



*Ministero delle Infrastrutture
e dei Trasporti*

ESPON ITALIAN EVIDENCE IN CHANGING EUROPE

edited by
Maria Prezioso



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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

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	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. 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. 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. 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. Belgium has also a strong cross-border tradition influencing territorial strategies.
Bulgaria	2. Centralised unitary countries with strong, but non-integrated local authority level	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.

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. There 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 strategic 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 Strategic 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.

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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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