



Regional Governance

New Modes of Self-Government in the European Community

Dietrich Fürst, Jörg Knieling (eds.)

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The topic of a *Scientific EuroConference* held in Hanover/Germany, from April 19th to 21st 2001, was *Regional Governance*. The conference was subsidized by the European Commission, DG Research, Human Potential Programme. The publication presents an overview over the objectives, the organization, the content and the results of the conference.

The background of organizing the venue refers to the fact that during the last ten years "regional governance" has become a topic of scientific discussion, fueled by the influence of globalization, the EC policies (structural funds, ESDP-process, Committee of the Regions etc.) and regionalization strategies of the member states. In addition, the EC organized a discourse on "governance" in the wake of the "Nizza-process".

The objectives of the conference were: to get more insights into the present discussion on "regional governance", to identify open research questions concerning the general topic, to organize an academic discourse between younger and senior researchers within Europe and to mobilize young researchers of different European states to form research-networks on some of the identified research questions.

CONTENT

<i>Dietrich Fürst, Jörg Knieling, Daniela Gorsler</i>	Regional Governance: New Modes of Self-Government in the European Community
Statement	
<i>Patsy Healey</i>	Spatial Planning as a Mediator for Regional Governance - Conceptions of place in the formation of regional governance capacity
Work group 1	What is the heuristical added value of regional governance?
<i>Richard Kötter</i>	Ecological Modernization and Regional Governance - What compatibility of two fields of theory, policy discourse and practice?
<i>Francesca Gelli</i>	Exploring Governance – Suggestions from an Italian Perspective
Work group 2	What are the main characteristics of regional governance and how do they differ between European member states?
<i>Ioannis Chorianoopoulos</i>	Patterns of divergent competitive and networking orientation in urban Europe – Examples from the RECITE programme

<i>Ignazio Vinci</i>	Territorial systems in Sicily and its role in regional planning processes
<i>Ensunza Maider</i>	Discussion in work group 2
Work group 3	Could regional planning play a dominant role in shaping regional governance?
<i>James Sennett</i>	The new shape of regional planning in England – The case of the West Midlands
<i>Stefan Preuss</i>	Devolution, fragmented governance and strategy making in the English regions – A case study of the East Midlands
<i>Thorsten Wiechmann</i>	How to promote regional networks? The German Inno Regio experience and its implications for the role of regional planners in shaping regional governance
<i>Marion Unal, Olivier Sykes</i>	Discussion in work group 3
Work group 4	Regional governance patterns of urban areas
<i>Luigi Mundula</i>	The intermunicipal plan of Rome Province
<i>Katrin Auel</i>	The role of regional development concepts (RDC) in promoting regional cooperation in urban areas – Experiences in Bremen and Magdeburg
<i>Ansgar Rudolph</i>	Bringing together innovation and decision-making – The influence-level problem of regional governance in the Hanover Region
Work group 5	Regional governance patterns of rural areas
<i>Geir Tangen</i>	Co-operation in Haram municipality – the Haram model
<i>Jörg Gleisenstein</i>	Discussion in work group 5
Work group 6	Regional governance patterns of cross-border regions
<i>Gabor Novotny</i>	The role of public institutions in cross-border network building - Some preliminary research results
<i>Andrea Zenker</i>	Innovation governance in the cross-border regions of Baden and Alsace
<i>Olivier Sykes</i>	The treatment of cross-border issues in regional planning documents in the UK – The case of North West England
<i>Richard Kötter</i>	Discussion in work group 6

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Table of contents

Abstracts		V
Kurzfassungen		IX
Introduction		
<i>Dietrich Fürst, Jörg Knieling, Daniela Gorsler</i>	Regional Governance: New Modes of Self-Government in the European Community	1
Statement		
<i>Patsy Healey</i>	Spatial Planning as a Mediator for Regional Governance - Conceptions of place in the formation of regional governance capacity	13
Work group 1 What is the heuristical added value of regional governance?		
<i>Richard Kötter</i>	Ecological Modernization and Regional Governance - What compatibility of two fields of theory, policy discourse and practice?	26
<i>Francesca Gelli</i>	Exploring governance – Suggestions from an Italian perspective	46
Work group 2 What are the main characteristics of regional governance and how do they differ between European member states?		
<i>Ioannis Chorianopoulos</i>	Patterns of divergent competitive and networking orientation in urban Europe – Examples from the RECITE programme	53
<i>Ignazio Vinci</i>	Territorial systems in Sicily and its role in regional planning processes	59
<i>Ensunza Maider</i>	Discussion in work group 2	63
Work group 3 Could regional planning play a dominant role in shaping regional governance?		
<i>James Sennett</i>	The new shape of regional planning in England – The case of the West Midlands	65
<i>Stefan Preuss</i>	Devolution, fragmented governance and strategy making in the English regions – A case study of the East Midlands	75

<i>Thorsten Wiechmann</i>	How to promote regional networks? The German Inno Regio experience and its implications for the role of regional planners in shaping regional governance	89
<i>Marion Unal, Olivier Sykes</i>	Discussion in work group 3	103
Work group 4 Regional governance patterns of urban areas		
<i>Luigi Mundula</i>	The intermunicipal plan of Rome Province	107
<i>Katrin Auel</i>	The role of regional development concepts (RDC) in promoting regional cooperation in urban areas – Experiences in Bremen and Magdeburg	115
<i>Ansgar Rudolph</i>	Bringing together innovation and decision-making – The influence-level problem of regional governance in the Hanover Region	122
Work group 5 Regional governance patterns of rural areas		
<i>Geir Tangen</i>	Co-operation in Haram municipality – the Haram model	128
<i>Jörg Gleisenstein</i>	Discussion in work group 5	133
Work group 6 Regional governance patterns of cross-border regions		
<i>Gabor Novotny</i>	The role of public institutions in cross-border network building - Some preliminary research results	134
<i>Andrea Zenker</i>	Innovation governance in the cross-border regions of Baden and Alsace	144
<i>Olivier Sykes</i>	The treatment of cross-border issues in regional planning documents in the UK – The case of North West England	151
<i>Richard Köster, Olivier Sykes</i>	Discussion in work group 6	154
Appendix		
	List of Participants	165
	Impressions of the EuroConference	168
	Leaflet of the EuroConference	170

LUIGI MUNDULA

The intermunicipal plan of Rome Province

In the Italian context the actual normative (Law regional n. 38/99) attributes to the Province assignments of planning in subject of planning of the territory as intermediary subsidiary corporate body between the Regions and the Communes and redefines the assignments of the three levels of local government delineating a system of relationships not hierarchical but based on the participation.

In the model of unified order of the European Space, the systems of intermediary vast area have a clear role as: place of cohesion and development equipotential; experimental motor for a model of shared sustainable development; place of verification for the clarification of tools of integration. In this optics in the first months of 2000 the Councillorship to Territorial Planning and Urbanism has become the place of the meeting on the Plans of Urban Restructuring for the Sustainable Development of the Territory (PRUSST) in a shut dialogue with the promoting communes and of which the Province is done proponent but also with those other territorial realities that have seen in this tool of complex action and in the Accords of Program and in the Territorial Pacts the beginning of a verification on the proper model of local socio-economic development. The success got by the PRUSSTs among the Ministry of the Public Jobs (culminated with the admission to the financing of the planning) it is also owed to the firm proposition of guide principles and of preventive technical verifications—what the real resources were, to what input the political, economic and territorial planning of vast area had to answer and to what rules it had to undergo—not only wanted by the Province in Rome to guarantee of the interventions and of the provincial support, but also to make operationally governable the share of the private investments to a level of co-planning.

The Province in Rome is intended to set in action a model of territorial and metropolitan governance meant as that system of rules, towards which to direct the shared planning base for the best-practice of the economy and the programs towards the local governments (Communes) and of vast area (circle of economic co-operation, mountain community, etc.). It is intended to not only make reference to the governance for the functional aspects of the contracts and the accords with subjects public and privates, but also to control the competition between these, for the achievement of the maximum collective benefit, of profits of efficiency and effectiveness in the respect of the pact State-citizen. Intending therefore to re-establish this pact the Province is hocked to work on the request of regulation and planning “from the bottom” (programs for the amelioration of the mobility and the traffic, of retraining, application of the principles of the sustainability) in the circle of the choices of the public arena and the local politics in comparison to the social and economic structure of reference and to widen the base of the subjects of reference to all the actors of the local development.

Governance means therefore for the Rome Province decision of policies, which are translated to regional level in politics, to provincial level in programs and to town level in projects.

Both the Planning 2000–2006 of the European union and the Planning of the single Italian Ministries (Ministry of the Budget and the Treasury, of the Environment, of the Public Jobs), enact unequivocally the acquisition of the principle of the sustainability as ethical orientation of the Pact State - citizen to the different levels: national, regional, provincial.

At the base of the Roman governance provincial and metropolitan there will be the subsidiarity, that is a system of government and local development able to make operational the territorial com-

petition, making lever on the transfer of the powers put in action from the process of decentralisation.

The Province encourages and sustains the partnership of the actors to the development through forms of negotiation participated inside the same system. Just for this the Province not wants to involve the public subjects only (province, commune, region) but wants to activate relationships inter-locals with the privates for the realisation of programs complexes of level over-local.

The problem of the provincial governance is set as new terms of the relationship between Public Administration with itself or with the private subjects.

The private subjects involved in this process will be, in the different levels, the global enterprises, the managers of services, the local investors.

The only model that can direct the organisation of this relationship will be that bottom-up, consequently the problem of the governance is set as structure of the coherence between finality, general objectives, objective specific, tools, projects / politics / programs (according to the level), realisation, management. In this optics the Public Administration, having ends of general character, has to govern the process that makes possible the accord dictating the rules and the guide principles and verifying the coherence of it in the different phases.

General objectives (almost coincident with the tools) they will be: sustainability, subsidiarity, equalisation, absence of predestined standard, congruence and conformity with the tools to the other levels, verification on the reliability of the times of realisation and the desired effects for the maintenance of the expected result, co-planning, continuous consultation.

The Provincial General Territorial Plan (PTGP) becomes therefore the applied part of the model of governance that the Province intends to set in action. The Plan will be therefore the plan of the rules that put in prominence the identity of the places and the relative potential of resources, the plan "from the bottom" what makes sustainable the relationship of equilibrium (economic) between the different territorial identities facing themes of complex planning level: the infrastructures to support of the new installations foreseen by the communes, the decentralisation of the big metropolitan services, the exploitation of the provincial patrimony (cultural good).

The Plan (that it will be done) has as theme of background the cohesion beginning from the concept of environmental sustainability, that is from an objective of preventive measure of the admissible projects to realise social and economic growth without exhausting the potential (the reserves) able to guarantee equal growth to the future generations.

The PTGP is proposed to measure the level of cohesion of the subsystem and their socio-economic identity in terms of sustainability, intending with the term a limit of threshold over which the factors of the interaction would be lost irremediably (the local resources) those have made possible to identify the subsystem and its potential (projects) of development.

Looking then at the competition on the territory the Province has looked at the position of our cities in the international context, appraising the scale over national, over that Mediterranean, in the circle of the debate in progress on the functions of service international (logistic bases, airports, nodes multifunctional, centres of excellence, areas of integration for the management of the cultural patrimony, etc.).

The PTGP owes on one side to decline the general lines of order of the provincial territory and the tools of planning and programming and from the other one it has to act on the base of the proposals of the communes and the local corporate body. It owes therefore to allow the link and the functional connection with the choices contained in different levels of planning and decision, in a

picture of functionality, coherence and interdependence between the varied programmatic levels. It has to accompany the evolution of the area of reference and of the external context flexibly (in the different component social, economic, social, institutional and administrative) introducing progressive calibrations of the interventions and of the objectives.

It is founded prioritily on the share to the realisation of the local Administrations, of the public subjects or with public finality working on the territory, of the enterprises, of the organisations bearers of affairs and finality linked to the environment, to the job, to the big social themes. Of such subjects the PTGP has the assignment to arouse, to direct, to qualify and to co-ordinate the planning foreseeing transparent and effective mechanisms.

The PTGP constituting the action of general planning with which the Province manages the coherence with the politics, the programs, the projects of levels superior and subordinate it will have value of agreement on a packet of options shared from the subjects that they are recognised in the idea of sustainable and "from the bottom" development;

unitary corpus of the action of planning between institutions of local government and different levels of the Public Administration, operating economic, subjects carriers of affairs collective and diffused, cultural institutions, citizen /electors, consumers and temporary users also, extra-community with or without fixed abode; tool of primer and management for a cohesive economic and social development; guarantee of the partnership public / private, attributing to the Province the role of glue of the pact subsidiary state / citizen on the feasibility of the level of reached accord; place of the exercise of the subsidiary powers.

Through the PTGP the Province intends to open the discussion and the verification of admissibility on themes of big collective interest for the competition trans-local as the big projects of location of metropolitan functions; location and integrated re-location of the productive systems and recovery of the socio-economic values and productivity; the nets and the infrastructures of transport, the carrying capacity of the territory, the verification of the environmental and social impacts; their dimension and transformation's ability in comparison to the resources inter-generational; the continuous control of quality on the changes of the standards of life and the income ability of the places from which to let derive the choice of the settlement's weights for the financial economic planning; the appropriateness of the levels of intervention and the demolition of coercive methods in the individualisation of the programmatic and planning social reason, favouring the role of transparent manager of the strategic program and the dialogue with the citizens.

In this optics useful tools to the attainment of the purpose are considered the pacts of bargaining; the pacts of co-planning; the fiscal and tributary instrumentation; the preventive environmental and strategic evaluation of the place; the employment and the diffusion of an appropriate Territorial and Geographical Informative System; the certification of the process of Plan.

The Plan allows to satisfy besides the responsibilities of which the Province is made object: the Civil Protection; the control and the environmental protection (ISO 14000 -EMASs); diffusion of a culture cohesive for the development and the growth aware of the local corporate body (Comunes); the control of the expense and of the investments to give temporal certainty to the entrepreneurial base; the certification of process for the recognition of the effectiveness and the efficiency of the provincial management (ISO 9000); the Territorial Informative System for the management and the transparent knowledge of the territory and the economy; the regulation and the adjustment of the tools of share and co-operation (PRUSST, Territorial Pacts, Accords of area, Pacts of Planning, etc.); the matter of the Roman Metropolitan area as application at level of vast area of the principles of the federalism.

The methodology hypothesises to treat the territorial plan as a project of work, therefore premising to it the analysis of environmental compatibility, the impact of it on the environment will be esteemed in terms of scenery potential *ex ante* of the endogenous mutations at which would be subjects the local systems facing the insertion of new occasions of economic development. Will be esteemed the degree or the ability of the territorial context of to back down in partial equilibrium regenerating resources to employ in the future after the intervention of plan, coherently with the level of the study, to simulate corrective hypothesis.

The procedure able to appraise the environmental compatibility of plans and programs call comes fluently strategic (V.A.S.) and is considered the fundamental base for the politics of sustainable development. It consists, in fact, in a systematic process for the evaluation of the environmental consequences of politics, programs and plans, in way to assure that such consequences enter together first possible in the decisional process, and with equal dignity, to the considerations of social and economic order. The integration of the V.A.S. with procedures of V.I.A., of economic and social evaluation constitutes the base for the evaluation of congruence with the sustainable development.

So that the planning is identified in a dynamic process, able to let converge through a dialectical iter the process, is necessary a procedure able to optimise the relationship between the possible and probable objectives and the desired objectives and optimal, realising that necessary equilibrium between optimization of the offer and satisfaction of the demand; to think to a planning as to a dialectical procedure of following refinements and verifications, confirming it as a dynamics repetition of moments of analysis and synthesis where every component, articulated internally to itself in the elements that compose it, is correlated in a most complex structure in the search of the level of synthesis adjusted to the decisional moment of which is part.

The PTGP is found to face problem list to duty type economic-managerial, idro geomorphologic, but also deepen sectorial analysis like naturalistic, landscape, linked to the naturalistic, to the public health or to the risks echo-toxicological. All this has underlined the necessity of the individualisation of systems of analysis that allows to check the whole process. It derives of it therefore the necessity of the construction of an approach for systems to the problem list of the provincial territorial planning.

The planning takes place inside a macro system (meant as the system environmental composed of natural and human elements that moved by an only process have the tendency to reach a same purpose-conventionally in phase of start the environmental macro system of reference coincides with the provincial territory) fruit of the aggregation of the subsystems interested by the actions foreseen from the plan, founding on the presupposition that every information modifies or alters its meaning in the moment in which is not treated in its generating context. Facing of every intervention it has to be possible, in the moments of synthesis, to face all the elements that compose the real context of action, and that these have to make part of the structure of the system to which the project makes reference. The environmental components have to assume the correct relief in the planning since the first formulation of the job. From the dialectical dynamism of the process is drawn the opportunity to consider the environmental reality not anymore as part of the context with which to verify the objectives of plan, but as real planning element, generating of demands and expectations.

In the procedure of formulation of the Plan the problem list that interest can be brought back to two specific systems of reference. The first one concerns, with the methods and the most suitable criterions, the search of the intrinsic functionalities and the physical-techniques characteristics necessary to the formulation of the interventions for the attainment of the desired objectives. The second will interest all the realities that it is foreseen will have to sustain the transformations pro-

duced by the proposed interventions. It will take an interest of the environmental reality that will have to welcome the work, articulating each other inside the varied disciplines that, in their whole, allow to give its enough and exhaustive definition in relationship to the peculiarity of the interested context, read independently however by the type of intervention for which the solution is being formulated. A logic type sequential it would not allow to treat problem list in suitable manner, therefore must be possible to treat the two systems in such way to underline their interrelations using the one as planning element of the other. The normative European and national (from 1985 to today) has as end the realisation of politics, programs and sustainable projects and it foresees to extend the articulation to the plan of vast area in three pictures: programmatic, planning and environmental. This type of approach is at the base of the methodological choice that accompanies the revision of the General Provincial Territorial Plan in Rome.

The first phase of a systemic procedural iter consists in defining and representing the situation of reference *ante-operam*, sight both under the qualitative aspect and of the existing interrelations inside the varied components and between components.

Environmental picture

Premised fundamental it is the interpretation of the environment as interrelation of component belonging to the physical reality: atmosphere, water environment, geology, morphology, flora and fauna, natural landscape, landscape human, socio economy, public health, noise and vibrations, radiations. Through one interpretation of it, through a procedure of modelling, it is arrived to the definition of a series of systems: water, geo morphologic, of the natural landscape, historical and of the landscape, human settlement, naturalistic of the protected areas; reported among them, that reflect the same reality and its relationships.

Analysing therefore the single systems and reporting each other to a predetermined historical moment (time t_0), are noticed for all the environmental components both the last state and the possible tendency to the variation, in such way that, supposing the congruence between behaviour future and behaviour passed of a component date, can be determined its progress in terms of variation. It appears evident that every component will be susceptible to acquire aspects and different values according to the analysed system and will be characterised therefore through of the specific indicators that will be measured in operation of their location, those "spokesman" that, having the ability to reassume in values or limited judgements complex and impossible to formalise situations, are also able to activate themselves modifying their state in the moment in which they had to receive an impact: indicators (receptors). The analysis of the territory for systems conducts, apiece of them, to the individualisation of parts of territory with characteristics of congruity: territorial unity; parts of territory characterised by the same level of quality or of attitude to the relations towards the system in examination. Two types of territorial unity have been defined: *micro areas*, represent that punctual elements or those areas of small dimension that inside the system assume some aspects of particular criticality; *macro areas*, are parts of territory wider than are characterised by the presence at the same time to their inside of critical areas, of prevailing characteristics and of synergetic relationships between the varied used indicators. The application of this procedure implicates the realisation of a System Informative Territorial S.I.T. for the harvest, elaboration and communication of the information, departing from the acquisition of the data on the existing environmental reality. The use of thematic papers, their overlap (overlay mapping) and the analysis of the correlations between the varied examined sectors are finalised to the creation of a cognitive picture of the initial situation, starting point of following elaborations aiming to a continuous control of the territorial and planning variables. The structure of the S.I.T. it has to be first of all realised related to an amplest environment of which the analysed one is part, keeping track of the possible geo-economic

differences that will compete to define its sensibility, function of the level of vulnerability and criticality, intending for vulnerability the ability to contain or not a pressure practised by the outside on a macro-system of which is not known previously the way of answer and for criticality the values and the way of answer suggested by the behaviour of the indicators. Other character is the duration of the control: a project can have effects of brief, middle, long period, from which comes down the necessity of an architecture of continuous updating of the system.

Programmatic picture

Is developed the analysis of the aspects that bring to the definition of the actuality and the motivations of the project of plan. The environmental vision of the problems is including in the optics of the planning and the territorial economic planning, and it acquires one space in the case in which the local government owns technical tools and of environmental planning. The Picture of reference programmatic furnishes the cognitive elements on relationships between the capacity of planning of the plan and the actions of programming and territorial and sectorial planning in action and of verification relational and of coherence. The contents of the picture concern description of the plan in relationship to the states of realisation of the tools territorial planners and of sector; description of the relationships of coherence of the plan with the objectives pursued by other tools planners; indication of the times of realisation of the intervention and the possible infrastructures to service and complementary. The picture describes besides actuality of the plan and motivation of the possible changes brought after its aboriginal conception; possible discords of forecast contained in the separate programmatic tools interested from the plan and from the interventions.

Projectual picture

Individualise the relationship between the anticipated and projected work inside the territory of reference and the planning address of the PTGP: individualisation of the actions of planning and planning that foresee the works; description of the relationships of coherence of the project with the objectives pursued from the plan; precise definition of possible discords; realisation feasibility of the projects; evaluation (technical parameters, economic parameters, environmental parameters).

The second phase of a systemic procedural iter consists in defining and representing the situation of reference *post – operam*

Programmatic picture

Definition of the intervention: analysis of existing sector plans; individualisation and position of the programs of intervention in comparison to the aforesaid plans; verification in comparison to the planning of superior order; verification of the actuality, of the motivations of the intervention and the effects for the missed realisation; verification of the technical-economic feasibility; economic analysis costs – benefits; formulation of the technical standards; individualisation of the technical and economic parameters for the comparison of the alternatives;

The objectives of this phase can be reassumed in the identification of the purposes and of planning characteristics of the intervention, and of the different possible alternatives related to the location.

Environmental picture

Construction of the environmental scenery: individualisation of the environmental components involved in the project; definition for every components aforesaid of the criterions and of the parameters from to assign to the functionalities and the objectives; individualisation of the micro-areas; definition of the macro-areas for every component individualised ;definition of the sensibility of the macros areas and of the relative risk of alteration related to the plan;

Projectual picture

It will be necessary to individualise the actions of project and to correlate them with the phases of construction and the constructive typologies that produce them through the technical analysis of the intervention. This last is particularly important for the definition of the effects on the environment, there are certain impacts and potential impacts: the first are function of the environmental parameter that individualises it, the character of criticality already expresses enough information to quantify the impact because inside the definition of criticality stays defined the level of preclusion or incompatibility to the use of the area for other purposes; the second it is reported to areas of territory rather ample and from the point of view of the environmental characteristics it is object of aggregations that express its propensity to the risk. The impact can be quantified through a matrix of correlation between the degree of propensity to the risk and the generating typologies of actions foreseen by the intervention. The final choice could be realised or with logical and deductive criterions using descriptive systems of the considerations effected on the different problem list that determine it, or with decisional procedures more technical than can give rather rigid results and therefore not suited for the negotiation.

The hypothesis of zero degree

This way of progress allows to include besides, as case limit of the equilibrium between optimisation and satisfaction, the hypothesis of not intervention, meant not only from the protectionist or conservative point of view, but as a real solution of better equilibrium between the considered factors. The procedure will be able to guarantee this choice in the measure in which the pre-suppositions of capacity of run the whole process through again will be respected (transparency).

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