

## **Position of the MOT on the questionnaire regarding the revision of the Territorial Agenda 2020 of the EU**

31 January 2020



# Position of the MOT on the questionnaire regarding the revision of the Territorial Agenda 2020 of the EU

## I. Introduction

---

The Territorial Agenda devises the European strategy of territorial development. Following its adoption on 2007 in Leipzig, and a first up-to-date in 2011, the ministers in charge of territorial cohesion launched a revision of the Territorial Agenda 2020.

The Mission Opérationnelle Transfrontalière (MOT) has answered to the questionnaire on the revision of the document with the present position, in particular putting forward cross-border stakes. The new Territorial Agenda 2030 will be adopted end of 2020 in Leipzig, on the occasion of the German presidency of the Council of the European Union.

### **Presentation of the Mission Opérationnelle Transfrontalière (MOT - Transfrontier Operational Mission):**

The Mission Opérationnelle Transfrontalière, created in 1997, is both an association and a French inter-ministerial structure, which has the main objective of facilitating cross-border projects. Its missions are operational assistance to leaders of cross-border projects (project development, legal structures, studies, etc.), networking, assistance in the definition of overall strategies in cross-border cooperation, and implementation of European projects. The MOT brings together within its network sub-national authorities and their groupings, associations, cross-border structures, large corporations, states, etc. involved in cross-border cooperation and situated on both sides of the border. It has more the 70 members, from 10 European countries. To date, the MOT has concentrated its work on cross-border proximity cooperation and assistance in the definition of policies regarding cross-border territories.

Website: [www.espaces-transfrontaliers.eu](http://www.espaces-transfrontaliers.eu)

## II. MOT contribution to the Questionnaire Regarding the Revision of the Territorial Agenda 2020 on the EU

---

The answers of MOT are in blue.

The context information of the questionnaire<sup>1</sup> in black.

### Section A: Background information

**Q1) Which organizational level do you work with? \***

National Government

National Agency

Regional Authority

Local Authority

European Commission, which one

An EU institution, which one

European organization, which one **Mission Opérationnelle Transfrontalière (MOT)**

Other, please specify

---

<sup>1</sup> <https://link.webropolsurveys.com/Participation/Public/f02af870-fd16-4b27-9859-3ff79c56f313?displayId=Fin1890606>

**Q2) Select your country if applicable \*If your organization is not specifically representing a certain country please use option "other"**

- |               |                  |                     |
|---------------|------------------|---------------------|
| Austria (AT)  | Belgium (BE)     | Bulgaria (BG)       |
| Croatia (HR)  | Cyprus (CY)      | Czech Republic (CZ) |
| Denmark (DK)  | Estonia (EE)     | Finland (FI)        |
| France (FR)   | Germany (DE)     | Greece (EL)         |
| Hungary (HU)  | Ireland (IE)     | Italy (IT)          |
| Latvia (LV)   | Lithuania (LT)   | Luxembourg (LU)     |
| Malta (MT)    | Netherlands (NL) | Norway (NO)         |
| Poland (PL)   | Portugal (PT)    | Romania (RO)        |
| Slovakia (SK) | Slovenia (SI)    | Spain (ES)          |
| Sweden (SE)   | Switzerland (CH) | United Kingdom (UK) |

X Other, please specify Countries on both sides of all French border

**Q3) Which sector do you mainly represent?**

- Cohesion policy
- Economic and financial policy
- Territorial/urban planning and development policy
- Transportation policy
- Social policy
- Agricultural policy
- Environmental policy

X Other, please specify Cross-border cooperation

**Q4) At which geographical scale do you mainly work with?**

- global
- EU wide
- macro-regional
- X transnational/cross-border
- national
- regional
- local

**Q5) How familiar are you with territorial cohesion and the EU Territorial Agenda?**

- I'm not familiar
- I've heard of it
- Somewhat familiar
- X Very familiar

## Section A: Priorities of the renewed Territorial Agenda

The two objectives of the proposed Territorial Agenda are **A JUST EUROPE** that offers future perspectives for all places and people and **A GREEN EUROPE** that protects our common livelihoods and shapes societal transition

Please refer to the current proposal <https://territorialagenda.eu/renewal.html>  
Proposed priorities of the TA



Picture of proposed objectives and priorities of the Territorial Agenda.

**Q6) Please rank the following proposed priorities of the Territorial Agenda in order of importance from 1st = most important to 6th = least important of the priorities \***

- 3 BALANCED EUROPE: Better balanced territorial development and less inequalities in Europe
- 2 FUNCTIONAL REGIONS: Local and regional development and less inequalities between places
- 1 INTEGRATION BEYOND BORDERS: Living and working across borders'
- 6 HEALTHY ENVIRONMENT: Better ecological livelihoods and climate-neutral towns, cities and regions
- 5 CIRCULAR ECONOMY: Strong and sustainable local economies in a globalised world
- 4 SUSTAINABLE CONNECTIONS: Sustainable digital and physical connectivity of places

Please, elaborate:

The European Union is at a turning point. The renewed European institutions following the May 2019 elections will adopt the budget and policies for the 2021/2027 period. The Territorial Agenda will be adopted in Leipzig. Facing a raise of nationalism, EU and Member States will have to demonstrate to citizens the added value of the European Union. Cross-border territories, laboratories of European integration, are in the front line in mobilising the opportunities that open borders offer to their inhabitants and businesses, in condition that European and national public policies take full account of their particular reality. There are encouraging signs in this direction:

Following the Cross-border review and the 2017 Communication, the European Commission made ambitious proposals in May 2018 for the post-2020 period: an Interreg regulation more orientated to the needs of cross-border territories; "ECBM"<sup>2</sup> regulation providing a process to resolve obstacles to integration; "border orientation papers" (BOP) sent to the programme managing authorities, initiating a dialogue on cross-border spatial planning strategy before the programming.

The Governance Committee of the Congress of Local and Regional Authorities (CLRA) of the Council of Europe has adopted a resolution calling for a fair distribution of fiscal wealth in cross-border territories, putting the issue of cross-border co-development on the agenda. Here a **JUST EUROPE** is at stake. (Report CG37(2019)10final 29 October 2019: Fair distribution of taxes in transfrontier areas Potential conflicts and possibilities for compromise; <https://rm.coe.int/fair-distribution-of-taxes-in-transfrontier-areas-potential-conflicts-/168097f09d>)

In January 2019, Germany and France adopted the new Treaty of Aachen (TALC), defining priorities and a method for co-operation on their common border, resolutely placing themselves in the perspective of stronger European integration, and proposing this perspective to their neighbours on their other borders.

In this pre-programming period, the border authorities are mobilising to build their own cross-border cooperation strategy, in order to participate in the dialogue with the other public authorities on both sides of the border and with the managing authorities. The various territorial, local and regional institutions each have their own role to play according to the functional scales, and are committed to cooperating with each other, horizontally and vertically, according to the principles of inter-territoriality and multi-level governance.

Border authorities wish to have appropriate powers, dedicated resources and accelerated procedures for themselves and their cross-border entities in order to overcome the obstacles to the implementation of their cross-border projects, in compliance with European legislation and the constitutions of the States<sup>3</sup>. They need the action of States to support their own action:

- ≡ Within each State, through interministerial co-ordination and between territorial levels<sup>4</sup>.
- ≡ Between states, on each national border, through mechanisms such as a "cross-border co-operation committee (CCT)"<sup>5</sup> co-ordinating cross-border observation, defining a common strategy for choosing priority projects and monitoring the difficulties encountered in order find solutions.
- ≡ At the European level, via the process of implementing EU policies (notably cohesion policy), but also the intergovernmental process (Territorial and Urban Agendas).

<sup>2</sup> Proposal of May 2018 for a regulation on a "mechanism to resolve legal and administrative obstacles in a cross-border context": [http://www.espaces-transfrontaliers.org/fileadmin/user\\_upload/documents/WG\\_Innovative\\_Solutions/budget-may2018-cross-border-mechanism\\_en.pdf](http://www.espaces-transfrontaliers.org/fileadmin/user_upload/documents/WG_Innovative_Solutions/budget-may2018-cross-border-mechanism_en.pdf)

<sup>3</sup> Following the terms of the TALC.

<sup>4</sup> The need for which has been pointed out many times: French White Paper Keller Sanchez Schmidt 2010; French White Paper "Diplomacy and Territories" 2016.

<sup>5</sup> As set up by the TALC between France and Germany.

The ECBM regulation proposal, through its innovative mechanism allowing:

- ≡ at the local level, to find solutions at higher levels<sup>6</sup>,
- ≡ at State level, to implement this process of resolving obstacles through a European network of national or regional contact points, while retaining their sovereign prerogatives,
- ≡ at the European Commission level, via its border contact point, to moderate this approach, provides an appropriate framework.

**European Parliament, the Council and the European Commission** shall complete the negotiations on the proposal for an ECBM regulation and ensure its adoption, including at the extra-European borders.

The European Parliament, the Council and the European Commission, under the follow-up of the European Committee of the Regions, shall act in the interests of cross-border territories in the post-2020 negotiations, in particular to ensure an adequate budget for European Territorial Cooperation (ETC), and more generally to implement European policies that take into account cross-border territories, including with non-EU countries.

**European Territorial Cooperation actors** (European Commission, States, programme managing authorities) shall ensure that cross-border programmes contribute to the resolution of obstacles on their borders, the development of cross-border territories, public services for citizens, and the establishment of governance of cross-border territories involving civil society, based on territorial observation and engineering (cross-border agencies, ...) at the service of strategies and projects<sup>7</sup>. They shall capitalise on these local actions at national and European level via the network of cross-border contact points, supported by the MOT and equivalent structures in other countries, with the financial support of national and European technical assistance and network programmes (Interact, Urbact ...).

Cross-border observation, in particular, will be developed at local, national and European level, building on the dynamic initiated by Germany and France<sup>8</sup>.

**The States** shall coordinate within the framework of the intergovernmental process (Territorial Agenda; Urban Agenda) in order to promote the challenges of territorial cooperation. Bucharest declaration shall be supported, asking to align the 2 agendas and to face territorial and social fragmentation within the framework of functional urban regions. In particular, Germany and France shall take the lead, in the framework of their forthcoming EU presidencies, by coordinating their efforts to promote the approach defined by the TALC, and in particular by setting up joint pilot projects, such as those of cross-border metropolitan regions.

**European Investment Bank (EIB)** and national public investment banks (such as Caisse des Dépôts/Banque des territoires in France) shall jointly set up, within the framework of the InvestEU programme, financing and advisory tools adapted to projects in cross-border territories.

There is the complex debates on taxation issues. While respecting the principle of the fiscal sovereignty of States, the orientations of the CLRA resolution shall be shared and States shall take them into account: promotion of cross-border integration; need for a fair distribution of tax revenues from cross-border workers, in order to finance the necessary cross-border infrastructure and public services; progressive search for a common European approach, in particular in terms of fiscal and social convergence; without delay, search for shared knowledge (data, indicators) and sustainable strategies for cross-border co-development.

There is a call for studies on the opportunities of setting up fiscal transition zones to enable economic activity to be better distributed on both sides of the border.

**National players** shall take into account the needs and potential of cross-border territories in the implementation of public policies, and implement continuous and sustainable spatial planning action on all borders, co-ordinated with neighbouring states, in terms of observation, support for local cross-border governance structures, multi-level strategic dialogue on projects and the resolution of obstacles, guaranteeing an overall vision and management of cross-border territories. All border segments have significant unrealised potential for growth, due to the obstacles that remain to be resolved through long-term action. This governance requires interministerial coordination at national level, in the framework of the multi-level European architecture (networking of national and regional contact points) provided for in the ECBM Regulation.

---

<sup>6</sup> Consisting in the application in one State of certain legal rules of another State where the application of the rules of the first State constitutes a legal obstacle to the execution of a common project.

<sup>7</sup> In particular through the mobilisation of the specific objective of cooperation governance.

<sup>8</sup> Cross-border Strategic Committee on observation (CST), Memorandum for a European Network for Cross-border Monitoring (BBSR), Brochure "France-Germany cross-border observation at the heart of Europe":

[http://www.espaces-frontaliers.org/fileadmin/user\\_upload/documents/EN\\_crossborder\\_fr\\_de\\_observation\\_2019.pdf](http://www.espaces-frontaliers.org/fileadmin/user_upload/documents/EN_crossborder_fr_de_observation_2019.pdf)

European territories are at the heart of economic, demographic and ecological transitions. They are the indicators of crises, but also the resource for overcoming them. On the condition that the territories cooperate, vertically from the municipalities to Europe and horizontally across borders. In cross-border territories a JUST and GREEN EUROPE, but also a CITIZEN-ORIENTATED EUROPE is built. It is in cross-border territories that the living together and the European citizenship are set up. This is where the cohesion of Europe is at stake!

Furthermore, the following two documents make up the MOT position favouring cross-border cooperation in the aim of supporting the priority of integration beyond borders of the Territorial Agenda:

#### **The MOT brochure “Cross-border territories: Europe's laboratory” (11/2017)**

MOT position favoring cross-border cooperation has been set up in November 2017 on the occasion of its 20 years anniversary, and published in the brochure entitled "Cross-border territories: Europe's laboratory". It is an opportunity to take stock and look at the perspectives for its action and, more specifically, for cross-border cooperation in Europe. The brochure is therefore divided in three parts:

- ≡ Part 1: Experiences presented are best practices and may inspire other borders.
- ≡ Part 2: In response to the obstacles that still pose a problem, the tools developed are a true toolkit.
- ≡ Part 3: Responses are brought at local, regional, national and European level, to face issues of cooperation.

Download the PDF document:

[http://www.espaces-transfrontaliers.org/fileadmin/user\\_upload/documents/Documents\\_MOT/EN\\_brochure\\_cb\\_territoires\\_MOT.pdf](http://www.espaces-transfrontaliers.org/fileadmin/user_upload/documents/Documents_MOT/EN_brochure_cb_territoires_MOT.pdf)

#### **The MOT network's contribution on the 2021-2027 programming period (11/2018)**

This contribution completes the position presented in the brochure “Cross-border territories: Europe's laboratory” published in November 2017, on the occasion of the MOT's 20th anniversary. The MOT fully supports the more territorial and citizen oriented approach of the new regulations as well as the impetus provided for resolving obstacles to cooperation, in particular: - the new ECBM regulation, a veritable revolution in the field of cross-border cooperation, as well as the establishing of national contact points, - the introduction of the new specific objective of "better Interreg governance", - the inclusion for the first time of funds for small projects, made available to civil society, in order to develop small-scale projects. However, the MOT opposes: - the integration of cross-border cooperation on maritime borders - previously an integral part of the cross-border strand of Interreg – within the larger “transnational and maritime cooperation” strand, and therefore argues for cross-border maritime cooperation being maintained within Strand A, and thus for its specificity to be recognized, - the calculation method for allocating funding as a function of the population situated within 25 km of the border, and stresses the importance of mountainous, rural and coastal border areas, often characterized by sparse population density and a need for innovative solutions.

Download the contribution (in French):

[http://www.espaces-transfrontaliers.org/fileadmin/user\\_upload/documents/Documents\\_MOT/Europe/Positions\\_MOT/FR\\_contribution\\_MOT\\_2021\\_2027.pdf](http://www.espaces-transfrontaliers.org/fileadmin/user_upload/documents/Documents_MOT/Europe/Positions_MOT/FR_contribution_MOT_2021_2027.pdf)

## Section A: Engagement of Different Stakeholders

To achieve the main goal of the proposed Territorial Agenda “a better future for all”, the main challenges and priorities of future EU territorial development will need

1. strong policy actions,
2. projects at different levels of governance and sectors.

The application of the Territorial Agenda relies on informal multilevel cooperation where Member States, sub-national authorities, the European Commission, the European Parliament, the Union's Advisory Bodies (CoR, EESC), the EIB and other relevant players make their contribution. The priorities spelled out in the Territorial Agenda need to be supported by actions carried out by committed players. Only then the priorities of the Territorial Agenda can be addressed appropriately. To inspire actions all around Europe, the forthcoming German EU Presidency invites all Member States and interested parties to initiate pilot actions to be launched together with the agenda to strengthen

- the territorial coordination of policies;
- territorial cohesion at EU level;
- territorial cohesion at cross-border, transnational and interregional level;
- Member States' contribution to territorial cohesion

**Q7) In which of the six proposed priorities would you like to see a pilot project? You may choose up to three.**

**X BALANCED EUROPE:** Better balanced territorial development and less inequalities in Europe  
**X FUNCTIONAL REGIONS:** Local and regional development and less inequalities between places  
**X INTEGRATION BEYOND BORDERS:** Living and working across borders

**HEALTHY ENVIRONMENT:** Better ecological livelihoods and climate-neutral towns, cities and regions

**CIRCULAR ECONOMY:** Strong and sustainable local economies in a globalised world

**SUSTAINABLE CONNECTIONS:** Sustainable digital and physical connectivity of places

Please select maximum 3 options

Selected options:0

**Q8) What actions or projects are ongoing or planned in your organization that you recognize relate to the six priorities of the Territorial Agenda? Please describe maximum three projects.**

1) The first project concerns **Cross-border obstacles:**

Follow-up of the work launched within the “Working Group on innovative solutions to cross-border obstacles - Towards the ECBM\*” and support of the ECBM proposal for a regulation of May 2018. See MOT-Website <http://www.espaces-transfrontaliers.org/en/activites-ue/obstacles-intergovernmental-group/?print=602>

\*ECBM: Proposal of May 2018 for a regulation on a mechanism to resolve legal and administrative obstacles in a cross-border context. [http://www.espaces-transfrontaliers.org/fileadmin/user\\_upload/documents/WG\\_Innovative\\_Solutions/budget-may2018-cross-border-mechanism\\_en.pdf](http://www.espaces-transfrontaliers.org/fileadmin/user_upload/documents/WG_Innovative_Solutions/budget-may2018-cross-border-mechanism_en.pdf)

In this context, falls also the **follow-up of the TALC** (German-French Treaty) and the setting up of the **CCT (French-German cross-border co-operation committee):**

<https://www.diplomatie.gouv.fr/en/country-files/germany/france-and-germany/franco-german-treaty-of-aachen/>

2) The second project concerns **Cross-border observation:**

Cross-border observation is followed within the **Cross-border strategic committee on observation** (CST), see platform of the CST <http://www.espaces-transfrontaliers.org/en/activites-ue/observation-committee/?print=508>

Furthermore, the **brochure “France-Germany: cross-border observation at the heart of Europe”** has been published in the wake of the signature of the Aachen Treaty, German-French Treaty (22th January 2019). Under the aegis of the General Commission for Territorial Equality (CGET) on the French side and the Federal Ministry of the Interior, Building and Community on the German side, the MOT and the BBSR have coordinated the production of the brochure. <http://www.espaces-transfrontaliers.org/en/the-mot/public/france-germany-cross-border-observation-at-the-heart-of-europe/>

3) The third project/topic concerns the following event:

The MOT will also organise on **9<sup>th</sup> and 10<sup>th</sup> November 2020** the **First Border Forum** in Paris to discuss all of these issues, in cooperation with the European Committee of the Regions and the European Commission, on the occasion the 10<sup>th</sup> anniversary of the EGTC Platform and the 30<sup>th</sup> anniversary of Interreg.

**Q9) What is foremost needed to achieve the priorities of the Territorial Agenda? You may choose up to three.**

Capacity building, networking and sharing best practices

EU level regulation

Better funding

Cooperation between different levels and sectors

Territorial cooperation

Other, please specify

Please select maximum 3 options

Selected options:0

**Q10) What are the main constraints for achieving the objectives of the TA?**

Article by Jean Peyrony Director general of Mission Opérationnelle Transfrontalière, to be published in 2020 within the Critical dictionary on Borders, Cross-Border Cooperation and European Integration, edited by Birte Wassenberg & Bernard Reitel, in collaboration with Mission Opérationnelle Transfrontalière (Jean Peyrony and Jean Rubio)

**Border obstacles**

Inhabitants of border regions face in their daily lives difficulties linked to the presence of the border, whether it is for finding a job, accessing healthcare, everyday travel, or simply talking with border neighbours... Identifying border obstacles, consisting “not only (on) restrictions on free movement (...), but (on) a law, rule or administrative practice that obstructs the inherent potential of a border region when interacting across the border” (European Commission, 2017) (and finding solutions to such obstacles, is one of the major challenges of cross-border cooperation.

The Council of Europe made a first mapping of obstacles and solutions, on the basis of a consultation of member states in 2011. Its analysis by the ISIG institute provides a typology of border obstacles, including criterions such as the level of solution (local, national or European); the sectoral policy concerned (employment, transport, etc), and what ISIG calls the reason of obstacles persistence. They identified 6 factors: institutional; administrative; economic; expertise (obstacles linked with lack of knowledge); cultural; and lack of propensity to cooperate. They correspond to the 6 spheres of coordination of actors in open societies identified by Boltanski and Thévenot: civic; industrial (or functional); market; opinion; inspired; and domestic. In each country, these spheres coexist, enter into conflicts and compromises through arrangements which are specific to it. In a cross border context, 2 national systems collide. Brunet-Jailly recalls that ‘boundary’ belongs to the same semantic field as ‘bind’: boundaries bind nation-states. Before being a limit with another country, a boundary is directed inwards. National systems frame daily life and also the way people think. To solve border obstacles and to build cohesion requires new cross border arrangements.

Over the course of its presidency of the European Union (2nd semester 2015), Luxembourg stressed the need to overcome border obstacles. Obstacles linked with economic costs can be addressed by financial support, like Interreg. Obstacles linked with institutional dimension can be solved through instruments such as EGTCs. For administrative and legal obstacles there is no specific European tool at the moment. Luxembourg proposed a new European legal instrument, based upon the principle of mutual recognition in the field of public services, which has been taken up by the Commission with the draft regulation on the “European cross border mechanism” within the framework of post-2020 legislation. An intergovernmental Working group for Innovative solutions to cross-border obstacles brings together interested States and experts, in order to support the proposal.

The Commission launched a “Cross-Border Review” in autumn 2015, through a consultation on obstacles to cross-border interaction, two studies and workshops, which led to a Communication published on 20/09/2017.

Numerous obstacles can be overcome at the level of each border, notably those of an administrative nature or resulting from a lack of knowledge, of concertation, or of cross-border coordination, between local/regional actors (local and regional authorities, decentralized government departments...) on either side of the border.

On a given border, the removal of an obstacle resulting of a national legislation, or of the lack of inter-operability with the neighbouring country, requires changes in the law of one or both of the countries concerned, or an inter-state agreement; in this case, at the central level the national governments (or federated state governments) concerned need to be involved.



At national level, a better account of cross-border concerns has to be taken within national policies: more concertation with the local level and/or neighbouring countries; and a greater flexibility and adaptation to the specific cross-border context. It is important to ensure inter-ministerial steering of cross-border cooperation, enabling the necessary regulatory and legislative modifications to be dealt with, as well as the negotiation of inter-state accords.

Certain obstacles can be overcome by intervention at the European level involving a change in EU legislation (for example, the abolition of roaming charges from June 2017); a better transposition of EU legislation, assuring interoperability between national transpositions; the creation of specific tools, such as the EGTC or that proposed by Luxembourg; the facilitation of a coordination within the European Commission (border focal point established after the Communication) and with the other institutions.

Coordination mechanisms exist or are emerging in several parts of Europe, in the context of various processes, taking action at different levels. Organizations such as Euro-institutes take action on certain borders in support of local / regional players. Organizations like MOT around France or CESC around Hungary bring attention to the remaining obstacles at higher levels of governance; mutualize between several borders the removal of obstacles overcome on one border via the sharing of experience; support the national level in the removal of obstacles; and facilitate concertation between one country and its neighbours. Long-established intergovernmental organizations take charge of dealing with border obstacles at the scale of macro regions such as Benelux or the Nordic Council. At the European level, the approaches of these different organizations in connection with AEBR could be made inter-operable and coordinated, supporting European institutions and intergovernmental process.

#### **Q11) How do you see the future of European territories?**

++

+

-

--

Please, elaborate:

See mainly explanation in the brochure realised on the occasion of MOT 20<sup>th</sup> anniversary (pages 54-57):

- ≡ **Cohesion policy post-2020:** General context; Cohesion: origins, objectives and current policy; A new vision for Europe, redesigning European cohesion
- ≡ **Cross-border territories and the issue of European territorial cooperation (ETC):** The general context for border regions; Border regions and ETC: origins and current policies; The future of cross-border territories and Europe

[http://www.espaces-transfrontaliers.org/fileadmin/user\\_upload/documents/Documents\\_MOT/EN\\_brochure\\_cb\\_territoires\\_MOT.pdf](http://www.espaces-transfrontaliers.org/fileadmin/user_upload/documents/Documents_MOT/EN_brochure_cb_territoires_MOT.pdf)

## Section B: Master's thesis research

Dear participant, the following section of the survey is composed by 9 questions and it is intended to collect information for the master's thesis study on the territorial cohesion of the EU. The aim is to study how stakeholders at different scales see the role of the renewed Territorial Agenda in achieving territorial cohesion and what are expectations on effectiveness, impact and utility of the renewed Territorial Agenda. The study is conducted by the trainee of FI Presidency, Mervi Hemminki who is a master's student in geography at the University of Helsinki. Your participation in this research project is completely voluntary. If you would like to be further interviewed on the topic for the master's thesis, you may submit your contact information via the link on the last page of the survey. The personal contact information will be handled separately from the answers of this questionnaire and used solely for the master's thesis further contacts.

Your time and participation on this research is much appreciated! For further information of this research please contact Ms. Mervi Hemminki master's student in Geography  
mervi.hemminki@helsinki.fi University of Helsinki

### Q12) How would you define "Territorial Cohesion"?

Article by Jean Peyrony Director general of Mission Opérationnelle Transfrontalière, to be published in 2020 within the Critical dictionary on Borders, Cross-Border Cooperation and European Integration, edited by Birte Wassenberg & Bernard Reitel, in collaboration with Mission Opérationnelle Transfrontalières (Jean Peyrony and Jean Rubio)

#### Cohesion (Economic, social and territorial)

For Durkheim, who introduced the concept of cohesion in social sciences, and inspired the solidarist doctrine and the French conception of State legitimated by its provision of public services (Peyrony, in Faludi, 2007), social cohesion is ensured by the social division of labour, but also by law and governmental action. His seminal book also evokes the "interregional division of labour": the specialization and interdependence of spaces, and so, announces the territorial dimension of cohesion (Peyrony, 2014).

The Treaty of Rome already aims at ensuring a 'harmonious development by reducing the differences existing between the various regions and the backwardness of the least favoured regions'. Closely associated with the history of the European Union, the objective of economic and social cohesion appears officially in the Treaties in 1986 with the Single act. In this context, it corresponds to the idea of solidarity, implemented through the European Cohesion policy, supposed to secure the participation to the internal market of all citizens (social cohesion, with the European Social Fund supporting employment and inclusion) and all regions (economic cohesion, with the European Regional Development Fund supporting territorial investments and all at once reducing disparities between States, between and within regions): Jacques Delors' "package". All European and national policies are supposed to contribute to cohesion. As Barca explained in the report he wrote in 2009 for the European Commission, the cohesion policy is implemented in a decentralized way through shared management, the only approach for pursuing a policy of economic and social development that is compatible with the present stage of political development of the EU. It is expected to fund "the production of bundles of integrated, place tailored public goods and services," and so to make the EU visible to citizens.

In 1997, the Amsterdam Treaty's article on 'services of general economist interest' states that these services promote "social and territorial cohesion." A new step is taken with article 174 on the functioning of the European Union, as amended in 2007 by the Treaty of Lisbon, where territorial cohesion appears as the complement of economic and social cohesion. "Cross border regions" are quoted together with islands or low density areas among territories deserving particular attention. Cohesion becomes a shared competence between the EU and the Member States, which partially meets the demand of spatial planning stakeholders to have it acknowledged as a European competence (Peyrony, in Farinos, 2018).

The concept of territorial cohesion has been developed initially in the intergovernmental context of the publication in 1999 of the European Spatial Development Perspective, the Territorial Agenda of 2007 and 2011; but also through the reports on Cohesion issued every 3rd year by the Commission, and the Green paper on territorial cohesion in 2008.

Territorial cohesion has first been defined (Robert, in Faludi, 2007), by stakeholders representing the interests of specific (peripheral, mountainous, insular,...) regions and more generally territories challenged by globalization, in terms of handicaps presented by certain territories, justifying specific policies, such as compensation and equalization, aiming at a more balanced, polycentric territorial development. Since the Green paper, the emphasis is placed on the diversity of territories and their development capacity based on their specific assets: the "territorial capital" (OECD,

2001), involving material and immaterial dimensions such as the role of social networks, trust, participation, and culture. The acknowledgement that "Geography matters" requires a territorial approach, including the management of urban concentration with its positive and negative impacts; the better connection of territories so as to assure territorial equity: people should be able to live wherever they want, with access to public services assuring equal opportunities; and the territorial integration resulting from mobility and cooperation between territories.

According to Davezies (in OECD, 2001) the cohesion between productive and residential territories result less from explicit territorial policies, such as spatial planning, than from implicit territorial policies, such as delivery of public services or welfare, mainly organized within a national framework. Territorial cohesion also appears as the territorial declension of sustainable development, taking into account territorial quality, identity and efficiency (Camagni, in Faludi, 2007), and the need to act at all levels, from the local to the global.

Implementing territorial cohesion requires place based policies; integrated territorial approach; horizontal coordination of sectoral policies at every geographical level, and vertical coordination in the context of multi-level governance from local to European; cooperation across administrative borders within functional spaces: urban – rural and metropolitan regions, cross-border regions, macro regions such as the Baltic and Danubian space, the European level as such with trans-European networks ensuring continental territorial integration; EU wide networking between territories (supported by programs such as Urbact, Interreg Europe); and improving knowledge of territories (supported by the ESPON program, allowing to develop a territorial impact assessment of policies, and spatial perspectives).

**Q13) How would you define the "territories", which the Territorial Agenda aims to influence?**

See the MOT brochure "Cross-border territories: Europe's laboratory" (11/2017), page 9 on "What is cross-border cooperation?", explaining cross-border territories and the issues associated with them at local, national and European level.

[http://www.espaces-transfrontaliers.org/fileadmin/user\\_upload/documents/Documents\\_MOT/EN\\_brochure\\_cb\\_territoires\\_MOT.pdf](http://www.espaces-transfrontaliers.org/fileadmin/user_upload/documents/Documents_MOT/EN_brochure_cb_territoires_MOT.pdf)

**Q14) How would you describe the role of the renewed Territorial Agenda in achieving territorial cohesion in Europe? \***

*role= the purpose or use that something usually is expected to have in a situation (Cambridge Dictionary)*

See the MOT brochure "Cross-border territories: Europe's laboratory" (11/2017), pages 54-57 and 61 on "Cohesion policy post-2020" and "Cross-border territories and the issue of European territorial cooperation (ETC)", as well as the "Political responses: context and roadmaps for the future" detailed in "Responses at intergovernmental / European level".

[http://www.espaces-transfrontaliers.org/fileadmin/user\\_upload/documents/Documents\\_MOT/EN\\_brochure\\_cb\\_territoires\\_MOT.pdf](http://www.espaces-transfrontaliers.org/fileadmin/user_upload/documents/Documents_MOT/EN_brochure_cb_territoires_MOT.pdf)

**Q15) In relation to content of the renewed Territorial Agenda (TA), do you agree/disagree with the following statements?**

I Economic dimension\*

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Unable to answer
a) the renewed TA is a highly economically motivated agenda *			X			
b) Economic objectives are in balance with other objectives of the renewed TA*				X		
c) the renewed TA aims to improve European economic competitiveness *				X		

II Social dimension

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Unable to answer
a) the renewed TA is a highly economically motivated agenda *				X		
b) the renewed TA aims to strengthen European identity and culture				X		
c) the renewed TA aims to increase quality of life in EU *				X		

III Environmental dimension

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Unable to answer
a) the renewed TA aims to minimize negative environmental impacts of sectoral policies*				X		
b) the renewed TA aims to promote climate change adaptation and mitigation*				X		
c) the renewed TA aims for environmentally sustainable Europe*				X		

IV Spatial planning dimension

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Unable to answer
a) the renewed TA is a tool for a common EU-wide spatial planning*			X			
b) the renewed TA aims to coordinate national level spatial planning systems in Europe*				X		
c) the renewed TA focuses on sharing best practices of spatial planning between stakeholders			X			

Please, elaborate any of the dimensions I, II, III or IV:

/

**Q16) Please rank the following policy goals in order of importance for the renewed TA?**

Ranking from 1st= most important to 4th= least important policy goal for the renewed TA

- 3 Economic cohesion
- 2 Social cohesion
- 1 Territorial cohesion
- 4 Environmental cohesion

**Q17) What are your expectations on the impact of the renewed TA on the following themes?\***

*Impact= a marked effect or influence on something (Cambridge Dictionary)*

	Very strong	Strong	Fair	Weak	Very weak	Unable to answer
achieving <b>territorial cohesion</b>		X				
strengthening <b>EU integration</b>		X				
coordinating <b>EU spatial planning</b>			X			
improving <b>connectivity &amp; accessibility</b>		X				
achieving <b>economic cohesion</b>		X				
improving <b>EU economic competitiveness</b>		X				
improving <b>services of general interest</b>		X				
Reducing <b>social inequalities</b>			X			
overcoming <b>demographic and societal challenges</b>			X			
bringing <b>EU closer to its citizens</b>		X				
achieving <b>UN Sustainable Development Goals</b>		X				
improving <b>climate change adaptation and mitigation</b>		X				
achieving <b>environmental sustainability</b>		X				
improving <b>quality of government and governance</b>		X				
improving <b>well-being of citizens</b>		X				
improving <b>employment</b>		X				

Please elaborate, how these impacts are expected to be achieved? \*

/

Any other foreseen impacts, please specify what and how?

/

**Q18) What you think about the utility of the Territorial Agenda as a framework for actions towards territorial cohesion?\***

*utility=the usefulness of something, especially in a practical way (Cambridge Dictionary)*

[See answer to Question 14.](#)

**Q19) What are your expectations for the effectiveness of the renewed TA in achieving territorial cohesion? \***

*effectiveness=the ability of something to be successful and produce the intended results (Cambridge Dictionary)*

/