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ESPON-INTERSTRAT

ESPON IN INTEGRATED TERRITORIAL STRATEGIES

ITDS WORK IN ITALY AT REGIONAL LEVEL

Italian ESPON Contact Point



Università degli
Studi di Roma



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Introduction

Facing the hypotheses of political-strategic intervention derived from the «Declarations» of Lisbon and Gothenburg, countries and regions in the enlarged EU have reacted differently, offering many possible interpretations to the concepts of competitiveness and sustainability, and so reviewing critical literature.

Italian regions and provinces are no exception: the first ones through addresses and policy measures related to Operational and Programming Documents, the second ones through budgets and focused PEG (financial forecast budgeting), beyond the general, but not always convincing, adoption of a prospect of change and innovation resulting from the "required" transition towards a *competitive knowledge-based* economy, in order to generate employment, growth and social cohesion, in respect of the environmental issues. Between 2000 and 2006, the need of «strong reforms» to be brought to sectors traditionally open to competitiveness, coupled with limited financial resources available in the countries after enlargement, pushed the EU to confirm traditional structural directions, side by side with integrated strategies (contrast to unemployment and the widening gap in global trade, education, research and development), concentrating national and regional investments in three fields: networks and quality knowledge; industries and services competitiveness through environmental technologies; contrast to the ageing of the workforce, so to enable them to stay longer in the labour market and thus lower the cost of welfare system.

A still positive (though slightly so) economic trend between 2004 and 2006 had convinced our country to postpone investments in sustainable public policies aimed at combating climate change, risks to public health, poverty and social exclusion, depletion of natural resources, pollution, traffic congestion and land use.

Emergency measures undertaken by the European Commission after 2005 – then followed by the latest anti-crisis initiatives – aimed to granting present and future generations a clear improvement in quality of life, do not affect the spatial (provincial) planning of Italian regions and do not take on the perspective review of Structural Funds and the major policies (including the new PAC).

Between 2004 and 2007 the Operational Documents and Programs of many Italian regions, in an attempt to combine simultaneously the Lisbon and Gothenburg objectives, focused on the interaction of policy choices and concluded that: growth and development are not converging objectives; an overall strategy for regional competitiveness can be effective only if independent from the environmental dimension, assessing the relative territorial scope only in social and economic terms; sustainability on a global scale (climate change, public health, biodiversity, accessibility) implies a change of macro and microeconomic behaviour.

The recent trend (from 2007 to present financial economic crisis) shows a more urgent attempt to reconcile development tools with territorial planning recognizing as common denominator sustainability dimension.

Moreover the push effect of European Union structural policies (see Italian National Strategic Framework Reference) determines a convergence between financial regional programmes and territorial planning integrated tools.

Some examples of Integrated Territorial Development Strategies have been selected choosing from recent and in progress Italian regions formal planning tools.

[See PDF File : Considerations about Italy Prezioso](#)

Italy - Note on National Strategic Reference Framework (NSRF) 2007-2013

The strategic document is the framework for investment worth € 28.8 billion in Italy over the 2007-2013 programming period. Four main priorities have been defined: developing knowledge circuits; increasing living standards, security and social inclusion; fostering business clusters, services and competition; internationalising and modernising the economy. This includes for instance the improvement of quality of life and territorial attractiveness (enhancement of security conditions for people and investors); the diversification of tourism and the extension of the tourist season; a priority on Trans-European Network corridors; and a special mention for financial engineering schemes for small and medium-sized enterprises. The framework also highlights the importance of cohesion policy in supporting capacity-building in Italy's public administration.

The objectives of the NSRF are to be achieved through operational programmes:

- 19 under the "Convergence" objective, including "phasing-out" for the region Basilicata (which will benefit from transitional support);
- 33 under the "Regional competitiveness and employment" objective;
- 4 under the "European territorial co-operation" Objective.

The Convergence regions (Campania, Puglia, Calabria, Sicily and Basilicata) are the main beneficiaries of the Italian framework. The Regional competitiveness and employment objective includes a heterogeneous set of regions, ranking from some Northern regions showing a pro-capita GDP much higher than the EU average, and the Southern regions which no longer come under the Convergence objective but still have a pro-capita GDP significantly below the EU average.

[See PDF file : Synthesis NSRF 2007-2013Italy.pdf](#)

EMILIA ROMAGNA

Recently Emilia Romagna Region approved its **Regional Territorial Plan** (Piano Territoriale Regionale, February 2010).

It is a new tool entirely re-formulated; it aims to new relationship among State, economy and society (by a new generation of public policies), starting from two assessments: the position of Emilia Romagna region in the context of main European areas and the need of regional system change facing crisis and globalization effects.

The answer is a new unitary regional policy in which the Regional Territorial Plan plays a pivotal role. The elaboration process aims to a strong coordination among the sector policies in the framework of territorial regional systems to achieve both sustainable development and territorial cohesion.

Again, the Documento Unico di Programmazione 2007-2013 (**Pluriannual Financial Program**) considers explicitly the territorial dimension and the guidance of Territorial Regional Plan.

The **Pluriannual Financial Program** is conceived in the context of National Strategic Reference Framework (NSRF) for 2007-2013 period following the principle of integration for the development policies, taking into account Lisbon-Ghotenburg strategy.

The strategy is based on 8 general objectives (main themes of regional development) and 2 specific objectives that meet the profile of different territorial regional systems.

Piano Territoriale Regionale, February 2010 (**Regional Territorial Plan**).

Approved by Regional Legislative Assembly 3 February 2010.

The Plan assumes a development conception founded both on green economy and local community welfare system; the basic resource is the whole territorial capital (the complex of material and immaterial local assets). The territorial capital concept refers to the competition among territorial systems and the consequent problems about scales, critical mass and innovation.

The applied object is a Region System formed by the multiple networks operating in territory.

<http://www.regione.emilia-romagna.it/wcm/ptr/>

See PDF file : [Emilia_PTR_Guidelines_English](#)

LOMBARDIA

Recently Lombardia Region approved its **Regional Territorial Plan** (Piano Territoriale Regionale, January 2010).

This Plan is the main tool to define policies aimed to preservation and development of regional territory.

Socio-economic development objectives are: 3 macro objectives refer directly with European strategies; 24 specific Plan objectives both of thematic nature and territorial dimension.

The territorial dimension is based on 'territorial systems': Metropolitan system; Mountain system; Piedmont system; Lakes system; Irrigated plain system; Po River and Plain Great Rivers System. These territorial systems are keys to interpret the changing and integrated relational system, spatially founded in the territory.

The main guidance to territory arrangement refers to prior objectives yet defined by Regional Law (12/2005): regional development poles; environmental preservation zones; prior infrastructures.

The Plan is coupled with a monitoring system (Permanent Observatory of Territorial Programmes) to assess direct and indirect effects of planning choices.

Finally the Plan identifies Operational Tools to achieve the objectives.

<http://www.territorio.regione.lombardia.it>

TOSCANA

Tuscany Region developed in the last years a new territorial planning tool (**Tuscany Region Territorial Guidance**) more integrated with the financial one (**Regional Development Plan 2006-2010**)

Piano di Indirizzo Territoriale della Toscana (Tuscany Region Territorial Guidance)
Approved by Regional Council 24 July 2007 (in force by Burt n. 42 del 17 October 2007)
This is at the same time a strategic and statutory planning tool.

Methodological approach focuses on two aspects: public policies integration and governance strategy.

The Plan, starting from a context analysis, adopt a scenario to meet; it recognizes twofold territorial substance: urban and rural dimension (universe)

A selection of critical elements defines three 'metaobjectives':

1 °- *Tuscany Region as integrated 'polycentric city'*

2 ° *To develop and to strengthen industrial sector in Tuscany*

3 ° *To preserve Tuscany territorial capital*

Each of these metaobjectives contains specific objectives. To achieve the complex an agenda (both spatial and strategic) is proposed.

An explicit correspondence is envisaged with the whole of regional Programmes and Integrated Projects set up in the Regional Development Plan (2006-2010)

Programma regionale di sviluppo 2006 – 2010 (Regional Development Plan 2006-2010).

The Regional Development Plan proposes 12 challenges and priorities and describes 25 Integrated regional projects grouped following four strategic fields

Challenges and priorities

- 1 Future challenge: to target on youth and women
- 2 Employment challenge: quality and safety beyond temporary job
- 3 Production challenge: towards integrated regional district.
- 4 Internationalization challenge: to act as whole
- 5 Innovation challenge: to invest in research and education
- 6 Territory challenge: infrastructures, logistics, accessibility
- 7 Environment challenge: resources, waste, clean energy
- 8 Services challenge: more efficiency and liberalization
- 9 Social challenge: joint and several as well as efficient and productive welfare system
- 10 Cultural challenge: quality, right and value for the development
- 11 Financial challenges: beyond the regional budgeting limits
- 12 Governance challenge: efficiency and streamlining

Integrated regional projects: main strategic fields

- Competitiveness of Integrated Regional System
- Citizenship, employment, cohesion, culture and quality of life
- Environmental Sustainability of Development
- Governance, knowledge, participation, safety

<http://www.regione.toscana.it/ambienteeterritorio>

UMBRIA

The Umbria region approved in 2000 a **Territorial Plan** (*Piano Urbanistico Territoriale*) as regional planning reference to define the essential actions of arrangement of territory. However the plan in force is still conceived in term of compatibility of regional development and not following sustainability driving forces.

At the present the political strategy (2005-2010) aims to updating the plan starting from the need to plan the regional development according to National Strategic Framework Reference 2007-2013, following EU guidance to access financial resources.

As a matter of fact it is necessary to elaborate a Regional Strategic Document including priorities emerging from territorial evaluation.

In the context of this process a study for **Territorial Strategic Design** (Disegno Strategico Territoriale) has been implemented.

This Territorial Strategic Design sketch development lines to achieve competitiveness in sustainability for the Umbria region territory.

It defines 'Integration objectives' to achieve by means of sector strategies applied to main regional 'systems' (Infrastructures, Cities networks, Productive system, Environmental, historic and cultural system/Rural space). Single actions will be distributed among objectives and systems.

It will be a reference also for the Provincial Territorial Coordination Plans.

<http://www.umbriaterritorio.org/umbria/home/put.htm>

PUGLIA

The Puglia region is producing the *Documento Regionale di Assetto Generale* (DRAG) (**General Regional Arrangement Document**): the main tool to draw planning general lines for the regional territory.

It defines:

- a) the relevant areas for the preservation both of environmental values and social and cultural identity of Region
- b) guidance, criteria and guidelines to shaping and sizing of planning tools at provincial and municipal level
- c) Scheme of infrastructures and services of regional interest.

<http://www.regione.puglia.it/drag/>

VALLE D'AOSTA

The Valle d'Aosta region is at the North borders of the country in the Alpine mountain territory.

The Region developed an ITDS tool with the Swiss region of Valais in the framework of trans-border European Cooperation policy (**Programme INTERREG II Italie-Suisse 1994-1999**): **the Coordination Territorial Plan for Valais and Valle d'Aosta regions.**

PLAN DE COORDINATION TERRITORIALE (PCT) Valais - Vallée d'Aoste REPUBLIQUE ET CANTON DU VALAIS REGION AUTONOME VALLEE D'AOSTE Conseil Valais - Vallée d'Aoste du Grand-Saint-Bernard

http://www.region.vda.it/territorio/urbanistica/pct/documentprincipal/default_i.asp

see PDF file: [ValledAosta_Sintesi_PLAN DE COORDINATION TERRITORIALE.pdf](#)

see also Publication file: [ESPON 3.4.2 2006 Case Study Valle d'Aosta](#)

VENETO

Territorial planning aims to "protect and regulate the territory for improved quality of life, while remaining in tune with sustainable development and the European process of integration and development, implementing the European Landscape Convention, fighting climate change and improving competitiveness".

To this end, the Veneto Region draws up the **Regional Territorial Coordination Plan** (Piano Territoriale Regionale Coordinamento), in compliance with the instructions set forth by the socio-economic planning (Regional Development Plan) and organizes the territorial planning tools as provided for by the town planning law no. 11 dated 23rd April 2004.

As far as the regional policies are concerned, the plan must be able to take into account the complexity of the processes under way and to give comprehensive answers to the new questions regarding the ever-changing intertwinement of territory, economics and society.

As set forth in *Regional Law no. 11/04*, "the Regional Territorial Coordination Plan, in tune with the Regional Development Plan (**Piano Regionale di Sviluppo**) sets the goals and the organization and structural guidelines for the region, as well as the strategies and actions necessary to achieve those goals."

The **Regional Territorial Coordination Plan** is the reference document for landscape issues, considering the plan as a "town and territorial plan with particular focus on landscape".

The drawing up of the Regional Territorial Plan is to be considered an important moment to set the goals in terms of territory and use of resources, always with an eye to renovation.

The plan must therefore be both normative and strategic in order to introduce the perspectives of economic and social development into the territory.

By singling out a series of new regulations and "bandiera" projects, the Plan must support, in terms of organization of space, a society that is trying to adapt itself to the structural changes connected to economic competition, new demographic trends, the opening to the European Union; while "upgrading its own development" it must therefore be able to interpret the needs for quality and identity in work and life spaces, for efficiency and sustainability of the community mobility, for the safeguard and enhancement of the environment and landscape, for adequate housing at affordable costs.

[See the English website of Plan](#)

http://www.ptrc.it/index_eng.php