

A NEW SUSTAINABLE PLANNING FOR THE POLYNUCLEAR TERRITORIAL DEVELOPMENT: THE PLAN OF PROVINCIA DI ROMA

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The paper presents the Rome provincial Plan and its method of work, different from the past, based on subsidiarity and new local and supra-local input search. It speeds up provincial governments to be aware of new formulas and new principles towards which orient economic-territorial regionalization, first of all sustainability.

The reflection and the Rome planning is moved by geoeconomic and geopolitical research, to estimate *ex ante* the effects that newborn federalism will be able to have on the economic-territorial organization of our Country.

Impacts appraisal of transformation from current regional mononuclear model to one equipotential polynuclear on local base, induces to ask on which principles settlement and its community must model to the system of local government (territorial plan of large area) and to which conditions (the rules of *governance*); if, in the Italian case, current rules can orient the choice, so that local communities maintain potential resources to let future generations use them, also putting towards a progressively aware increase.

National and European reflection in matter demonstrated that at the base of individual experiences there is the attempt to unify methodologically spaces environmentally and functionally different, and that, also creating sub-systems various for efficiency, mass and cohesion, one decisional process (sustainability) orient management of human and physical resources variously located.

The idea is different from last experiences in matter of strategic planning and from current or realised in Italy and Europe large area plans, in which interrelation as object of the plan is derived from a coercive action (the planning of hierarchical-functional network), central and centralising on an offer of planning and project ideas, indifferent to the demand of "bottom up" organisation.

Introduction

Today, the large area's planning must face with the polynuclear "issue" as one of the fundamental terms to be carefully considered when speaking of a new vision of sustainable planning for the new European Spatial Development Scheme (ESDS).

Based on subsidiarity research and new local and over-local¹ inputs, this paper presents the Rome General Territorial Provincial Plan (GTPP) and its working method. Differently from the past, it's based on knowledge of the local system. It speeds up provincial governments to be aware of new formulas and new principles towards which orient economic-territorial regionalization, first of all sustainability, producing some innovative instruments (like Strategic Environmental Evaluation – SEE).

The transformation from regional current mononuclear model to one equipotential polynuclear on local base, induces to ask on which principles settlements and communities must adapt to the system of local government (territorial plan of large area) and to which conditions (the rules of *institutional metropolitan governance*); and if, in the Italian case, the current rules can orient the choices, so that local communities maintain potential resources to let future generations use them.

¹ As demonstrated in the Italian *Unified Body of Laws* on the regulation of Local Bodies, law 267/2000 and the Outline of Laws bearing on the provisions of the *Federal Regulations of the Republic*, confirmed by the referendum on October 7, 2001.

The paper aims to show as the Rome provincial Plan (GTTP) gives good answers to these points. It leads provincial government to be aware of new formulas and new principles towards which orient economic-territorial sustainable regionalization.

The role of cities and metropolitan area in the new sustainable planning

An important starting point for GTTP is the European programming, in particular the *European metropolitan large area Framework 2000-2006*, which financially supports research of endogenous solutions, identifying as preferential area of geo-economic action of local governments. In most Italian cases, this coincides with the spaces of provincial action; only the governing bodies are able to accomplish all the instrumental stages that permit the uniting of the spaces qualification and functionality (intra-regional or inter-relational areas), which are co-ordinated toward a single, co-operative purpose, thus involving them in competition on a transnational level.

The European Union and many administrative provincial frameworks² have found a meeting point in the search for new planning. Stakeholders, local boards, management, citizens/shareholders-clients in the territory and economy have already confirmed a real wish to overcome, whether literally or figuratively, the confines of their own areas of interest, in order not to leave the realisation of integration, as in the past, to already developed regions where the productive groundwork is firmer.

National and European body of law on the subject have shown that, at the root of individual experiences, there is an attempt to methodologically unify the spaces that are environmentally and functionally different. By creating sub-systems that differ in their efficiency, mass and cohesion, an identical decision-making process (sustainability) tends to guide the management of diversely located anthropic and physical resources.

The layout varies from strategic planning experiences of large areas in progress or computed in recent years in Italy and Europe (Naples, Bari, Turin, Milan, Bologna, Barcelona, Lille), in which interrelation as a planning objective has been derived from a coercive action (the planning of a hierarchical-functional network), centralising the offer on project ideas indifferent to the demand for "the bottom up" organisation. The limits of strategic planning are already outlined in the way in which metropolitan, provincial and regional plans are presented (general-territorial or for co-ordination). Importance is attached to highlighting not only those elements that oppose to integration and favour competitive co-operation (global competition). Strategic planning acted out on a political-commercial level for the propagation of entrepreneurial and common management models and entrepreneurial co-operation.

Early geographical expansion of the integration processes requires regulation of the use of resources.

So it's to the passing of one system to another (from strategic sustainable planning) and to render the planning less difficult to represent the updating value and prospective dynamics, without conventional urban planning, of which the plan is the vector. In addition, there are so-called stable structural factors (high speed, data technology, technical and network resources, etc.), which do not necessarily produce coherent planning, even though a logical continuity exists between the integration process and integration product.

The Provincia di Roma looked at the local demand before offering an "bottom up" organisation and it thought the provincial large area to have a clear role in the unified model of the European Space: place of cohesion and polynuclear equipotential

² The Rome Provincia is promoter of Latin Area agreement and many provinces adhere to METREX, the union of European provinces and metropolitan regions as well as rural areas for programming objective 2 of the Structural Funds.

organisation and development; experimental moving-force for a sustainable development model; clarification place of integration tools.

The success got by the Provincia di Roma Plan is also due to the proposition of clear guide principles and preventive technical verifications³, wanted to guarantee its citizens and to make a new institutional government model, based on the endogenous co-operation choice and public/private investments on the co-planning level.

The General Territorial Provincial Plan (GTPP) of Rome

The Provincia of Rome, looking at competition, co-operation and globalisation, has looked at the position of its territories in the international and regional context, appraising the over national (the Mediterranean area) and sub national geographical scales, in the circle of the debate in progress on the international services (TENS, logistic bases, airports, multifunctional nodes, R&D centres, areas of integration for the cultural goods management, etc.).

The GTPP declines the general political lines of the provincial territorial government and the planning and programming tools, and it has to act on the base of the proposals of the communes and the local corporate bodies. Therefore, it owes to allow the link and the functional connection with the choices contained in different planning levels and decisions, in a functional picture of coherence and interdependence between the different programmatic levels. It has to accompany the evolution of the reference area and the external flexibly of context (in the different social, economic, institutional and administrative components), introducing progressive calibrations in the local interventions and objectives (sustainability).

The GTPP represents the territorial and political arena in which the Province manages the coherence of superior and subordinate policies, programs, projects; it will have value of agreement on a packet of options shared from the subjects recognised in the idea of sustainable and “bottom-up” development.

The General Provincial Territorial Plan (GTPP) of Rome is the plane of: the rules for identifying the places and the relative potential of resources; the plan of the balanced relationships between the different territorial identities (demand) and economic complex themes of planning (as infrastructures foreseen by the municipalities); the plan of the decentralisation of the big metropolitan services; the plan of the exploitation of the territorial capital goods (in particularly, cultural goods, parks, S&D). The GTPP of Rome is, also, the plane of the cohesion, beginning from the concept of environmental sustainability, is an objective of preventive measure to realise admissible projects, social and economic growth, without exhausting the potential stock (the supplies) able to guarantee balanced growth to the future generations.

Through the GTPP the Province has opened the discussion and the survey in matter of collective admissible interests for the inter-local co-operation and trans-local competition: the big projects of location of metropolitan functions; location and integrated (re) location of the productive systems and recovery of the socio-economic values and productivity; the nets and the transport infrastructures; the carrying capacity of the territory; the environmental and social impacts, their dimension and transformation's ability in comparison to the inter-generational resources; the continuous control of quality on the changes of the standards for the quality of life and the income; the choice of the settlement's weights for the financial economic planning; the appropriateness of the levels of intervention and the demolition of coercive methods in the individualisation of the

³ what the real resources are, to what input the political, economic and territorial planning of large area has to answer and to what rules it has to undergo.

programmatic and planning social reason, favouring the role of transparent management of the strategic program and the dialogue with the citizens.

Useful tools to the attainment of the purpose are: the pacts of bargaining; the pacts of co-planning; the fiscal and tributary instrumentation; the preventive and strategic environmental evaluation of the place; the preventive and financial economic evaluation; the diffusion of data base knowledge through the employment and the diffusion of an appropriate Geographical Informative System; the Total Quality Certification of the planning process (Vision 2000).

The Plan also allows to satisfy the powers of which the Province is made object: the Civil Protection; the control and the environmental protection (UNI-ISO 14000 -EMAS); diffusion of a cohesive culture for the development and the growth aware of the local corporate body (municipalities); the control of the provincial expense (through a continuous link with the Economic General Plan) and financial investments, to give temporal certainty to the entrepreneurial base; the quality of process for the recognition of the provincial management's effectiveness and efficiency; the regulation and the adjustment of the share and co-operation tools (PRUSST, Territorial Pacts, Accords of area, Pacts of Planning, etc.); the Roman Metropolitan institutional model as application of the federalist principles.

The planning methodology treats the territorial plan as a project of work, premising to it the analysis of environmental compatibility. This occurs through the evaluation of: the impact of planning choices on the environment (milieu plus environment) in terms of *ex ante* potential scenarios of the endogenous mutations at which the local systems would be subjects facing the insertion of new occasions of economic development; the degree or the ability of the territorial context to back down in partial equilibrium regenerating resources to employ in the future after the planning intervention, coherently with the level of the study, drawing corrective hypothesis.

The procedure able for appraising the environmental compatibility of plans and programs (Strategic Environmental Evaluation - SEE) can be considered the fundamental base for sustainable development policies. Therefore at date, there aren't meaning examples of SEE in our Country and in EU. So it was created a systematic process for the evaluation of the environmental consequences of policies, programs and plans. The environmental consequences influences the decisional process, having equal dignity in front of social and economic choices. The integration of the SEE with procedures of Environmental Impact Assessment (EIA) and financial, economic and social evaluations constitutes the base for the sustainable development planning.

If it thinks to a planning as a dialectical process of following refinements and verifications, confirming it as a dynamics repetition of analysis and synthesis moments, every planning component, articulated internally in detailed elements, is correlated in a most complex structure in the search of the level of synthesis adjusted to the decisional moment of which it is part (systemic analysis application).

The environmental components have to assume the correct relief in the planning since the first formulation of the governance. The opportunity to consider the environmental reality as real planning element is drawn from the dialectical dynamism of the process. The systemic procedural scheme could be explained in several phase:

- The first phase of a systemic procedural process consists in defining and representing the situation of reference *ante-operam*, sight both under the qualitative aspect and the interrelations inside and between the varied components, drawing Environmental picture, Programmatic picture, Project picture.
- The second phase consists in defining and representing the situation of reference *post-operam*. The objectives of this phase are the identification of the purposes and the intervention's planning characteristics, their impacts and the different possible alternatives related to the location.

- The final choice will be realised with logical and deductive criterions using descriptive systems of the considerations of different problems, and with decisional procedures more technical and not suited for the negotiation.

GTPP identifies the relationship between the anticipated and projected work inside the territory of reference and the planning address: planning actions that foresee the works; description of the relationships of coherence of the project with the objectives pursued from the plan; precise definition of possible discords; realisation feasibility of the projects; evaluation (technical parameters, economic parameters, environmental parameters).

The economic-territorial regulation is set priority the attainment of first and third phase for:

- individualization and analysis of innovative interrelations (functional and structural demand-offer);
- classification of operational typologies of associative forms and management of projects of remarkable urban and metropolitan interest;
- analysis of the cycle of governance and budget of efficiency;
- verification of the criterions of coherence with the economic - territorial system of reference;
- individualisation and analysis of the promoters, the levels of demand and offer;
- individualisation of carrying out, management and normative criterions for a correct re-balance of the demand-offered matching on territorial base (from the micro to macro scales);
- definition of a territory-governance relationship model and of the relative guidelines.

The Plan is composed by: 528 maps (up to date at 2000), 5 reports, Total Quality plan. All the plan is computerizing. Actually it's possible to be consultable to provincial municipalities, but in future it will be open for everyone by internet.

The role of sustainable metropolitan areas in European Unified Space

In future diverse views will influence the definition and concept of cities and metropolises in the EU and will be based on efficiency and effectiveness indicators. The latter experiences are not necessarily oriented towards reaching cohesion (on a local level of observation and integrated participation), urban and metropolitan governance, sustainability or subsidiarity.

In Europe, the role of the territory more than city can carry out metropolitan area, and sustainability integrated them within federalism interrupting a process of integration that from 1996 to 2000 has unravelled the opposite between environment and political and economic decisions dictated by the behaviour of individuals and groups.

Arising from the need to describe an exception, territory and metropolitan area have today become active subjects of federalism. In common language and political-economic imagination, they represent *any situation of large territorial proportions*, capable of propagating culture, duplicating economic-settlement models and occupational typologies in the space, i.e. the seat of power and powers.

Globalisation gave a new concept to the term sustainability by identifying a territorial dominion that is exactly the integration of traditional buildings and functions and natural environment that shape large areas of physical-settled, productive, relational continuum. Through recent studies, the principal factors of the sustainable territorial structure are confirmed:

- magnitude of the settled population
- physical continuity of its elements

- system of stable relations
- cultural innovation
- tertiarisation of the economy with “rare” activities

to which are added:

- the presence of cities and metropolis that tends to absorb nearby cores through periurbanisation
- the presence of lesser surrounding centres
- a stable network of daily relations
- no dominance of the urban over the rural
- the interdependence of producers of goods and services that operate in the area

A true definition, does not actually exist because these concepts were quickly transformed over time and in various places⁴. But they did map out a **geographic region**, namely a broad entity (economic, territorial, political, physical, etc.), that did not necessarily coincide with an administrative or political unit, but almost always replied to an aim, since a city and metropolitan area are geographic, economic and political systems.

Not being able to count on a univocal definition because the region-system, metropolises and metropolitan areas are subject to rapid transformation over time, we can count on neither a coherent definition of a metropolitan province, if not on an administrative level, nor political/management results for integration towards sustainability.

⁴ Cf. the case of the United States perfected by the U.S. Census Bureau from 1950 to the present, with the definition of the Standard Metropolitan Area.

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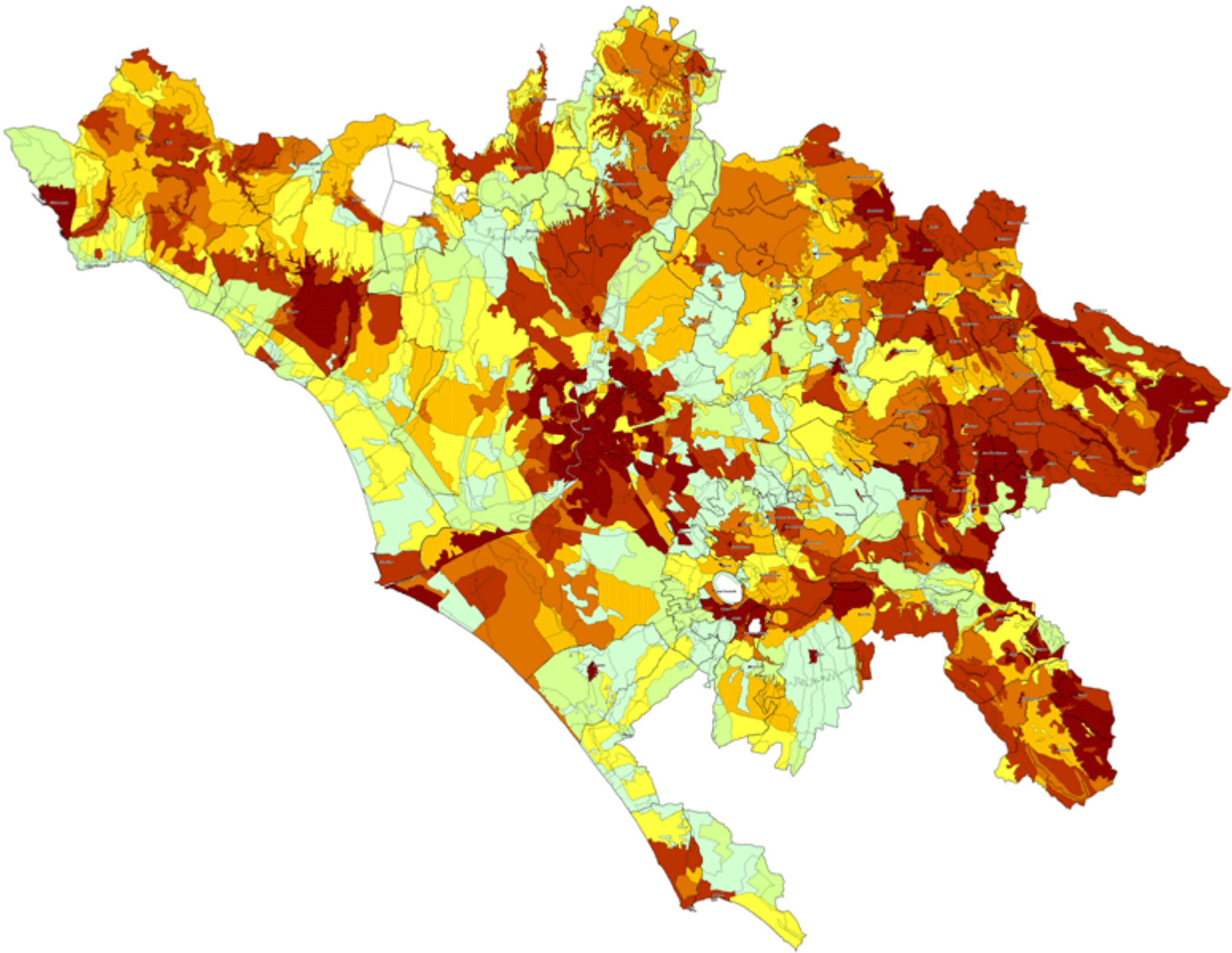


Fig. 1 –Total ex ante territorial sensibility

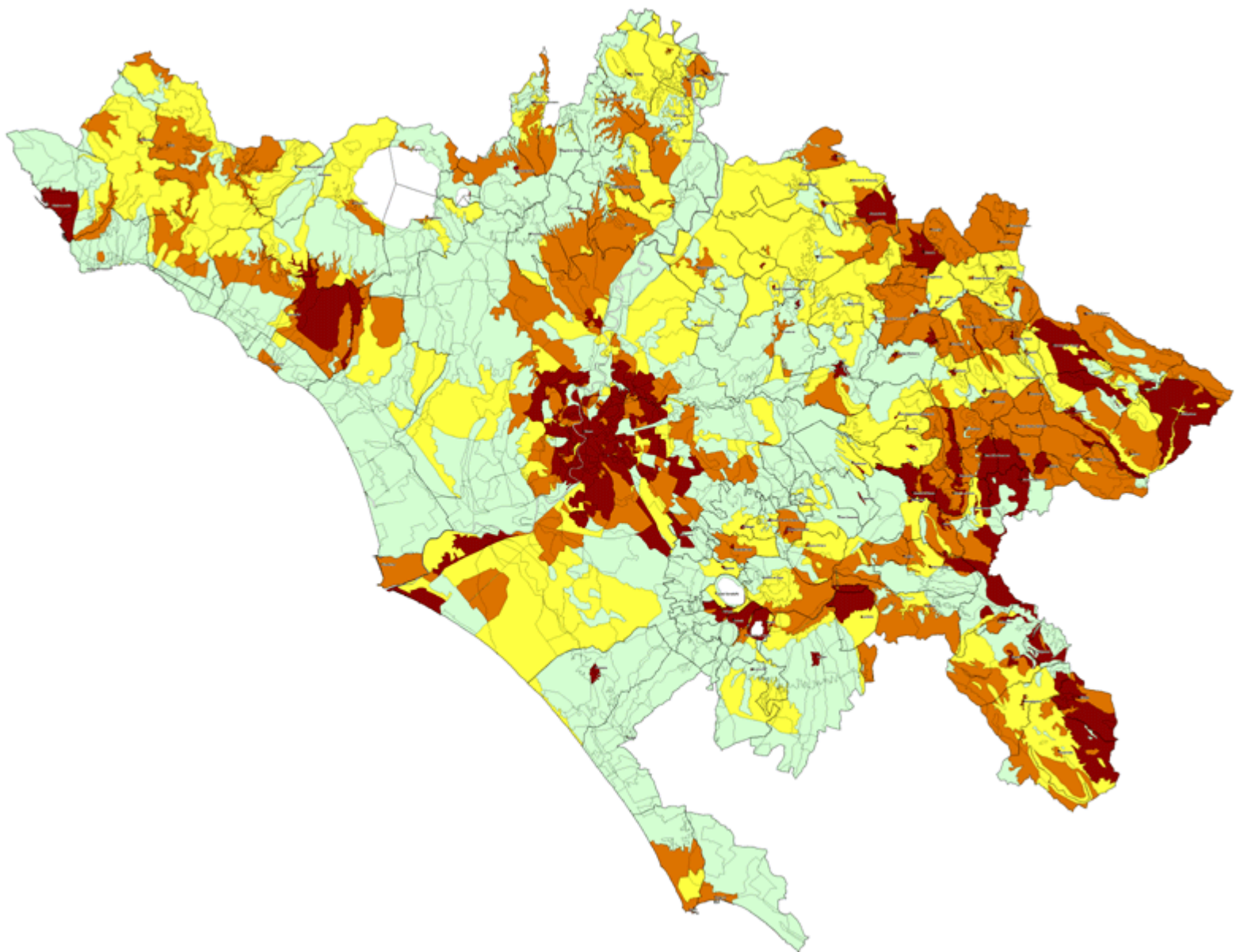


Fig. 2 – Different levels of territorial possible transformation

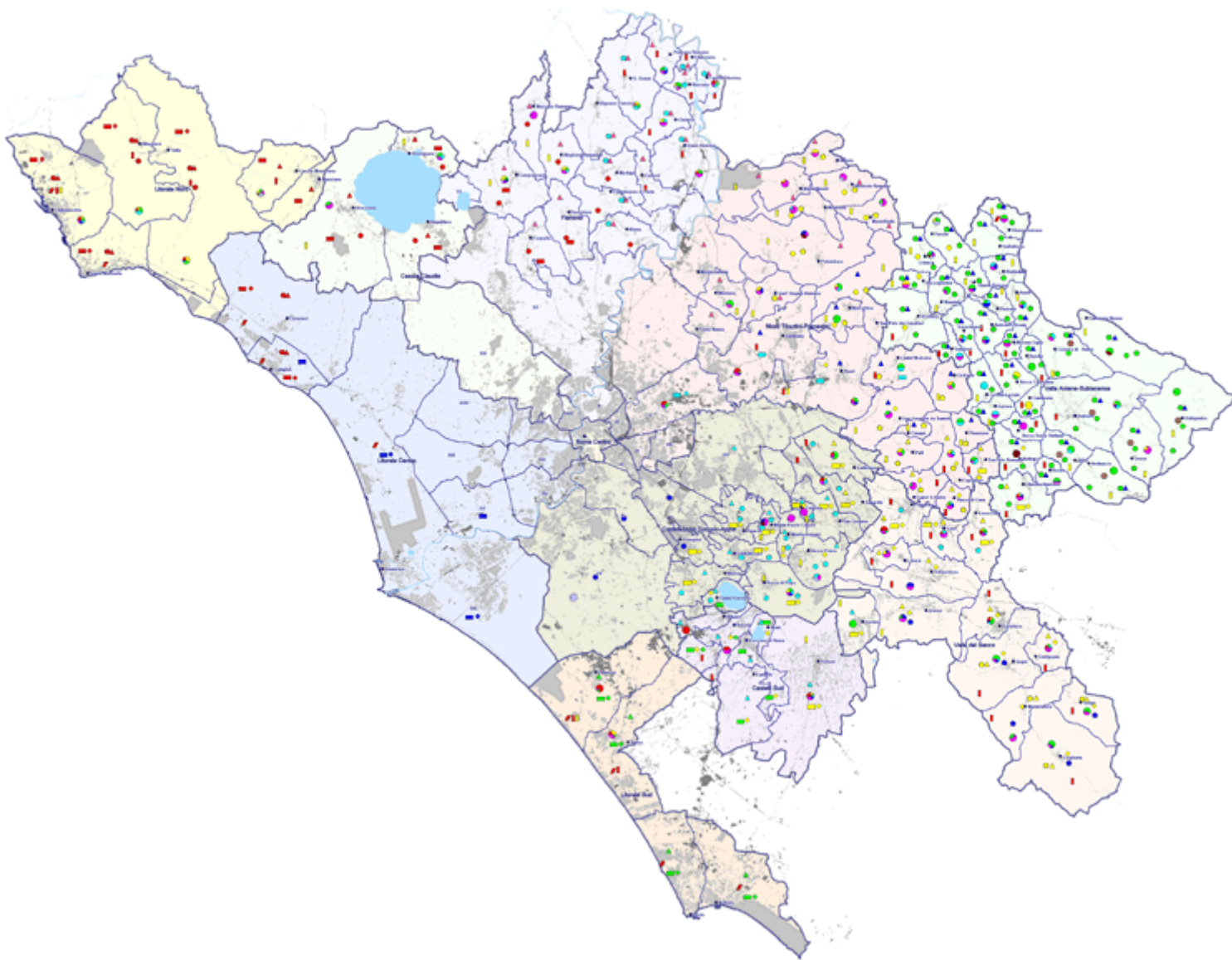


Fig. 3 – The territorial demand of transformation

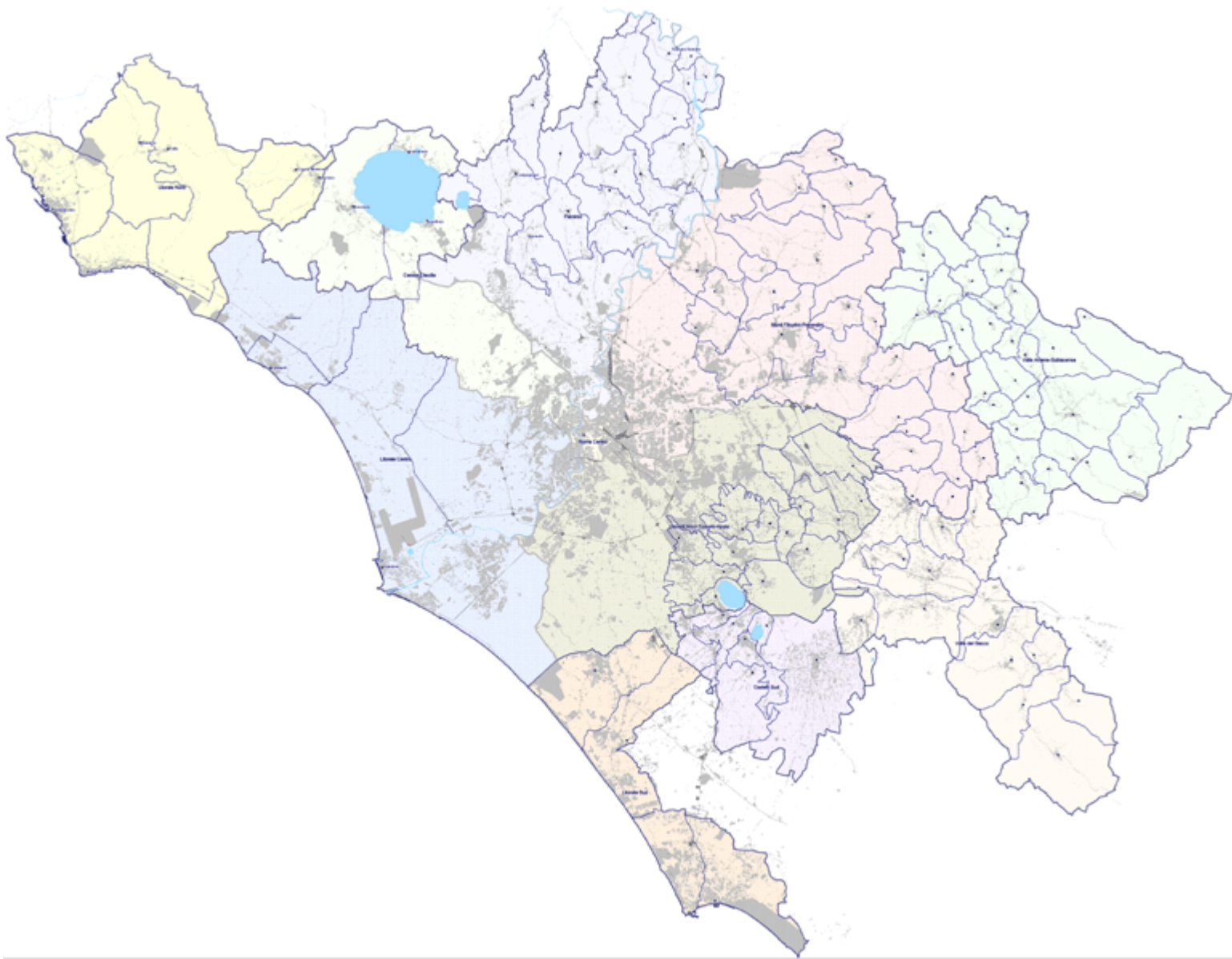


Fig. 4 – The Community of Metropolitan Municipalities. The new coesive territorial organization of Provincia for the local co-operative development

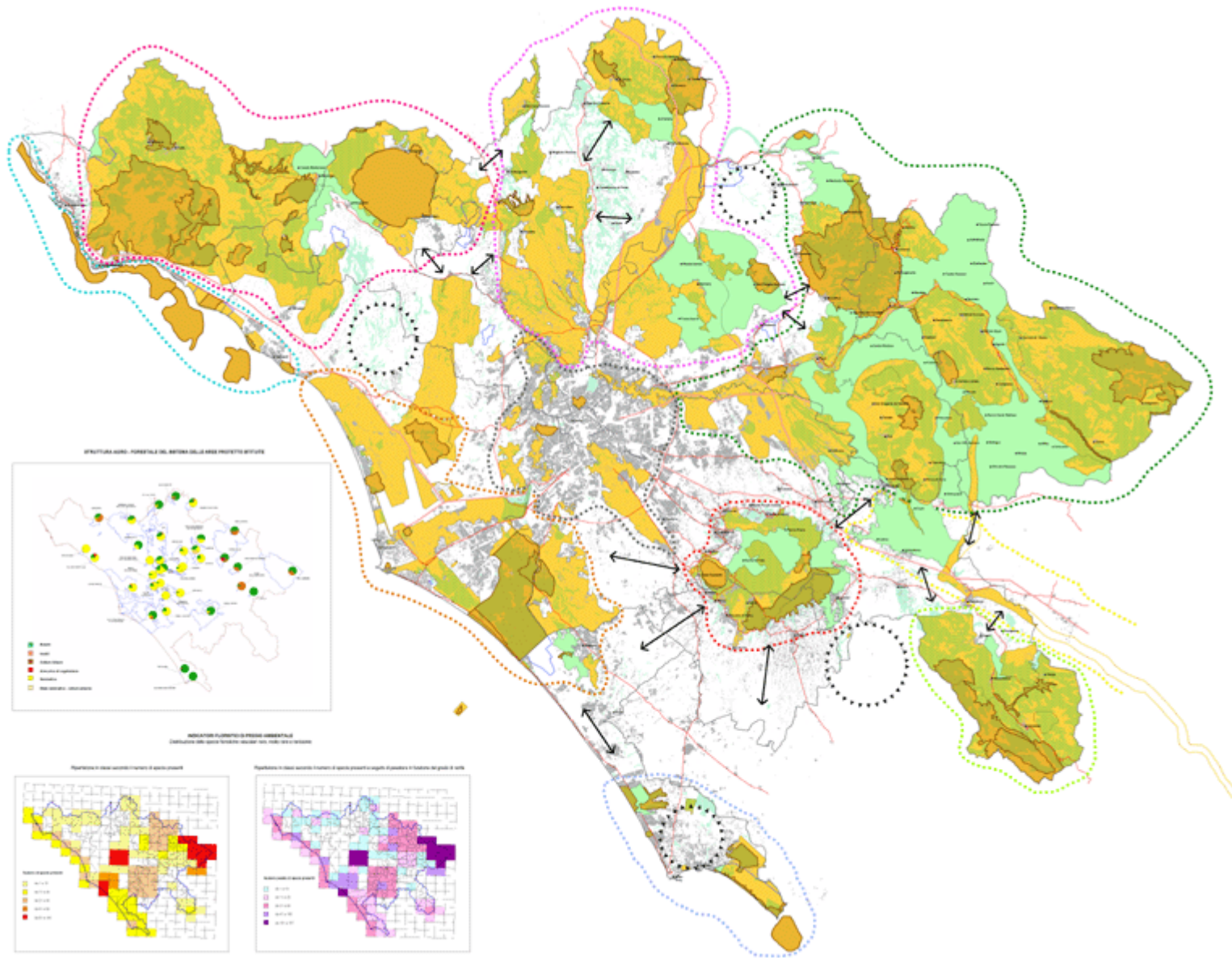


Fig. 5 – The plan of organization and management of natural systems.

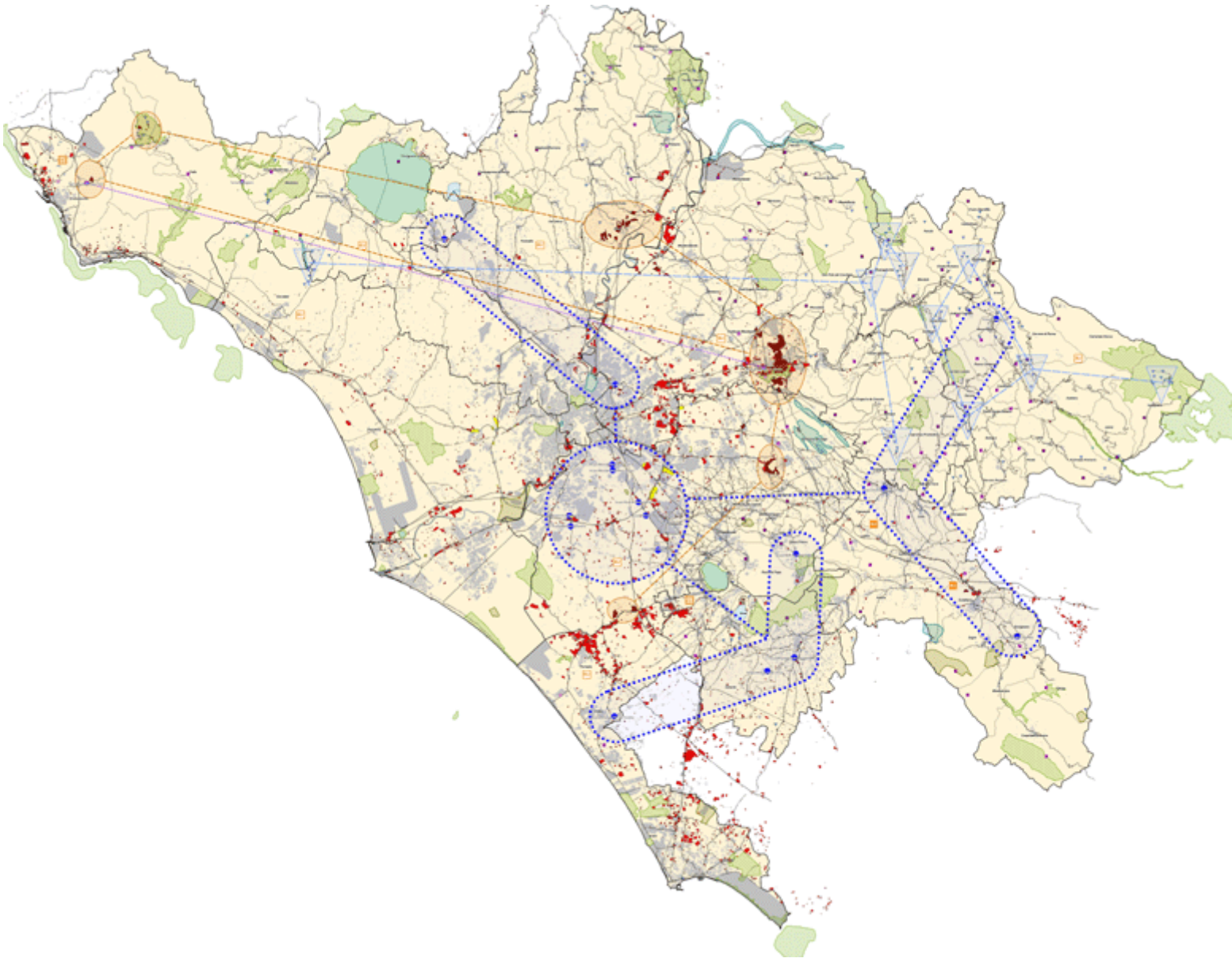


Fig. 6 – Guide-Lines for the sector plans (industrial areas, mineral and termal waters, etc.)

