

Long-term and Cross-cutting Issues in European Governments and Parliaments

Italy / Italy-Tuscany

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Preface

This country/regional report is one part of a comprehensive report presenting the results of an inquiry concerning the institutions, methods and procedures used by governments and parliaments throughout Europe for dealing with long-term and cross-cutting issues. The study was conducted by the *EURES institute* on behalf of the *Office for Technology Assessment of the German Parliament (TAB)*.

Especially the concept of `Sustainable Development` requires a long-term and cross-cutting perspective. Therefore governments and parliaments in many countries are looking for new approaches to deal with these issues. In this context the project aimed at collecting a wide range of information about the institutions and the methods used by them for tackling long-term and cross-cutting issues.

Consequently, this report can also be used as a handbook. It should foster an international exchange of information and experiences concerning these questions. We are confident that the provided information is of practical use for organisations and experts involved in long-term and cross-cutting issues. Unfortunately some parts of the report exist only in a German version. A desirable complete English translation would require to find a source for additional funding

This country/regional report contains:

- Both a brief country profile and a regional profile (Kurzbericht) concerning (a) the general political framework (political system and political culture) and (b) a summary of the way the country/region basically tackles long-term and cross-cutting issues (German)
- A country study as well as a regional study on long-term and cross-cutting issues prepared by national experts (English)
- A compilation of detailed characterisations of long-term and cross-cutting institutions within the country/region (English)

More information both concerning the project and the other parts of the report is provided on <http://www.eures.de/r38>.

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8 Italien / Italien-Toskana

Fläche (Italien):	301.323 km ²
Einwohner (Italien):	57.563.000
Bruttosozialprodukt je Einwohner (1997) in US\$ (Italien):	20.170

8.1 Kurzbericht

8.1.1 Übersicht

Für Italien wurde im Rahmen dieser Untersuchung neben der nationalen auch die regionale Ebene – namentlich die Toskana – analysiert.

Die italienische Demokratie befindet sich momentan in einer dynamischen Phase der verfassungsrechtlichen und institutionellen Umstrukturierung. Trotz zahlreicher Reformen im Zuge der Konsolidierung der „Zweiten Republik“ ab 1992 ist das politische System auf nationaler Ebene nach wie vor von einem hohem Maß an Instabilität, Kurzfristorientierung und Fragmentierung gekennzeichnet. Die Befassung mit Langzeit- und Querschnittsfragen ist vergleichsweise schwach institutionalisiert und wenig innovativ.

Demgegenüber bietet die regionale Ebene ein anderes Bild. Die Dezentralisierung und Föderalisierung des Landes ist seit langem ein wesentlicher Bestandteil der Reformvorschläge. In den 90er Jahren haben sich die politischen Kompetenzen und Handlungsmöglichkeiten der regionalen Ebene in Italien schrittweise vergrößert. Die Toskana hat auf diese Tendenz mit einer innovativen Gestaltung der regionalen Politik geantwortet. Das `Regional Development Programme` ist auf die Anforderungen einer nachhaltigen Entwicklung ausgerichtet und weist eine explizite Querschnittsperspektive auf.

Das Beispiel der Toskana macht deutlich, dass die regionale Ebene besonders günstige Voraussetzungen für die Verwirklichung von Netzwerkbildung, Kooperation und Partizipation aufweist. Es scheint, dass Langzeit- und Querschnittsfragen hier bei weitem effektiver angegangen werden können als auf nationaler Ebene.

8.1.2 Der politische, kulturelle und institutionelle Kontext¹

Demokratietypus:	Konsensuell
Staatsoberschaupt/ Regierungssystem:	Staatspräsident / Parlamentarische Demokratie
Partizipation ges. Interessen / Politikstil:	Pluralismus / Konfliktorientiert
Direktdemokratische Elemente:	Volksbegehren und Volksentscheid (mit aufhebender oder aufchiebender Wirkung) auf nationaler Ebene
Staatsaufbau / Stellung der subnationalen Ebenen:	Unitaristischer Staatsaufbau / beschränkte Eigenständigkeit der regionalen und kommunalen Ebene; Reformdebatte in Richtung verstärkter Föderalisierung
Politische Kultur:	Territoriale, wirtschaftliche und politische Fragmentierung; Vorherrschen regionaler Identitäten, Skepsis gegenüber dem Nationalstaat

Politisches System

Seit dem Inkrafttreten der Verfassung von 1948 und der damit getroffenen Entscheidung Italiens für eine demokratische Republik ist die Politik des Landes durch zahlreiche Instabilitäten geprägt. Die Notwendigkeit, die Schwachstellen des politisch-administrativen Systems zu korrigieren ist seit den 70er Jahren parteiübergreifend anerkannt. Ein Prozess, über notwendige Verfassungsreformen das politische System effektiver und handlungsfähiger zu machen, wurde 1992 eingeleitet und markiert den Übergang zur sogenannten „Zweiten Republik“. Die weitgehende Selbstblockade des polarisierten Parteiensystems hat jedoch bis heute grundlegende verfassungsrechtliche Reformen verhindert.

Italien verfügt – im internationalen Vergleich einzigartig – über ein gleichberechtigtes Zweikammer-System. Mit anderen Worten, beide Kammern des Parlamentes (Angeordnetenhaus und Senat) sind im Gesetzgebungsprozess gleichrangige Organe. Das ursprüngliche Verfassungsmotiv, mit dieser Konstellation ein weiteres Verhandlungselement und damit eine rationalere Gesetzgebung zu gewährleisten, ist jedoch weitgehend enttäuscht worden. Vielmehr hat der „Bicameralismo Perfetto“ in weiten Teilen zu Zeitverlusten und parteitaktischen Verzögerungen oder Blockaden wichtiger Gesetzesvorhaben geführt. Zentraler Grund hierfür ist die starke Fragmentierung und Polarisierung des italienischen Parteiensystems bis in die jüngste Zeit hinein. Regierungen hatten unter diesen Bedingungen in der Regel keine stabilen parlamentarischen Mehrheiten und waren in den meisten Fällen von überaus kurzer Lebensdauer². Der Zwang zu parteiübergreifender Kompromissfindung (*konsensuelle Demokratie*) ist dabei mit einer sehr geringen politischen Effektivität verbunden – man spricht in diesem Zusammenhang auch von der „Schwerregierbarkeit“ Italiens.

Verstärkt wird diese Tendenz noch durch die verfassungsrechtliche Anlage der Exekutive: Die Regierung wird nicht durch einen starken Ministerpräsidenten zusammengehalten; dieser fungiert im Kabinett lediglich als „primus inter pares“ und verfügt über keinerlei Richtlinienkompetenz. Interministerielle Koordination und abgestimmtes Regierungshandeln wird vor dem Hintergrund einer sehr heterogenen Regierungszusammensetzung so zusätzlich erschwert. Dennoch haben die zumeist instabilen und kurzlebigen Regierungen bislang ein gewisses Maß an politischer – v.a. außenpolitischer - Kontinuität an den Tag gelegt, gewährleistet in erster Linie durch die bis 1994 ununterbrochene Regierungsbeteiligung der Christdemokraten. Um den langwierigen und häufig blockierten parlamentarischen Gesetzgebungsprozess zu umgehen, haben die Regierungen insbesondere seit den 70er

¹ Vgl. im folgenden v.a. Länderstudie Italien; Länderstudie Toskana; (Trautmann 1999).

² Die Regierungen von 1945 bis 1994 regierten im Durchschnitt weniger als ein Jahr.

Jahren das Mittel der quasi-gesetzgeberischen Regierungsverordnung („*decreti legge*“) ausgiebig genutzt. Obgleich diese gesetzgeberische Möglichkeit von der Verfassung nur für besondere Not- und Dringlichkeitssituationen vorgesehen ist, hat sie zu einer gewissen exekutiven Handlungsfähigkeit (auf Kosten der demokratischen Gewaltenteilung) geführt.

Die gesellschaftliche Interessenartikulation ist in Italien, analog zum Parteiensystem, stark fragmentiert und zersplittert – mithin *pluralistisch*. Der Konflikt zwischen Gewerkschaften und Arbeitgebervertretern wurde lange Zeit konfrontativ ausgetragen. Erst in den 80er und 90er Jahren entwickelte sich zunehmend eine kooperative Form der Konfliktaustragung. Grundsätzlich ist der italienische *Politikstil* jedoch eher als *konfliktorientiert* zu bezeichnen.

Verfassungsrechtlich hat Italien keine ausgeprägte föderalistische Tradition. Die Verfassung bestimmt den Staat als *unitaristisch* mit subnationalen Verwaltungseinheiten und einer weitgehenden kommunalen Selbstverwaltung. Im Zuge grundlegender Reformbemühungen seit den 70er Jahren wurde jedoch auch die Dezentralisierung und Föderalisierung des Landes zu einem wichtigen Thema und in Teilen gesetzlich umgesetzt. Insbesondere der 1992 gestartete Reformprozess der „Zweiten Republik“ hat diese Forderungen nach oben auf die politische Agenda befördert. Das 1997 verabschiedete Gesetz Nr. 59 stellt einen zentralen Schritt in Richtung Dezentralisierung und größere Eigenständigkeit der Regionen dar. Italien befindet sich somit im Hinblick auf den Staatsaufbau in einem dynamischen Prozess.

Die subnationale Konstellation Italiens unterscheidet dabei auf der regionalen Ebene zwischen „normalen“ Regionen und Regionen mit Sonderstatus. Letztere wurden zwischen 1946 und 1963 institutionalisiert und verfügen über ein höheres Maß an politischer Autonomie. Die (15) „normalen“ Regionen wurden in den 70er Jahren etabliert und mit administrativen Zuständigkeiten ausgestattet – so auch die Region Toskana.

Die Provinzen und Kommunen sind als Selbstverwaltungsinstanzen von der Verfassung anerkannt, gleichwohl agiert parallel auch der Zentralstaat auf diesen Ebenen. Teil der in Italien anhaltenden Reformdebatte ist die weitergehende Föderalisierung des Landes. Vorschläge hierzu sind u.a. Transformation des `Senats` in eine Vertretung der Regionen sowie die Schaffung größerer finanzieller Spielräume für die Regionen. Die bislang tatsächlich durchgeführten Reformen bleiben hinter diesen Ansätzen jedoch noch weit zurück.

Politische Kultur

Die politische Kultur Italiens ist geprägt durch eine jahrhundertelange Fremdherrschaft und eine damit verbundene territoriale, kulturelle und politische Zersplitterung des Landes. Die in dieser Zeit entstandenen regionalen Identitätsmuster waren über die – späte - Staatsgründung 1861/71 hinweg stabil und sind es bis heute. Folge dieser historischen Entwicklungen ist ein weitverbreitetes Misstrauen der Italiener dem Zentralstaat gegenüber und ein Vorherrschen der regionalen Identitäten. Hinzu kommt ein wirtschaftliches, soziales und politisches Nord-Süd-Gefälle, das bis heute nicht überwunden werden konnte. Vor diesem Hintergrund hat sich ein starker zentrifugaler Druck, bis hin zum offenen politischen Separatismus, herausgebildet, der den italienischen Staat vor massive Herausforderungen stellt.

Somit ist Italien in sozialer und wirtschaftlicher Hinsicht extrem heterogen; die nationalen politischen Institutionen sind fragmentiert und polarisiert und bilden damit nur bedingt eine einheitliche nationale Klammer. Viel hängt vom Erfolg der verfassungsrechtlichen Reformbestrebungen der „Zweiten Republik“ ab.

8.1.3 Der Umgang mit Langzeit- und Querschnittsfragen³

Entwicklung

Italien

Ein erster Schritt im Hinblick auf eine Langzeitorientierung der nationalen Politik *Italiens* wurde im Verlauf der Energiekrisen in den 70er Jahren und in deren Folge getan. Vor dem Hintergrund einer starken Energieabhängigkeit des Landes wurde die Notwendigkeit einer längerfristigen Energieplanung gesehen. Ergebnis waren die `Nationalen Energie-Pläne`, die einen mittleren Zeithorizont umfassten, jedoch keinerlei Querschnittsorientierung aufwiesen. Der letzte Energieplan wurde 1988 verabschiedet.

Die Etablierung des Leitbildes „Nachhaltige Entwicklung“ nach 1992 markierte daraufhin eine weitere Stufe einer gewissen Langfrist- und Querschnittsorientierung. So wurde 1993 der von einer Ad-Hoc-Kommission - der `Commissione per L`ambiente Globale` (Global Environment Commission) - erarbeitete `Nationale Nachhaltigkeitsplan` verabschiedet. Dieser kann im italienischen Kontext insofern als durchaus innovativ bezeichnet werden, als er ein großes Spektrum an politischen und gesellschaftlichen Akteuren einbezog und ein weites Themenfeld abdeckt. Letztlich sind die verschiedenen thematischen Aspekte jedoch weitgehend isoliert voneinander behandelt worden. Der nationale Nachhaltigkeitsplan hat somit kaum integrierenden Charakter.

Ein ähnlicher Konsultationsprozess wurde auch 1998 zur Erarbeitung von Klimaschutzmaßnahmen zur Erfüllung der Kyoto-Vereinbarungen in die Wege geleitet. Analog zu den `Nationalen Energie-Plänen` wurde dieser Prozess im Kern gesteuert und koordiniert durch das `Comitato Interministeriale per la Programmazione Economica`, CIPE (Interministerial Committee on Economic Planning), einem Abstimmungsgremium der Wirtschafts- und Finanzministerien. Beteiligt waren jedoch zahlreiche weitere Akteure.

Jüngst ist vom italienischen Umweltministerium die Initiative zur Entwicklung eines zweiten `Nationalen Nachhaltigkeitsplan` ausgegangen. Gleichzeitig wurde innerhalb des Umweltministeriums eine spezielle Abteilung für nachhaltige Entwicklung ins Leben gerufen.

Italien-Toskana

Bis in die 90er Jahre hinein war der Umgang mit Langzeit- und Querschnittsfragen auf regionaler Ebene stark limitiert durch den begrenzten administrativen Handlungsspielraum der Regionen, Provinzen und Kommunen. Der Zentralstaat agierte über seinen parallelen Verwaltungsapparat (auf regionaler, provinzieller und lokaler Ebene) in erster Linie hierarchisch steuernd nach dem „Command and Control“-Muster.

Ab 1990 erweiterten verschiedene nationale Gesetze (insbesondere das Gesetz Nr. 59/97 und Nr. 127/97) die politischen und finanziellen Handlungsmöglichkeiten der subnationalen Ebenen. Auch die Regionen verstärkten ihre Bemühungen um erweiterte politische Kompetenzen. Wie bereits erwähnt wurde die Dezentralisierung und Föderalisierung des Landes ein zentraler Aspekt innerhalb der italienischen Reformdebatte. Gleichzeitig stärkte die Europäische Union in großem Maße die italienischen Regionen als Adressaten ihrer Regionalpolitik.

Die Toskana reagierte auf diesen Trend in Richtung Subsidiarität mit eigenen (legislativen) Bemühungen, die letztlich wiederum die nationale Ebene beeinflusste. Die neuen Möglichkeiten, die die EU-Regionalpolitik bot, wurden bei der Erarbeitung des `Regional

³ Vgl. im folgenden v.a. Länderstudie Italien; Länderstudie Toskana.

Development Programme` 1992/1994 offensiv genutzt. Dieses weist eine explizite Querschnittsorientierung auf und ist als innovativer integrierender Ansatz – insbesondere im italienischen Kontext - zu werten. In der Folge wurden weitere regionale Initiativen im Hinblick auf Langzeit- und Querschnittsfragen in der Toskana ergriffen. Hierzu zählen die Integration von Umweltbelangen in die Raumplanung, gesetzliche Bestimmungen zur Umweltverträglichkeitsprüfung oder die Unterstützung und Forcierung von regionalen und lokalen Agenda 21-Bemühungen.

Das aktuelle `Regionale Entwicklungsprogramm` 2001/2005 schließlich ist an den Anforderungen einer nachhaltigen Entwicklung ausgerichtet. Ziel dabei ist, sowohl die horizontale Integration als auch die vertikale Kooperation der verschiedenen administrativen Ebenen in diesem Programm zusammenzuführen.

Gesellschaftliche Akteure

Eine Bewertung der zentralen gesellschaftlichen Akteure bezieht sich in erster Linie auf den nationalen Kontext und ist in dieser Form nur sehr eingeschränkt auf die regionale Ebene übertragbar. Die tabellarische Bewertung der Relevanz der gesellschaftlichen Akteure sowie die Einschätzung des Interesses gesellschaftlicher Gruppen an Langzeit- und Querschnittsfragen ist daher nur auf Gesamt-Italien bezogen.

Italien

Relevanz der gesellschaftlichen Akteure im Hinblick auf Langzeit- und Querschnittsfragen

Nationales Parlament	●
Nationale Regierung	● ●
Medien / Öffentliche Debatte	● ● ●
Forscher und Forschungsinstitutionen	● ●
NGOs	● ● ● ● ● ●
Unabhängige Stiftungen / Think Tanks	● ●
Wirtschaft	●
Gewerkschaften	●
Regionale Regierungen und Institutionen	● ●
Europäische Union	● ●
OECD	●
Weltbank	
andere internationale Organisationen	● ● ●

Bewertung: Giuseppe Onufrio

Interesse gesellschaftlicher Gruppen an Langzeit- und Querschnittsthemen

	<i>Umweltthemen</i>	<i>Soziale Entwicklungen</i>	<i>Technologische Entwicklungen</i>	<i>Strukturelle ökonomische Entwicklungen</i>	<i>Nachhaltige Entwicklung (integrierter Ansatz)</i>
Öffentlichkeit	● ● ●	● ● ●	● ●	●	●
Forschung	● ●	●	● ● ●	●	● ●
Parlament	●	● ●	●	●	●
Regierung	● ●	● ● ●	● ●	● ● ●	● ●

Bewertung: Giuseppe Onufrio

Die institutionelle Reaktion auf Langzeit- und Querschnittsfragen ist innerhalb des politischen Systems auf nationaler Ebene offenbar überaus schwach. Weder die Regierung noch das Parlament geben maßgebliche (institutionelle) Impulse im Umgang mit diesen Fragen. Dieser Befund überrascht jedoch im Lichte des politisch-institutionellen Kontextes in Italien nicht.

Dagegen scheinen NGO`s in diesem Bereich eine wichtige gesellschaftliche Triebkraft zu sein.

Insgesamt drückt sich hier zum einen die beschränkte Handlungsfähigkeit der politischen Institutionen auf nationaler Ebene aus, zum anderen wird die grundlegende Skepsis und das Misstrauen gegenüber dem Nationalstaat deutlich.

Italien-Toskana

Wichtige Akteure in Bezug auf Langzeit- und Querschnittsfragen auf der Ebene der Toskana sind zum einen natürlich die regionalen politischen Institutionen sowie die Verwaltungsinstanzen. Besondere Bedeutung haben verschiedene administrative Behörden, wie bspw. `Regionale Umweltbehörde` (Regional Agency for Environmental Protection), die `Regionale Energiebehörde` (Regional Agency for Energy) oder die `Regionale Behörde für landwirtschaftliche Entwicklung und Innovation` (Regional Agency for Development and Innovation in Agriculture), gewonnen.

Gerade für die Region stellen darüber hinaus die Kommunen die zentrale Umsetzungsebene dar. Kooperation, Netzwerkbildung und Partizipation finden vorwiegend zwischen und innerhalb der Kommunen statt und sind eine Voraussetzung für den adäquaten Umgang mit Langzeit- und Querschnittsfragen. Die Toskana bringt in Bezug auf pragmatische (nicht-sektorale) Problemlösungen und lokaler Selbstbehauptung eine lange Tradition mit.

Die bisherigen Bemühungen deuten darauf hin, dass die Region sich sowohl als Kooperations- und Koordinationsinstanz als auch als Unterstützungsebene für die Provinzen und Kommunen versteht. Hauptaufgabe ist dabei die vertikale als auch horizontale Zusammenführung und Bündelung; mithin die thematische Querschnittsorientierung in Kombination mit einer Mehrebenensteuerung.

Schwierigkeiten und Hemmnisse

Italien

Das grundlegende Problem bezüglich der Ausrichtung der nationalen Politik auf eine Langzeit- und Querschnittsorientierung ist in weiten Teilen oben bereits beschrieben. Zentrale Hindernisse sind:

- Kurzlebigkeit und Fragilität der Regierungen und eine damit zwangsläufig verbundene Kurzfristorientierung

- Starke Parteienfragmentierung; dadurch auch innerhalb der Regierungen große Schwierigkeiten, eine Politikintegration zu gewährleisten
- Große territoriale Heterogenität
- Wenig Vertrauen in die nationalen politischen Institutionen

Italien-Toskana

Die regionale Ebene ist insbesondere beim Umgang mit Querschnittsfragen und einem damit verbundenen Anspruch nach weitreichender Partizipation mit Zielkonflikten konfrontiert: Intensive Netzwerkbildung und thematische Integration können eben sowohl zu verstärkter Einbeziehung als auch zu einer z.T. problematischen Delegation von Interessenvertretung auf höheren Ebenen führen.

Ein weiteres Hemmnis kann die starke Abhängigkeit von nationalen Rahmensetzungen und (finanzieller) Unterstützung sein. Regionale Politik ist immer in Top-Down- und Bottom-Up-Prozesse eingebettet, die sich im günstigsten Fall gegenseitig ergänzen. In Italien kann jedoch die vergleichsweise querschnittsorientierte Programmgestaltung in der Toskana auf keinen ähnlich konzipierten und damit unterstützend wirkenden Ansatz auf nationaler Ebene zurückgreifen.

8.1.4 Ansätze, Organisationen und Erfahrungen

Italien

Sowohl im Zusammenhang mit der Erarbeitung der nationalen Energiepläne in den 70er und 80er Jahren als auch bei der Formulierung von Klimaschutzmaßnahmen spielte das `Comitato Interministeriale per la Programmazione Economica`, CIPE (Interministerial Committee on Economic Planning) eine wichtige Rolle. Dieses interministerielle Koordinationsgremium übernimmt eine Vorbereitungsfunktion innerhalb des politischen Entscheidungsprozesses insbesondere bei Langzeitplanungen. CIPE hat unterschiedliche Subkommissionen ausgebildet, darunter auch eine `Kommission für nachhaltige Entwicklung`.

Im Zuge der Bemühungen um eine Umsetzung nachhaltiger Entwicklung sind in Italien zum einen die `Commissione per L`ambiente Globale` (Global Environment Commission, GEC) sowie zum anderen das `Servizio per lo Sviluppo Sostenibile` (Directorate for Sustainable Development) innerhalb des Umweltministeriums geschaffen worden:

Erstere war, wie oben erwähnt, lediglich eine Ad-Hoc-Kommission, beauftragt mit der Ausarbeitung des `Nationalen Nachhaltigkeitsplanes`. Thematisch wurde hier ein verhältnismäßig weites Feld abgedeckt, gleichzeitig hat die GEC zahlreiche wichtige nationale Akteure zusammengebracht. In Italien war diese strukturelle und thematische Querschnittsorientierung bis dato ein Novum.

Der `Servizio per lo Sviluppo Sostenibile` (Directorate for Sustainable Development) ist dagegen vergleichsweise jung – 1999 gegründet – und mit dem Auftrag ausgestattet, die Erarbeitung des neuen italienischen Nachhaltigkeitsplans zu koordinieren und zu unterstützen. Zum Innovationsgrad dieser Einrichtung lässt sich noch wenig sagen; Hoffnungen auf eine Forcierung der Nachhaltigkeitsbemühungen sind jedoch mit dieser Institutionalisierung durchaus verbunden.

Im Zuge der institutionellen Reformen und der damit einhergehenden Dezentralisierung haben die Regionen stark an Bedeutung gewonnen. In diesem Zusammenhang sind in fast allen Regionen regionale Umweltagenturen (ARPAs) gegründet worden, die – ausgehend von

Fragen der Umwelt und der Gesundheit – in vielen Fällen wichtige Promotoren für eine querschnittsorientierte Politik sind. Auf nationaler Ebene werden die regionalen Aktivitäten der ARPAs von der Agentur ANPA koordiniert.

Eine innovative Institution, die wirklich einen konsequenten querschnittsorientierten Ansatz verfolgt, ist das 1997 gegründete National Committee to Combat Desertification (NCCD). Interessant ist hier, dass eine Anregung einer internationalen Institution (UNCCD) auf nationaler Ebene aktiv aufgegriffen und in eine Strategie umgesetzt wurde, die konsequent und erfolgreich bottom-up-Prozesse fördert, die auf der lokalen Ebene ansetzen.

Vergleichender Überblick über die Institutionen

<i>Organisation</i>	<i>Abkürzung</i>	<i>Abkürzung (englisch)</i>	<i>Bedeutung</i>	<i>Innovationsgrad</i>
Comitato Nazionale per la Lotta alla Desertificazione National Committee to Combat Desertification	CLD	NCCD	X	X X X
Commissione per L'ambiente Globale Global Environment Commission	CAG	GEC	X X	X
Servizio per lo sviluppo sostenibile, Ministero dell'Ambiente Directorate for Sustainable Development, Ministry of Environment	SSS	DSD	X X	X X

Bewertung: Giuseppe Onufrio

Genannte Institutionen mit detaillierter Beschreibung

CLD, Comitato Nazionale per la Lotta alla Desertificazione (National Committee to Combat Desertification)
CAG, Commissione per L'ambiente Globale (Global Environment Commission)
SSS, Servizio per lo sviluppo sostenibile, Ministero dell'Ambiente (Directorate for Sustainable Development, Ministry of Environment)

Italien-Toskana

Der in Italien ausgesprochen dynamisch verlaufende Prozess der Regionalisierung offenbart, dass die regionale Ebene scheinbar besonders günstige Voraussetzungen für den Umgang mit Langzeit- und Querschnittsfragen aufweist. In der Toskana macht sich dieses in erster Linie an dem Instrument des `Regional Development Programme` fest. Zentrale Institutionen in diesem Zusammenhang sind die folgenden:

Das `Area Extradipartimentale Metodi e Strumenti della Programmazione` (Horizontal Office – Planning Methods and Instruments) fungiert als Planungseinheit innerhalb des Regionalen Planungsministeriums. Zuständig ist es u.a. für die Ausarbeitung des `Regional Development Programme`. Es arbeitet dabei auch als Koordinationsinstanz und unterhält enge Kontakte zu den Provinzen und Kommunen.

Das `Area Extradipartimentale per lo Sviluppo Sostenibile` (Horizontal Office for Sustainable Development) - 1997 ins Leben gerufen – bündelt und unterstützt Bemühungen im Hinblick auf nachhaltige Entwicklung. Es formuliert Kriterien für die Ausrichtung des `Regional Development Programme` an den Zielsetzungen einer nachhaltigen Entwicklung und forciert Lokale Agenda 21-Initiativen.

Vergleichender Überblick über die Institutionen

<i>Organisation</i>	<i>Abkürzung</i>	<i>Abkürzung (englisch)</i>	<i>Bedeutung</i>	<i>Innovationsgrad</i>
Area Extradipartimentale Metodi e Strumenti della Programmazione Horizontal Office – Planning Methods and Instruments	AEMESP	HOPMI	X X X X X	X X
Area Extradipartimentale per lo Sviluppo Sostenibile Horizontal Office for Sustainable Development	AESS	HOSD	X X X	X X X X X

Bewertung: Filippo Strati

Genannte Institutionen mit detaillierter Beschreibung

AEMESP, Area Extradipartimentale Metodi e Strumenti della Programmazione (Horizontal Office – Planning Methods and Instruments)
AESS, Area Extradipartimentale per lo Sviluppo Sostenibile (Horizontal Office for Sustainable Development)

8.1.5 Fazit

Für Italien wurde, gleichsam als „Exkurs“ innerhalb dieser Studie, die Analyse nicht nur des nationalen, sondern auch des regionalen Kontextes vorgenommen. Hiermit sind interessante Schlussfolgerungen verbunden, die geeignet sind, den Fokus dieser Untersuchung zu erweitern.

Die nationale und die regionale Ebene in Italien unterscheiden sich in vielerlei Hinsicht. Grundsätzlich lässt sich sagen, dass die zentralstaatliche Ebene, trotz eines intensiven Reformprozesses, aufgrund verschiedener struktureller und institutioneller Schwachstellen nur begrenzt handlungsfähig und politisch vergleichsweise ineffektiv agiert. Die Möglichkeiten und Kapazitäten zur Behandlung von Langzeit- und Querschnittsfragen sind schwach ausgeprägt. Die hiermit betrauten Institutionen sind wenig innovativ. Gerade für eine Querschnittsorientierung bestehen auf nationaler Ebene zahlreiche Hemmnisse.

Dagegen scheint sich auf der regionalen Ebene, die seit Beginn der 90er Jahre ihren politischen Handlungsspielraum sukzessive ausbauen konnte, ein wesentlich innovativeres politisches Klima in Bezug auf Langzeit- und Querschnittsthemen zu etablieren. Die Möglichkeit, über Netzwerkbildung, Kooperation und Partizipation zu einer vergleichsweise weitreichenden Querschnittsorientierung zu kommen sind offenbar auf der regionalen Ebene ungleich größer. Die Toskana bietet hier ein aufschlussreiches Beispiel.

Der Befund, dass die institutionellen und kulturellen Voraussetzungen für den erfolgreichen Umgang mit Langzeit- und Querschnittsfragen auf der regionalen Ebene günstiger sind, kann von diesem Beispiel ausgehend allgemein formuliert werden. An dieser Stelle ist jedoch sicherlich weiterer Forschungsbedarf zu konstatieren.

8.2 Giuseppe Onufrio: Long Term Initiatives in Italy

8.2.1 Introduction

The Italian institutional system is in a deep process of reform which started after the insitutional crisis in 1992. Since then, a “devolution-like” process has started and is still ongoing with a growing importance of the Regions and Municipalities (Town Councils). Together with the European integration, the new framework is slowly evolving toward a new equilibrium: an important part of the new laws and regulations is more and more generated by the EU; the Parliament (Chamber of Deputies and Senate) still has some fundamental political decisions, such as the Budget Law, and adapt to the Italian context EU directives and regulations; the Regions through their governments and parliaments should have a planning role and the expenditure and enforcement role is most cases devoluted to the local authorities (Provinces and Municipal governments).

The former ideal framework is still in a transition phase due to the longstanding political struggle and instability Italy is still facing with. Actually, the balance of power between the different levels of the administration is one of the most relevant issues of the political agenda: a more Regional-based system is proposed by the present opposition parties and, in particuluar, on the field of taxation policies. In any case, a first devolution reform has already been passed and enforced in the present legislature.

For the purpose of this short study, however, we’ll focus on the more established decision making processes.

A specific kind of “governance” which has been widely adopted in Italy at the beginning of the last decade, which is somehow an outcome of the efforts to escape from the financial crisis in 1992 and 1995, is called “concertazione” (“tuning”) and refers to an involmment of the different actors within the decision making process since its beginning. This scheme has worked in the last 10 years and can be seen as a general innovation which has given good results for the usual short-medium term political issues (for instance, in the pension reform act it has avoided significant social conflicts reaching an agreement signed by the parties - government and trade unions - in 1993 to be revised in 2001) and had certainly an important role helping Italy to meet the Maastricht parameters.

8.2.2 Brief history of long term cross-cutting issues

The energy issue: a first case of long term issue

A first, partial and limited, example of (quite) “long term” issue involving different sectors has been represented by the energy issues during the Seventies and the Eighties. The energy crises have posed the strategical debate of the energy supplies for a country which is strongly dependent on oil and energy imports. Compared to the usual time scale of political decision, the energy issue was treated in a 15-20 year period. The decision making process, however, has been quite traditional being the most important energy actors state-owned: ENEL, the power utility covered 85% of the distribution market, while the rest was controlled by municipal public utilities; ENI, the national oil industry covered almost half of the market. The rise of the ecological movements has had the effect of opening a public debate on issues which were considered very specific in the past, but did not affect the decision making process at central level, while some new political role has been played by local municipalities, for instance, in opposing to nuclear power stations siting process.

The National Energy Plans (NEPs) were conceived as a new instrument of medium term planning - were proposed by the Government to the Parliament and, after the institutional debate, deliberated by CIPE - the Interministerial Committee on Economic Planning, which includes all the economic ministries (Budget, Treasury, Finance). The last NEP was dated 1988, just after the referendum in 1987 which determined the phase-out of nuclear energy. In that case, for the first time, a National Conference on Energy held at the end of 1987, had the role of a wide "public audit". Some of the position of the environmental NGO were accepted, even though in a formal way (they had little practical consequences).

Sustainable development: the outcome of Rio 1992

After the UNCED '92 in Rio de Janeiro with the adoption of Agenda XXI, a new institutional exercise was coordinated by the Ministry of Environment - which was funded a few years before, on 1986 - the first National Plan for Sustainable Development (NPSD) which was passed by CIPE on December 1993 and published on February 1994.

The Plan was elaborated by an "ad hoc" Commission set up by the MoE, which included experts, scientific and technical institutions, NGO representatives, with the support of CIPE secretariat and contribution from industrial associations and trade unions.

The innovation introduced by the NPSD was: 1) an implicit general target - CO2 emission stabilization by the year 2000 at the 1990 level - 2) the range of different actors involved and 3) the wider issues treated, ranging from energy to agriculture, from tourism to international cooperation. NPSD weaknesses, as for the NEPs in the past, was 1) the planning instrument used - a CIPE's deliberation - doesn't include the budget allocation but only targets and instruments definition; 2) the absence of a central institution coordinating the different actions and the nature of the newly formed Ministry of Environment which is a "controller" more than a "promoter" of sectorial policies. No cross-cutting aspects were included: each chapter was treated as a isolated issue.

Kyoto targets: another institutional exercise

After the Kyoto Conference of the Parties under the UNFCCC in December 1997, a new CIPE resolution was deliberated in late 1998, after a consultative process led by the Ministries of Environment, Industry and Scientific Research. As one of the outcome of the processes, a National Conference on Energy and Environment was held in Rome, with the technical coordination of ENEA (Italian National Agency for New Technology, Energy and the Environment) after a number of sectorial initiatives involving a wide range of actors (industrial associations, NGOs, scientific and technical institutions, trade unions etc.).

The resolution - "Guidelines of domestic policies and measures for the reduction of greenhouse gas emissions" - has been taken on November 1998, after a Commission on Sustainable Development has been set up for supporting CIPE. The aim of this act is to draw the national objectives to meet the Kyoto targets, while the Protocol has not yet been ratified. Like other CIPE resolutions for "long term targets" this does not include any budget; the planning scheme can be - totally or partially - funded within the Budget Law with a 3 year timeframe.

The kind of process used for this decision is similar to the NEP process: a wide consultation with many actors, strictly coordinated by the central government and a CIPE resolution as the planning instrument adopted.

The committee for combating desertification

The National Committee for Combating the Desertification (NCCD) has been established on September 1997, to coordinate the action planning to be developed under the UNCCD. The NCCD chairman is an undersecretary of the Ministry of Environment; it involves officials from different Ministries (agriculture, environment, foreign affairs, public works, scientific research, foreign trade), from the prime minister's department, from the State-Regions Conference, different scientific institutions (ENEA, ANPA, CNR, Forestal Academy and so on), NGOs and municipal agencies (Ecomed, Rome). The main task of NCCD is to prepare the National Action Plan.

Also due to the desertification issue - which affects specific areas at risk - the participative process has been very wide in this case, involving municipal, provincial and regional offices, both for the assessment and for the plan itself. A "local roundtable" scheme was set up and 30 actors of different categories participated to the process. A number of initiatives has been held at national and international level, to promote the debate.

In this case we have a top-down process - the UNCCD define the general targets, the government takes the initiative - with a serious attempt to promote a bottom-up response, involving the local level. Such a "interlinked" process has not occurred neither in the case of the local Agenda 21.

The framework law on environmental accounting

An important instrument for an effective definition of long term policies in the environmental field is the accounting system. For this framework law, passed on 1998, the initiative has been taken by the Environmental Commission of the Senate, and technically coordinated by the National Council of Economy and Labour (CNEL) a constitutional body which plays openly the role of coordinating the institutional debate on economic and social issues.

The only innovation here is that this body has been involved in an environmental debate: the final document has been taken as basis for the framework law and has been supported by most of the parliamentary groups, also from the opposition. The framework law is presently in the enforcement process.

The second National Sustainable Development Plan

The Ministry of Environment has taken the initiative - in cooperation with other ministries and with the technical support of ENEA - to start the elaboration of a second NPSD, while an assessment of the implementation of the 1993 one has been carried out. At the same time, a new Directorate ("Servizio") has been devoted to Sustainable Development: this could be seen as an attempt to give more institutional role to this issue, instead of a weak instrument like the "ad hoc" commission.

The Plan is under elaboration: the only innovation is that the materials elaborated are available on the web even for draft materials.

As to the assessment of the 1993 NPSD, a first outcome is that the actions and instruments defined have been scarcely implemented. The only sector where the assessment is not clearly negative is industry and at a lower extent, waste management.

The local Agenda 21

Even though this is a local kind of initiative, in the last years there have been some support by the central government and agencies. ANPA (National Environmental Protection Agency) has

organized initiatives for training local experts and officials; technical guidelines for the the local Agenda 21 have been published and distributed. Within the present Budget Law 2000, a sum of 25 billion liras (about 13 million Euro) is available through the Ministry of Environment, to covering the costs of elaborating the local Agenda 21.

8.2.3 The most important actors

As already mentioned, a crucial role in the decision making process for the long term planning is played by CIPE. The Committee coordinates the different Ministries and its deliberation are signed by the Prime Minister. The CIPE internal Commission for sustainable development (VI Commission) helps to develop CIPE activity in this field and it is supported by an interministerial working group. The Ministries involved in the planning process are asked by the final deliberation - for instance, in the case of the Action Plan for combating desertification - to communicate at CIPE through the VI Commission the amount of resources available in their budget to be allocated for the different actions planned.

The planning is a long term exercise, while the funding has usually a short (3 years) time frame, according to the expenditure rules of the annual Budget Law (for each item, budget allocation is defined for the next 3 years, and it is subjected to yearly amendments).

Other institutional actors are the state agencies.

ENEA, Italian National Agency for New Technology, Energy and the Environment, is the former Nuclear Energy Agency, which changed the main mission after the nuclear phase-out stated by the referendum in 1987. ENEA is autonomous technical body under the supervision of the Ministry of Industry. The Management Board is appointed by the Ministries of Industry, Environment and Scientific Research. Its role is to promote research and development in the technological field; its activities have a wide range, from energy technology innovation to basic research in fundamental physics.

ANPA is the National Environmental Protection Agency, formally established in 1994 and actually implemented in 1998 when for the first time the Minister of Environment gave the objectives for the triennial plan. The institutional mission of ANPA is to coordinate environmental controls through the regional environmental agencies (ARPA), to set up the information system on the state of the environment, to technically support the Ministry of Environment and the Government. Its Management Board is presently proposed by the Minister of Environment and appointed by the Prime Minister. In few years the number of operating ARPA grew (today only Sicily has not passed the regional law for establish it) thank also to a twinship between the more organised ARPAs (mostly in the Northern-Central Italy) and the newly formed ones (most of the in Southern Regions).

The reform of the government farmework, which should enter into force in the next legislature, will transform all the central agencies in a kind of autonomous Ministerial Departments, leded by an Executive Director appointed with the same procedure of the Ministerial Departments Directors.

The role of environmental NGOs in the issues treated in this short study has been a fundamental pressure on the Parliament and the Government to take the initiative for addressing these long term issues and to influence the decision making process through the involvement in the working groups or ad hoc commissions. In some cases, their contributions have been adopted or has stimulated positive developments.

8.2.4 General difficulties treating long-term issues

A first general difficulty, which is quite obvious, is that any decision making process is seen in the specific time-horizon of the governmental and parliamentary institutions, which is, formally, 5 years long. Due to the institutional instability of the Italian institutions, we should consider a 2 year time-horizon. This is the same for state bureaucracy, which plays an important role in the timing for implementing (or vanishing) political decisions.

On the other hand, in the economic field, the social actors - trade unions and industrial boards - develop a short term action which is, at most, related to the contractual issues (few years).

The environmental NGOs have somehow the same problem, i.e. to show their action is useful and effective, there is the need to have short term results.

For the general public, even though the interest about global issues is growing - some polls showed there has been a reaction because of the La Hague Conference failure - on the positive action side, the interest is on "what I can do now to help solving the issue".

Of course, this general attitude towards long term issues doesn't mean that there are no decisions which affect a long term developments: at local scale, the Urban Plans, which can stand for a 20-30 year period, are an important political struggle (maybe this is "the" political struggle) at Town Council level.

The new role of the Regions as planning institutions in the ongoing federal reform - which is not yet completed - will take time to be implemented. At the moment, there is no sign of such a change towards a decision making process for the long-term embedded in the institutional framework.

8.2.5 Actors involved in long-term issues

Some activities for the long term issues have been developed in the environmental field. Organizations like WWF, have been active in producing documents (see Bologna, 2000) and promoting initiatives and conferences. The effect of these actions is, however, limited and its main message has a more "ethical" content rather than a political one. As a result, a new alliance between catholic groups and this environmental NGO is emerging; this could possibly evolve positively, strengthening the social actors interested to establish the institutional capacity to face with long-term cross-cutting perspectives.

Another actor at NGO level is the grassroots network called "Rete di Lilliput" involved in the globalization issues. More specifically, its more visible actions are in the wake of the "Seattle movement", more oriented to stop WTO talks or combating GMO developments rather than propose positive actions.

At institutional level, the newly formed network of the regional environmental agencies (ARPAs) coordinated at national level by the national environmental agency ANPA, could give the technical framework for supporting long term policies in the environmental field. For instance, the need of translating long term targets into administrative actions (e.g., developing guidelines for the "green public procurement") is feasible only with an appropriate coordination capacity of the institutional system, from the central state actors to the regional and peripheral institutions.

8.2.6 The most innovative approach

In my view, the mix "long-term" and "local consequences" we have for the Urban Plan at Town Council is the same aspect that make the desertification issue the best example in Italy of a long-term cross-cutting institutional issue.

The reason is quite simple: the desertification process is a visible and concrete consequence of a more general global change, which affects directly the local scale and for combating which, to some extent, actions can be taken at local scale in many fields: water management, reforestation policies, agricultural practices, etc. The involvement of the local institutions in the framework set up by the government and state agencies gave a long-term perspective for the local action with a credible chance to - at least partially - solve the issue. This, for instance, is not the case for the climate issue, because the local action, per se, is not able to solve anything.

Finally, all this matter is strictly related to the ongoing building process of the European Union as the general institution for European countries. From the Italian perspective, if we'll have a changement of this bureaucratic body apparently with little or no link with real life, the long term issues can have more chances to be managed.

After all, the most important political target Italy has reached was to fit the Maastricht parameters, which could be seen as a short-term single-issue (which it is, only partially) but has required to establish a long term political approach in managing the yearly Financial Laws, in order to attack the public debt and the GNP-debt ratio. How much this attitude will be longstanding is hard to say.

The net effect on the political perception of the target "entering Europe" is a decreased "degree of freedom" and the declining importance of public policies at state level, which are forced to respect "external" bonds. The relationship between building the European Union institutions and the related declining importance of National ones deeply affects the institutional frameworks, and the capacity to have an effective decision making process from the center to the periphery.

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8.3 Survey Results: Organisations and Experiences

Comitato Nazionale per la Lotta alla Desertificazione National Committee to Combat Desertification

CLD
NCCD
3494 366

Author: Giuseppe Onufrio, ANPA, Rome

1. Contact

Dr Maurizio Sciortino
Comitato Nazionale per la Lotta alla Desertificazione
via Anguillarese 301, 00060 S.Maria di Galeria (, Italy
Tel.direct: +39 (6) 30 48 42 13
e-mail: sciortino@casaccia.enea.it

2. Relation to government / parliament

<i>government</i> <input checked="" type="checkbox"/>	<i>head of state</i> <input type="checkbox"/>	<i>parliament</i> <input type="checkbox"/>
<i>primeminister</i> <input type="checkbox"/>		
<i>ministries</i> <input type="checkbox"/>		

The NCD produces Action Plans which are presented through the Ministry of Environment to Commission for Sustainable Development established within the Interministerial Committee for Economic Planning.

3. organisational structure

<i>permanent</i> <input type="checkbox"/>	<i>public</i> <input checked="" type="checkbox"/>	<i>thinktank</i> <input type="checkbox"/>
<i>temporary</i> <input checked="" type="checkbox"/>	<i>academic</i> <input type="checkbox"/>	<i>committee</i> <input checked="" type="checkbox"/>
<i>from</i> 1997	<i>profit</i> <input checked="" type="checkbox"/>	<i>network</i> <input type="checkbox"/>
<i>to</i>	<i>nonprofit</i> <input type="checkbox"/>	<i>other</i> <input type="checkbox"/>
<i>specification</i>	NCCD is formed by Directors General from different Ministries, experts of the main scientific and environmental institutions, Regional representatives, NGOs representatives.	
<i>main persons involved</i>	Dr. Canio Lo Guercio, Ministry of Environment.	

4. Main activities

Elaborate the Action Plan and the National Communication to the UN Convention to Combat Desertification.

5. Issues treated

- Agriculture
- Urban Planning
- Forestry
- Water Management
- International Cooperation

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ● ● ●
		<i>creativity</i>	● ● ●
		<i>interaction</i>	● ●
selection		treatment of issues	output
<i>customer</i>	● ● ● ● ●	<i>internal</i>	<i>customer</i>
<i>own</i>	●	<i>experts</i>	● ● ● ● ●
<i>public</i>	● ●	<i>customer</i>	● ●
		<i>public</i>	●
			<i>expert</i>
			● ● ● ● ●
			<i>public</i>
			● ● ● ● ●

The Action Plan and the National Communication are developed in the international process under UN CCD. This process has been some more open to large public possibly because of the growing interest of large public to this long term environmental issue.

7. Major Projects

National Communication to UN CCD

It contains also the Action Plan which is the most important part of it.

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

Extended consultation with local communities affected by desertification.

Development of specific administrative and governmental policies and measures, as well as institutional tools to coordinate central and local administrations and involve participation.

9. Most interesting reports / publications

Azioni italiane a sostegno della Convenzione delle Nazioni Unite per combattere la desertificazione, Seminari Nazionali di Roma e Matera, 1997 (Ministry of Environment).

National Communication to the UN Convention to Combat Desertification, Rome 1999 (Ministry of Environment).

Commissione per L'ambiente Globale Global Environment Commission

CAG
GEC

3495 365

Author: Giuseppe Onufrio, ANPA, Rome

1. Contact

Commissione per L'ambiente Globale
, , Italy

2. Relation to government / parliament

<i>government</i> <input checked="" type="checkbox"/>	<i>head of state</i> <input type="checkbox"/>	<i>parliament</i> <input type="checkbox"/>
<i>primeminister</i> <input type="checkbox"/>		
<i>ministries</i> <input type="checkbox"/>		

CAG presented to the Minister of Environment the National Plan for Sustainable Development, which has been passed by the Interministerial on Economic Planning at the end of 1993.

3. organisational structure

<i>permanent</i> <input type="checkbox"/>	<i>public</i> <input checked="" type="checkbox"/>	<i>thinktank</i> <input type="checkbox"/>
<i>temporary</i> <input checked="" type="checkbox"/>	<i>academic</i> <input type="checkbox"/>	<i>committee</i> <input checked="" type="checkbox"/>
<i>from</i> 1992	<i>profit</i> <input checked="" type="checkbox"/>	<i>network</i> <input type="checkbox"/>
<i>to</i> 1993	<i>nonprofit</i> <input type="checkbox"/>	<i>other</i> <input type="checkbox"/>
<i>specification</i>	The plan has been mainly elaborated by a specific Commission for Global Environment, which included representatives from the Ministry of Environment, independent experts and NGOs, with the technical support of ENEA (National Agency for New technologies, Energy and the Environment).	
<i>main persons involved</i>	Arch. Costanza Pera, Director General of the Ministry of Environment.	

4. Main activities

Reviewing draft documents prepared by ENEA and others, in order to elaborate a proposal for a National Plan fro Sustainable Development.

5. Issues treated

- Energy
- Industry
- Agriculture
- Transportation
- Tourism
- Waste Management
- International Cooperation

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ● ● ●	
		<i>creativity</i>	● ●	
		<i>interaction</i>	●	
selection		treatment of issues	output	
<i>customer</i>	● ● ● ● ●	<i>internal</i>	●	
<i>own</i>		<i>experts</i>	● ● ● ● ●	
<i>public</i>		<i>customer</i>		
		<i>public</i>	● ●	
			<i>customer</i>	● ● ● ● ●
			<i>expert</i>	● ● ● ● ●
			<i>public</i>	● ● ● ● ●

The main target of GEC was to elaborate a Plan to be submitted to the Government, linking expert contribution from different insitutions, public and private.

7. Major Projects

National Plan for Sustainable Development

Comm following the Agenda 21 agreed in UNCED 1992 in Rio de Janeiro.

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

This was the first attempt to integrate different aspects and different sectors of long term development in Italy.

9. Most interesting reports / publications

The Plan itself is the only report published.

Servizio per lo Sviluppo Sostenibile, Ministero dell'Ambiente

SSS

Directorate for Sustainable Development, Ministry of Environment

DSD

3496 367

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2. Relation to government / parliament

government <input type="checkbox"/> primeminister <input type="checkbox"/> ministries <input checked="" type="checkbox"/>	head of state <input type="checkbox"/>	parliament <input type="checkbox"/>
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3. organisational structure

permanent <input checked="" type="checkbox"/> temporary <input checked="" type="checkbox"/> from 1999 to	public <input type="checkbox"/> academic <input type="checkbox"/> profit <input type="checkbox"/> nonprofit <input type="checkbox"/>	thinktank <input type="checkbox"/> committee <input type="checkbox"/> network <input type="checkbox"/> other <input checked="" type="checkbox"/>
specification	Coordinate the new NPSD, set up the monitoring and evaluation process of the old 1993 NPSD. Elaborate policies and proposals for the implementation of International Treaties related to Sustainability.	
main persons involved	Francesco La Camera, Director; Dr. Antongiulio Federico, ENEA coordinator of 2000 NPSD.	

4. Main activities

The issues in the new NPSD have been reorganized as related to the environmental one.

6. Working methods

main emphasis	expert knowledge ●● creativity interaction ●●●●●	
selection	treatment of issues	output
customer ●●● own public ●●	internal ●●●●● experts ● customer public ●●●●●	customer ●●●●● expert ● public ●

Piano 2000.

7. Major Projects

The new NPSD

8. Particularly interesting and innovative aspects

The Plan is still under development. The materials are available on the web (<http://prog2000.casaccia.enea.it>).

8.4 Filippo Strati – Longterm and cross-cutting issues in the Tuskany (Regional Study)

8.4.1 The relevant institutional context and the political culture in Tuscany

Italy is experimenting with a significant institutional change after 140 years of its unity. Born in 1861 as a Kingdom, Italy assumed the centralised statutory configuration of the most active State (Piedmont) in the struggle for unifying several and different kingdoms. This structure was maintained during the fascist period up to the Republican Constitution that was enforced the 1st January 1948 and introduced the Region as a basic institution with a series of limitations.

Provinces and local authorities (municipalities - Comuni), as branches of the State administration with delegated functions, pre-existed at the birth of the Regions.

Regions were and are still divided in two principal legal frameworks: special (5 with autonomous statutes) and ordinary (15 with normal statutes). The special Regions were attributed more autonomy than the ordinary ones.

Due to unbalanced distribution of power, problems grew consistently and only in 1997 a new approach based on the subsidiarity principle was clearly affirmed by law.

During the last four years, significant attempts have been made to incorporate subsidiarity into the Constitution, but they failed because of insufficient political consensus in the national Parliament.

The constitution is expected to be modified in order to support the above-mentioned change (subsidiarity) in a very long term political perspective and not only in the medium term administrative organisation of the State. As a result, Italy has totally changed its institutional structure, but a new creative effort (a new Constitution) is needed for passing from the present to the future generations a coherent integration of the innovative principles introduced up to now.

It is worth considering some basic steps along the above-mentioned path.

1946 - 1969

The first autonomous statute concerned Sicily and was formally approved in 1946 before the national Constitution (1948). Other autonomous statutes were approved which regarded the Regions of Sardinia (1948), Val d'Aosta (1948), Trentino Alto Adige (1948, as the sum of the two special Provinces of Trento and Bolzano) and Friuli Venezia Giulia (1963). Among the special regions, Sicily gained more autonomy than the others did.

1970 - 1989

The institutionalisation of the ordinary Regions (15) took place in 1970, much later than had been foreseen in the Constitution (1948).

Since the early 1970's the Regions have been striving to attain their constitutional rights.

The first large-scale transfer of responsibility to the Regions only occurred in 1977 (DPR 616). A set of competencies were transferred from the State to the Regions: agriculture, craftsmanship, trade, tourism, land-use planning, public works, transport sectors (limited), professional training, health services, etc.

The institutional system was envisioned as a parallel system, where the elected bodies of Regions, Provinces and Local Authorities (and their own administrative structures) operate

alongside numerous state administrations which have a variety of levels (national, regional, provincial, sub-provincial, inter-municipal and municipal) depending on the body being considered. The State operates to command and control the activities of the regional and local authorities.

1990 - 1996

In 1990 a national law (n. 142) empowered the role of the local authorities in a more coherent framework of reciprocal co-operative relationships.

The European Union had a direct influence on regional policies having identified the regions as the most appropriate institutional level for programming. The EU has progressively acquired a central role in regional and local policies, and has made available considerable resources, which have led to a growth in the spending capacity of the regions. The 1996 State Financial law through furthermore sustained this new tendency:

- transferring other administrative functions to the Regions and the local authorities in professional training, tourism, agriculture, public housing construction, crafts, industry, commerce, regional and local transport and sports;
- giving some more fiscal instruments to the Regions and the local authorities (i.e. a part of the petrol tax, a new tax on waste, etc.).

1997 - 2000

Tuscany opened a path towards subsidiarity in 1995 (L.R. 77), followed with relevant differentiation by Basilicata (L.R. 17/1996 and 23/1997), Lazio (L.R. 4/1997), Veneto (L.R. 20/1997), while other Regions were debating specific proposal of laws (Lombardia, Puglia, Emilia-Romagna). This innovative process anticipated the basic principles affirmed by the 1997 national laws (n. 59 and n. 127) on administrative federalism and de-bureaucratisation. The first one (L. 59/1997) is of a paramount importance being based on the following principles:

- *subsidiarity*, giving to local authorities (Municipalities, Mountain Communities, Provinces) the overall administrative functions and tasks according to their territorial dimensions in order to bring services closer to their citizens and to foster the capability of self-governance involving local communities, families, associations, individuals;
- *completeness*, giving to the Regions a role of programming agencies, along with administrative functions and tasks which are not included in those orientated towards the empowerment of the local authorities;
- *efficiency* and *inexpensiveness*, abolishing functions and tasks which became unnecessary;
- *co-operation* between State – Regions - Local Authorities also in order to assure an adequate participation to the initiatives adopted within the European Union;
- *responsibility* and *single (unitary) administration* in order to increase transparency, visibility and identification of each service and activity;
- *homogeneity* in order to distinguish different levels of government;
- *adequacy* in order to increase organisational capability, reliability and capacity building of the different levels of government;
- *differentiation* in order to respect local diversities, that is territorial, structural, demographic, social characteristics, etc.;

- *autonomy*, both in organisations and procedures, in order to enforce the responsibility given to the local authorities;
- *financial support* in order to cover the costs of the administrative functions and tasks which are assigned to each level of government.

The law determines the duties of the State as those regarding the national cohesion while the duties of the regional, provincial and local governments are to guarantee cohesion at their territorial levels.

To sum up, the law reveals an actual rebuilding of the Italian administrative system from the bottom up with the purpose of assuring more direct correspondence between social contexts and administration methods. It establishes that the details of the administrative functions belong to the Regions and local authorities, except those that are expressly reserved for the State. This means that only those functions and tasks that are intrinsically unitary and not susceptible to division even on the administrative level are reserved for the State. Same procedure is applied to the local authorities. All the functions are reserved for them except those expressly reserved to the Regions.

The State retains responsibilities in the following:

- foreign affairs and trade, promotional activities excluded
- co-ordination of the relationships with the EU
- defence, armed forces, etc.
- protection of cultural, historical and artistic heritage
- environmental protection and soil conservation
- civil protection
- relationships between the State and religious orders
- citizenship, immigrants, refugees, etc.; elections and other civil rights
- currency and monetary regulations, equalisation of financial resources
- customs, protection of national frontiers
- public order and safety
- administration of justice
- social insurance and security (redundant workers included)
- surveillance of rights concerning labour and co-operation
- scientific research
- education
- tasks concerning national independent authorities (e.g. antitrust, etc.)
- post office board
- energy production and distribution at national level
- infrastructure networks which are nationally relevant (motorways, railways, telecommunications)

The last four years have been totally dedicated to implement the 1997 laws at every level (local, provincial, regional, national) and policy fields.

As above mentioned, Tuscany anticipated this process being supported by its own regional law (L.R. 77/1995). The law permitted to confer most of the active administrative functions on the local authorities, along with the necessary resources (financial, human, etc.).

The Region provided for the re-ordering of the functions and bodies in the system of local authorities, in order to meet the principle of autonomy of single subjects with that of co-operation and programming combining bottom-up and top-down approaches and procedures.

The realisation of the complex reorganisation of the administrative functions of local authorities is based on assigning to Municipalities, Mountain Communities and Provinces all the regional administrative responsibilities except those explicitly indicated by law as corresponding to unitary regional interests in the various policy fields.

As a general rule, the Region limits its role to the co-ordination and integration of policies related to social and economic cohesion of the regional territory, starting from the definition of the main objectives and programming guidelines. At the sub-regional level, the Province has the same limited role with respect to the municipal level.

The administrative activities and the management of projects are designated as the responsibilities of the provinces and the local authorities, which include the involvement of the local actors, both social and economic.

A close confrontation between the Region, the associations of the Provinces, the Mountain Communities and the local authorities (municipalities) defined new rules and legal framework. The latter implement the principle of subsidiarity in programming and managing by means of a multiplicity of options and solutions that consider the diversity of the local contexts. To this end, a new structure was created: the Regional Council of Local Autonomies.

8.4.2 The history of treating long-term and cross-cutting issues

In Italy there is not a long standing and efficient tradition of integrated decision making, especially where long-term and cross-cutting issues are taken into consideration at national level.

There was a praiseworthy attempt at the end of the 1960's to draw up a national economic programme (the so-called Project '80), which later became known as the "book of dreams" for its ineffective impact on the ordinary activities of the State, both politically and administratively considered. A further attempt was made in the late '70s to co-ordinate the industrial policy, looking at restructuring, reconverting and developing several sectors (law 675/1977), but without success. As a result, a change in the programming culture arose from inter-sectoral to sectoral themes.

In the '80s, sectoral plans and programmes were elaborated (e.g. the General Transport Plan, the National Energy Plan) to be more practical and realistic. They succeeded partly. A series of objectives that follow the traditional development pattern has been to a certain extent met (this is the case of the transport demand - orientated policy) and also some innovative practices introduced (this is the case of energy saving, especially in industry).

In the first '90s, something new happened with the so-called National Plan for Sustainable Development aimed at following the 1992 Rio Declaration. Really speaking, the plan was more an assemblage of different sectoral themes than a coherent and innovative strategy. This Plan was a bureaucratic top-down exercise with a very low impact on the incorporation of the environmental dimension into policy fields (it should not be forgotten that the Ministry for the

Environment was created only in 1986). Also the attention kindled by the Plan in the general public was very low. Lack of information, animation, involvement of regional and local actors, as well as of decision support instruments, did not increase the environmental awareness, neither the dissemination of the concepts of sustainable development.

Generally speaking, the top-down approach often prevailed in all national policies, especially in respect of the Regions and local authorities that have always expressed a willingness and the capacity to programme in a unitary way.

The Regions (at least the most sensitive ones) have tried to integrate the various sectors of economic and social activity into a coherent programme, but there have been no points of reference at central level to help in this.

The bottom-up programming has not found a corresponding top-down process. The presuppositions for an efficacious combination of the two processes had gone often missing. In fact one was pushing to establish an organic relationship between sectors while the other maintained the lack of it.

The mediation between various intervention policies have been thus characterised and affected by: lack of integration (between policies, approaches and decision-making levels); the incomplete autonomy of the Regions in vital sectors (transport, industrial policy, etc.); a continual conflict with the State; and also by the rapid evolution of international economic transformations.

In the case of Tuscany (as well as of other regions, such as Emilia-Romagna, Umbria, etc.) the principles of programming and participation have always been at the basis of linking different levels of government (regional, provincial and municipal). They characterise the 25 years of regional experience and are now reinforced by the incorporation of the concept of subsidiarity. This represents a far-reaching institutional change; a process, which will involve the entire system of government in both directions: top-down and bottom-up.

The hope is to create a flexible and open system capable of handling the noteworthy social, economic, cultural and environmental issues.

The challenging potentiality is that autonomy and responsibility devolved to the lower levels and the minor dimensions can empower local communities and actors in order to deal with and solve problems, while coping with change and anticipating long-term strategies.

8.4.3 The main actors in these debates and the special role of government and parliament

The State on the one hand, the Tuscan Region and local authorities on the other hand played and yet play a central role in the debate on long term and cross-cutting issues.

The former has nurtured years of centralisation, the latter have asked progressively for decentralisation, regionalism, self-government, federalism and devolution. As above-mentioned, the result was a new culture of governance based on subsidiarity.

Some historical details can illustrate how these main actors are involved in a permanent confrontation, with ongoing potential conflicts, also of a political nature (e.g. between the "left-reformist" Tuscany and the "centrist - conservative" national majority that governed uninterruptedly for more than forty years).

Until the 1970's, the local authorities acted as "general representatives" of the local communities, with a limited role, being recognised and legitimised as a basic interlocutor: to guarantee the reduction of social unbalances; to maintain and, as far as possible, to improve social welfare; to mediate between different social interests; to channel social demands and

expectations towards the higher levels of government; to ask for the strengthening of local autonomy; to adopt an “open-door” style of governance.

During this period, intensive and informal local frameworks of mediation and negotiation have prevailed. If local (industrial, economic and so on) crises did not result in riots, disorder and social dissolution, it is due to the capacity of local communities to maintain their cohesive foundation based on solidarity values and identity.

During the '70s, the birth and the consolidation of the Tuscan Region represented a very important opportunity for the local authorities. They were no longer alone; a regional framework (government, laws, structures, etc.) supported them.

During the '80s and the '90s power was progressively delegated from the regional to the provincial and local level, arriving at the before-mentioned regional law based on subsidiarity (1995). Subsidiarity in the Tuscan experience and orientation assumes a diversified cluster of meanings:

- *institutional subsidiarity* as an empowering process which increases the responsibility and autonomy of the lowest levels of government in order to make them more capable to deal with local issues and development;
- *functional subsidiarity* as an empowering process to implement initiatives, projects and programmes, which is based not only on institutional actors but also on social actors; this means the development of a participatory process which involves local actors, associations and interest groups in the decision - making of their communities;
- *socio-economic cohesion* as a way to lessen disparities in the allocation of resources and to open opportunities towards local development;
- *institutional cohesion*, as a way to lower disparities in the administrative activity and to assure the efficiency of policies geared towards the socio-economic cohesion.

The following aspects are particularly relevant in the Tuscan experience:

- the central role of the local actors (i.e. institutional, social and economic);
- the significant attention put on the diversity of local development;
- the co-ordination and integration of different roles, rules, initiatives, courses of action, policies, etc. by means of multi - framed network - systems of local authorities which respect and create public value of the local diversity;
- a variety of partnerships between local authorities (associated management, collaboration);
- participation to and involvement in the process of programming at different levels (regional, provincial).

These aspects constitute an inheritance that opens new perspective for the next future. Local authorities have acquired the role of legitimised agents of partnership and networking to define and perform target-policies based on objectives and projects that integrate each other.

Local government has demonstrated capacity to build up a “system” based on formalised relationships between social and economic actors; a system where individual, collective and institutional relationships are fully legitimised by means of institutionalised structures of organisational instruments (e.g. initiatives managed by innovative formula of private and public co-operation).

Of course, Tuscany is not an isolated case. Similar characteristics have been observed in other regions and local contexts, confirming a general tendency, which is very typical of the so-called

“industrial districts” (local systems based on small and medium sized enterprises). The political regulation of the local economy has increased its role; it is locally thought and managed, but, at the same time, it is open to the external world.

It is the place of new procedures of political and social exchange which, in respect of the past, acquires more and more the form of a co-decision-making process. This is, for example, the case of the local (territorial) pacts defined in a participatory way, agreed upon by means of open negotiation and mediation, and very importantly managed and performed by all the actors involved.

From the experience gained by dynamic Regions, like Tuscany, the Italian word "concertazione" (currently overused to define a consensus building process) acquired its appropriate meaning as a way to perform activities and policies through close co-operation between actors, as a "concert" where many musicians play together in a harmonious style.

This style, as history has clearly shown emerges if the level of government (and its related responsibilities) is as close as possible to the citizens and this is, in essence, the principle pursued by Tuscany since the beginning of its constitutional history.

Tuscany has recognised the need for a *Regional programme*, to involve local authorities, social and economic interests. Tuscany performed its legal and institutional framework in a way that is orientated to participatory democracy, to stimulate various representative forms of collective interests and to involve populations and local authorities in determining aims and objectives as well as in implementing projects at the maximum possible extent of integration between the different policy fields.

The above process has been very important in Italian politics and has provided a contrast to those elements that support a centralised state: both on the political right, centre and left. It was the incisiveness of this process that has led to the modification of the strongly held conviction that a federalist Italy would be dominated by local egoism and individualism that would threaten the nations capacity to resolve the fundamental national problems of a cross-cutting and long-term nature.

8.4.4 Interests, difficulties and adopted approaches concerning a long-term perspective in the public debate and the institutional system

Strategic thinking is necessary to deal with long-term perspective, but capacity and consensus building should support it. These latter need the involvement and participation of various stakeholders. Stakeholders are not abstract but real people, the nature and the future generation. Some of them (those who live at the present time) can be involved through several methods and procedures. Others (the nature and the future generation) need to be represented by the former. The degrees with which these "uncertain" interests are taken into account depend upon the awareness of the present generations and their representative associations.

In debating and elaborating strategies of long-term perspective, difficulties arise everywhere and for many reasons, but especially because of the lack of participatory procedures and far-sighted and sensitive actors.

In fact participation can motivate local contexts, but without integration between top-down and bottom-up approaches, as well as between exogenous and endogenous resources, this motivation expires in front of the energy required to deal with problems of a long-term perspective.

At the same time, short-sighted actors who often appear as "realistic" and "rational" people can hamper innovation and creativity, while reducing the capacity of anticipating change.

These difficulties have been constantly present in the Tuscan style and culture of regional programming. The several Regional Development Programmes (PRS) present this kind of tension between "stop" and "go": only some of them assume the characteristics of innovative development visions, strategies and procedures, as it will be explained in more details in the following sections.

Moreover, examples of this visioning capacity exists also at local and sub-regional levels. They are "memoirs" that demonstrate how it is possible to open new long-term perspective.

For instance, it is well known that, during the '60s, Italy was plagued by land speculation and illegal construction activities (motivated by fast industrial, urban and tourist development). In a Tuscan valley (Val di Cornia / Province of Livorno) the local authorities initiated the practice of co-ordinated territorial plans (spatial planning) which included natural parks and established rigorous limits to short-sighted private interests.

At that time, the actions carried out by local authorities were very interesting for two reasons: for their courage to fight against big industries and speculators; and, being strongly left wing orientated, they were not fully supported by national centrist government. Stimulated by the leftist policy to protect areas of public interest against land speculation, nowadays the Valley territory shows an unfragmented and intact system of environmental, cultural and historical parks. The history of the parks has become a value, which still permeates all the Val di Cornia.

Therefore, local far-sighted and sensitive actors of the '60s, while pursuing an alternative vision of development (public interests against private speculations), opened a forty-year perspective. This perspective was nurtured by a strong collaboration between the local authorities, populations, experts, academics, political parties, social and cultural organisations, not only in the rural areas and in the countryside but also in urban heavily industrialised areas.

8.4.5 Interests, difficulties and adopted approaches concerning a cross-cutting perspective (an non-sectoral, integrated approach) in the public debate and the institutional system

The Tuscan style of programming has experimented with non-sectoral approaches and integrated methods basically because social equity has always been an intrinsic value that characterised the local governments for long time.

For example, during the '60s and the early '70s, when their role was very limited, local authorities tried to mitigate the impact of the impetuous industrial development on the previous socio-cultural and institutional fabric. They provided, above all, for social services (e.g. assistance, transport, education, and housing), while performing co-ordinated spatial planning for improving the relationships between cities and countryside, industrial towns and rural areas.

Moreover, the artisan and rural origins of many of the present "industrial districts", as well as a diffused political homogeneity have facilitated courses of action with a cross-cutting nature between different policy fields.

This attitude was maintained also after the '70s, when the lowering of ideological consensus acted in favour of a clear orientation towards specific and conditional consensus. Feasible programmes and initiatives were based on meeting the demands of citizens immediately within a process of integration and aggregation of diverse interests.

Similar characteristics have been observed in other local areas, namely concentrated in the central regions of Italy (e.g. Emilia Romagna, Umbria, Marche) where economic, social and institutional networking was discovered as a key factor for dealing with integrated approaches and methods.

This intensive and articulated networking is at the basis of the current co-decision approaches and procedures ("*concertazione*"), which characterise the integrated regional programming in Tuscany.

Difficulties arise because networking and partnership can increase or reduce participation at the same time. As a correlated effect of the *concertazione* system, horizontal integration (localisation) can give way to vertical aggregation of interests and courses of actions (polarisation).

This process is, however, not linear and deterministic, but reveals that the dynamic of "participation – delegation" has a significant role in dealing with cross-cutting issues.

Of course, institutionalised and non-institutionalised participation can co-exist. The first one is more formal, more regulated, it is performed within and by specific structures (associations, organisations, and their relationships with the decision making centres) which are commonly perceived as the usual channels of expression and action. The second type of participation is informal and spontaneous. Citizens and groups non-aligned with the traditionally accepted ways perform it and it is carried out outside the conventional rules and behaviour. Informal and spontaneous participation often represents a breaking off of traditional values and patterns. The unconventional characters of this type of participation cannot last long. As contents, values, beliefs and behaviour that are promoted by the above groups and citizens spread across the local community, they are transformed from a novelty to a progressively accepted way of thinking and living. Therefore, they end up with institutionalised participation.

The process of institutionalisation, moreover, operates in such a way as to conciliate efficiency with consensus. While the former improves, the role of technocracy and streamlined management increases, along with consensus, lessening direct participation on the part of the citizens. They delegate important tasks to their representatives, associations and networks, asking for their further legitimisation.

Delegation become a style of life, especially for collective problems, while direct participation is still asked for when individual problems and needs emerge. Simultaneously the society (as a complex systems of institutions, rules, values, belief and, thus, people) becomes, unavoidably, protective, a little bit paternalistic and covers large parts of individual life.

In other words, those, which are good democratic practices, have the risk of lessening direct participation and spontaneous animation and mobilisation of the social community concerned. In this way legitimised social networking assumes the aspect of a network of systematic decision-delegation from the citizens to their representatives, even though without definitive separation since the latter should be coherently part and parcel of the former.

For these reasons, there is not a "one best way" to deal with cross-cutting issues both in the public debate and in the institutional system. An ongoing process of trial and error can find solutions. The subsidiarity path opened by Regions, like Tuscany, moves along this direction.

8.4.6 The main institutions and experiences in the context of governmental and parliamentary endeavours to treat long-term and cross-cutting issues (referring to the answers in the questionnaire)

An overall picture emerges from the considerations made till now (see the previous sections) and supported by the questionnaire results:

- all policies are integrated into a regional programming instrument (the Regional Development Programme, PRS), which lasts for a series of years with annual verification and adaptation;

- the PRS inspires the vertical, sectoral or aggregated policy fields;
- regional laws and structures support the integration of cross-cutting issues looking at a long-term perspective.

In the late '90s, some regional laws of a strategic importance have been enforced, namely on:

- subsidiarity (L.R. 77/95) in anticipation of the national law (L. 59/97)
- co-ordinated spatial planning (L.R. 5/95), which considers environmental factors as being an integral part of the planning procedures, and aims at directing public and private initiatives towards sustainable development; this law recognises the necessity for evaluating the environmental sustainability of actions involving changes in land use, on the basis of an overall assessment of their effects on natural resources, including the environmental impact assessment (EIA);
- environmental impact assessment (L.R. 68/95 and successively L.R. 79/98), which is considered as an integration of the direct and indirect effects, positive and negative, short or long term, permanent or temporary, single or cumulative, affecting the environment; the EIA is defined as a procedure that contributes to the protection of nature, the security of the land, the conservation of human resources and the protection of public health; the environment is understood as a complex system of inter-related resources both natural and human;
- local sustainable development initiatives (L.R. 41/98), which experiment with methods and instruments to foster the creation of Local Agenda 21
- regional programming (L.R. 49/99), which innovates procedures and instruments while incorporating the Local Agenda 21 approach.

The above legal framework is based on co-decision procedures, while stimulating networking, partnership and participation at different level (regional, provincial and local) and on the part of different NGOs, groups of interests and actors (economic, socio-cultural, environmental, and so on).

Two new areas of activity were created in 1997 with a cross-cutting role in regard to other departments. These areas regard 1) planning methods and instruments; 2) sustainable development and ecological control. They have been constituted to support decision making, policies and programming looking at cross-cutting issues and long-term perspective. The new structures operate with and in support to round tables and working groups that involve representatives of different interests, associations and organisations.

Moreover, several agencies have been created to act as satellites of the regional government but in co-ordination to affront the complex and interrelated issues that are present in the region: ARPAT (Regional Agency for Environmental Protection), ARRR (Regional Agency for Resource Recovery) REA (Regional Agency for Energy) and ARSIA (Regional agency for Development and Innovation in Agriculture).

8.4.7 The most innovative approaches in the last ten years

The year 1990 was decisive for the regional programming, thanks to both the new European Union regional policy and to the new norms on local authorities introduced at national level.

The European Union gave the Regions important role, identifying them as the point of reference, both institutionally and territorially, for resources destined for development.

The programming policy was re-launched, putting together in one instrument, the *Regional Development Programme* (PRS), all its intervention policies and stimulating:

<i>Strategic choices</i>	<i>Complexity governance</i>	<i>Elaboration</i>
Subsidiarity	Structural (many components)	Regional Government with its internal structures
Social cohesion	Functional (many interrelationships)	Co-decision between Regional Government and Local Authorities
Integration	Evolutionary (not linear and ongoing, discontinuity)	Agreements between Regional Government, the State and the EU
Diversity	Active (not deterministic but systemic)	Negotiation and agreements between Regional Government and social interests groups
Flexibility	Decisional (many decision makers, options, participants)	
Co-ordination		
Participation		
Joint decision making		
Partnership and networking		
Monitoring		

The new programming model was sanctioned by law in 1992 (L.R. 26) and met with substantial success and has had considerable influence on new regional norms.

The new philosophy of programming is clearly expressed in PRS (Regional Development Plan) 92/94: *there is now a need for an evolution in the culture and development in the relationships between institutions and interested social organisations in order to pass from consultation on programme documents to negotiation on the whole development platform, linked into Programme Objectives (i.e. programmes, plans, projects and actions). This should conclude with agreement being reached over Programme Objectives, making the social interlocutor jointly responsible for the process of implementation of the planning policy.*

This represents a process of negotiation (top-down and bottom up) which recognises systems of local organisation, and is based on the principle of participation of institutional and social actors, each with their own responsibilities, and on the principle of co-ordination. The means are to be negotiation, programme agreement and monitoring.

The PRS 92/94, with its new overall philosophy has facilitated and systematised the change towards the Region being conceptualised as, and having the role of, an entrepreneur and social development regulator.

It must be underlined that the already mentioned L.R. 77/95, based on subsidiarity, is the result of the institutional strategy contained in the PRS 1992-1994, which became the key to the reform of the institutional regional framework.

The explicitly federalist structure of PRS 1995-1997 has pointed out a new direction for the whole problem area. In fact it has specified and developed a practical application model of programming, proposing federalism as the basis of a regional development policy geared towards four key words: employment, innovation, the environment and co-decision.

The federalist option is closely correlated to the principle of subsidiarity meaning the adoption of a maximum possible decentralisation of decision making over interventions with maximum involvement of the market, social and economic interest groups and the voluntary groups in public functions.

Moreover local authorities are attributed with a wide range of regional administrative functions and programming procedures both in the regional-provincial dimension and in the systematic participation of local authorities in the principal choices regarding the economic, social and civil developments in Tuscany.

In this situation, the search for strategic alliances with other Regions and the consolidation of the relations between the Region and the local authorities become central objectives.

The role of the social actors is very important: in the programming phase the unions and employers' associations, who are more directly in touch with the needs of the community, represent their interests and thereby legitimise the arrangements. In the management phase they adopt a more active role in the planning of the interventions.

It is in the phase of the realisation of the Programme Objectives that the programme agreements reached between the various groups become of great importance. The programme negotiated through the programme agreement allows for co-ordination between the various participants, of various levels, working on concrete objectives. As well as the importance of co-ordination, there is also shared responsibility between the institutional and the social actors in the implementation of the planning policy.

The PRS 1998/2000 follows four fundamental principles:

- Federalism, in relationships with the State and the local autonomies;
- Europeanism, in relationships with the European Union and the European Regions;
- Solidarity, in relationships with the less developed Regions;
- Sustainability, in relationships with the development patterns and processes.

These four principles are applied to the following aspects.

<i>Operational principles</i>	<i>Criteria</i>	<i>Instruments</i>	<i>Operational methods</i>	<i>Guarantees</i>
co-decision	localisation	programme-objectives	flexibility	transparency
concentration	de-bureaucratisation	regional initiatives	specificity	information
concreteness	control	sectoral plans	change-ability	responsibility
credibility		local development programmes	re-programming	incentives and sanctions
convergence		Mountain Communities development plans		
		instruments of programming agreements		

8.4.8 The most promising approaches considering the described experiences

At least two of the initiatives, directly promoted by the Regional Government within the PRS 1998/2000 in the next three years' time, demonstrate a clear commitment to support local courses of action orientated towards sustainable development, while dealing with cross-cutting and long-term issues.

The first regional initiative, "Agenda 21 - instruments for sustainable development" aims at renewing regional and local instruments in order to orient and promote both a Regional Agenda 21 and several cases of Local Agenda 21. Some expected results are: to elaborate a "manual of good practices"; to determine objectives of sustainable development in the medium - long term, supported by indicators appropriate to monitor them; to support and to verify the implementation of Local Agenda 21 at least in three pilot local areas.

This regional initiative is clearly linked to the second one, which regards "Experimental actions of sustainable development". Specific Local Agenda 21 will be supported (especially in urban and industrialised areas) along with projects of training and education, research and technological innovation, as well as information campaigns to raise public awareness on sustainable development throughout Tuscany.

Both the above-mentioned regional initiatives gave a relevant input into the new PRS 2001/2005, which is focused on sustainable development as a fundamental guideline for coordinating all policies in a long-term strategy through cross-cutting activities and instruments.

To this end, a specific programme for the sustainability will be promoted to integrate sectoral policies through three basic courses of action:

- the dissemination throughout the regional territory of Local Agenda 21 and the relative good practices in order to arrive at a Regional Agenda 21; evaluation and monitoring instruments, as well as training and education will accompany this specific path;

-
- the improvement of tools for the environmental impact assessment, both ordinary and strategic;
 - the promotion of tools for the environmental quality management and certification (EMAS, ISO 14001, Eco-label) both at territorial and firm levels;
 - the analysis of the regional administration structures from the sustainability point of view (check-up, ecological footprint, eco-efficiency, green purchasing, and so on);
 - experimental initiatives in the fields of bio-architecture and bio-building;
 - the creation of a permanent interdepartmental group for sustainability ("*cabina di regia per la sostenibilità*") to co-ordinate the above-mentioned courses of action and to assume progressively the role of the Regional Agenda 21 Forum.

8.5 Survey Results: Organisations and Experiences

Area Extradipartimentale Metodi e Strumenti della Programmazione

Horizontal Office - Planning Methods & Instruments

AEMESP

HOPMI

10993 3777

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2. Relation to government / parliament

government <input checked="" type="checkbox"/> primeminister <input type="checkbox"/> ministries <input checked="" type="checkbox"/>	head of state <input type="checkbox"/>	parliament <input type="checkbox"/>
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The Office refers to the Regional Minister for Planning & Budget, who proposes the main planning acts to the Regional Government for approval and implementation.

3. organisational structure

permanent <input checked="" type="checkbox"/> temporary <input type="checkbox"/> from 1997 to	public <input checked="" type="checkbox"/> academic <input type="checkbox"/> profit <input type="checkbox"/> nonprofit <input type="checkbox"/>	thinktank <input type="checkbox"/> committee <input checked="" type="checkbox"/> network <input checked="" type="checkbox"/> other <input type="checkbox"/>
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specification

The main planning acts (global and sectoral plans, special projects, etc.) are firstly examined and approved by a technical body, named Planning Technical Committee; subsequently those acts are proposed to the Regional Government.

The Office operates also as a network secretariat in that it provides technical support to various bodies (especially to the so called 'Tavolo di Concertazione', 'Concertation Desk', that is a co-decision committee), which have been established in order to foster participation of and concertation with Institutions (Provinces, municipalities, etc.) and with social actors (business associations, trade unions, etc.).

main persons involved

Dr. Mauro Grassi, Director.

4. Main activities

- Preparation or technical drafts of the main planning acts
- Support to the Concertation Desk and to the other participation and concertation committees
- Consultancy to Regional Government and Ministers on planning issues
- Monitoring of planning implementation
- Relationships with IRPET (the Regional Institute for Planning, established by Regional Government for developing economic, social and territorial analysis on planning issues)

5. Issues treated

- Structure and trends of the regional economy and of its spatial breakdown
- Socio-economic disparities in sub-regional local systems
- Employment and mismatching in the labour market
- Fostering local capabilities of planning

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ● ●
		<i>creativity</i>	●
		<i>interaction</i>	● ● ●
selection		treatment of issues	output
<i>customer</i>	● ● ●	<i>internal</i>	● ●
<i>own</i>		<i>experts</i>	● ● ● ●
<i>public</i>	● ● ● ● ●	<i>customer</i>	● ●
		<i>public</i>	● ● ● ●
			<i>customer</i>
			● ● ● ● ●
			<i>expert</i>
			●
			<i>public</i>
			●

The large use of concertation and participation schemes, render selection of issues and output mainly determined by institutional (sub-regional) and social actors; while the treatment of issue involves the support of expertise, namely from IRPET.

7. Major Projects

Regional Development Programme

It is the chief planning act - approved at the beginning of each legislature, it is updated and, if necessary, modified each year.

The methodology corresponds to the characterisation in '6. working methods'

Single Programming Document, within the European Structure Fund (Objective 2 Areas of the region)

It is the planning act, co-decided with the European Commission, namely DG Regio, which defines regional economic policies for the Objective 2 Areas.

The methodology corresponds to the characterisation in '6. working methods'

Local Development Projects

On the ground of a specific regional law, are yearly launched tenders for Local Development Projects, to be promoted by local institutional and socio-economic actors; the Region participates through additional funding of the interventions.

8. Particularly interesting and innovative aspects

The planning experience of the Regione Toscana is in many senses noteworthy, owing to three peculiar circumstances:

1. The local development approach (bottom-up), which is a clear and effective application of the subsidiarity principle
2. The sound technical analytical base, which is supplied by IRPET
3. The effective praxis of concertation

9. Most interesting reports / publications

Regional Development Programmes (published in the 'Bollettino Ufficiale della Regione Toscana': see, in particular, the 1998-2000 and the 2001-2005 editions).

The annual Report on Regional Economic and Social Development, issued by IRPET.

Area Extradipartimentale per lo Sviluppo Sostenibile Horizontal Office for Sustainable Development

AESS
HOSD

10994 3776

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2. Relation to government / parliament

<i>government</i> <input checked="" type="checkbox"/> <i>primeminister</i> <input type="checkbox"/> <i>ministries</i> <input checked="" type="checkbox"/>	<i>head of state</i> <input type="checkbox"/>	<i>parliament</i> <input type="checkbox"/>
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HOSD presents projects, programmes and schemes to the Regional Minister for the Environment, who discuss them with all the Regional Government Members in order to reach a shared decision.

3. organisational structure

<i>permanent</i> <input checked="" type="checkbox"/> <i>temporary</i> <input type="checkbox"/> <i>from</i> 1997 <i>to</i>	<i>public</i> <input checked="" type="checkbox"/> <i>academic</i> <input type="checkbox"/> <i>profit</i> <input type="checkbox"/> <i>nonprofit</i> <input type="checkbox"/>	<i>thinktank</i> <input type="checkbox"/> <i>committee</i> <input checked="" type="checkbox"/> <i>network</i> <input type="checkbox"/> <i>other</i> <input type="checkbox"/>
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specification

HOSD is a public body that operates in collaboration with academic, private (non profit and profit) bodies and associations.
Specifically a committee was created in 1997 to analyse, suggest and discuss ideas, initiatives in order to support the implementation of policy strategies.

The committee (Gruppo di lavoro 'Sviluppo Sostenibile') involves nearly 55 persons who represent different groups of interests (environment, labour, business, regional agencies involved in environmental issues, local authorities, university and the regional administrative structure itself).
A regional body for EIA (Nucleo VIA) was established in 1995 between several internal departments and other public authorities (agencies and local authorities).

main persons involved

Arch. Moreno Mugelli, Director.

4. Main activities

- To promote and improve awareness and commitment of regional government in all policy fields towards sustainable development
- To be the regional authority responsible for addressing and verifying programmes and plans that refer to EU environmental principles, norms and regulations
- To evaluate the environmental impact of projects (infrastructures, buildings, industrial zones, etc.)

5. Issues treated

Tools for sustainable development to deal with regional plans and projects in an integrated manner. Environmental issues in several sectors and fields of activity.

6. Working methods

main emphasis		<i>expert knowledge</i>	● ● ● ● ●	
		<i>creativity</i>	● ● ●	
		<i>interaction</i>	● ● ● ●	
selection		treatment of issues	output	
<i>customer</i>	● ● ● ●	<i>internal</i>	● ● ● ● ●	
<i>own</i>	● ● ● ●	<i>experts</i>	● ●	
<i>public</i>	● ● ●	<i>customer</i>	● ● ● ●	
		<i>public</i>	● ● ●	
			<i>customer</i>	● ● ● ●
			<i>expert</i>	● ● ● ● ●
			<i>public</i>	● ● ● ● ●

In the case of Local Agenda 21 and EIA, the structure supports local authorities supplying knowledge and methods, and promoting exchange of experiences and best practices. To this end, relationships are established at regional level with social partners and other interests groups to foster and disseminate similar relationships at local level. Fora will be created both at regional and local level, improving the current practices.

7. Major Projects

Local Agenda 21

Promotion of LA21 as an experiment in three diverse local areas.

The methodology corresponds to the characterisation in '6. working methods'

Objective 2

Support to the elaboration of priorities, orientation and indicators for managing resources coming from the EU Structural Funds (2000-2006) at regional level, especially those regarding supporting measures to business, transportation, tourism and environmental quality.

The methodology corresponds to the characterisation in '6. working methods'

Regional Development Programme (PRS) 2000 - 2006

Elaboration of criteria to orientate PRS towards sustainable development, to incorporate the environmental dimension in all sectoral policies, to strategically evaluate the impacts (SEIA) of the overall programme.

The methodology corresponds to the characterisation in '6. working methods'

8. Particularly interesting and innovative aspects

Involvement of local authorities in regional decision making, as well as procedures for negotiation and co-decision between stakeholders. Dissemination of a method based on:

- Knowledge
- Negotiation and co-decision
- Monitoring and evaluation of performances and results

Interdisciplinarity is applied to projects, intersectoriality to plans and programmes. The both are considered as key factors to integrate different methods.

9. Most interesting reports / publications

Sviluppo Sostenibile. Linee Guida per le Agende 21 locali in Toscana (1999).

Sviluppo Regionale Sostenibile. Un approccio integrato (1999).

Documento Conclusivo del Gruppo di Lavoro 'Sviluppo Sostenibile' per la 3a Conferenza sullo

stato dell'ambiente in Toscana (1998).
La Toscana sul sentiero della sostenibilità (2000).

