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## ESPO-INTERSTRAT ESPO IN INTEGRATED TERRITORIAL STRATEGIES

### Italian National context in relation to ITDS

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# Italian National context in relation to ITDS

## A1 Political and administrative organization of Italy

### A2 Territorial sketch

### A3 Town planning and territorial development competences

#### A1 Political and administrative organization of Italy

Italy is a Parliamentary Republic formed by Municipalities, Provinces, Metropolitan Cities, Regions and State. There are more than 8000 Municipalities; more than 110 Provinces, 11 Metropolitan cities, 20 Regions

The country has a long and stable history of autonomous bodies. The local governments are three tiered, comprising regions (15 regular regions and 5 special regions), provinces and municipalities. Statutes, powers and functions of these autonomous bodies are regulated by Republic Constitution. The relationships among various local bodies were revised by the Constitutional amendment of Title V of Constitution of 2001, as a result of which Metropolitan Area (Citta' metropolitana) was added as a new form administrative division.

The new political organisation affirm that State and Regions are both legislative responsibility about many themes: one of this is 'government of territory' - On the contrary exclusive State legislative power is for protection of environment, ecosystems and cultural heritage

Each Region is comprised of Provinces and Municipalities. From the years 1972 to 1990, Regions had the principal land-use planning authority. In the 1970s two decrees decentralized the power for planning. At that time, several land-use and natural resource preservation responsibilities were transferred to regions. Regions assumed the responsibility for sector plans (e.g. transportation, solid waste, and surface mining) and had the authority to designate the boundaries for regional parks and special conservation areas. This responsibility shifted in 1990 as a result of Act 142, when provinces were given the power to design plans. In the light of this law, provinces must currently prepare Territorial Provincial Plans and, in cooperation with the regions, approve urban plans for municipalities. Some regions have also proposed the delegation of urban plan approval to provinces.

At the moment then development policies (also related to spatial planning) is essentially led by the regions, with the central government providing financial support and providing advices, including coordination. The specific urban policies are characterized by local level planning led by the regions. Local plans developed by the regions, the primary objectives of which are local development and the preservation of local resources, have secured the highest standing among statutory urban plans, while making adjustments for coordination with the statutory basic urban plans of the local autonomous bodies.

The 142/1990 Law also identified eleven metropolitan areas. In these large cities and their surroundings, metropolitan governments were designated with their own mayors and governing boards. These areas then had to prepare a metropolitan plan.

From 90ties to present in Italy the 20 Regions have developed different Regional Laws on the topic 'government of territory', always formally following the old still in force National Law (1150/1942), hierarchical conceived, about Town and Country planning. About land use control for individuals, in the reality, only the decision of Municipality tool is mandatory. The formal planning tools then differ (often very much) according to different regional laws. In addition the strong tradition in statutory planning gives to the formal tools a pivotal role in the discussion about regional and sub-regional development.

The promotion of the spatial and regional development policies of Italy has been focused on the economic aspect of redressing the disparities between southern and

northern Italy ever since the unification of Italy in 1861. Beginning with the first long-term economic plan for the 1965-70 periods, the development of the economically inferior southern Italy has been incorporated into the plan as a national economic policy.

Italy does not have higher level spatial plans that superordinate regional plans, such as national spatial plan. Plans of a national scale are only sector plans, like transport mayor plan. In response to the regional policies of the EU, Italy has been implementing a national fund allocation program since the 1990s based on plans transcending national territory and the Structural Fund.

## A2 Territorial sketch

The origin of urbanism in the Italian peninsula has a history of three millennia, and the Antique legacy is still strong today, although the current settlement structure bears strong evidence of medieval resettlements as well. The Italian urban system is highly heterogeneous, and the processes of urban diffusion are for this reason very different in the various regions. Italy is subdivided into 20 regions and four macro-regions, which are the North West, the North East, the Centre and the South, also known as *Mezzogiorno*. The intermediate administrative level, the province, includes the main city (*capoluogo*) and the administrative hinterland. The basic administrative unit is the municipality (*comune*). During the 1951-99 period Italy's population grew from 47.5 million to 56.7 million. In 1951 there were 24 cities with more than 100.000 inhabitants, a figure that nearly doubled by 1991 (46 cities), including 25.5% of the Italian population. During the same period Italy experienced a significant growth and became one of the most important industrialised nations. Italy was also transformed from a country of out-migration into a country of in-migration; the massive interregional and interurban migration from the poorer southern areas to the North (mainly Milan and Turin) ceased. The urban form of the Italian cities shows: strong uniformity in the periphery (high rise housing); functional and social heterogeneity in the peri-central quarters (with a mix of building types); heterogeneity in the rings (with the coexistence of apartment houses, single family housing, industrial buildings and scattered farm buildings).

Milan, Turin and Genoa form Italian *industrial triangle*. Inter urban, core-hinterland and intra-urban mobility have greatly affected the economic and social geography of the three metropolitan areas. In stark contrast with the wealthy North is the *Mezzogiorno* that in terms of resources as well as social, political and economic organisation constitutes the less developed part of Italy. The characteristic of *Terza Italia* (Third Italy), i.e. the central and North-eastern part of Italy is that it has never experienced a Fordist development based on big industry and large metropolises. This region is marked by the presence of a dense urban network formed by medium sized cities (former medieval *comuni*) with a tradition of autonomy and handicraft skills. In this area there was a new socio-economic organisation based on flexible workforce and family firms, with specialisation in sectors like textile, fashion, furniture, shoes, ceramics and mechanics. This variety of economic and social organisations corresponds to different models of urban space production and urbanisation processes, in terms of concentration and de-concentration as well as in terms of centralisation and decentralisation.

At the regional and provincial levels, the concentration process increased throughout the period from 1951 to 1999, but after 1981 the growth rate slowed down considerably. During the 1951-71 period seven regions increased their concentration, all of them in North or Central Italy except for one, and three of them including the three main Italian metropolises. After 1971, the regions that experienced concentration have been facing de-concentration. The majority of the Southern regions increased their population

concentration at a lower but continuous pace. At the level of *comune* the concentration increased continuously until 1971 and has since then stabilised.

Analyses of Italian regions show the complexity of the de-concentration processes.

These are the results not only of the inherited urban network, but also of the impact of industrial Fordism and the rural exodus towards the main cities. The correlation between population growth and size of settlement is very different in the North, the Centre and the South. In the North, the counter-urbanisation processes are stronger and they started earlier. In Tuscany the de-concentration process is not as important as in Piedmont, and in the South there is a continuation of the concentration processes even if their rhythms are not as strong as during the seventies and the eighties. In the large cities of the North, net migration cannot compensate for the huge losses in terms of natural balance, while in the South a part of the population growth is due to the positive natural balance.

When investigating the metropolitan areas (*Genova, Milano, Napoli, Roma, Torino*) of Italy, the cores showed strong growth between 1951 and 1971, but lost population since then. The five cities gained 2.4 million inhabitants during those two decades, but lost one million over the next twenty years. By contrast, the rings showed a continuous growth pattern. After 1981, however, the rings were not growing sufficiently to compensate for the losses of the cores, which indicates factual de-urbanisation. The decline of the Northern metropolitan areas slowed down, however, during the 90s. The decline was also affecting the majority of the cities with a population of more than 100 000 inhabitants. At the same time there is an increase of population in the outer suburban areas, as in the case of the linear conurbation of *Via Emilia*, along the eastern and western coast and the regions of flexible economy.

There are neither processes of re-urbanisation in terms of growth in the cores of the large metropolitan areas nor has there been a turnaround in terms of an increase in the population of the remote rural areas and the small settlements. The medium sized cities that grew the most during the 70s and 80s were mainly those belonging to the metropolitan areas. Urban de-concentration does not mean decentralisation. There is rather a selective centralisation of functions in the metropolitan cores, joined by a process of socially selective in-migration and working class out-migration; an important increase of managers and a huge decline of employees and blue collars.

### A3 Town planning and territorial development competences

The basic framework of Italy for statutory urban plans subsequent to the decentralization of authority in 1990 pursuant to the New Local Autonomy Law is as follows in the order of descending priority:

i) Regional Territorial Plans (Piano Territoriale Regionale),

A territorial plan (PTR) is devised by each of the 20 regional governments as the topmost plan. A territorial plan covers regulations on particular land usage, the development of particular large land areas, and the planning of infrastructure such as road network and railways. The draft of a regional territorial plan is prepared with the participation of provinces, municipalities, private entities, and the like and is finalized by obtaining the approval of the regional assembly.

ii) Provincial Territorial Coordination Plans (Piano Territoriale di Coordinamento Provinciale) and Metropolitan Area Plans (PRGI),

iii) Municipal Master Plans (PRG),

and iv) Detailed Plans (PP).

Aside from this framework for statutory urban plans, Regional Territorial Landscape Plans (Piano Territoriale Paesaggistico Regionale) pursuant to the Galasso Act (Emergency

Legislation for Protection of Areas with High Environmental Value) legislated in 1985 (the Act was amended in 2004) are also important local development tools.

Each regional government is required to formulate a landscape plan, which is widely incorporated into the regional territorial plan (PTR) subject to review in accordance with the environmental protection provisions

#### *Relationship with EU's Measures*

The Italy's central government is fulfilling its roles as a coordinator of EU policies and the country's regional policies. Regions also participate in the formulation of the National Strategic Framework, which is necessary to use the EU Structural Fund. The Regional Operational Plan is devised concurrently with the Regional Spatial Plan in alignment therewith.

Each Region now must prepare an 'Integrated Planning Document' to set up the strategic development for the whole territory. This document is coupled with a financial program mandatory to exploit the UE and National resources.