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GEOGRAPHY AND NEW MODELS FOR TERRITORIAL PLANNING: ITALIAN CASE STUDY

The contribution aims to discuss the efficiency and the efficacy of a new political and administrative planning method. It's different from the past because it researches the subsidiarity and its apply at local and sovra-local public powers (regions, province, municipalities) moving by the sustainable values.

The paper presents how an specific original geographical research can contribute to built a new model of Public Territorial Planning in Italy, in the actual transitional fase from a functional and monocentric regional vision to a polycentric regional one for federalism and European integration.

The methodological base born by the critical discussion of last experiences in matter of strategic planning, realised in Italy and Europe (larger metropolitan plans), because they derived from a coercive planning action (the reference is a hierarchical-functional network of hard powers), the powers are centralised (top-down model), the offer of planning is fixed a-priori as project ideas, the plan is indifferent to the citizen demand of "bottom up" organisation.

An intensive experience is at the base of this reflection, made from 1999 to 2003 into the picture of the Rome General Provincial Plan. It speeds up provincial government – a medium level of subsidiarity in Italy - to orient economic-territorial regionalization on the sustainability, 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 Italy and future organisation of Capital Area.

An original planning and the different use of geographical instruments (a special GIS project applied to management the first case of European Environmental Strategic Evaluation – ESE) explain impacts appraisal of transformation from current regional mononuclear model for Capital District or Region to equipotential polynuclear one on local and cohesive base (11 communities of municipalities), clarifying i) on which principles the federalist community must model the system of territorial local government (territorial plan of large metropolitan area) and to which conditions (the rules of metropolitan *governance*) to begin a national Capital; ii) if, in the Italian case, current political rules of territorial and administrative subjects can orient the choice, so that local

communities maintain potential resources to let future generations use them, also putting towards a progressively aware increase.

General Aims

Looking at the international debate, development and management of the European territory can not leave out of two considerations: the particularity of local system; the global dimension of sustainability.

It puts on a question about the planning standard procedures and the rules definition (territorial governance) to make operative and possible the plans like control, planning, management and government tools. It is with the planning that the Public Institutions define the own endogenous development model to offer competitive goods, keeping the own cultural, natural socioeconomic identity.

The planning tool is to make a simplified geo-economics and political model for the territorial management and compatible with the local identity.

The plan improves an experimental value to define the new planning generation (called IV generation by Prezioso): the sustainable planning.

So, it needs to fix what are aspects and indicators to whom we can not renounced to measure the territorial sustainable cohesion, further the utility, rarity, pleasure of the territory as economic good.

To make possible to catch up this complex aim, it's necessary the territorial plan takes on some advanced planning inputs: cohesion, integration, subsidiarity, sustainability, equity and equipotentiality, using some methods and instruments:

- a multisubject end equilibrate approach
- the territorial georeference (GIS) and a Environmental Strategic Assessment (ESA)
- a trans-scale approach (different geographical scales and subsidiarity)
- a systemic scientific approach
- the choice between a lot of appropriate instruments (voluntary, coercitive, direct, indirect, qualitative, quantitative instruments) to best apply the current laws and procedures to involve in the sustainable measure of development the territorial stakeholders (governance).

Inserting the topic of integration (both vertical and horizontal concentration of proximity) in a systemic and complex vision, so-called *Sustainable Territorial Management Approach* (STeMA by Prezioso 2003), it inquires on the territorial assumption of all the stages that allow the sustainable qualification of the spaces, coordinating them towards an only aim by institutional governance and the use of appropriate instruments that regulate the behaviours of the private and public actors.

The European geo-economics and geopolitical bases of the STeM Approach

By the Lisbon (2000), Nizza (2000), Gothenburg (2001) agreements, as well as by the draft text of the new Constitution, the European Union faces the topic of the enlargement, also through the adoption of instruments and common procedures, from 1999 more flexible by the Amsterdam Treaty.

The full **subsidiarity** for making a **sustainable** Europe in front of citizenships and institutions, and the "**cohesive proximity**" (Committee of the Regions, 2000 and 2002; III Cohesion Report, 2004), are the principles able to support (not to refrain) the action of the local authorities within limits sets up from the sustainable principles (Laeken Declaration, 2003).

The numerous suggestions and invites to changing and structural innovation in this direction have evidenced, above all in the Gothenburg meeting, the necessity to predispose political-organized models useful to the States and regions integration. The thesis finds foundation also in Italy, above all in within studies and experimentations involving geopolitical and geoeconomic contributions in matter of economic-territorial planning for the federalism (i.e., into the General Territorial Provincial Plan of Rome, 2003).

The Union highlighted some cleaner differences inside (ESPON Program 2001-2004; Prezioso, 2004), starting that also NUTs 3, beyond to the regions and cities, are independent units of reference for planning and sustainable development in the competitive arena. In fact, if they are not political areas, they are administrative zones, constituting the local socio-spatial condition through which communities manifest themselves, their local development and social cohesion, beyond the cultural divisions and the dominant strategic economic models.

This knowledge is the base of the vision that some NUTs carry in Europe today. Asserting the existence of a geographic type between State and regions (as in the case of Italy, Germany, Austria, Belgium, Czech and Slovak Republics, Slovenia, etc.) is the possible base of the new structural and economic European polity (Structural Funds new vision, in III Cohesion Report 2004), able to manage the transition from a city vision to a territorial one, in relation to the crescent strategic weight attributed to: i) the borderland areas/regions in the political-territorial assessment that the Union makes of the sustainable development in the short period; ii) the not traditionally understanding regions, that represent a new and innovative organization of metropolitan city/area; iii) the areas of a new geography for the European integration, that oppose to the peripheral/core theorem a model of integrated and cohesive, 'bottom up', equipotential, polynuclear development.

This formulation is found again also in the most recent innovative Environmental Strategic Assessment (ESA – Dir CE/42/2001) and the governmental and enterprise strategies (Multistakeholder CSR Forum, 2001; European Commission and Italian Welfare and Job Ministry, 2003), that can more usefully orient the laws regarding both the sustainable development and the welfare in the competitiveness (Prezioso, 2003a), into the geographical pictures of the national, regional and local diversities of the new Europe.

The topic is not still studied so that it is reached more to a new and balanced behavior in the complex of the territorial government - therefore to give new external economies of scale to the multitude of institutions that take part into European development -. The paper suggests a cooperative planning formula based on the new and fundamental role that the European Public and Private Institutions can play for the flood and diffuse participation of the enterprises to the competitive model, applied an experimental approach to define the territorial and economic development, the STeM Approach.

Governance

More recent international and European experiences suggest studying territorial management problem:

1. both as *governance* with regard to the more general vision of *government* (national policies in agreement with local policies, programs and projects for the full carrying out of subsidiarity), to transform the plan in a bottom-up and intra and interregional cohesive instrument, as well as a new intergenerational pact between state and citizen;
2. and as opportunity to re-define some equal distributive rules on ethical and irrinunciabile principles (the sustainability) to apply by a substantial choice of power exercise.

Territorial (urban and metropolitan) governance ranks in this vision, because it keeps to the structure by it's possible to fix the territorial and productive aims, deciding the strategies to catch them up, monitoring the performance.

This topic completes the picture of the new sustainable planning models applied at different contexts (UE ESPON Program), where the operative governance field doesn't come before or follow the project choices, but it comes with like European technical and political working method from the beginning to the end.

The government and local levels can begin governance promoters, suggesting praxis, procedures, guide-lines useful to orient the investors, enterprise systems, and entrepreneur's action to the "best practice" project.

Territorial governance is a key-element to increase the efficiency of economic and territorial actors and to introduce innovative methods into planning (i.e. economics and financial strategies), involving the administrative system (**management**), the political system (**board**), the law system, the citizens, the productive system, etc. Governance is defined "good" when it identifies and re-models both the technical-financial incentives to catch up common aims, and the procedural choices to have an efficient and sustainable development project.

The complex approach aims to obtain a polynuclear and cooperative territorial entrepreneurial model in local context, different and competitive in European context, using new and more dynamic political-economics instruments, to give a specific answer at the decentralised demand of sustainable development.

Competitive territorial structures and cooperative multilevel programmes: new conditions of the sustainable partnership in Europe

The debate about the cohesion policies' reform after the 2006 shows as the greater part of the European institutions supports the UE participation to favour the entire communitarian territory, offering a wide support to the centralized action on strategic topics: knowledge society's innovation and development, employment, social cohesion, sustainable development, competitiveness' improvement for the social and economic re-development; concentrating the investments on the less favourite regions of the new member-states.

The communitarian structural instruments offer a lot of possibilities in order to overwhelm the regional differences, tying them to a policy of deep financing tout-court and a philosophy of the structural funds, to promote subsidiarity and governance. The private public/partnership, the medium-term programming linked to a careful analysis of the regional potentialities, the decentralized management and the exchange of the best practice guarantees the effectiveness of the European strategies, supplying flexible answers in function of the regional necessities.

The full coherence with dictates of Lisbona (2000) allows that European Union points to catch up, within 2010, "an economy based on the more competitive and dynamics economy", full employment, equipping itself of a method "of open coordination"; where the economic and social increase becomes a fly for a sustainable policy of cohesion towards integration of the environmental dimension (Council of Göteborg, 2001).

However, the structural investments still need to define the real territorial context of the sustainable development inside which allotting itself, even if the Commission has pushed, since years ' 80, to the collaboration within regional networks for the exchange of good practice above all of transborder cooperation and cohesion (Interreg III, Urban II, Equal and Leader plus).

The regional competitiveness promoted by the cooperation has favorite strong progresses in economic and social field, strengthening the social cohesion, contributing in meaningful way to improve the quality of life into peripheral and less favourite regions.

In such regions, some territorial factors slow down the development, for example the distance from the principal central and advanced areas, the persisting of elevate unemployment rates, the disadvantages of natural character, etc.; they transform the regions in place where build new and necessary proximities, to strengthen borderlaine participations, coordinated to the already existing instruments of cooperation (Interreg, Phare, Tacis, Cards and Meda).

The UE allargemente has emphasized the differences in matter of economic development, redefining the geographic borders of the disparities and the employment disadvantages.

The new cohesive policy has an unquestionable impact on the structural planning instruments, that guarantee political and economic integration, developing, for example, some infrastructural networks and the institutional abilities in matter of political thinking and performance, cultural heritage

assessment, transparency and exchange of best practices to favour the institutional subsidiary governance.

The new programming period of the Structural Funds will be able to delineate the strengthening of the cooperation, through the development of common programs and territorial plans. The acceptance and the sharing of common rules between partner coming from different countries and regions, the adoption of a multi-level and multi-sector approach, a large participation of the private and public actors, the exchange of good experiences and practices, the development of a systematic dialogue between the territorial actors are the base of the study. Particularly, it needs to analyze the procedures that concur to strengthened the link between planning cooperation and the Structural Funds Mainstream, both for allowing the regions to insert the cooperation inside of the regional development programs, and for being able to realize real plans to develop material and immaterial networks supporting the improvement of regional competitiveness, especially of less favourite ones. From this point of view some crucial aims have to be considered and studied in depth:

i) *The measure of the UE territorial competitiveness's contribution in the Structural Funds and sustainable regional development relation*

The 2000-2006 European financings of programming documents (e.g. in italian objective 2 regions) and the operative plans (e.g. in italian objective 1 regions) have already been engaged with different modalities and times in the various european regions since two years from the aims of the VI UE Framework.

In the field of productive activities - that represent the triggering factors for local territorial development (industry, handicraft, business, tourism, technological innovation, industrial search and advanced services to the enterprises) - have been activated investments and projects for the territorial restructuring: infrastructures to support cultural goods development, tourism and business; projects for the traditional and transitional productive areas; infrastructures for the social transports, services and employment services, information society.

The activated investments are various in the European regions, but the objective is common – over the infrastructural demanded for the less favourite zones - to gain the challenge of the European competitiveness, creating the favourable conditions and environment to the birth and the development of the local identities, cultural heritage, local enterprises, heading for the control of the environmental risk factors, the quality of the products and the processes, not forgetting the territorial sustainable development. So that the European regional development policy doesn't kind any localisms, it needs to look at the endogenous competitiveness factors, stressing the use of the technological innovation and the environmental certifications (UNI EN ISO 14000).

In the communication Com. 2003 n.26, the European Commission characterized and evidenced the main measures that the European Union will have to adopt in order to improve the competitiveness of the local productive systems and the SMF.

The STeMA purposes to inquire state of art in old and new countries (particularly objective 1 countries), in order to comprise like and if it is possible to promote a local "bottom-up" development that watches to a "global"

competition through the communitarian financial instruments for the regional enterprise competitive development (FESR).

It places evidences like the enterprise *value line* (Porter, 1986, 1990 and 1998) can be assimilated to a interdependence system and such planned on the base of the principles orienting European politics. The grip relation that links competitiveness and environment cannot be limited to single concurrent enterprise in a general market, but it extends to the territory, that supports and delimits the dominion of activities that the firm carries out to compete in a determined productive sector (Prezioso, 2000).

ii) *The Territorial Total Quality Management and The Corporate Social Responsibility role in the sustainable development process (Territorial Social responsibility)*

In the last years, the social responsibility topic has been studied and discussed, above all in European Union, starting up the Lisbona and Nizza conferences in 2000. Thanks to the initiatives of the European Council, UE found in the *Corporate Social Responsibility* (CSR) a useful instrument for the achievement of cohesion and sustainable development. Particularly, the interest demonstrated from the European Council has been concretized with the drawing up, on July 2001, of the Green Book "To promote an European framework for the enterprises social responsibility" (COM 2001/366) with the aim to centralize the dichotomic debate between ethics and economy on the topic of the enterprises social responsibility. The Green Book defines the CSR as "the integration on voluntary base of the social and environmental problems of the enterprises in their business activities and relations with the others subjects".

Therefore, the social responsibility is a determining factor to concur, within 2010, the already cited strategic aim fixed by the European Council of Lisbon: "to make the (European) knowledge economy more competitive and dynamic than world, able of sustainable economic increase accompanied from a quantitative and qualitative employment improvement and from a greater social cohesion".

From a surveying carried out by the European Commission, it is emerged that, for many stakeholders, an enterprises ethically responsible behaviour is the only condition to obtain a "social acknowledgment", concurring to obtain a durable business successful with the enterprises that have invested in the social responsibility.

The Small and Medium Firms (SMF), are also aware that can contribute to the sustainable development managing their operations in such way to strengthen the economic increase and their competitiveness without to damage the environment, without to escape from the own social responsibilities and to neglect the interests of the consumers, catching up therefore a durable competitive advantage.

The topic of the CSR, and more generally of Social Responsibility, therefore, is strongly integrated to the process of sustainable development. But it is necessary to characterize some guide-lines in order to guarantee the coherence of the social responsibility with the principles that control sustainable development.

In fact, ethical principles as subsidiarity, cohesion and integration constitute valid support instruments for the communitarian political development and inspiration sources towards innovation, improvement of the employment quality, safety of the workers and workplaces, integration of social and economic development, transfer of best practices and mainstreaming policies (Communication by European Commission to the enterprises social responsibility, Brussels, 2.7.2002, 347 Com 2002 Def.).

In conclusion, there is an increasing attention to the topic of the Social Responsibility both in addresses supplied to European level, and in requirements of citizens and enterprises, but only relegated to business field. So seems right the hypothesis of a (re)interpretation in a territorial key of the Corporate Social Responsibility to transform it in *Territorial Social Responsibility* highlight the relationship with STeM Approach, based on concepts as strategic environmental assessment, territorial governance and territorial marketing takes on various scales and questions that come from a territory, particularly looking at the effects that policies and programs have on territorial actors.

Some conclusive guide-lines

Starting from the territorial competitiveness vision that emerged from the previous points, the STeMA proposal is:

- to understand interrelation dynamics of the different competitiveness elements
- to offer an easy scheme of all elements must be taken into consideration in order to define the measuring indicators
- to produce a schematic grid of all elements useful to select, develop, improve (qualitatively) and up to date structural indicators, in accordance with the need of flexibility and stability of the list emerged in the Communication of October 2003¹
- to improve strategic guidelines to programme structural funds

The contribution discusses the efficiency and the efficacy of a new planning political and administrative method. It's different from the past because it researches the subsidiarity and its apply at local and sovra-local public powers (regions, province, municipalities) moving by the sustainable values.

The paper presents how an specific original geographical research can contribute to built a new model of Public Territorial Planning in the actual transitional fase from a functional and monocentric regional vision to a polycentric regional one for federalism and European integration.

¹ Communication of the European Communities – Structural indicators, Brussels, 8.10.2003 COM(2003) 585 final

METHODOLOGICAL BOX

The methodological base born by the critical discussion of last experiences in matter of strategic planning, realised in Italy and Europe (large areas and metropolitan plans), because they derived from a coercive planning action (the reference is a hierarchical-functional network of hard powers), the powers are centralised (top-down model), the offer of planning is fixed a-priori as project ideas, the plan is indifferent to the citizen demand of "bottom up" organisation.

An intensive experience is at the base of this reflection, made from 1999 to 2003 into the picture of the Rome General Provincial Plan and from 2001 to 2004 into Espon Program. It speeds up provincial government – a medium level of subsidiarity in Italy - to orient economic-territorial regionalization on the sustainability, 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 Italy and future organisation of Capital Area.

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The mentioned STeMA methodology was applied to the realization of the General Territorial Master Plan of the Provincia of Rome (2003) and aims at measuring the compatibility of the environment, i.e. the sensitivity of the territory, examined in both its components, natural or human. Applied to the ESPON Programme, it allows us to measure the sustainability of the institutional model of management in relation to the urban-rural territorial relations.

The first experimental case study was made at regional geographical scale and applied to the Molise region (the second smaller region in Italy) (Prezioso, 1995), while an experimental test is in progress, down to urban scale.

If the results of this last test will be positive, the methodology could be a starting point for the development of the second ESDP.

A systemic approach is at the base of this work, and it conceives the territory as a dynamic reality. It can be broken down into a series of sub-systems variously connected to each other. The study and analysis of the mechanisms by which these sub-systems are related with the external environment – and how they modify their behaviour and organisation - is one of the strong points of the Italian approach and contribution to the Project.

In the ESPON work, two of the components in which the territory is articulated, the rural and urban sub-systems of land use, have been considered. The criticality, the vulnerability and the sensitivity of the urban and rural areas included in the territory examined have been evaluated.

Geographical Information System (GIS) differs from Territorial Information System (TIS), in that GIS includes the functions and the actions of the TSI, but in addition it develops the so-called actions "of decision and of management". GIS is a TIS that can help policy-makers to know, decide, organise, and manage the territorial and socio-economic choices. The functions and the main actions of the GIS that we present in the ESPON TPG are tied in first place to the study and management of european urban-rural typologies, but they are designed to be extended to form a source of information for the queries of European Community and citizens and the management of all the future european programming. This instrument could take the name of Geographical Environmental Management System (GEMS)². The GIS becomes, therefore, a fundamental cognitive reference for the definition of the human actions on urban-rural territorial governance and for the verification of their environmental and economic impacts.

GIS has a lot of aims, i.e. the organising of territorial government, articulated in different levels:

- geo-localisation and collection data, reported to the principal resources of the territory;
- data integration with statistical, quantitative and qualitative data;

² A mini GEMS is just achieving in the SEFeMEQ dep. - Economics Faculty of Rome "Tor Vergata"

- geo-coding
- total quality management and data certification of the GIS process (Vision 2000);
- data spread, conservation and implementation
- attribution of analytical and critical judgments;
- organization of interpreted and planning models.

The GIS functions into the Project are included in a processing framework that goes from the data input choice to the output production (maps and reports).

In different phases of the work (geo-coding, indexing, etc), some transformations will be operated on data input. The Italian Group made some experimental aggregations, weight, integration, etc., in virtue of which it is possible to express judgments about urban-rural typologies in our Contry. This GIS application made it possible to gain informations suitable to choose the appropriate (technical or political) projects on the territory. The GIS must in fact supply two types of information: the first is relative to the acquaintance of the state of facts (population, activities, land uses, information base, etc. able to design the real territorial state), the second helps activate the specific instruments of decisions

The realization of this specific GIS and its proposes in ESPON are in agreement with the procedures of Quality Standards ISO 9000:2000 and previews in future the putting to several quality, handbook point (operating, of the laws, etc). This GIS is a complex structure in which 11 heterogenous components are putting in relation. Each one of them has a specific task and carries out functions in a relatively independent way, but the GIS has origin when there is interaction between different components, realizing a complex system of the information in a cyclical, dynamic, continuous process.

The Italian case-study (Roman provincial case) is the test of the methodology that uses GIS to make an equipotential, polynuclear and sustainable choice for the italian provincial and metropolitan policies and programs (NUTs3) and to obtain the measure of its real application. Its first aim is the definition of the preliminary compatibility values (territorial sustainability index) calculated ex ante like a natutal and human mix, before the planning. This methodology is in agreement with the European vison, where that national level is more and more addressed to acquire, in the own planning culture, the principle of the sustainable development: *the development that satisfies the present requirements without to compromise the possibility of the future generations to satisfy the own.*

The procedure useful to estimate the environmental compatibility of plans and programs come running called *strategic* (Environmental Strategic Assessment – ESA) and is considered as the fundamental basis for the politics of sustainable development (Dir. CE/2001/42). It consists in a systematic process for the appraisal of the environmental consequences of plans, programs and policies, to assure that the relative consequences enter quickly in the decision process, with equal dignity to the considerations of social and economic order.

Of course, in this vision, territory and environment are the same thing. Their fundamental characteristic is to be a complex system. So the necessity to analyze the territory with a systemic approach, that allows: i) to decompose it in sub-systems and ii) estimating the relations and the interconnections between these symulating the realty.

According to such methodology, territory = environment comes studied in 11 sub-systems (components) with the aim to measure the compatibility in the studied territory:

1. Air
2. Water
3. Geomorfology
4. Natural landscape
5. Historical and anthropic landscape
6. Human (urban and rural) settlement
7. Natural and protected areas
8. Faunistic area
9. Noise
10. Vibrations
11. Ionizing radiations

In each of these sub-systems, it possible to define two types of physical reference units (data base for GIS organisation):

- *the micro-areas* represent punctual elements, or small dimensional areas that assume

aspects of particular criticality in the sub-system; they express (quantify) the impediment and degree (criticità) to using the area for other scopes.

- *the macro-areas* identify wider parts of territory and express characteristics of relation regarding the considered sub-system; associated to suitable parameters they tell us the tendencial risk (vulnerability) of the study areas.

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