sea region	Baltic Sea Region, DK and DE
2. Resource efficient urban development	Stockholm (SE,)
3. Coordination of land-use and transport	Southern Randstad (NL)
4. Cross-border water management	Rhine River basin, here in particular NL and DE
5. Target-based Tripartite Agreement (CEC, Italy, Lombardy)	Southern Europe, Alpine Space, IT
6. Innovative economic development strategies (Saint Etienne)	Southern Europe, Western Mediterranean, FR
7. Sub-regional governance through Local Enterprise Partnership (LEP)	England
8. Localism through Neighbourhood governance (NG)	England
9. Managing of Structural Funds in Central Eastern Europe	Hungary, Poland, Slovakia, Romania
10. European Capital of Culture, Pécs (2010)	Hungary (European wide com-parison)
11. Implementation of regional development and spatial planning policies in Slovenia	Slovenia, Ljubljana Urban Region
12. Governance of natural areas in the Alpine Adriatic area	Alpine Adriatic area (SI, IT, AT, HU, HR)

### Selection criteria – broad range of:

- Geographical coverage/ Territorial Scope
- Anticipated mode(s) of governance (Howlett 2009) (*legal, market, network, corporatist, hierarchical*)
- EU 2020 Priority/Targets or Flagship initiatives/Territorial policy areas addressed
- Territorial Governance challenges to be overcome / Hypothesized “good” governance elements

## Case Study 1: Macro-regional climate change governance in the BSR

### Climate Change as a territorial governance issue:

- Effects and impacts of climate change are local and regional in nature, can be very specific to a locality

... but have a “global” dimension

- Scenario work, strategies and inspiration for local climate change adaptation comes “from above”

– measures implemented “from below”

- Wide variety of institutional actors involved on various government levels
- Many types of actors involved (public, private, civil society...)

Demands both *top-down* and *bottom up* approaches... even intersectoral

## Climate Change Adaptation in the EUSBSR

### EU Baltic Sea Region Strategy (EUSBSR)

Action plan encourages strategic action to “*Establish a regional adaptation strategy at the level of the Baltic Sea Region*” – framework for strengthening cooperation and sharing information

BUT: No new legislation, institutions or instruments

Needs to take place within existing governance constellations (such as Baltic Sea Region Programme 2007-2013): *BaltCICA, BaltAdapt projects*

Case study traces how this is currently being addressed!

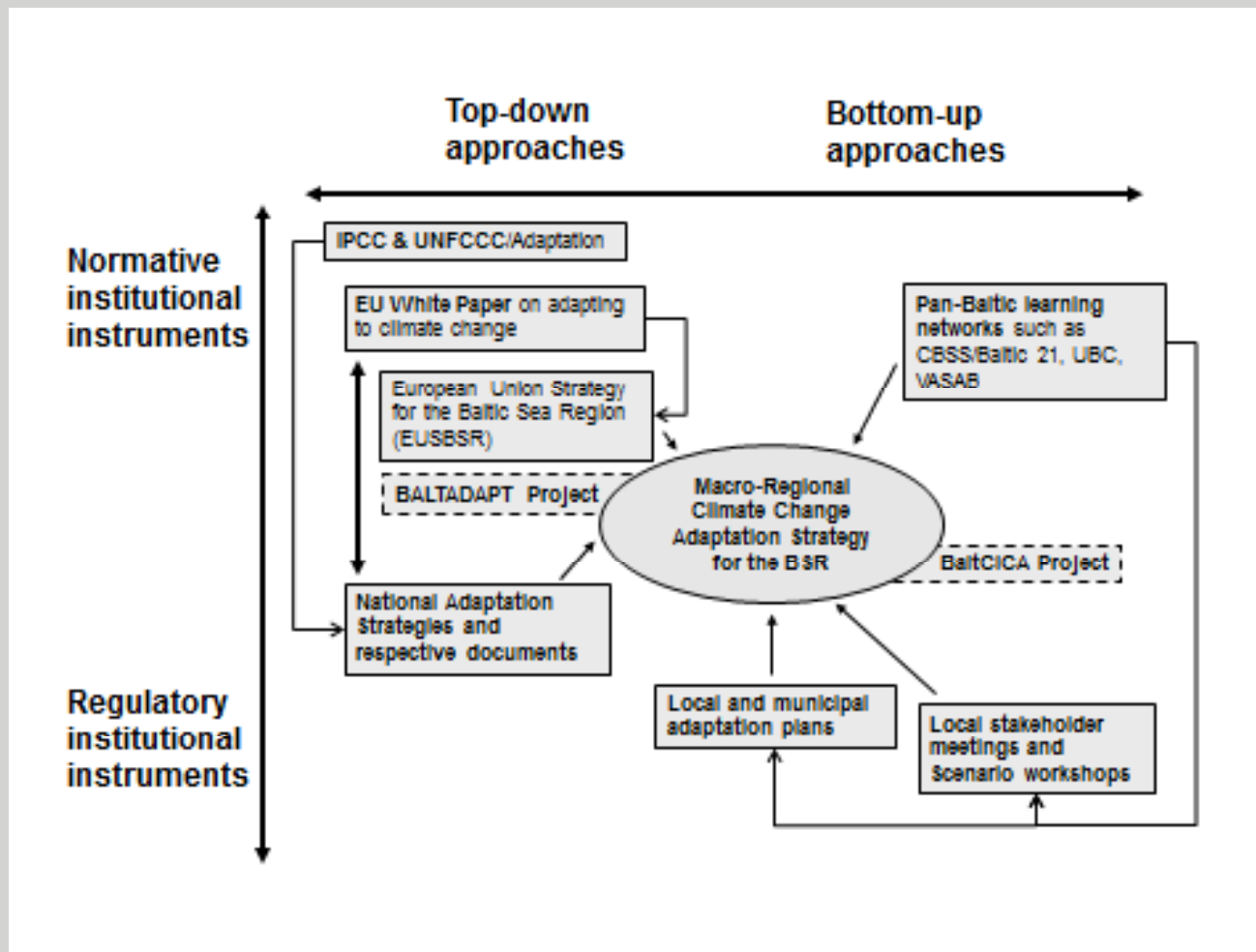
## Climate change in the BSR:

### 1) Integrating relevant policy sectors

- Climate change adaptation itself is intersectoral and complex: Coastal protection, environmental policy, tourism, land-use planning, agriculture, etc...
- EUSBSR is well suited with its four pillars: Marine environment, prosperity, transport and energy, safety and security?
- But on whose desk does it sit? Difficulty in creating comprehensive governance infrastructures: Case of Bergen and Climate Section... but still difficult to integrate
- At macro-regional level: Normative (informal) **governing** of the institutional complexity of the issue (visions and goals)

## Climate change in the BSR:

### 2) Coordinating actions of relevant actors and institutions



## Climate change in the BSR:

### 3) Mobilizing stakeholder participation

Local level: BaltCICA: Scenario Workshops (Kalundborg (summer) housing area)

Regional level: BaltCICA: German Baltic coast; Mecklenburg-Western Pomerania (stakeholders for beach management, tourism)

Civil Society: BaltCICA: EUCC-D, Danish Technology Board

National level: BaltAdapt: Gaining national acceptance and mobilising national authorities.. Importance of eventually including Russia

Transnational level: BaltAdapt: Lots of pan-Baltic players, VASAB, CBSS, PACs, HALs etc

HOW?

**BaltAdapt Policy Forums:** Baltic Sea Days 24 April Berlin, in Stockholm in December

But there are still problems with identifying and *coordinating* all the stakeholders: **Who owns the question? Legitimacy?**

## Climate Change in the BSR:

### 4) Being adaptive to changing contexts

- Intrinsically adapting to the **physical** effects of a changing climate: sea level rise, saltwater intrusion, erosion, landslides, flooding
- Institutions to manage complexity (regulatory and normative)
- Placing the question in new types of informal territorial governance or emerging space (EUSBSR)
- Challenge is coordination to reduce institutional complexity: Value-added of the “new layer” of governance?

## Climate Change in the BSR:

### 5) Addressing place-based specificities

- Difficulties since the “place”, BSR is very diverse in terms of geographical challenges, socio-economic gaps, cores and peripheries territorial capital
- Each region has its own vulnerabilities, but still some common problems:
  - Sea level rise, planning, Baltic Sea as a common resource.
  - Still national strategies are not very well linked to a place-based approach, too general to be of much help in formulating local/ regional climate change plans.
- What can macro-regional action do to address this problem?



## Climate Change in the BSR: The challenge:

Management of the web of actions taken at transnational, national, regional and local levels by *developing an institution that is **not** an institution*:

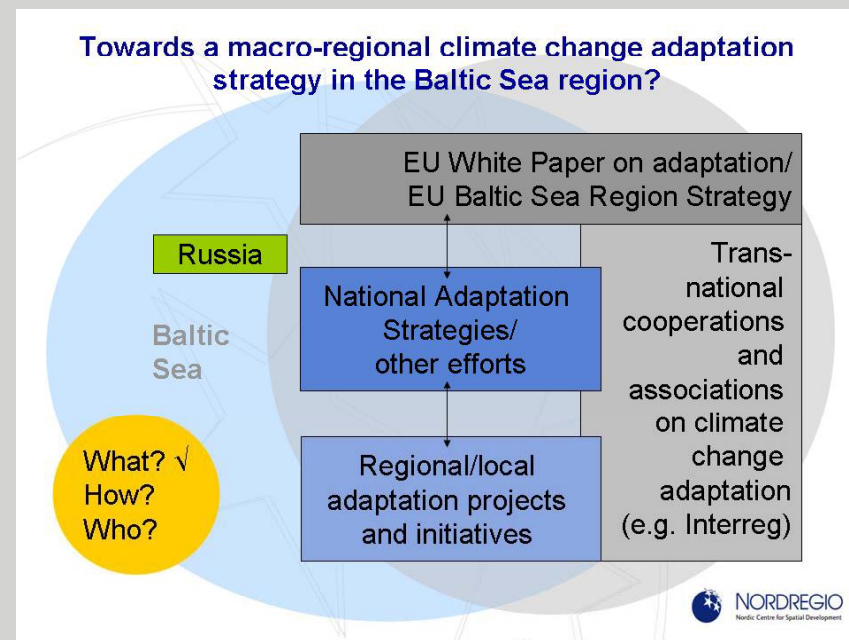
- Normative (informal) **governing** of the institutional complexity of the issue (visions and goals)
- **Coordination** of actors and actions, existing EU instruments
- **Knowledge** brokerage functions
- Mobilising **political commitment**
- Building institutional **capacity**

**Key: To reduce complexity rather than add to it!**

## Climate Change in the BSR: What's "good" about it?

### Normative design principles

- Common territorial rationale (added value of transnational level)
- Long-term agenda (transcends "project" level)
- New modes of governance for territorial cohesion
- Political resources (legitimacy) and institutional capacity
- Concrete action and coordination among actors



## Territorial Governance for Territorial Cohesion?

Move from *what* is to be accomplished to *how* (governance):

Evaluation report of BSR-Programme 2007-2013 (Deabaltika, 2011)

*“The main added value potential of the Programme lies less in thematic areas, but more in types of activities the Programme can support and in the range of the stakeholders it can engage. The Programme’s horizontal results ...(innovative approaches, sustainable development, territorial cohesion, equal opportunities and public participation) ... can therefore be considered as the main added value of the Programme.”*

Is the integrated territorial approach “good” territorial governance? For what goals: Efficiency, equality?

Thanks for your attention!