

## PDF hosted at the Radboud Repository of the Radboud University Nijmegen

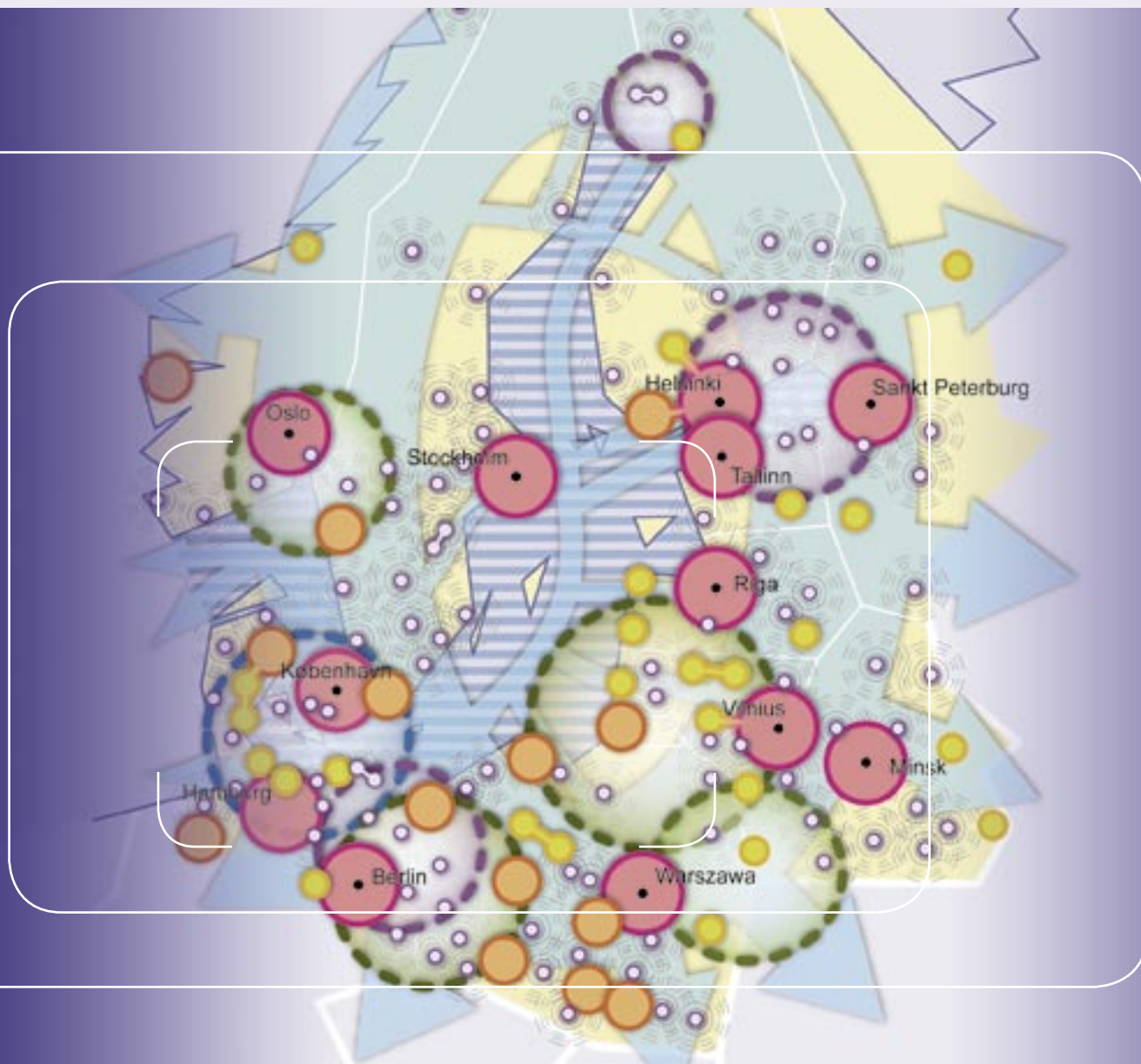
The following full text is a publisher's version.

For additional information about this publication click this link.

<http://hdl.handle.net/2066/95435>

Please be advised that this information was generated on 2018-07-08 and may be subject to change.

# PERSPECTIVES



## Territorial Cohesion - Baltic Sea Region examples Baltic contribution to the revised Territorial Agenda of the European Union



Part-financed by the European Union  
(European Regional Development Fund and European  
Neighbourhood and Partnership Instrument)



Baltic Sea Region  
Programme 2007-2013



## Imprint



sustainable projects  
Rheinstraße 34  
12161 Berlin

Tel +49 (30) 832 1417 40  
Fax +49 (30) 832 1417 50  
info@sustainable-projects.eu  
www.sustainable-projects.eu

### Thematic Periodical:

EcoRegion Perspectives  
Second Issue: Territorial Cohesion - Baltic Sea Region examples  
Baltic contribution to the revised Territorial Agenda of the European Union

### Editor:

Jacek Zaucha

### Editorial team:

s.Pro – Angela Schultz-Zehden and Laura Delsa with the support of Cecilia Torres

### Responsible partner:

Baltic 21 Spatial Planning  
University of Gdańsk on behalf of VASAB 2010

### Incentive:

VASAB – Vision and Strategies around the Baltic Sea 2010 - is a co-operation of ministers for spatial planning and development of the Baltic Sea region countries

### Publisher:

Baltic 21

### Jan 2011

### Disclaimer:

This periodical has been produced with the assistance of the European Union. The content of this publication is the sole responsibility of the authors and can in no way be taken to reflect the views of the European Union.  
©Complete reproduction without alteration of the content, partial or as a whole, is permitted for non-commercial, personal and academic purposes without a prior permission provided such reproduction includes full citation of the article, and following acknowledgement of the source:  
Zaucha J.(Ed), 2011, Territorial Cohesion - Baltic Sea Region examples. Baltic contribution to the Revised Territorial Agenda of EU. Ecoregion Perspectives, Baltic 21 Series No. 2/2011

### Layout & design by:

betzemeier usp design, www.betzemeier.com

### Cover photo:

2030: Territorial development perspectives, ©VASAB 2009 – Conception VASAB, cartography BBSR Bonn

### Graphic support:

Volker Schmidt-Seiwert, Federal Institute for Research on Building, Urban Affairs and Spatial Development (BBSR) within the Federal Office for Building and Regional Planning (BBR)  
Magdalena Janke, Maritime Institute in Gdańsk  
Peter Mehlbye, European Observation Network for Territorial Development and Cohesion (ESPON)

ISSN 1029-7790

## Introduction

### Dear Reader,

EcoRegion is an important project that supports the realisation of sustainable development approaches in the whole Baltic Sea Region and contributes to making it a sustainable and prosperous place.

In recent years, progress has been made to advance sustainable development in the Baltic Sea Region. These efforts are now supported by the EcoRegion project, which seeks to turn this area into the world's first EcoRegion, where economical growth goes hand in hand with environmental integrity and social justice.

The project is based on the unique multi-stakeholder network of Baltic 21, which was created for the realisation of the Agenda 21 for the Baltic Sea Region. By way of eight sectoral platforms, Baltic 21 members carry out joint actions and cross-sectoral activities to pursue Sustainable Development in the Baltic Sea Region. Furthermore the project is aligned with the Aalborg Commitments, through which regional governments voluntarily commit to defining clear targets and implementing concrete actions for Sustainable Development.

Through the EcoRegion project, ten model regions prepare strategic sustainability plans and implement a selected set of concrete measures designed to reach these Sustainable Development targets. This process is supported by a capacity building programme on Integrated Sustainability Management Systems. Numerous workshops foster the inter-regional, cross-sectoral and sectoral-regional dialogue and understanding on Sustainable Development within the Baltic Sea Region. In addition, public materials, including a good practices database, provide information on how to foster Sustainable Development on a regional level.

One of the publications produced by the project is the series EcoRegion Perspectives. It presents policies, projects and practices for the sustainable development of the Baltic Sea Region from various perspectives such as tourism, spatial planning and climate change.

We hope this periodical will give readers an insight into the diversity and potential of sustainable development, and trust that you will find it both interesting and informative.

**Dörte Ratzmann,**  
**Federal Ministry for the Environment, Nature Conservation**  
**and Nuclear Safety**

**EcoRegion Project Lead Partner**

**Dear Reader,**

The growing importance of the concept of territorial cohesion stems from the acknowledgement of the fact that territory matters for development. It is not a mere coincidence that almost at the same time territorial cohesion became an official objective of the European Union and that the Nobel prize was awarded to Paul Krugman who brought space back into the contemporary debate of mainstream economics. A reason for that is, among others, the fact that in a globalized world more and more attention has to be paid to functional networks and to immobile endowments, which are decisive for regional competitiveness and the ability to cope with external shocks.

The concept of territorial cohesion is complex. It covers market driven development, institutional spheres and policy-making, in addition to value judgements of a normative nature. However, its core feature, the role of territorial organisation for well being at different geographical scales, has been recognized for a long time. In the Baltic Sea Region (BSR) the catalyst role has been played in this matter by VASAB since 1992. Also many local and regional governments have followed by starting to cooperate on territory relevant matters. Territorial issues have been placed high on the agenda of the HELCOM, the Union of the Baltic Cities or the Baltic Sea States Subregional Cooperation and others. One of the flagship projects of the Council of the Baltic Sea States is the project on urban-rural relationships.

Although the concept of territorial cohesion seems to be a fresh one, the experience related to its practical use, at least in the BSR, is rather vast, and worth further promoting. BSR municipalities, regions and states have managed to accumulate relevant know-how on the formation of functional regions and networks, the creation of a critical mass for development through networking, and the integration of territorial assets into broader development policies. Experience in territorialisation of sectoral policies has also been encouraging.

The aim of this issue is to contribute to operationalization of the notion of territorial cohesion by examining different existing practices of its implementation so far in the BSR. But the ambition is also to encourage sectoral and territorial decision makers to think in spatial terms. The momentum is given by the ongoing work on updating the Territorial Agenda of the EU and on evaluation of the EU Strategy for the BSR. Both can hardly be accomplished without proper evidence from local, regional and national level.

**Jacek Zaucha**  
Editor

**Content**

<b>EU policy level</b>	
6	Origin of territorial cohesion
8	Territorial cohesion - there it is! And now?
10	Future and perspectives on territorial cohesion in the European Union
14	Territorial cohesion and its impact on sustainable development
16	The revised Territorial Agenda of the European Union
<b>BSR policy level</b>	
19	How the VASAB Long Term Perspective can contribute to territorial cohesion
22	Aspects of territorial cohesion in the EU Strategy for the Baltic Sea Region
26	Territorial cohesion: a force for sustainable urban and rural development
30	The contribution of transnational projects to territorial cohesion in the Baltic Sea Region
34	The territorialized transport policy of the European Union. The case of green transport corridors in the Baltic Sea Region
36	Analysis of the relationship between climate change and territorial cohesion on the basis of the BalticClimate project
<b>National, regional, local case studies on territorial cohesion</b>	
38	Territorialisation of the Polish national development policy
42	The Swedish approach to territorial cohesion and the case of the Stockholm region
46	Connectivity in Estonian spatial planning and regional development policy
48	The relevance of Territorial Cohesion in Mecklenburg-Vorpommern – a spatial planning point of view
50	How to secure and use Baltic Sea coastal potential
52	Integration along the German-Polish border
54	The combination of socio-economic and spatial planning in the Pomorskie Voivodship
56	Voluntary coordination of policies with territorial impact in the region of southern Småland
58	Forests as endogenous development potential in the region of Soltau-Fallingb.ostel
60	Climate and Energy Programme for the cohesive development of Pääjät-Häme Region
62	The special case of Kaliningrad: the challenge of achieving cohesion within, with the Baltic Sea Region as well as with Russia
64	Urban-Rural Partnerships for utilizing territorial potentials and linkages – a German case
66	Coordinated development of the Riga region
68	Territorial assets in urban planning – examples from Polish cities
70	Logistic valley as a functional, sub-regional zone in Northern Poland
71	Nature heritage improves Kuldiga's citizens' prosperity
<b>Territorial cohesion from sectoral perspective</b>	
72	A window of opportunity: integrating transport into socio-economic and spatial planning
74	From coal & steel community to green energy solidarity
76	Tourism improves territorial cohesion
78	Agricultural visions for backing territorial cohesion in the Baltic Sea Region
79	Model landscapes as tools for territorial cohesion
<b>Annexes</b>	
81	Glossary
82	References



## Territorial cohesion and its impact on sustainable development



**Stefanie Dühr**

Associate Professor  
Radboud University  
Nijmegen / Nijmegen  
School of Management

### Territorial dimension of sustainable development

With the ratification of the Treaty of Lisbon in December 2009, territorial cohesion has become an official objective of the European Union (EU) that complements the longstanding objectives of economic and social cohesion and sustainable development. The objective of sustainable development is generally understood as achieving a balance between environmental, economic and social considerations. Sustainable development has been an official EU objective since 1997 and the first EU Sustainable Development Strategy (the 'Gothenburg agenda') was adopted in 2001 (European Council 2001). Together with the 'Lisbon agenda', which set the objective for the EU 'to become the most competitive and dynamic knowledge-based economy in the world' (European Council 2000: para 1.5), the Gothenburg agenda framed EU policy during the 2000s.

Territorial cohesion (TC) is sometimes described as the territorial dimension of sustainable development (Peyrony 2007), but the relationship between the two EU objectives will greatly depend on how territorial cohesion is defined in future EU policy. At present, several main discourses can be identified in relation to the meaning of TC (Waterhout 2007; Dühr et al. 2010). These discourses are promoted by different interests and have different possible implications for the future EU policy framework.

### Principal discussions on territorial cohesion

Currently one of the main issues discussed in relation to TC is the need to reduce regional disparities in the EU, especially through the Structural Funds. The focus is thus on cohesion and based on the underlying argument, as expressed in the 'European Spatial Development Perspective' (ESDP) (CSD 1999), that a more balanced (i.e. 'polycentric') development can help to counteract the damaging effects of concentrations of economic activity at European scale. Moreover, providing access to services of general interest, such as energy and postal services, in weaker and marginal regions of the EU would allow those citizens to stay in their territory and thus achieve 'spatial justice'.

A second discourse, rather than being aimed at redistribution, focuses on the global competitiveness of Europe. This discussion is based on the EU's Jobs and Growth agenda (European Council 2000; 2010) and places emphasis on the accessibility of cities and regions to be able to compete in the global economy, and on the development potential of individual regions. The focus is on all regions, not just those areas that are lagging behind, and the expectation is that all cities and regions would find individual ways to exploit their unique 'territorial capital' to contribute to increasing the EU's competitiveness.

Another discourse on TC places emphasis on achieving horizontal policy coordination by integrating the spatial impacts of EU sector policies.

This is a discussion that has been promoted in the 'Territorial Agenda of the EU' (2007), generally consid-

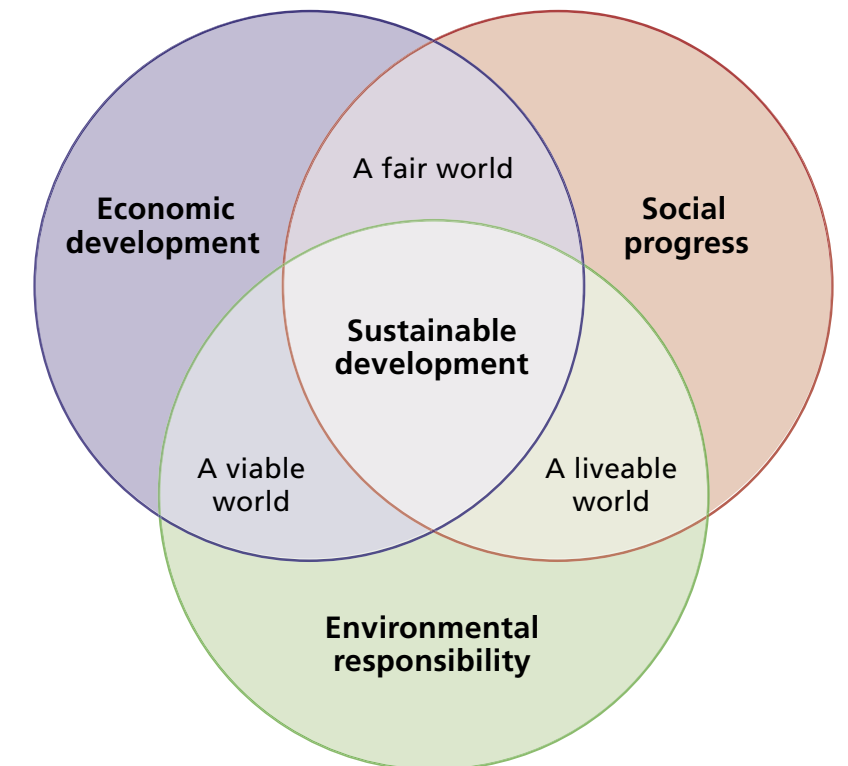
ered as the successor document of the ESDP, which places the spotlight on 'territorial governance'. Policy coordination is seen as a key concern for the entire EU, and the expectation is that it may be best achieved through spatial development frameworks at higher levels of scale, such as through the macro-regional strategies that are currently being piloted in the Baltic Sea Region and the Danube area.

Fourth, TC is also being interpreted in relation to sustainable development, which places the spotlight on sound environmental management but adds a strong territorial dimension to the longstanding objective of sustainable development. This debate is based on the EU's sustainable development strategy and driven by environmental interest groups, the European Environment Agency and 'green' member states (such as the Nordic countries) who are concerned that the current debate on TC focuses too strongly on economic and social aspects at the expense of environmental issues (EEA 2010). Coordination of EU policies with territorial impacts is also promoted in this debate, albeit from a sustainability perspective which would build on existing instruments such as sustainability appraisals.

### Integrated approach as a way out

Whichever of these discourses receives most support in the discussions over the future orientation of the EU policy framework will have implications for the relationship between TC and sustainable development. In the current economic and political climate the competitiveness discourse seems to further gain

in prominence (European Council 2010), and this may well come at the expense of the EU's objective of sustainable development. However, if it can be shown that better policy coordination can indeed be achieved and that this will have positive effects on economic performance, social cohesion and environmental protection, as the Green Paper on Territorial Cohesion (CEC 2008) has argued, then this would present strong arguments for pursuing an integrated approach to sustainable territorial development and cohesion.



*Different components of sustainable development*