



*Ministero delle Infrastrutture
e dei Trasporti*



ESPON ITALIAN EVIDENCE IN CHANGING EUROPE

edited by
Maria Prezioso



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The book reflects the positions and opinions expressed by the Italian partners in the execution of projects. More information on the ESPON Programme and the projects can be found on the website www.espon.eu.

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As experimental people we do not act as the theoretical ones: the originality of an idea is not intended to be printed on a sheet of paper but to prove it through an original experiment
(Blackett '62)

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List of abbreviations

AC	Alpine Convention
ADES	ESPON Project: Airports as Drivers of Economic Success in Peripheral Regions
ARTS	ESPON Project: Assessment of Regional and Territorial Sensitivity
BRIC	Brazil, Russia, India, China
CaDEC	ESPON Project: Capitalisation and Dissemination of ESPON Concepts
CAP	Common Agricultural Policy
CBP	Capacity Building Policies
CEC	Commission for Environmental Cooperation
CEMAT	Council of Europe - Conference of Ministers responsible for Spatial/regional planning - Conférence Européenne des Ministres de l'Aménagement du Territoire
CLIMATE	ESPON Project: Climate Change and Territorial Effects on Regions and Local Economies in Europe
CSF	Common Strategic Framework
DEMIFER	ESPON Project: Demographic and Migratory Flows Affecting European Regions and Cities
EAFRD	European Agricultural Fund for Rural Development
EATIA	ESPON Project: Territorial Impact Package for Transport and Agricultural Policies
EIA	Environmental Impact Assessment
EMFF	European Maritime and Fisheries Fund
EDORA	ESPON Project: European Development Opportunities in Rural Areas
EGTC	European grouping of territorial cooperation
ENPI-CBC-MED	European Neighbourhood and Partnership Instrument - Cross-Border Cooperation - Mediterranean sea basin
ESI	European Structural Investment (Funds)
ESPON	European Observation Network for Territorial Development and Cohesion
ESPONTrain	ESPON Project: Establishment of a transnational ESPON training programme to stimulate interest to ESPON2013 knowledge
ET2050	ESPON Project: Territorial Scenarios and Visions for Europe 2050
EU2020	Europe 2020 Strategy
EUROISLAND	ESPON Project: European Islands and Cohesion Policy
EUSAIR	EU Strategy for the Adriatic and Ionian Region
EU-SILC	EU Statistics on Income and Living Conditions
FOCI	ESPON Project: Future Orientation for Cities
FUAs	Functional Urban Areas
GDP	Gross Domestic Product
GERD	Gross Expenses in Research and Development
GHG	Greenhouse Gas Emissions
GIS	Geographical Information System
HDC - IRC	Human Development and Capability - International Research Centre
IC	Institutional Capacity
ICT	Information and Communication Technology
INTERCO	ESPON Project: Indicators of Territorial Cohesion
INTERSTRAT	ESPON Project: ESPON in Integrated Territorial Development Strategies
IT	Institutional Thickness
ITDS	Integrated Territorial Development Strategies
JWG	Joint Working Group
KIT	ESPON Project: Knowledge, Innovation, Technology
LUA	Large Urban Area

LUZ	Large Urban Zone
MAN-3	Mass at Nuts 3 model
MASST	Macroeconomic, Sectoral, Social, Territorial model
MED	Europe in the Mediterranean Programme
MEGAs	Metropolitan European Growth Areas
METREX	European Metropolitan Regions and Areas network
METROBORDER	ESPON Project: Cross-border polycentric metropolitan regions
MIT	Ministry of Infrastructure and Transport
NGO	Non-Governmental organization
NSRF	National Strategic Reference Framework
NSS	National Spatial Strategy
NUTS	Nomenclature des Unités Territoriales Statistiques
ODR	Old age Dependency Ratio
OECD	Organisation for Economic Cooperation and Development
OP	Operational Programme
P.I.G.S.	Portugal, Ireland, Greece, Spain
PIA	Polycentric Integration Area
POLYCE	ESPON Project: Metropolisation and Polycentric Development in Central Europe: Evidence Based Strategic Options
PST	Project Support Team
PTR	Territorial Regional Plan
R&D	Research & Development
ReRISK	ESPON Project: Regions at Risk of Energy Poverty
RES	Renewable Energy Sources
RSA	Report on the State of the Alps
RUICS	Regione Umbria Innovation and Competition Scoreboard
SEARCH	ESPON Project: Structured Empirical Analysis for Convergence Regions: Identifying Success Factors for Consolidated Growth
SeGI	ESPON Project: Indicators and perspectives for services of general interest in territorial cohesion and development
SGPTD	ESPON Project: Secondary growth poles in territorial development
SEA	Strategic Environmental Assessment
SIESTA	ESPON Project: Spatial indicators for a 'Europe 2020 Strategy' Territorial Analysis
SME	Small and medium size enterprises
SMART-IST	ESPON Project: Institutional capacity for territorial development
SOIA	System of Observation and Information on the Alps
SPAN-3	ESPON Project: Spatial Perspectives at NUTS 3 Level
SPESP	Study Programme on European Spatial Programme
SS-LR	ESPON Project: Spatial Scenarios: New Tools for Local-Regional Territories
SURE	ESPON Project: SUccess for convergence Regions' Economies
SWOT	Strengths, Weaknesses, Opportunities, Threats
TANGO	ESPON Project: Territorial Approaches for New Governance
TeDI	ESPON Project: Territorial Diversity in Europe
TERCO	ESPON Project: European Territorial Cooperation as a Factor of Growth, Jobs and Quality of Life
TerrEvi	ESPON Project: Territorial Evidence Pack for Structural Funds Programme
TIA	Territorial Impact Assessment
TIGER	ESPON Project: Territorial Impact of Globalization for Europe and its Regions
TIP RED	ESPON Project: Transport Infrastructure for Peripheral Regions' Economic Development
TIPTAP	ESPON Project: Territorial Impact Package for Transport and Agricultural Policies

TNA	Transnational Networking Activities
TPG	Transnational Project Group
TRACC	ESPON Project: TRansport ACCessibility at regional/local scale and patterns in Europe
UERA	Urban Europe Research Alliance
UPM	Union pour la Méditerranée
VLE	Virtual Learning Environment
WGI	Worldwide Governance Indicators
WTO	World Trade Organisation

PRESENTATION

The Semester of the Italian Presidency of the European Union represents an opportunity and a responsibility to innovate the country and, at the same time, support and revitalize our participation in development Programmes through transnational cooperation.

ESPON is perhaps the most 'political' of these because it is directly related to the addresses, themes, projects and activities that states and regions and territories should dictate in order to harmonize the indications of the European Commission and DG Regio with their needs and diversities.

It is no coincidence that the Ministry of Infrastructure has followed and supported its development for more than a decade, drawing from research and analysis many important insights for the understanding of the local socio-economic effects of the crisis, which proved useful for the actions of decision-makers at the local level.

Studying the effects of the crisis at the territorial level, starting by empirical evidence, and analyzing the different impacts on regional and local trends are already a breakthrough for our country because it has allowed us to highlight the Italian experience and how our realities, although characterized by some critical issues, were able to better react to the crisis by bringing into play their own territorial capital.

The ESPON 2013 Programme, however "niche" and hard to understand by non-specialists, represented the opportunity to be seized in order to carry out some changes that are needed both at the policy level and at the governance level. First of all the issue related to the macro-regional strategies in support of competitiveness and cohesion also in infrastructure.

Being part of a European Observation Network for Territorial Development and Cohesion, which includes all EU countries, represents a value for the elaboration of the Italian territorial policies of urban, rural, metropolitan, regional and national developments, but also an arena of confrontation to have procedures and innovative instruments relevant to Programming in 2020, by pushing the regional and local actors and decision makers to upgrade their skills.

The 'lessons' to be learned from the Programme are many, such as those that come from economies that have been able to revitalize their production systems by tying them to a variety of natural resources, or from the so-called 'segregated' cities that have initiated development projects focusing on: sustainability, regionalization, contrast to climate change, by connecting infrastructure, lifestyle, human capital and entrepreneurship, or from the infrastructures that, meant as a means of integration, have made it feasible, in a holistic perspective, the implementation of international hubs, triggering positive territorial changes, new labor markets, more social contacts, new global strategies.

On the whole, two messages have attracted my attention in particular: the way the applied research and tests developed by ESPON and its scientific platform can contribute to the streamlining of regional policies within the Union in accordance with the shared methods and methodologies that take into account the needs of politics; the possibilities offered by the Territorial agenda for the revision and adaptation of tools used today to plan and Programme in Italy.

The Italian Presidency is an opportunity to reflect on this. On how, for example, also through a targeted increase of the accessibility to infrastructure, to support cohesion among states, regions, cities, particularly in regions, such as Italy, outside the Pentagon, committed to a substantial re-launch of their competitiveness.

The persistence, with which the General Direction for Territorial Development, Planning and International Projects of the Ministry of Infrastructure has been able to manage, also through the ESPON Contact Point for Italy, the complex amount of information, experiences, and recommendations that come

from the ESPON 2013 Programme turning them into suggestions aimed at the harmonious development of our territories, finds its proper recognition in this publication, which has the purpose, among other things, of illustrating, in a concise and understandable way, the main thematic objectives Italy has in order to be able to fully participate in the new "Community Strategic Framework", so affecting the Programming and the use of the Structural Funds 2014-2020 supporting growth and employment.

The call is thus to operate in territorial contexts, that are very different from each other, by sharing the experience so far gained in ESPON, evaluating new opportunities for development by using the tools of innovation and knowledge that promote not only the growth and sustainability, but also the inclusion.

To the Authors of the book and its Editor my gratitude and my personal invitation along with the Ministry of Infrastructures in order to continue to work with the same expertise and commitment in support of our country.

Rome, April 2014

Mr Maurizio Lupi
Minister of Infrastructure and Transport

FOREWORD

The General Direction for Development of the Territory, the Programming and International Projects, which I have been running since 2012, has among its responsibilities, the management of European Programmes assigned to the Ministry of Infrastructure by CIPE in 2007.

ESPON Programme 2013 is not new to this General Direction (former DICOTER) that has followed and supported the launch since its initial conception.

Its value as Observatory of European territorial policy, soon became clear to those who, like me, has accumulated experience in the management of urban and regional development Programmes over the years and has seen the relationship with the European transnational cooperation growing closer.

Understanding ESPON logic and taking on the role of the Monitoring Committee in Italy actively, by representing the development addresses within the powers assigned to the Ministry of Infrastructure (MIT) at its best, required no small effort by the General Direction, when you consider the difficult "season" experienced by our country.

The choice of Arch. Daniela Versino before and Dr. Zaira Piazza then, as representatives of Italy in the Monitoring Committee, and the reappointment of Professor Maria Prezioso in the role of National Contact Point proved to be strategic in order to support and disseminate the activities carried out by Italy in the second phase of the Programme (ESPON Open Seminar in Aalborg, June 2012), allowing the General Direction for Development of the Territory to stand in line with the activities 2009-2011¹.

Year 2012 coincided with the 'ten years' of the ESPON Programme (2002-2012), that is a decade of Territorial Evidence that in the Programming phase that is at its end, is linked to actualize EU Cohesion Policy through targeted and shared territorial development choices and with the close and direct involvement of policies and decision makers.

Highlighting the importance of the results brought to light by territorial analysis (territorial evidence) carried out by the Programme in relation to the thematic objectives of the "Community Strategic Framework", in order to support growth and employment; acquiring ESPON tools to support the territorial dimension of the planning in the future UE territorial and cohesion policy, have been the main objectives of this Directorate. An activity carried out in close collaboration with the National Committee of the Regions, chaired by the Lombardy Region and thanks to a stable relationship with the Ministry of Economic Development.

Incentives and support to policy makers and stakeholders working in local contexts very different from each other, aimed at sharing the experience gained in ESPON so far, at evaluating new options for the development of the 'creative' regions using the tools of innovation and knowledge to promote growth and employment, have proved particularly fruitful for Italy thus prompting many companies to integrate their planning and Programming tools to EU addresses. Not least the one linked to the new "Plan for Cities" prepared by the Ministry of Infrastructure.

However what should not be forgotten is the strategic and of broader scope offered by ESPON Programme to the participation of our country. The revival of the debate on Territorial Development Opportunities in Europe and Its Neighbourhood - Fostering Global Competitiveness (Internal ESPON Seminar in Paphos, December 2012) has been a major opening for the energy transnational and infrastructural policy of the macro-region of the Mediterranean, calling attention to the future Programming of the Structural Funds in relation to global competition both the European Union and South

¹ My personal thanks to Dr. Luciano Novella who preceded me in this role and to Arch. Loredana Campagna and Dr. Maria Gabriella Itrace who directed and played the role of the Monitoring Committee in 2009-2011.

of Europe are dealing with. A theme that is particularly dear to the Ministry, in relation to the realization of those closer strategic infrastructural links that can strengthen cooperation between regions and "neighbor" territories, especially those "neighboring" with the Union.

But it was the theme of Territorial Cooperation for growth and jobs (ESPON Open Seminar in Dublin, June 2013) to be accounted as the pivotal moment for the Directorates General dealing with the European territorial development in taking more direct responsibility in order to support those territorial cooperation projects useful to overcome the economic crisis by promoting growth and employment.

Indeed, there is a key role that territorial cooperation can play if you finalize the competitiveness and the promotion of sustainable development wanted by the Europe Strategy 2020. Especially when you consider, as in the case of Italy, the economic crisis is not over yet, and its effects will continue to influence the regional framework in 2014, threatening to accentuate the gap between the North and the South, both inside and outside.

The results of the ESPON projects have offered a number of possible interpretations of the economic crisis, measuring the uneven impact that this has produced in different regions and in the territories, but also between the different sectors of the economy, and giving support to those addresses that support the dissemination of integrated strategic investments sharing know-how and convincing and "appropriate" answers to the context in order to meet the challenges triggered by the crisis.

All this goes through, once again, the strengthening of territorial cooperation and the formulation of territorially oriented strategies in the long run with the aim to build a more resilient European Union, able to deal with any future economic shocks, including social and environmental challenges that ensure a sustainable model of development for settlement and production.

This book is, therefore, a useful summary and an update to support institutions and territorial realities that have gained the awareness through the ESPON knowledge of interacting with Europe closely and in an innovative way.

Its publication in the year that sees Italy taking on the Presidency of the Union is therefore likely to support this choice, as repeatedly pointed out by the Editor of this book Prof. Prezioso, who deserves our thanks.

Roma, April 2014

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INTRODUCTION

The institutional participation in the ESPON Programme involves having clear its primary purpose: to put policy makers, stakeholders, practitioners and researchers in a position to share concrete experiences of cooperation and territorial development, thus demonstrating the role and usefulness of the results produced, new and possible approaches of policy makers with respect to the territorial resilience shown by their territories in Europe.

Having identified the kinds of national and regional response to the crisis is, therefore, of great importance to the preparation of plans and to the management methods with which the Ministry of Infrastructure (MIT) - and in particular the General Direction for Territory Development, Planning and International Projects - should be adapting its activities, not least the activity as reference point for the management and financial aspects within the Joint Committee State-Regions.

The results of the ESPON Programme have raised many concerns, including Italy, on the growing disparity between metropolitan areas/cities in Europe. For example, where the population decline and population ageing have become an emergency to manage and to counteract with appropriate actions of the short-medium term, or on the actual development of the Southern and coastal regions and, which at present are still to be counted among the areas with "potential development".

Among these there are those of the Mediterranean, which need real reforms and infrastructural investments. Italy, as well as, Greece and Spain, need urgent actions to come out of the recession and to narrow the gap with other regions, especially with the Central and Northern Europe regions, that, at this time, appear to be those with the greatest ability to respond to the impacts generated by the crisis.

The possible solutions, aimed at promoting growth, cannot disregard, for the period 2014-2020, the stable use of tools and assessment processes that, exactly as the ESPON recommends, taking into account the economic trend, aim to support the endogenous development, to invest in regional infrastructures, to develop ICT, to combat and reduce climate change impacts through territorial planning actions, to regulate the use and protection of the land in the areas of greatest vulnerability as Italy.

For this purpose ESPON can play an important role in the period 2014-2020. This have role to be carried out, as well as the General Directors of the Territorial Development agreed in Dublin in 2013, as part of support for current and future policy challenges for regions and cities in Europe. The latter could in fact benefit from the sharing of good practices and the dissemination of territorial evidence, making full use of ESPON "toolbox" (essentially the products of the Priority 3) that is the complex of indicators, databases, maps, tools, procedures developed in these years.

The Territorial Agenda 2020, and its link with Europe 2020 is at the heart of this challenge, and the book is direct evidence of it, in a long-term perspective that involves urban planning and cities development, and many phenomena, including migration. This latter topic is debated in a comprehensive way by ESPON, also from the point of view of inter-regional migration taking place in the European system, so as to represent a problem for European cities.

Investing in research projects that examine the processes of sustainable and inclusive development and of the cities as part of the Territorial Agenda 2020, using the instruments of monitoring and benchmarking developed by ESPON Programme, can be particularly useful, especially to assist the different scales of decisional action.

The planning model being implemented in Italy with the support of the Ministry (which includes restructuring projects, smart city, polycentrism, land protection, sustainable development), cannot, however, disregard the decisions made in relation to the new regulation of the Structural Funds and to

their ability to finance the real capacity of a territory or a city or of rural areas, looking at the periphery as the core.

The new 2020 challenges will therefore counteract the pressure on metropolitan areas, the ageing and gender inequalities in rural areas, so prospectively strengthening cooperation between regions and implementing actions useful to obtain positive effects and externalities for tourism, smart cities, the inclusive sustainable development.

Integrated management of projects plays a key role in MIT strategy. The debate developed on these themes through ESPON and the capitalization action carried out by the National Contact Point has highlighted the position of the Italian regions, but also the impact of the 2007-2011 recession.

In this framework, the data provided by ESPON Observatory remain a key resource to understand and compare the different situations, even if the behavior of regions and cities depends on the context (e.g. level of industrialization) or on the geographical scale, which the indicators relate to (e.g. positive impact of tourism on municipal level, which remains a key objective of the 2020 studies).

A fact that, widely underlined in the book, would be sufficient by itself to support the Italian participation in the 2020 Programme.

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ESPON 2020

TOWARD A NEW EUROPEAN TERRITORIAL OBSERVATORY

*Zaira Piazza*¹

THE ESPON PROGRAMME AS A LABORATORY FOR KNOWLEDGE OF "TERRITORIAL EVIDENCE"

The Ministry of Infrastructure and Transportation (MIT) has been the national coordinator of the ESPON Programme (European Observation Network for Territorial Development and Cohesion) Authority to act as the leader and representative of Italy in the Monitoring Committee² since 2002, the year of the operational start of the Programme. In particular, the General Direction for Planning, Territorial Development and International projects (ex DiCoTer) has accompanied the evolution for the periods 2000-2006 and 2007-2013³, and it currently contributes to the preparation of the Programme 2014-2020 through the participation in the Joint Working Group.

Initially designed as a European Observatory on territorial planning and built as a network of territorial research institutes involving all EU Member States and four partner countries (Switzerland, Norway, Iceland, Liechtenstein), the ESPON Programme has recently taken a role of great importance in the context of cohesion policy of the European Union⁴, such importance certainly not due to its budget, which has always been relatively modest⁵, but rather due to its highly political value.

ESPON, in fact, finances actions that - given the large number of topics covered and the different research approaches - are divided into five priority lines⁶ thereby providing the European Commission and other bodies (such as DG Regio) with the information and the documents useful to direct and monitor the

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² The Monitoring Committee is the authority where the policy guidelines are developed, and where each country and their instances of strategic direction are represented.

³ As stated in the CIPE Resolution 158 of 21st December 2007 "in the case of interregional cooperation Programmes ESPON and URBACT the delegation representing Italy is made up of a representative of the Ministry of Infrastructure, which exercises the functions of Head of Delegation and person of national contact by a representative designated by the regional Conference of the Regions and Autonomous Provinces to represent all Italian regions and autonomous provinces, and a representative of the Ministry of Economic Development - Department-for Development Policies (MISE-DPS), which can assume the role of observer if the enforcement provisions of the Programme would provide a limit of two persons per delegation. "

⁴ The central objective of territorial cohesion policy of the European Union for the period 2007-2013 is the balanced economic and social sustainable progress through the creation of an area without internal borders and the strengthening of economic and social cohesion throughout the territory. Among the aims pursued by the cohesion policy there are three objectives, including that of the European territorial cooperation; ESPON 2013 (European Observation Network for Territorial Development and Cohesion) is a Programme that is just part of this objective, particularly in interregional cooperation. It is co-financed by the European Regional Development Fund (ERDF) and was approved by the European Commission with Decision C (2007) 5313 of 7 November 2007.

⁵ For 2007-2013, the budget of the Programme amounts to approximately € 47 million, financed at 75% by the ERDF and for the remaining 25% by the participating countries.

⁶ The five priorities of the ESPON Programme 2013 can be briefly described as follows: Priority 1, "Applied research on territorial development, competitiveness and cohesion", it aims to increase the knowledge on the complexity of the issues and is aimed at transactional groups of researchers and experts working at public and private institutions; these projects are fully funded. Priority 2, "Targeted analysis based on user demand", these are projects that start from an expression of interest on some issues that are analysed by a team of experts and made available to interested parties; these projects are co-financed and are addressed to institutions and governments. Priority 3, "Scientific Platform and Tools", it consists of the implementation and development of the statistical database/mapping ESPON 2013; these projects are fully funded and are aimed at researchers working in public and private bodies. Priority 4, "Capitalisation, ownership and participation", dissemination of the results of research carried out under the ESPON Programme is assigned to a pool of qualified experts that is, the network of National Contact Points, this activity is fully funded. Priority 5 "Technical assistance, analytical support and communication" it shall ensure the prudent management of the Programme and the correct processing of its scientific achievements.

different aspects that comprise the European territorial cohesion policy at national, regional level and wide area. As a matter of fact the studies carried out by ESPON concern thematic areas considered of strategic interest, today and in the coming decades for a growing competitive and sustainable growth, aimed at the social equity⁷.

In this context, we have come up with the idea that the Ministry of Infrastructure and Transport should present, at the end of the current Programming period, as already happened in the 2005⁸, a publication aimed at highlighting the large amount and even more the high-quality of the scientific studies produced with the participation of our country. This is the reason why we wanted to write this book, which collects and summarizes the most important results achieved by the Italian partners of the ESPON Programme 2013, taking also the important opportunity of Italian Presidency of the Council with the aim to present both an overview of Italy, at a time not simple, and the relative priorities that emerged in the context of treated strategic issues.

For a better clarity on the objectives pursued through the studies financed by the Programme, it seems necessary to illustrate one of the 'key' concepts tied to ESPON and known as territorial evidence in the introduction.

The territorial evidence - a term that constantly recurs in the documents of the Programme, and identifies, as we shall see, the far more important goal of the 2014-2020 Programming - can be defined as the body of knowledge about a single territory otherwise characterized than the others. The role of ESPON is to enrich the necessary information in order to formulate policies articulated and tailored to the territorial diversities, as well as to detect the impacts that these policies determine at the various levels of action of an enlarged European Union. If the approach is what might be called 'tailored', that is, with interventions on individual regions suitably adapted to their specific territorial characteristics (as with a tailor-made dress), well, the research by ESPON contributes to the formation of the necessary and prior knowledge on support of 'the various sizes and quality of the fabrics' to be used.

THE ORGANIZATIONAL STRUCTURE OF THE ESPON PROGRAMME 2013

Considering the activities that the ESPON Programme develops, it is easy to imagine how the organizational structure that supports them is rather complex .

In the planning phase ended in 2006, in that currently going to its completion, as well as in the one that is about to begin, the role of Managing Authority and Certifying Authority is appointed to Luxemburg⁹. The Monitoring Committee¹⁰ is defined as the sole body that is responsible for driving the ESPON Programme 2013 and in particular for the selection of projects to be financed; among its most important tasks there are to establish and approve the criteria for selecting the operations, as well as any their possible revision. In support of its activities, with reference to the themes developed in the projects for the first three priority axes¹¹, it was considered appropriate to establish a Concertation Committee¹² with the task to select and

⁷ The studies carried out by ESPON relate to a number of important areas among which there are: energy, migration, sustainable development, infrastructure and accessibility, climate change, transnational cooperation agreements patterns of urban -territorial development, the smart cities, social inclusion, agriculture.

⁸ Thematic ESPON Atlas, edited by Cynthia Zincone and Paola Boscaino, 2005 Istituto Geografico De Agostini SpA - Novara

⁹ Ministry of Sustainable Development and Infrastructures, Department for Planning and Territorial Development.

¹⁰ The Monitoring Committee is composed by the Managing Authority as well as by the representatives of all Member States and partners in the Programme and by an official of the European Commission with an advisory capacity. See ESPON 2013 Programme cit. page. 6

¹¹ This refers to projects of a highly strategic content, related to applied research, policy analysis targeted the development of scientific platform and tools. Cf. footnote 5.

¹² The Concertation Committee is composed by the Managing Authority, by a representative of the European Commission and three members of the Supervisory Board from different countries that alternate according to the shifts of the Presidency of the European.

summarize the issues of potential research to be financed, as well as to provide the Programme with the strategic orientations relevant to the European political agenda. In addition, in the planning phase that is about to end, the role played by the Coordination Unit¹³ is important: it supports, through the work of a large staff of technicians, the different activities of the bodies described above, acting as Joint technical Secretariat.

Until now, ESPON has operated through a biannual UE public tender, by selecting and financing the most qualified transnational project proposals aimed at developing the themes out to tenders in the different priorities, on the basis of particularly selective comparative evaluations

In particular, the projects selected for the priority of the dissemination¹⁴, to be implemented at national and local as well as transnational level, allowed, thanks to the collaboration of MIT, the participation of public institutions, and of various kinds of stakeholders, professionals, researchers, students and users¹⁵.

The dissemination of results of the research carried out under the Programme is entrusted to the ESPON Contact Point (EPC) of the participating countries. In Italy, the University of Rome "Tor Vergata" was selected in 2008 with the task of carrying out this function until the end of the Programme.

At national level, MIT is supported by the Region Lombardy, that chairing the National Committee of the Programme¹⁶ contributes to the development of a common strategy, representative of our country through a constant dialogue with regions and other central government departments, including the Ministry of Economic Development - DPS, the Ministry of Economy and Finance - IGRUE -, the Ministry of Environment and the Ministry of Cultural heritage and Activities and Tourism.

The close inter-institutional collaboration that has thus established, allowed Italy to be in 2011, among all the countries involved in the ESPON Programme, the one that has ever participated in most projects either in a leading role or as a partner, and to maintain a very high presence in subsequent years. This is a success that has been achieved and confirmed to date, thanks to the extensive process of dissemination of the results of the lines of action and of the applied research, carried out by the national EPC, who has played the vital task of strengthening the fiduciary contacts and scientific-institutional relationships of Italy with the rest of Europe through the network of ESPON Contact Point.

THE POLICY OF THE EUROPEAN TERRITORIAL CO-OPERATION IN TIMES OF ECONOMIC CRISIS: BUDGET AND PRIORITIES OF THE ESPON PROGRAMME 2020

In just over a decade, the ESPON Programme has changed a lot - and a lot more will change with respect to its initial configuration - having to adapt its organization to new requirements and to new

See ESPON 2013 Programme cit. page. 69

¹³ The Coordination Unit, based in Luxembourg, provides technical support to the Managing Authority, the Monitoring Committee, the Concertation Committee and for the execution of specific tasks, including the Certifying Authority. Among its most important functions there are those related to the preparation of the tender procedures for all operations under the Programme, as well as those relating to the organization of the evaluation sessions of proposals and implementation of the communication strategy. See ESPON 2013 Programme cit. page. 66

¹⁴ It refers to projects related to Priority 4, "Capitalisation, the assets of the Programme and participation." See note 6.

¹⁵ The ESPON Programme 2013, to be considered now completed, financed a final draft of the Priority 4 reserved for ECP for about 700,000 € in December 2013. The project, entitled ESPONontheroad represents the latest phase of the capitalization of the results obtained from the ESPON Programme. The transnational working group composed of 19 partners who won the project, has Italy as a coordinating partner of the countries of southern Europe with a budget of around € 67,000. The project activities will take place throughout 2014 and will also support the Italian Presidency.

¹⁶ The National Committee of ESPON Programme 2013 was established by the decree of the Lombardy Region n. 12667 of 21 December 2011.

models of governance that the EU itself is compelled to propose - if not to impose - to the Member States in order to pursue policies that has characterized his action for years.

The radical changes observed in the context of territorial cooperation policy with the change from 15 to 28 member states are actually well-known, and in particular, well-known are the reduction of financial resources available to the EU budget and the difficulties of socio-economic and very different territorial and cultural realities in 'meeting an agreement'. All this - as previously announced by President Barroso in the Report on the revision of the multi-annual budget - puts an end to the power of the Regions themselves in selecting the projects to be financed with EU funds.

With an inevitable trend reversal, therefore, the available resources must now be used in a centralized way, according to the modalities specified by the European Commission. More generally, one perceives the end - or at least a temporary suspension – of the so-called "decision-making process from the bottom" that gives way to a re-centralization of the role of direction exercised by the Commission itself, that will act on the choices of the use of structural funds more and more incisively.

In this perspective, the legislation in force for the period 2014-20¹⁷ identifies a limited number of thematic objectives to be translated into specific priorities of each of the Structural Funds and the European Investment (SIE).

Even within the ESPON Programme, which is a piece of the policy of European territorial cooperation, this change of direction is strongly perceived, and in this regard, it is also important to emphasize that the participation of the European Commission to the Monitoring Committee as an 'observer' seems to question its neutrality, coming to take an active role in the decisions made by this committee.

In the above context, the preparation of the 2014-2020 Programme was therefore particularly important for our country, which participates in the Joint Working Group with a delegation of representatives from Ministry of Infrastructure and Transport, from the Lombardy Region and the Ministry of Economic Development.

In such a scenario, the European Commission announced its intention to increase the ERDF contribution of the 'new' ESPON by about 20% and, from € 34 million, for the period just ended, to € 41 million¹⁸ in contrast, then, with respect to reducing funds at hand of many Programmes .

In the debate on the determination of the rate of funding, that took place during the meeting of the Joint Working Group held in Vilnius in December 2013, the majority of these countries, including Italy, expressed a clear tendency in favour of percentages 85% ERDF and 15% of national co-financing. This criterion was imposed, moreover, as an obvious choice for the Governments of many countries, given the period of severe economic crisis and the constraints imposed by the Stability Pact. To date a final decision has not yet been made on that aspect, but it is very likely that the division mentioned above will prevail in this case and in this case the total budget of the Programme is expected to be approximately € 48.6 million.

As stated in the Operational Programme Draft¹⁹, the funding for the Programme will be divided into two priority areas.

¹⁷Article 9 of Regulation (EU) n.1303/2013 of the European Parliament and of the Council of 17 December 2013 repealing Regulation (EC) No.1083/2006 of the Council, states that - in order to contribute to achieving the Union strategy for a smart sustainable and inclusive growth and the specific missions of each fund in accordance with their goals based on the Treaty, including the economic, social and territorial cohesion- each fund SIE supports the thematic objectives, listing eleven of them. It is important to note in this regard that (notwithstanding Article . 6 of Regulation (EU) No . 1299/2013 of the European Parliament and of the Council of December 17, 2013 states that for interregional co-operation all of the above eleven thematic objectives without limitation can be selected) by the ESPON Programme 2020 the eleventh one is essentially considered, namely the one that aims to "*strengthen the institutional capacity of public authorities and stakeholders and an efficient public administration*".

¹⁸ With the Communication of the European Commission - General Direction for Regional Policy and Urban-EC ARES (2013) 3207262 of 10/08/2013 DG REGIO A1.B1 it was determined that the ESPON Programme 2014-2020 ERDF contribution amounted to € 41.377 million in current prices.

¹⁹ Any reference to the Operational Programme (OP) ESPON 2020 refers to the fourth draft of the January 22 2014 prepared by the CU and submitted to members of the Joint Working Group (JWG) in the written procedure expiring February 14, 2014. C.f. page 13

The first one²⁰ - whose implementation, as we shall see, will be entirely managed by the European Grouping of Territorial Cooperation (EGTC) - to which the most resources available will be allocated, is dedicated to the "territorial evidence". In fact, through applied research, ESPON will advance the knowledge of comparable, consistent and reliable elements in that segment of the activity, and will also have to promote the transfer of scientific information, to build an integrated system of supporting tools (toolbox) to applied research actions, as well as to encourage the widest diffusion and use of the territorial elements²¹.

On the second priority area²², of technical assistance, only a very small part of resources will instead be allocated.

The justification for this partitioning lies in the fact that the activities and projects funded under the first axis, consisting in the creation, use and dissemination of "territorial evidence", are the main reason that prompted the European Commission to refinance the ESPON period 2014-2020.

In the same logic, and in accordance with the new institutional setting specified below, the budget for technical assistance will be reduced to a minimum.

The debate on the future of the main contents of Programme 2020 is still in progress and remains open to different possible developments, but it can be reasonably assumed that some of the interventions will be directed to the creation and development of appropriate measures to combat the crisis that is gripping an important part of our continent.

TIME OF APPROVAL OF THE ESPON 2020 PROGRAMME

The question concerning the timing has been the subject of discussion during the meeting of the Joint Working Group held in Vilnius in December 2013, and in the debate that followed, some of the member states of the Group, including Italy, while sharing the concerns of a delayed launch of the ESPON 2020 have highlighted the need that before the signing of the documents, all the basic elements of the new Programme²³ are clarified. In this regard, the Commission firmly requested that the Joint Working Group should complete the examination of Programme documents within April 2014, in order to allow the official presentation to the Commission itself at the latest by next May. In fact, even if Article 26 of Reg (EU) n.1303/2013 cit. expected that the European Territorial Cooperation Programmes should be submitted by September 22th 2014, there is the shared opinion, also shared by the ESPON Managing Authority, that waiting for that date might lead to the risk of excessive time dilation for the approval of the Programme by the EC, also in view of the forthcoming renewal of political representation resulting in the European elections.

of P.O.

²⁰ Priority 1: Territorial Evidence, Transfer, Message, Tools and dissemination. C.f. page 15 of P.O. cit.

²¹ The first Priority is composed of the following four specific objectives closely inter-related: SPECIFIC OBJECTIVE 1, "Continuous production of European Territorial Evidence through applied research and analysis"; SPECIFIC OBJECTIVE 2, "Transfer of up-dated knowledge and analytical support to users; SPECIFIC OBJECTIVE 3, "Developing territorial observation and related analytical tools"; SPECIFIC OBJECTIVE 4, "Greater understanding and dissemination of the Territorial Evidence". C.f. pages. 15-22 of P.O. cit.

²² Priority Axis 2, "Technical Support". In relation to it, we find the SPECIFIC OBJECTIVE 5 "Effective and competent implementing provisions and efficient assistance to the Programme"; it is designed to streamline the administrative management through innovation; this objective will be present in all the actions of the ESPON Programme 2020. C.f. pages. 25 and 33 of P.O. cit.

²³ In particular, Italy (in the course of the written procedure, expiring January 14th 2014, submitted to members of the Joint Working Group [JWG]) required the Managing Authority to define both roles, functioning, responsibilities and financial resources of the various organs of the Programme, and the mechanisms of the control system in good time and with greater clarity.

This would imply an interruption of almost two years of ESPON activities, representing a strong negative signal regarding the importance of the 'Observatory', and its alignment with the European political agenda.

THE RENEWED INSTITUTIONAL ARCHITECTURE OF THE ESPON 2020, AND THE ROLE OF THE EGTC

Among the radical changes we are seeing in the management of the European Structural Investment (ESI) Funds for the ESPON Programme, it is certainly worth noting the particular Luxembourg proposal to set up a European Grouping of Territorial Cooperation (EGTC)²⁴ - consisting of only Luxembourg and Belgium²⁵ and organized as the sole implementer of the Programme - with the consequent abolition of the Coordination Unit²⁶ and with the Managing Authority undertaking the functions and the tasks of the Joint Technical Secretariat .

In this renewed institutional architecture after the approval of the Operational Programme by the EC, the Monitoring Committee will be responsible for dictating the plan of measures to be implemented (Operation Specification Document²⁷) to the EGTC, in the form of binding proposals. In turn, the EGTC, organized as the single beneficiary of the Programme, on the basis of those indications, will work out the so-called Operation Proposal²⁸, of which, the Monitoring Committee, after careful consideration and if deemed necessary, may request changes. The check of proper implementation of these recommendations may be delegated to the Managing Authority, except in cases where the presence of specific and strategic issues require the direct evaluation of the Monitoring Committee.

In addition, the EGTC will have to present the document, wherein both the multi-year work plan 2014-2020 (including a financial plan for the entire Programming period), and the work plan for the first year (contextual to 'Operation Proposal') are included; both of them are subject to the recommendations and conditions set by the Monitoring Committee, which is also responsible for their approval.

The multi-annual and the first year work Programme will constitute an integral part of the Grant Agreement²⁹, that is, of the Convention (whose scheme is also approved by the Monitoring Committee)

²⁴ The European Grouping of Territorial Cooperation is established pursuant to art. 9 of Regulation (EC) no. 1082/2006 of the European Parliament and of the Council of 5th July 2006, as amended by Commission Regulation (EU) No. 1302/2013. Article. 8 of the Convention draft and the Statute of ESPON EGTC (version of January 21 2014 prepared by the CU and submitted to members of the JWG in the written procedure expiring February 14, 2014) states that the ESPON EGTC works as a legal non-profit body of public law and that the Luxembourg law applies to all administrative, accounting and personnel and relating to contracts procedures , as well as to the interpretation and application of the statute.

²⁵ Article. 2 of the convention draft and statute cited, states that members of the EGTC are the competent public authorities of Belgium (represented by the three regions of Brussels, Wallonia and Flanders) and the Grand Duchy of Luxembourg. In the following article 13 it is pointed out that, in any case, during the voting that takes place in the Assembly of the EGTC, the two states have the same number of votes.

²⁶ It should be noted that pursuant to art. 14 of the convention draft and statutes cited, in order to ensure continuity with the previous Programming period, the first Director of the EGTC will be the Director of the former Coordination Unit .

²⁷ Operation Specification Document is now in its fourth draft of January 22nd 2014, it is prepared by the CU and submitted to members of the JWG in the written procedure expiring February 14th 2014. In this document, the Monitoring Committee identifies and describes the minimum requirements for the proposed operation, its budget, and the method of selection of projects and the schema that must be used for the presentation of the EGTC "Operation Proposal", including the multi-annual work Programme and work plan for the first year. C.f. page. 29 of P.O. cit

²⁸ In a first phase , the "Operation Proposal" submitted by the sole beneficiary will be assessed by the Management Authority on behalf of the Supervisory Board on the basis of the eligibility criteria for the completeness of the dossier , either by an administrative point of view of both content and thereafter. Later, the Monitoring Committee will evaluate this document by applying specific criteria. The objective of the evaluation procedure is to consider the relevance of the proposal in order to request, if necessary, improvements before the signing of the Grant Agreement. This approach should ensure that the proposal of sole Beneficiary is of high quality, because, in the event that the Monitoring Committee finds that there are elements of unsatisfactory quality, prior to the signing of the Grant Agreement, the Committee may request the same Beneficiary only to improve the above particular elements of the proposal. C.f. page . 29 of P.O. cit.

²⁹ C.f. page. 30 of P.O. cit.

which is signed and implemented by the Managing Authority and the EGTC and where the respective rights and obligations of the two bodies are specified.

For subsequent years, the annual work plan will be presented by the EGTC to the Monitoring Committee (through the Managing Authority) to be evaluated, negotiated and approved by the Committee. This procedure may lead to requests for changes and improvements to be implemented by the sole beneficiary before the inclusion of the annual work plan as an addendum in the Grant Agreement. After the approval of the Annual Work Plan, the sole beneficiary will carry out the operation. For the projects deemed the most significant ones, the Monitoring Committee may, however, request the establishment of project support groups (Project Support Team - PST) composed of experts from the EGTC (where the presence of highly qualified personnel with specific scientific profile is required), of the representatives of key stakeholders and a rapporteur belonging to the Monitoring Committee or appointed by his reporting Committee. It goes without saying that the Monitoring Committee, whose role appears to be substantially modified, must assume a very resolute attitude in defining the contents of the Operational Programme and of an "Operation Specification Document", as well as in the examination of the multi-year and annual plans, in order not to completely lose its prerogative to address and not to further weaken in the face of the enhanced operational capacities of the implementing party.

It is therefore essential that the EGTC receives a clear and unambiguous commitment by the governments of each member state of the Monitoring Committee, that does not leave too much room at EGTC's discretion, although, it must be said, this task certainly will not be easy at the table of the ESPON Programme where 32 states are seated, each one characterized by large differences in their socio-economic, cultural and territorial features.

In conclusion, the differences in the new organizational structure compared to the previous model are clearly evident: in the future the Programme will have a single operating body (EGTC) able to take the initiative, to develop and implement the actions (i.e. projects) necessary to carry out the Programme, under the close supervision of the Monitoring Committee. These actions will then be specifically and concretely implemented by service providers, selected by the EGTC from time to time through procedures for public tender award.

CONCLUDING REMARKS

The new institutional setting of the ESPON Programme 2020, strongly supported by the European Commission, has raised a lively discussion among the participating States, many of whom, including Italy, are worried about not being able to have the central role of a promoter in the Monitoring Committee any longer.

Some Member States would like, in fact, the Committee to maintain a proactive faculty, among its fundamental prerogatives, regarding the contents of the applied research and to perform not simply an evaluation function about the proposals promoted and developed by the EGTC, which should instead be assigned with purely managerial functions. Some states, such as Portugal³⁰, also questioned their participation in the new Programme, if the power of governments should actually be lessened.

Our country, in particular, yet generally agreeing with the new model proposed by Luxembourg (through which, with the use of the EGTC as the sole beneficiary, the administrative burdens related to the management of the Programme are greatly reduced) calls, however, that within the ESPON 2020, each

³⁰ It is in reference to the debate that took place during the meeting of the Joint Working Group held in Brussels in September 2013.

Member State, through the Monitoring Committee, may continue to exercise effective decision-making and addressing function.

What is then the future of ESPON? It is and remains an Observatory that feeds on the results of research applied to the changes and challenges whose European territories are the protagonists; it employs methods and indicators already established in the research world to analyse phenomena and problems common to the European system, fully 'covered' from Portugal to Turkey, regardless of States' membership to the Programme, by starting from the assumption of policy guidelines and releasing useful policy recommendations to decision makers.

Italy will be able to continue to contribute and to make good use of the ESPON Programme in the near future, if it is able to strengthen the role of its own National Committee, meant as the forum where to share and unambiguously express all the needs of local government in the country, thus turning them into as many active addresses of policies.

ITALY THROUGH ESPON EVIDENCE 2013

INTRODUCTION TO READING

*Maria Prezioso*¹

Since 2002, ESPON has accompanied the analysis of the issues and guidelines that have informed the European agenda over the last 15 years, representing a significant point of reference for anyone involved in "territory issues", following an interdisciplinary approach. Ranging from geography to economics, from planning to policies, ESPON has developed, to date, a strong base of quantitative and geographic information and appropriate tools representing the state of the Union, which have been accumulated and updated in time, always in search of a closer adhesion between addresses of the "European space" and of the "real territory"².

Initially far from a fully territorial understanding typical of the geographical European approach appeared after the 2007³, the contributions produced by the Programme are a strong incentive to renew the political, economic, cultural attitude in the respect to the value that the territory and its identity (meant as the territorial capital) have for the development. It is therefore no coincidence that the keywords of the different Programming periods (sustainability, competitiveness, cohesion) constitute, albeit differently declined, the common reference for all projects.

To cope with all the requests of the last five years (the crisis, spreads, austerity, rigour), the field of ESPON projects, always transnational, opened to revision and sharing of contents and operational paradigms, by addressing and developing topics such as:

- the structural changes and trends in the European territory between 2007 and 2013 (sustainability, polycentricity, the urban-rural relationship, the competitive dimension of both smart and small-medium cities, the social behavior of institutions, governance, etc.), and the resulting scenarios;
- the integration of the principles of research and planning through the creation of multidisciplinary models applicable to different scales - NUTS 2, 3, 4, 5 - for the detection of endogenous cohesive and competitive capacity within the limits of sustainability;
- the procedures and assessment tools common to the choice of policies and European directives (Territorial Impact Assessment-TIA) and of Plans/Programmes (Strategic Environmental Assessment - SEA);
- the massive development of Data Base, GIS and manuals dedicated to geo-referencing, urban benchmarking and management of transparent, subsidiaries, integrated processes;
- the definition and implementation of a shared and credited protocol of statistical, economic and geographical indicators (also in the form of time series) in order to support of analytical

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² The acronym ESPON has already changed its meaning twice : from *European Spatial Planning Observatory Network* in 2002-2006 to the *European Observation Network for Territorial Development and Cohesion* in 2007-2013, and is going to change it again for the period 2014-2020.

³ ESPON was actually born in 1998 as a "Study Programme on European Spatial Perspective" (SPESP) (Camagni 1998) to deepen the *European Spatial Planning and Development Perspective* (ESDP) and make the *Guidelines for the Sustainable Development of the European Continent* viable by CEMAT (*Council of Ministers of the Wider Europe with responsibility for Regional Planning*). They include national research institutes coordinated by NORDREGIO commissioned by DG Regio.

and decision-making processes.

In Italy, many changes in applied research and development of regional and local, thematic and strategic plans, have been introduced and tested through the results of the ESPON Priorities confirming the potential value of new trans-national guidelines for planning and Programming also for our country.

THE MAIN THEMES OF APPLIED RESEARCH IN EUROPE

In a first phase (1998, 2002-2006), the research, broadly of applied type (Priority 1)⁴, deepens the study of themes and morphologies which involve the European space on one hand: polycentrism, urban-rural, cultural landscapes, governance, paying particular attention to the territorial balance especially in urban and regional level; but, on the other hand, also they face with cross-cutting strategies and cooperative trans-regional addresses, as appropriate response (policy recommendation) to the need for a better regional geo-economic (NUTS 2) and sub-regional (NUTS 3) balance in the face of challenges such as the application to the territorial dimension of the Lisbon and Gothenburg strategies, the industrial economy, the global relations.

The Italian national and regional level adjusts slowly to this approach, which saw the vision of polycentric policy "from the bottom" and the decision based on the information provided by shared indicators. In fact, whereas European research pours in ESPON innovative processes and products experimenting its processing capacity into planning, in Italy the practice of the plan is influenced by a national planning regulations, that are obsolete but still binding (Law August 17, 1942, n. 1150 and subsequent amendments) and resists this process and the completion of substantial reforms in this field⁵, visible, to the contrary, in the provincial and regional plans in Europe.

Especially after 2004 due to the UE enlargement, ESPON 2006 studies are a strong incentive to change the planning, directing it to be more of a strategic integrated tool of renewal of the territorial development in the areas of structural crisis by resorting to a multilevel governance. On this context, even the Italian planning - or should I say town planning - is forced to pay more attention to issues such as the formation of GDP per capita, employment, social cohesion, the supply of services especially when it reveals distant and unstable with respect to the parameters set by the Union.

The ESPON 2006 Programme and the first phase ESPON 2013, based on a set of indicators, which are synthetic and still largely 'spatial', support the objectives of regional competitiveness (Renewed Lisbon Agenda 2009), although it is not uncommon to come across research that again highlight the strong structures of the European territory by comparing them to the enterprise cluster; or research that interpret the evolution of urbanization and metropolitan complex systems on the basis of the boundary and management, which, in the case of Italy, highlight the conflict between the Programming (provincial), the planning action (urban) and the political action (regional and national).

These issues are preliminary to understanding the opening of the ESPON 2013 the so-called "territorial request" that comes from the "Territorial Agenda 2007", resolved through the use of regional and local target analysis on user demand⁶ (Priority 2) that allow the integration of research results (Priority 1) and

⁴ Currently the ESPON projects belong to 4 lines: Applied Research, Target Analysis, Scientific Tools, Transnational Networking Activities. These are supplemented by the Priority 5 dedicated to the technical support.

⁵ Law 59/1997 - reform of the PA; Legislative Decree 112/1998 - Transfer of national functions from state to regional and local authorities; L. 265/1999 - Local Authorities Law 267/2000 - Consolidated Act on Local Self-Government, provincial, metropolitan, municipal, Legislative Decree 42/2004 - Consolidated Law on cultural heritage (including landscape and environment; ARTS. 117 and 118 of the Italian Constitution and their recent revision 2001 (No. 3) and 2005 SEA and EIA in Consolidated Ministry of Environment, April 2006.

⁶ See: Planning Documents, 2004-2006 and 2007-2013, but also the new regional laws on land government.

context assessment⁷. The effort required for this type of project has made it possible to coordinate local, provincial, regional dimension in a cooperative trans-border (in particular trans-provincial) as well as transnational environment, taking full advantage of the instrument of the European territorial organization. The funds referred to the ESPON 2013 are thus also used to strengthen the link between policy and decision making at the local level, involving both public and private institutions and non-governmental bodies, in a form of voluntary cooperation between individuals/actors capable of promoting and manage "ad hoc" policies .

The themes are developed, however, with an "assisted" modality (assessment through questionnaires, involvement of researchers and policy makers, debates in workshops and seminars), and it is not premature to ask whether in Italy 'listening' processes similar to the European ones, can be extended to our regions to innovate the model of national Programming.

Through transnational cooperative exchange ESPON has adopted various regional models and has developed perspectives. This did not necessarily imply referring to a political decision-making body, but also to a technical representation (the Monitoring Committee and the Coordination Unit on the one hand, stakeholders, practitioners, semi-public experts on the other). And if you wanted to try an academic exercise to estimate the transfer process assumed by ESPON, you should still evaluate different plans (including those of the relations with the European institutions or with other types of Programme), which mix the prerogatives of states sovereignty, whose influence is even Euro-regional, with the authority of the regional areas and their relationships with those locally decentralized.

The types and forms of cooperation identified, directly or indirectly, have contributed to forming new intra-and inter-entities capable of dealing with a broader territorial pattern, able to generate links to functional networks or systems, and provide a possible increase in vertical relations as well as horizontal ones.

Examples of national and regional regulations correlate with ESPON in integrating the planning basis as we know it in Italy, making it more flexible and committed to the principles of subsidiarity and sustainability, to the geographical scales of political action, to the amplitude and the peculiarities of the phenomena to manage.

The importance assumed by the reference policy actors (policy and decision makers) in ESPON context is not easy to explain, because the action of continuous "capitalization" of the results (Priority 4) has highlighted a number of 'arenas', including that of the global/local relationship (see the studies on neighborhood), which bring to the attention of strong decision makers/powers the geo-economic relations, the resource exchange, the identity of the sites along with their development potentials and the equilibrium relations (environmental, cultural, social and economic).

The term *place evidence* used in ESPON after the crisis summarizes this concept, which places spatial diversity at the centre of the most recent European policies, opening to the innovative impulses and conflicts that culture and social hardship generate without losing the ability to decide and control.

In the experience carried out in Italy by the ESPON projects that have analyzed the expenditure, the use of the Structural Funds, the behavior of the institutions, one often has the impression of a deterritorialization of economic and social development, as if all the Programming in 2013 did not need contextualization and it did not have origin from this.

The political culture and science that is inside ESPON has only partially examined the opportunity to explore these issues so far and, at the moment, just as the synthesis of aggregate forms of the type or

⁷ Looking ahead, some of these areas will become the site / link of European integration. To make this opportunity concrete it was necessary to come up with ideas and concepts of endogenous social, economic, territorial planning.

typicality. Learning on a solid ESPON literature is therefore essential in order to overcome the lack of direct measurements of the phenomenon inherent in basic research, loading the weight of responsibility on an additional variable of integration: the researchers.

ESPON researchers 'go through' the Programme, but only a few remain. This is because ESPON requires a 'high specialization' in the treatment of the issues, but also mobility, great ability to move transversely in the many dimensions of applied research, as well as openness to diversity.

ESPON is a great opportunity for young people who look to Europe as a possibility to measure their value. And the relationships that have been created over time between institutes, academies, universities have helped to strengthen the network of European research.

READING THE BOOK IN RELATION TO THE TERRITORIAL PLANNING

The often empirical, but always pragmatic instruments supporting ESPON projects aimed to interpret the phenomena of the last decade, have been confirmed by a number of results, better specifying the direct link that must exist between territory, sustainability, competitiveness and cohesion. To these the Priority 3 is dedicated, "Scientific Platform and Tools", intended as a place for the development of cross-cutting and particularly innovative themes and not just of "instrumentation". Priority 3 must also be considered a "platform" of correlation of points of view that animate the sectoral themes of Priority 1, from which, with the support of the observation, the transversal vision of the European territory comes, along with also its compliance, that is the set of regulation measures, even voluntary, which the processes of good practice should follow.

For this a few lines emerge stronger than others and can be seen by examining the many publications ESPON Scientific Report, Atlase, Territorial Observation, Evidence Brief, etc..

It ranges from the "Dialogue on Cities, Rural Areas and Rising Energy Prices", the "Territorial Dimensions of the Europe 2020 Strategy", and again: "Population development and migration", "Accessibility", "Economic Performance of European Regions", "Internet Roll-out", "Creative Workforce", "Regions and cities in the global economy", "Natural Hazards and Climate Change in European Regions", "Regions Integrating Land and Sea", "Gateway Functions in Cities".

Not all of these 'observation' directly affect Italy and the strategic priorities of its development.

In an interview in 2010 at the Royal Town Planning Institute regarding the project INTERSTRAT (ESPON Territorial Integrated Strategies), I stated that ESPON allows Italy 'to travel' in space and in the European territory appreciating all the regional, environmental, socio-economic and cultural differences, but also to integrate and use these differences with the aim of a cohesive and sustainable development, while maintaining and enhancing the competitive potential of the country through the updating and dissemination of new methods, tools and practices in order to make territorial policy a common good relationship for the entire European Union. As long as institutional users, policy makers, researchers, stakeholders, operators respond to the questions posed by the Programme in a reliable, flexible and rigorous way, thus helping the Italian society to better appreciate the added value offered by European integration.

A few years later, these considerations seem to me still valid, as evidenced by the contributions to this collection by many Italian participants in the ESPON projects.

In this volume those who have availed of the significant contribution of Italian applied research are represented. And as you will see there are many.

The essays trace the main themes that have characterized, from 2009 to the present, the development of the Programme and the debate taking place in the open and internal seminar organized during the

presidencies of the European Semesters. However, they also want to be a 'tribute' due to the effort to spread a critical thinking that includes some basic concepts of the so-called place evidence aimed at strategic integrated strategy that accompanies the latest territorial planning. First of all, sustainability.

The book should be read taking into account at least three conditions: i) the narrative themes, concepts, theories and methodologies that distinguish the European experience from that of the stakeholders and practitioners in Italy, to offer new visions and opportunities for change, also legislative, integrated and inclusive opportunities of 2014-2020 Programming; ii) the "training" purpose of the reading, addressed to university students in the first place, but also to policy makers, stakeholders and operators in the planning (the practitioner, precisely, but also semi-public experts); iii) the value of the cross concept of territory and place that is to spread from the policy and not just through the topics required by the current law.

All this is backed by theoretical passages and wealth of quotations and references to support the new 'practice' of the plan through examples and images.

The fact that the book is accompanied by case studies at various levels, regional comments, transnational comparisons was a specific choice of the curator, to push to consider the term 'territory' not only as an adjective, but as a fundamental subject of the action of development that will characterize the Programming in 2020 more and more attentive to the diversities and identities.

To the Editor and Authors both the space and the place are considered territory, in different geographical scale, as the culture of Anglo-Saxon and French-speaking countries intend; so, rather than a semantic dissertation, the essays are guided by the need to respond, pragmatically, to certain questions: how the concepts of space and place end up affecting most of the other contents of the plan; which conceptions of space and place have more weight on the plan, what mechanisms and institutional structures influence these conceptions; which is the limit of compromise that can be reached in the plan and why.

The answers are to be found in the set of criteria and indicators that ESPON provides and which have served to analyse how much many, new and old, concepts permeate the strategies (policies and the design of the plan) and their implementation (the plan as product), to be shared from the point of view of the method and the application to each individual case-study.

As the cooperative transnational dialogue in the development phase of projects has shown, the process-content ratio of the plan acquires strong political and geographical connotations in different contexts, since, as the authors point out, the implications and the sectoral effects are obvious and tangible (from land use policy to the sustainability of the settled communities, to regional economic development and to infrastructures, etc.).

Thus, after a first part dedicated to the review of the projects of the four main priorities, to the position that emerges for Italy, to the policy implications, the second part is devoted to deepen the point of view of the Italian regions and how these have linked the ESPON reading to the planning in "making the region" and in macro-regional development (in this case, Piedmont, Lombardy, Veneto, Emilia Romagna), and which are the differences separating space and place in different regional contexts or sub-regional and metropolitan planning.

Very useful, also educational, is the critical reasoning carried out by some authors in regard of theories that have influenced the interpretation of the planning process, leaving on one side the debate about the planning practices, actually leading to the failure in Italy of those public policies (e.g. for innovation or institutional adaptation) made without taking into account the actual power structure that operates in the territory; thus highlighting the still structuralist approach (the so-called 'modern rationalism') that permeates the country, with obvious negative implications on the evolution of socio-spatial aspects and the relations among economy - geography - environment - society.

Of course the differences that are found between Europe and the Italian context are impressive, especially from an instrumental point of view. An example of this is represented by the so-called consultation papers, documents of an institutional nature that, throughout the period of transition to devolution, have critically accompanied Great Britain, France, the Baltic States and new EU Member States, the political changes and the public action concerning the choices of territorial planning.

So we should ask whether the result of spatial planning, the territorial asymmetric development - that is diversified in form and content in order to meet the initial target of policy – is, in Italy, the result of never faded positivism or the effect of the post-modernist process derived from structuralism that has pervaded the planning of the last decade without finding a balanced juxtaposition in the plan.

As a form of applied geography (quoting Murdoch, 2006; Davoudi and Strange, 2009), the planning ESPON refers to is more 'political' and plays an important role of institutional tool in formulating ideas of and about space, so that the imaginary offered can 'perform' the reality. But it is the 'making politics', especially under the pressure of the European Union (ESPON, 2013), which made it possible to identify the common principles of territorial rather than spatial development and thus to overcome the rhetoric opposing space and territory, making planning the tool that interprets the identity of the territorial capital.

THE ROLE OF ITALY IN EUROPEAN 2020 POLICY

The process of development of European policy is at a crucial turning point for the implementation of the guidelines established for the 2014-2020 Programming period. The five objectives assessed by the EU's Europe 2020 Strategy and that will guide the process must be translated into national and territorial objectives. This means for Italy to look up to employment, research and innovation for the relaunch of the productive and industrial system, climate change and energy, education and fight against poverty starting from their own territory.

The Agenda of the Semester of Italian Presidency starting in July, lends itself to be increasingly "territorialized" and linked to the three priorities related to each other by synergistic relationships: Smart growth: developing an economy based on knowledge and innovation; sustainable growth : promoting a more efficient economy in terms of resources, that is a greener and more competitive economy; inclusive growth: fostering an economy with a high rate of employment aimed to social and territorial cohesion.

It must be clearly said that the pursuit of these goals requires a strong territorial cohesion, which in ESPON takes the form of yardstick of the initial state and of the achieved and achievable goals, certainly not the form of the means, which remains the Programming and planning. This vision has generated many conflicts in Italy making the natural relationship between cohesion policy and territorial planning a critical node of the next programming and triggering a political and academic passionate debate. From the political point of view the current Europe 2020 strategy is part of an evolutionary framework – with gradual emergence of the territorial dimension – which, after about a decade, gives acknowledgement to the fundamental notion of cohesion in its dimension of social political long-term objective, but not as a shared competence with the political responsibility of the planning.

As rightly pointed out (D'Orazio, 2011), the evolution of the European 'speech' on Cohesion the construction of a specific level of planning with European policy instruments but not necessarily with territorial jurisdiction has been replaced by a concept of territorial cohesion as integrated approach to policy definition; an approach that requires you to frame the set of the multidimensional and potentially conflicting objectives of national and European sectoral policies in a common framework that takes into account the territorial dimension. The concept of territorial cohesion is a bridge between the need for economic efficiency and ecological balance, putting sustainable development at the centre of politics.

Although the conceptual substrate that informs the Europe 2020 strategy continues to use a framework strictly limited to indicators of growth, considering as efficient sustainability objective the 'simply' decoupling between growth and resource use. It remains therefore problematic the interpretation of what is meant by territorial dimension in the development policies and, consequently, which European operational tools such as processing and implementation of policies can be considered apt to achieve the objectives stated in Italy.

This means that for the Italian regions Strategy 2020 is nonetheless prevalent than the cohesion which, in theory, should respond to the lack of resilience and to the increased vulnerability due to the effects produced by the big "issues": Climate Change, Energy, Demography Change, Globalisation.

The renewed Territorial Agenda 2011 relaunched by ESPON, had highlighted the need to develop comparable territorial indicators of real resources and potentials on a regional scale within a shared methodology to make it immediately effective and efficient the development actions. The research activities carried out as part of the network of ESPON Contact Points at the Ministry of Infrastructure and Transport, on the issue of territorial cohesion since 2006 have enabled the scientific assessment of the documents of the European planning for the Italian regions (Prezioso, 2011), highlighting the issues to be explored for the needs of the users/beneficiaries that act locally in territories support through EU funds (structural, cohesion, etc.), in view of the harmonious development of the national territory, monitoring the performance of regions, cities, large areas, in order to improve the competitiveness of Italy as a whole.

At this stage, ESPON has developed and anticipated issues such as the Horizon 2020 themes in the view of the innovation that the new Programming requires. In particular, the closing activities of the Programme have been closely related to the flagship initiative in the field of Social Sciences aimed at establishing new growth and jobs in Europe for the period 2014-2020, taking into account the territorial diversity of the countries.

These activities are part of the policy priorities linking the Horizon 2020 to Europe 2020 Strategy according to a "bottom-up" vision of the challenge-based approach through a multi-disciplinary interpretation of resources and knowledge. Including among those the geography as well as the economic and social sciences, many pilot and demonstration activities have been conveyed through ECP networks, ranging in the different fields of new Programming: green economy, clean and efficient energy supply, smart, green and integrated planning, inclusive, innovative and secure societies; climate action, resource efficiency.

The real opportunity offered to ESPON applied research has not neglected the territorial context of the crisis, also analysed through networks and Target Groups set up for this purpose, through activities of peer to peer review and blunder check of projects, monitoring the activities of "reaction" also in individual countries, rereading the crisis as a lack of territorial cohesion but especially of:

- integrated strategical planning (INTERSTRAT - ESPON in Integrated Territorial Development Strategy);
- commonality of concepts and conceptualizations (CaDEC - Capitalisation and dissemination of Espon concepts);
- education training for policy makers and Phd students (ESPONTrain: Establishment of a transnational ESPON training programme to stimulate interest to ESPON2013 knowledge)
- substantial knowledge of the prevailing development addresses (ESPON on the Road, still in progress),
- supporting the start-up of a big number of permanent working groups for the period (2010-2014) with the participation of institutions, stakeholders, academics, policy makers, practitioners with the task to speak steadily on the issue of territorial development.

The sub-themes included in the Territorial Vision 2020 has been further tested and in-depth analysed requiring the involvement of the Ministry of Environment in relation to Climate Change and Carbon Footprint, new sustainable achievements, high energy efficient, the ENPI CBC Med Programme, the EU Programme FP7-ENERGY SMART CITIES 2012; UERA Programme of Joint Alliance for Research; issues discussed during numerous seminars and workshops from 2011 to the present, to anticipate and direct Italian development (sub-, inter-, supra-regional) toward those more general themes with strong political-economic impact, also beyond the new Strategy 2020: Territorial Agenda (2011), Leipzig Charter (2007), Climate Change agreements, and towards the more instrumental themes, such as the conceptual revision of the European territorial vocabulary, the use of methodologies and innovative shared techniques of policy and strategic assessment.

The positive contamination of the individual disciplines with different cognitive domains (geography, regional science, planning, economics and statistics, management, spatial information, law) offered visions and scenarios, rules within the framework of reforms and new economic policy choices and governance of territories, centred on the results of the 2013 territorial planning and on the opportunities and the strategic issues that are developing for Europe2020.

More significant tests were conducted on the territorial evidence interacting with other research institutions⁸, by relating, for example, the territorial cohesion to the economic crisis (Paris 2011) or by comparing the search for a new political model for the European capitals - also through questionnaires aimed at clarification of relational concepts⁹ of European culture (CaDEC Project, Paris 2013). Statistical surveys have provided controversial results for Italy, even if they have confirmed the correlation between the issues of equity of distribution of resources among the populations of the different territories to the principle of sustainability, or the regional competitiveness to the innovation or to the problem of cultural adjustment, which seems to persist in the country in front of the European integration.

In 2011 the Italian regions and provinces have had a positive response to the stimuli and the targets set by the ESPON Programme, as demonstrated by the high participation in the calls. This 'response' is on the basis of the increased awareness of the many recent changes taking place and of the value that the potential territorial and economic capital has taken in Europe in the various subsidiary bodies, which would have, according to the well-established transnational ESPON vision, the task of the territorial planning and management.

With regard to the competences, the true question to be resolved in Italy in the debate - now decades-long - on the territorial scopes of the government of the territory, it is still required a careful and mature reflection, that does not exclude the possibility of reorganizing the limits, boundaries and functions of Programming, placing them in a broader and more modern vision aimed at achieving the objectives of effectiveness and efficiency in Europe.

East Europe countries, such as Romania, or West Europe, such as Britain, started this process in 2010, driven by the need to adapt their administrative and constitutional model to the European trend, or by rebalancing of public accounts (Government's Spending Review, October 2010), with substantial cuts but targeted at departmental budgets.

These choices, defined "integrated strategic planning," they had a big territorial and organizative impact: the creation of Large Urban Zone (LUZ) in lieu of the provinces or the abolition of the Regional Development Agency and, consequently, of the Regional Spatial Strategy, but also the enactment of

⁸ SciencesPo., Datar and Ecole Française between 2010-2014 to name just a few.

⁹ 6 key concepts recurring has been selected: Sustainability, Territorial Cohesion, Territorial Governance, Regional Competitiveness, Territorial Impact, Polycentrism, and 2 in the national interest for Italy: Territorial diversity related to regional disparities, regional convergence and opportunities of the territory.

legislation, such as the "Localism Bill", to give a much stronger role for local authorities and units of proximity or "neighborhood."

In any case, the cohesion and the development of the territory, already instrumental main objectives of the European regional planning in 2013 (Cohesion Policy Programme of Polish Presidency of the Council of European Union 2011), were also chosen by ESPON as a thread of reasoning that cannot stop at national cases, but it must necessarily look to the ongoing reforms and the implementation of the Strategy Europe 2020 (Barca Report, 2009; Barca e McCann 2010; V Cohesion Report, 2010; Territorial Agenda, 2011; Prezioso, 2008 e 2013), considering the means and the tool by which to generate different and original models which will have political-administrative, geographic economic competitive, polycentric, sustainable features and will re-launch or replace the current arrangements for regional planning.

The lack of a shared instrumental and quantitative methodological basis from which to draw concrete measures to support the development of territorial potentials of regions and large areas, coordinating and making public and private operations more efficient, highlights in fact the main requirement of EU to face the choices 2014-2020.

However, it may seem difficult to define a unique geographical regional typology of territorial development through ESPON, to replace the existing administrative areas, since their size and performance (economic, social, environmental, cultural) change over time. So in many European regions and provinces (e.g. Northern-Italy, Southern-Spain, Germany and Central and Eastern Wallonia, Rastand-Holland), where also the stability or the increase of territorial cohesion had transformed the original localisms in models of innovation and smart growth process, product, organization, where environmental values seemed higher and long-lasting, attractiveness and investment opportunities grew, today lack resilience and increased vulnerability are found in the respect of the effects produced by the big "issues" that the 2020 Strategy must face, just cause of the lack of clear local subsidiaries responsibilities.

Studies on the subject (ESPON Typologies) had already shown, for Italy, the vast systemic and functional area as a potential scope fitting the measurement of regional and urban cohesion, geographically representing it as an area where the economic, social and cultural life is directly influenced by sufficient intra-and cross-border integration and interdependence (cooperation), and analysing it, in the last decade (Prezioso 2006, 2007, 2011), as NUTS in order to compare its macro-economic and infrastructural aspects and its actual as well as its potential capacity in the European framework.

However, the NUTS, statistical and spatial homogeneous territorial units characterized by strong functional links that originate from economic and social hierarchies, represent a limit and are considered one of the main causes of difficulty to adopt a common methodology. A second critical aspect concerns the geographic interpretation - in this case understood as a positive basis on which to build the global competitiveness among internationalized territories and their multi-level governance - of new phenomena of transformation of the urban territorialization (e.g. the shrinking regions. Riviere, 2010) visible within the provinces, where, more than at other levels, the original hierarchies city/region of the last century switch to connections and cooperation networks among institutions and corporate citizenships (local and "bottom-up" cohesion measured, for example, by the number of agreements and projects or wide area developed).

The debate is open even in Europe, where, following the revision of the Structural Funds in 2007, the continuous exchange of experiences and the intensification of the dialogue between regional and national policy makers, on the one hand the need for an intermediate subsidiary institution has been reaffirmed, and, on the other, many complain about the absence of a comparable scale to the optimal extent (wide area), in order to re-orient 2020 Programming on topics such as: Territorial development and cooperation, Balanced growth, Polycentrism, Urban drives, Rural areas, Ultra Peripheries, etc.. (See the URBACT II projects, and those of the Priority 2, ESPON Programme 2013).

The question of the role to be assigned to the subsidiary intermediate body (wide, metropolitan area) was also evident in 2007 (research projects of the 7th Framework and the Leipzig Territorial Agenda), where the territorial policy had already been listed as a potential carrier of substantial changes, if competences had been given to an optimal area through which to develop the study of the major themes of Energy, Climate change, Demography, of Global Economic Competition, Transport, of EU geographical Structure. The latter is still crucial to the debate on the future transformation of the Italian provinces.

Thus the concept of territory emerges as a relative concept, clearly visible even in Italy to supra-municipal (provincial and regional) level.

The analyses carried out in ESPON allowed to infer the meaning from the concept of spatial/territorial interaction (Territorial Agenda, 2007, and 2011) and polycentricity, observed within large metropolitan areas in the past decade (MEGAs, world or capital cities, urban regions). From this point of view, the "wide areas" have emerged as the "optimal scope" for the implementation of cohesion policies and their innovative changes because globally competitive and, at the same time, co-operative in setting quality of life as an objective through a different conception of the services and the welfare state, one of the key factor to re-start the competitiveness (European Commission, 2011).

After 2011 different guidelines, approaches, proposals and initiatives have emerged and sometimes they are in conflict with the former ones, because they conceive a new generation of governance related to cohesion (Farinos Dasi, 2006; Prezioso, 2006, 2008), and even more to the issue of the optimal territorial dimension. In the previous period few indeed were the theoretical and empirical reflections on the "territorial dimensions", necessary to accept new rules for a competitive and sustainable development.

However, some of the arguments and/or paradigms investigated by ESPON research represent a good speculative common starting point:

- knowledge of territorial potentials and of compared advantages/disadvantages for the economic development and arising, for example, from the excessive geographical concentration of values or of non-environmental and social values in order to improve territorial and economic cohesion overcoming the information asymmetry;
- the role played by the common services (ESPON SeGI), now concentrated in urban areas and in metropolitan agglomerations, their full utilization in front of the different degree of accessibility shown by the urbanized regions (especially in the countries of the enlargement), the source of abilities to attract foreign direct investment to be used to improve the performance of human and physical capital;
- the permanence of ethical-relational values in inland areas or of the so-called "ultra-periphery."

In the context of the European Spatial Development Perspective (ET 2050), for example, it is the Governance (ESPON TANGO) that is asked to outline how, in a concrete and operational way, the European regions and wide areas can achieve these objectives, coordinating and managing the urban / rural systems and the infrastructure that support the development.

The large area is a distinctive feature of the territorial measure in relation to the different types of regions and transnational areas involved in the European policy, thereby raising the efficiency at a subsidiary level much higher than the municipal or regional level, in front of, for example, the geographic concentration of innovative activities in the area of the Pentagon and of the diversities of European territories that can present many typologies (urban, urban-rural, rural, etc.) and significant regional disparities.

By changing the conceptual approach to the study of the territory, it becomes a fundamental reference of European policy at regional and sub-regional scale for a polycentric and cooperative development of the

territory, thus accepting that its planning and management models are designed to consistently meet - in terms of rules - several principles, including sustainability.

Different ESPON definitions were functional for this purpose: ESPON has borrowed them from time to time in the literature, politics, economy, town planning, geography, prompting the European Commission, for example, to pay particular attention to the one which binds the territory to the productivity. This relationship, however, is particularly delicate to be discussed at a geographical and economic or political level (and therefore at the level of the research of the territorial dimension of competitiveness); the aim is to prevent spreading, on the regional and sub-regional level, the same management mechanisms of production designed at policy level.

The territory makes it quite possible the practical implementation of the endogenous capacity to competitiveness, that is the ability, that the individual places and their identities have, to support their development prospect in terms of environmental sustainability and integration, tending to the achievement of progressive virtuous positions.

The large area, reinterpreted in systemic rather than functional terms, acts as a regulative reference also on regional disparities in the location of production and welfare, according to the so-called "footloose capital model", introducing indicators such as: the nominal income and the Internal Product Quality (IPQ), on which to act - in intra-and inter-regional (territorial) terms - in order to achieve a sustainable integrated economic planning.

This means to take for the Italian territory at least three dimensions in the European context: 1) technical (e.g. the environment), 2) organizational (in relations with institutions and businesses), and 3) social and relational, which correspond to as many geographical scales of territorial planning.

Among the rules the new territorial vision must comply with in Italy, some have become almost a categorical imperative because of its assimilation to Europe and are among those that allow a faster implementation of the principles of sustainable development and of a competition focusing on the use of human and natural resources.

The transnational groups (TG) represent one of the many forms in which ESPON European governance is performed by territorializing public policies. In these areas it has taken on a transverse dimension: a tool to establish the different competences and responsibilities, to assist in joint decision-making; to support the collective choice in the development of shared projects. The rules of governance that allow TG to express themselves become the place/means to develop the so-called "territorial game" (another type/form of animation), where a plurality of actors with different status have full freedom of expression, playing from time to time the role that is most appropriate to them. The ESPON Café also served this purpose.

In order to make these forms of integrated participation operational, the question arises about giving an official capacity to documents produced by the TG and to the formal and informal means of communication (press, forums, blogs, wikis, short message, etc.). These have proved to be an enrichment for the ESPON projects, allowing numerous categories of institutions, both formal and informal ones operating at the local level, to be included in the experiment and to put into practice the policy guidelines related to planning (Priority 2).

The recurring characters of this type of project can be considered:

- the insertion of the economy in the urban or territorial reorganization of the infrastructure systems;
- the significant growth of the participation of (public and private) 'actors' that contribute to the choices of intervention and of individuation of urban and large area policies;
- the definition of new and more modern mechanisms of concerted discussion tools, appraisal and implementation of projects, in order to obtain high levels of efficiency/effectiveness and return on

investments.

The fundamental qualities (strengths) that have transformed them into cooperative experiences were:

- the recourse to actions of highly oriented innovation (in the design and deployment), which depend on the local milieu (e.g. presence of motivated entrepreneurial forces, capable of international perspectives, research and development of new technologies, etc.);
- adherence to the principles established by European policies.

These experiences validate ESPON as a framework for sharing differences, where the project plays the role of competition engine and at the same time the role of socio-economic organizer of the cooperation network for the territories that support it.

This means that the milieu of reference must still be prepared to accept shared actions capable of manifesting a willingness to co-planning and co-operation. This requires an "upstream" act able to create or to consolidate (economic, social, cultural, environmental) values around the idea of ESPON project and to identify the recipients of the action plan. The combination of these values formed the basis for measuring the validity of the project.

In Italy, unlike other European countries (Germany, France, Great Britain, Spain, Ireland, the Netherlands, the Baltic countries in particular), these inputs are still the subject of discussion and experimentation as regards the new role that has been attributed to local institutions for the government in the territory (USESPON, ESPON territorial Scales, NORBA), because the experience accumulated by the public bodies in the cooperation for the management of assets of collective interest is not mature enough to provide shared visions.

These goals can be achieved at present through the partnership, formal organizational structure or a multi-agency, having as purpose the strategic policy-making declared in the form of local political agenda (e.g. for cities the Local Agenda 21, the Leipzig Charter, the Smart City).

The explosion of "bottom-up" initiatives has revealed to be a factor, in ESPON, from which to start up diversified models of development and of territorial management.

Multiple definitions derive from the multitude of experiences. The results of some projects (e.g. FOCI 2010) claim that the cohesive development of the last twenty years has tended to standardize and reduce the distance that separated geographical areas at different "speeds" especially in urban areas. Another possible measure is based on economic criteria (GDP per capita, Concentration of functions and population, Trans-national Cooperation, Polycentrism, Provision of services of general interest - SGI NUTS3-FUA), while other criteria are related to the occupation and make reference to European average values (Productivity, Employed people, Unemployed people, Female employment rate).

Of course in all these analyses many things are still lacking:

- some dimensions (or components or domains) of well-being attributable to a macro-dimensional synthesis useful to the political economy of the new Programming ;
- "intermediate" investigation scales (NUTS 3, LUA, LUZ) and the related structural factors that allow you to include some determinants of local development in the European Union planning, and estimate levels of well-being significantly different from region to region, from city in the city.

Likewise, one must add the measure of territorial capability (organizational, managerial, perspective) as an institutional reference, through the indicators of the Territorial Agenda 2011 and Europe in 2020 (which includes and updates the indicators of the territorial dimension of the Lisbon 2000-2009, Gothenburg 2001 strategies).

For this reason, the new ESPON 2020 approach could evolve to support a policy increasingly directed to the - social and economic - integration (not just on cohesive basis) that will lead the regional strategic approach of the 2014-2020 period in order to renew the basis for territorial competitiveness (measured by 3 macro indicators: knowledge, innovation, optimization of human capital) through the pursuit of the goals of smart growth, sustainable development and social inclusion.

The demand of urban and rural areas was expressed mainly in this direction in order to remove the obstacles to the growth of quality of life by promoting an integrated approach to planning decisions (employment + growth + environment). Likewise also the request has become pressing to make the urban development truly sustainable through the ability to integrate economic, social and environmental objectives of the cities with an offer of "good" services that include those public and private, individual and collective interests.

WHAT TO INCLUDE IN THE TERRITORIAL AGENDA FOR ITALY 2020

A big amount of ESPON 2013 research has already suggested implementing the existing actions targeted at urban areas to improve their position in relation to the EU-28 medium-sized cities, by highlighting which structural resources to employ (e.g. in terms of accessibility, institutional efficiency, smart regeneration) in order to play a key role in providing a stable offer of employment.

Compared to the many possible solutions being tested in Europe, Italy has expressed a general - but not always convincing - adherence to a perspective of change and innovation to generate jobs, growth and social cohesion, to reconcile with the respect for the 'environment', addressing three areas: networks and knowledge, production and services competitiveness through the use of new technologies, the contrast to the ageing of the working population in order to reduce welfare costs, looking at an economic trend which is (although little) positive just now.

European Union addresses, the results of Programmes beyond ESPON (for example the Alpine Space) and of many debates (METREX) have completely changed the contents, processes and standards of the matter, suggesting that the country should face a deep structural reform by innovating lexicon, approaches, methods and processes in order to adjust the scope of the planning to the topics on which the bet of growth is placed and in order to support green economy and to combat climate change, to bridge the digital divide, to realize smart cities, ensuring the safety of the territory, to manage of an "aged" society, to offer new services for welfare, public health, accessibility; explicitly including the substantial principles of Community orientation as sustainability, cohesion, equality, subsidiarity, cooperation in land use, design and management of the labour market, human capital, cultural heritage, water, waste, energy, and much more.

However the major limitation for the country lies in being representative of a "linear process of cultural ageing", which excludes most of the aspects that ESPON has 'seen' as qualifying the planning actions:

- the adequacy of procedural instruments, which separates the action planning from the application of obsolete standards, obsolete computational and statistical localization models (e.g. demographic projections, settlements weights, productive activities, infrastructural and service resources and), including dynamic and cognitive approaches and supporting the decision making, in turn integrated, such as the Territorial Impact Assessment, Strategic Environmental Assessment, Environmental Impact Assessment, the UNI ISO;
- the weight given to the time variable (both in the preparation and in the implementation as well as in the management), partly supported by the use of dedicated GIS;

- the strong relationship between the economic and financial aspects and the action plan (knowledge and use of the opportunities offered by European funds and related financial benefits vs. the spending review, the processes that regulate the balanced redistribution in the revenue/expense relationship in the mechanisms of institutional budget, from the use of the mechanism of subsidiarity, etc.)
- the transparent distribution of tasks between government institutions (government) and governance (multilevel set of rules) of the territory.

The institutional weakness represented today by Law 1150 of 1942 and by the setting of regional laws on the 'government of the territory ' is therefore not bridgeable with simple regulatory 'integrative' actions.

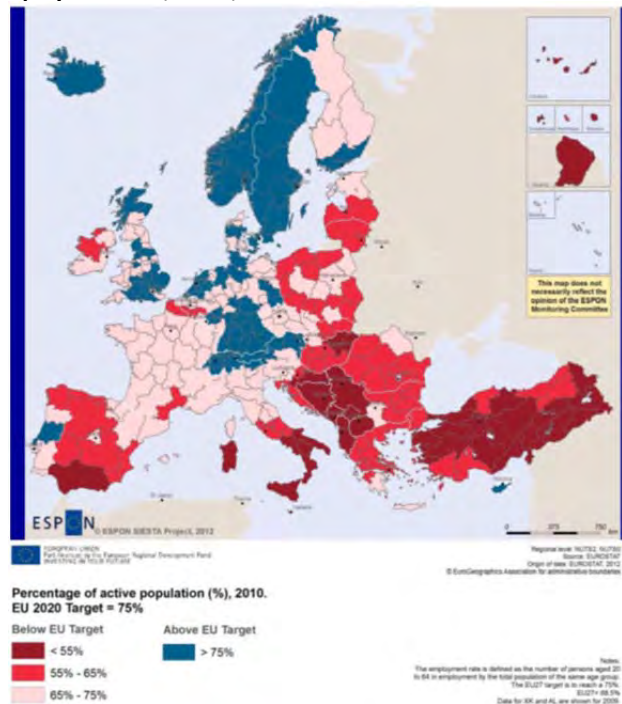
Rather, it is necessary to order in a single general set-up, different subjects and yet all place-based subjects, from which the regions, real transnational partners along with the large areas, will benefit in terms of exclusive power in government of the territory, today defined as a Territorial Agenda.

That is what Europe means under town planning, this is what Europeans call the Integrated Territorial Development Strategies of Planning to designate different forms of documents/plans and rules oriented to territorial development defined as the process that informs an economic, social and environmental change through policies and Programmes in accordance to the size of its territory.

Faludi (2011, p. 51) believes that in the crisis should be faced by keeping a close relationship between planning and geography "look at the map before implementing policies", quoting the Baltic Sea Strategy, which, crossing the borders between countries, gave a trans-national cooperative response to the global crisis (NORBA).

The Territorial Agenda 2020 requires Italy to reach an employment rate above 70% as is the case in many parts of Germany, Great Britain, Netherlands, Denmark, Sweden and Austria, which already exceed 75%¹⁰ (Map 1).

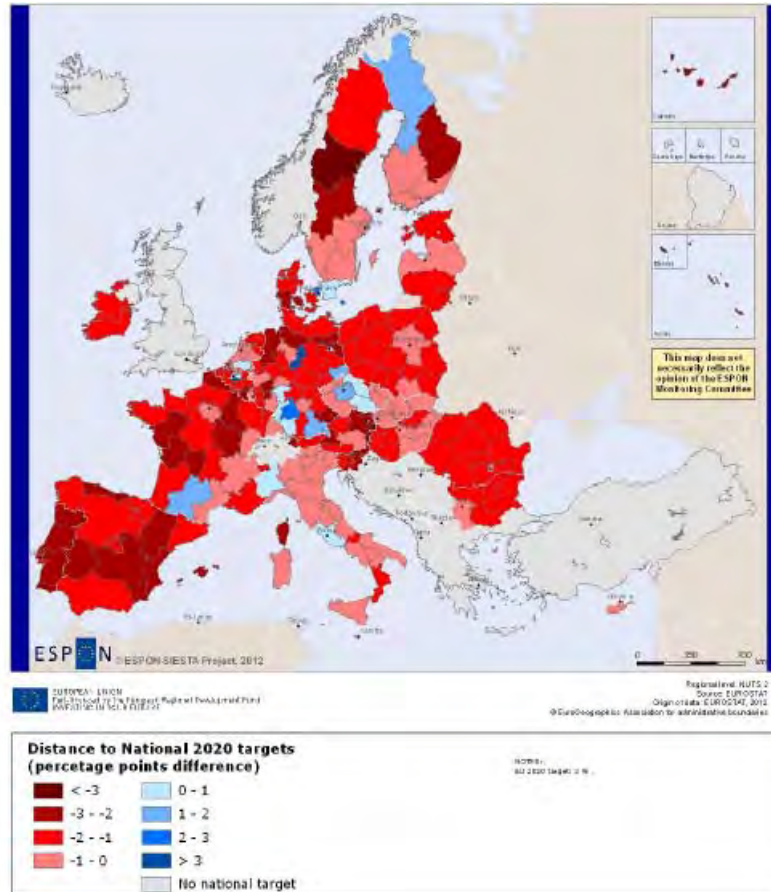
Map 1: Employment rate, 20-64, in 2010. Distance to National 2020 Target, SIESTA



¹⁰ Average rate to be achieved, also in qualitative terms, compared to the targets set for 2020, with regard to the population between 20 and 64 years.

As in other transition moments, spending on Research and Development (R&D) (Map 2) will play a substantial role in the assessment of national and regional capacity levels to invest in growth, but also to measure the distance that separates the lagging regions by targets and the impact that common policies with high added value (see Programme Horizon 2020) might have on future scenarios in the construction of the European Spatial Development Perspective (ESPON ET2050).

Map 2: Total expenditure on R%D, 2008, Distance to National 2020 target, SIESTA



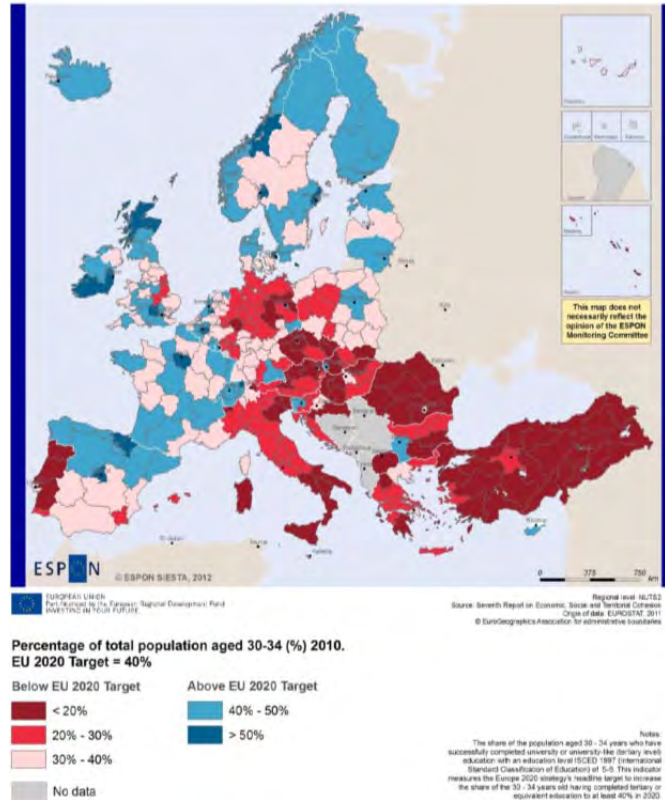
Source: ESPON SIESTA, Annex C, pp. 14

For Italy finding areas of investment for R&D means bringing the level of education of the population between 30 and 34 years to the European level (Map 3) and, of course, we cannot expect any support from the Union in this direction shortly.

Italy is an "ageing region" in every sense, in contrast to many European regions, and it seems unwilling to give up its dominant cultural models, where the regional economy has a strong influence on the ability to relate the local with the global also in terms of education. This consideration also explains why some regions in Italy (e.g. Emilia Romagna before the earthquake, Valle d'Aosta and Friuli, where a lot has been invested in tertiary technical education) seem to have been less affected by the crisis and it also explains why the regions with the highest rate of employment in the manufacturing sector have been affected in terms of employment by the effects of the recession only in the latter period.

The reaction to the effects of the crisis in the industry was initially very different: Germany, Netherlands, Sweden and Finland seemed to have reacted positively to having started since 2007 innovation and integration policies among productive sectors, by limiting the employment in services by focusing on their quality and efficiency, and by making the most of "temporary support" guaranteed by the Structural Funds 2013.

Map 3: Population aged 30-34 with a tertiary education – Average 2007/10. Distance to National 2020 target, SIESTA



Source: ESPON SIESTA, Final report pag 61

On the opposite Portugal, Spain, Ireland, Italy and Greece seem to have reacted negatively for exactly opposed reasons, but especially for not acting on the 12 competitiveness¹¹ pillars reported by the World Economic Forum in 2009. The all to witness, once again, the lack of unity of the country to the European system and the enduring of implicit forms of protectionism in national economic policy, beyond the Euro, as evidenced by the strong attention the spread has had.

Quite simply, one could say that even the ESPON studies have suffered the effects of the crisis, when it was already clear and irreversible, focusing on the negative values of the South compared to the Centre-North of Europe and imputing their high negative rate to a lack of competitiveness; in addition, one might add that the projects have guessed the crisis but not analysed it in terms of finding solutions. And if a criticism can be made, at the time, this refers to the epistemological ability to understand that this long-lasting crisis is not only due to debt, to the speculation and to the distrust of the markets but to the problems of a European Union which is far from being politically cohesive and therefore less dependent on domestic political variables and on the trend of the Euro.

Slow growth, with low rates of productivity growth and demand in southern Europe and therefore also of the country, has certainly triggered the current economic recession that preceded the hardest phase of the crisis. In Italy, Spain, Greece and Portugal, the symptoms were evident: economic activities are increasingly tied to specific contexts (many of whom considered by business "success stories"), requesting them and the public policy of providing positive externalities (post-Fordism), neglecting the value of internality.

¹¹ Institutions, infrastructure, macroeconomic stability, higher education and training, goods market efficiency and goods, labour market efficiency, financial market sophistication, technology, market size, business sophistication, innovation, all interrelated to each other .

Public investment, implemented in the majority of cases through the Structural Funds, have been almost never directed (infrastructure, innovation, energy, services, etc..) and measured on the demand. The public investment were mediated, since 2009, by a European policy of fiscal constraint - sometimes even from ideological myopia of the central and local governments. They has minimized the importance of the existing resources in the regions, focusing rather on the remetropolitisation and reconcentration of economic activities mainly in those areas already equipped with the necessary framework conditions (Map 4).

The theoretical background of these actions have been several ESPON studies and, depending on the country, it has mixed with the effects of the "new growth theory" (use of highly professionalized human capital) and many other theories (from the institutionalist, to the evolutionist one, and that of clusters, etc..), so creating a melting pot of difficult orientation for a system that claims to be unitary such as the EU.

Watch Italy through ESPON - Studies conducted by the ESPON projects on European regions and provinces envisaged - potential and actual - crisis scenarios even for Italy, making it possible to anticipate the effects of economic and territorial unwanted European policy implemented through use of the Structural Funds 2006 2013, almost always designed to 'catch up' and not to support one side the competitiveness and innovation of production systems still in the process of economic transition (Piedmont) or already established (Lombardy), or the other, the sustainability of the activities considered 'safe' and attractive such as energy, tourism or hospitality for major events (Valle d'Aosta, Lombardy, Lazio).

The most recent projects support the thesis of reconcentration of some systems that have always been considered metropolitan in the form of macro-region. This is characterized by phenomena of established re-metropolitization in the already known large urban area (Milan-Bergamo-Brescia, Bologna-San Lazzaro, Venice-Padua) outlining the polycentric model of the macro-region of the Po and a shared planning path in an attempt to reach the high performance that are found in the global regions of Central Europe.

The extent of this state, defined as the absence of a national rather than regional cohesion and external (to the EU), has widely limited the expected results (effectiveness) in the use of resources, despite the availability of national and European aids for the regions of the Centre-South (Umbria, Lazio, Abruzzo, Molise, Campania) - beyond the catastrophic events that have hit the country in recent years.

The lack of national cohesion proved to be 'contagious' for the regions of central and southern Italy and rapidly spread and branched (Adriatic area, for example), disrupting those processes aimed at an integrated employment (ageing of a working population scarcely inflexible, micro entrepreneurial dimension) in leading sectors of the Italian economy.

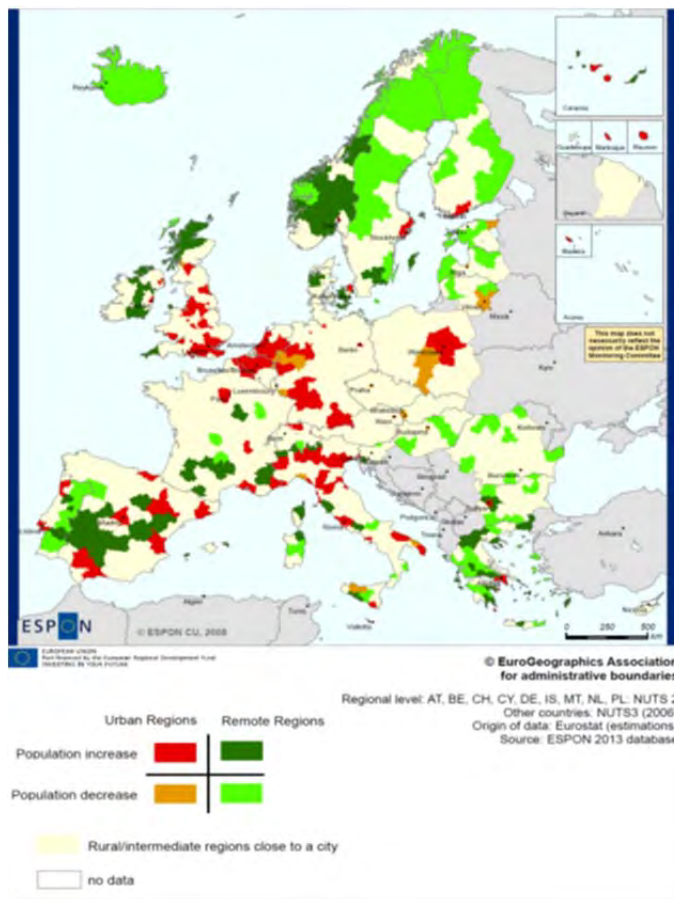
It is therefore not surprising that in Italy there has been, just in the initial phase of the crisis and on EU boost, a significant increase in spending of the Public Administration in the formation of regional GDP (health, education and local government) in compensation of the national one, focused on military spending between 2008-2010, which ensured the participation of the country to the great operations of international politics.

To compensate for the negative effects that it produces, the Italian regional economy has turned, in the short term, to the exports focused on traditional sectors, accentuating the already existing trend in the service sector and the low sectoral diversification, where the less accessible rural and mountain areas have been excluded though.

The Southern regions were particularly weakened by these processes, making it even more evident to the EU the economy and employment instability in regions such as Basilicata, Calabria, Sicily, Sardinia, triggering urgent demands of cohesive policies based on flexibility and labour mobility, energy and waste recycling, technological innovation for businesses and social integration, to fasten to the efficiency of the infrastructural network.

The regions that have always been the bearers of a strong social cohesion (such as Valle d'Aosta) have reacted by focusing, as it was obvious, on their potential and reducing the investment in ICT and R&D, which proved higher in regions where the support for social cohesion has failed (Piedmont, Lombardy, Emilia Romagna, Marche).

Map 4: Population growth in urban and peripheral regions, DATABASE, 2010



Source: ESPON Database, 2013

And therefore it becomes evident the impossibility of pursuing homogenizing actions (convergence) for the relaunch of growth in Italy, because this assumes an ambiguous connotation in lagging regions, as highlight by the empirical evidence with respect to the labour market with a poor attention in the North Italy (but also in Slovenia and Austria) to the inclusion of economic and social labour forces that are still potentially active between 55-64 years, in favour of the youth labour force who choose not to continue in university education (more than 30% in Italy, Spain and Luxembourg).

The gross domestic expenditure on R&D (identified in Europe by the acronym GERD), which would have to reach in 2010 the 3% of GDP to be devoted to two thirds to the private sector (aeronautics, transportation technology, etc.), is low in many European regions of early industrialization (not only in Italy) and mirrors the weight of the low per capita productivity in our country,

It is evident, therefore, the need to implement policies to stabilize economic and territorial contexts. First of all the prices in regions of low productivity of the South (before the crisis, prices in Italy were in the European average and did not vary more than 7%), which poorly compete with the merger of the North and with the decrease of specialization and purchasing power of wages in front of the contraction in consumption.

Productivity does not correlate with the rate of employment in some regions of Southern Italy and Europe (France, Greece, Spain): Sicily, Calabria and Campania in 2006 showed higher rates of productivity than the European average but low levels of employment, in contrast to Germany, 'Fennoscandian' and Switzerland, whose long-term unemployment rates were similar to those that were recorded in the German Laendern born after the unification.

PART 1

**THE ITALIAN CONTRIBUTION TO APPLIED RESEARCH
(PRIORITY 1)**

1. SOME POLICY OPTIONS FROM THE DEMOGRAPHIC AND MIGRATORY FLOWS AFFECTING EUROPEAN REGIONS AND CITIES DEMIFER PROJECT¹

Philip Rees², Nicole van der Gaag³, Joop de Beer⁴ and Frank Heins⁵

The demographic challenges of the ESPON space are not only a topic of scientific interest; they are also a political challenge. The challenges related to the demographic trends are an important issue for the design of regional policies, especially when they intercede with the territorial competitiveness and cohesion at different geographical scales (NUTS1 (the State), NUTS2 or NUTS3). These challenges should be carefully observed and analyzed in order to formulate adequate policies.

Demographic and Migratory Flows affecting European Regions and cities (DEMIFER) is an applied research project that identifies the main demographic challenges that affect the ESPON space and suggests a number of scenarios regarding the future demographic trends that should facilitate the design of policies. The main activities included the analysis of the size and the structure of the total and working-age population and its changes, the construction of relevant scenarios that describe these changes, the formulation of policy options to face the challenges of posed by demographic change, as well as the possible impact of climate change on migration.

The linkages between demographic trends and economic development are manifold and still debated. Nevertheless, addressing the economic problems without considering the demographic context will lead to the formulation of ineffective policies.

Some of the basic questions of the DEMIFER project are:

- What are the main drivers leading to disparities in the demographic trends in the ESPON space?
- How are the dynamics of the working-age population affected by demographic growth and especially migration flows?
- What is or should be the impact of interregional and international migration on the drawing of policies?

The main drivers of the future demographic trends are set within an economic and environmental context difficult to predict. The following trends are for instance mentioned in the DEMIFER study:

- The ageing of the population. This trend observed in the ESPON space, even if unevenly affecting territories, has an important impact on the number of persons and on the sustainability of related social services and future provisions of the social security systems. This problem should be politically addressed in a more articulated context that includes labor productivity, the pace of cohort replacement rhythm, the regional attractiveness regarding skilled and highly skilled migrants etc.
- The slowing population growth. In recent years, the population of the ESPON space has been

¹ This note is an excerpt of Rees et. al with material taken from Joop et.al.

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English translation provided by the Authors

increasing slowly. Different studies (including the DEMIFER scenarios) expect that the ESPON countries will start losing population in the near future with all the inherent consequences: decrease of the working-age population, changes in the age structure of the population, leading to new patterns of interregional and international migration. Policies should be designed to mitigate the consequences.

- The switch from natural growth to migration as the main driver of population growth. This issue should be considered in relation to the aspect that regions that are attractive to migrants would cope differently with population decline and population ageing. These regions will probably be able to rebalance the elderly dependency ratio, they will have a younger population age structure or they will have a better control on the short-term demographic trends. On the contrary the regions characterized by emigration will see their demographic structure shaped by the loss of young people often participating in the labor force, they will register a higher pace of ageing and they will become more susceptible to social and economic challenges.

Population change is the outcome of different demographic trends: fertility, mortality, internal and international migration. The importance of these processes is varying over time and the balance of these components causes the population of a region to grow or to decline.

The most challenging scenario for a policy response is the case of regions with low fertility rates, high mortality and negative net migration where the migration outflow is larger than the inflow.

These components are not only determining the total demographic change, but also the changes in the structure working-age population:

- Mortality naturally affects more the older cohorts that are already out of the working-age; in some cases especially in some Eastern European NUTS2 regions) there is an effect also on the middle age cohorts, probably due to specific morbidity and mortality patterns.
- Fertility presents an effect on the working-age population with a time lag meaning that effects we will be observed only in the future. However, the regions with high fertility rates will in the short run present a relative negligible diminution of the working-age population due to the period of child care (variable from country to country) that involves at least one active person per child.
- Net migration presents two different cases: when positive, the working-age population will consolidate or its decline due to the other factors will be alleviated. A negative migration balance will affect the age structure of the working-age population, as migrants are usually young working adults.

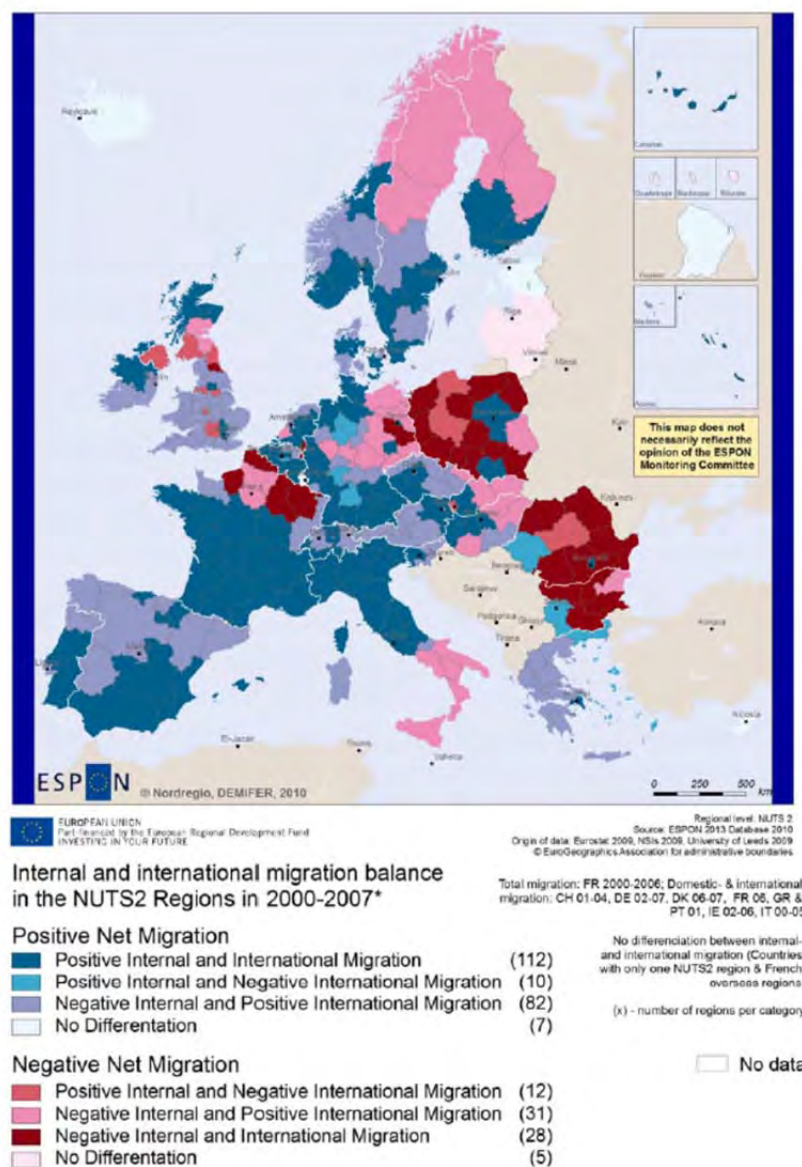
The total population of the ESPON countries is estimated to be about 515 million in 2010. In recent decades, the population of the ESPON countries has been increasing slowly. However, at the regional level significant disparities in population growth can be observed. Between 2000 and 2007, just over one out of four NUTS2 regions have lost population, whereas nearly 60 % of the regions experienced an average annual population growth of less than 1 %. In only one out of seven regions population growth was greater than 1 % (Van der Erf et al. 2010).

During this period migratory movements have been the main source of regional population change. The impact of natural growth (the balance of births and deaths) has become very small. Relatively high population growth is mainly found in Western Europe and in several Southern European regions, while population decline is mainly observed in Eastern Europe and in several Northern regions.

The ageing of Europe's population is a long-running and continuing process. The percentage of regions with a high share of elderly people (more than 15 % of the population aged 65 or over) increased is increasing continuously, for example from 60 % in the 1990s to above 70 % in the 2000s.

In the period 2000-2007, the working-age population increased in the ESPON space in general. But more than one-quarter of the NUTS 2 regions had to face a decline in the size of the working-age population. These regions are located mainly in Germany (particularly in the Eastern Länder), the United Kingdom, Bulgaria, Hungary, Denmark, and Sweden (Map 5). On the contrary the regions in the Eastern part of Spain, the Southern part of France, Ireland, and Poland still show an increase in the working-age population. In most regions, the main cause of changes in the size of the working-age population is cohort turnover, i.e., the replacement of the older generations that are retiring through the young generations entering the labor market. But very often the increase of the working-age population is the result of the migration trends. Some attractive regions in the United Kingdom, Spain, France, Italy and other countries, very often metropolitan areas, see their population increasing, sometimes by almost 1% per year.

Map 5: Net Migration by main components 2000-07, DEMIFER



Source: De Beer, J., et. al., p. 6

At the regional level, migration can be split into two components: internal migration between regions within each country and international migration from and to other countries (the sum of intra- and extra-Europe migration flows). In 73 % of regions, the total migration balance was positive (Van der Erf et al. 2010). In about half of these regions, the impact of internal migration was negative, but these net outflows of migrants were compensated by a positive international migration balance. The reverse pattern, i.e., a negative international migration balance compensated by a positive internal migration balance, is rare.

In 10 % of the regions, both internal and international migration contributed to a negative net migration. These regions of migration loss are found mainly in Bulgaria, Romania, and Poland.

A further distinction can be made between international migration to and from countries within and outside of Europe. A negative international migration balance is almost exclusively the result of migration outflows to other countries within Europe. Almost all regions experienced throughout the period of observation population growth due to immigration from outside of Europe. The directional mix of international migration varies between countries: countries whose main exchanges are with the outside of Europe (Czech Republic, France, Spain, UK), countries whose main exchanges are within Europe (Central Europe, Eastern Europe, and Nordic countries, except Sweden) and countries whose main emigration is to Europe and main immigration from outside Europe (Portugal, Italy, Greece, and Sweden).

This pattern is related to former imperial or colonial history, to geographical position in the ESPON space, i.e. being a Mediterranean country. Without changes in the levels of fertility, mortality, and migration (the status quo scenario), the overall European population will fall by about 40 million by 2050, which is a decline of about 8 % (Kupiszewski and Kupiszewska 2010). Regional differences are considerable. Some 40 % of the regions will experience population growth while 60% will be confronted with decline. In most of the cases, increasing populations are the result of net immigration from outside Europe. The main cause of population decline is negative natural change combined with a negative migration balance. Eleven regions, found in Romania, Bulgaria, Poland, and Eastern Germany, would face a decline by over 50%. In 86 other regions, population would decline by 20% or more. The overall impact of migration on population size is considerable. Three-quarters of all regions would have a larger population in 2050 if current migration flows continue compared to the scenario excluding migration (Map 6).

The impact of migration (both internal and international) goes beyond the change of the number of total population or working-age population. It also affects the age structures of populations and the labor force. Without migration, in 70 % of the regions in Europe the Old age Dependency Ratio (ODR) would be higher. As most migrants are in the young-adult age group, their internal out-migration or international emigration raises the ODR as it reduces the number of working-age people. At the same time, in regions attracting migrants the newcomers will raise the number of young adults and the economically active population will increase. In general, migration is beneficial for most affluent regions, whereas poor regions lose population due to migration. Migration therefore reduces ageing in affluent regions and increases it in poor ones and thus will be a strong factor increasing regional disparities.

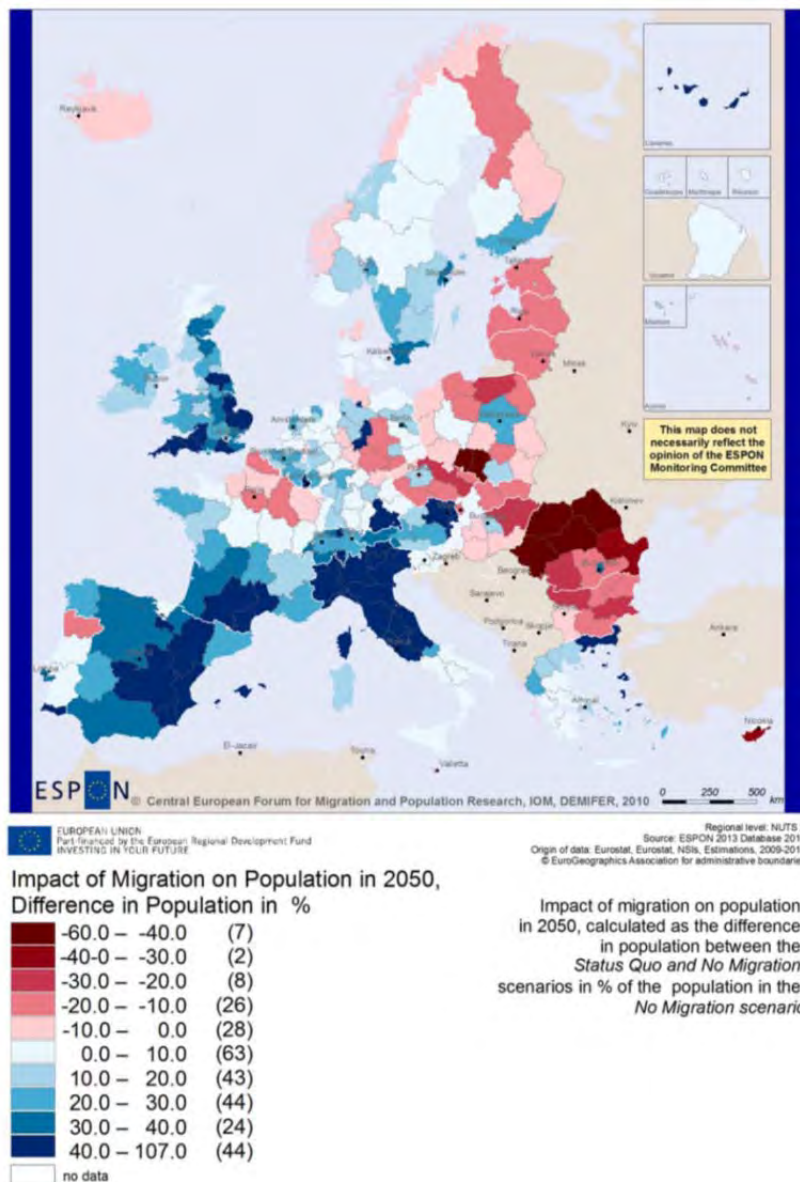
The evaluation of DEMIFER scenarios show that, should current demographic trends and migration flows continue, the European working-age population would shrink and disparities across regions would increase. This has led to calls for policies to improve European competitiveness and regional cohesion. Policies may be aimed to accommodate these demographic changes or policies may be aimed to directly affect the demographic trends. Growth cannot simply be enhanced and disparities cannot simply be reduced by policies aimed at directly affecting demographic developments and migration flows since these depend in the first place on the economic situation.

If young couples do not have faith in the future they tend to have only a small number of children. Therefore, policies aiming to raise the level of fertility will not be effective if the general economic situation fails to improve. Moreover, policies affecting the level of fertility will have effects on the growth of the

working-age population in the long run only. These policies will not help in reducing labor shortages in the next two decades or so.

Policies aimed at increasing mobility between European regions and countries may reduce rather than increase cohesion since young adults tend to migrate from disadvantaged to affluent regions. Thus policies aimed to stimulate migration can be effective only if they are part of policy bundles aimed to improve living conditions in poor regions, for example by improving the availability of jobs, housing, schools, and the quality of the environment. Policies that are aimed at allowing economic migration from outside Europe in order to respond to the needs of the labor markets will be effective only if integration policies are successful. Furthermore, as immigrants tend to move to economically healthy regions, regional disparities may increase, particularly as regions with a healthy economy tend to be better able to attract higher skilled migrants. Policies to address demographic challenges should therefore not just be aimed at influencing the size and direction of demographic trends and migration flows, but should be combined with policies in other spheres as well.

Map 6: Impact of migration on Population in 2050, DEMIFER



Source: De Beer, J., et. Al., p. 22

There exists a debate about whether population decline is good or bad for countries and regions (Reher 2007; Coleman and Rowthorn 2011; Van Dalen and Henkens 2011). The arguments pointing to the benefits of population decline include reduction of environmental impact, greater sustainability, reduction of greenhouse gas emissions, lowering of traffic congestion, and release of more housing space for improving living standards.

All DEMIFER scenarios show significant increases in old age and labor market dependency ratios. The direction that policy must take is clear: we must decrease the numbers of dependent old and increase the numbers of non-dependent working-age adults. This should be achieved through raising the age of entitlement to state pension, reducing those entitlements through generating benefits through savings rather than tax transfers, ensuring healthy ageing that leaves people well enough to work well beyond current retirement ages and planning new career and work patterns that enable older workers to downshift in terms of physical effort, responsibility, or working hours.

There has been and will be vigorous opposition to such measures by workers who currently enjoy the benefits of the current system but the privileges of “system insiders” will threaten social solidarity while the numbers outside the system grow. In the debate about these needed reforms to our system of social support in old age, there is a contention that older workers working beyond current retirement age will take up jobs that would otherwise have become available for younger workers. However, the DEMIFER projections show that the population of working-age will decrease in most regions under most scenarios. There will therefore be plenty of opportunities for young-adult workers who have the skills needed in today’s labor market and for the retention of older workers who can adapt to changing labor market conditions by acquiring new skills and adjusting their hours of work to suit their capacities. In fact, the most effective and productive working teams are intergenerational, benefiting from the energy of youth and the wisdom of age but in organizations that are less hierarchical and more democratic.

Policies aimed at affecting the size of the labor force should be supplemented by policies aimed to affect productivity growth through investment in human capital. If the labor force declines, productivity growth will need to become the main driver of economic growth.

The pattern of regional population decline and population loss goes hand in hand with poorer regions exporting people to richer regions. This has benefits for both kinds of regions. Surplus labor in poorer regions transfers to where it can be (more) productive and earn a living. Labor shortages in richer regions are relieved and regional product enhanced.

The net welfare of Europe is improved as a result of the process, but we continue to worry that poorer regions are somehow subsidizing the richer regions by investing in the education and training of young people and then seeing that investment move elsewhere. Earlier we suggested that inter-country and inter-region migration would lead to increasing inequality between regions.

How can this process coincide with a claim that migration processes improve the net welfare of the European population? If we measure regional inequality using the regional mean values of welfare indicators (e.g., per capita income), then the gap between rich and poor regions will remain, but the number of people who have moved out of poverty or out of a difficult economic situation through migration will be large. Using people as the observation units rather than regions measures inequality more fairly.

Recent work makes the case that migration benefits the sending country as well as the receiving country (Goldin et al. 2011). The main arguments are that remittances make a considerable contribution to the income of the sending country (much larger than international aid flows), that the prospect of emigration opportunities encourage sending country populations to invest more in education and that the productivity of the fraction of emigrants who return is higher than that of stayers.

Emigration also connects poor regions with wider international networks and this benefits business development in sending regions. Kapur (2010) argues that Indian engineers and IT specialists who migrated to Silicon Valley, California were instrumental in getting the world to buy services from South India's IT firms.

The main focus of the cited studies has been on intercontinental migrants rather than intra-Europe or intra-country migrants. We should not therefore expect too much from policy initiatives but be grateful that the existence of the right to migrate across all Europe means that people can move to where they can be most productive.

Acknowledgments

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The authors are very grateful to their colleagues in the DEMIFER project team for helping produce the work upon which this paper is based. Team members were: at the Netherlands Interdisciplinary Demographic Institute (NIDI), Rob Van der Erf; at the University of Vienna, Ramon Bauer and Heinz Fassmann; at the International Organization for Migration/Central European Forum for Migration and Population Research, Dorota Kupiszewska and Marek Kupiszewski; at the University of Leeds, Peter Boden, Adam Dennett, John Stillwell, Pia Wohland and Martyna Jasinska; at the Netherlands Environmental Assessment Agency, Andries De Jong and Mark Ter Veer; at the Nordic Centre for Spatial Development, Johanna Roto, Lisa Van Well and Daniel Rauhut; at the Italian National Research Council, Institute for Research on Population and Social Policies, Corrado Bonifazi, Massimiliano Crisci and Giuseppe Gesano. Other colleagues contributed to the case studies undertaken in the project. The help and the constructive comments of Maria Prezioso and Maria Coronato are gratefully acknowledged.

2. TRANSPORT ACCESSIBILITY AT REGIONAL/LOCAL SCALE AND PATTERNS IN EUROPE - TRACC¹

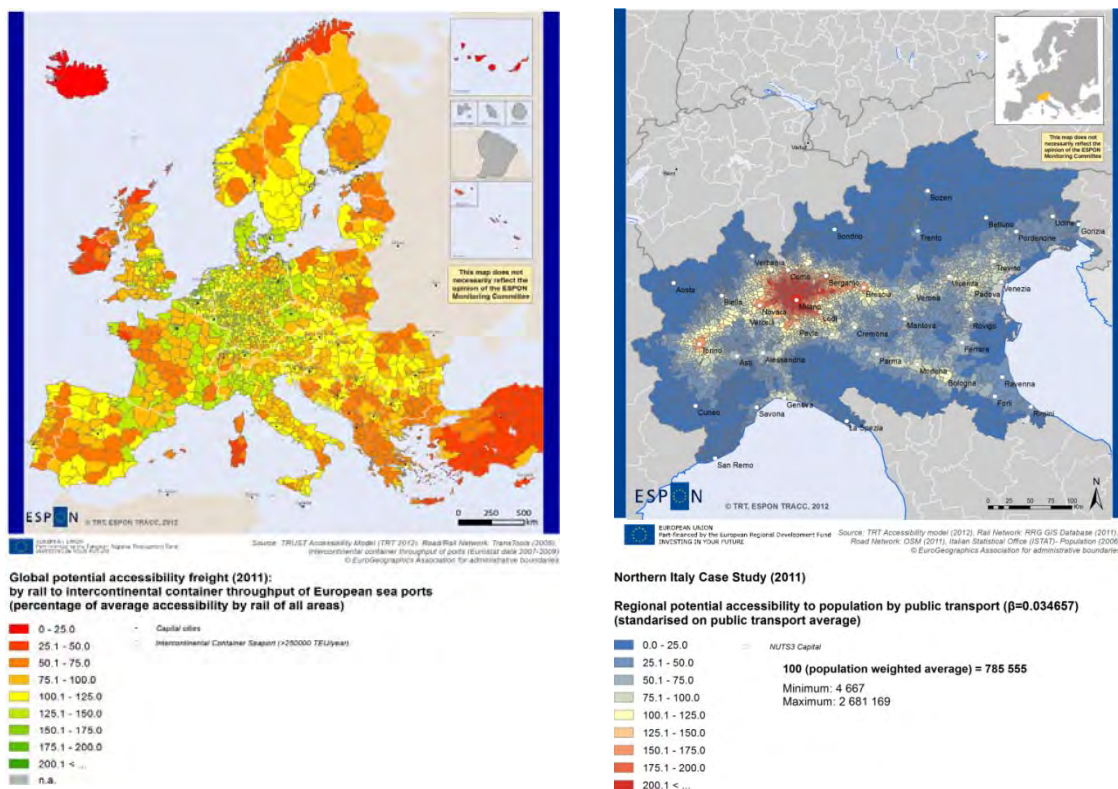
Davide Fiorello²

2.1 THE PROJECT

The ESPON project TRACC (TRansport ACCESSibility at regional/local scale and patterns in Europe) aimed at taking up and updating the results of previous studies on accessibility at the European scale, to extend the range of accessibility indicators by further indicators responding to new policy questions, to extend the spatial resolution of accessibility indicators and to explore the likely impacts of policies at the European and national scale.

A comprehensive review of accessibility indicators used in research and practice showed that there is no single standard accessibility indicator serving all purposes. The conclusion for TRACC was therefore to develop a systematic and consistent set of accessibility indicators which matches a range of specific requirements. Indicators were developed at the European level regarding NUTS-3 regions and at regional level in several case studies regarding LAU-2 regions. This resulted in an enormous amount of empirical material presented and analysed with the help of maps and diagrams in the different volumes of the TRACC Final Report. Examples of accessibility maps are shown in Map 7.

Map 7: Examples of accessibility maps produced in the TRACC project



Source: TRT Accessibility model, 2012

¹ English translation provided by the Authors

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2.2 THE POSITION OF ITALY

At the European level, the overall picture of indicators suggests that Italy lags behind the accessibility level of the central western European area – Benelux, Germany, France and southern UK – even if the differences are more or less significant according to the specific indicator considered. The disadvantage of Italy is larger for road and rail accessibility also for mere geographical reasons and, indeed, accessibility clearly worsens moving from north to south of Italy. Also for maritime accessibility Italy is in an intermediate position: not as high as the North Sea area – whose ports are currently the most attractive destinations and are generally quite conveniently accessible given their central position (of course that the biggest ports are also central is probably not a mere combination) – but especially deep sea accessibility to Far East is very good. Air accessibility is the less dependent on geography, yet central regions have some advantage and especially Southern Italy suffers for a worse position, but also the quality of infrastructures.

2.3 REGIONAL CASE STUDIES

On the distinctive features of the TRACC project was an exploratory analysis of regional accessibility patterns across Europe. For this purpose, a selection of regional case studies was made covering a wide range of different types of regions in different parts of Europe: West Mediterranean in Spain and France, Northern Italy, Bavaria (Germany), the Czech Republic, Poland, the Baltic States and Finland. Together, they form an arc stretching from the Mediterranean Sea in south-western Europe up to the far north of the Nordic countries, covering a wide range of different types of regions: core and peripheral areas, inland, coastal and insular territories, urban and rural territories, densely populated and sparsely populated areas, flat and mountainous territories.

Each regional case study in TRACC consisted of two integrated spatial levels: the whole region and a set of zoom-in areas. Within the Northern Italy case study the zoom-in areas were four provinces with different features: Milan (a densely populated and rich of infrastructures metropolitan area); Piacenza (a mostly flat and central area with good transport infrastructures); La Spezia (a peripheral area constrained by sea and mountains with connections channelled through the coast and a limited number of passes); Belluno (a mountain peripheral area not crossed by any motorway or trunk rail line).

Looking at the various accessibility indexes computed in TRACC, the Northern Italy region could be described as an area with four main subzones (of which zoom-in regions are significant samples). Within the subzones accessibility is quite homogeneous while between the subzones the accessibility changes significantly. The first subzone is the metropolitan area of Milan and its surroundings. This subzone is significantly at the top of accessibility values thanks to the structure of the transport networks (and of the transport services) as well as to the concentration of activities. The second subzone is made of the subalpine area extending east and west of Milan (from Turin to Venice) and of the corridor from Turin to Rimini (at the south-east corner of the study area). This second subzone, broadly corresponding to the “Padan megalopolis”, also shows high level of accessibility, sometimes even as large as those of the metropolitan area of Milan. The third subzone includes the mountain part of the study area at its northern and southern borders. This subzone has generally quite a poor accessibility, but it is also very sparsely populated. Finally the fourth subzone is made of the remaining zones, which are located in between the other ones and present a medium level of accessibility.

Accessibility was investigated for both private and public transport. Not surprisingly, a clear difference was found, with the latter performing worse than the former. However, at least in the core subzones, also public transport allows for good levels of accessibility.

2.4 POLICY INDICATIONS

The analysis of the accessibility indicators pointed at various policy conclusions. A relevant one is that several European regions would improve their accessibility if they were not restricted to access national activities (jobs, services, etc.). This is especially apparent in border regions like e.g. western Poland, north-eastern and southern Germany, eastern and southern France. This situation calls for accelerating the EU integration. This can mean removing institutional issues as well as economic obstacles regarding border permeability preventing to seek jobs or study abroad. However, other boundaries exist (e.g. language) which reflect also the existence of communities where people grow and live in, consolidating human relationships which cannot be easily replaced moving elsewhere. Therefore, European integration should mean also appropriate economic policies (fiscal treatment, welfare state, balancing of trade flows, control of capital flows, public investment, etc.) such as inhabitants of currently disadvantaged peripheral regions can improve their position without moving outside their living environment unless this is a truly and entirely voluntary choice.

Another indication, stemming from the evidence of different levels of freight accessibility is that the progressive rise of Far East as trade partner opens to Mediterranean regions the perspective of exploiting an advantage in terms of geographical position. In this respect, efficient multimodal infrastructures (ports, transshipment facilities, intermodal centres, roads, railways) would be a necessary, although not sufficient, condition.

3. KNOWLEDGE, INNOVATION, TERRITORY - KIT¹

Roberta Capello², Roberto Camagni³, Andrea Caragliu⁴, Camilla Lenzi⁵

3.1. AIM OF THE PROJECT

Since the publication of Agenda 2020, pointing to a smart, inclusive and sustainable growth path for Europe, the need to formulate effective policies aimed at increasing the competitiveness and the innovative capacity of European countries appeared more and more compelling. ESPON aimed to contribute to this debate on the revitalization of the innovative capacity of the European territory and of regional policies that can boost competitiveness in this sense, through a study of the "territorial dimension" of the knowledge economy for all NUTS2 regions of the 31 ESPON countries (27 member states of the EU, with the addition of Liechtenstein, Switzerland, Norway and Iceland). The KIT (Knowledge, Innovation, Territory) project in fact has as a general objective to interpret the spatial dynamics of innovation and knowledge creation processes, and to analyze their impact on the performance of European regions, in order to formulate appropriate innovation policies at the local level.

In particular, the project is structured around three analyses:

1. the description of the spatial trends of knowledge and innovation in European regions;
2. the interpretation of the impact of innovation and knowledge on the economic performance of European regions;
3. on the basis of the results achieved, the formulation of suggestions for innovation policy at the European level.

3.2 THE POSITIONING OF ITALY IN INNOVATION PATTERNS

The KIT project elaborates a clear conceptual approach that originally departs from previous studies. The key idea, based on a robust conceptualization and supported on a rich empirical analysis on the spatial distribution of knowledge and innovation trends, maintains that knowledge and innovation do not necessarily co-occur in space (Capello and Lenzi, 2013a).

Knowledge is defined as the creative step and new ideas leading to new products and processes and depends on preconditions that differ from those elements needed to guarantee the capacity to commercialize new products and processes, i.e. the innovation step.

The reality is full of similar examples: the anti-lock brake system (ABS) was invented by US car makers but became prominent primarily because of German automotive suppliers; the fax machine as well, first developed in Germany, was turned into a product successful worldwide by Japanese companies.

¹ English translation provided by the Authors

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If this holds true, at the regional level the mismatch between invention and innovation steps is even more manifest. The empirical results show that there are regions innovating without a strong knowledge creation capacity and, vice versa, there are regions with strong knowledge creation capacity but with more limited innovation capabilities, suggesting an interesting conclusions. There can exist different innovation modes: some regions may show preconditions to create knowledge locally, to translate it into innovation and to achieve better economic performances. On the other hand, there are regions without local preconditions and capabilities to create knowledge, but that can access and use external knowledge by exploiting selective linkages with other regions and, on the basis of specific local preconditions, use it to develop innovation and achieve growth. Lastly, there are regions innovating by imitating external innovations and adapting them to local business needs.

This idea finds an operative application in the KIT project. The project proposes a taxonomy of “territorial patterns of innovation”, that represent different modes of performing the different phases of the innovation process, based on the presence/absence of context conditions that support the creation of knowledge, the attraction of external knowledge and innovation.

Based on a rich data set, for all European NUTS2, that encompasses all the elements that can characterize a territorial pattern of innovation, namely endogenous knowledge and innovation, external knowledge and innovation potential, as well as the regional preconditions behind them, a cluster analysis has been implemented leading to interesting results (Capello e Lenzi 2013b; Map 8).

The empirical results of the cluster analysis confirm the existence of the conceptual patterns identified and highlight that there exists a variety even more fragmented than that conceptually envisaged. There are two clusters that can be associated with our conceptual Pattern 1, and two clusters can be associated with Pattern 2, while only one empirical cluster is associated to Pattern 3.

The empirical results indicate that the European territory is composed of:

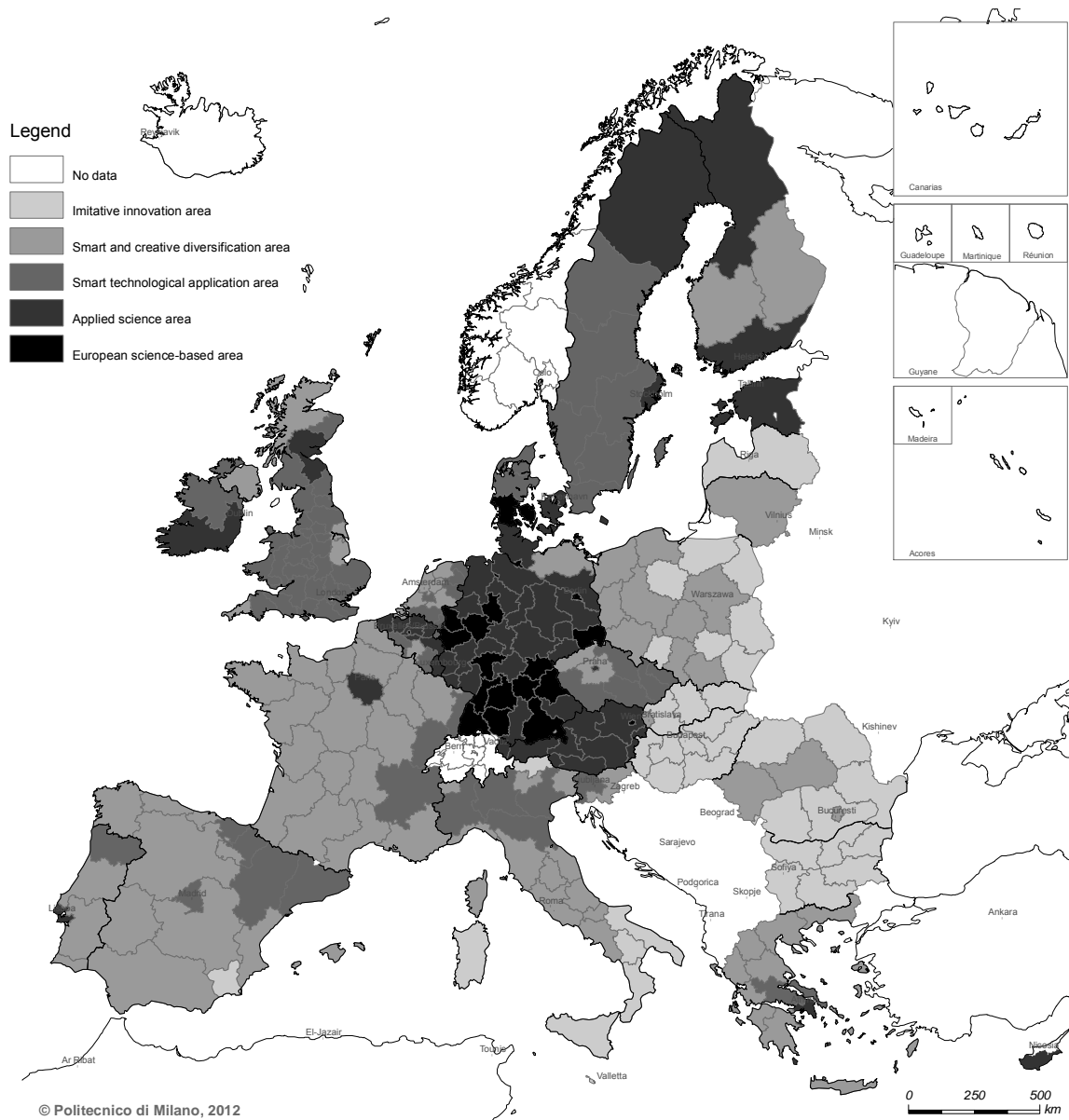
- an European science-based area, made of strong knowledge and innovation producing regions, specialized in general purpose technology, with the highest generality and originality of the science-based local knowledge, and the highest degree of knowledge coming from other regions among the five clusters. They are mostly located in Germany, with the addition of Wien, Brussels, and Syddanmark in Denmark;
- an applied science area made of strong knowledge producing regions albeit characterized by a local knowledge base of applied nature, and a high degree of knowledge coming from other regions. R&D activity is high also in this group of regions, but differently from the previous group, it is focused on specialized technological fields. This type of region is mostly agglomerated and located in central and northern Europe, namely in Austria, Belgium, Luxembourg, France (i.e. Paris), Germany, Ireland (i.e. Dublin), Denmark, Finland and Sweden with some notable exceptions at East such as Praha, Cyprus and Estonia and at South such as Lisboa and Attiki;
- a smart technological application area, linked to the second conceptual pattern, characterised by regions with a high product innovation rate, with a relatively limited degree of local basic science with respect to the previous two groups. Knowledge is applied to a diversified range of technological fields. This group of regions includes mostly agglomerated regions in EU15, such as the northern part of Spain and Madrid, Northern Portugal, Northern Italy, Ljubljana, the French Alpine regions, the Netherlands, Czech Republic, Sweden and the UK.
- a smart and creative diversification, also linked to the second conceptual pattern, departs from the previous group because of a higher degree of local, informal competencies, embedded in local creativity and entrepreneurial net that spur the search of external formal knowledge to balance its lack at the local level. These regions are mainly located in Mediterranean countries (i.e. most of

Spanish regions, Central Italy, i.e. industrial districts), in EU12 agglomerated regions in Slovakia and Poland, few regions in northern Europe, namely in Finland and the UK;

- an imitative innovation area, that displays the lowest knowledge and innovation intensity, lacks the territorial preconditions to translate the available knowledge into innovation, such as creativity, a strategic vision of innovation and entrepreneurship, but shows attractiveness to foreign direct investments and some innovation potential. Most of these regions are in EU12 such as all regions in Bulgaria and Hungary, Latvia, Malta, several regions in Poland, Romania, and Slovakia, but also weaker areas in EU15 such as in Southern Italy.

Italy shows a variety of modes of innovation, ranging from imitation, in the South of the country, to smart and creative diversification in the Third Italy, to smart technological application in the Northwest and Emilia-Romagna. The two patterns based at most on the creation of knowledge, both applied and basic, are not the traditional patterns of innovation of our country.

Map 8: Territorial patterns of innovation in Europe



Source: Capello e Lenzi, 2013

The empirical results described show that the path to innovation and modernization are very different between regions, and related to local characteristics and specificities. The variety of innovative models explains how misleading can be a single normative goal for the whole of Europe as regards innovation. The taxonomy presented opens the way towards policies tailored to the different regional innovation modes, and it is on these local innovation profiles that a smart specialization strategy can find a stronger and more appropriate conceptual basis on which to launch innovation policies calibrated on regional specificities.

3.3 EFFICIENCY OF INNOVATION PATTERNS AND REGIONAL GROWTH

Italy clearly shows innovation modes oriented to the application of basic knowledge base developed elsewhere, or based on creativity or imitation. The question that arises is: how the lack of ability to create new knowledge, basic and applied, translates into the loss of competitiveness of our regions?

The project KIT answers this question by showing that the situation is less critical than might have been expected. The empirical results show that both the creation of knowledge (measured in terms of R&D) and innovation are crucial in explaining the growth paths of European regions. However, the results add an important aspect: the impact of innovation on economic growth is 3.5 times greater than that obtained from knowledge. If this result partly depends on a more even distribution of innovation in space, with respect to knowledge, it follows that regions are able to exploit efficiently the way they innovate and gain competitiveness by their innovative efforts.

This result is not trivial. In the context of the Italian regions, which lack a critical mass of R&D to grow through linear models of innovation, moving from local knowledge to local innovation, there is not only need of European policies spurring growth in R&D investments. Innovation policies in support of the innovation modes characterizing our regions, aimed at promoting creativity and the creative application of technology, can be equally, if not more useful.

3.4 A SYNTHESIS OF NORMATIVE IMPLICATIONS

The five innovation patterns empirically identified in the KIT project can be a good starting point to launch innovation policies that include territorial aspects and elements within a framework of appropriate regional innovation policies, along the lines identified by the reform of the Structural Funds, explicitly understood as the "key to translate the priorities of Innovation Union Europe flagship actions into practice" (EC, 2010, p. 2).

Smart innovation policies can be defined as those policies capable of increasing the capacity of an area to increase the effectiveness of the accumulated knowledge and to foster technological diversification on the basis of local specificities and the characteristics of the innovation mode already widely present in the region.

This strategy does not want to increase the risk of lock-in regions into their traditional skills, making resilience to a changing external environment even more spatially concentrated. In fact, smart innovation strategies, when applied to single innovation modes, do not exclude an evolutionary view, suggesting and supporting local learning processes towards the identification of new needs, new creative applications and diversification of established technologies, new forms of advancement in knowledge and local specialization, the discovery and ability to guide the future technological research. This approach does not exclude possible "jumps" to different models of innovation in cases where a region shows a maturity in local conditions enabling such a jump; however, because of the responsibility in the management of public

funds, politicians in general should be more inclined towards the strengthening of local conditions existing within each innovation mode, a less risky and, possibly, more likely to succeed strategy option.

4. TERRITORIAL IMPACT OF GLOBALIZATION FOR EUROPE AND ITS REGIONS TIGER¹

Armando Montanari, Barbara Staniscia²

4.1. PROJECT SUMMARY

TIGER project has been designed starting from the definitions, concepts and elaborations on the idea of globalization affirmed in the scientific literature (Chase-Dunn, 1999; Sklair, 1999; Beaverstock, Smith and Taylor, 2000; Veltz, 1996; Sassen, 2001). The project has, therefore, taken from the outset a pragmatic approach and has not set the aim of providing a contribution to the globalization theory. Globalization has been analyzed in its spatial dynamics at different geographical scales: the position of the ESPON space and its regions has been considered in the global context and the position of the same has been considered in relation to other areas of the world (TIGER, 2012a). TIGER has, therefore, investigated the role and fate of European regional economies in an increasingly globalized space and has addressed the role of Europe in the global economy. Special emphasis has been given to the internal dynamics of European connections, movements and trades with the rest of the world. This objective has been achieved through the analysis of a wide range of flows connecting Europe to the rest of the world, such as the flows of raw materials, goods, persons (human mobility: tourism and migration), of people for diplomatic missions, of knowledge, of capitals. The project has been structured in work packages (WP). The first WP covered the overall coordination, while others have developed analytical researches. WP2 dealt with the analysis of urban structures, presence of the gateways, spatial concentrations and inequalities in Europe. WP3 dealt with the analysis of the position of Europe and its territories in the global flows and the international division of labour, in order to assess the spatial impacts of globalization on the inside. WP4 focused on cooperation with the rest of the world and to study how Europe operates as a global actor. WP5 finally summarized the analyses developed by previous wps in order to provide useful and targeted policy options.

4.2 PROJECT MAIN FINDINGS

Some trends of globalization have developed phenomena and situations expected long ago: (1) improvement of transport systems and technologies; (2) increasing flows of goods and services; (3) increasing human mobility (Montanari and Staniscia, 2012); (4) increase of capital flows through foreign direct investments. In this context, TIGER has identified the essential role in the processes of globalization of large companies acting at international scale through the integration of global production networks. The global space has been tremendously expanded by ongoing trade liberalization at the multilateral level - especially in the context of World Trade Organization (WTO) - and the numerous bilateral free trade agreements signed by the major powers, especially the United States and the European Union. The massive deregulation of financial investments has also contributed to that process. Globalization poses, therefore,

¹ English translation provided by the Authors

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the problem of the role of Nation States as decisive actors in the global economy: what is the power of Nation States in regulating the economy on a global scale?

At the European regional scale, TIGER has set the objective to ascertain how the material and immaterial flows, and the strategies of public and private actors, are spatially organized on a world scale. Two functional levels have been identified: cities and macro-regions.

Considering the situation in Europe in the last two decades, on urban scale we can observe the capacity of global cities to benefit from globalization and the increasing connectivity between poles. In this context, the re-concentration of activities and strategic functions does not only occur on a global scale, but also at the national level, especially within the integrated European market. The hypothesis is that Europe's wealth depends, now, especially on the connective capacity and economic wealth of the major European cities. The research has proven an important role of cities that contribute to the welfare of Europe and to the strengthening of the access gateways to the global dimension.

The global flows are geographically structured by an intense interaction within macro-regions. In all the flows and connections analyzed (raw materials, goods, capitals, migrants, tourists, students, airplanes) the distance plays a vital role in the strength of relationships (Staniscia, 2012). It is fundamental for the creation of macro-regions and it results in an intermediate level of organization particularly important from an economic perspective.

Europe is among the most prosperous areas in the world. It is also an important and powerful player. At the same time, Europe is a declining power. For example, its economic share in the inter-block regions has been decreasing in the last fifty years: it decreased from 28% at the end of 1960 to 22% in 2008. In all the flows - except in the migratory ones - the decline of its influence in the world emerges as well as its attractive capacity more and more limited to the neighbouring countries. Europe will not be able to prevent its decline because of negative economic and demographic trends. It is a long-term trend estimated by analyzing the functional decline of its influence in many areas of the world.

TIGER has extensively illustrated the role of metropolitan areas as vital gateways of globalization. Europe needs of ports, airports, services' centres, centres of production of knowledge and innovation, as well as financial gateways able to reach the concentration thresholds needed to benefit from economies of agglomeration in different fields of competitiveness.

4.3 POLICY RECOMMENDATIONS

TIGER has considered the following territories as strategic levers for policies:

1. gateway cities of global, European and national importance. Gateways of global and national importance should be organized in networks in order to generate the nodal benefits that reflect their strategic positions in the services and financial sectors;
2. areas holding strategic positions in the international division of labour. Depending on the availability of their technological know-how and their ability to maintain a position at the top of the value chains, these territories have benefited - and can further benefit - of globalization, in particular by the presence of emerging markets requiring large transfers of industrial equipments and technologies;
3. areas characterized by non-excellent manufacturing activities. There is a need to use their inability to keep themselves up-to-date. It is necessary to avoid the risks of an exogenous development driven by the action and influence of the large international companies;
4. productive regions characterized by sectors with low productivity and scarce innovative functions. This category includes regions located in Southern and Eastern Europe, with a predominance of

- those in the Balkan Peninsula. In these territories small and medium enterprises are operating, far from the excellence levels, characterized by labour-intensive sectors such as clothing;
5. local economies in the European regions. Europe is not only an open economy, but also and above all, an integrated economy. Local economies have weak ties with the global economy and, therefore, are little affected by the pressure that it exerts on a general level. Hence, the need to improve basic services that play a key role in the European space (TIGER, 2012b).

5. SPATIAL INDICATORS FOR A EUROPE 2020 STRATEGY TERRITORIAL ANALYSIS SIESTA¹

*Francesco Bonsinetto², Angelo Cannizzaro³, Enzo Falco⁴, Barbara Lino⁵,
Giuseppe Modica⁶*

5.1 PROJECT SYNOPSIS

The Europe 2020 Strategy (EU2020) launched on 3 March 2010 by the EC is a new key policy based on smart, sustainable and inclusive growth to help EU facing global economic crisis with ambitious objectives to be reached by 2020.

In this policy context, considering the close link of this Strategy to territorial cohesion, the SIESTA project (Spatial indicators for a Europe 2020 Strategy Territorial Analysis), funded by the ESPON 2013 Programme, examines regional differences between EU Member States (MS), the territorial dimension of initiatives and targets and different types of challenges for regional development towards the objectives of the EU2020S.

Analysing the meaning and the geographical patterns of some significant indicators quoted directly or indirectly in the document "Europe 2020", one of the main results is the 'Atlas' that gives a "picture" of the current situation in Europe with reference to the targets and flagship initiatives set out in the EU2020S.

The aim of the project was to provide evidence on the territorial dimension of the EU2020S by identifying opportunities for different types of regions. The results of this ESPON project are intended to be useful for policy makers in identifying territorial interventions and developing strategies at a regional scale. The findings of this project furthermore enable policy makers to steer the implementation of the EU2020S, also providing some useful guidelines and policy recommendations. The Italian research partner from University Mediterranea of Reggio Calabria coordinated the section on Sustainable Growth (green economy, energy, climate change).

5.2 ITALY'S SITUATION

The current situation in Italy appears to be somewhat bad if compared with that of the main European economies (Map 9). If for some indicators such as energy efficiency, labour productivity, energy intensity of the economy and other environment-related indicators such as Natura 2000 network and municipal waste collection, Italy is amongst the best performing MS, for many other indicators the situation is all but satisfying.

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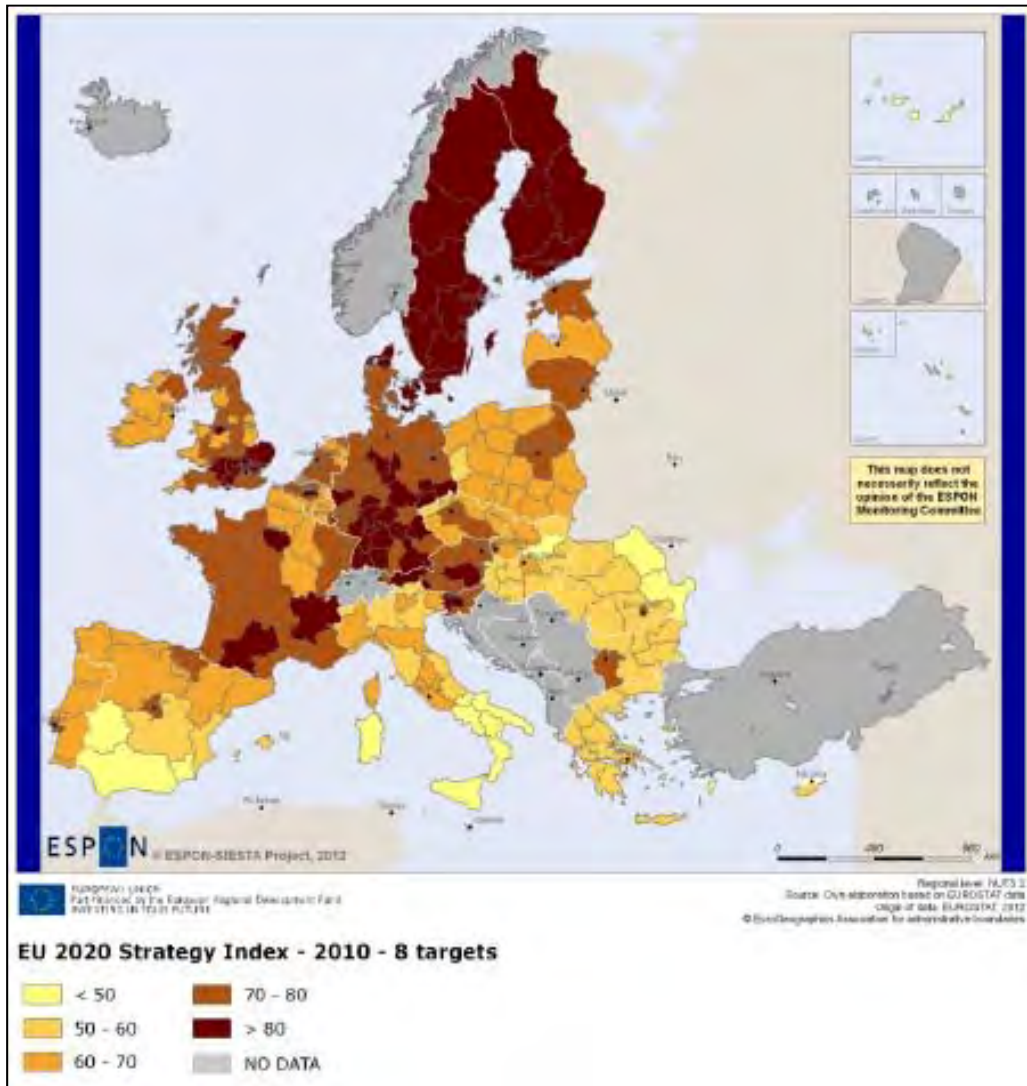
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Main indicators that express negative trends concern per-capita GDP, number of people employed in ICT sectors, early school leavers, investments in R&D. The latter does not concern only public sector but also the so-called business expenditure in R&D. Worrying are also the low numbers of population aged 30–34 with tertiary education and percentages of individuals who have never used a computer. The situation of Italy, and above all, South Italy is comparable only with Portugal, Romania and Bulgaria. Moreover, especially serious is the conditions of women and their access to the labour market with strongly marked gender imbalances. Such situation concerns the whole country and similar conditions are found in certain areas of Greece, Spain and the Balkans.

Map 9: Index of Europe 2020 Strategy



Source: ESPON SIESTA

5.3 SIGNIFICANT TRENDS AT THE REGIONAL LEVEL

Trends and regional patterns were analysed by means of a specific index implemented within the project: the SIESTA Index. The SIESTA index measures the performance of region with regard to all eight headline targets of the EU2020S in a [0, 100] range. A region scores 100 if all eight targets are reached, 0 if the region is farthest away. This index shows a clear north–south divide in Italy. All southern regions show an index lower than 50, whilst all other regions show values between 50 and 70. However, if such an

analysis takes into consideration the whole of the EU-27, the performances of the Italian regions are far from best performing regions of Northern and Western Europe. The current situation in Italy is comparable only with that of Spain, Greece and countries of Eastern Europe, even though southern Italy as a whole bloc shows one of the worst performances comparable only with Andalusia and Extremadura in Spain and eastern regions of Romania.

5.4 POLICIES FOR ITALY AND ITS REGIONS

The results of the SIESTA project highlight that there is great potential within Italy for improvement of regional performances even in sectors such as energy efficiency of the economy where current performances are among the top of EU MSs.

Whereas, as far as greenhouse gas emissions (GHG) and energy production from renewables (RES) are concerned performances can be greatly improved. The former, by acting and taking action mostly at local and regional level since emissions appear to be extremely related to main metropolitan areas. Improving household behaviour, delivering public transport improvements in large cities since transport accounts for about one quarter of all EU GHG, drawing new freight transport policies and new and more efficient buildings could deliver greater improvements than expected, not only relatively to cutting emissions but also with regard to energy efficiency.

Green economy and RES can stimulate job creation, investments in new technologies. Investment in this sector as well as measures to constantly increase energy efficiency have the potential to reduce energy dependency of Italy resulting in lower costs of end products which coupled with potentially cheaper freight transport would bear extremely positive results for the whole national economy.

6. TERRITORIAL SCENARIOS AND VISIONS FOR EUROPE - ET2050¹

Roberto Camagni², Roberta Capello³, Andrea Caragliu⁴, Ugo Fratesi⁵

6.1 AIM OF THE PROJECT

The rather ambitious project's objective is to present a "vision" of how the European territory may appear in 2050. The methodology to identify this vision involves the construction of quantitative scenarios in 2030, by which to identify the cause-effect relationship between some major driving forces of socio-economic development and their impact at the local level. To date (October 2013), the project has completed the scenarial phase, and leaves to the next year the construction of the vision 2050.

Four scenarios are constructed: one extrapolative scenario of recent past trends, built with the idea that no decision of economic policy changes and that the economic crisis will end in 2015, and three territorial scenarios, involving investments concentrated in different areas of Europe. In particular:

- a scenario of large cities ("MEGAs"), which prefers to invest in areas that provide returns on investment, such as the cities of greater size (so-called MEGAs, more than a million and a half inhabitants). This scenario is a market scenario, in which the welfare system is privatized, and public debt paid off in 2030 through a strong reduction of public spending. The budget for cohesion policies is largely reduced, and the economic logic based on the pure return on investment is totally a-spatial in the logic of the World Bank;
- a scenario of second-tier cities ("Cities"), in which the investments are concentrated in second-tier cities, which assumes public policies mainly at the national level, the current welfare system reinforced by increasing public spending, public debt not fully repaid in 2050, the current budget for cohesion policies maintained until 2030;
- a scenario of rural and remote areas ("Regions"), in which public policies focus on social aspects, public debt is paid off in 2050, the budget for cohesion policies largely increased with the concentration of investments in rural, peripheral and cohesion areas.

The economic scenarios are obtained thanks to the forecasting model of regional growth called MASST3, third version of the model MASST (Macroeconomic, Sectoral, Social, Territorial model) developed by the research group of Politecnico di Milano.

6.2 THE POSITION OF OUR COUNTRY IN THE BASELINE SCENARIO

The baseline scenario shows a two-speed European growth (Map 10). In general, the countries of southern Europe, including Italy, show more modest growth than the countries of Northern Europe, and still pay in terms of limited growth the current crisis years, which weighs on their ability to improve in the

¹ English translation provided by the Authors

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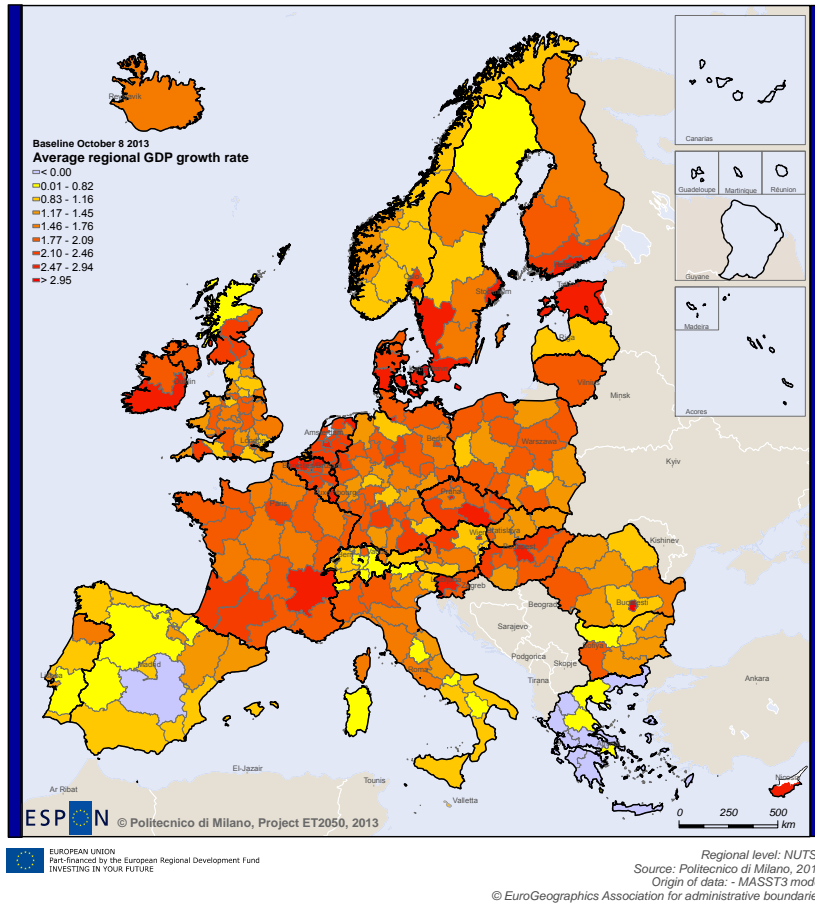
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medium term. Even the Eastern European countries show a slowdown in their growth rates, although they remain somehow higher than in the West, so that the disparity between East and West in 2030 in terms of GDP per capita remain.

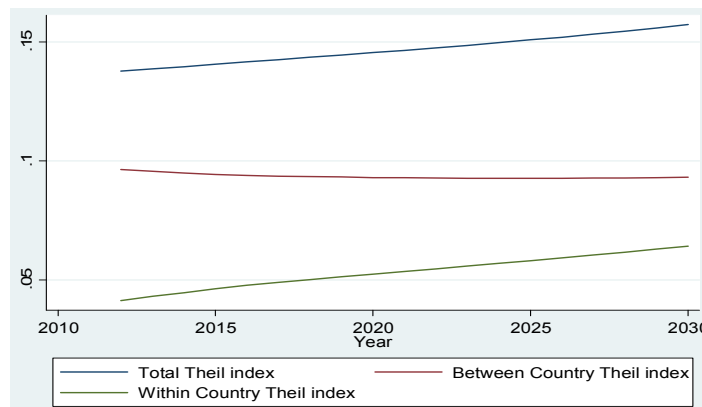
Map 10: Annual average GDP growth rate in the baseline scenario



Source: ET2050, 2013

This aspect opens the way to an important consideration. Global differences (between European countries) reduce, but at declining rates, as happened in the years of crisis; the slowdown does not allow them to compensate for the increase in intra-regional disparities (within the country), so that the total disparity increases (Figure 1).

Figure 1: Future trends of regional disparities (Theil Index)



Source: ET2050, 2013

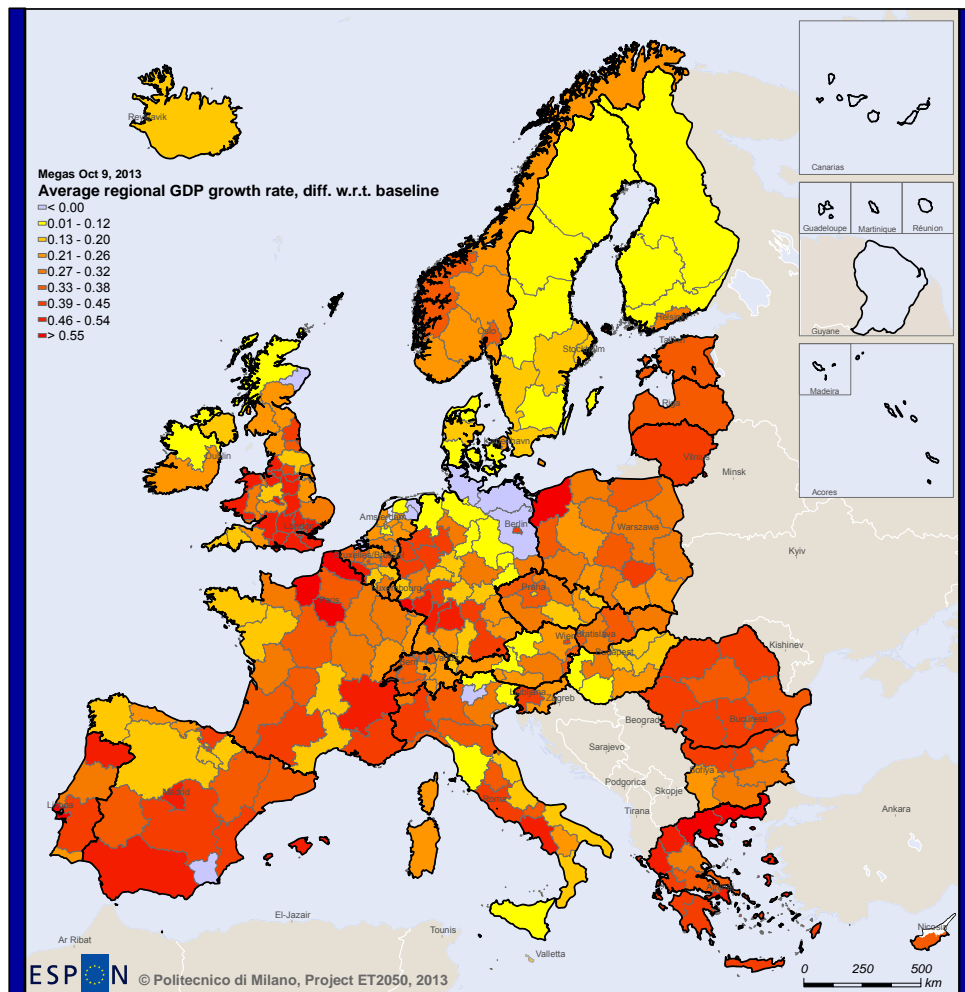
In summary, the results obtained show the importance of the hypotheses regarding the macroeconomic elements on the growth capacity of the regions. A crisis situation accompanied by restrictive economic policies on public spending and debt sovereign give limited possibilities of recovery to less virtuous countries, which were affected in the medium term their difficult situation of public finance. Italy, like Greece, Spain and Portugal, was affected by this condition.

6.3 THE POSITION OF THE COUNTRY IN THE TERRITORIAL SCENARIOS

6.3.1 The “MEGAs” scenario

In the MEGAs scenario, the average annual growth rate is higher, as expected, in the strong areas and central regions, although with interesting exceptions. The trend in Eastern Europe is less diversified across regions than in the West, and takes advantage of the overall positive performance of the European economy in general. In the West, the disparity between regions is more marked and Italy shows the same low growth rates not only in the peripheral areas, but also in more central areas (Map 11).

Map 11: Annual average GDP growth rate: difference between the MEGAs scenario and the baseline



EUROPEAN UNION
Part-financed by the European Regional Development Fund
INVESTING IN YOUR FUTURE

Regional level: NUTS2
Source: Politecnico di Milano, 2013
Origin of data: - MASST3 model
© EuroGeographics Association for administrative boundaries

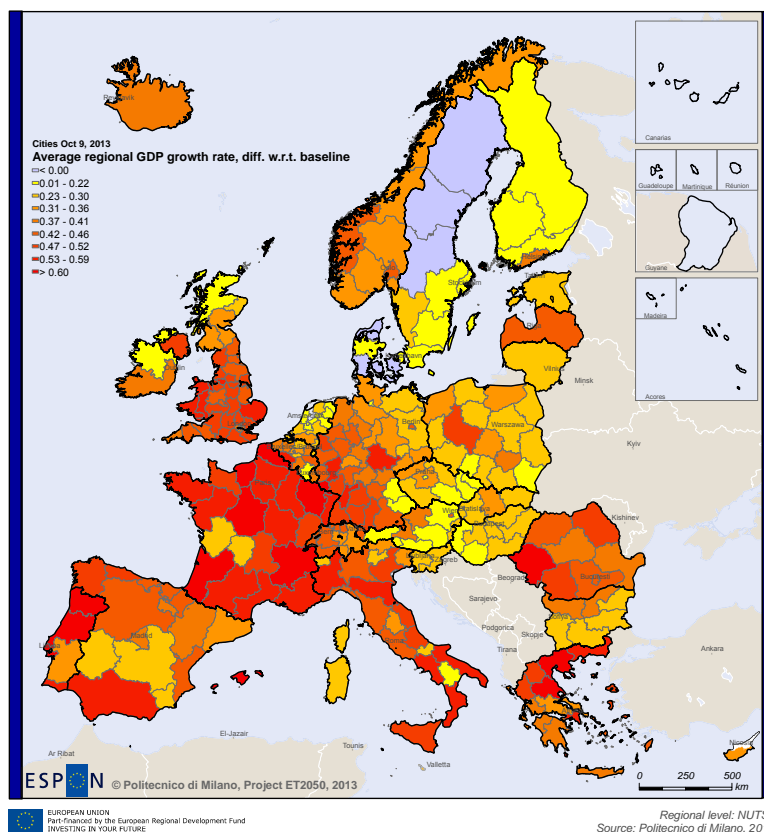
Source: ET2050, 2013

6.3.2 The “Cities” scenario

The scenario of the cities of second rank shows a more widespread development across Europe, both between countries and within countries (Map 12). Italy shows a good rate of growth in this scenario, better than that it would have earned in the MEGAs the scenario (both confronted with the baseline). In addition, countries such as Germany, Austria and the Netherlands show lower growth rates than the countries of southern Europe.

Italy, a country of medium-sized cities spread over the whole territory, shows a high average annual growth rate: This result can be interpreted as the ability to make the most of the elements of territorial capital and agglomeration economies of urban systems of cities second level (Map 12).

Map 12. Annual average GDP growth rate: difference between the Cities scenario and the baseline



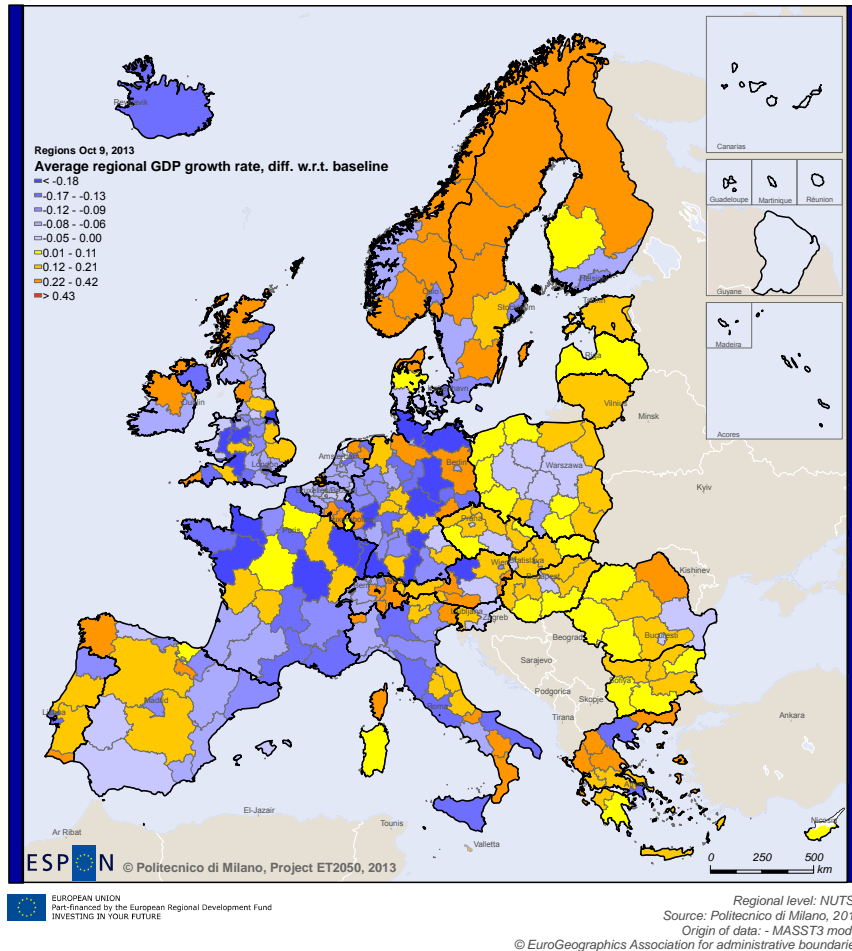
Source: ET2050, 2013

6.3.3 The “Rural” scenario

The central and strong regions grow, as expected, less in this scenario compared to the reference scenario, as opposed to remote and rural areas that show an ability to grow higher than the baseline scenario, both in the West and the East. An important result emerges for our country, completely unexpected: the Italian regions do not appear to be gaining in rural scenario compared to the baseline, and this is true, on average, for both our strong areas and our South, for which only some regions seem to gain compared to the baseline scenario (Map 13).

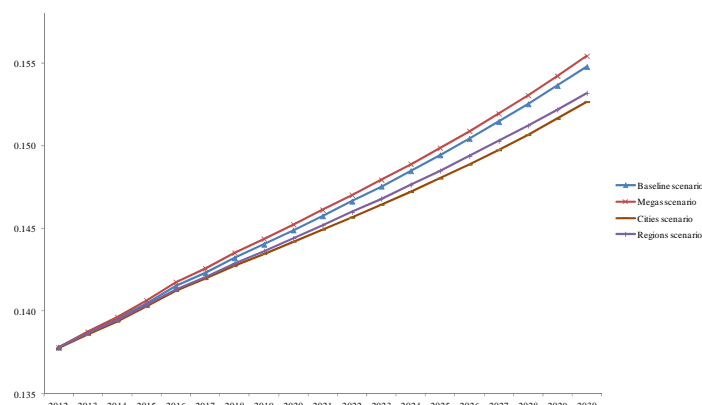
A final interesting result is related to the performance of the disparities in the three scenarios presented (Figure 2). The scenario which records the smaller growth rate of total inequality is the Cities scenario, and not that of Regions, a seemingly counter-intuitive result, but interesting in that it shows that the trade-off competitiveness-cohesion can be overcome through investments in areas able to exploit very effectively the elements of territorial capital and exploiting the economies of agglomeration of second-tier cities.

Map 13: Annual average GDP growth rate: difference between the Rural scenario and the baseline



Source: ET2050, 2013

Figure 2. The Theil index in the four scenarios



Source: ET2050, 2013

6.4 SYNTHESIS OF POLICY IMPLICATIONS

The scenarial exercise carried out in the project ESPON ET-2050 thanks to MASST3 model leads to some interesting observations, which suggest some policy implications.

The scenarial model provides interesting results:

1. a growing trend of regional disparities in Europe assuming that the macroeconomic conditions of economic policy remain the current ones. The increase of disparity is the result of two combined effects: the increase of the intra-national disparities, a trend already known from some time in Europe, and a decrease of international convergence, which is not sufficient to correct for the increase of intra-national disparities. The decrease in the rate of reduction of international convergence is a trend which can already be read in the Eurostat data between 2008 and 2014 and can be explained by the difficulties of growth of some countries in the current economic crisis (the famous PIGS countries) due to their conditions of finance and public debt, and the reducing growth rate of countries in Eastern Europe;
2. the regional growth rates are largely related to macroeconomic conditions which are assumed to exist in the future. In the baseline scenario, which is based on assumptions of constant policies to curb public deficits and debt, the current regional divergence trends are expected to continue;
3. the desirable scenario in terms of both growth and equity is neither the scenario of pure competitiveness (the MEGAs scenario) nor that of pure cohesion (the Regions scenario), but the intermediate scenario of the cities of second level, which has the highest average annual growth rate compared to the baseline scenario among the three territorial scenarios proposed, and at the same time has the lower increase of regional disparities.

All this leads us to important normative considerations. In normal times (without financial turmoil and the consequent restrictive macroeconomic policies) cohesion policies are able to push towards convergence. However, the austerity measures imposed in times of crisis like the present erode the convergence trends that Europe has always had in the long run, and cohesion policies are not sufficient to counter-balance these new trends. Therefore, not only it is necessary to push for increases in the budget for cohesion policies and improve efficiency in their use, but also required is a special attention to the macroeconomic conditions of weak countries, through the implementation of new policy instruments (such as Eurobonds) expression of a renewed European solidarity, obviously requiring the respect of conditionality conditions

7. TERRITORIAL APPROACHES FOR NEW GOVERNANCE - ESPON TANGO¹

Nadia Caruso², Giancarlo Cotella³, Umberto Janin Rivolin⁴

7.1 SUMMARY OF THE PROJECT

The ESPON project TANGO (Territorial Approaches for New Governance)⁵ was tendered on December 2010, and performed during the period June 2011 / May 2014 by a Transnational Project Group led by Nordregio, Stockholm. Politecnico di Torino⁶ was partner of the TPG with the OTB Research Centre of the Delft University of Technology, the University of Newcastle upon Tyne, the Centre for Regional Studies of the Hungarian Academy of Science, and the Faculty of Civil and Geodetic Engineering of the University of Ljubljana.

The TANGO project builds on the assumption that territorial governance matters in order to achieve territorial cohesion and the 'Europe 2020' Strategy's objectives. Its main aims are thus to assess the status of territorial governance throughout Europe and to propose recommendations for improvement. This has been done through a series of conceptual surveys and in-depth qualitative analyses of 12 case studies of territorial governance throughout Europe.

In brief, the TPG developed an operational definition of territorial governance as "the formulation and implementation of public policies, Programmes and projects for development (i.e. an improvement in efficiency, equality and environmental quality of a place/territory)" by five "dimensions", which were further detailed into twelve qualitative "indicators" for analysing the performance of territorial governance (Table 1). Besides, a typology of territorial governance across Europe was developed (see section 7.2).

Table 1: Overview of the five dimensions and twelve indicators of territorial governance

Dimensions of territorial governance	Indicators for analysing the performance of territorial governance
1. Co-ordinating actions of actors and institutions	Governing Capacity Leadership
2. Integrating policy sectors	Subsidiarity Public Policy Packaging Cross-Sector Synergy
3. Mobilising stakeholder participation	Democratic Legitimacy Public Accountability Transparency
4. Being adaptive to changing contexts	Reflexivity Adaptability
5. Realising place-based/territorial specificities and impacts	Territorial relationality Territorial knowledgeability and impacts

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⁵ http://www.espon.eu/main/Menu_Projects/Menu_AppliedResearch/tango.html

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The above definition, dimensions and indicators have served to provide guidelines for the case study analysis and constituted the underlying framework for the overall research. Particularly, a framework for the identification and transferability of good territorial governance “features” was developed in order to draft the handbook entitled ‘Towards Better Territorial Governance in Europe: A Guide for practitioners, policy and decision makers’, a forthcoming publication by ESPON (see section 7.4).

7.2 ITALY WITHIN ESPON TANGO

Single countries did not receive relevant attention in the TANGO project, since territorial governance was approached in more general terms and surveys were rather focused on policies and practices retrieved from specific case studies (often cross-border or transnational). However, national perspectives were analysed in order to develop a typology of territorial governance in Europe. Italy was therefore compared to other ESPON (not only EU) countries, in order to identify some general clusters according to their main common features.

Taking the existing comparative studies about government, governance and planning systems into account, the TPG developed indeed the seed of a possible typology of territorial governance in Europe. With the aid of hierarchical cluster analysis, seven socio-political macroregions have been identified in which the World Bank’s Worldwide Governance Indicators (WGI)⁷ are most similar (Table 2). The main key trends in territorial governance across these clusters of countries, as well as different approaches to tackling territorial policies, were then traced through an online survey.

Table 2: Europe’s socio-political macroregions and Worldwide Governance Indicators

	Voice and accountability	Political stability & absence of violence	Government effectiveness	Regulatory quality	Rule of law	Control of corruption
Nordic states FI, DK, IS, NO, SE	Very strong	Strong	Very strong	Very strong	Very strong	Very strong
Rhinelandic states AT, BE, CH, DE, FR, LU, NL	Strong	Strong	Very strong	Very strong	Very strong	Very strong
British Isles IE, UK	Strong	Strong	Strong	Strong	Very strong	Very strong
Southern states CY, EL, ES, IT, MT, PT, SI	Strong	Strong	Strong	Strong	Strong	Strong
Baltic states EE, LT, LV	Strong	Strong	Strong	Strong	Strong	Moderate
Visegrád states CZ, HU, PL, SK	Strong	Strong	Strong	Strong	Strong	Moderate
Balkan states AL, BA, BG, HR, KV, ME, MK, RO, RS	Moderate	Moderate	Moderate	Moderate	Moderate	Moderate

⁷ The Worldwide Governance Indicators are publicly available at www.govindicators.org.

7.3 RELEVANT REGIONAL AND SUB-REGIONAL CASE STUDIES

For its nature, territorial governance is difficult to measure empirically. Taking the gap between national trends and multi-level processes into account, 12 case studies were developed in order to provide an understanding of how actors and institutions at different levels formulate and implement policies, Programmes and projects. One case study focussed on the Target-based Tripartite Agreement developed in Lombardy. Italian governance practices were also considered, although marginally, in another case study: the Trilateral Nature Park Goricko-Raab-Örség (on the border of Austria, Hungary and Slovenia).

In 2002, the EU Commission launched the idea of experimenting “target-based tripartite contracts and agreements” to be subscribed by sub-national authorities, Member States and the Commission itself. The aim was to implement EU legislation with wider efficiency and flexibility. Among the 4 pilot projects developed, the Tripartite Agreement among the European Commission, Italian Government and Lombardy Region was the only one actually signed, while the others failed after lengthy negotiation processes. However, it was not carried out afterwards. The most interesting feature of this experience is the importance of political support, manifesting as vertical coordination in the form of assiduous relationships between the regional President and the Italian Minister of Foreign Affairs. Even if appreciable, this feature proved to be insufficient on its own to guarantee the success of the process.

The case study of Trilateral Nature Park Goricko-Raab-Örség investigated rather the evolution of activities finalised to a coordinated protection and management of natural areas in a transnational context. The analysis of the Italian position throughout the whole cooperation processes showed how Friuli-Venezia Giulia started its involvement already in the 1960s, Veneto joined in the 1970s and the Alps-Adriatic Working Community, formally founded in 1978, included also other north Italian regions over time. This case suggests that the capacity to carry out cross-border coordination, consolidated as a legacy of informal contacts and decades of experience of actors involved, connections and trust, is of crucial importance for the effective governance of natural areas.

7.4 POLICY OPTIONS AND RECOMMENDATIONS FOR THE NATIONAL AND REGIONAL LEVEL

Europe is still in recovery from a deep financial crisis and struggling with unemployment and social exclusion. At the same time it must switch to a low-carbon economy and adapt to the climate changes that are already underway. Responding to these daunting tasks requires effective and urgent policy initiatives and actions at European, national, regional and local levels as well as across different policy sectors. This is well indicated by the EU growth strategy for the coming decade, known as ‘Europe 2020’, and aimed at making the EU a smart, sustainable and inclusive economy. The so-called “place-based approach” as delineated in the Barca Report and the existence of good governance with a strong adaptive capacity are recognised as critical factors in addressing the agenda set by the Europe 2020 strategy. Better territorial governance is thus needed for a place-based cohesion policy that can contribute to a better Europe.

Along these lines, the most relevant outcome of the ESPON TANGO project is constituted by the handbook ‘Towards Better Territorial Governance in Europe: A Guide for practitioners, policy and decision makers’, where research findings are distilled for practical purpose. One message conveyed by this handbook (currently in draft) is that, since territorial governance contexts differ quite dramatically across Europe, ‘one-size-fits-all’ recommendations would be misleading. Anyone concerned with better territorial governance in Europe should rather facilitate local engagement in common aims, thus contributing to turn the territorial diversity of Europe into strength.

**THE ITALIAN CONTRIBUTION TO TARGET ANALYSIS
(PRIORITY 2)**

8. SUCCESS FOR CONVERGENCE REGION'S ECONOMIES – SURE PROJECT “STRUCTURED EMPIRICAL ANALYSIS FOR CONVERGENCE REGIONS: IDENTIFYING SUCCESS FACTORS FOR CONSOLIDATED GROWTH – SEARCH¹”

Guglielmo Trupiano², Filomena Izzo³

8.1 FINAL SUMMARY

This is the Final Summary of the ESPON 2013 Project 2013/2/4 “SUccess for convergence Regions’ Economies/SURE” Project “Structured empirical analysis for convergence regions: identifying success factors for consolidated growth/SEARCH”

The project was carry out but the Interdepartmental Research Centre L.U.P.T. – Territorial Town Planning Laboratory, University of Naples “Federico II”. As Lead Partner the L.U.P.T., among its activities, has been managing organization with financial and administrative responsibilities during the entire project.

The Urban and Regional Studies, Institute of Geography, Department of Environmental Sciences, University of Basel was the Project Partner 1.

The final report of the Project 2013/2/4 has analysed, within the ambit of the European Regions, the system of the factors that affect the growth rate and it has also deepened and developed four case studies: Campania Region (Italy), East-Macedonia-Trace (Greece), Podlasie (Polonia) and the Comunidad Valenciana (Spain).

The analysis has based on qualitative and quantitative factors and it has verified and deepened the effects of this system of factors and their internal relations within the Convergence Regions. It has also ascertained the strategic value and the relevance of the factors linked to an effective resources distribution through the benchmarking among weak regions and regions with a GDP over the average, but all under the European average.

Among the aspects which have been highlighted by the Project SURE and which are interesting not only for the funds professionals and policy makers, is that the success of the implementation of the European Union’s funds is essentially concretized by “doing the right things” (effectiveness principle) and by “doing it well” (efficiency principle). So, the aspect of the public administration’s organization has revealed itself as central: it is extremely important to organize the Public Administration in a fully effective manner, by equipping it with abilities, competences and capacities, entirely adequate to the objectives of growth and social and economic integration.

8.2 THE POSITION OF ITALY

With reference to the position of Italy which has been delineated by the project’s results, these results have highlighted the need of a strong recovery of the Local Development Policies. In order to activate winning and convincing practices in this field, the development factors, within the European projects, have immediately to settle within the territory, they have to generate local competences and increase then the capacity of the local subjects to think and act autonomously. If this does not happen, there is a dynamic

¹ English translation provided by the Authors

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which won't have effects on the territory where it happens; the enterprises localization in a specific territory can generate and increase the income and the capacities of consumption and occupation, but the business actors can also decide to move when the incentives end. On the contrary, if there is the local development, there will be cognitive and relational competences within the local subjects which allow to equip the territory of reference, to provide for enterprises networking resources, which make reasonable and convenient for those enterprises to invest and to generate, moreover, the virtuous processes of inner territorial development processes. Italy urges that the season of the "pacts for the development of the territory" would be followed by a new season of autonomous and real role of the local issues within a decided and systematic reform of the whole Public Administration building on the basilar principles of efficacy, effectiveness and transparency.

8.3 SIGNIFICANT CASE STUDIES AT REGIONAL AND SUBREGIONAL LEVEL

The benchmarking between the weak regions and recovering ones has allowed, for the interested parts in the project, to determine which are the potential factors which could explain the differences in the economic results. The involved regions in the Project SURE have been:

- Campania, a convergence region which represent a fundamental maritime zone of the southern part of Italy, with a great urbanized coast which gravitates around a big harbor and city, with the presence of extended rural and mountain areas. The region was based on the industry, in the past, but now it is developing the sectors of services and tourism and, also, the innovation policies.
- Podlaskie, a region which has not any junction with the sea, it is located in the North-East Poland, with a huge rural population, which depends strongly by the agriculture field and which is now facing a lot of challenges in the field of modernization and development. It is characterized by the low level of human capital, a limited territorial accessibility (both in transportation and in Information Technology), low level of facilities and a low level of income, 38% EU Average (2005);
- East-Macedonia-Trace, a prevalently rural region which represents one of the thirteen peripheries of Greece, it borders with Bulgaria and Turkey. The Country is investing in innovation and modernisation of the traditional economy;
- Valencia, a clear success example which can be considered as benchlearning model; nevertheless it has still to invest in order to guarantee that its growth would be constant and sustainable in the long term.

8.4 SYNTHESIS OF THE POLICIES AND ADDRESSES FOR THE COUNTRY AND FOR THE REGIONS

Among the results of the SURE Project we would like to valorise, there is the addresses of the local development strategies' definition and of the tools which could be used by policy-makers in order to improve the economic performances of their territories.

In particular, the analysis of the literature and of the qualitative/quantitative research, realised in the ambit of the SURE Project, has underlined that the power of the politic and administrative direction which the regional administration could implement in the funds management is a success factor. It is not only about the quantity of resources, but, above all, about the expenditure capacity, which could be

compromised if it would not be implemented without taking into account the specificity of the territories in the wider ambit of the national and European strategies. Regional administrations might naturally have to try to activate, first of all, a cooperation (at national level) and a final coordination (of local administrations). Moreover, it is central to guarantee that the decentralised guarantee would be accompanied by a capacity and a competence in the EU funds management.

Another consideration taken from the developed analysis is that, in the convergence Regions, the efficacy and the effectiveness in the expenditure, in terms of Programming, is more important than the EU total available funds. In particular, the efficacy of the regional administrations and the capacity of the institution in funds management are central. The project's results clearly show that the efficacy of EU funds is inversely proportional to the corruption level, so, within the administrations, within areas which are particularly at risk, the processes of internal control of tenders procedure and the monitoring of the implementation state of the EU financed projects should be strengthened.

9. SPATIAL SCENARIOS: NEW TOOLS FOR LOCAL-REGIONAL TERRITORIES

SPAN – 3¹

Roberto Camagni², Roberta Capello³, Ugo Fratesi⁴

9.1 AIM OF THE PROJECT

Far-seeing economic scenario building and forecasting have always been important exercises to guide policy makers in the construction of anticipatory policies. Such exercises become all the more important in a period of severe economic downturns, in which different reactions by economic systems to turbulence give rise to completely different economic scenarios, each requiring different policy interventions at all territorial scales.

The difficulty and responsibility of choosing development policies becomes more complicated at local level. Whilst - as today widely accepted by the most advanced literature on the subject - long-term development is largely a supply-side phenomenon based on general rules and institutional frames, but above all nourished by the internal entrepreneurial capabilities of regions and places and by the local capacity to exploit existing resources efficiently, local policies require detailed knowledge of local resources and potentials. In fact, the possibility for any region to contribute to the general EU growth strategy depends on the creative exploitation of its own assets of territorial capital; their preservation, completion and enrichment by setting appropriate priorities to local and regional policies; and the “tapping” and mobilization of previously “untapped” resources.

If this endeavour is already somewhat complicated, it becomes even more difficult in periods of economic crisis, when structural, long-term and supply policies have to cope and integrate with short-term, demand policies, and when an overall scarcity of public resources must be complemented by private resources. The achievement of the necessary goals of increased efficiency, innovativeness, and competitiveness requires difficult processes of activities reallocation among sectors, the faster introduction of technological progress, and the assumption of new risks linked to new production fields – all of which are processes difficult to carry out in conditions of employment stress and a shortage of public resources.

For all these reasons, an exercise aimed at building after-crisis scenarios with a methodology able to merge global driving forces and trends with the local potentials and assets of each province in Europe is of paramount importance.

To respond to this aim, the project builds integrated scenarios, and simulates the quantitative foresights at NUTS2 to be used as inputs to the new MAN-3 model in order to simulate foresights on the three Latin Arc Countries at NUTS3 level and for the Barcelona province. It concludes with the policy implications for both the Latin Arc Province Network and for the Barcelona province.

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9.2 ALTERNATIVE PATHS FOR AFTER-CRISIS SCENARIOS

Three integrated scenarios are built on the basis of updated thematic scenarios and taking always into considerations the new driving forces which are likely to act in the new condition brought in by the crisis.

9.2.1 The Reference scenario

The Reference Scenario is not a trend scenario in the conventional sense, because the simple extrapolation of past trends does not seem meaningful in a context where numerous factors of strategic significance are changing (globalization, energy paradigm, climate change, social orientation, recent economic crisis etc) giving rise to sudden breaks. Previous huge contradictions linked to debt-driven aggregate demand in advanced countries and by the financialization of western economies will call for drastic changes; China and BRICs countries supporting western consumption with low-price goods, with risks of boosting internal inflation, is also a condition due to change. The balance of the geo-political game will be different; winning assets will be different; the dollar will not be any longer the only reference currency for international exchanges; a “regionalised” globalisation will probably take place, with the large “triad” areas (Europe, America, East and South Asia) becoming more independent and more internally integrated. BRICs will enter progressively in the medium and high technology game and will become sources of international demand; on the other hand, the purchasing power in western countries, particularly of some groups (retirees, civil servants, low income groups), will be particularly affected. Hopefully, lower wage growth and “regionalized” globalisation will enable some recovery of manufacturing activities in Europe, especially if a number of new technologies will develop: nanotech, biotech, transport technologies, new materials, green economy.

These structural changes will have differentiated effects on the Latin Arc which has a rather heterogeneous economic and geographical structure. In general terms, metropolitan areas with advanced economic functions and technological poles will be favoured with respect to cities with an economy depending upon intermediate or low technologies. After recovery, tourist functions will progress moderately. The residential economy progresses more because of accelerating population ageing in Europe. Rural areas will be affected, up to a certain extent, by the deregulation of the Common Agricultural Policy (CAP), especially the wine producing regions. A number of rural areas benefit from the production of renewable energy, but only a modest part of the available potential is being exploited. Immigration concentrates in metropolitan and tourist areas.

9.2.2 The Pro-active scenario (“Green Economy”)

The Pro-active scenario is based on the assumption that the decisions adopted at international level aiming at curbing down the speed of climate change are efficiently used as an opportunity to generate significant economic growth throughout Europe. The realization of the scenario requires the active involvement of economic actors and of the civil society. A wide spectrum of sectors – manufacturing, energy, construction, agriculture, transport, R&D and advanced services – will benefit from the spread of the new “green economy paradigm”; aggregate demand will benefit from new investment opportunities.

The Pro-active Scenario in the Latin Arc is favourable to the development of technology poles and of major metropolises. The strengthening of advanced activities generates spin-off effects in the production sectors towards secondary growth poles and medium size cities. In the context of the “green economy”,

the development of solar energy is booming along the Latin Arc, from R&D activities down to the general implementation of related technologies in rural areas and cities. An increasing share of electricity needs is being covered by domestic production of solar, biomass and wind energy.

The realization of the “Union pour la Méditerranée” (UPM) is possible because economic growth in Europe is significant. The scenario provides good conditions for its implementation, especially for the development of complementarities and partnerships between the European Mediterranean regions and countries of the southern and eastern parts of the Mediterranean Basin. The metropolitan areas of the “Latin Arc” benefit significantly from this multilateral initiative. The “Latin Arc” is less subject to immigration because of stronger economic development in North Africa, pushed by European investments. A larger part of the immigrants of working age are integrated into the regional labour markets which are expanding.

9.2.3 The Defensive scenario

This scenario assumes a slow recovery from the crisis in the western economies and in Japan, resulting from a weak reactivity to the changing context and a lower perception of the new technological opportunities. Global demand remains modest. The BRIC maintain their comparative advantages in low-cost production, a factor which also constrains the development of their domestic market because of low wages. They however progress also in more technology-intensive sectors, competing more intensely with Europe. Few foreign investments are made in the less developed countries of the world, so that new external markets hardly emerge. Inflation is lower than in the Reference scenario. Low interest rates could feed new speculative bubbles, threatening the stability of the global economy.

Under this scenario, the perspectives of development of the “Latin Arc” are less favourable than under the Reference scenario. The lower level of public efforts in the field of research and technological development does not enable the technology poles to generate spin-off effects into second rank cities and to efficiently contribute to the modernization of the regional economies. Manufacturing industries in the “Latin Arc” based on low and intermediate technologies are sheltered by public policies in a first phase, but will be affected during a second phase; the potential existing in the field of solar and other renewable energy sources is only modestly exploited. This is also detrimental for rural areas, which are confronted, in addition, to the decline of agricultural activities and to depopulation trends. The stagnating European economy handicaps the development of tourist functions and of the residential economy along the “Latin Arc”.

New activities concentrate mainly in metropolitan regions, adding to congestion and urban sprawl. External immigration is further strictly controlled, but illegal immigration continues nevertheless, because of unfavourable economic conditions in North Africa and low progress in the Union pour la Méditerranée.

9.3 SCENARIO RESULTS

In the Reference scenario (Map 14), the growth rates of European provinces are highly differentiated. With regard to the typology of the provinces, agglomerated provinces benefit more than the others from the Reference scenario, while rural provinces have the lowest growth rates.

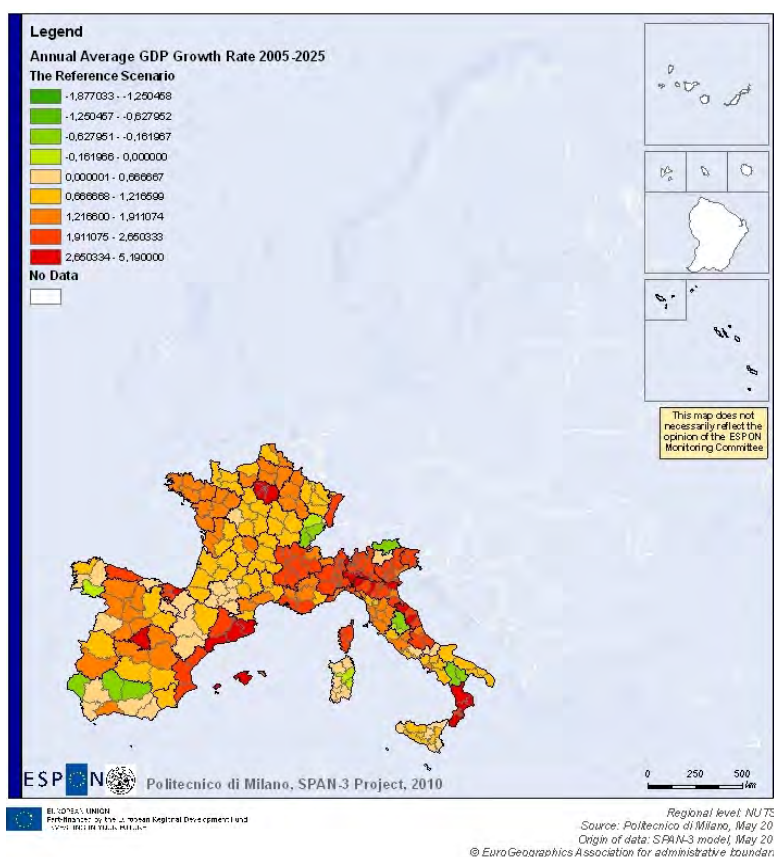
By and large, peripheral rural and urban provinces, in particular those of the South and the North West of Spain, the South West of France, and the South of Italy are the worst performers. By contrast, provinces around MEGAs generally outperform the others.

Overall, provinces specialized in building and construction also have a lower than average growth rate. However, urban provinces benefit more than the others from this sector. The growth rate of tourism provinces is higher than average. In this respect, it is interesting to underline that rural provinces specialized in tourism grow twice as fast as other rural provinces.

The pro-active scenario differs in many respects from the Reference scenario and shows higher growth levels for all provinces. Interestingly, some rural and urban provinces with a low rate of growth in the Reference scenario benefit more from the pro-active scenario. This shows that the Pro-active scenario also favors rural provinces hosting the development of the residential and tourist economy and the “green economy”, beyond agglomerated provinces and capitals hosting most of innovative activities.

In the Defensive scenario the most heavily penalized provinces are the rural ones because they are faced with serious problems of decline of yields in agriculture and job losses in small, no longer competitive, manufacturing activities. Moreover, the “new paradigm” of the green economy does not emerge in the Defensive scenario.

Map 14: Annual average GDP growth rates 2005-2025 in the Reference scenario



Source: SPAN-3, Final Report pag. 22

9.4 POLICY IMPLICATIONS

The interpretation of past trends, the construction of possible future scenarios, and the quantitative foresight of future regional development trends that are presented in this project suggest some clear policy recommendations that depart from traditional ones.

On the one hand, a wise macroeconomic policy should avoid the exacerbation of the crisis that may derive from excessively rapid and severe cuts in public expenditure, at the same time driving economies

along a virtuous and credible path of debt reduction. An upsurge of private demand should be pursued through a wise mixture of measures to re-launch positive expectations and optimism among economic agents, prudent and well-targeted public incentives, the full perception of the cost advantage of a technological turn in energy use through energy-saving technologies and organizational methods, and bilateral and multilateral agreements on trade among the world regions. On the other hand, generalized supply strategies favouring productivity increases and innovation should be pursued in harness with broad social pacts on employment levels and cautious wage increases.

But the main new strategy should be implemented at the territorial level through support for the bottom-up definition of viable, creative, and shared development and innovation paths by local communities on the basis of their own specificities, natural and artificial assets, excellence points, traditions and competencies: in short, by exploiting their “territorial capital” and “tapping the still untapped resources”. This support – simultaneously cultural, political, operational and financial – could come in primis from the European Union, driving in the same direction the development strategies pursued by national governments and regional/local governments through new forms of inter-institutional synergies and governance methods.

Territory matters! It does so especially because it can provide the means with which to multiply the effectiveness of individual investment decisions – in the sphere of infrastructure, industry, R&D, culture and tourism – if actions are taken within a spatially integrated and wise framework. Proposed in this regard is the concept of territorial “platform” suggesting an endeavour to construct synergies among local actors: “cognitive” platforms, integrating R&D, industries, high-level education; “infrastructure platforms”, multiplying access to new mobility tools and providing efficient interconnections; “identity platforms” integrating natural and cultural assets in prudent and enriching exploitation.

Relationality and “relational capital” are terms frequently utilized for various purposes: to emphasise the need for networking and cooperation among local actors, private and public; to support long-distance interaction, opening and collaboration; to substitute simple financial incentives with agreements and partnerships, citizen participation and control in regional policy making. All these objectives indubitably require a broad reorientation of public policy styles in many regional contexts in the present European Union.

10. METROPOLISATION AND POLYCENTRIC DEVELOPMENT IN CENTRAL EUROPE: EVIDENCE BASED STRATEGIC OPTIONS – POLYCE¹

Roberto Camagni², Roberta Capello³, Andrea Caragliu⁴

10.1 PROJECT AIM

The POLYCE project has been stimulated by the need of the city administrations' for researching the cities' future competitive potentials, and for understanding the likelihood that such cities will gradually increase their cooperative behavior both within themselves, as well as with other urban areas.

The main theoretical concepts within whose frame the project has been carried out are those of policentricity and metropolisation.

Metropolisation is a process of urban transformation that has been defined within the project as encompassing:

- a spatial concentration of (new) economic functions (Friedmann, 1986 and 2002; Geyer, 2002);
- the location of important command and control functions within the cities and a well-developed connectivity network around the city (Keeling, 1995);
- a process of economic restructuring due to an increase of knowledge-intensive activities (Krätke and Borst, 2007);
- specialized functions are unequally allocated within a city or in a polycentric agglomeration (Kunzmann, 1996; Leroy, 2000; Sassen, 2002; Elissalde, 2004).

Polycentricity pertains instead the existence of more than one pole or node of (economic) performance within a given portion of space, be it a city, a region, or a country. Policentricity can be classified and analysed according to different perspectives. Within the ESPON POLYCE project, this has been done following the following threefold classification:

- morphological polycentricity, which can be identified by the hierarchies and structures of nodes according to their size and mutual significance;
- relational polycentricity, emerging in terms of flows and interactions between nodes of an (urban) system;
- polycentricity in governance, stemming from the existence of mutual interests, collaborative behaviours, complementarity in decision-making in and between the various nodes of the urban system.

The analysis has been run on five capital cities in Central and Eastern European countries (henceforth, CEECs) and their functionally related surrounding areas: Bratislava, Budapest, Ljubljana, Praha, and Wien,

¹ English translation provided by the Authors

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under the supervision and coordination of Rudolf Giffinger and Johannes Suitner, both at the Technical University of Vienna.

The project has not renounced to have a comprehensive theoretical conceptualization, matched by an empirical verification, on the determinants of city size. A literature exists on what is called an optimal city size (Alonso, 1971; Richardson, 1978) identified as that city that allows to maximize the difference between location benefits and costs for people living in the city (Camagni et al., 2013).

This approach entails the existence of one unique optimal city size for all cities, which faces clear contradictions in the empirical findings. Thus, a reaction to this apparent failure to properly account for real data came from Henderson (1974, 1985, 1996), where an opposite view, viz. that cities would perform different functions, would be characterized by different specializations, and would thus operate with different production functions.

The Italian team at Politecnico di Milano contributed to this lively literature by suggesting that the two approaches can be synthesized, and that while on the one hand cities are comparable, thus sharing several relevant common features, they maintain idiosyncratically different characteristics, capable of shifting upwards or downwards the cost and benefits curves with which they operate. Cities are supposed to share the same, complex cost and production functions with heterogeneous, substitutable factors linked not just to economic functions but to other context conditions. Therefore each of them maintains its specificity and consequently its 'equilibrium' size, but comparability (and possibility of running cross-sectional analyses) is saved and also the possibility of devising policy strategies for urban growth or containment.

This contribution encompassed a theoretical model that has been subsequently empirically verified in a sample of 59 European Functional Urban Areas.

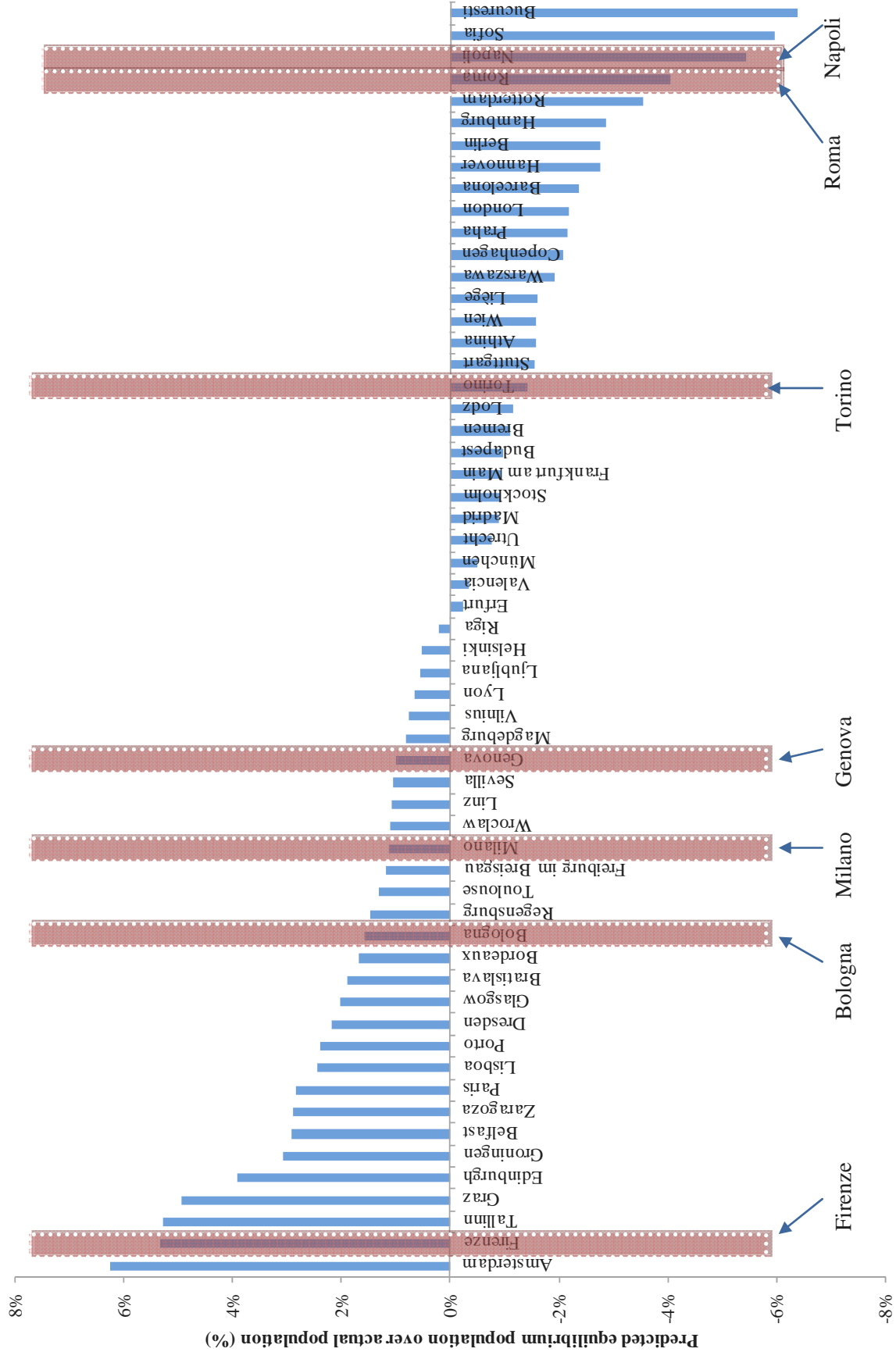
10.2 POSITION OF THE COUNTRY AND INDIVIDUAL CASE STUDIES

Figure 3 shows the difference between the abstract equilibrium population and the actual population. When the former is higher than the latter, cities can still grow, since the benefits are higher than the costs; the, on the contrary, benefits are lower than the costs of location, city size is too large. In Figure 3, Italian cities are identified with a shaded rectangle. As can be inferred from the figure, most Italian cities lying on the left-hand side of the figure show net urban benefits, i.e. the prevalence of benefit elements on cost ones. Such cities are all located in the central and northern regions of the Country. Three Italian cities lie instead on the right-hand side of the figure, viz. Torino, Roma, and Napoli. Such cities may either have reached an excessively large size, given their wealth of urban benefits, or else may have over-reached with respect to their absolute size, because of a very efficient urban governance. This last point would need further analyses, possibly encompassing city-specific case studies aiming at evaluating the quality of past urban planning in each city.

The model zooms in particular on two specific determinants of equilibrium city size, viz. high urban functions and city networks. The relationships between predicted equilibrium population and different levels of high-level urban functions and city networks are plotted in Figures 4 and 5 below.

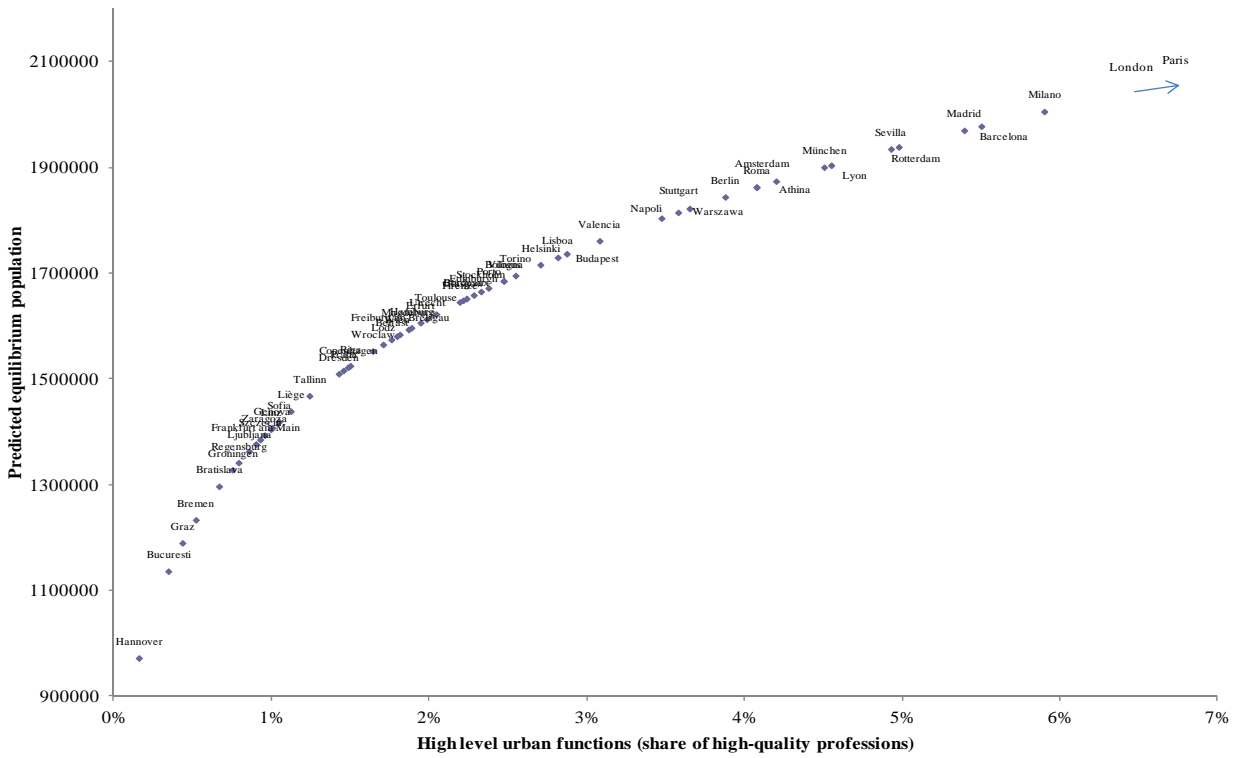
Figures 4 and 5 show that, *coeteris paribus* (i.e. when cities hypothetically share identical characteristics other than networking and high-level functions), the presence of high-value functions and of networking capacity allow cities to grow physically, without incurring in agglomeration diseconomies, thus postponing the emergence of decreasing returns to urban scale. Therefore, cities that enjoy higher density of high level urban functions and better connected in transnational urban networks can reach (and manage) a larger size, because of the increase in efficiency spurred by human capital and connectivity.

Figure 3. Predicted urban 'equilibrium' size (in % on actual size).



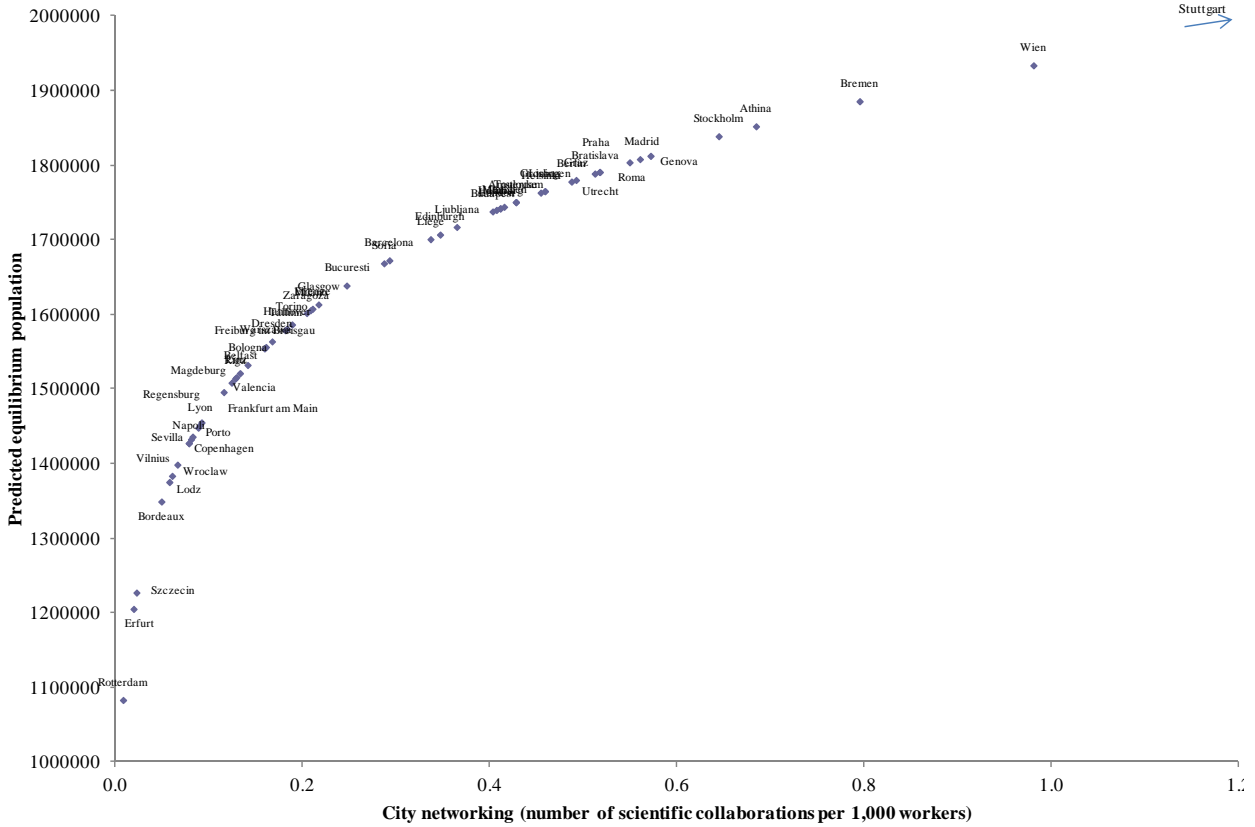
Source: Camagni et al. (2013), Authors' elaboration.

Figure 4: Predicted equilibrium population for different levels of high-level urban functions



Source Authors' calculations

Figure 5: Predicted equilibrium population for different levels of city networking



Source Authors' calculations

10.3 SYNTHESIS OF THE POLICY IMPLICATIONS

The policy implications of this analysis are interesting. The analysis suggests that in some cases cities are either larger or smaller compared to their potentialities, and the differences between real city size and the abstract estimated equilibrium size can be the result of good or bad governance, thereby suggesting future strategies for more efficient urban planning and the construction of sound economic and social 'visions'.

On the one hand, in fact, cities displaying a predicted population level lower than the actual one are expected to (at least potentially) grow to fill this gap. On the other hand, cities with an actual population higher than the population predicted by the model may have been able to reach this level with a prior higher quality of governance.

An alternative explanation for the latter case may be related instead to the existence of different paradigms for the equilibrium city size in different urban systems. While urban systems in the EU or individual EU countries are characterized by a relatively limited internal variability, stylized facts suggest that cities in Eastern or Mediterranean countries, or cities in large countries with respect to cities in small ones, may be obeying partially different laws.

The inclusion of such non-standard (viz. qualitative and governance) elements both in theoretical models as well as in empirical analyses represents an interesting challenge, and even more so, given the positive worldwide momentum of urbanization trends and the dire logistic and management problems that growing cities will increasingly pose.

11. INSTITUTIONAL CAPACITY FOR TERRITORIAL DEVELOPMENT - SMART-IST¹

*Carolina Pacchi*²

11.1 THE PROJECT'S AIM

Studies and reports on the evaluation and the future strategies for the EU Cohesion Policy underline, among other aspects, the need to significantly strengthen administrative and institutional capacities and to more precisely link the availability of funding to conditionalities and incentives, in particular as far as pre-conditions for ensuring effective use of funding are concerned, together with the adoption of more precise systems of indicators in order to improve the quality of monitoring and evaluation efforts over the next Programming period.

Moving from this policy background, Institutional Capacity For Territorial Development (SMART-IST)³ was a cross European empirical study which explored the relevance of institutional capacity in EU regional policies, looking at the relationships between capacity building tools, institutional capacity and territorial development policies in the framework of territorial cohesion. Its objectives consisted in:

- identifying the institutional factors explaining the efficiency of public institutions in designing and implementing successful territorial development strategies and policy in the framework of EU Cohesion Policy;
- developing a common and transferable methodology to be used for recognizing and assessing these institutional factors and enhancing institutional efficiency, through the identification of practices and tools.

The project analysed nine case studies in eight regions (Puglia, Sicilia and Toscana in Italy; Aquitaine, Alsace and Rhône Alpes in France and Dolnoslaskie and Lubelskie in Poland), focusing on different types of territorial development policies across different policy areas (territorial integrated projects, decentralisation of competences in the management of Operational Programmes, integrated river and landscape management, waste and water policies) and in two different Programming periods (2000-06; 2007-13).

At the beginning of the project, two main questions guided the investigation: a) how Capacity Building Policies (CBPs) influence Institutional Capacity (IC); b) how path dependent conditions influence CBPs, IC and the process of change in IC.

To answer these questions the project firstly provided workable definitions for the main variables considered. Afterwards, relations among these variables were investigated, focusing on the ones that could be tackled in a meaningful way using the SMART-IST empirical data.

The result of such effort is a capacity framework in which – assuming territorial development as the ultimate dependent variable – two relations appear central: the one between structural variables and IC,

¹ English translation provided by the Author

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³ The SMART-IST project was a targeted analysis funded under the ESPON 2013 Programme and led by Politecnico di Milano (partners Politecnico di Torino, Istituto per la Ricerca Sociale, Ecole Normale Supérieure de Lyon, Universitat Autònoma de Barcelona).

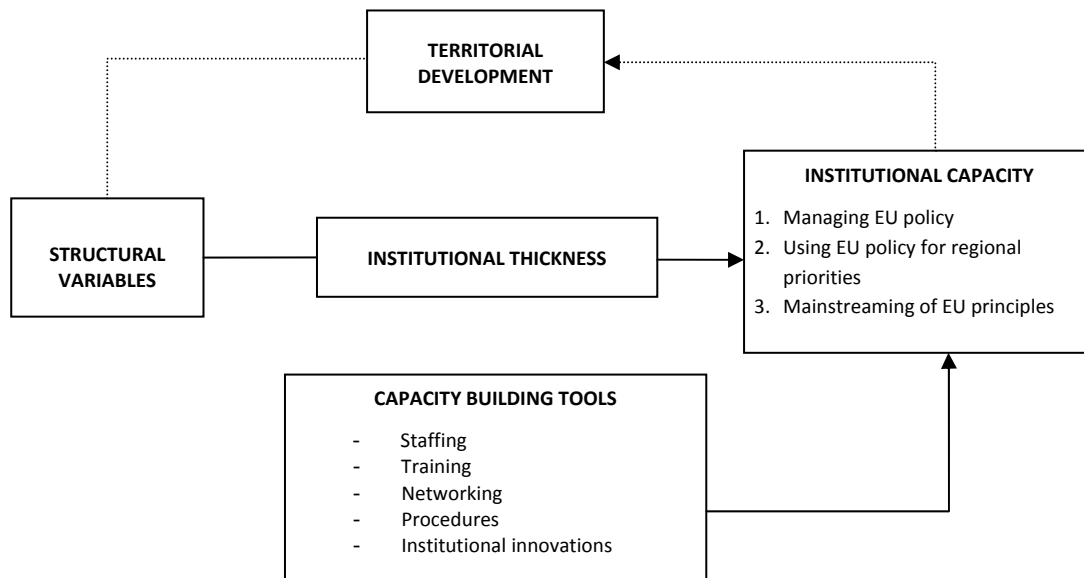
analyzed through the institutional thickness (IT) theory; and the one between CBPs and IC. In this respect, IC is the central dependent variable and the one more explicitly addressed in the framework.

11.2 THE METHODOLOGICAL APPROACH AND RESULTS

The SMART-IST framework conceptualizes structural variables as path-dependent conditions in a co-evolution relationship with institutional capacity, while the ultimate dependent variable is territorial development. We reviewed different development and growth theory frameworks and we identified a set of indicators for measuring structural variables: demographic, territorial, economic and labour accounts, education, science and technology. The unsurprising result is that SMART-IST regions can be reasonably divided into two homogeneous groups, overlapping with convergence and competitiveness regions: in the first there are the Southern Italian and Polish regions, in the other Toscana and the French regions. The main conclusion raised by field research about the structural characterization of regions in the project is that the importance of such variables is limited: CBPs and IC more generally result in fact largely independent on the level of development.

For this reason, the need to go more in depth in uncovering contextual conditions suggested the use of the Institutional Thickness (IT) framework. IT aims in fact at identifying key-factors which appear to provide certain regional and urban spaces with more possibilities to enhance local development in the context of globalization. According to the framework, the IT approach was used to describe the relation between structural variables and IC, as a frame of reference and as a process.

Figure 6: Institutional Thickness's Paradigm



Source: SMART-IST, Final Report, p. 13

IC has been investigated within the SMART-IST framework as a key variable able to contribute to the explanation of the quality of territorial development policies, directly influenced by CBPs, within the context of the structural features of different territories. This part conveyed two main results: it provided a workable definition of IC, able to investigate capacity effects in a broad sense; it analyzed case studies

against this conceptualization, and revealed clues on how it unfolds empirically. Three possible declinations of IC have been identified:

- type one IC: the ability to come to terms with EU rules and procedures, that is to say the complexity of the management dimension of EU funds and the ability to combine them with the national and/or regional rules and procedures. Evidence of such type one IC was present across all SMART-IST cases, even if with different modes, temporal dynamics and depending both on the initial level of capacity present in the region and the relative experience in managing EU funded policies.
- type two IC: the capacity to use EU funds and procedures to bring forth and implement projects and strategies, which local actors already had in mind or which they develop on purpose. Such capacity to integrate thematic areas, implementation tools and devices and funding sources towards a strategic objective is especially found in the French regions and in Toscana: such type two IC is in fact strictly linked with the initial maturity of administrative and institutional contexts and with the strength of their territorial agenda, and it is possibly the least widespread of the three.
- Type three IC: the capacity to use the competences built through the use of EU funding in order to improve the overall quality of administrative action, i.e. the increase in the quality of the intervention due to the diffusion, mainstreaming and institutionalisation of the partnership principle, the sustainability framework, the use of monitoring and evaluation, the emphasis on multilevel governance, etc. Such type three IC is a goal in itself and it can directly influence the final outcomes of territorial development policies, beyond Cohesion Policy interventions. In the SMART-IST cases, we find evidence concerning mainly the diffusion of the partnership principle and of evaluation procedures.
- Capacity building policies (CBPs) refer to actions aimed at strengthening the capability of government officials to manage their Programmes, to provide services to their constituents, or to manage their overall jurisdictional or inter-jurisdictional responsibilities. The project proposed a broad definition of CBPs, including strategies as diverse as staffing, training, networking, procedural arrangements, institutional and organizational innovations.

For what concerns the relation between CBPs and IC, the main result of the analysis has been that CBPs can be drivers for breaking path dependency and improve capacity, no matter the level of development. CBPs actions and effectiveness vary according to the type of capacity considered:

- Type one IC is the one more easily tackled: virtually all kinds of CBPs can improve that capacity and several initiatives across SMART-IST regions were perceived as successful. Among the tools used for enhancing type one capacity, networks are at the same time the less intrusive for administrations and the ones able to address more complex type one issues.
- Type two IC entails an existent planning capacity to be used before CBPs are activated and delivered, so that a complete understanding of type two improvements will only be observable in a future planning round. Notwithstanding, drawing on the experience of Toscana, Sicilia and Dolnoslaskie, the analysis shows that: while it is reasonable that other CBPs – in particular staffing and training – may have a good potential for fostering type two IC in the future, procedural CBPs may have a significant potential for activating this kind of IC with effects immediately observable in the short run.

- CBPs effects on type three IC still present a problem of observation, but nonetheless, the analysis showed that this type of capacity may be enhanced controlling for two characteristics of CBPs: their ability to get integrated into the wider administration and their time frame of action.
- Impinging on the results of the SMART-IST project it is possible to make a certain number of policy suggestions. As far as the different IC types are concerned, it would be wrong to identify effectiveness only with financial management (type one IC). In fact, the real test of effective implementation is that the goals of the Lisbon strategy are attained and this implies the smooth integration between European Cohesion Policy and domestic policies (type two IC): the fieldwork has in fact shown that the risks of administrative and policy fragmentation are present and dangerous across most of the regions considered (but particularly so for convergence regions).

Moving forward in this same line of thought, for what concerns the ability to do a consistent diagnosis and strategic planning, any improvement action should be specifically tailored to the single administrations coping with capacity gaps. A first possibility in this direction is to use some common indicators and define individual targets to be attained across the different areas of IC.

12. TRANSPORT INFRASTRUCTURE FOR PERIPHERAL REGIONS' ECONOMIC DEVELOPMENT- TIP RED PROJECT - AIRPORTS AS DRIVERS OF ECONOMIC SUCCESS IN PERIPHERAL REGIONS - ADES¹

Federica Alcozer², Sara Favargiotti³, Mosè Ricci⁴

12.1 SYNTHESIS OF THE PROJECT

The TIP RED ESPON project starts from the call of a Targeted Analyses: “Airports as drivers of economic success in peripheral regions” (ADES). It began in November 2011 and ended in January 2013. It was elaborated by the Department of Sciences for Architecture – University of Genoa - Italy (Lead partner), BAK Basel Economics AG - Switzerland, KiNNO Consulting LTD – Greece, and Jyväskylä University School of Business and Economics – Finland. The project is specifically targeted to the situation and needs of three stakeholder regions: Province of Savona, Region of Western Greece, City of Jyväskylä.

In Europe in the last century the geography of settlements highlighted by the speed of connections has fortified some territories and marginalized others. These processes have directly involved the spaces, lives and imaginations of the public. In other words, these are new urban facts that have, in some way contributed to establishing a postmodern idea of change for which it's not production, but connections that create the essential conditions for the economic growth of a territory.

Since the late Nineties, many airports recalibrate their fundamental function through the integration of air traffic transportation facilities together with activities that regenerate their life and the surrounding territories. Several secondary airports have been incorporated into the low-cost airport network, generating a renewal of both infrastructure and function, and in the growth of activities not limited to air transportation. The strategy of re-use small airports became also crucial on a local scale because it generates a rapid transformation of land use and of the infrastructure network relative to land transportation: the airport becomes a landmark in the territory and an important element for the local economy. Even more in this period of economic crisis, building new infrastructure does not reveal itself as the most sustainable strategy, considering sustainability as an aim in relation to social and territorial changes.

The project offers alternative options to the excessive construction of infrastructure: it explores the leverage effect of existing infrastructures in boosting local economies. The recycling of obsolete infrastructure and the re-use of this structure, in order to optimize their potentialities, becomes the most sustainable and desirable solution: to re-think not only the abandoned and unused infrastructure, but to recycle all those infrastructures that are still active but poorly operating and unproductive.

These new infrastructures generate trade with landscapes but also allow us to see new landscapes; the airport becomes a place to live and not only a door to cross to go to another destination. From airports to reach and to fly 'beyond', a far away destination, to airports in which to go and stay in, as attractors of flows related to activities associated with the local area. In that sense, the airport “osmotic infrastructure” becomes “a place to live before a place to leave”. It is organized to satisfy not only one specific sector (flight

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operation) but it could adapt to the surrounding context and business, it could exchange flows (physical and immaterial) with the surrounding territory and it could accommodate multiple functions.

TIP RED presents, through spatial and economic analyses, an operative strategy for these airports to recalibrate their fundamental function in specific contexts: the integration of air traffic transportation facilities with new activities can create local development. The guidelines for the vision are based on three different strategies:

- Expansion of the existing airport, increasing the number of flights, adding new functions to neighbouring industrial and commercial (REload);
- Maintenance of airport operation, hybridization with insertion of the functions of existing activities and related to the local context surrounding integration of urban functions (REuse);
- Abandon the airport function in favour of a comprehensive recycling action, a reclaiming land from the old infrastructure, creation of a park and public facilities for the city's new urban development (REcycle).

12.2 ITALIAN POSITION

Both the Lead Partner and the Lead stakeholder of the TIP RED project are Italian. Apart from this, the working group has targeted the issues in a European dimension, rather than a national one. The role of the LP(DSA) in the TPG has been characterized for the disciplinary approach, which is linked to the field of architecture and planning - researchers of regional and urban planning, within a Faculty of Architecture – rather than economics: the other members of the TPG are all coming from economics research facilities, public and private.

The role of the Lead Stakeholder (Province of Savona) has brought the attention to their regional context (and in particular to the airport of Albenga), without losing the dialogue with the other stakeholders (Greek and Finnish).

12.3 RELEVANT REGIONAL AND SUB-REGIONAL CASE STUDIES

The case studies are: Jyväskylä Airport, Central Finland; Araxos Airport, Aktion Airport, Andravida Airport, Region of Western Greece; Villanova d'Albenga Airport, Province of Savona. They show different examples of the widespread situation of underused airports stuck in a pre-decline phase. It is urgent to think about their future in order to transform airports' infrastructure into urban re-activators, before that the airport infrastructure arrives in its obsolete phase.

These airports are very different due to the heterogeneous contexts (geographical, economical, social). Jyväskylä is very central to Finland but very peripheral relative to Central Europe. As the economic centre of Finland is south of Jyväskylä, the region is even more remote and Helsinki becomes a natural gateway to "Europe" for the whole of Finland. Patras is also rather central to Greece, but Greece as a whole is at the southern periphery of Europe. Despite the fact that Patras is even closer to Central Europe than the capital Athens, almost all air traffic goes through Athens. The situation of Savona differs considerably. It is rather central in Europe, but very peripheral in an Italian context. The airports of Genoa, Nice, Turin and Milan are relatively close. Thus, the air link situation of the three stakeholder regions also differs substantially.

12.4 SYNTHESIS OF THE RELATED POLICIES AND INDICATIONS FOR THE COUNTRY AND THE REGIONS

Apart from specific results for the stakeholders involved, TIP RED approach shows how the connection between accessibility and regional development is more complex than everyday thinking would imply. The research aims to change the monolithic view on regional development and argue a new perspective of reuse, renewal and renovation of existing infrastructure. In fact, TIP RED outlines several alternatives visions which may contribute to initiation of a positive and self-accelerating process between accessibility and economic performance of a region.

The multidimensional methodological approach on the same issue aims a critical discussion and gives relevant results to afford the many-sidedness and complexity of the research questions. The methodology mix is highly recommended on national and European level to afford research activity in order to increase their respective knowledge, to provide a more complete overview of the research topics and to obtain results more coherent and appropriate for each issues and nation.

TIP RED gives also an improvement in the European debate on transport policy: the construction of a new infrastructure is not always efficient on its own and should be supported by innovative REnewal strategies. These strategies show different scenarios that increase airport efficiency and provide growth for local communities. Three alternatives (REload, REuse, REcycle) suggest to develop vitality and functions of the peripheral airports in the future. Regional institutions or local policy makers could adopt these strategies to afford the widespread problems of obsolete or underused airports.

Besides, the possibility of developing cooperation agreements with other airports is seen as an opportunity, especially in terms of business and market segmentation. The model of airport network could be studied and adopted as an operative strategy. A cooperation of small and medium airports instead of a competition could drive a territorial synergy between nearby airports. Representatives of each airports will be involved in the Management Committee of the others airports and they could approve a shared commercial policy.

Finally, TIP RED research proposes an innovative graphical representation. Maps are powerful tools to visualize spatial data, but they can be also useful instruments for policy makers to choose and define the best strategies for local development. They could be used by others local or regional authorities or institutions as essential implements of communication of the local context and to give instructions. The data can be described also in the form of maps: descriptive maps could visualise statistical information. This will help identifying structural patterns in space. Vision Maps instead can visualise potential further development. These explore potential new assets: they use design as analysis and methodological support for strategic processes.

**THE ITALIAN CONTRIBUTION TO SCIENTIFIC TOOL
(PRIORITY 3)**

13. TERRITORIAL EVIDENCE PACKS FOR STRUCTURAL FUNDS PROGRAMMES – TERREVI¹

Andrea Gramillano², Alessandro Valenza³

This paper describes the main features and results of TerrEvi project belonging to the ESPON scientific platform. The paper is structured in four sections. The first illustrates the main aims, the methodological approach and the development of the project. The second section focuses on the Italian case, Italy being one of the countries which has been more analysed in TerrEvi. The third section describes the two regional case studies, Molise and Umbria. The final section identifies the main lessons learned.

13.1 SUMMARY AND PROJECT OBJECTIVES

Aim of the project. Being ESPON knowledge basis already highly developed, the TerrEvi project has been conceived for making the available evidence more accessible and used by European Structural Funds Programme authorities and stakeholders. Firstly, TerrEvi develops a methodological concept for using available territorial evidence for the 2014-2020 Programming period. Then, the project tests the full potential of the methodological concept in ten pilot cases, developing ways forward how ESPON territorial evidences can be useful for both Growth & Jobs and Territorial Cooperation Programmes.

13.1.1 Methodological approach

TerrEvi uses as sources all the main ESPON projects in the ESPON database. Comparable information, evidences, analyses and scenarios on territorial dynamics have been collected in order to identify territorial capitals and development potentials of regions and larger territories in relation to the Europe 2020 objectives of smart, sustainable and inclusive growth and to the Territorial Agenda 2020. From a methodological point of view, ESPON TerrEvi has used various tools: (a) multi-level approach, (b) traffic lights, (c) box-plots, (d) territorial impact assessment.

The ESPON multi-level approach has been used to interpret evidences at different territorial levels. Maps provide spatial representations of these evidences. The Map 15 illustrates the different scenarios of evolution of labour force in the period 2005-2050 estimated for Molise region and Italy by the DEMIFER ESPON project and re-produced and re-adapted in the TerrEvi project.

Another tool is the traffic light, which allows graphically representing the Programme area compared to EU-27+4 space, to other comparable Programme areas and to Member States it includes. The traffic light in Figure 7 are about selected smart growth priority indicators in Umbria region.

Box-plots illustrate the internal distribution of a variable inside a Programme area compared to Europe (EU-27+4 space) and cooperation Programme areas in general.

Territorial Impact Assessment has been used to propose indicators measuring the potential territorial impact of policies.

¹ English translation provided by the Authors

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13.1.2 The Project Development

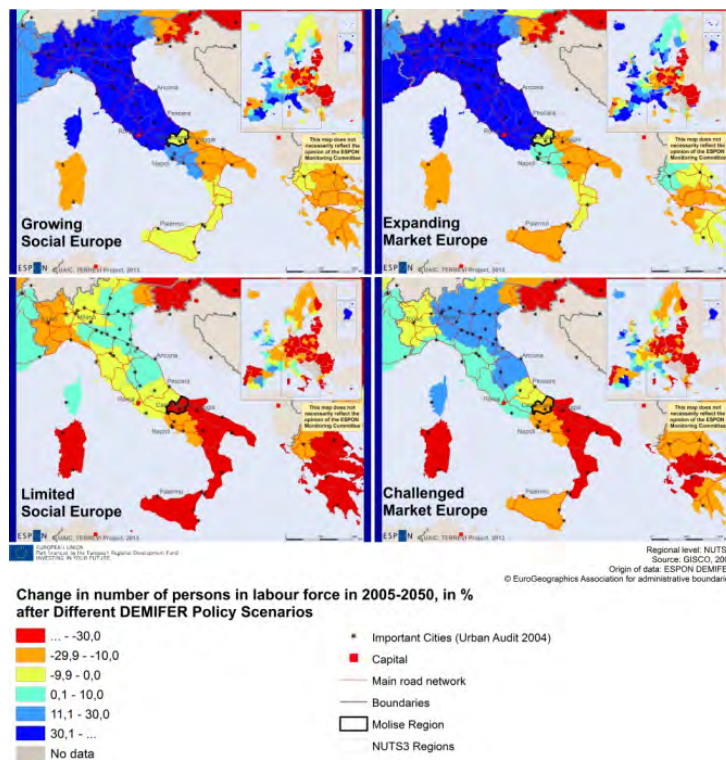
The project, started in February 2012, is in its final phasis of realisation. Until now, TerrEvi has produced various reports, available on the ESPON website (www.espon.eu). Inception and Interim reports describe the main steps and the methodological approach. The other specific deliveries directly target the Programme areas: 53 factsheets for cross-border cooperation Programmes; 13 factsheets for transnational cooperation Programmes; 10 territorial evidence packs for cooperation and regional Programmes were produced in the case study areas. These specific deliveries provide the reader with insights on different types of ESPON territorial evidences with regard to the possible investment priorities of the future 2014-2020 Structural Funds Programmes. The draft final report and the final report will be produced in the next months.

The TerrEvi project has been analysing the Italian territory at different levels. In particular, Italy has been analysed at two Programming levels: European Territorial Cooperation Programmes and Regional Programmes taking in consideration the territories as defined during the 2007-2013 Programming period.

13.2 TERREVI PROVIDES TERRITORIAL EVIDENCES USEFUL FOR ITALY

TerrEvi has produced easy to use (15-20 pages) factsheets for seven cross-border Programmes: Italy-Austria, Italy-France (Alcotra), Italy-France (Maritime), Italy-Malta, Italy-Slovenia, Italy-Switzerland, Greece-Italy; four transnational Programmes : Central Europe, Alpine Space, Mediterrenean, South East Europe. For the two regional case studies, Molise and Umbria, two territorial evidence packs have been realised. Furthermore information at national level has been re-elaborated in the traffic lights for making the comparison of ETC Programmes against national values.

Map. 15: DEMIFER scenarios of change in labour force in 2005-2050 in Molise region and in Italy

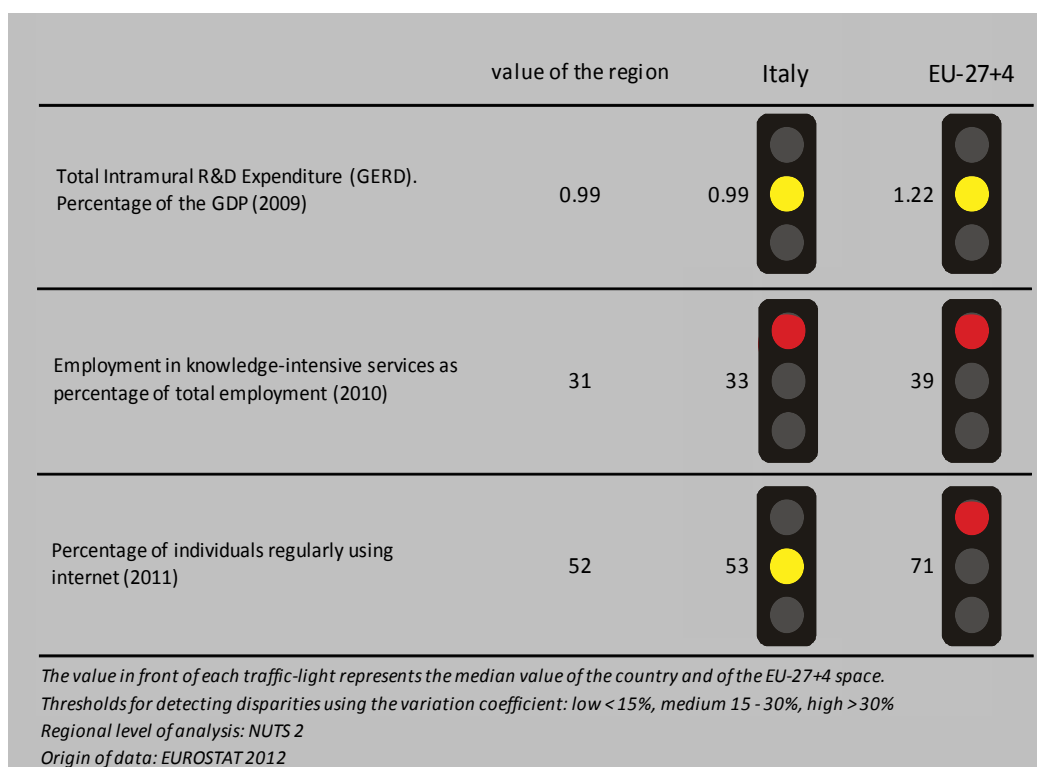


Source: Territorial Evidence Pack della Regione Molise sulla base di DEMIFER, Annex D12-8

13.3 REGIONAL CASE STUDIES

Indicators, quantitative and qualitative evidences coming from the ESPON database have been presented and tested in ten case studies in order to verify if they can be useful for one or more of the following Programming steps: a) analysis of the Programme needs and challenges; b) thematic concentration of resources and actions in the new Programming period; c) selection of result indicators; d) selection of projects and actions; e) stakeholder consultation. Tests carried out in the two Italian case studies highlighted that: i) ESPON data usually provide a snapshot at a given point of time without necessarily illustrating dynamics; ii) presented indicators can easily support the Programmes in the analysis of needs and challenges, the thematic concentration and in stimulating stakeholder consultation; iii) the use of ESPON evidence for ‘ Programme monitoring’, ‘project selection’ is limited at the moment due to the current Programming phasis more related to strategic choices and to the information availability.

Figure 7: Traffic lights with Smart Growth indicators for Umbria region compared to Italy and EU27+4 area



Source: Territorial evidence pack for Umbria region, TerrEvi project

13.4 LESSONS LEARNED

TerrEvi has shown that ESPON can contribute substantially to warrant a solid basis of information and data for supporting European Structural Funds Programmes. In order to increase the added value of ESPON evidence some key lesson learned emerge from the TerrEvi project.

The added value of ESPON can be increased if associated with other sources e.g. national, regional and local databases. As a matter of fact, it is what partially occurred and has been discussed in the case of Molise and Umbria. ESPON evidences were taken in consideration by Molise for the implementation and monitoring activities, while in the case of Umbria an interesting reflection has started to integrate ESPON evidences and TerrEvi approach in the regional performance monitoring system (RUICS). Apart from the

regional level, ESPON evidences can be exploited to provide harmonised data for cooperation Programmes and to provide a national, European and global perspective of comparison and benchmark.

ESPON evidences can be used in particular for designing situation and SWOT analysis thanks to the facts it contains evidences concerning driving forces and allows for discussions on Programming areas comparative advantages and disadvantages in a European perspective. Also qualitative ESPON evidences, concerning case studies or best practices, have been considered very helpful by the Programme authorities and could be further exploited to improve the quality of public policy and governance.

14. UPDATE OF INDICATORS AND MAPS (2011-2014) HARMONISED DATASETS ON LOCAL UNITS (LAU 2) - THE RELEVANCE OF MUNICIPALITY DATA FOR A COMPREHENSIVE UNDERSTANDING OF SMALL-SCALE TERRITORIAL DYNAMICS ¹

Elisa Ravazzoli², Thomas Streifeneder³

14.1 SCOPE OF THE PROJECT

The ESPON project, carried on by the EURAC research Institute for Regional Development and Location Management, entitled “Update of Indicators and Maps (2011-2014) Harmonised Datasets on Local Units (LAU 2)” is part of the targeted action on Update of Indicators and Maps 2011-2014 and will support the Scientific Platform and Tools under Priority 3 of the ESPON 2013 Programme. It builds on the experience gained by previous and ongoing ESPON projects (e.g. TeDi1, GEOSPECS2, ETMS3, and M4D4) and has the major aim to update a set of indicators and maps and harmonize the dataset of data at municipality level (i.e. Local Administrative Units /LAU2 level) for the broad EU scale. This will enrich the ESPON 2013 database with new data at LAU2 level and for the European scale, responding to the increasing demand for EU-wide harmonised analyses at a detailed level.

ESPON has long been engaged in delivering a large body of knowledge and evidence on methodologies to compare data from different years and sources. Most of ESPON data are available at the regional and provincial level. The interest in collecting and using data at LAU2 level and the peculiarity of this project relies on the detailed municipal scale. This allows a better understanding of territorial developments within regions that differ comprehensively and whose dynamics cannot be perceived at regional level only. Indeed the regional level is a too rough spatial level for mirrored cohesion actions and measures; hence, the project denotes the importance, if not the need, of using local administrative units for territorial policies.

Hence, besides the fact that territorial policies can be defined more precisely, this level of analysis offers the possibility to gain new insights of the driving forces behind the depicted developments. Indeed, during the project, the researchers from EURAC will collect and update data at the municipal level on a timescale of 2001 to 2011 and make them comparable across different years and sources, favoring transnational and cross border comparison.

Specifically, the project has four detailed objectives:

1. Develop guidance to the ESPON research community on the main issues that users have to deal with when collecting and harmonising data at LAU level 2;
2. Further develop the ESPON 2013 Database at LAU level 2 with data for EU28+4 (i.e. EU28 plus Norway, Switzerland, Iceland and Liechtenstein) on thematically-oriented topics on the basis of the 2001 and 2011 population and housing censuses;

¹ English translation provided by the Authors.

The purpose of the call for tender on "ESPON Update of Indicators and Maps (2011-2014) – Harmonised Datasets on Local Units (LAU 2)" is to support the scientific platform and tools under Priority 3 of the ESPON 2013 Programme

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3. Improve data comparability over time and across data sources at LAU level 2 by applying the methodology developed in the framework of ESPON 2013 and Demonstrate that the ESPON research community can replicate this methodology more broadly.

14.2 METHODOLOGICAL APPROACH

Achieving the four objectives implies exploring the advantages and the problems of working with different datasets as well as the importance of implementing an approach for data comparability. Within the framework of this call, the advantages of data comparability are related to the harmonised data and aligning them with international standards. This will ensure data interoperability among various institutions and stakeholders will help eliminate redundancy and data duplication, and provide a common basis for standardizing data. The development of these objective demands an extensive experience in the field of data harmonisation, particularly with a sound knowledge in database management and in both GIS applications and development.,

The Institute for Regional Development and Location Management has more than ten years of experience in collecting, harmonizing and analyzing data at the municipal level through statistics and maps. It hosts a unique database of LAU2 data covering the completely Alpine area and for some indicators even an enlarged Alpine area, which constitutes the core pillar of research capital and expertise. In addition, the Institute has an ample experience in data management and GIS mapping. Most of the experience with geo-data sets and boundaries at LAU2 level is by using Eurogeographics data, integrating them with raster data, and by mapping sets of indicators, as this is an outcome of many projects and publications based on harmonised data sets. This experience is visible in the recently elaborated map "Population growth 2001-2011" (see Figure 8) as well as in other projects such as Agrapl (www.eurac.edu/agralp), the Structural Atlas of the Alps (<http://www.uibk.ac.at/diamont/>) and the project Monitoring the Alpine Space (<http://www.eurac.edu/en/research/projects/ProjectDetails.aspx?pid=15037>).

The methodology suggested to develop the project's objectives is based on four tasks:

1. Task 1: Develop an inventory of data available at LAU level 2
2. Task 2: Compilation of data on thematically oriented topics
3. Task 3: Apply the methodology developed by ESPON 2013 to facilitate data comparability
4. Task 4: Develop a guidance for the ESPON research community

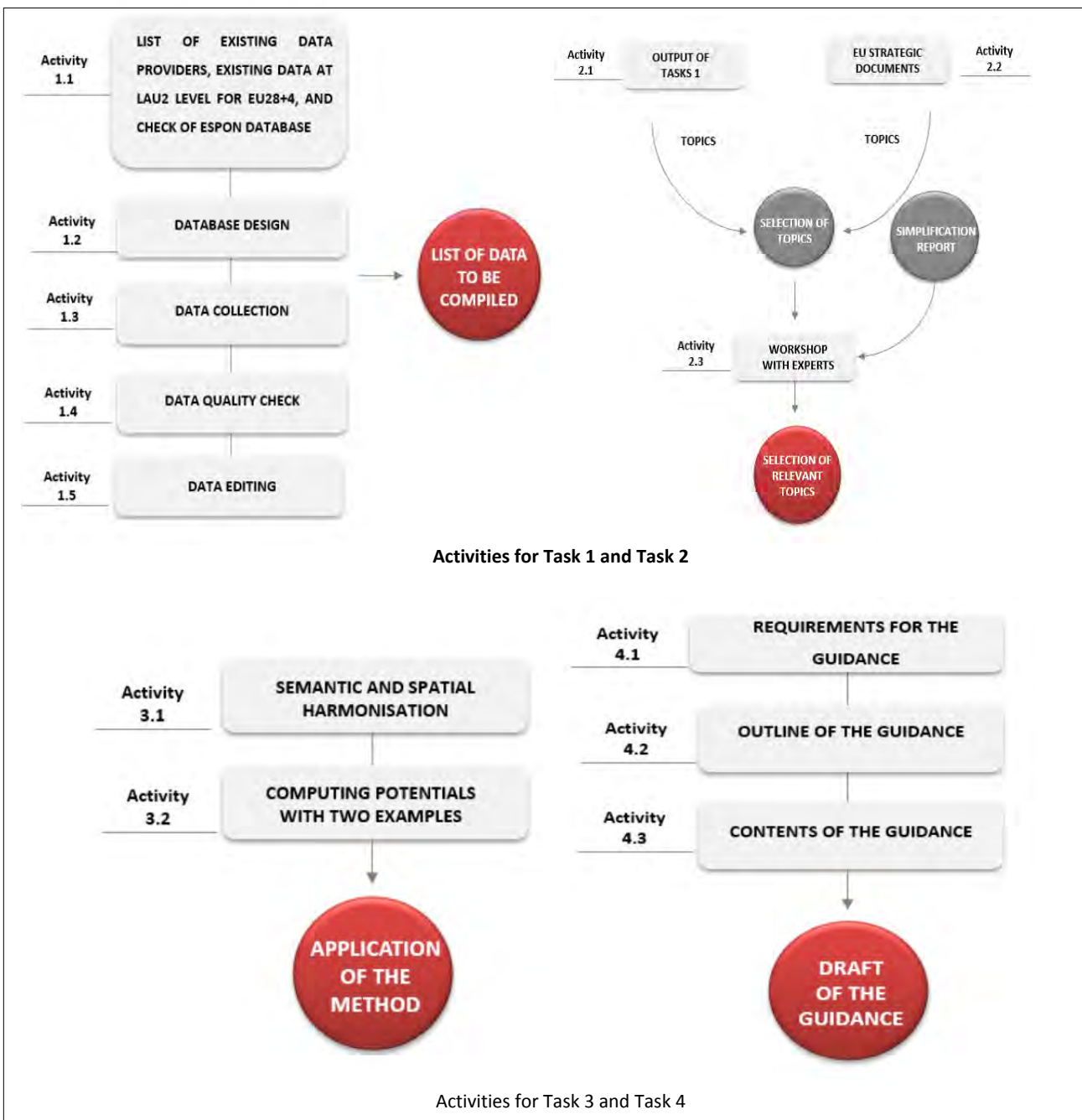
In order to conduct the tasks, EURAC will mainly use the ArcGIS tools and Microsoft Access. The latter will mainly be employed in Tasks 1 and 2 for listing EU-wide data providers and the creation of a database of thematically oriented topics, while GIS tools will be extensively used in Task 3 for the spatial harmonisation of the data and creation of the potentials. For the realization of Task 3, we will adopt the approach developed by ESPON for favoring data comparability. In addition, resources will be spent to identify both shortcomings and scientific improvements especially in the field of spatial and semantic harmonisation. Overall, in carrying on the tasks, we will also consider using Programming language tools to overcome difficulties and problems that might appear during the development of the work.

Below are four images that show for each task the activities that will be carried during the project until its completion.

14.3 IMPLICATIONS FOR TERRITORIAL ANALYSIS OR POLICIES

As previously mentioned, the update of maps and indicators at LAU2 level has strong implication on territorial analysis, as this geographical level is the most appropriate for providing complementary evidence between and within regions. Data at LAU2 level provide much finer evidence on territorial structures, trends and dynamics across Europe than territorial analyses on NUTS levels (national, regional, and provincial). The municipality level increases the ability to develop territorial indicators for smaller geographic units and in smaller Member States, understanding the “local” dimension and characteristics. At the same time, the LAU2 level represents the most refined geographical level to explore and understand the diversity of Europe’s territories and enables the increase in knowledge about cities and regions across Europe.

Figure 8: Flowchart of activities within the project



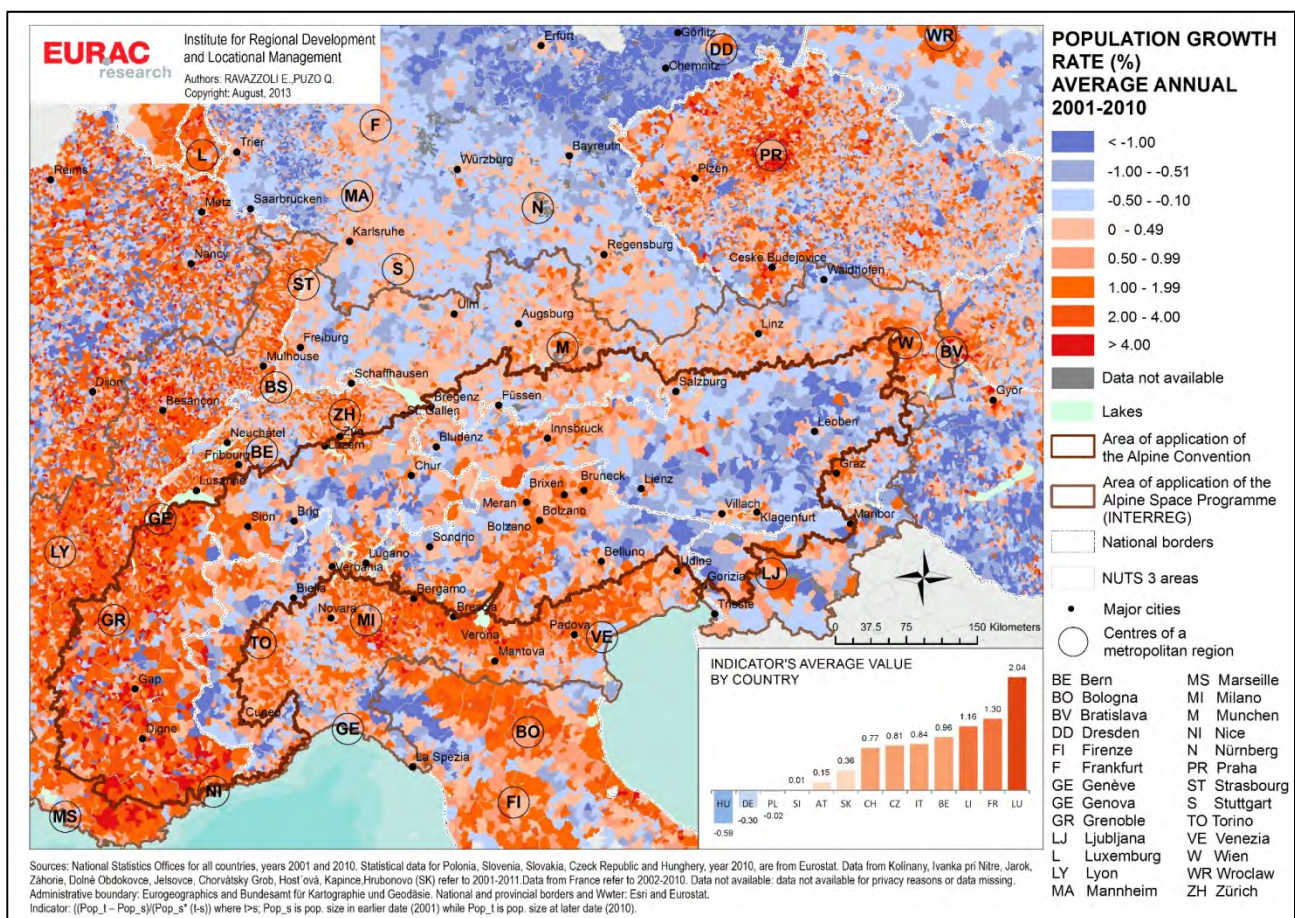
Source: EURAC Research, Institute for Regional Development and Location Management

14.4 EXPECTED RESULTS

Based on the results of the project, new data and indicators at LAU2 for broad EU will be defined and made available and a set of maps created which represent important additional scientific basis for the preparation of effective territorial policies. The results will be made accessible for the use practitioners at all administrative levels for the formulation of policy options in development strategies and planning instruments.

The map realized by EURAC (Figure 9) where EURAC collected data for about 40.000 municipalities, demonstrates a first hint of the sort of cartographic outcomes that the project will provide. This map shows the importance of collecting data at this detail scale for the comprehension of broader dynamics. Precisely, the map displays several spatial dynamics: a) that the peri-alpine metropolitan regions are gaining population while inner towns are losing population; b) that urban agglomerations are expanding their borders into small towns in the Alps (sub-urbanization); c) that the dis-connected valleys either are subject to depopulation or are benefit for being connected to the sub-urbanization of peri-alpine agglomerations. This is only an example of how working on at a trans-boundary level and collecting data across different sources, enables to display a broader detailed view of an interesting phenomenon that is taking place in and around the Alps.

Figure 9: Population growth rate 2001-2011



Source: EURAC Research, Institute for Regional Development and Location Management

**THE ITALIAN CONTRIBUTION TO TRANSNATIONAL
NETWORKING ACTIVITIES
(PRIORITY 4)**

15. THE EUROPEAN CONTRIBUTION OF THE “INTEGRATED TERRITORIAL DEVELOPMENT STRATEGIES” TO TERRITORIAL COHESION ESPON INTERSTRAT

Angela D’Orazio¹

“Territorial cohesion is hot. The entrance of this concept in the EU policy-making arenas offered spatial planners a new opportunity to open the debate on bringing the territorial dimension of EU policies and legislation on the agenda” (Bynes and Van der Lecq, 2005: 1)

Territorial cohesion may be defined as “the spatial declination of sustainable development” (Peyrony 2010, p.122): the way how competitiveness, cohesion, and environment protection can blend together in a space with regard to the different territorial scales.

While studying the modalities used by the single territories to work out development strategies matching (sometimes only formally) the European criteria, the necessity for an identification of possible “Integrated Territorial Development Strategies” came up. Starting from the preliminary definition :“An integrated territorial development strategy aims to develop a territory through all its components and its interrelations. The territory is considered as a dynamic and holistic entity”, the concept has been analysed and debated on occasion of a transnational project of applied research that correlated various planning experiences in 9 European countries by focusing on the integration level and on the capacity of territorial inclusion in Programming documents.

15.1 INTRODUCTION

Local development is a term spurring the most creative ideas, but in fact it is a critical key word as regards the actual difficulty to express and propose current patterns of economic growth.

The basic concept is that the development of different territories may follow different paths and the residual factors (not cleared neither by the classical economic theory nor by the new-Keynesian school) may be endogenous and immaterial.

Very often this is a reformulation of regional development theories.

An example is the endogenous development where regional and local communities take control over their own resources and institutions in order to create more sustainable jobs, to re-invest funds within the region and on small local enterprises with high-level labour intensity, to harmonize development processes with regional characteristics.

As regards the approach of an endogenous development the local production of goods and services targeted to local consumers is considered more profitable and convenient in order to either remove external dependencies such as the supremacy of big companies or more powerful regions – or to support the local workplaces in producing goods and services for the residents.

The smart growth approach shares some of these contents but it considers the local production of goods as much beneficial as the production of energy, in regard to both the increasing energy costs and the high emissions generated by the transport of imported goods.

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Gray Literature generally legitimises local development actions because:

- they allow a compensation response, resilient and corrective in overcoming the negative impacts of job de-localization, closure of companies, unemployment increase and social exclusion;
- they allow to counterbalance institutional changes such as decentralisation processes and lead the local governments to get involved in development and occupational dynamics;
- they become a springboard for those development strategies tailored on local contexts and needs and on a commonly shared vision of future.

Common concepts to these schools of thought find their basis in the following statements:

- growth opportunities exist in all the different territories and the underused potential can be exploited;
- such opportunities and potentials can be transformed in integrated development projects;
- local dynamic and committed actors, cooperating within a partnership, can provide general Government and institutions such as Universities with assistance and support.

The resulting pattern matches the standards of the new regional policy wanted by OECD (1992, 2004, 2008) and the content of Barca Report (2009) on territorial cohesion.

These works led to practices, initiatives and projects, strategies and action plans. Many of them have been worked out and implemented in European Programmes and have become references in several documents.

The evaluation reports and communications of the European Commission (2009) state that local development approaches provide help in understanding new development forms (as regards the diversity of local factors determining the competitiveness and the potential of a given area; the key-role of factors such as the company environment); in dealing with problems of subregional development; in improving the governance; in promoting inter-territorial cooperation; in contributing to cohesion policy, to territorial integration and in improving the funding system processes.

With particular regard to the cohesion, Barca Report on a place-based policy underlines how local development may increase cost-effectiveness of the European financing thanks to a bigger concentration of structural funds at a local level and to a better management of local projects, selected according to eligibility criteria, monitored and evaluated.

The Territorial Agenda 2020 (Gödöllő, 2011) clearly defines the key-words of this approach : “We consider that the place-based approach to policy making contributes to territorial cohesion. Based on the principles of horizontal coordination, evidence-informed policy making and integrated functional area development, it implements the subsidiarity principle through a multilevel governance approach. It aims to unleash territorial potential through development strategies based on local and regional knowledge of needs, and building on the specific assets and factors which contribute to the competitiveness of places. Places can utilize their territorial capital to realise optimal solutions for long term development, and contribute in this way to the achievement of the Europe 2020 Strategy objectives. (Territorial Agenda 2011, paragraph 11)

In the evolution of the European “debate” on cohesion (CEC 2008; ECTP, 2009; Faludi 2010), the elaboration of a specific level of European planning, endowed with policy tools but not necessarily with territorial competence, seems to outline the concept of territorial cohesion as a reference to an approach integrating the definition of policies (D’Orazio, 2011); thus an approach requiring to locate - in an actual

cohesion policy- the whole set of the multidimensional and potentially conflictual objectives of the sectoral European and national policies inside a common framework considering the territorial dimension.

The picture we outlined shows how the elaboration of integrated strategies to local development can become a catalyzing element.

“In line with the Treaty on the Functioning of the European Union (Art. 174 and 175), all policies and actions of the Union should contribute to economic, social and territorial cohesion. Therefore those responsible for design and implementation of sectoral policies should take the principles and objectives of the Territorial Agenda into consideration. The coherence of EU and national policies is of out-most importance for territorial cohesion. Most policies have significant territorial impacts, influencing the development opportunities of territories in different ways. The coordination of different sectoral policies, to optimise territorial impact and maximise coherence can significantly increase their success, and help avoid, at all territorial levels, negative effects from conflicting policies. The optimal balance of sustainability, competitiveness, and social cohesion can be realised through integrated territorial development” (Territorial Agenda², 2011, paragraph 7)

15.2 INTEGRATED TERRITORIAL DEVELOPMENT STRATEGIES (ITDSS)

In the scope of a transnational project of applied research³ the definition of Integrated Territorial Development Strategies has been used to understand different forms of plans/documents oriented to an integrated territorial development, defined as the process affecting an economic, social and environmental change through policies and Programmes tailored on the territorial dimension (not the space-blind approach).

These documents present remarkable differences relevant to multiple factors (INTERREG III C, 2006).

They can be set up according to either formalized procedures in compliance with the laws or they can be produced without specific requirements as regards the procedures.

They can be either included in a strategical hierarchical framework which requires conformity between the different levels or they can be worked out as single documents with no conformity obligation to each other.

In some of them the strategy is considered as a specific action plan or reference framework apt to establish whether the planned actions are in accordance with the strategy; in others the strategy is mainly a discussion forum aimed at creating acceptance on future actions.

Some documents are based on a detailed analysis of a significant amount of social, economic and environmental data; others are not supported by an extensive data analysis. They can be either well worked out in their spatial dimension, including maps and pictures and a spatial representation of the strategy, or they can merely present texts with limited spatial contents.

Lastly they can deal with a wide-ranging scope of different policies or they can focus on economic regional development.

²Informal Ministerial Meeting of Ministers responsible for Spatial Planning and Territorial Development (2011).

³ ESPON - INTERSTRAT (ESPON in Integrated Territorial Development Strategies) a project financed by ESPON Programme 2013, within Priority 4: Capitalisation, Ownership and Participation: Capacity Building, Dialogue and Networking. It is a Transnational Networking Activity aimed to national groups of ESPON Contact Point (ECP). The project is supported by a wide partnership of nine UE countries with different institutional capacities, approaches and languages: United Kingdom, Greece, Poland, Belgium, Bulgaria, Ireland, Italy, Romania, Slovenia. In Italy ECP service is performed by Prof. Maria Prezioso at University “Tor Vergata”. She supports the scientific coordination of all the activities of the Programme and performs cross actions aimed at interchange and information, supporting the Ministry of Infrastructures and Transport as a National Management body. More info on ESPON activities in Italy are at <http://www.ecpitalia.uniroma2.it/>.

15.3 ITDS CHARACTERISTICS

Partners confrontation led to identify the characteristics defining an Integrated Territorial Development Strategy (ITDS) (ESPON, 2012):

- It is a cross wide strategy linking and coordinating objectives and sectoral policies in a given spatial context;
- It endorses the territorial synergies of different sectoral objectives and wants to overcome any possible contradiction and conflict in the space usage;
- It follows an interdisciplinary and multi-scale approach to the territorial development;
- It is founded on the dialogue and cooperation between all the several subjects engaged in the territorial development (policy makers, stakeholders, professionals, researchers, residents, NGOs);
- It is oriented to the optimal and sustainable capitalization of local resources by strengthening environmental sustainability and territorial cohesion, by promoting the integration of regional, national and global networks;
- Samples of this kind of strategies develop at a national, cross-border, regional, urban and local level.

European Spatial Development Perspective (CEC, 1999) and the studies included in ESPON⁴ Programme provide a common language to the development of these documents whose principles can be widely found in the planning experiences throughout Europe. It may be either a National Strategic framework, a regional development plan, a cross-border strategy elaborated inside a INTERREG project or development proposal for a specific area supported by an association of different actors. Moreover it is not necessarily a formal document enacted by laws, nor a well-established practice.

Within the INTERSTRAT project the exchange of views between different national contexts and the need to identify ITDS samples in each country has led to an in-depth analysis of some core issues relevant to the integration of the European dimension into the regional planning. An aspect of the action research work⁵ focused the debate on the selection of ITDS, which may be possibly representative of the national contexts.

A good ITDS ought to (INTERREG III C, 2006):

- provide a long term vision of the common objectives for the territorial development including sectoral objectives and development needs;
- endorse the territorial potential of a specific territory promoting/aiming to a better balance between economic effectiveness, social equity and environmental sustainability;

⁴ESPON, European Spatial Planning Observatory Network is a Programme of territorial cooperation with the aim to support territorial cohesion policies and harmonious European territorial development. ESPON was created in order to provide a wide-ranging analysis apt to support the agenda of European Spatial Development Perspective (CEC, 1999). Nevertheless initial results were not included in that document and the Programme was made official only in 2002 under INTERREG. Currently the studies cover 27 countries of EU plus Norway and Switzerland. Since 2007 the Programme has been turned into *European Observation Network for Territorial Development and Cohesion*, yet keeping the former acronym. Today ESPON "is an important element in the 'learning machine' of European spatial planning" (Faludi, 2009: 21).

⁵ The project has been carried out with the scientific responsibility of Prof. Maria Prezioso, Ph.D. and the care of Prof. Isabella Carbonaro Ph.D., Maria Coronato Ph.D. as well as Angela D'Orazio, Ph.D.eng., with particular regard to recognition of national ITDS Integrated Territorial Development Strategies to be included into the web platform for the Transnational network Activity; identification of current and potential stakeholders and the construction of a national database contact list; definition of a national Engagement Strategy; production of informational materials.

- to represent a point of convergence for the interests and activities of all the stakeholders of the territorial development of an objective territory and/or of a administrative level. This entails the creation of a governance framework (legal and institutional) that may guarantee that all the stakeholders want not only to promote and implement their own interests and their own specific sectoral policies, but also want to adopt and promote the ITDS general objectives;
- outline the orientation of the future territorial development by strengthening spatial identity and raising competitiveness and sustainable growth.

15.4 SCENARIOS IN COMPARISON

The comparison among the experiences of the nine partner countries in the INTERSTRAT project has entailed an in-depth analysis of the different planning contexts relevant to each country. Among them there are old Member States of the European Union (Greece, Italy, Belgium, United Kingdom, and Ireland) and new entries such as Bulgaria, Poland, Romania and Slovenia.

General characteristics of UE planning policies reveal both common elements and noticeable differences. Yet they always take into consideration the importance of adopting a procedural and political reference framework apt to the management of land use transformations in order to put this in relation with wider social and economic objectives. This is the common substrate on which the European Union guidelines also take root (come to light from the confrontation of different political, economic and procedural visions).

The majority of Member States produced an initial legislation on town planning in the first half of 1900 as a reaction to the growing pressure of a strong urban development often not planned (Benevolo, 1985). This first legislation is tightly connected to the problem represented by cramped and unsanitary housing and so it deals with the urban housing issue and hygienic conditions assuming that a phisical reconstruction of towns would improve its residents' conditions socially and economically.

Since then town planning motivations and goals have noticeably increased (Secchi, 2000): particularly in the second world war period overall Europe the comprehensive planning tried to (even with different modalities) integrate and coordinate all the investments of the public sector.

In the 60's and 70's planning procedures tried to encompass more and more opportunities for citizens' participation and over the past years the necessity has emerged that a much wider audience of the parties in interest might be involved in planning elaboration processes⁶. At the same time also private companies and investors as well as environmentalist associations and pressure groups have found their role in the processes.

Today every national system has to govern and manage a competition of interests, but they also have to contribute to the overall development of the European Union.

Historical and cultural background, geographical layout, land use patterns, constitutional, legal and administrative references, urban and economic development rate, prevailing political and ideological values are the factors affecting each national system features.

The topic of comparing the different planning systems in Europe has been treated by several studies since the publication of EU Compendium in 1997 (European Commission, 1997).

That document, considering a 15-country Europe, aimed at a synthetic analysis of planning traditions.

The Compendium identifies seven variables for the essential characteristics of each planning system (cf. Table 3):

⁶ Trend evidenced by the evolution of URBACT Programme financed by European Union.

1. The scope of the system
2. The extent and type of planning at national, regional, and local level
3. The locus of power
4. The relative roles of public and private sectors
5. The nature of the law system, constitutional provisions and administrative traditions
6. The maturity or completeness of the system
7. The distance between expressed objectives and outcomes

Table 3- Evaluation features for Planning systems

Criteria	Description
The scope of the system	The scope of the system covers the wide range of issues on which every planning system has competence or influences, but also the integration degree of the territorial planning system and the Programmes and investments of dedicated sectors. The noticeable difference is in the systems where there is an integration between the economic-social planning and spatial development policies, and those where the main focus is in the land use control.
The extent and type of planning at national, regional, and local level	The extent and type of planning at national, regional, and local level is the main differentiation factor. In fact all the systems have local and municipal levels where the adopted municipal plans are correlated to specific normative legal framework, but on the opposite major differences are evidenced in the identification and nature of national or regional plans.
The locus of power	The locus of the power for the system functioning is relevant to the extent according to which the power is centralized, regionalised or localised. Over the past 20 years there has been a trend toward a gradual increase of regional government power.
The relative roles of public and private sectors	The roles of public and private sectors and their relation. In this field differences arising are relevant to the degree of spatial planning reliance on public or private economic sources, in addition the extent to which development might be characterised as plan-led or market-led.
The nature of the law system, constitutional provisions and administrative traditions	The legal framework includes several interrelated factors: the nature of the law-system on which the planning system is established, both the extents of plans and policies restrictions and of policy-maker discretionary criteria; the existence of constitutional and legal rights in relation to land and private property. The majority of State Members presents the legislation on planning in one or very few laws. Very often in same law environmental provisions and sectoral ones are also included: this gives a measure of the significance of such issue for government hierarchies.
The maturity or completeness of the system	The maturity or completeness of the system is relevant to a variety of factors among the following : - the level of public acceptance of the need for planning and its regulations; - the capacity to offer up-to-date policy; -the degree of integration and cooperation between levels of administration; -the existence of transparent and productive consultation mechanisms available to incorporate a multiplicity of interests in the planning process and to integrate the work of different levels of administration and of other institutions. These factors measure, without taking into consideration formal commitments, to what extent the current planning system is well established and effective.
The distance between expressed objectives and outcomes	The maturity of the system is also measurable on the extent of correspondence between the stated objectives and what has been done for the development. The distance between expressed objectives and outcomes is a measure of the extent to which actual development is in accordance with stated spatial planning objectives and policies. This relation is not a trivial matter. It does not deal with the only predictions and outcomes, but with the evaluation of how much the planning system has affected the actual configuration of the final outcome.

Source: Our elaboration on the basis of (European Commission, 1997) and (Tosics, 2011)

In analysing the systems of the different countries these factors have contributed to identify four main typologies that, albeit offering a very simplified framework⁷, may help to put in evidence some recent trends.

Regional economic planning: territorial planning has a really broad scope on the pursuit of wide social and economic objectives, especially in relation to disparities in wealth, employment and living

⁷Also in the light of the recent outcomes of specialized disciplines such as the Theory of Planning.

conditions across the different regions of one country. Where this approach is dominant, central government plays a pivotal role in national development dynamics and public investments.

Comprehensive integrated planning: the planning is carried out through a range of systematic and formal hierarchical plans, from national to local level. Their aim is to coordinate public sector activities, focusing more on spatial planning issues than in economic development. Netherlands is representative of this planning style. It is actually a traditional planning which belongs to mature administrative systems, because it requires responsive and sophisticated planning institutions and also considerable political commitment to the planning process. Either Northern countries or Germany and Austria follow this tradition.

Land use management: Planning is tightly connected to the control of land use changing at a local and strategical level. The United Kingdom is the main example of this tradition. The regulation is pursued with the objective of ensuring that development and growth are sustainable. Local authorities undertake most of the planning work, even though central administration retains the capacity to exercise a degree of power, either through supervising the planning system or setting strategic policy objectives. Ireland and Belgium followed this approach but now they are in a transition towards the comprehensive integrated approach.

The 'urbanism' tradition: It has a strong architectural flavour and concerns with urban design, townscape and building control. It is the prevailing tradition for Mediterranean countries. Regulation has been undertaken through rigid zoning and codes. There is a multiplicity of related laws and regulations, but usually systems do not seem so well established; furthermore there is no provision to secure general public opinion support, or attain great political priority and as a result they have been less effective in controlling development. As in other approaches, it goes through modifications in institutional structures trying to produce more solid development and to widen planning intervention scopes.

With the view of an ITDS construction it is possible to identify several critical situations in all these planning traditions (Tosics, 2011).

The urbanism tradition considers the municipal level strictly binding and manages everything through building permits. However the disadvantage is that space is managed through the smallest geographical unit available, (the cadastral parcel) and a systemic approach is difficult.

Land use planning style also sees things on the local level and an overall context is lacking.

The regional economic approach provides an overall view and tries to deal with problems that can be dealt with more adequately on the regional level, such as social, economic and environmental problems. Yet the problems that rise with this model are that the plans that are developed are almost always sectoral, causing cross sectoral coordination problems. Furthermore the communication between the different levels of plans and institutions is mostly a one way, top down communication. Finally, the comprehensive integrated approach is more elaborated, taking into consideration all relevant sectors that have a spatial impact and creating a complex hierarchy between levels and plans.

During their socialist period the New Member States applied a particular version of economic regional approach characterised by a strong top-down planning politically-led. In the following period the majority of these states suddenly turned into the opposite system, introducing a style of market-oriented (non-) planning where the market made decisions at local level, creating a system where municipalities and private interests do not undergo any kind of supervision at a higher level.

15.5 TRANSFORMATION DYNAMICS IN ADMINISTRATIVE SYSTEMS

A central factor for planning systems and consequently the ITDS elaboration, is related to the transformation dynamics of the administrative systems.

The structure of the different governance levels undergoes many changes throughout time, and over the past years this is also due to the Europeanisation process (Radaelli, 2000; Le Galés, 2006).

The experience of New Member States is very important in the EU, since the beginning of the 90's, after the fall of socialist countries, radical transformations have occurred due to processes of power decentralisation.

In each of these States one of the first legislative Act regarded the local governance legislation.

In most of cases the former intermediate level, once strong and politically-led – implementing decisions deriving from the highest levels of policy-makers - was removed or made very weak. The local municipalities have overtaken the former intermediate level obtaining a decisional power on most issues according to a strong devolution process. However, since 2000, it has become clear that territorial planning and cooperation were still crucial even in a capitalistic system strongly market-orientated together with the necessity of an intermediate governance level. There again also the access to the EU required governance capacity at the level of NUTS 2 and so new typologies of intermediate levels have been established in socialist countries.

Changes in the administrative structures can be observed also in the EU-15. In some cases the administrative changes are due to political changes (e.g. the removal of the intermediate governance level in England).

In many cases the introduction or the strengthening of a governance level result from long-lasting processes.

In the 80's for instance, many parts in South Europe witnessed the proliferation or strengthening of intermediate levels as a result of the decentralisation and regionalisation process started in France, Italy and Spain.

But the creation or the strengthening of an intermediate level is not the only way leading to the decentralisation. In France thanks to the introduction of a specific legislation inter-municipal cooperation bodies were set up with the aid of governmental subsidies.

Table 4- Typologies of government structures related to their centralisation degree

Government structure	1. Classic unitary countries	2. Centralised unitary countries with strong, but non-integrated local authority level	3. Centralised unitary countries with strong, integrated local authority level	4. Decentralised unitary countries with strong local and strong regional level	5. Regionalised unitary countries	6. Federal states
EU-15 and EFTA countries	Greece Ireland Luxembourg	Portugal	Finland Norway	France United Kingdom Netherlands Sweden Denmark	Italy Spain	Austria Belgium Germany Switzerland
New member states		Bulgaria Czech Rep. Hungary Romania Slovakia Cyprus Malta	Estonia Latvia Lithuania Slovenia	Poland		

Source: Modified from Tosics, 2011, p. 28

Table 4 shows EU27 countries +2 (Norway and Switzerland) according to the government typologies related to their centralisation degree. In bold the countries of the INTERSTRAT project.

Currently, more than a third of the EU countries has an intermediary government level, located between the national and the local level. They are Austria (9 States, 101 districts), Belgium (3 regions, 10 provinces), Germany (16 Länder, 439 districts), Italy (20 regions, 109 provinces), Spain (17 autonomous communities, 50 provinces), Finland (6 provinces, 20 regions), France (26 regions, 96 departments), Greece (13 regions, 50 departments), United Kingdom (4 constituent states, 41 counties in England), Poland (16 regions, 379 counties) (Tosics, 2011).

Normally one of the level is stronger than the others and the different functions are distributed among them in order to avoid direct conflicts. (PLUREL, 2010).

With reference to Table 4, the political power of the intermediate level is quite weak in the first three categories and a bit stronger in the following 3 ones.

Yet the political power does not always coincide with a democratic legitimization. There are examples where intermediary levels endowed with elected representation do not have political power due to the lack of competences, responsibilities or fiscal power.

15.6 THE SITUATION IN PARTNER COUNTRIES

INTERSTRAT partner countries cover all the typologies of government structures (cf. Table 4) and give a wide representation of the ITDS role in planning systems and of their potential contribution to territorial cohesion.

Table 5 summarizes the relations on the national contexts and on ITDS 'state of the art in the 9 countries participating the project.

Table 5- ITDSs in INTERSTRAT countries: a summary

Country	Structure	ITDS' context and development
Belgium	6. Federal states	<p>Three regions (Brussels capital, Wallonie e Vlaanderen) the latter two have 5 provinces each. Besides there are 589 Municipalities. Brussels has a “plan/strategy of regional development” (1995, 2002) which is currently under revision. A “strategy of international development” was worked out in 2009 and the recently created Territorial Development Agency concentrated on the main expected developments. There is an integrated strategy for the Harbour and some sectoral cooperations among municipalities.</p> <p>The main ITDS in Wallonie is SDER (Schéma de Développement de l’Espace Régional), created in 1999 and influenced by the European Spatial Development Perspective and at the moment is undergoing an updating process. There are also some inter-municipal strategies.</p> <p>In the Flemish region the main instrument of territorial development is the Spatial Structure Plan for Flanders (RSV - “RuimtelijkStructuurplanVlaanderen”). Slightly updated in 2010 it is now undergoing a wide revision.</p> <p>The new Spatial Structure Plan for Flanders (BRV – Beleidsplan Ruimte Vlaanderen) is currently going through new issues, aiming at the time-line of 2020 and 2050. Furthermore there is a regional plan for land.</p> <p>Belgium has also a strong cross-border tradition influencing territorial strategies.</p>
Bulgaria	2. Centralised unitary countries with strong, but non-integrated local authority level	<p>There is a National Development Plan, a NSRF (National Strategy Reference Framework), a National Strategy for Regional Development. Territorial planning and regional development are in separate legislations with very few possibilities of integration.</p>

Greece	1. Classic unitary countries	<p>In the late 90's a transition toward a more strategic approach to planning occurred. The government generate the General Reference Framework for Territorial Planning and Sustainable Development. A ministry is in charge for the regional Frameworks of Territorial and Development Planning.</p> <p>Furthermore there are Master-plans and general urban plans as well as a variety of local planning schemes.</p> <p>An administrative reform is currently taking place with the aim of rationalising the several municipalities and to improve regional functions that are to become the second level of governance. Hence the role of the regions as decentralised unities for planning and development might be enhanced. Ther are three typologies of ITDS: for urban areas, for rural areas and coastal area management.</p>
Italy	5. Regionalised unitary countries	<p>Italy has 20 regions, 11 metropolitan cities, 110 Provinces and more than 8000 municipalities. The regions produce specific regulations on general planning (more recently territorial governance) and so formal instruments can differ among regions. The key document for regional development is the Regional Territorial Plan. Metropolitan cities produce metropolitan plans and Provinces generate the Territorial Plans for Provincial Coordination. There are no national planning instruments but only sectoral plans. At present each region has to provide for a Planning Integrated Document strictly linked to National Strategic Reference Framework. (NSRF).</p>
Ireland	1. Classic unitary countries	<p>There is a National Spatial Strategy (NSS) that was updated in 2010 and the national government has also prepared guidelines for Regional Planning in 8 regions. Recently a great emphasis has been given to an evidence-informed approach. The Development Plans for the City/County, which are those on the lower level, need to have a "Core Strategy". At present a cross-border relationship with Northern Ireland is being carried out : it aims at a connection between NSS and Regional Development Strategy of Northern Ireland (NI Regional Development Strategy)</p>
Poland	4. Decentralised unitary countries with strong local and strong regional level	<p>Policies established at national level outline the main urban network and focus on metropolitan areas. The National Agreement on Spatial Conception (2011) outlines a vision to 2030 with an objective of a spatial and territorial cohesion.</p> <p>Regional Strategy for Regional Development 2010-20 provides for integrated strategies to urban and rural regions and integrates the public sectoral policies at territorial level.</p> <p>Poland has 16 autonomous regions (voivodships). They are fully responsible for the strategical and spatial planning. Each region has its own strategy of regional development. At the lowest level, the municipalities are in charge for land use planning, although few of them have completed and updated plans. An integrated planning in metropolitan areas is still troublesome.</p>
Romania	2. Centralised unitary countries with strong, but non-integrated local authority level	<p>The Ministry for Regional Development and Tourism produces the National Planning Document (PATN) as well as the regulation on general urban planning and ensures the preparation of Laws for Regional and Urban Planning. It is also responsible for the coordination among sectors and local authorities. The Strategical Document for Territorial Development – Romania 2030, launched a public debate in 2008 aimed at an integrated and multi-scale approach to territorial development.</p> <p>The Document anticipates the future Territorial Development Strategy for Romania. At a regional level there are 41 county councils and Bucharest municipality. They coordinate urban and territorial planning at county level and work out either the relevant Territorial plans or specific regional plans regarding the county's interest. There are also 8 Regional Agencies for Development responsible for elaboration and implementation of the regional development strategies and regional development projects. In fact they manage and monitor the usage of UE Regional Development Funds. The Operative Regional Programme 2008-13 is the most important instrument in structural Fund for the implementation of national strategy and regional development policies.</p>
Slovenia	3. Centralised unitary countries with strong, integrated local authority level	<p>There are no administrative regions between the national government and the 62 communities encompassing the 211 municipalities. There is a National Development Strategy (2005) that does not actually influence sectoral policies.</p> <p>A new Development Strategy 2013-2030 is in progress and it is expected to give more importance to the territorial dimension. There are also regional development Programmes worked out at national level covering 12 regions, documents for rural development policy and land use plans at municipal level.</p>

UK	4. Decentralised unitary countries with strong local and strong regional level	<p>The United Kingdom is composed by four different parts.</p> <p>In England there is not a national spatial strategy. The United Kingdom Government published their National Reference Framework for Planning Policy orienting English planning at a more local level (March 2012).</p> <p>The Sustainable Communities Plan (2003) is the nearest England has to a spatial framework, but it only focuses on housing and regeneration. Before 2010 England had ten Regional Spatial Strategies, but with the exception of London, these and the organisations producing them have been abolished. The Localism Act (November 2011) seeks to fill the gap left by the abolition of the regional development strategies by setting out the Duty to Cooperate. The Duty calls for collaboration between local authorities and other public bodies. To encourage collaboration between public and private bodies, business-led Local Enterprise Partnerships (39 as of May 2012) have been set up. These partnerships can produce strategies on a sub-regional scale. Lower levels of government produce plans for the use and development of land.</p> <p>In Scotland there is a national spatial strategy, the National Planning Framework (2009), and strategic plans are being produced through co-operation amongst local authorities for the city regions.</p> <p>In Wales there is a National Wales Spatial Plan (2008) and as in Scotland local government produce local plans to manage land use.</p> <p>In Northern Ireland there is a Regional Development Strategy (2008) (with some cross-border links to Ireland), and local level control has also operated centrally for a long period, though there are proposals to transfer powers to local level.</p>
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Source: Our elaboration from the Final Report of INTERSTRAT Project (ESPON, 2012: p. 63)

15.7 SOME POLICY ADDRESSES

Even if the comparison of the ITDS in each country was not made through a comparative analysis of the specific contents, some interesting elements for ITDS development – deriving from the debate among the partnerships or the recent shared developments of European policy (CEC, 2010 a and b) have been selected.

The ITDS preparation needs :

- a transformation in conceptual approach (to move on from restrictions to potentials; to move from the conflict among institutions to cooperation);
- a different coordination dynamic among the different management levels by adopting a multilevel governance system;
- a new planning system focusing on a limited number of issues;
- a new institutional system permitting an effective implementation of the strategy;
- a new planning and implementation in building public policies
- to produce policies oriented to results and evidence-based (ESPON 2010).

We have to develop a dialogue and a partnership, within the concerned territory, and at the same time we have to try to maximise effectiveness and efficiency of public expenses.

A deep consideration of regional differences entails the strengthening of a functional approach in the local planning overcoming the administrative boundaries.

In particular in New Member States, the sudden development of market economy lacking the regulatory balance, produced an actual spatial struggle in the 90's (especially in the cities), which led to a completely distorted conception of spatial order at local level (also in rural areas).

We have to develop integrated instruments in order to monitor not only the results but also the changes in territorial structures and hence to evaluate the dynamics.

The critical point relevant to the territorial cohesion is in the effective inclusion of the territorial dimension into ITDS.

16. CAPITALISATION AND DISSEMINATION OF ESPON CONCEPTS - ESPON CADEC. THE ITALIAN EXPERIENCE

Maria Coronato¹

16.1 THE ROLE OF “CONCEPTS” IN THE TRANSNATIONAL COOPERATION EXPERIENCE

The ESPON experience has revealed that a bigger capitalisation of results and concepts, developed at central level, can help national stakeholders to develop their institutional activities such as mapping (e.g. ESPONmaps) of data and policy recommendations. However, during the several meetings (e.g. Info-Day), seminars, workshops held at a national level in order to promote the knowledge of the Programme, participants were urged to overcome the idea that European Programmes, as ESPON, employ a planning scale being apparently different from the one normally used “countrywide” in the current development actions.

This request, more and more urging in the period 2007-2013, created the need to have an interface between methodologies, concepts and practices, and also underlined the importance to harmonize the communitarian language with a view to reach a shared definition of ESPON concepts and to improve the territorial planning practices.

The project “Capitalisation and Dissemination of ESPON Concepts” (CaDEC)² was born from the awareness that the implementation of concepts and principles established at central level may vary in the European countries: this generating many problems in the lay-out and implementation phase of the cohesion actions of territorial development and/or transnational cooperation.

The project evaluated the discordance between the “official” definition of the concepts and their users' knowledge and implementation in the several territorial scales (stakeholders, practitioner, researchers). With this aim it used an elaborated methodology and a questionnaire composed by 102 questions distributed to a national Target Group (TG) of academicians, representatives of institutional and private sector³ with no experience of ESPON Programme.

The methodology aims at overcoming the traditional exegetic approach of concepts, which links their meaning to their context. The CaDEC project took into consideration the process of European integration in the light of two crucial issues: multilevel Europeanisation and governance. The Europeanization can be defined as the influence of European Union on national policies and instruments. From this point of view we may reckon that the usage and the definition of the concepts within ESPON Programme can contribute to a Europeanization of territorial planning in the EU countries. In fact the Project aimed at contributing to this process either for the dissemination of ESPON production, or for the identification of the necessities of the actors in charge of elaborating policies and instruments, especially at the most operational levels. In the light of this a multilevel governance plays the role of a general

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³ Italian TG was composed by ten precisely selected interlocutors: representatives of national, regional and local institutions, organizations and agencies (Ministries, Regions, Provinces) corresponding to NUTS 1, 2 and 3, and Academicians (Universities and researchers) with no experience of ESPON Programme.

methodology aimed at the implementation of European Union policies. The adopted methodology composes national and transnational activities on a regular basis, identifying the best capitalisation method for each of them in accordance with their target. Nevertheless a multilevel governance of territorial policies requires suitable and congruent information.

Sharing the comprehension of a concept does not necessarily mean finding an agreement on the meaning of the concept itself: it rather means understanding the meaning ascribed to it by the different actors on the basis of their professional experiences and on their geographical and institutional contexts.

The methodology (Elissalde and Santamaria, 2011) did not aim to define the concepts in a “regulatory standard”, but to test the knowledge level of the given concepts in the several projects in order to disseminate suitable information on their usage and their relevant results within the framework of the different relations and depending on the different needs.

Thanks to the questionnaire – carried out and analysed two transnational workshops- every ECP has been able to explore the specific issues/concepts linked to their countries and at the same time to synthesize and hence evaluate the discordance between the definition given for each of the selected concept and their correspondence to the several territorial scales.

As regards Italy the analysis of the following concepts has been taken into consideration:

- Regional competitiveness, because this concept seemed poorly linked to the territorial dimension;
- Territorial Impact, because on the scale of implementation of this concept there were many disagreements;
- Sustainability, because, in spite of its diffusion at national level, this concept is often used in an improper way;
- Territorial Governance, because the concept resulted to be rarely used at national level;
- Territorial Cohesion, because the cohesion came out to be the leading concept for the interpretation of each concept.

In addition to the above listed concepts, also the multiple meanings of terms like convergence and regional decentralization have been explored.

Every summary document, each one in specific national language, has been designed according to the different meaning/usage relevant to the same concept used in the objectives of ESPON project. This has led to the necessity to either create “a path” where the shared principles/concepts and the specific objectives can come together - both of them partitioned at local level according to their sector and/or their territory; and to establish a regulatory system so avoiding different interpretations or localist interests.

The Target Group expressed the opinion that the connection between concept definitions and their operational practice is lacking. The Programme should drive to implement the subsidiary and trans-scalar connection between policies and plans, and also to provide for - with a glossary- precise and shared definitions of the concepts. In the Programme their in depth analysis comes to be elements of the “system-territory” (e.g. Governance and Territorial Impact are interconnected instruments), yet without any ESPON highlight on their tight connection.

The study of concepts and definitions permitted many interesting considerations. For instance, *regional competitiveness* resulted to be linked to innovation on one side and to a cultural problem on the other. The TG associated regional competitiveness with energy sources, these meant to be an economic factor able to enhance residents' life quality. As an economic good, the sources have to be transformed, distributed and commercialized at local, regional, national and international level. On this regard, the summaries were based on the reports of two projects dealing with the analysis, on regional basis, of the

impact of two issues considered to be “the global challenges” in the new European Strategy 2020: energy issues (ReRISK. Regions at Risk of Energy Poverty) and global competition (TIGER - Territorial Impact of Globalization for Europe and its Regions).

A new dynamic vision of the concept of *regional competitiveness* came to light. It was used in the layout of Programmatic documents and in the actions of territorial policies. Possible further usages are relevant to the development of instruments able to evaluate the competitiveness of enterprises and of enterprises networks. The concept is adopted above all by the institutions operating at regional level and developing transnational and regional policies. Hence competition factors are identified by productive and technological factors as well as by (domestic and external) market characteristics, by territorial relationships and by regional governance. The concept usage results to be totally linked to the implementation of European policies of sectoral and territorial level and only partly relevant to more extensive transnational policies. The TG defines the regional competitiveness either as a set of instruments aimed at developing the infrastructures, tourism, environmental and business opportunities of the territory in a strategic way, or as a strategic objective to accomplish. Thus in both cases regional competitiveness is meant to be an objective: As the capability of an economic system to innovate in production and technology.

Tightly linked to the *regional competitiveness* is the concept of *sustainability*, which is considered the foundation of the relaunch of territorial competitiveness of regions, provinces and metropolitan areas in Europe – with particular regard to the impacts caused by the missed implementation of the sustainable policies aimed at contrasting the effects of climate changes, by the increasing energy costs, by the use of conventional technologies. The concept of sustainability came to light as a crucial guideline of all the territorial policies and distinguished itself from the concept of growth so putting in evidence that ESPON did not provide for projects devoted to sustainability. The Italian summary documents have been worked out on the basis of the following projects: ESPON CLIMATE - Climate Change and Territorial Effects on Regions and Local Economies in Europe, FOCl - Future Orientation for Cities, RERISK Regions at Risk of Energy Poverty, TIPTAP - Territorial Impact Package for Transport and Agricultural Policies, EATIA - Territorial Impact Package for Transport and Agricultural Policies.

As regards the *Territorial Impact*, it is evident that the original ESPON definition, used in CaDEC, does not have any reference to the assessment, this in accordance with European Union intention of not providing the Member States with any methodology, but with only an assisting instrument which leaves the national policy makers to make their own decisions on a free basis. The summary documents has been worked out through the analysis of four projects: ESPON ARTS - Assessment of Regional and Territorial Sensitivity; TIP TAP - Territorial Impact Package for Transport and Agricultural Policies, EATIA - Territorial Impact Package for Transport and Agricultural Policies, TIGER - Territorial Impact of Globalization for Europe and its Regions.

Each project employs its own methodology for the evaluation of the territorial impact and what comes to light is a big uncertainty on which instrument to employ on the several scales. The Territorial Impact is so meant to be an evaluation instrument of the effects generated by the policies, though at different scales; it can be employed on only restricted territorial systems; it contemplates economic, social and environmental aspects; it evaluates the impacts deriving from planning/ Programming.

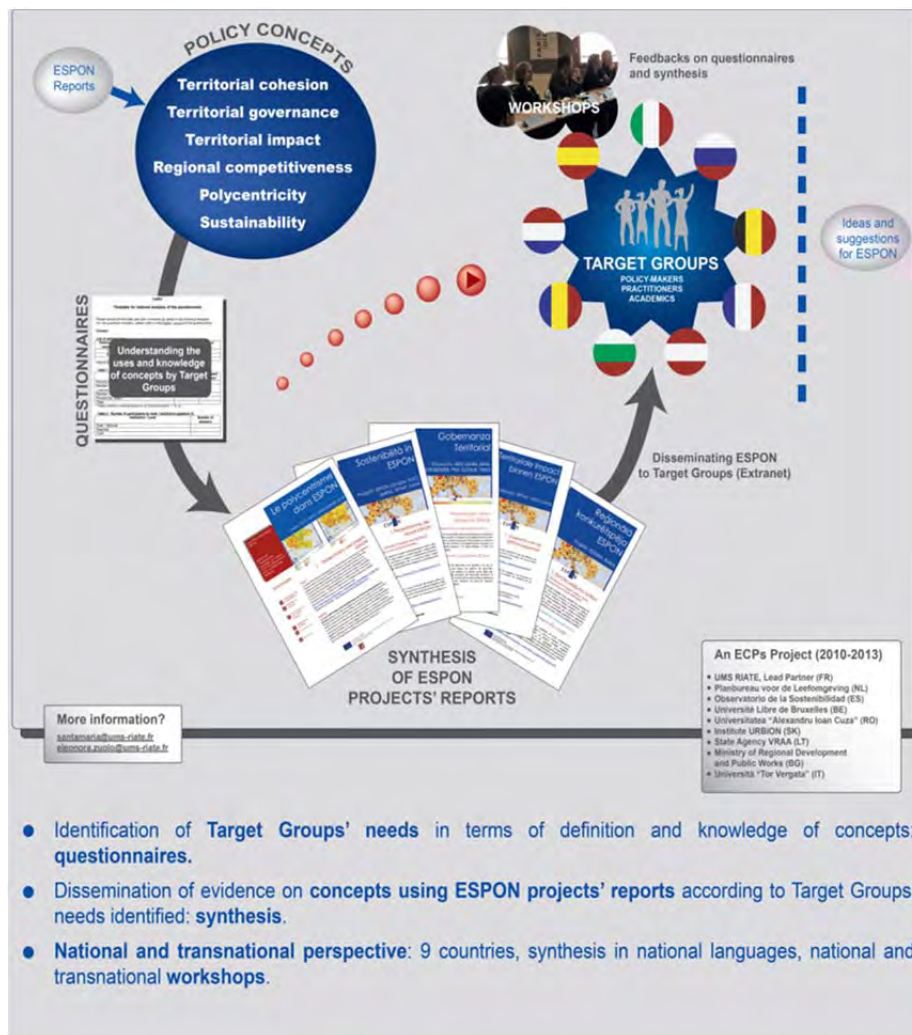
The concept of *territorial cohesion* resulted to be linked to the equality in distribution of resources among the populations of the different territories, to the sustainability and to the actions aimed at safeguarding territorial differences and promote local initiatives. The apparent high cost of non-coordination of policies at the different institutional levels (European, national and regional) request to search for an improvement of this coordination on a horizontal (among sectoral policies) and vertical (among levels) basis. The summary have been worked out on the following projects: DEMIFER -

Demographic and Migratory Flows Affecting European Regions and Cities; ESPON CLIMATE - Climate Change and Territorial Effects on Regions and Local Economies in Europe; TIPTAP - Territorial Impact Package for Transport and Agricultural Policies; TERCO - European Territorial Cooperation as a Factor of Growth, Jobs and Quality of Life; TIGER - Territorial Impact of Globalization for Europe and its Regions.

In the end, as regards *Territorial Governance* the global/local relation comes out to play a strategical role. The concept has been analysed through three different projects: FOCI - Future Orientation for Cities, TIGER - Territorial Impact of Globalization for Europe and its Regions, SGPTD - Second Tier Cities and Territorial Development in Europe: Performance, Policies and Prospects. If a strong connection to those European policies applied to any scale, and in particular to the transnational scale, comes evident on one hand, on the other the academicians constantly called the attention on the concept of “regulation”.

TG exchange among different countries and the participation of researchers on the matter of spatial planning, who came from Spain, Portugal, Great Britain and Sweden, permitted the steady enrichment of the project issues within the transnational meeting and the creation of long-term relations of transnational partnership.

Figure 10: Diagram of CaDEC project



17. ESTABLISHMENT OF A TRANSNATIONAL ESPON TRAINING PROGRAMME TO STIMULATE INTEREST TO ESPON2013 KNOWLEDGE - ESPONTRAIN. THE ITALIAN EXPERIENCE

*Maria Coronato*¹

The spread of knowledge and of the results produced by the ESPON Programme, despite the many efforts of the network and of the ECP, is still limited to a small group of academicians and professionals. In recent years it has become evident that the projects of Applied Research (Priority 1), Target Analysis (Priority 2), the tools developed in the framework of the Scientific Platform (Priority 3), appear to potential beneficiaries (Stakeholder and Shareholder) as methodological application tools that cannot be implemented on a regional or sub-regional scale, so very often discouraging Administrations and Research Centers to invest in the ESPON Programme, which is often defined as a "Programme for the few".

The awareness of this "shared" need and the objective of disseminating the results of high scientific value produced by the Programme, has led to launch, under Priority 4 reserved to the ECP for the development of Transnational Networking Activities, the project ESPONTrain ("Establishment of a transnational ESPON training Programme to stimulate interest to ESPON2013 knowledge", <http://espontrain.eu/>).

The activities carried out in the project have been structured in a consistent manner with the role assigned to the ECP: exchange of experiences, awareness of institutions and actors working on the national territories on the ESPON issues, empowerment and capitalization of the results of the Programme, so making the knowledge developed by the Programme 2013 practical, operational and accessible to Stakeholders, Research, and Practitioners. To this end, the project has developed the first educational platform ESPON (Virtual Learning Environment - VLE) to make the knowledge produced by the Programme more accessible and familiar, taking into account, also from a technical point of view, the economic and infrastructural needs of the final users.

The project has been developed and implemented using an open source platform Moodle2 which requires that the end user has only an internet connection at 512 kbps, audio and video driver, 512 MB of RAM, a microphone.

Under the guidance of the "Panteion" University of Social and Political Sciences of Athens (LP), the project has involved ten ESPON Contact Points, five of them (Greece, Italy, Romania, Lithuania, Estonia)² representing the Academia, and five (Czech Republic, Bulgaria, Slovenia, Malta and Cyprus)³ belonging to the world of the Institutions or Government. The choice of a so composed partnership proved to be strategic: to combine the rigor of methodological research to the needs of policy actions in which the Administrations are held accountable. Partners have so developed a educational product consistent with the needs of both Academia and the professional and political world, highlighting results, methodologies and guidelines for territorial policy. From the outset, it was clear to all partners the need to bridge the knowledge gap that exists in the field of European policy and found both at scientific and administrative

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level, creating a closer link between the new / young researchers, who with their knowledge can contribute to a more proper territorial planning, and the decision makers, that ' from inside ' can help to improve the performance .

The academic/institutional experience of the ECP and knowledge of the Programme gained by many through a previous participation in other ESPON projects, was the real strength of the project ESPONTrain. It is in fact made it necessary to make Programme results cross-cutting and interdisciplinary with respect to various disciplines (economic geography, politics, physics, human sciences and regional planning), involving Trainers that are at the same time experts of territorial planning and cohesion policy and with direct experience in at least one ESPON project and in e-learning, since the dissemination of summary reports occurred through precisely the VLE. In the Italian case, this role was played by the ECP.

The ECP is therefore presented as disinterested mediators between the territories and the Managing Authority; what has allowed us to appropriately select the currently most "interesting" issues for the European territories: migration, energy, climate change, cities and rural areas, territorial governance. The educational material related to the selected topics has been developed and organized in English, and submitted to the evaluation and control of the Coordination Unit and Lead Partner of the projects, selected prior to its administration

A "critical" moment in the project was to identify the Target groups that were intended to multiply the circulation and dissemination of ESPON philosophy. In the Italian case, the ECP has launched a Call for Interest addressed to young researchers and PhD students, while the stakeholders were selected from the contacts made during these years of constant and on-going work carried out in collaboration with the Monitoring Committee (Ministry of Infrastructure).

The course has been structured in ESPONTrain 6 cycles, related to the synthesized projects (DEMIFER, ReRISK, CLIMATE, FOCI, EDORA, TeDI and EUROISLAND, METROBORDER) and the contents of the virtual meetings have been organized on the basis of two different groups of Trainees:

- Students (PhD students and young Researchers/professionals in territorial planning and development) for whom there it has been adopted an academic approach to transform the methods implemented in the handled projects and the results thereof;
- Practitioners and policy makers more interested in the implementation of the strategies of territorial development and cohesion and to cases of territorial benchmarking. This second group was essential to more emphasize the role of the public sector in strategic planning, in territorial development and cohesion policy.

The proposed educational materials encompassed, in addition to summaries of the selected projects, materials for an even more "immediate" reading (PowerPoint, maps of synthesis quizzes, etc.), while, for those who had wished to further investigate the issues discussed, audio and video files and links to national and international libraries, from which to download documents related to the issues, as well as access to thematic forums coordinated by the ECP were prepared .

At the end of each course, Trainees were asked to apply their knowledge to a known country area following the methodology of the project in order to assess and compare the results on the local scale. Also in this case the role of ECP was diriment thanks to the right mix of local knowledge and methodology. A particular emphasis was placed on Territorial Impact Assessment (TIA), a choice instrument for policy making at European, national and regional level with the aim of emphasizing the importance that the ex ante evaluation plays in the choices of territorial and cohesion policy .

The main difficulty of the project was to transform the ESPON documents products (highly technical and full-bodied reports) in educational material easily transferable in a virtual classroom in just two months

according to the e-learning protocols. The project was therefore an opportunity to "create" a first group of "ESPON teachers " ready to support national and regional needs .

The project has shown that it is possible to synthesize ESPON results by extrapolating the contents on the basis of the final user, and has proven to 200 trainees that ESPON projects are applicable to the local scale. Involving the stakeholders in the project was not easy, as well as requiring their ongoing and proactive participation. Even in this case, the reliability and professionalism of the ECP was diriment for the success of the project. Nor can we underestimate the added value obtained for the Programme ESPON2013 in terms of direct and constant feedback with respect to the demand from national territories. In the Italian case, many members of the Target Group have stated that in the past, every time they tried to approach, for work or study reasons, the reports of the Programme, they had been discouraged by their size and their strong technicality. Through the synthesis, tailored on the final user, it was possible to grasp ESPON in all its potentials (see assessment process structured by ECP Italy on the basis of the requirements of the "Bologna process"). In this regard, it has been suggested to produce new synthesis of other ESPON projects to further facilitate the dissemination of results and their capitalization also in view of the Italian Semester.

Figure 11: ESPONTrain Project



PART 2

THE ITALIAN REGIONS AND TERRITORIAL COOPERATION

18. REGION OF PIEMONTE: THE POSITION OF ITALIAN REGIONS TOWARDS ESPON AND THE USE MADE

Guido Baschenis¹ e Sylvie Occelli²

18.1 SUMMARY OF OUR ESPON EXPERIENCE

In the case of the Piedmont Region, the so-called territorialization of development policies has its joining link in regional territorial planning between the local (and more purely territorial) and the global territorial dimension (national and European), and in this sense the new Territorial Regional Plan (TRP) takes on the task of promoting regional development policies within the implementation of measures that contribute to the achievement of objectives at Community level. Purpose of the Plan is therefore to allow local communities to seize the opportunities offered on the international scenario and to ensure that the initiatives and local issues are synergistically and organically aggregated to ensure visibility at a supra-regional scale and to find adequate attention within national and EU policies.

The conceptual design process that has led to the definition of the territorial model expressed by TRP was drawn from a series of records, documents and research that, in recent years, have built up a common vision of European territorial space, of its characteristics and the development model, as aims to reach through the different territorial policies. These documents were the Development Scheme of the European area, the Territorial Agenda of the European Union, the Leipzig Charter and the vision drawn from research conducted within the ESPON Programme in the periods 2000-2006 and 2007-2013.

In particular, the research considered most significant are those that contributed to the definition of some basic principles related to the model of European territorial development policy contained in the EU political/technical documents, such as the polycentric system, the concept of macro-region, the role of development corridors, the theme of connectivity and accessibility, to name just a few.

In particular, in the definition of the territorial model of Piedmont and its location and functional relationships in the European context, the following research have been taken into considerations: Metropolitan Regions and Competitiveness, Urban Areas and Levels of articulation of lands, Multi-modal Accessibility of regions and cities in Europe, Vehicular Traffic, Level of accessibility to intangible networks of communication, Cultural Heritage, Natural and Technological Risks. Finally, the overall analysis was integrated into the geographical subdivision defined in the Proposal for a regional classification of Europe.

In line with these documents the Regional Territorial Plan (Figure 12) adopts, in relation to territorial features, the development principles promoted at community level and the territorial analyses forming the framework of knowledge. In particular, in the case of Piedmont, the TRP considered a polycentric territorial organization, made up of nodes of different rank, and networks of connection between nodes and extra-regional systems or long networks.

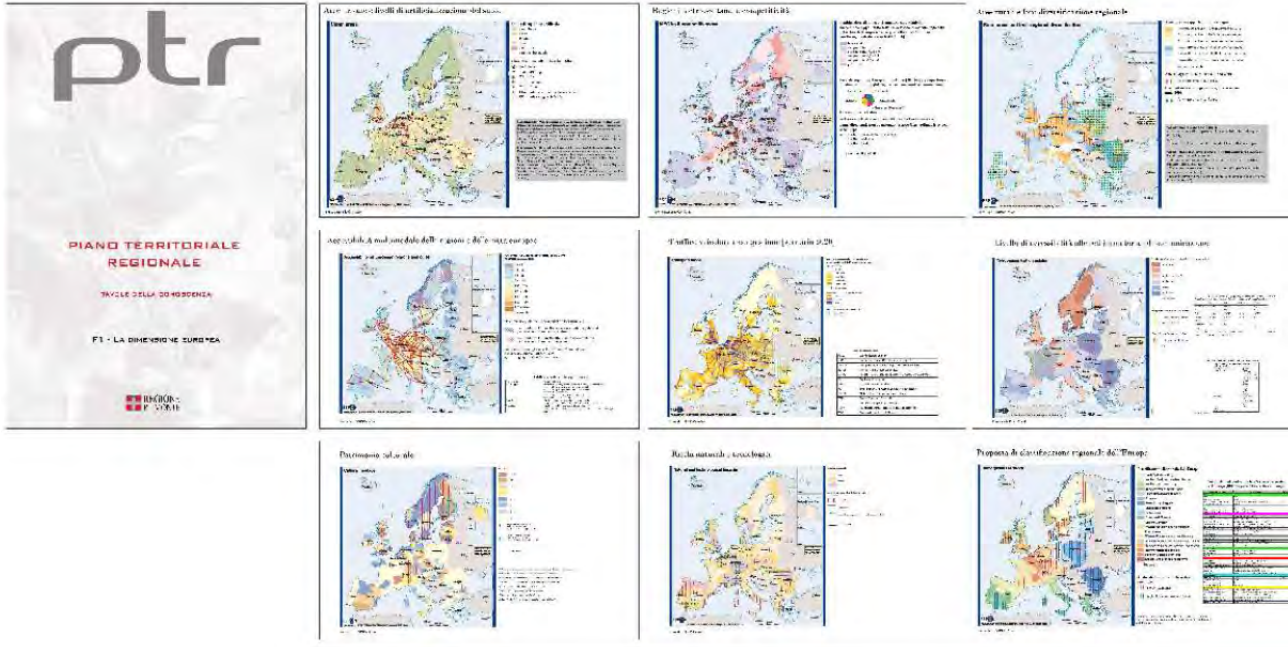
The definition of the structural framework organized its socio economic and territorial analyses on models aiming at partly integrating and enriching the vision of the region in relation to the European scale, in order to better represent their territorial capital against the Community policies. In other words, the

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interpretations provided by the ESPON have been used to classify the level of regional development and formulate future development scenarios, while also providing a connection between the local/regional level and European strategies related to territorial cohesion.

Figure 12: Regional Territorial Plan – Piemonte Region



Source: Regional Territorial Plan – Piemonte Region

Given the opportunities provided by the data and the analyses set out above, it should be stressed, however as the "snapshot" developed by ESPON, does not always have organic coherence with the analyses developed at the local level; the effort was therefore aimed at defining a conversion model at different scales of the overall information collection, not without some difficulty in defining the so-called regional Territorial Capital (Figure 13)

Figure 13: Territorial regional Plan – The regional policentric system



Source: Inter-regional table for sustainable spatial development of the Padano-Alpine-Maritime area

Both the processing of TRP then the start of the implementation of the policies outlined in it were accompanied by an exchange of experiences and a disciplinary comparison with other Regions and Autonomous Provinces of northern Italy, which are part of the interregional Table for sustainable territorial development of the Padano-Alpine-Maritime area.

In this context, the supra-regional and, in some ways, macro-regional scale made it possible to put in the system and, at the same time, to test the utility of the analyses developed by ESPON, for the development of a shared vision of the territorial field, consisting of the complex and territorial system made up by the regions of northern Italy and of the role that this macro-area can play in Europe for a polycentric reorganization, i.e. a function of connection, integration and rebalance that few other European areas may aim to perform.

Finally it is important to underline that the ESPON Programme has given inspiration to the idea of the macro regional organization, whose attempt is to combine it with a scale, the national one, different from the concept of European Macro-region. This attempt was an opportunity to highlight how the territorial scales and some indicators identified by ESPON research are ineffective and misleading with respect to the reality and the territorial potential expressed by the Northern Regions.

The result has produced a tool for territorial planning in line with the European (Territorial Agenda and Barca Report) and the national guidelines (National Strategic Framework Ministry of Economic Development 2007) with a "place-based" approach to planning, on the basis of which the strategies for the territorial governance should be identified using as a key, the idea of a territory in the plural, as depositary territory of an articulated territorial capital.

18.2 AN OVERVIEW TO OUR REGION

The theme of polycentricity and functional urban areas (reference ESPON 2006 - thematic project 1.1.1) has been developed within the new TRP to structure their own territory and "connect" local systems with supra-local (national and European) networks and organize their own regional development policies. In particular, the TRP focuses on the concept of Territorial Capital, which has also become the reference for the system of evaluation and monitoring of the evolution and of the dynamics of the region. The development of such a system makes use of the results deriving from some European territorial cooperation projects that use the results of ESPON studies.

Piedmont has participated in 3 projects ESPON: SSLL - Spatial Scenarios : New Tools for Local Regional Territories (Province of Turin), TANGO and SMART -IST (Polytechnic of Turin). The active participation has been more scientific, while the region has been involved in institutional activities.

18.3 SIGNIFICANT ASPECTS

The Regions are called upon to become active players in the pursuit of objectives of general and global interest and to find answers locally along with effective measures relevant to phenomena on a planetary scale, such as climate change, the various forms of pollution, energy supply, the sustainable development, the safeguard of quality standards of life, the preservation of unique and fragile environments (ecosystems, cultural heritage, landscape and territorial identities, etc..).

Moreover, today the European Regions are the primary actors, not only for the implementation, but also in the construction of Community policies for the promotion and development of strategies, especially where the territorial dimension has become a key element of cohesion and reference in the definition of policies and actions at different scales.

From this point of view, the articulation of the research according to geographical areas, typically used by ESPON, has not always been able to adequately respond to the changes taking place in the territorial dynamics both at European and at national level: there is a need to have some territorial analyses at different granularity (European macro-region, national, local, ...) in order to better orient the definition and monitoring of local actions.

In accordance with the guidelines that emerge from the recent EU documents, data and information have become necessary in order to build "place-based" indicators, designed to allow different windows of observation of the spatio-temporal dynamics of the regions.

This activity should be seen in parallel with the opportunity to create cooperative relationships between regions, through territorial cooperation projects, where place-based indicators help to better pinpoint regions, cities and territories in a European context and to identify strategies for joint actions.

More generally, it is hoped that the ESPON actions in the direction described above, will make it possible to qualify the cooperative relationship from the point of view of both the sharing of experience planning and media knowledge, and the nature of the relationship (stability, strength, confidence) .

18.4 SUMMARY OF RELATED POLICIES AND GUIDELINES FOR THE REGIONS

The current competitive scenario requires participation in the knowledge networks, ability to attract human and financial resources, planning initiative, international projection. With a view of the undoubted advantages that derive from a polycentric urban structure, the solution can only come from the pursuit of a higher overall ranking through the construction of a large supra-territorial system; but this higher rank can only be achieved if there is a real integration between the different territorial policies, the different urban polarities and the different areas of manufacturing excellence, of services and research; that is to say a very complex network which is, contemporary, node of larger networks.

While all strategies and policies have territorial boundaries in space, now you need to look into broader boundaries and to appreciate the importance and the strength that comes from the knowledge of other territorial realities and the ability to connect them with national and international nodes and networks.

Territorial planning should then be measured today with a duality of scale of intervention with respect to which it is necessary to have the knowledge to define the choices and objectives that a State has to set in a European and global scenario.

In connection with the foregoing considerations it is useful to propose some research areas that are considered significant for future Programming.

There is a need to develop studies and research more "calibrated" to the different territorial locations of Europe. In fact, if it is of the utmost importance to have maps that read and analyse the whole of Europe in a uniform way, it is equally true that the peculiarities of the different territories are often the real strengths and/or weaknesses of themselves and a "homogeneous " reading for the EU as a whole often may not take advantage of these specific characters. So the concept of Territorial Capital must be enriched with new elements and relational assessments.

The effects of the crisis on the territorial and socio-economic systems showed an inability of the territories to be a system, starting with the regional scale; we believe that the ability to respond to the crisis in an effective way is to use aggregated analyses, on the basis of which to strengthen habits to cooperation and/or to identify new potential collaborations so to build credible scenarios of development. A better integration of the territories can bring an added value in times of limited resources. We need to define research patterns to aggregate and develop the outcomes of the studies, at different scales from the current ones represented by NUTS. And there is no doubt that the current scales of analysis stem from the

need to acquire the most homogeneous data from the various national databases, yet the innovative effort could be directed toward the definition of new scales and aggregation patterns, both in space and in relation to functional possible connections between different sectoral issues .

The availability of more complex "place-based" indicators, and therefore closer to the various local regional, can be used to monitor, with an eye to the membership of networks of different scales (short nets, long nets, intra-and trans—regional nets)

As shown also by the analysis made in Piedmont developed by Piedmont, participation in projects of territorial cooperation (which is the ESPON Programme) activates specific trans-regional and trans-national cluster and allows you to establish new interactions with other territories, where to share development projects allowing you to highlight the connections between transnational territorial areas, in order to build relationships and opportunities from different districts (production, cultural, research, etc.).

Europe has a specific potential apt to modernize and globalize their strategies for economic growth: scenarios such as those produced by ESPON, if built with the active participation of the territories and the sharing of results, can stimulate the creativity of the policy to build a new model of Europe, that is able to combine localisms and wealth of the regional systems with the homogeneity and cohesion of the European system.

19. THE LOMBARDIA REGION

Adriana May¹ e Luisa Pedrazzini²

In view of the role played by the Italian regions in the definition of standards and tools for planning and Programming of a very wide range of subjects, the governance model adopted for the European Territorial Cooperation Programmes involve the participation of all the regions belonging to the territorial sphere concerned. Decisions about the guidelines and development choices and Italian participation in the relevant Community Programme are made as part of a National Committee which unites the representatives of all the Regions and Autonomous Provinces, the Ministries in relation to their skills, as well as representatives of the public, economic and social, partnership, through its trade associations.

The Chairman of the National Committee, which is headed by ESPON Lombardy Region, participates in the Monitoring Committee in order to bring the direct contribution of the regions into the Programme and ensure the information flow: in order to facilitate the participation an Intranet confidential area was created, whose access is limited to participants in the National Committee who are committed to maintaining the necessary privacy.

The attention of the Italian regions towards ESPON is concentrated in two main areas : the first one concerns the use of spatial information and the results of research to better understand the position of their own region in the European context, to address their development choices and set their territorial planning in a broader context.

It is significant that in the territorial planning documents of different regions, some of which are represented in the following paragraphs, the maps and the elements of the international scenario use ESPON maps and data .

The second one concerns the dissemination of knowledge about the situation and the potential of our country to policy makers in other European countries and to the European Commission itself. In this regard it is considered important that in the next Programming increasing attention is devoted to the specificities of the different geographical areas that make up Europe, with indicators aimed at giving evidence at the complexity and variety that occur at macro-regional level and are an asset to be exploited .

Cooperation between different development models and territories with different vocations is an opportunity that would be a shame not to take advantage of.

The impact of ESPON Programme on Italian regions has had different features and importance, but in general the improvement of knowledge and the dissemination of scientific results, as well as in academia also among those responsible for the territorial planning of regional or large scale, allowed to properly use the results obtained by ESPON projects in the plans and the territorial planning with interesting results .

This Programme has also encouraged, in operational terms and for the first time extensively with a continental scale sharing, to improve the connection between the researchers, academicians and the ones responsible for the management and planning of the territory, with the dissemination of data and the creation of large networks for the exchange of knowledge, also aimed at the preparation of plans and operational policies.

The first phase of the ESPON Programme (2000-2006) has mainly served the purpose of providing a harmonized picture of the character of the European territory, albeit with data and parameters that do not

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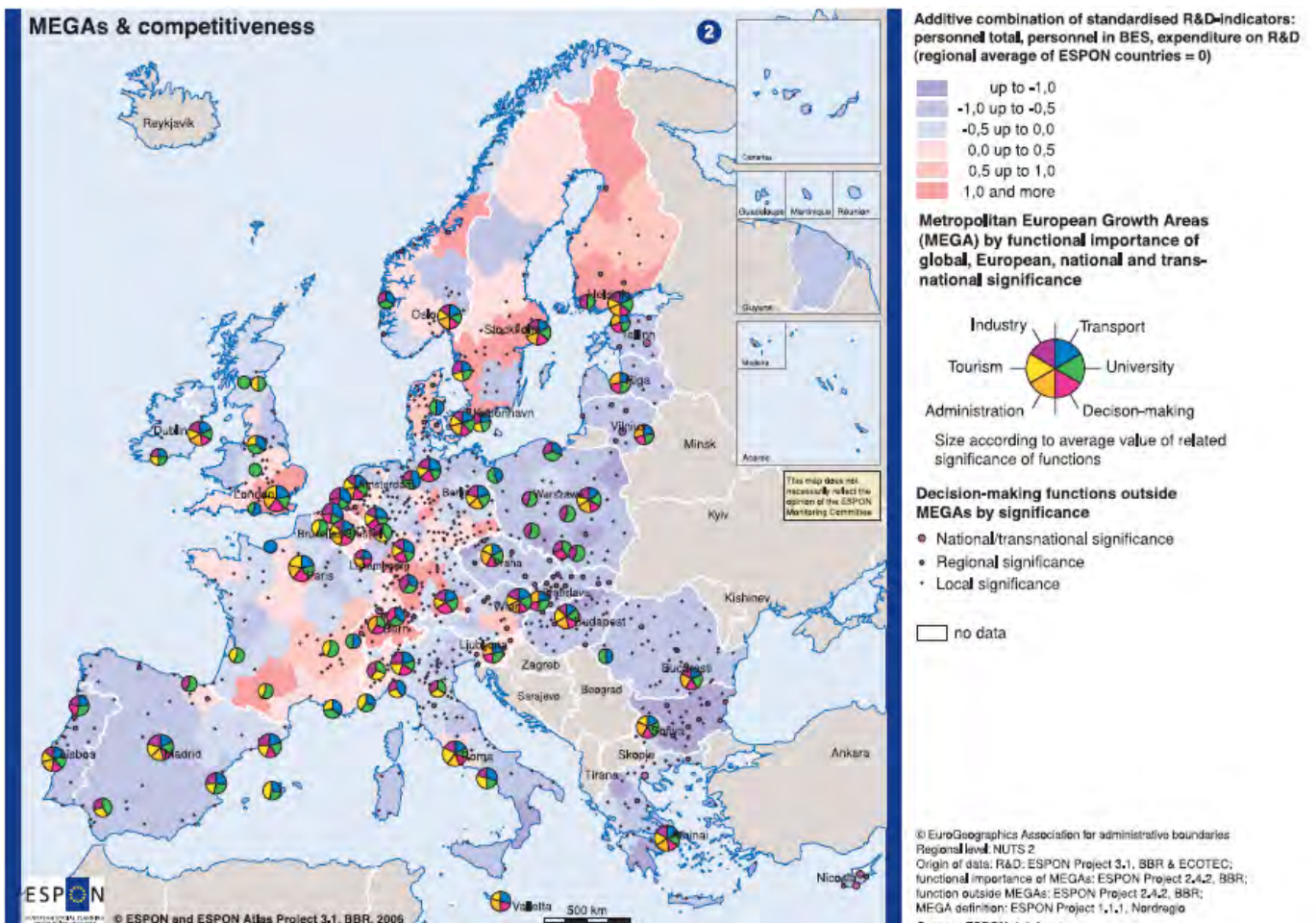
sometimes properly mirror the complexity of certain territories (for example, the settlement structure the Padan area did not emerge at all). In the next Programming period (2007-2013) the most careful and substantial participation by actors from southern Europe, has helped to highlight the diversity and richness of the territorial composition of our continent. A greater focus on specific topics (e.g.: insight into the role of small and medium-sized cities) was also very helpful to the political-administrative component to better finalize plans and territorial Programmes.

The in-depth analysis and the highlighting of local issues in different regions of Europe, inside the topics covered by the research of the ESPON Programme, has helped to stress any critical untreated issues, proposals for solutions, further studies needed for the work at local scales and also to represent the Italian territorial peculiarities .

The types of metropolitan regions and cities, the urban-rural relation and land uses with its geographical characterizations, the regional typologies on a socio-economic basis, expressed through thematic maps and not only with pure statistical data, with a synthetic vision but comparable between different geographical contexts that characterize the continent, have helped to identify thematic similarities in many areas of Europe .

In the case of Lombardy, the Regional Territorial Plan approved in 2010, has found utility in fundamental scientific data resulting from ESPON research, useful to contextualize and place our region and, more generally, the system of the northern regions of Italy in comparison with the rest of Europe (Figure 14).

Figure 14: Regional Territorial Planning of Lombardia Region: the position of Lombardia region in Europe, opportunity of growth



Source: ESPON – ESPON ATLAS, October 2006 – competitiveness Indicators of MEGAs areas

This has been useful for sizing and comparing our region in relation to other European with factual data and images, for example: the competitiveness of our country, the fragility and the environmental potentials and the biodiversity, the congestion level and the accessibility of the different Lombard territories in Europe.

Also the SWOT approach adopted for the territorial analysis of the region is a useful method enabling an effective communication with the Commission and with the other European regions, we have relationships with, in order to bring out the most effective ways to develop common themes in territorial cooperation projects (INTERREG IVB and IVC in particular).

The three macro-objectives of the plan ("Reinforcing competitiveness", "Protect and enhance the resources", "Rebalancing the territory") (Figure 15), were built with a language that looks up to Europe to promote a dialogue aimed at the recognition of the role and of the potentials of a region, that in Europe has a size comparable to many states.

The potentials of data and research of the ESPON Programme after two Programming periods, are still to be much improved and developed. They are primarily instruments helping us look out the window of our administrative boundaries and provide a concrete and suitable dimension to the territorial phenomena, to the social and environmental issues that affect us but that, to be properly understood and addressed in the planning tools, require a new point of view and a spatial dimension that does not belong to our culture of planning yet. This dimension is, however, necessary and inevitable in order to act effectively in a global context and to make our local context more competitive.

Figure 15: PTR of Lombardy – the three macro-objectives of the plan: “Reinforcing competitiveness”, “Protect and enhance resources”, “Rebalancing the territory”.



20. THE EMILIA ROMAGNA REGION

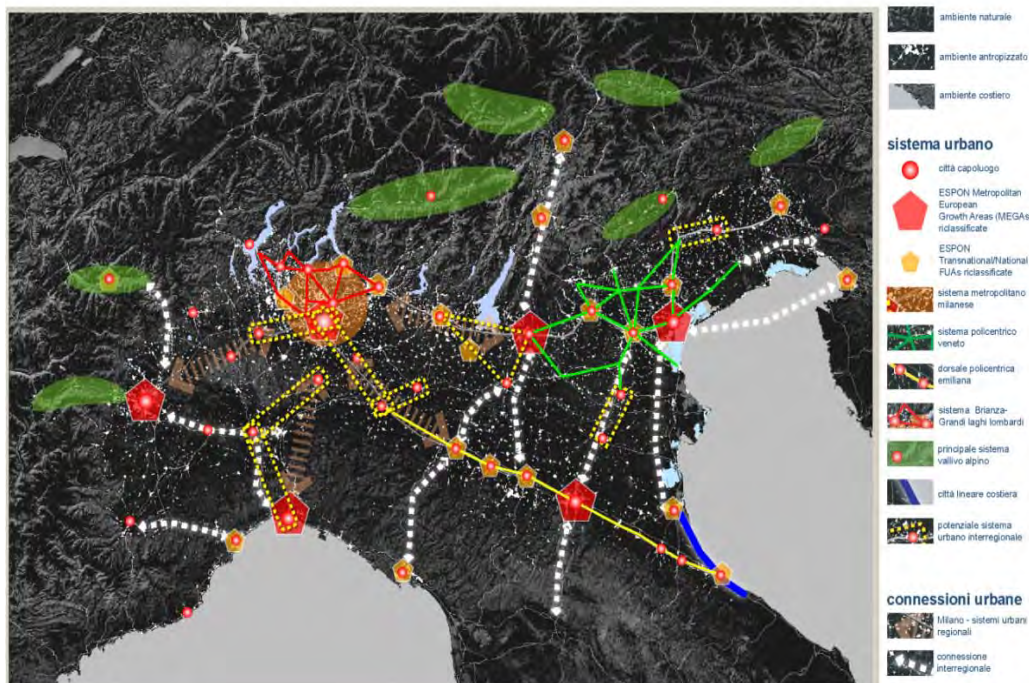
Paolo Matiussi¹, Graziella Guaragno²

20.1 SYNTHESIS OF ESPON EXPERIENCE

The experience of the Emilia-Romagna Region in ESPON started during the last Programming (2000-2006) and continued during the 2007-2013 Programming period. In particular, during the stages of preparation of the new Regional Territorial Plan (PTR), different ESPON studies were taken as reference in order to frame the development of regional strategies within a broader perspective that considers the Emilia-Romagna as a region of Europe in the first place.

Both the processing of PTR and, afterwards, the start of the implementation of the policies outlined in it were accompanied by an exchange of experiences and a comparison with the technicians of the Regions and Autonomous Provinces that are part of the "Inter-regional table for sustainable territorial development of the Padano - Alpine - Maritime area" The table, in the course of its activities, has always kept its focus on the studies developed by ESPON which have been used as a methodological basis in the preparation of some papers shared by the entire Padano - Alpine - Maritime area (Figure 16). Moreover, the same Interregional table has developed a project proposal under the ESPON Programme for Priority 2 - Targeted Analysis in order to analyse the development of the concept of Territorial Capital, which unfortunately has not been financed .

Figure 16: System of urban polarities of the Padano-Alpine-Maritime area



Source: Inter-regional table for sustainable territorial development of the Padano-Alpine-Maritime area

¹ Past Director of Service to territorial planning and development of the mountain, Region of Emilia Romagna

² Service to territorial planning and development of the mountain, Region of Emilia Romagna

20.2 THE OVERLOOK OF THE REGION

The studies developed within the ESPON Programme have been widely used for the processing of the PTR.

In order to integrate the Cognitive Framework with analyses which would exceed the regional and national boundaries, elaborations from different thematic ESPON projects were used, such as: Functional Urban Areas (FUAs), Polycentric Integration Areas (PIAs) The prospective scenario of the infrastructural Euro-Mediterranean frame, Trans-European corridors affecting the Italian territory, Networks Pan-European optic fiber networks, existing or planned; Number of nodes in the Pan-European network in the regions; Population density at NUTS3 level, Expenditure on research & Development (% of GDP) and expenditure on R&D companies sector (% of GDP) at NUTS2 level; R&D Infrastructures of high-level; Employees with high levels of education; Urban pressure in Europe; Typology of urban-countryside relation; Vulnerability in Europe; Presence of forests in Europe; Landslide hazard area; Pollution from nitrogen oxides.

Moreover, the Plan preparation has taken reference to the theme of polycentricity and functional urban areas (ESPON 2006 - thematic project 1.1.1) that have been tailored to the PTR in order to identify the territorial objects on which to organize policies for sustainable territorial development. Always inspired by the ESPON Programme, the entire PTR has been developed around the concept of Territorial Capital, which has also become the focus of the system of evaluation and monitoring of the evolution and the dynamics of the region. Nowadays, the development of such a system of evaluation and monitoring is using the results from some European territorial cooperation projects in which the ESPON studies are placed in the centre of scientific and technical elaboration. Finally, the Plan uses the full results of the ESPON 3.2 project on European scenarios (Figure 16) to develop the theme of the international projection of Emilia-Romagna, verifying the development possibilities in a European perspective.

20.3 SIGNIFICATIVE ASPECTS

In our opinion, the most important innovation of the ESPON 2013 Programme, compared to the previous Programming, was the openness towards the stakeholders. Their involvement has allowed users of ESPON results to have "a voice" in the opportunity to propose project ideas in order to study topics considered relevant that probably would not have been the object of study. This involvement, which we consider very positive, should be further strengthened by allowing the stakeholders to influence the research also during the implementation phase of the projects. In fact, it is often difficult to define all the developments that a project can have during its course in advance, and a constant dialogue with the stakeholders would definitely help to ensure operational results, much easier to use by policy makers.

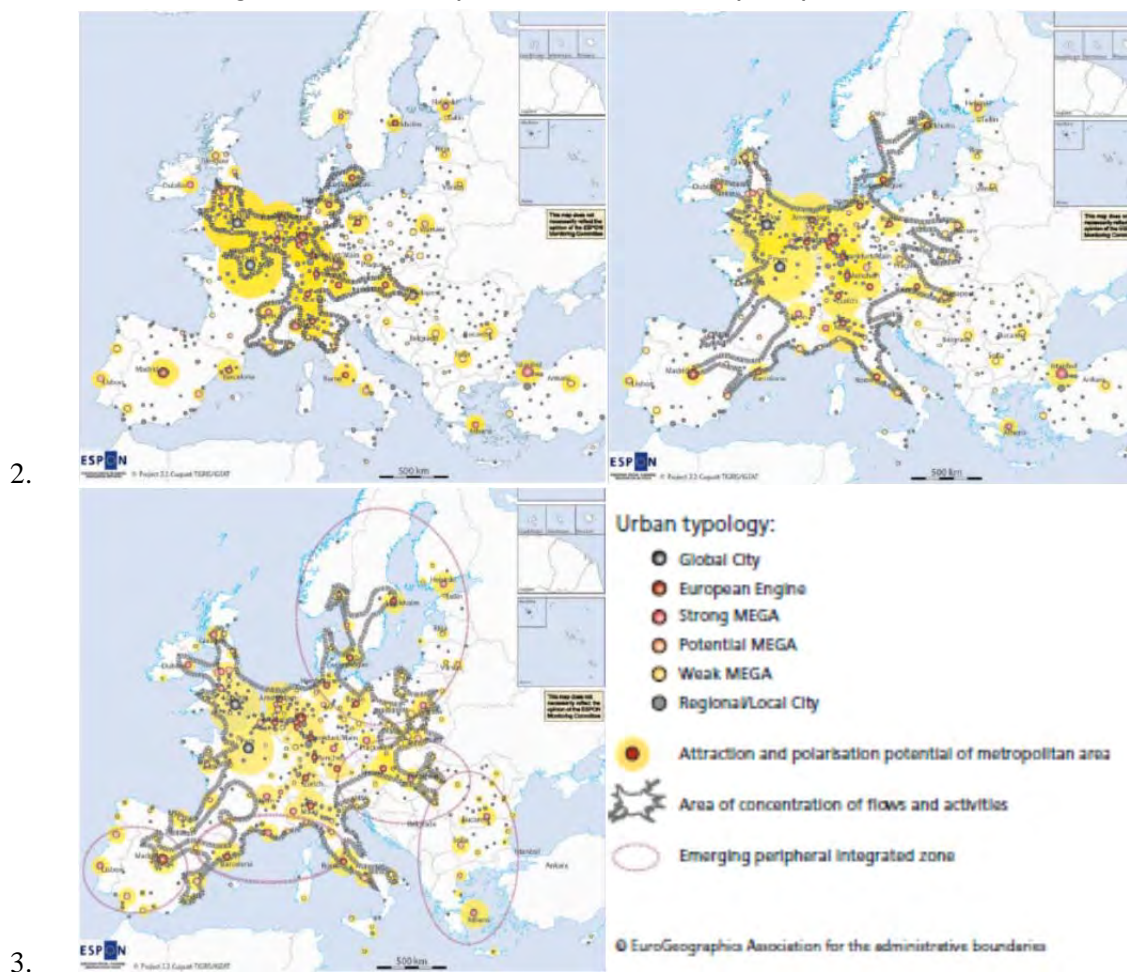
There is also a need to develop studies and research that are more "calibrated" to the different European territorial locations. In fact, if it is of the utmost importance to have maps and analyses for a uniform interpretation of the whole European territory, it is equally true that the peculiarities of the different territories are often their real strengths and/or weaknesses and a "homogeneous" reading of the EU as a whole often may not take advantage of these specific characters. For example, for the next Programming period, we consider a priority the development of ESPON projects that are able to identify the peculiarities of the settlement system of our region and more generally of the Italian one.

20.4 SUMMARY OF THE RELATED POLICIES AND GUIDELINES FOR THE REGIONS

20.4.1 The territorial capital

The logical structure of the entire PTR is based on the concept of Territorial Capital. Taking reference to the concept of territorial capital offers the advantage of being able to embrace different elements, but still bound into a coherent whole which constitutes the reality (and potentials) of the territory and the possibility to highlight and then govern the different modalities through which each element is transformed. This conceptualization serves as a basis to promote, starting with regional policies, a strong cross-sectoral integration in order to ensure territorial cohesion and sustainable territorial development.

Figure 17: Urban development scenarios of the European space



Source: Progetto ESPON 3.2 - Spatial scenarios for Europe, 2010

20.4.2 The “actual” Cities

The first territorial objects that the PTR puts at the centre of its strategy are the actual cities. Although the Plan does not design new perimeters for these objects, in fact it delineates them along the lines of the functional urban areas, as they are conceptualized in the thematic project ESPON 1.1.1.

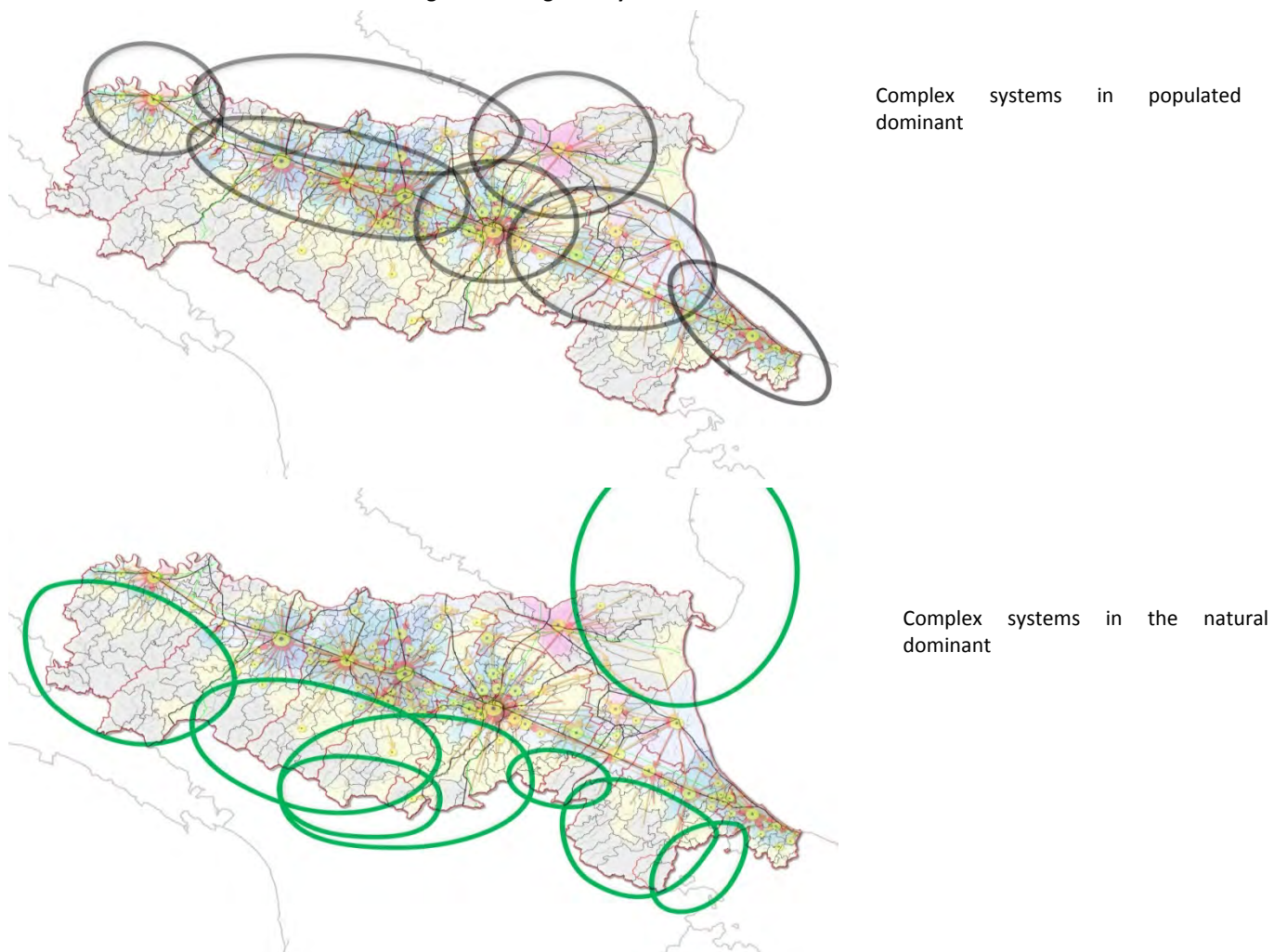
This object is the reference to rule the relations and externalities of urban systems through forms of inter-municipal cooperation in a unitary way, along the line of the processes of union and association

among municipalities developed over the recent past in the Emilia-Romagna region, starting from urban Municipal planning.

20.4.3 The integrated system for wide area network

Although not directly derived from the ESPON studies, but in strong correlation with the issues at the centre of many of the developed project, the PTR identifies a second territorial object in the integrated systems for wide area (Figure 18). They are integrated representations between urbanized areas and areas with higher degree of naturalness and are imagined in order to establish policies suitable to the different territorial situations, to achieve the same objectives of quality of life, resource efficiency and territorial identity. The key concepts to understand complex systems and to develop internal operational policies are: the actual cities, ecosystem networks and mobility networks.

Figure 18: Integrated system for wide area



Source: Regional Territorial Plan of Emilia-Romagna in 2010

21. THE CONVENTION FOR THE PROTECTION OF THE ALPS, BEYOND THE ALPS

*Paolo Angelini*¹

21.1 THE CONVENTION OF ALPS: AN INNOVATIVE APPROACH FOR THE MOUNTAIN

The Alpine Convention (AC) is the first International Treaty² to recognize a transnational mountain area based on its geographical continuity, and to emphasize the need to consider the characteristics and specific problems according to a joint and unified approach among all the Alpine countries, both at national and supranational level.

A first fact which highlights the innovative character of the Alpine Convention is the desire to focus on the territory, in its geographical, natural, social, cultural, economic components and in order to outline development policies able to produce wealth and to enhance the mountain resources at the same time preserving the qualities that make it a resource.

The Alps are particularly important for the extra-alpine regions³. Indeed, there is a strong relationship between extra- alpine and alpine areas. The natural resources found in the Alps and the related ecosystem services and the phenomena of growth and economic and social development of urban and rural areas are related to each other, as well as are the wealth produced in the foothill areas and in large and peri-alpine cities and the economy of the mountain.

This approach in the AC is used in the ongoing research and has been carried out in the past twenty years of study and cooperation in the Alpine areas. Among the main analyzed topics there are the tourism and sustainable mobility, Intra and Trans-Alpine transport policies and, the sustainable management of resources typical of the mountains (water, forests, biodiversity), climate change and its effects, territorial planning policies, sustainable rural development.

The great differences existing in the AC countries, each with its own legal system, the presence of four different languages and their extension and territorial diversity of the area stretching between the coast of France and Slovenia, have required considerable effort. However, the results have meant that the territory of the AC became a field of experimentation and innovation as to become a reference for other countries in the mountain. Moreover the alpine areas often occupy a leading position with respect to issues that are emerging at national and international level only in recent years, including adaptation to climate change.

¹ Head of the Italian delegation in the Alpine Convention, Ministry of Environment and Protection of Land and Sea.

² The Alpine Convention, signed in Salzburg on 7 November 1991, is an agreement between the eight Alpine countries (Austria, France, Germany, Italy, Liechtenstein, Monaco, Slovenia and Switzerland) and the European Union with the aim of promoting the protection the Alps and sustainable development in the Alps. In addition, the Convention is divided into the following Implementing Protocols: Territorial planning and sustainable development, Protection of nature and landscape safeguard, Mountain farming, Mountain forests, Tourism, Energy, Soil conservation, Transportation. Italy has ratified the Convention of the Alps with the law 14 October 1999 n. 403, and related protocols with the Law of 5 April 2012, n. 50. For the text of the Convention and further information on its activities and its operation, please refer to the dedicated website www.alpconv.org.

³ See Alpine Convention, Preamble

21.2 SYNERGIES BETWEEN THE ALPINE CONVENTION AND THE ESPON PROGRAMME

Starting from this framework, concisely outlining the goals and objectives of the AC, it is not difficult to grasp the role it can play the ESPON Programme for the territory of the AC.

In particular, we point out some aspects that make ESPON an appropriate instrument to contribute to the implementation of the AC and the pursuit of its objectives, namely: a) the approach of "territorial evidence"; b) the centrality of the data collection and the study of development trends; c) the transfer of knowledge and integration within national, regional and local policies.

For each of these points a few links with the AC will be briefly highlighted.

First, the approach of "territorial evidence" that recognizes the centrality of the land and its in-depth knowledge as essential moment to start any action of territorial transformation. The area of the AC itself coincides, indeed, with the Alpine bio-geographical region, the perimeter of which cuts the administrative boundaries to encompass environmental and geographical boundaries. This area represents, almost naturally, a laboratory used to study and understand the dynamics and functioning of alpine areas and mountain areas in general, in connection with the territorial neighbors and connected to it.

The second aspect concerning the acquisition of data and their monitoring, another key point in the ESPON Programming, addresses a central issue for the AC. In fact, especially when acting in a transnational context, it is essential to have territorial and social-economic data at the same level of definition and consistent with each other, so they can be compared with areas of other countries and regions, on the basis of which one can identify and build common indicators to describe more complex phenomena. In this regard, it should be noted that the AC has set up a System of Observation and Information on the Alps (SOIA), whose main activity is the preparation of a regular report on the state of the Alps (RSA) in several areas, through the definition of specific indicators and the development of related maps. To date, four Relations were produced respectively: transport and mobility, water, sustainable rural development and innovation, sustainable tourism in the Alps. Currently the fifth report on demographic change is being processed. Within this activity, ESPON could provide support to the AC to continue in the acquisition of data and information on the Alps and on the whole mountain system above mentioned. For example, information on land use at an appropriate scale to set local policies, mapping, data collection and monitoring of mountain forests, the analysis of the internal areas with respect to the availability of natural resources, the development of appropriate indicators of accessibility to the landscape, attractiveness and tourism. For the AC the aim is not just to fill some gaps but to proceed down scale, that is providing more and more sensitive data that can be at the basis of policies at regional level and especially to decline actions at the local scale, considering the latter as the appropriate scale to guide the transformation of the mountain territory in respect of environmental sustainability. In addition, the availability of updated databases allows a comparison between different European regions, the possibility to make predictions and to identify development trends related to the Alpine region.

The final aspect is directly connected to the transfer of data and knowledge in territorial policies, which is the final moment of ESPON Programming whose partners are precisely the policy makers at all levels. The data are never an end in themselves but, entering specific models, they allow to outline scenarios, and provide concrete support to policy-makers whose task is to direct and to initiate new development strategies aimed at inclusive and territorial cohesion and governance.

21.3 FINAL REMARKS

In conclusion, there are many points of contact between the Alpine Convention and ESPON, from which one can develop positive synergies with an impact on policies for the benefit of both the mountain areas, and the neighboring territories connected to them.

Just as ESPON, that its studies also looks at the neighboring territories outside the EU, cause of exchanges and flows that exist with them, the vision of the AC has always aimed at strengthening territorial cohesion starting from the sharing of diversity and territorial specificity. The focus of AC stretches up to Europe to go beyond its boundaries, acting as an example for the mountain areas at the international level with whom to share the results achieved in the Alps. This is witnessed by the growing interest in the experience of the AC from other mountain areas in Europe, as it was for the Convention on the Carpathians⁴; by lower mountain areas, such as the Apennines in Italy, which are preparing to adopt good practices identified within the AC, or as mountain areas in Asia interested in a worthwhile discussion .

The demand of know-how, born in the Alps, is an evidence to the quality of the achieved results in this area and shows the importance of continuing to provide policy makers with useful information aimed at implementing policies capable of responding to the territorial changes along with the expectations of its inhabitants.

⁴ The Carpathian Convention was signed in 2003 by seven countries: Czech Republic, Hungary, Poland, Romania, Serbia, Slovak Republic, Ukraine.

22. COLLABORATION BETWEEN ESPON E METREX¹

Claudio Tolomelli² e Silvia Grassi³

22.1 THE GROWING ROLE OF METROPOLITAN REGIONS IN EUROPE

Over the last decade the relationship between Metrex⁴ and ESPON has been developed considerably for the growing weight which metropolitan regions are taking to address the challenges and manage changes affecting Europe and for the crucial role they play in the policies aimed at improving territorial cohesion and to promote a more balanced and sustainable development.

Metrex is one of the most active networks of metropolitan regions and areas, and thanks to the importance that it has been taking in the panorama of European institutional networks, is an inescapable reference for different institutions and bodies for the themes that relate to large conurbations.

Today Metrex associates approximately 50 metropolitan regions. Since the founding of the network in 1996, the Emilia-Romagna Region has participated in its activities, its projects, its expert groups and is part, by 2010, of the Managing Committee.

Over the years, Metrex has promoted considerable activity and exchange of experience on the issues of territorial and strategic planning, metropolitan governance, sustainable development, connectivity, the response of the cities to financial and economic crisis. In particular, through the PolyMetrexPlus project, has been deepened the theme of a balanced and polycentric development of the European territory focused on the role of peripheral metropolitan regions.

The relationship between Metrex and ESPON has been particularly fruitful thanks to the complementarity between the two organizations: ESPON specialized in territory evidence, research, and scenarios and Metrex as association of institutions working at the territorial level and engaged in the practical implementation of policies and strategies at the metropolitan scale.

Since 2002 ESPON representatives participated on several occasions in Metrex meetings. In 2006 invited by Peter Mehlbye, Director of ESPON Coordination Unit, Metrex brought comments and proposals to the draft ESPON 2007-2013 Programme.

On the occasion of the ESPON seminar held in Bonn in June 2007 "Use and demand from regions and cities" Metrex has brought a contribution about the needs of research and knowledge on the part of metropolitan areas on the main aspects of territorial planning.

22.2 ET 2050 PROJECT - TERRITORIAL SCENARIOS AND VISION FOR EUROPE

ESPON in 2012 has promoted the project ET 2050 by adopting a participatory process aimed at collecting contributions and comments from a large number of stakeholders to arrive at a shared vision of the European territory. Metrex has decided to join the consultation bringing the contribution of experiences and knowledge gained with the PolyMetrexPlus project. In this task, Metrex has involved all interested

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members through the formation of an expert group. The first outcome of this work is the proposal for a specific project named TERRACOTTA, coordinated by Helsinki, to which Emilia-Romagna region participates, which will provide an interpretation from the point of view of the metropolitan regions of the implications of the ET 2050 Territorial Vision in its final form.

In the course of 2013 the relationship with the ESPON was strengthened on the occasion of the consultation on the second Interim Report of the project. Metrex in his response brought a significant contribution on the following topics: environmental and energy sustainability, territorial cohesion and governance. Metrex response has also embraced the contribution prepared by the Emilia-Romagna region specifically focused on the theme of the Adriatic-Ionian Region, with a specific reference to the "Discussion paper" of the European Commission on European Strategy for the Adriatic-Ionian Region (EUSAIR).

22.3 CONSULTATION ON THE ESPON "TERRITORIAL VISION FOR EUROPE 2050": EMILIA-ROMAGNA REGION RESPONSE

The Emilia-Romagna region believes that the synthesis of the report "Territorial vision 2050" and the "macro-regional reports" have not adequately considered the theme of the Adriatic-Ionian Region. The part of the reports regarding Mediterranean sea takes into consideration only the western part (the relations between Spain-France on one side and the northern shore of Africa on the other), the effects of "Arab spring" and the situation and perspective of eastern Mediterranean sea, Egypt and Middle-East.

A territorial vision for the future of Europe has to adequately and specifically consider an area and a sea so relevant for the European Union, for the integration between Italy and an important area like the Balkans and for the role that the Adriatic sea can play for the development of new and stronger relations between the core of Europe and central-south Mediterranean sea.

For these and other important reasons, the European Commission has adopted a specific strategy regarding the Adriatic and Ionian macro-region (EUSAIR) involving 8 countries: 4 EU member state (Croatia, Greece, Italy, Slovenia) and 4 non-EU countries (Albania, Bosnia and Herzegovina, Montenegro, Serbia).

Below are listed some of the issues of EUSAIR that the Emilia-Romagna region has decided to bring to the attention of ET 2050:

- given their position both on the cross-roads of east-west and north-south axes of Europe, the Adriatic and Ionian seas constitute an important transport route for goods, passengers and energy;
- several central European and landlocked countries depend heavily on the ports of the macro-region for their exports and imports. The competitiveness of those ports depends, amongst others, on their capacity to enhance interoperability of transport modes by integrating sea-borne, inland water-borne and land transport, including TEN-T (Trans-European Networks – Transport). The Adriatic Motorway of the Sea will provide a viable, reliable and competitive transport service of goods and passengers through a trans-European multimodal transport system;
- the shipping industry, a strong asset of countries in the macro-region, will be a basis for further economic development;
- sustainable and safe land and sea-borne connections will be fundamental to strengthen social and commercial links across and outside the Adriatic and Ionian region and will be critical to preserve the vitality of remote communities;

- the Adriatic-Ionian region will be an important cross road for energy issues. Energy infrastructures will be developed and optimized in the area (e.g. 'energy gas corridors', based on intergovernmental memoranda of understanding);
- tourism is economically significant as one of the main and fast-growing activities. It will be the economic backbone of coastal regions and, increasingly so, the hinterland as well. When properly developed by enhancing local knowledge and safeguarding natural and cultural diversity, it strongly benefits the regional economy by creating quality and sustainable jobs and promoting the conservation of its cultural heritage. It will be a driver for growth and employment in remote areas (e.g. islands, rural and mountain areas) and areas with otherwise limited economic activities, contributing to promote social inclusion and interesting opportunities for youth employment;
- the tourism sector is facing constant challenges to innovate and improve its competitiveness. The macro-regional strategy will help tourism stakeholders to tackle internal and external challenges such as increasing competition from other destinations, seasonality, growing requests for customized experiences. The development of coastal, maritime and other forms of tourism, will be the outcome of a macro-regional approach;
- the Adriatic and Ionian coastal and marine environment is of particular relevance for the European landscape and environment; it host a high diversity of habitats and species. The combined action of high anthropic pressure and topographic characteristics make these habitats highly susceptible to pollution, but also affects the conservation of the rich cultural heritage of the region.

23. COMPARISON BETWEEN THE RESULTS OF PROJECTS AND GUIDELINES OF EUROPEAN POLICY FOR TRANSNATIONAL COOPERATION

*Maria Coronato*¹

The Programming period 2007-2013 focused on the issues of sustainable development (Gothemburg, 2001) and competitive development (Lisbon, 2000) that were relaunched by EU and mostly included in the objectives of Strategy Europe 2020 (2011): smart growth – to develop a knowledge and innovation based economy; sustainable growth – to promote a more effective, greener and more competitive use of resources; inclusive growth – to promote higher employment rates thanks to social and territorial cohesion.

Since the Lisbon Strategy, the main goal of European Union has been to achieve a high level of competitiveness but at the same time, along with Gothenburg Strategy (2001 and 2006), also the management of environmental and territorial objectives has become an essential commitment.

The cohesion policy becomes an instrument and measurement objective of the different territorial development opportunities, so reducing economic, social, environmental and cultural imbalances. (5th Cohesion Report, 2010; Prezioso, 2011).

The cohesion policy plays a fundamental role in European Union policy 2007-2013 (Davoudi, 2007) and its enhancement at territorial, environmental, social and economic level is a deliberate act whose existence is the function of territoriality and intersectorality of the anthropic, natural and institutional elements.

It becomes evident how the correlation intrinsic to these elements, typical of the cohesion, is able to reduce socio-economic imbalances within the local systems, so facilitating the attainment of a sufficient level of agreement between economic and social powers, between government and citizens with the aim of putting together positive energy on shared objectives (Prezioso, 2008). Enhancing territories' competitiveness, safeguarding investments and human capital flows in order to support a knowledge-based economy, achieving a high quality of life for the environment and the citizens, boosting the development of depressed areas but with high growth potential have all been EU objectives 2007-2013 and on their basis transnational cooperation projects have been implemented.

ESPO Programme plays and has played a strategical role in order to support the cohesion policy and regional development policy².

The European Union is diffusely employing ESPON results, even if, according to many, the Programme ought to lead to the implementation of the subsidiary and trans-scalar connection between policies and plans and also to provide for a glossary presenting precise and shared definitions of the issues, policies and actions, which at the moment still appear as isolated elements of the “system-territory” (e.g.

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² ESPON has the following objectives: Support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory by (1) providing comparable information, evidence, analyses and scenarios on territorial dynamics and (2) revealing territorial capital and potentials for the development of regions and larger territories contributing to European competitiveness, territorial cooperation and a sustainable and balanced development.

Governance and Territorial Impact are interconnected instruments). Over time this observation has become one of the main criticisms about the structure of the ESPON Programme.

Several efforts have been made to identify the spatial effects (later defined as territorial) of sectoral policies in ESPON countries, by putting in evidence the costs of non-coordination relevant to the different policies at different levels (European, national, regional and sectoral). Several projects suggested dictating a horizontal (between sectoral policies) and vertical improvement (among levels) of this coordination. In fact the usage of a concept or of a well-established principle of a policy varies in accordance with the project goals and its geographical scale. The Territorial Cohesion, main guideline of the Programme 2007-2013, is an example and it is mentioned and variously interpreted in ESPON projects: Amsterdam Treaty (1997), where the term is correlated to the constitutive European law in relation to the Services of General Interest – SeGI. Its interpretation is linked to the idea of social justice and equality along with a spatial dimension: the access to services has to be safeguarded also in the peripheral disadvantaged areas. In this context the SeGI are a precondition aimed at the valorization of territorial capital and so at the improvement of competitiveness (ESPON SeGI, 2013).

From a socio-economic perspective (ESPON DEMIFER, 2010), the concept of cohesion is linked to the regional disparities impairing the attainment, on the basis of demographical, occupational and productive indicators.

The territorial cohesion issue is to be inserted in many strategies and agendas (Lisbon, Territorial Agenda, Green book on Territorial Cohesion and, more, recently Europe 2020 for an intelligent, sustainable and inclusive growth). However they do not specifically hypothesize that demographic changes may affect economic performance. For instance, before the crisis, examining the relation between migration and demographic change, the migration seemed on one hand, to favour already mature regions so permitting to deal with the ageing problem, and on the other to undermine the poorest regions where regional disparities were increasing. European strategies and policies aimed at territorial cohesion certainly helped to face some of these challenges, but we have also to note that the enhanced attractiveness of less developed regions has become as much important as the strengthening of competitiveness of the already developed regions, which benefited of the migration. In particular the Territorial Agenda underlines the necessity of new ways of urban-rural partnership and the promotion of regional innovation clusters as objectives for the European territory.

A wide vision contemplating not only an economic development of the delayed regions and a support to the vulnerable groups, but also the environmental sustainability and the respect for cultural and territorial characteristics of the different regions of the Union, looks up to the cohesion policy as Union's main instrument to reach a harmonised development for the whole European territory (ESPON CLIMATE, 2011).

In the Fifth Cohesion Report (adopted after the Lisbon Treaty) (2010), the concept of economic and social cohesion focused on regional disparities as regards competitiveness, and quality of life is enriched by the territorial cohesion concept aimed at reinforcing “the importance of access to services, sustainable development, functional geographies and territorial analysis” (5CR, 2010:24). Hence territorial cohesion when defining a policy objective, is going to pay attention more to the specific places rather than to the sectors (ESPON ARTS, 2011).

The territorial cohesion is also defined as “the territorial dimension to sustainability” in its economic, social and environmental components, articulated in three macro-components: territorial efficiency, territorial quality and territorial identity. The *territorial efficiency* is relevant to the efficient use of resources such as energy, land and natural resources, competitiveness and attractiveness, internal and external accessibility to each territory. The *territorial quality* is relevant to the quality of the environment, of life and work; standards of living comparable through the territories; access to services of general interest

and knowledge. The *territorial identity* is relevant to the social capital valorisation; the development of a shared vision of future; the safeguard of peculiarities and the reinforcement of productive vocations and competitive advantages of each territory (ESPON TIP TAP, 2010).

Sometimes the concept of territorial cohesion is placed beside the concept of competitiveness (ESPON TIGER, 2012), so linking the inclusive growth in Europe 2020 to the territorial cohesion along with the statements of the Territorial Agenda 2020³.

The principal reference is European territorial diversity: the Territorial Agenda and the Green Paper on Territorial cohesion (2008) focus, for example, explicitly on regional diversity issues and stress the importance of territorial and regional uniqueness aimed at the elaboration of proper and diversified development strategies, that have to be founded on local peculiarities, knowledge and identities.

Along with territorial cohesion, also the regional competitiveness issue is connected to the structure of territorial systems, of transports, of sustainability, of climate changes.

Starting from the “Communication from Commission to the European Council and the European Parliament – An Energy Policy for Europe” (2007), the European Union on Energy policy⁴ is linked with regional competitiveness and climate change (White Paper - Adapting to Climate Change: Toward a European framework for action, 2009).

Energy plays a central role in regional competitiveness, as it is the economic factor able to improve the quality of life of the regional residents and it is a crucial resource that can be transformed, distributed and commercialized at local, regional, national, and international level (ESPON ReRISK, 2011).

Regional competitiveness also consists in the ability of an economic system to innovate itself at productive and technological level. But the factors of regional competitiveness are not only to identify at productive and technological level, but also in those characteristics of (internal and external) markets, of territorial relationships and regional governance. ESPON ReRISK project analyses the present transition phase of the energy sector putting in evidence different possible scenarios through which the regional competitiveness can be evaluated. For example, the regional competitiveness also aims at European cities as strategical places for cross-border flows at different geographical scales. It is in the urban contexts where the fundamental resources to economic growth and sustainability are concentrated: human resources, know-how, economic-financial capital. Regional competitiveness is also the result of policy choices either in the energy field or in the evaluation of the responses of territories to integration, cooperation and competition on the global scale of cities network⁵. Regional competitiveness is linked, on one hand, to metropolitan areas as knowledge and development centres, on the other, to the connectivity level between the cities and the metropolitan areas, examined in their relation to each other and the rest of the world (ESPON TIGER, 2012). Moreover regional competitiveness is connected to the know-how of a territory: thus envisaging the knowledge as the input to start up a long-term virtuous development process.

However the European territory is characterized by a deep heterogeneous nature in city roles and functions: not all big cities have an equal level of functional globalisation, yet not playing a minor role at

³ “Regional disparities in the European territory by addressing bottlenecks to growth in line with Europe 2020 Strategy”.

⁴ set the objective to reach 20% of renewable energies out of the total amount of power consumption, to promote development and diffusion of new eco-compatible technologies, hence to enhance regional competitiveness of those territories capable of implementing sustainable energy policies- matching the quantity of CO2 defined by Emission Trade System.

⁵ The energy vulnerability is referred to the index of regional dependency of transports, regarded in its different forms of occupation, commuting, goods transportation costs and air transport, in case of islands or regions with a low accessibility. The combination of the several transport indicators reveals that the most vulnerable regions are the high-dimensional centres, the suburbs and the insular regions, but also some rural regions, whose economic life is dependent on the near-by urban centres or on the near-by agricultural regions. Commuting costs or private transportation costs directly affect families balance. Also transportation cost increase influences the overall costs of goods, with further negative effects on the available incomes; good and services demand, so reducing the expenses and the investments leading to an enhancement of regional competitiveness.

regional level: cities with a “global” function (London, Paris, Amsterdam, Zurich, Milan, Frankfurt, Brussels, Madrid) are correlated to other cities with a lower volume of traffic and geographical reach.

23.1 INTEGRATED GUIDELINES FOR COHESION, COMPETITIVENESS, SUSTAINABILITY

A central rule to support the diffusion of territorial cohesion and regional competitiveness is the sustainability. With the view to a better comprehension and implementation by policy makers, its contents are correlated to the fundamental measurement instruments (TIA; SEA, EIA), to the governance, to the models of territorial management with particular reference to cities and urban systems, to the policies renovation in the horizon 2020. The sustainability is considered the essential foundation in order to relaunch the territorial competitiveness of regions, provinces and metropolitan areas in Europe, taking into account the impact deriving from the failed implementation of sustainable policies (e.g. institutional reforms) which would be useful to contrast the effects of energy costs increase, conventional technologies use and of climate change. As evidenced in the 5th Cohesion Report in a dedicated chapter ‘Enhancing environmental sustainability’, the lack of sustainability policies on climate change might enhance the present socio-economic imbalances among the European core areas and the southern and the south-eastern areas, and hence its vulnerability. The sustainability is defined in relation to a EU balanced territorial development, to the policies contrasting risks and to the different necessary choices regarding balance and harmonization. From this point of view it is an substantial concept for the compliance of Territorial Agenda with the smart & inclusive objectives 2020, or with the elaboration of policies (e.g. biodiversity, green-economy) and trend scenarios, also with a view to the definition of the new macro-regions of territorial cooperation. Thus the sustainability becomes a mean to enhance competitiveness and growth capacity of European territories with consideration to environment and social cohesion, as underlined in the Green Paper on Territorial Cohesion (CE, 2008)⁶.

Projects such as ESPON TIPTAP (2010), EATIA (2012), ReRISK (2010), introduce a variety of models (meant to be processes as in Tequila2 Model⁷) and instruments permitting to evaluate the sustainability.

The main reference is TIA as an instrument to measure impacts caused by the policies (economy, competitiveness, climate change, society, landscape) that hinder a sustainable and cohesive territorial development.

Moreover the sustainability is an instrument for classification, comparison and promotion of a more effective use of resources in the view of a green and more competitive economy and in the acceptability of policies and their relevant impacts at a regional scale. (with particular reference to agriculture and transportation, climate change and energy).

Sustainability is also defined as the territorial dimension of cohesion and vice-versa (ESPON TIP TAP), where TIA is the measurement instrument of the impacts on cohesion caused by policies (economy, competitiveness, climate change, society, landscape). Complex indicators define this territorial dimension (territorial efficiency, territorial quality, territorial identity) as well as Commission's recommendation according to which the notion of territorial cohesion “translates the objective of a sustainable and balanced development into territorial terms”

⁶ As regards the measure of sustainability, the correlation between *exposure* and sensitivity permits to identify the possible impact caused by climate change or the set of impacts defining the adaptive capacity of a territory, or still the combination of all factors included in the evaluation of vulnerability to climate change (ESPON CLIMATE, 2011). With the aim of underlining the “territorial” feature of the estimated impacts and providing for further justification to the use of Territorial Impact Assessment – beyond the instruments provided by ESDP (European Spatial Development Perspective) and in many documents of DG Regio- the territorial instruments are correlated to the European objectives of territorial cohesion.

⁷ Territorial Impact Package for Transport and Agricultural Policies (Camagni, 2010)

Sometimes sustainability is considered the result of a balanced economic development mostly in relation to energy efficiency and “green” technologies usage (ESPON ReRISK, 2010). However the idea of a sustainable energy totally technology-depending is considered to be little beneficial to the development in EU countries and regions, even if still useful in order to reduce vulnerability.

Thus the concept of sustainability is often correlated to the concept of “impact” and governance of energy on a sub-national scale. The latter plays a crucial role in the attainment of energy sustainable objectives (as the renewable ones)⁸.

It is the lack of sustainability in current energy models that causes the impacts on climate changes so preventing the depletion of local and regional energy sources or their irrational consumption becomes necessary. At least sustainability is correlated also to productivity and territorial management, with relevance to building construction and new building permits.

Sustainability is considered as an effect of territorial cohesion and of its implementation as a balanced and harmonious development policy of the territory aimed at increasing the value of European diversities (territorial potentials) (ESPON INTERCO, 2012; Territorial Agenda, 2011; EU Biodiversity Strategy 2020, 2011).

Ex-ante evaluations of the impact of the new political proposals, if worked out along with a process of definition of policies, will improve the original ideas and will produce effective and efficient policies (ESPON ARTS, 2011)⁹.

A different matter is the one regarding territorial (regional) sensitivity to UE regulations which is described as the extent to which a specific territory can be directly or indirectly affected, positively or negatively, by the benefits deriving from European legislation or policy. Differently from vulnerability, territorial sensitivity takes into consideration the possible benefits not the ability to adapt of a territory (ESPON ARTS, 2011). Other concept under investigation is the exposure, that is the intensity a specific UE directive is perceived at territorial level. Sensitivity and territorial exposure represent important variables in the analysis of territorial impact because they differ from region to region in accordance with geographical, socio-economic, environmental, and cultural characteristics (e.g. the case of Italy. Prezioso, 2011). A good knowledge of sensitivity discrepancy and of regional exposure is considered crucial to a significant analysis of territorial impacts and to the aim of defining the vulnerability degree of a specific territory¹⁰.

It is clear that regional diversity has brought to light new “country profiles” and hence new challenges modifying the scope of intervention of territorial policies and raising the necessity of a deeper strategical coherence in the mid-long term. The Europe 2020 Strategy urges to simultaneously take into account either the added value of territorial diversities, or how different the resource assets are and so how differently they can be combined in order to reach the strategical objectives, as well as a polycentric and balanced development of the national territory (Territorial Agenda, 2011). There is the necessity to change the governance structures, able to investigate development potentials and the regional resources efficiently; resources that are mostly available in those regions widening their area of influence, also world-wide, whose choices may impact the surrounding (urban and rural) territories.

⁸ Excellent examples of sustainable energy governance are the regions: Navarra, Freiburg, Samsø that correlate their energy sustainable development to a long-term planning, to competitiveness, to the environmental risks mitigation.

⁹ Besides the issue of policies impacts there is the issue of the operative exploitation of territorial capital, that requires a deep comprehension of the various territorial effects of sectoral regulations and UE policies. Always more policy makers recognize the necessity to take into consideration the possible territorial effects ex-ante the new regulations: they may in fact have direct and indirect (often not wanted) impacts as regards territorial organization and development at European, (trans) national and regional level. The definition of territorial impact is often tightly linked to the concept of cohesion.

¹⁰ For instance, territorial impacts also derive from the globalisation phenomenon: an unprecedented growth of exchange flows with consequent integration among different parts in the world, causing a strong enhancement of territorial interdependency. Focusing more on the economic aspect than on the cultural one, it is fundamental to evaluate European territories in relation to global flows impacting on political priorities of economic competitiveness and socio- territorial cohesion. (ESPON TIGER, 2012).

A fundamental role in governance processes is played by “transparency” (ESPON SGPDT, 2012), as regards and efficient partition of tasks and responsibilities characterizing the relation to the political and institutional commitment (multilevel governance, expression of a “mature” political context).

In conclusion, a “transparent” governance combined with an integrated bottom-up approach and with a cohesion policy is revealing to be a possible key in order to create “sustainable communities” able to ensure a synergy and complementarity of all the interested sectors, and in order to improve the regional European competitiveness giving value to the diversities of each territory. The cohesion policy has so started a process of “geographical balance” of the economic development, thus enhancing the potential rate of growth of the European Union overall.

24. THE COHESION POLICY IN THE PERSPECTIVE OF 2014-2020. THE FRAMEWORK FOR THE RELAUNCH OF EUROPEAN TERRITORIAL COOPERATION AND THE ROLE OF MACRO-REGIONS

Angela D'Orazio¹

24.1 INTRODUCTION

The process of development of European policy is now at the crucial stage for the determination of guidelines for the next Programming period 2014-2020.

The renewal of the European institutions since the new Treaty of Lisbon (2009), provided a more solid basis for action in the territorial field: cohesion policy aims to be figured more and more according to a multidimensional view that aspires to be the economic and social especially territorial.

The European cohesion policy developed by the Structural Funds and other instruments oriented to convergence has suffered a change of perspective in recent years in relation to the adequacy of the models of economic development of reference, in particular with respect to so-called regional development policies (Barca et al. 2012).

The drive for recognition of territorial diversity has come primarily from the Committee of the Regions and, in the Commission, from DG Regio.

A process of gradual insertion of the territorial issue in official documents demonstrates this paradigm shift justified from the point of view of the economy by the adoption of models of endogenous local development that have gradually found their role in the official forums (Commission of the European Communities, 2008).

It is within the cohesion policy that conflicting views about the idea of Europe to build, about possible models of economic development of reference, about actions to be implemented to achieve the objectives.

Two moments of the debate of the last decade are represented by two separate documents but commissioned by the European institutions: the Sapir Report (2004) and the Barca Report (2009).

In the first report, prepared at the time of negotiation of the current EU budget, the proposal was to implement structural policies at European level, either by weakening the cohesion policy or the agriculture policy, aimed at the improvement of the 'major' infrastructure and research networks, without particular attention to the territorial dimension, considering them as 'space-blind' interventions and assessing these opportunities in terms of system efficiency and not of territorial coverage.

In the second report, explicitly aimed to cohesion policy, instead the fundamental role to the territorial dimension in development policies was claimed: the approach to be followed should be place-based, since the juxtaposition of sectoral investment does not guarantee effectiveness and the regarded territory is a discriminating factor in terms of efficiency.

These not new issues had found a first recognition in the adoption of the first Territorial Agenda in 2007², documents not formally adopted by the Commission or the Parliament: the strengthening of

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² 'Territorial Agenda of the European Union: Towards a more competitive and sustainable Europe of diverse regions' (2007). Based on the work produced by the ESPON - (European Spatial Planning Observation Network), the Member States produced the

Europe's competitiveness in the world can be reached using his territorial diversity at its best and in innovative ways. But it is in the Fifth Cohesion Report (CEC, 2010), the first published after the Treaty of Lisbon, where the emergence of four key issues are emphasized: territorial dimension of access to services; environmental dimension of sustainable development; functional regions and territorial cooperation; measure of the territorial impact of policies.

The current strategy Europe 2020 (2010) A strategy for smart, sustainable and inclusive growth, which is the reference for the next ten years as at the time it was the Lisbon-Gothenburg Strategy, is part of this evolutionary framework - of progressive emergence of territorial dimension - which accepts after nearly a decade as a founding idea for the Union the notion of territorial cohesion in its dual dimension of long-term political goal and a shared competence between the Union and Member States. "Cohesion policy and its structural funds, while important in themselves, are key delivery mechanisms to achieve the priorities of smart, sustainable and inclusive growth in Member States and regions" (Commission of the European Communities, 2010a, p. 22).

However, in this context, the declared territorial dimension of the strategy is only implicit in the general formulation. It is clear the issue of territorialisation of policies, namely the need to adopt a territorial approach, both in the preparation and in the implementation, to identify useful actions adapted to regions and cities: "Europe 2020 Strategy has a territorial dimension although it remains somewhat implicit. A territorial dimension and a place-based approach is integral to the implementation of the strategy. The aims of Europe 2020 require that territorial diversity is acknowledged and that full advantage is taken of the distinctiveness of Europe's regions and municipalities. A territorial dimension is also needed to fully grasp the different types of challenges for regional development of the Europe 2020 strategy. Last but not least, acknowledging the territorial dimension and its richness also allows for better inclusion of the key public and private stakeholders at local and regional level. The inclusion of a territorial approach into the elaboration and implementation of the Strategy could add up to the creation of more policy coherence and the formulation of tailor-made actions for regions and cities" (ESPON, 2010, p.5).

The debate on the future regulation of the Structural Funds, in particular regarding the role of the territorial dimension and of the tools useful for the so-called territorialisation of European policies collects these concerns³ and the current formalization of the new regulation tries to make the necessary activities operational by understanding local contexts at different scales.

24.2 IN SEARCH OF A NEW PARADIGM FOR EUROPEAN REGIONAL POLICY

The discussion on the Programming of the new period has confronted different and opposing views regarding the policy model to be adopted; visions that also involved different logics of action for the European level (Faludi, 2010).

What was in question were either the premise and the same objectives of cohesion policy through a rethinking of its articulation in particular in supporting territorial development at the local level. (Polish Presidency, 2011).

document 'The territorial state and perspectives of the European Union (TSP)': a so-called evidence-based document that has provided the basis for the policy document of Leipzig. It contains recommendations for a "policy of integrated spatial development" aimed at mobilizing the potential of cities and regions in Europe, for sustainable economic growth but also for employment.

³ The main documents dealing with the question, either formally adopted or the product of working groups are: the fifth Cohesion Report (CEC - European Commission, 2010), the Barca Report (Barca Report, 2009), the work for the meetings of the High Level Group Reflecting on Future Cohesion Policy (CEC, European Commission, 2010b, 2010c) the work on the revision of the budget (CEC European Commission, 2010d), the Declaration of Toledo (Informal Ministerial Meeting on Urban Development, 2010), the Territorial agenda renewed (Informal Ministerial Meeting of Ministers responsible for Spatial Planning and Territorial Development, 2011).

A significant part of the budget was devoted to a development 'place-based' strategy having in cohesion policy its main tool and that was implemented completely renovating the logic and mechanisms of allocation: in a word, the underlying idea of public policy.

According to Barca (2009) a reform of this type should involve a different conception of policies, a concentration of priorities, a change in governance and requires three conditions to be implemented: a political high-profile commitment, changes to be prepared and implemented already in the 2007-2013 Programming period in order to test the restructuring of the successive period by a rethinking of the negotiation process.

The place-based approach locates at the hub a local multi-level process of 'negotiation' that places as objectives of regional policy either the reduction of under-utilization of territorial potential and the reduction of social exclusion; that identifies functional regions as areas of intervention - but chosen through a policy process; that identifies as instruments of intervention the provision of packages of public goods and integrated services and the introduction of an institutional change; that, on the one hand, takes as a method of external intervention the conditionality of benefits, and on the other the collection of information and the definition of priorities and preferences locally.

In brief, what appears in the transformation are the very premises of European regional policy (Thissen e Van Oort, 2010) and the proposal of a new paradigm.

Over the past decades the European development policies have been concentrated on overcoming the differentials in wealth measured in terms of GDP among European regions based on traditional economic development models for which the active policies implied aid in direct investments in infrastructures.

In fact, the current interpretation of the European economic model was the one that identified a core and a periphery and measured the level of European integration as affordability, i.e. in terms of the distance of the individual states or regions from other national markets and in relation to the relevant trade-weighted exchanges. The States and the least developed regions had to be helped because of the higher cost to be incurred to reach the central markets.

But the overall activities of collaboration and cooperation developed over the years, both at the level of informal meetings of Ministries responsible for spatial planning, both relating to initiatives of DG Regio (now DGXVI) and to other European Programmes not explicitly dedicated to the objective of macroeconomic convergence, have introduced different models of interpretation of the forms of development of the European territory.

In particular, starting from the studies developed in Europe in 2000 (Commission of European Communities, 1991), both the evidence of the diversity and complexity of these forms, diversity not due to a few macroeconomic indicators, along with the need to find a way to develop a strategy for European territorial planning have begun to emerge. What this might mean has been the subject of extensive debate since the formulation of the European Spatial Development Perspective (ESDP - CEC, 1999), and later in political and academic forum (Faludi, 2009; Peyrony, 2010)

The ESDP has provided the elements that still inspire the formulation of guidelines and position papers.

However, when it is recognized that the development of a region is linked to multiple dimensions is evident that Programming guidelines and related interventions cannot be considered sectoral but they involve an integrated strategy that is to be territorial, that is adapted to that territory.

But then one of the central issue concerns the scale of the policy guidelines and the subject who takes responsibility for the decision.

During the 1990s studies of macro-regional level were carried out (Commission of European Communities, 1994) both in the preparation of the cited ESDP in relation to specific sectoral policies such as

infrastructures (Trans European Networks) or natural heritage conservation (Natura 2000) that laid the foundation for the recognition of the possibility of different areas of intervention.

The activities of transnational cooperation (cooperation areas such as the Mediterranean or Alpine Space) have substantially contributed to the formation of models of collaboration for the implementation of the European spatial development policy. And a recognition has been given to the role that this type of cooperation plays in territorial development because of its ability to increase the 'European competence' of regions and cities that have been involved in these Programmes (Le Galès, 2006; German Presidency, 2007; Dühr and Nadin, 2007).

The integrated approach to territorial development has been characteristic in these projects since in many cases it has been generally necessary to produce a common vision of development rather than simply talk to counterpart sectors of the different participating institutions.

24.3 TERRITORIAL DIMENSION IN NEW COHESION POLICY 2014-2020

The discussion about the past Programming period (European Commission, 2013) has directed the current policy guidelines as you can detect the new General Regulation of the Structural Funds (EU 1303/2013).

It was decided to concentrate structural policies on a smaller number of priorities closely linked to the Europe 2020 strategy, with the aim to focus on results, monitor progress and facilitate implementation.

The thematic objectives are described in Article 9: "In order to contribute to the Union strategy for smart, sustainable and inclusive growth as well as the Fund-specific missions pursuant to their Treaty-based objectives, including economic, social and territorial cohesion, each ESI Fund shall support the following thematic objectives: (1) strengthening research, technological development and innovation; (2) enhancing access to, and use and quality of, ICT; (3) enhancing the competitiveness of SMEs, of the agricultural sector (for the EAFRD) and of the fishery and aquaculture sector (for the EMFF); (4) supporting the shift towards a low-carbon economy in all sectors; (5) promoting climate change adaptation, risk prevention and management; (6) preserving and protecting the environment and promoting resource efficiency; (7) promoting sustainable transport and removing bottlenecks in key network infrastructures; (8) promoting sustainable and quality employment and supporting labour mobility; (9) promoting social inclusion, combating poverty and any discrimination; (10) investing in education, training and vocational training for skills and lifelong learning; (11) enhancing institutional capacity of public authorities and stakeholders and efficient public administration. Thematic objectives shall be translated into priorities that are specific to each of the ESI Funds and are set out in the Fund-specific rules. But while the need for a stronger link between cohesion policy and the economic governance of the Union is underlined, in order to ensure that the effectiveness of expenditure under the Structural Funds is based on sound economic policies, on the other hand the need for an integrated territorial approach is explicitly introduced".

In fact, since the main social challenges the Union has to meet today- globalization, demographic change, environmental degradation, migration, climate change, energy use, economic and social consequences of the crisis - may have different impacts in different regions⁴ drafting partnership agreements and Programmes from the Member States, the choice and combination of thematic objectives along with the selection of investments and of Union priorities and the corresponding specific objectives are to reflect the needs and the potential of smart, sustainable and inclusive growth in each Member State and each region⁵

⁴ General Regulations UE. 1303/2013 Annex I 6.3,

⁵ General Regulations UE. 1303/2013 Annex I 6.2.

The integrated territorial approach in dealing with territorial challenges, provides that the Structural Fund Programmes mirror the diversity of European regions, in terms of characteristics of employment and of the labour market, interdependencies between different sectors, commuting patterns, ageing and demographic changes, cultural, scenic and heritage features, vulnerability and climate change impacts, land use and limited availability of resources, the potential for a more sustainable use of resources, including renewable resources, institutional and governance arrangements, connectivity, accessibility and links between rural and urban areas⁶.

The processing of partnership agreements and Programmes related to individual funds must therefore envisage⁷ a phase of study and evaluation that seems organized as a strategic planning model (Archibugi, 1996) that aims to⁸:

- a) analyse the characteristics, development potential and the ability of the Member State or region, in particular in relation to the main challenges identified in the Europe 2020 strategy;
- b) assess the main challenges faced by the region or Member State and identify the bottlenecks and missing links and gaps in innovation, including lack of capacity for planning and implementation that inhibits the growth and long-term employment potential to identify the sectors and activities possible subject of policy choices and intervention and then the concentration of resources;
- c) assess the difficulties of cross-sectoral, inter-jurisdictional or cross-border coordination, in particular in the context of macro-regional strategies and sea basins;
- d) identify measures to achieve a better coordination between the different territorial levels, taking into account the territorial scale and context suited for the design of policies and for the institutional and legal framework of the Member States and the various sources of funding for an integrated approach linking the Union strategy for smart, sustainable and inclusive growth to local and regional actors.

In making this assessment, then, the territorial dimension of cohesion should be guaranteed, if, in formulating the strategy for smart sustainable and inclusive growth in the affected areas, we will consider the following factors⁹:

- a) the role of cities, urban and rural areas and the fishing zones and coastal areas, as well as areas that have specific geographic or demographic handicaps;
- b) the specific challenges of the outermost regions of the northernmost regions with very low population density and island, cross-border and mountain regions;
- c) the links between urban and rural areas in terms of access to infrastructure and services of high quality at affordable prices, and the problems of the regions with a high concentration of socially excluded communities.

In this 'discourse' main directions of studies of the 90s ring out, "Transport infrastructure improvements" the "Urban areas to be improved" and the "Development potential to be Realised" (from forest, rural areas, industrial, tourist inland, areas for technological diffusion and cross-border cooperation on planning).

The wealth of knowledge in terms of methodological approaches and in terms of elements of knowledge that the ESPON 2013 Programme can give to develop the political processes of elaboration and implementation of the Europe 2020 Strategy ESPON (2010) finds confirmation in the indications of the method of the new General Regulation of Structural Funds.

⁶ General Regulations UE. 1303/2013 Annex I 6.4.

⁷ General Regulations UE. 1303/2013 Article 15, paragraph 1, letter a

⁸ General Regulations UE. 1303/2013 Annex I 6.4.

⁹ General Regulations UE. 1303/2013 Annex I 6.5.

As part of the Programme the potentials that guide European development were in fact identified in particular in terms of regional localization. Under Priority 1 “Applied research” the interrelationships between different dynamics (demography, climate change, energy) and political implications (for example, through the territorial impact assessment) were explored.

On the other hand the results of studies of Priority 2 “Target analyses” are used in the formulation of a framework of European policies adapted to the possible development of city-regions and macro-regions.

In general, the projects consider the actual practices of governance trying to contribute to cities and regions empowerment.

All activity allows you to continually update the platform of scientific data, indicators, territorial comparisons and survey methodologies.

Such a wealth of knowledge allows for a comparison framework at regional level covering the whole of Europe and offers itself as a basis for any action of territorial cooperation at different geographical scales.

24.4 NEW CHALLENGES OF TERRITORIAL COOPERATION: THE ROLE OF MACRO-REGIONAL STRATEGIES

The priorities set by the EU are translated into practical actions in the Member States and their regions through structural Programmes. The key to achieve these objectives on a European scale is the participation of all levels of government.

Cohesion policy operates by providing essential public goods in order to enable countries and European regions to concentrate resources to improve the economic, social and territorial cohesion and achieve the objectives of the Europe 2020 strategy.

The Regulations define a common set of rules in order to improve the consistency between instruments, to promote synergies and achieve a greater impact in the implementation of the various Funds (European Regional Development Fund (ERDF), the European Social Fund (ESF), the cohesion Fund, the European Agricultural Fund for rural Development (EAFRD) and the European maritime and fisheries Fund (EMFF).

The general document recognizes a strong cross-border interdependence then it is emphasized that cohesion policy aims to strengthen ties between the more and less developed regions to maximize the “spillover effect” from the centres of growth to the surrounding areas.

In this perspective the central role that takes on one hand, the characterization of the territories, on the other the construction of macro-regional development strategies is emphasized (Dühr, 2011).

In fact, the Common Strategic Framework (CSF), the document that sets out guidelines to facilitate the process of strategic planning and sectoral and territorial coordination for Union interventions in the framework of the Structural Funds and other policies and other relevant instruments of the Union, must take account the main territorial challenges of the various types of territory.

Among the planned contents, there are ways to address the main territorial challenges for urban, rural, coastal and fisheries areas, the demographic challenges of the Regions or the specific requirements of the geographical areas which suffer from severe and permanent natural or demographic handicaps but also the challenges of the outermost regions.

The CSF should define priority areas for cooperation activities under the Structural Funds, taking into account, where appropriate, macro-regional and sea basin strategies.

In this context, a “macro-regional strategy” is defined¹⁰ as “an integrated framework” approved by the European Council, which could be supported by the Structural Funds among others, to address common

¹⁰ General Regulations UE. 1303/2013 Article 2 Definitions Paragraph 31

challenges relating to a defined geographical area, [challenges] related to the Member States and to third countries within the same geographical area, thus benefiting from enhanced cooperation that contributes to the achievement of economic, social and territorial cohesion.

It is stressed that the need for this type of strategy would be also supported by national and regional Programmes, since there are no specific additional funding: it is necessary to identify new ways to more efficiently use of the existing resources in financial, legislative and infrastructural terms and for the benefit of the whole area.

Macro-regional strategies (and even the sea-basin strategies) are a relatively recent phenomenon of cooperation¹¹ with broader implications with respect to the system of funding Programmes of the European Union (European Commission, 2013). The same Fifth Cohesion Report gives a key role in this type of strategy.

The purpose of a macro-regional strategy is to organize cooperation between countries or territories by mobilizing stakeholders at local, regional and national level around a vision that puts in place the existing policies with their relevant financing systems.

It is considered essential, given the current budget constraints, introducing innovative approaches that make the most of the policy directions and related funding an optimal way.

This implies also the introduction of the cooperation among financial institutions either in order to apply new financial instruments or to attract private capital.

The macro-regional approach as illustrated by the first Resolution on the matter¹² provides an integrated framework to deal with clearly identified problems at the level of the area that present a size that is too large to be solved in national level but that also are specific to the European dimension in general.

The added value of macro-regions lies in the strengthening of cooperation among states and regions reason that the European territorial cooperation Programmes are a key element for the attainment of objectives of macro-regions¹³.

In this context it is interesting the case of the Alpine transnational cooperation for which there is the Alpine Space Programme but also a formalized permanent tool of cooperation as the Alpine Convention. The cooperative activities that characterize this strategic area of Europe make it a natural object for this type of initiative.

In this area, the Alpine Convention, signed in 1991, activated since 1995 and ratified by the European Union in 1996, operates on an area 200,000 square kilometres and stretches over 8 countries (Austria, France, Germany, Italy, Liechtenstein, Monaco, Slovenia and Switzerland). It has as its basis the recognition that conservation and sustainable development of the Alps as a territory inhabited by 14 million people require actions that cross national borders. Clearly it is necessary to seek and ensure an integrated development that invests on environmental economic social and cultural issues.

The Alpine Convention is a treaty that applies to a specific territory, and therefore assigns a key role to regional and local authorities.

The coverage does not coincide with that of the European Alpine Space cooperation Programme that includes the regional territories in their entirety, whereas the Alpine Convention identifies a sub-

¹¹ The concept of macro-regional strategy was introduced for the first time in 2009 with the adoption of the EU Strategy for the Baltic (EU Strategy for the Baltic Sea), the other macro and operational strategy adopted is that of the Danube macro-region (2011EU Strategy for the Danube region.). And the Macro Strategy for the Adriatic and Ionian region (EU Strategy for the Adriatic and Ionian region) that will integrate the Maritime Strategy for the Adriatic and Ionian Basins (Maritime Strategy for the Adriatic and Ionian Seas, 2012) is under approval. With regard to the strategy of sea basins in 2001 the Commission adopted the Atlantic strategy and in 2012 the Adriatic-Ionian strategy.

¹² European Parliament Resolution of 6 July 2010 on the European Union Strategy for the Baltic Sea Region and the role of macro-regions in the future cohesion policy 2009/2230 (INI) (European Parliament, 2010).

¹³ European Parliament 2010, Resolution 2009/2230 (INI), paragraph 24

regional boundary to be restricted to areas with mountain characters. In Italy, for example, the autonomous regions of the Valle D'Aosta and Trentino Alto Adige are entirely included, but not the entire region of Piedmont, Lombardy, Veneto.

In this area there is an ongoing process of building the proposal concerning to a macro Alpine region.

Starting from 2011, during the 11th Alpine Conference (Brdo/Slovenia March 2011) within the Alpine Convention the Working Group on the macro-regional strategy was settled, which has formally expressed the contribution of the Alpine Convention in the next 12th Conference (Poschiavo, Switzerland, September 2012) (Alpine Convention, 2012), thus identifying the areas of interest for the definition of priorities and value-added factors that a macro-regional strategy could provide.

A macro-regional strategy “should be based on identifiable, and agreed, features and challenges – geographic, cultural, economic or other. However, the definition should not be rigid but rather functional, so that the proposed policies and projects can be applied to the areas for which they are most applicable. In other words, the strategy should be place-based rather than administratively organised, so that it addresses the real needs of the identified locations” (DG REGIO, 2009 p.7).

In the construction of the macro-strategy the importance of considering the results of the ESPON Programme has been highlighted as an instrument of knowledge aimed at the future renewed policy of territorial cooperation.

The project TerrEvi Territorial Evidence Packs for Structural Funds Programmes (ESPON, 2013) for example, identified the references of interest in the activities 2007-2013 for the cooperation area of the Alpine Space.

To cite some examples in CLIMATE project (ESPON, 2011) on the effects of climate change the possible impacts on competitiveness and cohesion both at European and regional level are analysed. The Alpine Space is a case study for which the project provides an investigation into the adaptive capacity in this area.

In the project GEOSPECS (ESPON, 2012) strengths and weaknesses and development opportunities for specific types of territories and regions are highlighted, in particular the mountainous areas. The project TeDi (ESPON, 2010) focuses on 'territorial diversity' in sparsely populated areas or remote areas, mountainous areas and islands, and contributes to a better understanding of development processes in this type of area.

24.5 CONCLUSIONS

At the base of the introduction of macro-regional scale is the idea that creating functional regions, articulated around shared objectives and developmental problems, may help to improve the effectiveness of regional policy of the European Union¹⁴ meaning that the enhancement of the specific characteristics of the regions could result in a far more efficient use of the Structural Funds and the creation of added value at regional level¹⁵.

Along with this new level of geographic scale then another different reference in the articulated system of multilevel governance that characterizes the EU emerges, and it is clearly mentioned in the cited resolution (European Parliament, 2010) about the role of macro-regions in the cohesion policy.

To improve the effectiveness of regional policy in the future Programming period it is necessary to support and develop the idea of an integrated approach and the creation of strategies for macro-regions

¹⁴ European Parliament, 2010, Resolution 2009/2230 ((INI)) point C

¹⁵ European Parliament, 2010, Resolution 2009/2230 ((INI)) point 8.

that are strategies throughout the European Union, but it is also important that their implementation does not lead to a renationalisation of cohesion policy¹⁶.

Macro-regional strategies should be designed so as to achieve a new level of synergy able to reduce the current disparities among regions, in order to create a permanent space of shared prosperity with a high level of competitiveness - essential to tackle the problem of an ageing population and new patterns of globalization.

This new cooperation framework 'macro-regional' approach is characterized by a strong 'top-down' approach, which gives Member States a decisive role in the development of cooperation, creating a new level of governance¹⁷.

At the same time the development of large-scale strategies such as macro-regional strategies are helping to promote the role of the local and regional levels in the implementation of EU policies in the most general sense¹⁸.

The point of interest is therefore the role of stimulus that European territorial cooperation has had in highlighting the need for 'new' glances on European territory: glances that identify areas of common development (wide areas at a European scale) for sets of regions of several different countries, belonging or not to the European Union.

¹⁶ European Parliament, 2010, Resolution 2009/2230 ((INI)) point D

¹⁷ European Parliament, 2010, Resolution 2009/2230 ((INI)) paragraph 17

¹⁸ European Parliament, 2010, Resolution 2009/2230 ((INI)) paragraph 25

25. ITALY IN TRANSNATIONAL COOPERATION: ESPON CONTACT POINTS

25.1 PORTUGAL - *Eduarda Marques Da Costa*¹

In your opinion, which ESPON place based evidence could be more interesting for Italy

In general all really territorial approach, that in practical terms is related to Espon 3.3. Methodology

Which Italian territory is more interesting for you? Why?

FUA of Rome, by its richness of strengths and weaknesses Medium-sized cities network in southern

In your opinion, what are the weaknesses of Italy? Why?

1. Concerning the governance structure, we feel that there are a high number of instruments/structures that make coordination and the territorial approach implementation difficult;
2. Patrimonial and environmental degradation in many cities, with critical effects in quality of life (waste, build degradation, traffic chaos, landscape degradation);
3. The 2. aspect emerges related to the 1., namely in environmental and landscape apparent uncontrol;

In your opinion, what are the strengths of Italy? Why?

1. Creativity in different levels of society (entrepreneurial system, university and individual) that is quite well embedded in the economic structure that could deal with globalization threats;
2. Patrimonial and Cultural Richness that gave support to strong endogenous capabilities;
3. Internal market (about 60 million) that maximizes consumption of national products, maximizes national/regional public services

How many "Italy" is in ESPON in the approach, in the methodology, etc (did you use some Italian methodologies known by ESPON)?

1. In the methodologies;
2. In the innovative/critical thematic – globalization impacts, innovation field, scenarios;

On the base of your ESPON experience and results, did you find other and new possible subjects to cooperate with Italy?

¹ Associate Professor/Senior researcher, University of Lisbon.

ESPON Experiences

- ESDP – 1997-1999 – Urban-Rural Partnership Axe
- Project 1.1.2. (2000-06) – Urban-Rural – partner
- Project 1.1.4. (2000-06) – Demographic – partner
- Project 3.3. (2000-06) – Lisbon-Gotenburg Strategy – partner
- Project 1.4.2. (2000-06) – Social aspects
- Project Climate Change (2007-13) – Sounding Board
- Project SEGI (2007-13) - Partner
- Project CADEC (2007-13) – National Expert
- ESPON Sounding Board (2007-13) - Member

Experience in other Cooperation Programme

- Interreg Sudoe (2000-06) – Partner
- Interreg – Ex-ante (2007-13) – Scientific Committee
- Regions 2020 – Member of Scientific Committee
- And other DG Regio Contracts to EU Cohesion studies – Integration in Networks as National expert

- Evaluation policies
- Territorial approaches linked to cities network, namely place-based successful case-studies
- Crises, sustainable policy goals and local responses

25.2 FRANCE – *Frédéric Santamaria*², *Bernard Elissalde*³

In the reports of ESPON that we know, mainly the ones used during the CaDEC project for the dissemination of ESPON reports in France, the evidences detailed below seem interesting for the Italian case.

General economic issues

Whatever the scenarios in SS-LR, the economic performance (evolution of GDP per capita 2005-2025) is lower in Italy compared to countries as Spain and France (Latin Arc).

One striking results dealing with Italy, it is the one underlined in ReRisk. Indeed, the regions where the economic impact of energy issues are likely to be stronger are located in Italy. The regions particularly concerned, due to their types of industries, are Emilia-Romagna, Lombardy, Veneto. Regions as Abruzzo and Liguria will also face big difficulties on this point in the future.

Urban and regional planning issues

A priori, the Italian national urban system seems rather polycentric (no dominant cities, numerous big and medium sized cities widespread over the territory).

Nevertheless, taking into account the FOCl results, this image must be questioned at regional level. As far a link is established between the economic performance of the urban regional system and the level of polycentric organisation of the region, the case study on Turin shows the difficulties of the regional organisation. This idea is again stressed in the case of Turin in SGPTD where governance at city level seems to have reached good achievements, but the relation between the city and its regional environment is problematic (issues of transports, of housing). This difficulties are explained both by the political weakness of the regional level and by the unwillingness of the State to play a role. The capacity of cities to organise their regional hinterland seems all the more crucial because Italy, according to SS-LR, is the country where the development of the secondary growth poles should be the more dynamic if a “Pro-Active” scenario is chosen (green economy). What is also at stake is the capacity to regulate land use (cf. EU-LUPA), particularly in some regions as the Puglia region.

Rural issues

The evolution of the situation of rural areas seems unclear according to ESPON reports. Indeed in TIPTAP, it appears that all Italian regions will benefit from the transfer from pilar 1 to pilar 2 of the Common Agricultural Policy – CAP - (with very high benefit for Tentino Alto Adige, Marche, Abruzzo), when taking into account territorial efficiency of territorial cohesion. But in SS-LR, the pro-active scenario (green economy), that can be related to the pilar 2, shows that rural areas are doing bad in this scenario, since they have a consistently lower performance than countries as Spain and France both in relative and in absolute terms.

In terms of territory (2), what seems at stake is the regional level (as political and planning level) and the rural areas and secondary growth pole (as types of territories).

² Senior lecturer in spatial planning and urbanism, assistant director of the UMS-RIATE (French ESPON Contact Point), University Paris Diderot Paris 7, UMS-RIATE

³ Professor of Geography, expert for the UMS-RIATE (French ESPON Contact Point), University of Rouen

The weaknesses (3) that we can identify thanks to a quick analysis of ESPON results are the following ones:

- -Lower economic performance than other comparable countries in the future (SS-LR)
- -Regions where activity will face energy problems
- -Planning and governance difficulties at the regional level
- -Difficulties in some rural areas

In general and without reference to ESPON results: the relative incapacity to attract EU funding... Observing the contributions and payments to the budget of each country of the European Union, a paradox is obvious. While Italy is the third largest contributor to the EU budget because of its economic weight and the British rebate, it receives very little aid in areas where it is needed; if community budgets are examined before enlargement to the East (2003) as well as after (2009), Italy receives little support in two areas: agriculture and regional policy.

So it has more farms than Poland and France and more agricultural labor than Germany, it receives less funding than Germany under the CAP. Similarly in 2009, it has received less aid under Objective "cohesion" of regional policy as Spain or Germany and barely more than Greece.

The strengths that we can identify thanks to a quick analysis of ESPON results are the following ones:

- National polycentric urban system with some cities that achieved good development policies and performances
- Potential of development of secondary growth poles
- Capacity of rural areas to benefit from the CAP reform

In general and without reference to ESPON results: Italian Europhilia (ie results of Eurobarometers polls)...

New possible subjects to cooperate with Italy

The interest shown by Italian ECP for ESPON concepts leads us to the next suggestion. It would be interesting, not to stand restricted to ESPON 's writings but to extend the analysis to the production of multiple discourses on European Spatial Planning. There are in fact due to the proliferation of texts, actors, and levels spread a variety of understanding and interpretation of ideas and concepts that make the realization of a useful ontology of these speeches

25.3 BELGIUM – *Valerie Biot*⁴

In your opinion, which ESPON place based evidence could be more interesting for Italy?

Development of metropolitan area governance, Sea strategies (macro and micro, 'blue growth'), evolution of rural areas towards local food production and autonomy, focus on quality and sustainability also for export.

In your opinion, what are the weaknesses of Italy? Why?

I do not know so much about Italy, from what I read, I would say the mafia in the South, and governance problem in general. Also a loss of presence in international culture area (no more Italian cinema, not so much in fashion neither).

⁴Researcher, Université Libre de Bruxelles, IGEAT. ESPON Contact Point Belgium

ESPON Experience

(ESPON I: 232, ESPON 2: TERCO, ET 2050), ECP projects INTERSTRAT, CaDEC, ESPON On The ROAD

In your opinion, what are the strengths of Italy? Why?

A fantastic history in art culture philosophy,... and great opportunities for the present (creativity, knowledge, food quality ...)

How many “Italy” is in ESPON in the approach, in the methodology, etc (did you use some Italian methodologies known by ESPON)?

I did not investigate on this, but I was very interested by the presentation and implementation of the STeMA model. Also, during the Italian geographer conference in 2012, the experience of the Region around Venezia was quite interesting.

A major economic model used in ESPON coming from Italian professors is the MASST model, which has been updated for ET 2050 project.

Eventually the methodology for TIA elaborated also by Italian professors is extremely useful, and possible to adapt to different context.

On the base of your ESPON experience and results, did you find other and new possible subjects to cooperate with Italy?

My personal main subject of interest is metropolitan area governance, and as I said before, this should be investigated in a new ESPON project. Urban issues are crucial for future, and the new name of DG regio underlines it.

Another main subject is macrostrategy, and cooperation around Mediterranean as well as around Adriatic. Here again, governance issues will be a crucial point a.o how to combine the existing EGTC framework (Archimedia) and other framework, i.e macrorregional strategy

25.4 SPAIN- *Joaquìn Farinós Dasi*⁵

In your opinion, which ESPON place based evidence could be more interesting for Italy

Due current financial crisis situation, and its impact for people and territories, more even in South West (SW) Europe countries as Italy and other Mediterranean ones (as Spain, Portugal), internal potentials and resources, attractiveness and economic sectors with local potential (from tourism to alternative energies), governance practices and structures fighting against both corruption and citizens’ rights losing, as well as territorial cooperation initiatives for a renewed and recovered Territorial Cohesion objective, the main vector to reinforce each time more weak EU project.

Which Italian territory is more interesting for you? Why?

⁵ Professor of Geography, University of Valencia.

ESPON Experiences

2.3.2- Governance of territorial and urban policies

2.3.1 Application and effects of the ESDP in Member States

2.4.2 Integrated analysis of transnational and national territories

European Seas and Territorial Development, Opportunities and Risks European Seas and ESATDOR - Territorial Development, Opportunities and Risks

European Seas and Territorial Development, Opportunities and Risks

Experience in other Cooperation Programme

INTERREG (OTREMED, INFLOWENCE)

As in the case of multinational states, as Italy and Spain are, even not federal formally, the most interesting matter is all State's territory, due diversity of situations, with important differences among them, in several issues, from GDP to political culture, from urbanization to environment... in order to achieve an appropriate Territorial State's Organization.

More attention could to be paid to original experiences and situations as best practices (both from a static – current- point of view, but also evolutionary – across time, with better behaviours).

In your opinion, what are the weaknesses of Italy? Why?

As in the case of other South-Mediterranean countries, it could be the lack of social contract, citizen engagement and deficient political culture (more patronage oriented than participatory), as well as an inappropriate way to read philosophy behind EU directives and Programmes in order to improve their performance and expected results.

Additionally, more in concrete, weakness of productive structure and firms' dimension and specialization, based in low order advantages instead more technological oriented ones.

It is not possible all territories could be in the first level, so it is necessary more work in order to better design industrial polices (EU Cohesion Policy reinforced) as well as in focusing in local character and features in order to combine both strategies (head and feet) with appropriated territorial cooperation strategies (a new EU regionalism, EU based more than global, more smart and agreed between territories in order to achieve Economic Integration Global Zones but territorial cohesion inside and between them). If not, again winners and losers... and failure or EU common policies and EU project itself.

In your opinion, what are the strengths of Italy? Why?

Culture (both heritage but also culture economy capabilities –as design, flexibility, diversity...-), good lobbying in EU institutions and Programmes (CoR, ESPON; INTERREG...).

How many “Italy” is in ESPON In the approach, in the methodology, etc (did you use some Italian methodologies known by ESPON)?

. No so much. For SW and MED States is relatively difficult to keep the core or to become the heart of mainstreams, to be considered leaders. Too much often we play a secondary role, where our political representatives (less true in the case of research institutions and their professionals), seems they don't believe too much on it; except in the case of participation in funds and to maintain corresponding part of 'power' and decisions. For this, however, ESPON oblige to negotiate ad cooperate, and more work should to be done in this matter in this learning context.

25.5 THE NETHERLANDS – *David Evers*⁶

In your opinion, which ESPON place based evidence could be more interesting for Italy?

ESPON provides a wide variety of information which is relevant for all regions in Europe, including of course, Italy. This information can roughly be divided into three types: (1) providing thematic pan-European overviews of spatial trends and developments using comparable regional data, (2) providing insight into the causal mechanisms of spatial development and the effects of policies (3) providing concrete examples of regional developments.

⁶ PBL Netherlands Environmental Assessment Agency, Senior Researcher. The Netherlands ESPON Contact Point

ESPON Experience:

Scenarios, ARTS, CaDEC

Experience in other Operational Programme:

EEA

ESPON place-based evidence can potentially shed light on a number of Italian issues. The demographic challenges facing Italy (e.g. labour replacement ratio, migration and ageing) can be placed into a wider perspective using the DEMIFER project, which also contains divergent scenarios based on migration policy.

In a similar vein, the research done at the EU-level on disparities between regions and the extent to which cohesion policy can alleviate these should be of interest to Italy, which has been pursuing similar policies. It is interesting to note that, although not as pronounced as Italy, other member states have geographic divides (Belgium, UK, Germany) and take different approaches to addressing them. The ECR2 project looked into this issue with respect to the economic crisis, which has aggravated disparities across Europe. This project compares different case study regions in Europe, including Puglia in Italy.

The KIT project also includes interesting case studies on knowledge creation. The foreign examples can be compared to the cases of Piedmont and Tuscany in the study. More case studies can be found in the governance study TANGO. Here the experiences in Lombardy with multilevel governance in transport policy can be compared to experiences and lessons learned on a variety of topics elsewhere in Europe.

Which Italian territory is more interesting for you? Why?

Different regions are different for different reasons. From a Dutch perspective, the northern regions are probably the most comparable. The Randstad and the Po Valley have the highest levels of air pollution in Europe, and should be most affected by European air quality directives. This was made evident in the ARTS project. Planning in the Netherlands has struggled with these regulations, and perhaps could learn from the Italian experience.

In your opinion, what are the weaknesses of Italy? Why?

Italy seems to struggle with a number of structural problems, many of which seem to be concentrated in the southern part of the country. Economic growth continues to lag despite investments at the national and EU level, exacerbating the trend of skilled working-age people migrating to the more prosperous north. This happens to a lesser extent in the Netherlands, but the distances are much greater in Italy, making the social impacts greater too. Both the economic crisis and climate change seem to aggravate this development. On many ESPON maps displaying basic indicators, the situation seems rather dire in Italy.

In your opinion, what are the strengths of Italy? Why?

Due to the rich cultural heritage, natural beauty and excellent climate – not to mention the diversity and richness of cuisine, Italian regions can be seen as having a great deal of territorial capital. There is also a great deal of social capital due to the strong family ties. So the actual prospects of regions and quality of life are much more auspicious than indicators such as GDP, public debt or investments in R&D would suggest. This might explain how Italy time and time again surprises the outside world with its ability to land on its feet.

How many “Italy” is in ESPON In the approach, in the methodology, etc (did you use some Italian methodologies known by ESPON)?

I’m not sure if I understand this question. I was involved in the ARTS project in which the Italian partner provided the main conceptual framework and model for the analysis.

On the base of your ESPON experience and results, did you find other and new possible subjects to cooperate with Italy?

ESPON provides a great opportunity for researchers across Europe to meet and discuss territorial developments in their regions. Italy has been particularly strong in participation ESPON projects and because of this there has been a lot of formal collaboration. The ESPON seminars also provide opportunities to discuss informal collaboration, further strengthening the bonds between researchers in territorial matters. This book is a good example of a this kind of informal collaboration.

25.6 LITHUANIA - *Marija Burinskienė*⁷, *Dovilė Lazauskaitė*⁸

In your opinion, which ESPON place based evidence could be more interesting for Italy

Tools and instruments to enhance the attractiveness of regions and cities could be one of most important evidence for Italy since the development of respective policies is comprehensible as major issue of attractive, competitive and dynamic regions, cities equally according to number of Italy regions and the difference between of them.

Also intensification of migratory flows from Africa encourages Italy to play a substantial role in the generation of migration flows, policies that respond to the existence of these flows. Therefore it is particularly important development opportunities of Italian regions for competitiveness and cohesion due to migratory flows.

Realising that Italy is struggling to plan a real transition to a sustainable and greener economy the evidence that communicates the opportunities, challenges and possible contributions of Italian territories to the policy objectives defined in the EU2020 Strategy has vital necessity.

Unevenness of regional resilience after economic crises in Italy indicates the necessity to identify factors for recovery strategies including potentials for place-based approaches.

One more ESPON place based evidence due to be interesting for Italy could be territorial cooperation as a factor to improve growth, jobs and quality of life in all regions of Italy.

Which Italian territory is more interesting for you? Why?

According to the reviewed information of EU's innovation scoreboard and the regional innovation scoreboard, statistics and additional indicators (education, employment, public and private research investment, patent applications, internet access, expenditure and GDP) in Italy regions that seems are well performing with regard to innovation are Lombardy, Latium, Piedmont and Emilia Romagna.

In your opinion, what are the weaknesses of Italy? Why?

Economic divide between North and South makes difficulties for cohesive development in the country. This responds to weaker position to sustain competition and to have store resilience power for a serious economic and financial crisis. Aging population, social exclusion. An open complicated issue remains waste management and organized crime.

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ESPON Experience

Experience of Lithuanian ECP has been treasured through ESPON 2013 Programme Transnational Networking Activities. Lithuanian ECP was ESPON Train project partner and currently continues working on ENECON and ESPONontheROAD projects.

Experience in other Cooperation Programme

Interreg, Framework, TEMPUS

In your opinion, what are the strengths of Italy? Why?

Tourism resources, Most productive agricultural sector, High education system, Immigrants as a significant potential for regional innovation and buffer the region from the effects of an ageing population.

How many “Italy” is in ESPON?

Italy made a strong input for ESPON from 2000 and does not changing the position in the end of ESPON 2013 Programme. The acquirement, experience and knowledge base are widely disseminated for new members of the network.

On the base of your ESPON experience and results, did you find other and new possible subjects to cooperate with Italy?

We hope to continue the mutually beneficial cooperation in research, applied research fields, studies Programmes between universities (It could be EU research funding: H2020).

26. A NEW TERRITORIAL AGENDA FOR ITALY. THE IDENTIFICATION OF THE TERRITORIAL CAPITAL IN SUPPORT OF THE COUNTRY GUIDELINES IN THE 2020 PERSPECTIVE

Maria Prezioso¹

Since 2006, the territorial and socio-economic polycentrism has represented a possible solution to the need for equity and efficiency of States and regions.

However, the European territorial diversity requires solutions diversified under a single policy, where the mechanisms for the redistribution of monetary actions can be activated automatically.

All this can only be guaranteed by federalism, to which the European polycentric system can be considered a first step useful to clarify:

- which organization (including a fiscal one) either vertical and horizontal is more appropriate to relaunch the competitive ability in a sustainable manner;
- how and where this “corema” is subsidiary expression of cohesion to achieve balanced forms of socio-economic development in the medium term;

Summarizing: polycentrism could be at this time a good substitute for the political-constitutional and fiscal federalism still hard to imagine, which dictates rigour and not austerity.

The regional economic territorial relativism² overlooking the polycentrism is linked to the capacity of regions to produce and direct, in favour of development (even modest) production flows.

In this way there would be no federalism³ in Europe, but there would be a specific geographical limit that would guide the interpretation of the crisis unequivocally: the difference in type and level in the regional forms through which the state acquires its visible body (the territory and geo-economic landscape) can not maintain the character of supranationalism unchanged (the impossible status quo); characteristic that is implicit in the covenant on which the European Union was founded and which the crisis - with the exception of the austerity measures – has to cope with.

The profound changes and contradictions that have marked the European Union growth, from the opening of the single market to date, have highlighted this aspect that opposes the macro-policies, focused on employment, to the strengthening of the accumulation capacity and real growth.

Offering secure commercial advantages in time, the supra-nationality has replaced the goal of creating a united Europe on territorially cohesive basis, balancing their adverse effects with an action from the centre and minimizing the disadvantages that the periphery bears to be convergent and to access benefits of the euro-area, as demonstrated by the increasing values of the intra EU-27 commerce (the total trade of the Union) - measured by shipments – that were up to 16% in 2010, a lower rate than that recorded for exports outside EU (up to 23%).

Structural indicators such as this are taken by many economists as convincing about the level of integration achieved, forgetting that free trade on the one hand and the enlargement, on the other, have

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² This word, traceable in Italian literature at the end of the Eighteenth century, refers to the problem of regional autonomy but also more particularly to the so called "Southern Question"

³ Federalism is understood by economists as a territorial articulation of powers and levels of government (Prezioso, 1995, 1999).

produced not few initial conflicts on the domestic markets (the price war) and the formation of new trading blocs in areas of geographical proximity (e.g. Germany-Poland).

At the moment these "blocks" do not seem going down in number and scope, and indeed, as a result of the crisis and the austerity policies put into practice in Italy, too, they will rise up to take the form of oligopolistic regions (the "head-to-head" for the conquest of the mutual markets). Countries such as Germany, for example, might well maintain their traditional leadership in engineering, thanks to the limited external competition in the high-tech and electronics, whereas others, such as France, might strengthen their presence in the areas of basic sectors and transport diversifying their production; and still others (Great Britain) might lose a greater share in all areas except in trade for services and agriculture, or as Italy, might finally miss the challenge of high quality specialization in manufacturing (industrial district).

In order to safeguard the individual financial stability within the EU and the Euro zone perhaps it would be right to re-verify the effects of the integration process on the stability under the principle of subsidiarity. The latter being the cardinal principle both of the common objective of financial stability, and of the model of enlarged polycentrism (new regionalization) that is emerging.

The creation of a single market and a single currency does not necessarily reduce the risk of financial instability, as we have seen, and a process of integration based on the agreements established between the only INS countries may increase it if OUT countries were excluded from the procedures that govern the system of debt payments.

The spatial structure of the Union, in fact, corresponds only in part to the characteristics of the "state guide" because of the persistence of not only physical discontinuities (the most significant are those represented by the Irish Sea, the English Channel, the Alps, the Otranto Channel), but also economic discontinuities, such as those that oppose (for density of population, employment in the secondary, energy consumption, GDP), the Rhine Valley to the British Isles, the Iberian peninsula. In addition, in the suburbs an anti-European culture with strong tones of inculturation or distrust of supranational institutions has often been manifested, while central areas still do not express the functional traits able to inter-nationalize the differences.

The spatial structure of the European community, as it stands, is therefore dominated by a deep territorial discontinuity that, given the intensity of the crisis and settlement conditions, has thickened national identities and state ordinances, sanctioning the profound differences .

The economic differentials and the spreads place, at the moment, the major obstacles to approval of a political-territorial rigorous organizational structure, a structure that presents itself as a regulatory and institutional diversity.

How can ESPON help to build capability in the 2020 vision? Many European territorial structures have proven to be fragile given the choice to invest in a sustainable way in the development of capability useful to the European smart growth.

In Europe 2020 horizon capacity goes, first of all, to improve the education according to the regional cultural and educational policies aimed at improving the environmental quality. Their absence has a major impact on the labour market and the welfare of a region or state, reducing the potential production of GDP per capita. And if the goal is to increase in 2020 by 40% the population between 30 and 34 years in possession of a bachelor's degree, currently only one in five regions in the EU shows values between 20% and 60% (Map 16 and 17)

Much of the economic deficit that affects the states and regions in the EU would thus seem to depend on the lack of "geographical "policies aimed at the development of sustainable and high-quality capability.

The European Commission and DG Regio support this view (Monfort, 2011), but what they still do not tell you is that education needs place-based roots, in turn anchored by the Programming/Planning of

the territory that gives rise to the home region with the its potential territorial capital. A regional training planning paying little attention to place-based education encourages the "brain drain."

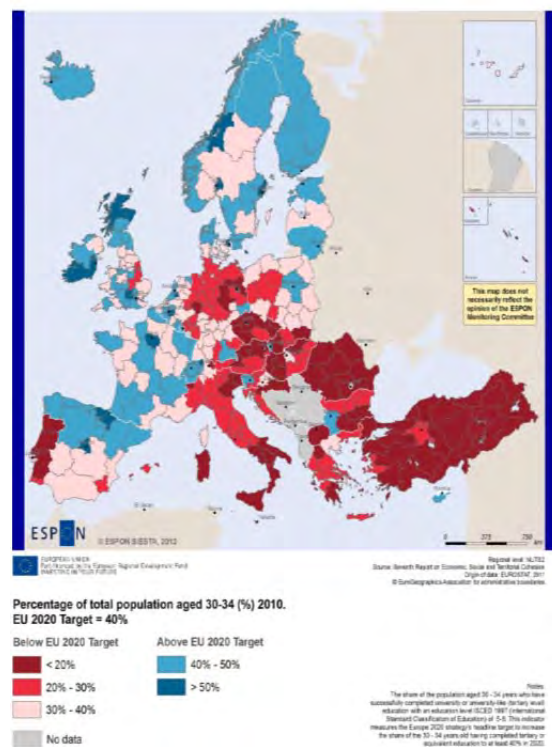
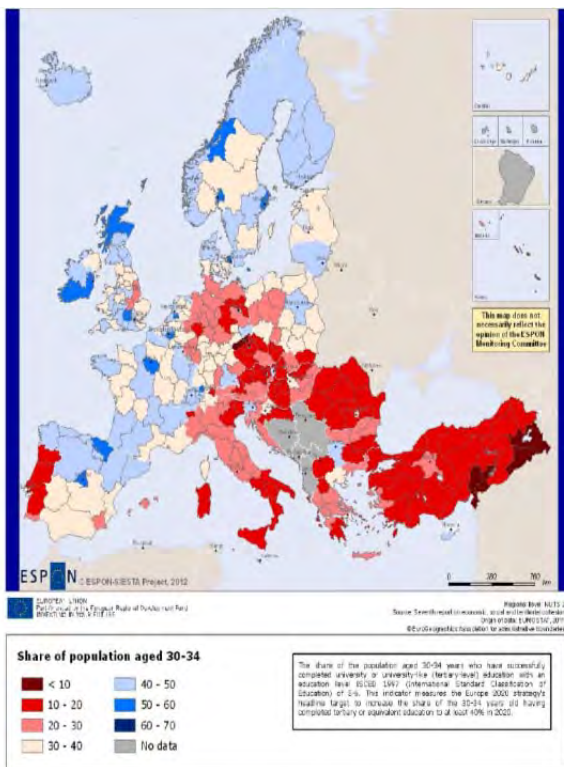
"Green" Lifestyles can help to overcome educational issues in relation to capability and improve access to the labour market (social services, tourism, telecommuting, etc..), but not access to tertiary education. Thus, as emphasized in the 2008 by the Green Paper on Territorial Cohesion, the "issues" in relation to educational and territorial human capability are also "gender sensitive", cross-sectoral and preventive integrated policies need affecting many areas (infrastructure, work, ICT, etc.).

The impact on regional cohesion (education, migration, life styles, etc..) compared to the targets of the Territorial Agenda 2020 is, for example, negative with respect to model adopted by Italy, where: a lack of investment in developing the capability human capital influences the model of productive specialization of enterprises negatively, and a production system with low innovation implies low returns on investment in human capital capability, making it incompatible smart growth and social inclusion.

Compared to the higher education level (tertiary) of the population between 30 and 34 years, Italy ranks fourth to last place in the rankings at of the EU (19% with an increase of 0.8 points compared to 2010) and the last place with regard to the male component (15 % against 23 % of women).

Map 16: Population aged 30-34 with a tertiary education. Average 2007/10

Map 17: Population aged 30-34 with tertiary education. Average 2007/2010 - Distance to National 2020 Target



Source: ESPON SIESTA Annex D –Education – p. 35

Source: ESPON SIESTA Final report p. 61

The current position is, therefore, far more than 12 percentage points below the European average, which in 2009 reached 32.2%. In 2010, the differential between the sexes touched on average 9 percentage points in favour of women (24.2 versus 15.5 %); values above the national average were recorded in the central regions (particularly in Lazio with 26.2 %, Abruzzo with 20.9 %, Marche with 24.4%), the lowest in the South (Campania and Sicily had the worst performance with 12.9% and 14.6 %), the difference in

education gender was markedly in favour of women in all Italian regions (highest in Abruzzo, Molise, Marche, Tuscany and Emilia- Romagna, where the gap stood at over 12 percentage points).

The objective of sustainable development capability is also related to a reduction of early school leaving to less than 10%⁴ in the age group 18-24. On this aspect EU policy in 2013 has had adverse effects in Europe (where the abandonment has increased by 4.4%), but positive in Italy. The country shows a slow but gradual improvement (-3% in 2009-12) despite the still high incidence of early school leavers (19.2% in 2009), the dominance of the male and the female employment rate of early school leavers less than 50%.

And this aspect carries a significant weight in the absence of Geography in the little place-based behaviour of regional policies aiming at developing capability.

The fight against poverty and exclusion from potential capabilities is a real possibility of a geographical contribution to planning, when you consider that even OECD now uses the equivalence "modified" scales to calculate the family income and to depart from the only monetary value in the calculation of welfare or poverty⁵, considering it an indicator of "relative" type, that is increasingly linked to the economic- territorial reference .

And it is interesting to wonder what might geographically mean to calculate for Italy and Europe an indicator of absolute type, such as material deprivation, which refers to the inability on the part of individuals (and families) to envisage the access to tangible assets or activities considered 'normal' in today's society, then measuring, in a uniform manner, the differences that separate them from the cultural standards and the perception of happiness. Just like Amartya Sen and Martha C. Nussbaum with the Human Development Capability (HDC) Index suggest doing.

⁴ It means all forms of abandonment of education and training before completing upper secondary education or its equivalent in vocational training

⁵ The net family income considered from the sample survey EU-SILC (EU Statistics on Income and Living Conditions) is the sum of compensation of employees and independent contractors, from those of the real and financial capital, pensions and other public and private transfers, net of personal taxes, of 'ICI' (local property tax) and social security contributions payable by wage earners and self-employed. From this amount is subtracted also transfers paid to other households.

AFTERWORD: THE FUTURE OF ESPON PROGRAMME

Preparing the continuation of ESPON has been part of the European cooperation process for quite some time. The general opinion has been very clear that Europe needs territorial evidence to progress territorial cohesion, implement place-based approaches, enhance the territorial dimension in policy, and focus on integrated approaches to territorial development.

The Europe 2020 Strategy calling for smart, sustainable and inclusive growth has a clear territorial dimension inherent in the diversity of regions and cities around Europe. This was demonstrated for a wider audience in the recent ESPON Atlas on the territorial dimension of the Europe 2020 strategy. As regions and cities are key contributors for achieving the strategy, the need for evidence on the territorial dimension is in growing demand by policy makers. This is also related to the current scarcer resources that make it even more important that resources are used as efficiently as possible.

The future European Structural Investment Funds 2014-2020 will support the Europe 2020 Strategy in creating smart, sustainable and inclusive growth. The focus is on 11 thematic objectives to be considered by Programmes as their priorities for investments. This also creates demand for territorial evidence to support the choice of priorities that should be considered as the most promising opportunities and most demanding challenges that the Programme area entails, also in relation to other regions and cities in Europe.

The European cooperation has also established the Territorial Agenda 2020 for the European Territory. This policy document includes a number of policy orientations for territorial development related to urban systems, infrastructures and natural assets, among other elements. Monitoring the implementation of these policy orientations, and at a later moment updating the Territorial Agenda, are other processes where ESPON territorial evidence is meeting demands.

The need to include the larger territorial context in today's strategic considerations and policy development is a logical consequence of the ever increasing globalisation, connecting the world much closer than before and creating new markets for Europe. The growth potentials for Europe, its regions and cities, will increasingly be related to places outside Europe. This brings in a need for evidence, better understanding opportunities in the international competition, flows of goods and people, necessary transport connections and for benchmarking European territories, regions and cities in relation to trends and dynamics outside Europe.

Process towards a renewed Programme

In this policy context, the process of shaping the third generation of ESPON has reached a level of maturity. The final discussions are still ahead and consensus should soon be shaped among the 32 countries that currently are involved (28 EU member states and 4 partner states, Iceland, Liechtenstein, Norway and Switzerland).

This process is being carried forward by a Joint Working Group (JWG) involving all of the abovementioned countries, with the mandate to elaborate the Cooperation Programme for the ESPON Programme covering 2014-2020.

A basic direction for this process is being set at the level of General Directors. The line of thinking is not just to continue as before, but to renew ESPON to become more efficient, better known and recognised

as a provider of European territorial evidence, as a European Territorial Observation Network, that policy development at all administrative levels may benefit from.

The renewal shall of course improve elements of the current ESPON 2013 Programme that could work better. Moreover, it shall build on the experience and substantial achievements in terms of European territorial evidence that have been gained since the start of ESPON in 2002.

The key strands that the JWG is working along in order to renew ESPON include the following:

1. Strengthening the outreach and knowledge transfer of the territorial evidence being produced, in order for this evidence to be used to a larger extent than today by policy makers at different administrative levels, as well as in other Programmes funded by the European Structural Investment Funds.
2. Ensuring faster delivery of evidence to ongoing policy processes for ESPON to contribute in time when evidence is needed to nourish policy development and/or Programme implementation. This activity shall capitalise on the knowledge base built up by ESPON and will require more in-house scientific, policy advisory and communication capacity than in the current Coordination Unit to become feasible and efficient.
4. Defining an ESPON operation with leaner administrative burden than today, as the current administrative system is generally seen as a major disadvantage for the ESPON 2013 Programme due to the amount of financial control, certification of costs, etc. The answer seems to be a transfer to using service contracts only, which for research institutions and experts developing new ESPON territorial evidence would imply a much simpler process in relation to the payment for services rendered.
5. Adapting the institutional setup of ESPON, contributing to more efficiency and delivery in line with the envisaged renewal. Here a major change is in discussion. The idea is to create an ESPON EGTC (European Grouping of Territorial Cooperation) that could act as a single beneficiary of the ESPON post 2013 Operational Programme. The ESPON EGTC would be contracted by the Monitoring Committee to implement all actions decided by the Monitoring Committee on the content side and deliver the European territorial evidence envisaged. Such a transformation requires, of course, a thorough debate in understanding the detailed modalities of the change, and this is still ongoing in the JWG.

Indicative time frame for the Programme

The timing of when an ESPON Programme for 2014-2020 will become operational and start launching calls for tenders currently depends on several factors. First, the final agreement of all countries on the submission of a proposal for the ESPON 2020 Cooperation Programme shall be in place, which will hopefully be the case by beginning of June 2014. Then it depends on the speed of approval that is possible for the European Commission in times of European elections.

After the approval by the European Commission, some time will still be needed to get the new Programme in motion, including the new structure decided for the renewed organisational set up, including an ESPON EGTC. Against this backdrop, it still remains to be seen whether the first call for tender of ESPON 2020 can be opened in 2014 or at least in the beginning of 2015. This is for sure the ambition.

Luxembourg, 19 March 2014

Peter Melhbye
Director of ESPON Coordination Unit

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The book is part of the activities of ESPON Contact Point Italy. It includes the results of the contribution of the Italian partners in the development of projects under the ESPON 2013 Programme, which stands for European Observation Network for Territorial Development and Cohesion. The texts summarise and highlight, among other things, the relations with the regional development policies of Italy, placing them in a framework of transnational cooperation involving the 28 + 4 EU Countries.

Addressing aspects of European territorial policy, ranging from innovation and knowledge accessibility, from the polycentrism to metropolitan areas, from migration to globalization, the authors highlight the position of Italy and of regions also in relation to the objectives set by Europe 2020. A place is devoted to the regional experiences that in the ESPON found a stimulus and an opportunity for discussion, as well as to the concepts behind the vocabulary, to the principles of guidance, and new planning models in Europe, and to the training experiences aimed at the younger generations and the decision makers

The book forms part of the initiatives of the Italian Presidency of the European Union and is co-financed by the Ministry of Infrastructure and Transportation (MIT) in charge of the national ESPON Programme. It is aimed at researchers, institutional users, policy makers, at "practitioners" and "non-specialists" including students, so that they can make use of the results of the constant and rigorous work also respectful of the territorial diversities that have characterized the experimental and applied research since 2007, so contributing to the growth of Italian society as an integral part of the European system.

The ESPON Monitoring Centre, for those who still do not know, can be a journey into the European territory, its territorial, economic, social, cultural diversities to integrate and make cohesive and sustainable, by maintaining and developing the increasing potentials of competitiveness and, at the same time, by innovating and disseminating new ways, methodologies, tools and practices to make the territory a common and shared good. Data, references and useful policy recommendations to the growth of the country are also included in the book.

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