

Integrated territorial intervention and Sustainable *Urban Development*: *issues* from the Italian case of programming EU funding for 2014-2020

Paola Casavola

Head of Evaluation Unit, Department for Cohesion Policy Presidency of the Council of Ministers, Italy



Conference

SUSTAINABLE URBAN DEVELOPMENT IN THE EU MEMBER STATES IN 2014-2020

29th September – 1st October 2015

Warsaw, Poland



European
Commission

Background

- **Italy has a long term experience/tradition in using “integrated investment instruments” for EU funded territorial projects** at a variety of territorial scales (and offered public funding to support a long season of urban strategic plans)
- In preparing for 2014-2020 agenda for **Sustainable Urban Development (SUD)** under article 7 ERDF REG **many lessons from past experiences considered**, among which
 - A clear story to tell and well determined objectives grounded in analysis necessary, BUT more operational and not only more strategic focus needed
 - Obtaining concrete benefits for communities by the end of programming period (not a given in the past...) is due
 - In program/project design: give priority to direct dialogue with local governments, rather than rely on guidelines and procedures and understand the benefits (and costs) of their necessary empowerment

Programming EU 14-20 funding for SUD: facing trade-offs

- verticality of Thematic Objectives (REG TOs) **VS.** multidimensionality of territorial/urban issues: *how to implement place based-urban projects within the sector-based TOs approach and «ringfencing» ?*
- hard/infrastructure **VS.** soft/immaterial actions: *how to define a balance ?*
- real diversification of needs **VS.** dispersion of initiatives: *how to find a unifying story (among cities) leaving space for creative interpretation but also generating tangible impact at the national level?*

Using EU 14-20 funding for SUD: methods

EU funding is *cumbersome* to use and we cannot simplify regulations. To deal with complexity:

- make projects' content essential/to the point
- support a limited amount of initiatives, effectively rooted in current municipal policies and service management
- projects' selection: the “time variable” to consider not limited to project definition and administrative pipelines, but realistically focused on final utility for citizens

Italian Partnership Agreement 14-20: strategy and instruments for SUD

- Urban agenda is set in the Partnership Agreement in a rather detailed fashion
- A unifying strategic framework for all categories of regions, to be adapted within OPs and urban projects.
- common focus on: (a) **services to citizens and city users** (TOs 2 and 4); (b) **urban services for competitiveness** (TO3); (c) **social inclusion** (TO9), with strong indication for **combined use of ERDF and ESF**
- **basic-key concept of a integration** (different kind of intervention/investments are needed in most cases to tackle real issues) is **central**, independently by the selected instrument (all options are open in the PA: ITI, urban axis multi TO within OPs, dedicated programmes).
- Strategic cooperation promoted among actors. **Acknowledgment of cities' role**: “they know more about urban issues and should be sitting around the main table from the start”.

Strategy and instruments in the Italian ROPs for SUD

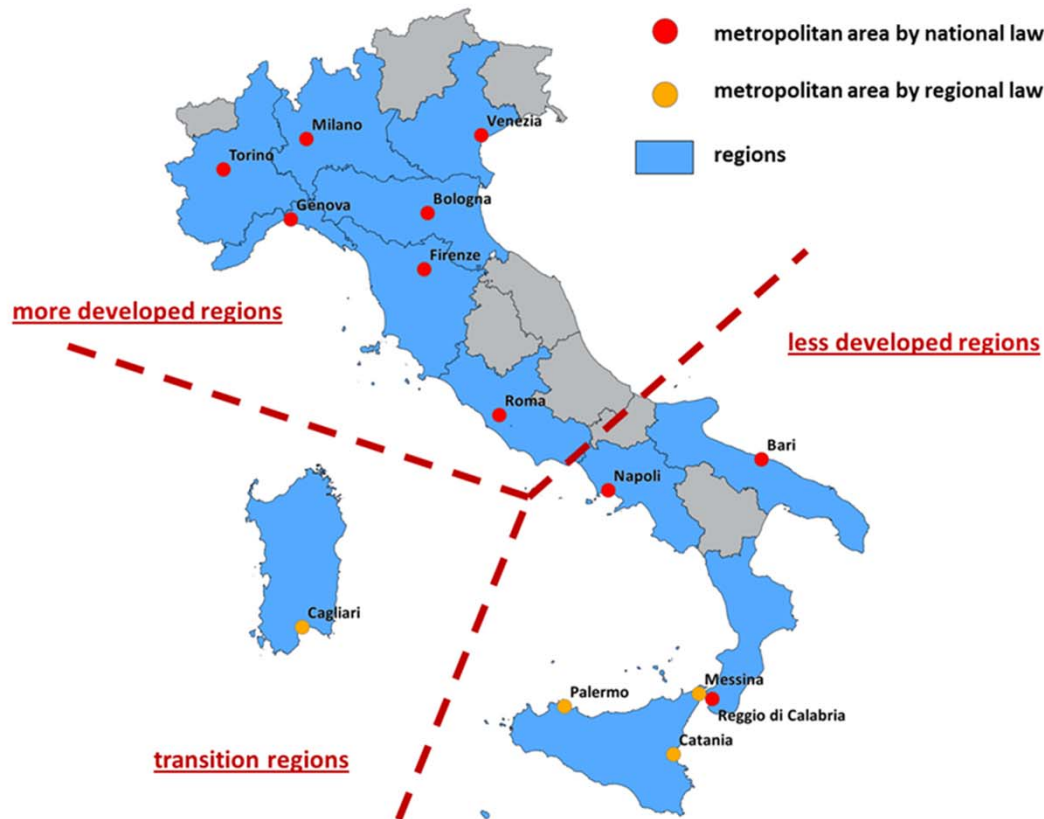
In Regional OPs (ROPs are a stable feature of IT):

- 12 out of 21 selected a **dedicated and multiple-TO priority axis** (sometimes strategically connected with other axes)
- 4 out of 21 selected **ITI ex REG**
- ... and 5 do not dedicate any funding or instrument to SUD, including the Region where Rome is located ... (maybe later on...)
- Total SUD investment in ROPs: € 1,838 millions (ERDF/FSE+national matching funding ... *rough estimate*)
- direct ESF contribution to SUD highly innovative

SUD Priority in ROP	% of total SUD investment (rough)
services to citizens and city users (TOs 2+4)	36%
social inclusion (TO 9)	33%
urban services for competitiveness (TO 3)	8%
culture and environment (TOs 5+6)	20%
other	3%

Plus, Italy has a National Operational Programme (NOP) SUD ERDF+ESF for metropolitan cities (ERDF/ESF +matching national funding: about € 900 millions) in which all the PA meth. choices where made operational

“Story telling” from NOP METRO : a relatively “simple” OP



14 cities (very different) in the 3 categories of Regions. The same kind of integrated intervention aimed *at a more collective-sustainable aware -cohesion oriented- less segregated city.*

1. Digitalization of services on 7 domains (from building permits to social care) to save time and efforts for all (TO 2)
2. Energy saving and sustainable mobility to save public money and protect environment (TO 4)
3. Caring for the more marginalized people and neighborhoods: city₇ action and citizens' actions (TO 9)

SUD Priority in METRO NOP	% of total SUD investment
services to citizens and city users (TOs 2+4)	54%
social inclusion (TO 9)	46%

A “simple” programme chosen both for shared values and practical considerations, but still “not easy to implement”

Governance

- Cities as IB (intermediate bodies) + national MA (Agency for Territorial Cohesion). Most engagement rules still to be defined
- Different points of view/practices to reconcile
- Invest in reciprocal comprehension- support
- Becoming real partners

Projects

- Moving from well structured ideas (indicators and targets, action in the NOP) to real projects on the ground is hard
- **Cities are dense, complex and often conflictual arenas.**
Transparency of intentions, open discussion among actors and territorial knowledge to be pursued ...on going

Urban studies are inherently multidisciplinary and integrated urban projects as well

Building knowledge-based alliances is a both a challenge/burden and a key ingredient

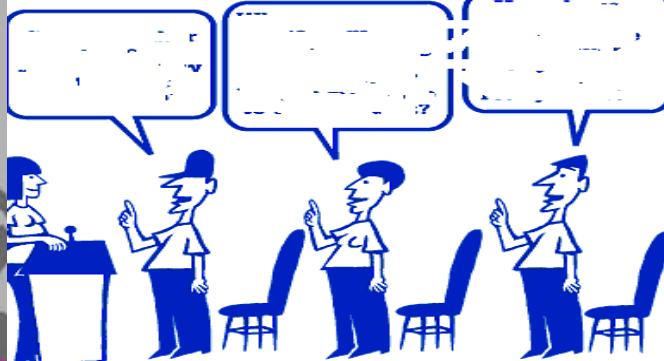
Even in relatively simple integrated urban actions, need to account for :

- Norms and regulation
- Financial Procedure Mastering
- Sector/Theme expertise
- Territorial and Architectural Design
- Social investigation and measurement
- Economic calculations
- Environmental sensitivity
- Conflict management
- ...and more

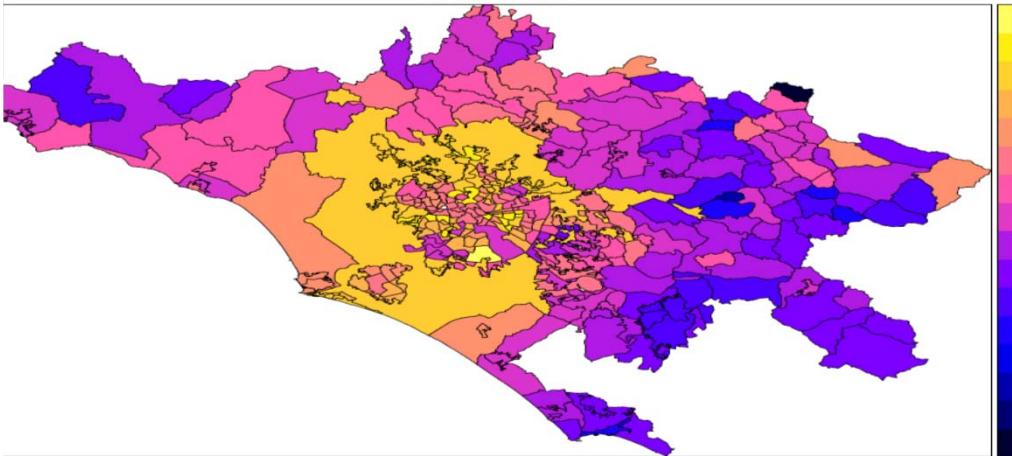
All have their own language, visions, analytical methods, cultural backgrounds, priorities, values ...



Azione	OT	Fondo	SA	AS	Codice Azione	Azioni	RS (Mio)	RT (Mio)	RMS (Mio)	TOTALE (Mio)
1	2	FEER	2.2	1.1	1.1.1	Adozione di tecnologie per migliorare i servizi urbani della smart city	55.657.726	7.951.104	88.374.000	151.982.830
2	4	FEER	4.1	2.1	2.1.1	Illuminazione pubblica sostenibile	13.494.624	4.667.200	46.659.200	64.761.024
2	4	FEER	4.1	2.1	2.1.2	Risparmio energetico negli edifici pubblici	24.950.016	-	22.000.000	46.950.016
2	4	FEER	4.6	2.2	2.2.1	Infomobilità e sistemi di trasporto intelligenti	20.000.000	-	25.000.000	45.000.000
2	4	FEER	4.6	2.2	2.2.2	Rinnovo e potenziamento tecnologico delle flotte del TPL	-	-	88.000.000	88.000.000
2	4	FEER	4.6	2.2	2.2.3	Mobilità lenta	25.576.960	11.000.000	10.000.000	46.576.960
2	4	FEER	4.6	2.2	2.2.4	Corse protette per il TPL e nodi di interscambio modale	12.000.000	-	15.000.000	27.000.000
3	9	FSE	9.4	3.1	3.1.1	Azioni integrate di contrasto alla povertà abitativa	40.584.892	6.001.552	76.827.048	123.413.592
3	9	FSE	9.5	3.2	3.2.1	Percorsi di accompagnamento alla casa per le comunità emarginate	2.000.000	800.000	3.000.000	5.800.000
3	9	FSE	9.5	3.2	3.2.2	Servizi a bassa soglia per l'inclusione dei senza dimora e tossicomani (stranieri in emergenza abitativa estrema)	5.000.000	300.000	8.000.000	13.300.000
3	9	FSE	9.6	3.3	3.3.1	Sostegno all'attivazione di nuovi servizi in aree degradate	25.620.000	1.770.000	47.290.000	74.680.000
4	9	FEER	9.4	4.1	4.1.1	Realizzazione e recupero di alloggi	35.351.682	5.678.104	89.721.754	130.751.540
4	9	FEER	9.6	4.2	4.2.1	Recupero di immobili inutilizzati e definizione di spazi attrezzati da adibire a servizi di welfare sociale	14.000.000	1.000.000	24.000.000	39.000.000
5		FEER				Assistenza tecnica	11.424.000	1.632.000	22.661.332	35.717.332
Totale risorse totali							285.610.000	40.810.000	566.533.334	893.933.334



Employment rate 15-64 yrs.
Metropolitan area of Rome
2011 Census Areas



Urban integrated investment
MEANS cooperation among gov.
levels, people, competences

... implementing integrating investment is
about integrating and sharing many different
competences [*As practical abilities, points of view,
data, problems comprehension, methods...*]

We are not there yet, but we know that we
should (at least) keep trying.