POLITECNICO DI TORINO
Repository ISTITUZIONALE

Territorial approaches for new governance - ESPON TANGO

Original
Territorial approaches for new governance - ESPON TANGO / Caruso, N., Cotella, G., JANIN RIVOLIN YOCCOZ, U. - In: ESPON Italian evidence in changing Europe / Prezioso M.. - STAMPA. - Roma : University of Rome “Tor Vergata”, 2014. - ISBN 9788890976513. - pp. 85-87

Availability:
This version is available at: 11583/2545342 since: 2015-07-18T10:44:52Z

Publisher:
University of Rome “Tor Vergata”

Published
DOI:

Terms of use:

This article is made available under terms and conditions as specified in the corresponding bibliographic description in the repository

Publisher copyright

(Article begins on next page)

07 October 2026

ESPON ITALIAN EVIDENCE

IN CHANGING EUROPE

Edited by

Maria Prezioso

List of Authors:

B. Acreman, F. Alcozer, P. Angelini, G. Baschenis, F. Bonsinetto, V. Biot, M. Burinskiené, R. Camagni, A. Cannizzaro, R. Capello, A. Caragliu, N. Caruso, M. Coronato, G. Cotella, J. de Beer, A. D'Orazio, B. Elissalde, D. Evers, E. Falco, J. Farinós Dasi, S. Favargiotti, D. Fiorello, U. Fratesi, A. Gramillano, G. Guaragno, S. Grassi, F. Heins, F. Izzo, D. Lazauskaité, C. Lenzi, B. Lino, E. Marques da Costa, P. Matiussi, A. May, M. M. Migliaccio, G. Modica, A. Montanari, S. Occelli, C. Pacchi, Z. Piazza, L. Pedrazzini, M. Prezioso, P. Rees, M. Ricci, F. Santamaria, B. Staniscia, C. Tolomelli, G. Trupiano, U. Janin Rivolin, N. Van der Gaag, A. Valenza.

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 .

Initiative taken on occasion of the Italian Semester of Presidency of the European Union

The volume is co-funded by the Ministry of Infrastructure and Transport. We thank the Monitoring Committee and the Italian Directorate General for Infrastructure, General Affairs and personnel for their support and collaboration in the activities of Italian ESPON Contact Point, Prof. Maria Prezioso, as well as the Italian team ECP and in particular Isabella Carbonaro, Maria Coronato, Angela D 'Orazio

Cover: Zaira Piazza "2020" Mixed media on canvas, cm. 60 x 80
Translation: Monica Martino and Authors where indicated
Layout and editing: Maria Coronato
E-book Project: Eusebio F. Giandomenico

© 2014 University of Rome "Tor Vergata"

Editor: Università degli Studi di Roma "Tor Vergata", via Orazio Raimondo, 18 - 00173 Roma
e-mail: info@ecpitalia.uniroma2.it
Web site: www.ecpitalia.uniroma2.it
Print: Print on demand, Roma

ISBN: 9788890976520

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)

Index

Presentation of Mr Maurizio Lupi, Minister of Infrastructures and Transports 15

Foreword 17
(M.M. Migliaccio)
Introduction 19
(B. Acreman)
ESPON 2020. Toward a new European Territorial Observatory 21
(Z. Piazza)

ITALY TROUGH ESPON EVIDENCE 2013 31
(M. Prezioso)

PART 1

ITALIAN CONTRIBUTIONS TO APPLIED RESEARCH (PRIORITY 1) 51

1. Demographic and Migratory Flows Affecting European regions and Cities- DEMIFER 53
(P. Rees , N. van der Gaag , J. de Beer , F. Heins)

2. Transport Accessibility at Regional/Local Scale and Patterns in Europe – TRACC 61
(D. Fiorello)
2.1 The Project 61
2.2 The position of Italy 62
2.3 Regional case studies 62
2.4 Policy addresses 63

3. Knowledge, Innovation, Territory - KIT 65
(R. Capello, R. Camagni, A. Caragliu, C. Lenzi)
3.1 Scope of the project 65
3.2 Position of the country in Innovation patterns 65
3.3 Efficiency in innovation and regional growth 68
3.4 Summary of regulatory implications 68

4. Territorial Impact of Globalisation for Europe and Its Regions- TIGER 71
(A. Montanari, B. Staniscia)
4.1 Summary of the project 71
4.2 Territorial evidences 71
4.3 Policies and intervention guidelines 72

5. Spatial Indicators for a Europe 2020 Strategy Territorial Analysis – SIESTA 75
(F. Bonsinetto, A. Cannizzaro, E. Falco, B. Lino, G. Modica)
5.1 Summary of the project 75
5.2 Italian Situation 75
5.3 Significant trends at the regional level 76
5.4 Policy for the country and the Regions 77

6. Territorial Scenarios and Visions for Europe - ET2050 79
(R. Camagni, R. Capello, A. Caragliu, U. Fratesi)

6.1 Scope of the project 79
6.2The country's position in the trend scenario 79
6.3 The country's position in the territorial scenarios 81
6.3.1 Scenario “Megas” 81
6.3.2 Scenario “Cities” 82
6.3.3 Scenario “Rural” 82
6.4 Summary of regulatory implications 84

7. Territorial Approach for New Governance – TANGO 85
(N. Caruso, G. Cotella, U. Janin Rivolin)
7.1 Summary of the project 85
7.2 Italy in ESPON TANGO research 86
7.3 Significant regional and sub-regional cases 87
7.4 Indications and addresses for national and local policies 87

ITALIAN CONTRIBUTIONS TO TARGET ANALYSIS (PRIORITY 2) 89

8. Success for Convergence Region’s Economies – SURE Project “ Structured Empirical Analysis for Convergence regions: identifying success factors for consolidated growth – SEARCH 91
(G. Trupiano, F. Izzo)
8.1 Introduction 91
8.2 The position of Italy 91
8.3 Significant regional and sub-regional case studies 92
8.4 Summary of related policies and guidelines for the country and the Regions 92

9. Spatial Scenarios: New Tools for Local-Regional Territories – SPAN-3 95
(R. Camagni, R. Capello, U. Fratesi)
9.1 The project objectives 95
9.2 Alternative routes for post-crisis scenarios 96
9.2.1 The reference scenario 96
9.2.2 The proactive scenario (“green economy”) 96
9.2.3 The “defensive” scenario 97
9.3 Results of scenarios 97
9.4 Policy implications 98

10. Metropolisation and Polycentric Development in Central Europe: Evidence Based Strategic Options – POLYCE 101
(R. Camagni, R. Capello, A. Caragliu)
10.1 The project objectives 101
10.2 The Italian situation and individual case studies 102
10.3 Summary of regulatory implications 105

11. Institutional Capacity for Territorial Development – SMART-IST 107
(C. Pacchi)
11.1 The Project 107
11.2 The Methodological Approach and Results 108

12. Transport Infrastructure for Peripheral Regions’ Economic Development – TIP RED Project “ADES - Airports as Drivers of Economic Success in Peripheral Regions” 111
(F. Alcozer, S. Favargiotti, M. Ricci)
12.1 Summary of the project 111
12.2 The position of Italy 112

12.3 Significant regional and sub-regional case studies 112
12.4 Summary of related policies and guidelines for the country and the Regions 113

ITALIAN CONTRIBUTIONS TO THE SCIENTIFIC TOOLS (PRIORITY 3) 115

13. Territorial Evidence Packs for Structural Funds Programmes – TerrEvi 117
(A. Gramillano, A. Valenza)
13.1 Summary and project objectives 117
13.1.1The methodological approach 117
13.1.2The development of the project 118
13.2 TerrEvi presents the territorial evidences useful for Italy 118
13.3 Regional case studies 119
13.4 Lessons learned 119

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 121
(Elisa Ravazzoli, Thomas Streifeneder)
14.1 Scope of the Project 121
14.2 Methodological Approach 122
14.3 Implications for territorial analysis or policies 122
14.4 Expected Results 124

ITALIAN CONTRIBUTIONS TO THE TRANSNATIONAL NETWORKING ACTIVITIES (PRIORITY 4) 125

15. The European contribution of the "Integrated Territorial Development Strategies" to territorial cohesion - ESPON INTERSTRAT 127
(A. D'Orazio)
15.1 Introduction 127
15.2 Integrated Territorial Development Strategies (ITDSs) 129
15.3 ITDS characteristics 130
15.4 Scenarios in comparison 131
15.5 Transformation dynamics in administrative systems 133
15.6 The situation in partner countries 135
15.7 Some policy addresses 137

16. Capitalisation and Dissemination of ESPON Concepts – ESPON CaDEC. The Italian experience 139
(M. Coronato)
16.1 The role of "concepts"in transnational cooperation experience 139

17. Establishment of a transnational ESPON Training Programme to stimulate interest to ESPON2013 Knowledge – ESPONTrain. The Italian experience 143
(M. Coronato)

PART 2

THE ITALIAN REGIONS AND THE TERRITORIAL COOPERATION 147
18. Piedmont Region: The position of Italian Regions towards ESPON and the use made 149
(G. Baschenis, S. Occelli)

18.1 Summary of our ESPON experience 149
18.2 An overview to our region. 151
18.3 Significant aspects 151
18.4 Summary of related policies and guidelines for the regions 152

19. **The Lombardia Region** 155
(A. May, L. Pedrazzini)

20. **The Emilia Romagna Region** 159
(P. Matiussi, G. Guaragno)
20.1 Synthesis of ESPON experience 159
20.2 The overlook of the Region 160
20.3 Significant aspects 160
20.4 Summary of related policies and guidelines for the regions 161
20.4.1 The territorial capital 161
20.4.2 The actual cities 161
20.4.3 The integrated system for wide area network 162

21. **The Convention for the protection of the Alps, beyond the Alps** 163
(P. Angelini)
21.1.The Alpine Convention: an innovative approach to the mountain 163
21.2 Synergies between the Alpine Convention and the ESPON Programme 164
21.3 Final remarks 165

22. **Collaboration between ESPON and METREX** 167
(A. Tolomelli, S. Grassi)
22.1 The growing role of metropolitan regions in the European landscape 167
22.2 The project ET 2050 Territorial Scenarios and Visions for Europe 167
22.3 The response of the Emilia-Romagna region in the consultation on "Territorial Vision 2050" 168

23. **Territorial cohesion, regional competitiveness and sustainability: a comparison between the results of ESPON projects and addresses of European policy for the transnational cooperation** 171
(M. Coronato)
23.1 Integrated guidelines for Cohesion, competitiveness, sustainability 174

24. **Cohesion policy in perspective 2014-2020. The framework for the relaunch of European territorial cooperation and the role of macro-regions** 177
(A. D'Orazio)
24.1 Introduction 177
24.2 In search of a new paradigm for European regional policy 178
24.3 The territorial dimension in the new Cohesion Policy 2014-2020 180
24.4 The new challenges of territorial cooperation: the role of macro-regional strategies 182
24.5 Conclusions 184

25. **Italy in transnational cooperation: ESPON Contact Points** 187
25.1 Portugal (E. Marques da Costa) 187
25.2 France (B. Elissalde, F. Santamaria) 188
25.3 Belgium (V. Biot) 189
25.4 Spain (J. Farinós Dasi) 190
25.5 The Netherlands (D. Evers) 191
25.5 Lithuania (M. Burinskiené, D. Lazauskaité 193

26. A new Territorial Agenda for Italy. The identification of the territorial capital in support of the Country guidelines in the 2020 Perspective. 195
(M. Prezioso)

Afterword 201
The future for ESPON Programme
(P. Mehlbye)

REFERENCES 205

CREDITS 217

Maps

Map 1 Employment rate, 20-64, in 2010. Distance to National 2020 Target, SIESTA 44
Map 2 Total expenditure on R%D, 2008, Distance to National 2020 target, SIESTA 45
Map 3 Population aged 30-34 with a tertiary education – Average 2007/10. Distance to National 2020 target, SIESTA 46
Map 4 Population growth in urban and peripheral regions, DATABASE, 2010 48
Map 5 Net Migration by main components 2000-07 55
Map 6 Impact of migration on Population in 2050, DEMIFER 57
Map 7 Examples of accessibility maps produced in the TRACC project 61
Map 8 Territorial patterns of innovation in Europe 67
Map 9 Index of Europe 2020 Strategy 76
Map 10 Annual average GDP growth rate in the baseline scenario, KIT 80
Map 11 Annual average GDP growth rate: difference between the MEGAs scenario and the baseline, ET2050 81
Map 12 Annual average GDP growth rate: difference between the Cities scenario and the baseline, ET2050 82
Map 13 Annual average GDP growth rate: difference between the Rural scenario and the baseline, ET2050 83
Map 14 Annual average GDP growth rates 2005-2025 in the Reference scenario, SPAN-3 98
Map 15 Demifer scenarios of change in labour force in 2005-2050 in Molise region and in Italy 118
Map 16 Population aged 30-34 with a tertiary education. Average 2007/10, SIESTA 197
Map 17 Population aged 30-34 with tertiary education. Average 2007/2010 - Distance to National 2020 Target, SIESTA 197

Figures

Figure 1 Future trends of regional dispariteis (Theil Index), ET 2050 80
Figure 2 The Theil index in the four scenarios 83
Figure 3 Predicted urban 'equilibrium' size (in % on actual size). 103
Figure 4 Predicted equilibrium population for different levels of high-level urban functions, POLYCE 104
Figure 5 Predicted equilibrium population for different levels of city networking, POLYCE 104
Figure 6 Institutional Thickness's Paradigm, SMART-IST 108

Figure 7	Traffic lights with Smart Growth indicators for Umbria region compared to Italy and EU27+4 area, TerrEvi	119
Figure 8	Flowchart of activities within the project	123
Figure 9	Population growth rate 2001-2011	124
Figure 10	Diagram of CaDEC project, CaDEC	142
Figure 11	ESPONTrain Project, ESPONTrain	145
Figure 12	Regional Territorial Plan – Piemonte Region	150
Figure 13	Territorial regional Plan – The regional policentric system	150
Figura 14	Regional Territorial Planning of Lombardia Region: the position of Lombardia region in Europe, opportunity of growth	156
Figure 15	PTR of Lombardy – the three macro-objectives of the plan: “Reinforcing competitiveness”, Protect and enhance resources”, “Rebalancing the territory”.	157
Figure 16	System of urban polarities of the Padano-Alpine-Maritime area	159
Figure 17	Urban development scenarios of the European space	161
Figure 18	Integrated system for wide area	162

Tables

Table 1	Overview of the five dimensions and twelve indicators of territorial governance	85
Table 2	Europe’s socio-political macroregions and Worldwide Governance Indicators	86
Table 3	Evaluation features for Planning systems	132
Table 4	Typologies of government structures related to their centralisation degree	134
Table 5	ITDSs in INTERSTRAT countries: a summary, INTERSTRAT	135
Table 6	Example of a matrix for the assessment of the effects expected from the 2020 Strategy in support of policy choices	199

7. TERRITORIAL APPROACHES FOR NEW GOVERNANCE - ESPON TANGO[1]

Nadia Caruso[2], Giancarlo Cotella[3], Umberto Janin Rivolin[4]

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

[1] English translation provided by the Authors

[2] Post-doctoral scholar in Spatial Planning and Local Development, Inter University Science Department, Planning and Policies of the territory, Politecnico di Torino

[3] Researcher of Technology and Urban Planning, Inter University Science Department, Planning and Policies of the territory, Politecnico di Torino

[4] Extraordinary Professor of Technology and Urban Planning, Inter University Science Department, Planning and Policies of the territory, Politecnico di Torino

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

[6] Project team: Nadia Caruso, Giancarlo Cotella, Alberta De Luca. Francesca Governa, Umberto Janin Rivolin (coordinator) and Marco Santangelo.

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 account-ability	Political stability & absence of violence	Govern-ment effective-ness	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 Affair. 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.