



# A STRATEGY FOR “INNER AREAS” IN ITALY

Fostering growth through Inner Areas development

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- ❖ **Political Input:** 2012 the Monti's Minister for Cohesion Policy asks for a special action in favor of many small municipalities loosing population
- ❖ **Consensus of three Governments** (Monti, Letta e Renzi);
- ❖ The Strategy is negotiated between State, Regions, (Provinces) and Municipalities (June 2013); introduction in the Partnership Agreement (Horizontal Strategy, demography action) with the European Commission;
- ❖ Financial Allocation within **the National Financial law** (Legge di Stabilità) **2014**
- ❖ It becomes one of the relevant actions of the **Nation Plan of Reform** (2014; 2015 and 2016)
- ❖ Financial Allocation within **the National Financial law (2015 and 2016)**
- ❖ EC/EU Territorial Cohesion Objective, European Parliament Special Action on Rural Urban linkages ; OECD Rural Working Party

***Recognition of the Policentric character of the Country (many small cities networks)***

***Overcoming Rural Urban dichotomy***

# Inner Area: what does it mean?

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Inner Areas are those territories characterized by

- ❖ a NOT adequate offer of/access to essential services to assure citizen's rights;
- ❖ being rich in natural assets (water resources, agricultural systems, forests, natural landscapes) and cultural resources (archaeological settlements, abbeys, small museums, craft centres);
- ❖ low population density;
- ❖ often: high seismic risk.

In Italy inner areas covers almost the 60% of the whole national territory embracing about the 23% of its total population and more than 4000 municipalities

# Methodology to identify Inner Areas

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'Service Centers' have been defined as those municipalities that offer

- an exhaustive range of secondary schools;
- at least a 1st level DEA (highly specialized) hospital;
- at least a 'Silver - type' railway station (*RFI*).

**NO DEMOGRAPHIC CRITERIA HAVE BEEN APPLIED**

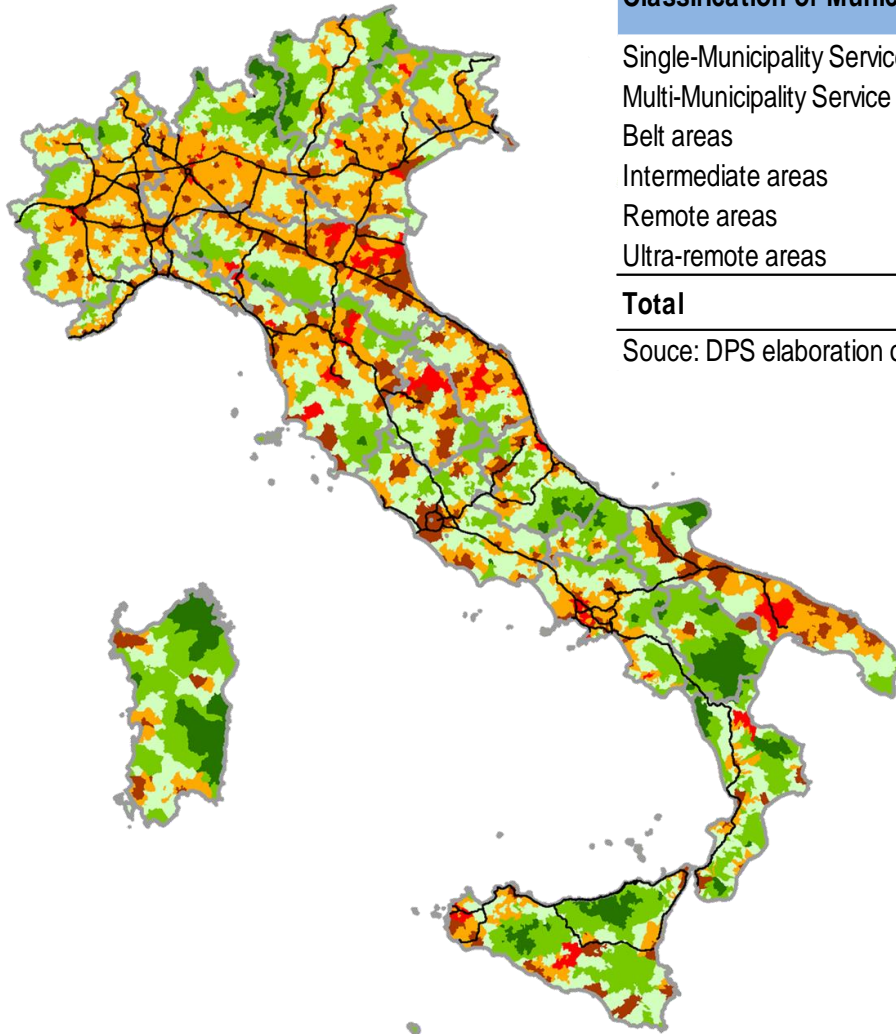
Areas have been mapped according to the distance (travel-time) from these 'Service Centers' as:

- 'Belt' areas – up to 20 minutes far from the centers;
- 'Intermediate' areas – from 20 to 40 minutes;
- 'Remote' areas – from 40 to 75 minutes;
- 'Ultra - remote' areas – over 75 minutes far



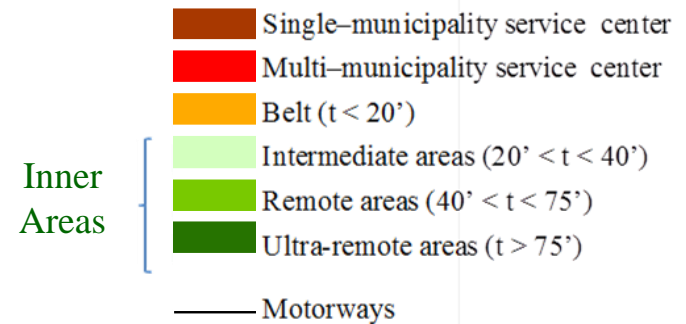
**Inner Areas**

# Italy's Inner Areas



Classification of Municipalities	N.	%	Average elevation	Population	%	KM <sup>2</sup>	%
Single-Municipality Service Center	217	2,7	148	20.983.786	35,3	28.948	9,6
Multi-Municipality Service Center	122	1,5	195	2.986.161	5,0	8.606	2,8
Belt areas	3568	44,1	219	22.135.047	37,2	83.982	27,8
Intermediate areas	2360	29,2	399	8.832.422	14,9	88.187	29,2
Remote areas	1522	18,8	601	3.812.271	6,4	72.829	24,1
Ultra-remote areas	303	3,7	666	684.057	1,2	19.521	6,5
<b>Total</b>	<b>8092</b>	<b>100,0</b>	<b>358</b>	<b>59.433.744</b>	<b>100,0</b>	<b>302.073</b>	<b>100,0</b>

Source: DPS elaboration on Istat - Census 2011



**60% of national territory**  
**4.000 municipalities**  
**23% of total population**  
**65% mountain municipalities**

# Italy – Percentage of population aged 65 and over - 2011

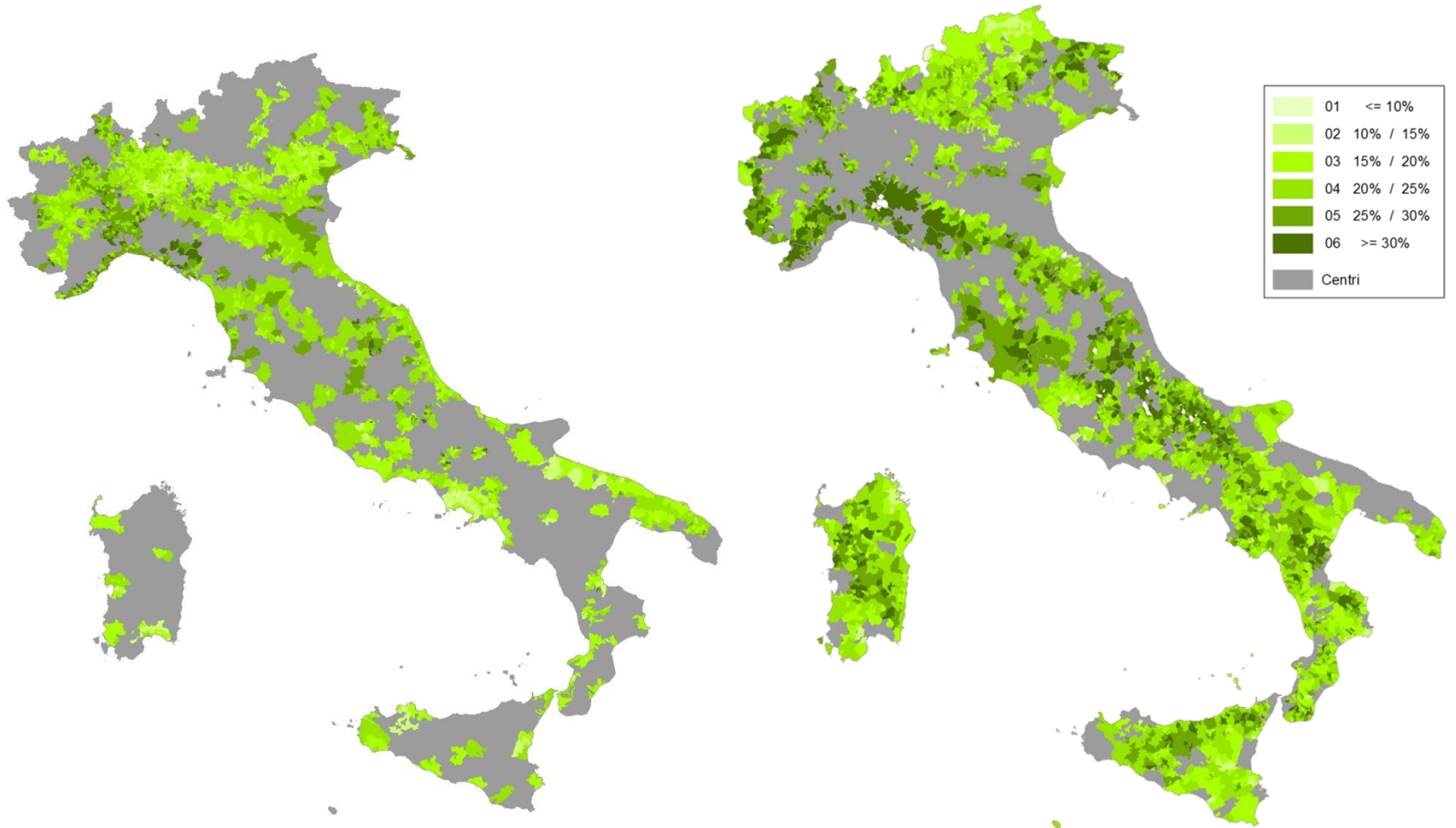
<b>Centers</b>	20,7%
<b>Inner Areas</b>	21,2%
<b>ITALY</b>	20,8%

## INNER AREAS

■ Service centers and belt areas

## SERVICE CENTERS AND BELT AREAS

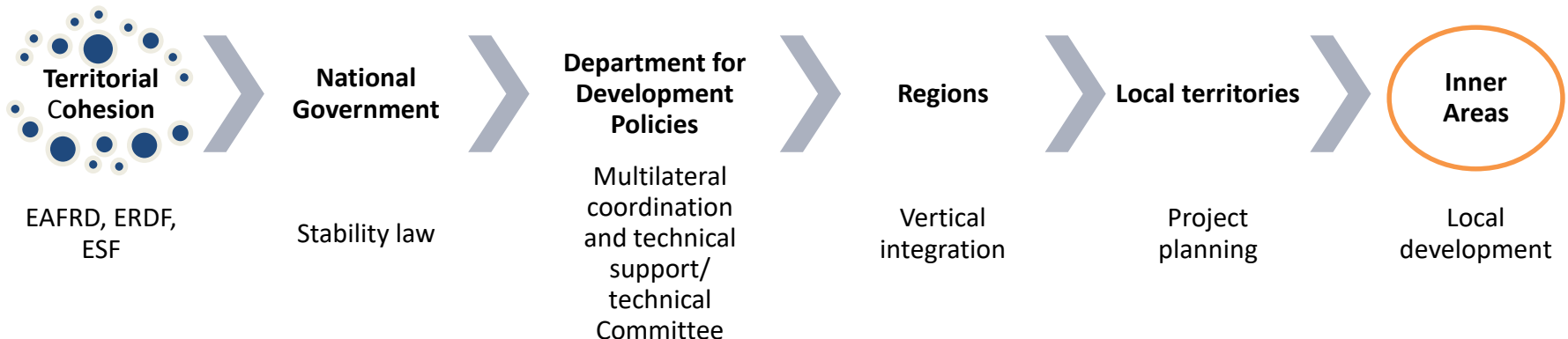
■ Inner Areas



# Why an Inner Areas National Strategy?

- ❖ To give true content to the EU Cohesion Policy Territorial Objective;
- ❖ To overcome the rural- urban dichotomy;
- ❖ To empower territories and people to restore growth and wellbeing over marginalized areas, recognizing their **diversity**
- ❖ To recover non-valorized natural and cultural assets, reducing territories' depopulation and consequent abandonment costs;

## Ultimate Goal: Reinforce Inner Areas demographic structure



# Inner Areas Strategy\_ INNOVATION

## 5 main innovation

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- ❖ National dimension and multilevel governance (Centers – Regions – municipalities and inter municipalities cooperation)
- ❖ In the project areas – **at the same time** - services improvements (mainly through national policy) and investments in selected development factors (energy; agriculture; crafts; cultural heritage; - ***regional policy-***)
- ❖ Multi-fund attitude (EAFRD, ERDF, ESF and National Funds)
- ❖ Participatory approach to local development
- ❖ Municipalities Associations



# *Inner Areas National Strategy method*

The Technical Committee along with Regions analyze Inner Areas through a desk and a field analysis process



Quantitative data and qualitative information are used to identify and select weakest inner areas



Each selected area define its local development strategy



A local development strategy is an integrated path aimed to development and growth



It is based on local essential services improvements and local development projects support

# Open Method & criteria for Area Selection

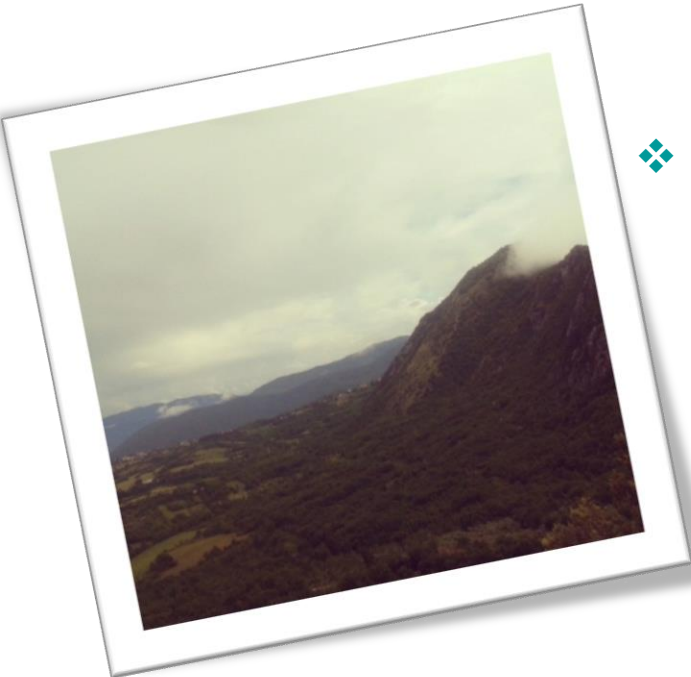
## Two - step assessment process:

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### ❖ Desk analysis (Inner Areas Open Kit)

Each pre-selected area is thoroughly analyzed with respect to a series of **demographic and socio-economic parameters:**

*e.g. Population losses and demographic structure, Utilized Agricultural Area (UAA) trends, deforestation, hydrological risk, entrepreneurship, tourism and cultural heritage, quality of education, mobility and health services, Digital Divide*



### ❖ Field analysis (National Committee's visits to pre-selected areas)

A number of focus groups are organized at local level aiming at “meeting territories” *e.g. local authorities, mayors, public officers in charge of services delivery, School Directors, teachers, students, Hospital managers and doctors....*

# Inner Areas' Selection Criteria

*The Open Inner Areas method*

over 100 indicators and filed work to individuate

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- ❖ Territories with people living mainly in Inner areas
- ❖ Inner Areas losing populations
- ❖ Inner Areas with consistent elderly characteristics
- ❖ Inner Areas with good project Implementation capacities
- ❖ Inner Areas with strong local leadership and municipalities capacities to work in association

# Inner Areas focus group

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Focus group is organized by the Italian Committee on Inner Areas in collaboration with Regions and local territories. On average it lasts 3 hours organized as follow:

4 sessions: local development, healthcare services, education, transport services;

16 speakers: 3 local actors + 1 expert from relevant Ministry each session.



A typical session focused on local healthcare system

- ❖ 1 speaker from the Ministry of Healthcare \_ Directorate General health services
- ❖ 1 Chief medical officer representing local healthcare system
- ❖ 1 Social Care Supply Worker
- ❖ 1 NGO or ONLUS member or chief

..... *Discussing and analysing the OPEN KIT data on healthcare local services*

# Fieldwork

working with stakeholder to develop Strategy Area



*Tavolo di lavoro socio-sanitario*



*Tracciano sentieri per le Mountain Bike*



*Tavolo di lavoro TPL: in pullman per toccare con mano insieme agli attori rilevanti la questione trasporti*



*Focus Group 2 di discussione sul preliminare di strategia*

# Selected project-areas



At present, selected areas within the Strategy:

- ❖ are 66, total resident population of 1.896.000; around **1000 municipalities**;
- ❖ **85% are mountain municipalities**;
- ❖ 3% of the total national population, 55% of which live in remote and very remote areas; cover 16% of the national territory. Strong population **decrease**;
- ❖ are composed by an **average of 15 municipalities**, with around 29.000 habitants each;

# What's next?

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Development in practice:

Once the selection process is concluded, determining which areas will participate to the National strategy as projects one, those start out a planning process aimed to define its “local development strategy”.

A good *local development strategy* has the following characteristics:

- ❖ It starts from local needs and available assets;
- ❖ It identifies the general long run development “vision” of each areas, defining how to escape from its negative development trends;
- ❖ It operates through local development projects and essential services improvements
- ❖ It is built on local stakeholders active engagement (active citizens, entrepreneurs, institutions.....)

# The conceptual framework: a place-based approach

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## 1) Citizens, vision and heated debate

- ❖ The identification of boundaries of project-areas (“places”) is neither top-down nor bottom-up but top-down-bottom – regions are helped to Plan (**co-decision**)
- ❖ The top contribution is the preliminary identification of the citizens’ obstacles to live the life they would like to live (substantial freedom) in education, health and care, mobility.
- ❖ Both at this stage and later in the process, “**rights**” and “**growth**” are addressed simultaneously.
- ❖ The process does not start from projects but from “**persons**”/citizens: they are asked to conceive a vision of the place for the future and a “way out” from the present state;
- ❖ Throughout the process, a participatory approach is implemented based on a heated, open, informed and reasonable **debate**.

## 2) Local ownership and a New Central Reinforced Role

- ❖ Responsibility is entrusted to coalitions of Municipalities’ majors (of the project-area), each of them choosing a leader
- ❖ The national team is highly pro-active, taking part on the field in all stages of Strategy-building, putting on the ground information, promoting working methods, and often acting as a “destabilising force” vis-à-vis the local conservative elite;
- ❖ Interventions are finally approved in an Agreement signed by the project-area’s leader, the Region and the National team.



### 3) Territorialising and integrating sectoral policies

- ❖ Education, health-welfare and mobility policies – to address “rights” - are designed simultaneously with policies to promote growth and employment (agriculture, tourism, culture) Inner Areas with consistent elderly characteristics;
- ❖ Financial resources for “rights” (about 4 mln euros for each area) come from the national budget and are targeted to experimental actions which will be made permanent if proved successful;
- ❖ Financial resources for “growth” (on average three times as much) come from all four Regional EU structural funds for 2014-2020;
- ❖ The National team is made of functionaries of all sectoral administrations (“embedded territorial units”) and external project experts (in different fields) selected for this task.

### 4) Expected results

- ❖ **Outcome indicators** are produced by the national team to orient the vision and the action;
- ❖ Each area decides its own **Outcome Indicators**
- ❖ The final strategy must point to expected **results measurable by indicators** and resources are destined to measurement and evaluation.

### 5) Democratic experimentalism

- ❖ The “rules of the game” are written as steering principles which can be adjusted while more knowledge comes on board (avoiding procedural traps);
- ❖ The whole Strategy is conceived by its actors as a **learning process**.

# How do we monitor results?

– an example–

Result Indicators to measure healthcare improvements:

Actions:

Reduce the time (in minutes) between the start of the telephone call to the monitoring station and the arrival of the first rescue vehicle on site



Increase transport organization and efficiency that influences inhabitants' access to healthcare services

Increase in the percentage of population aged 65 and over treated in Integrated Home Care (ADI)



Promote social inclusion, fight poverty and all forms of discrimination

Increase the specialist outpatient - Services provided x 1000 residents



Increase/qualification of care services and of health and social service infrastructure

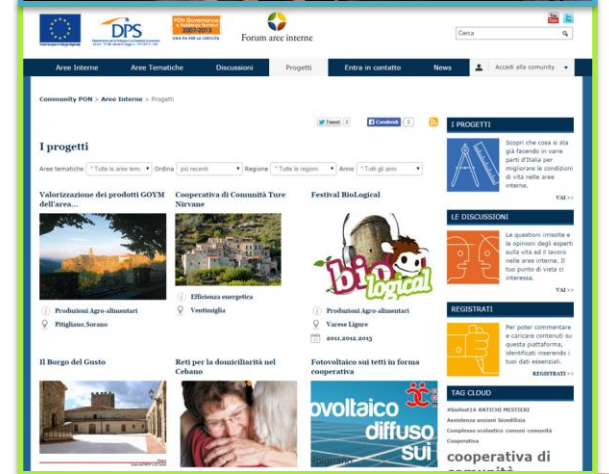
# How we do communicate?

Our first way to communicate with territories are focus group.

At the end of the selection process, we share all relevant process documents through a dedicated website : <http://www.agenziacoesione.gov.it/it/arint/index.html>

In here we report:

- ❖ Each meeting report and the field mission programme
- ❖ An in depth analysis of each essential service considered (healthcare, education and transport) produced by the competent Ministry
- ❖ The “ final Investigation report” produced by the Technical Committee on the analysed regional inner areas
- ❖ The OpenData Kit, made by a comma-separated values (CSV) file and a general guide to all the 100 indicators used in the selection process



# Conclusion

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So far the Committee has approved:

- ❖ 4 “Strategy” (Valtellina, Valchiavenna, Appenino Basso Pesarese e Antola Tigullio)
- ❖ 18 «Preliminary Strategy” (Abruzzo, Basilicata, Campania, Friuli, Marche, Molise, Lombardia – 2-, Liguria, Sardegna, Toscana, Valle d’Aosta, Umbria, Piemonte, PA Trento, Veneto, Puglia, Sicilia)
- ❖ 22 «Strategy draft”

## **critical issues:**

- 1) Hard balancing between two opposite risks: not destabilising (or even legitimising) the existing “conservative elites”; disrupting the local order with no way out to rebuild it;
- 2) Local administrative capacity (especially in designing projects) and scarcity of truly high level technical assistance;
- 3) The pressure for quick-fix, even at national level, puts such Long-term Strategy at risk of being hurried or discontinued;
- 4) Difficulty in using “Result indicators” as guiding tools for policy design and implementation.

Bojano\_Molise

