

Piani Nazionali di Ripresa e Resilienza: quanto sono “place-sensitive”?

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RECOVERY
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PLACE-BASED VISION IN NRRPS “HOW PLACE-SENSITIVE ARE NRRPS?”

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Obiettivo dello studio

1. Esplorare la **struttura**
2. Monitorare l'effettiva **implementazione** dei Piani Nazionali di Ripresa e Resilienza (PNRR), con l'intento di dare una prima risposta alla domanda:

Quanto sono «**place-sensitive**»?
«*Politiche per le persone nei luoghi*»



Aiuteranno la **coesione** territoriale?

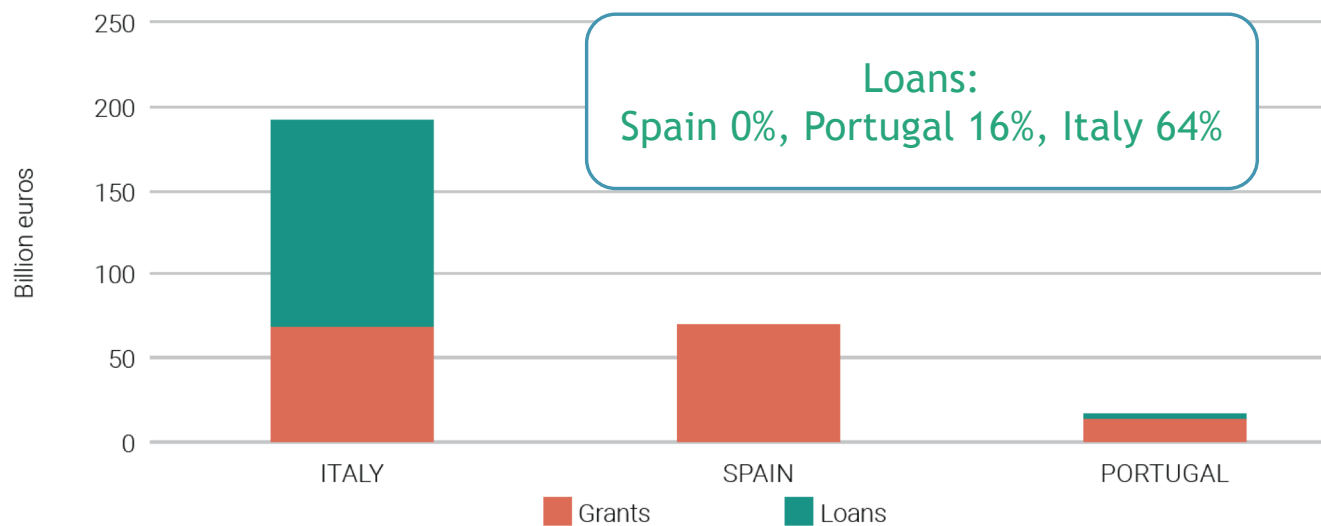
Abbiamo analizzato i PNRR di **Italia, Spagna e Portogallo** guardando a 3 dimensioni («ingredienti») fondamentali per un approccio «place-sensitive»

1. La dimensione **territoriale**;
2. La **partecipazione** al dibattito pubblico;
3. **La governance** multilivello e il rinnovo della **pubblica amministrazione**.



I tre piani a confronto: Risorse

Figure 1. RRF grants and loans allocation.



ITALY

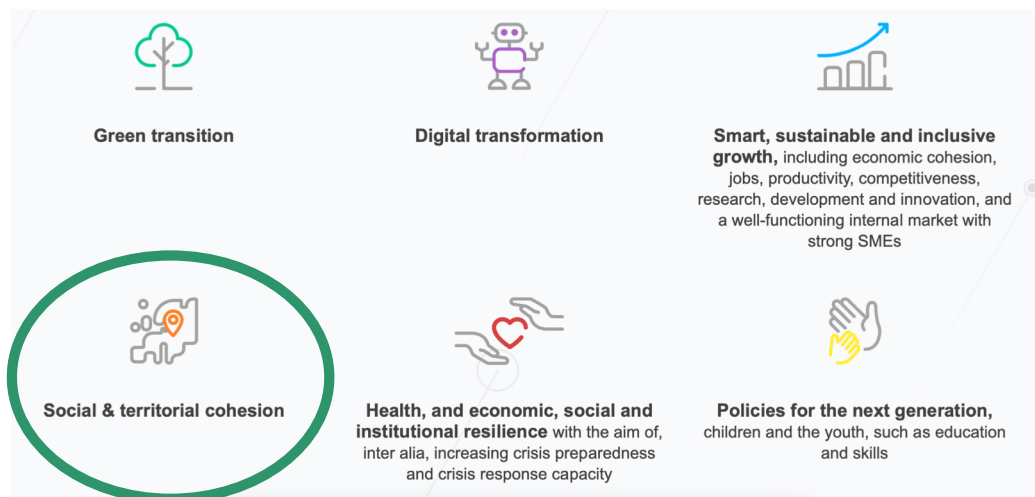
- RRP allocation: €191.48 bilion
- RRP allocation as share of GDP: 10.67%

PORTUGAL

- RRP allocation: €16.61 bilion
- RRP allocation as share of GDP: 7.75%

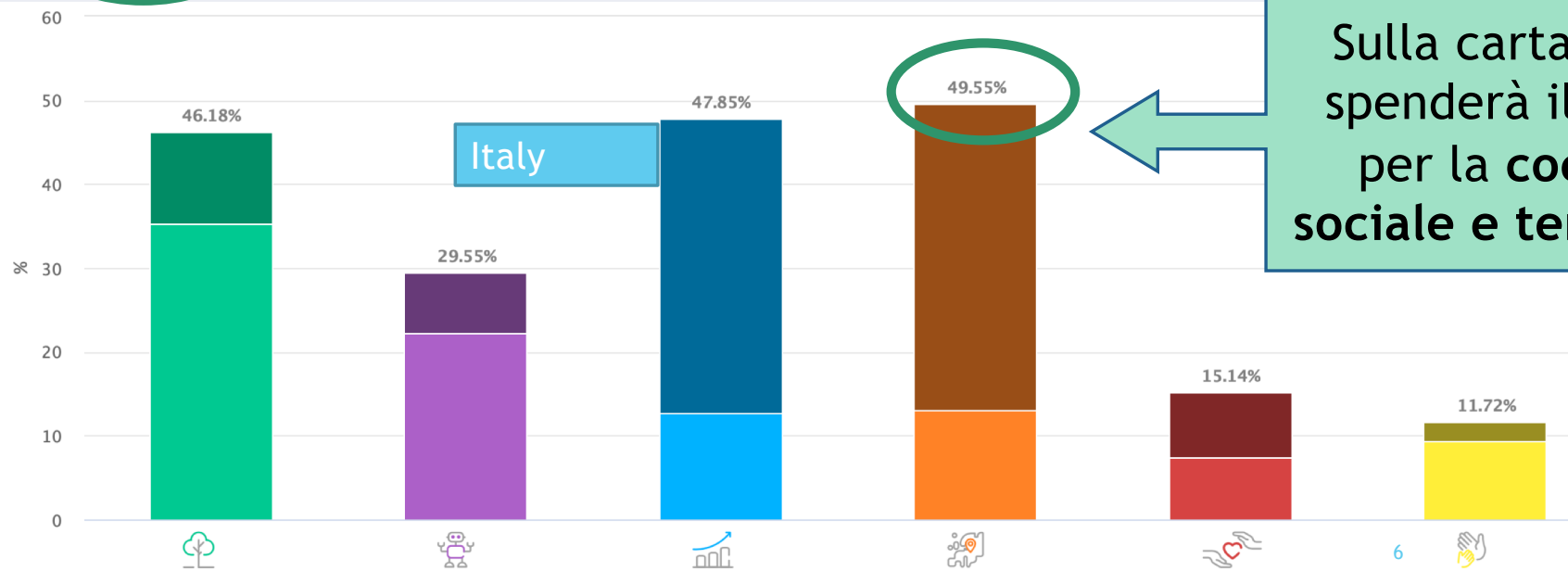
SPAIN

- RRP allocation: €69.51 bilion
- RRP allocation as share of GDP: 5.59%

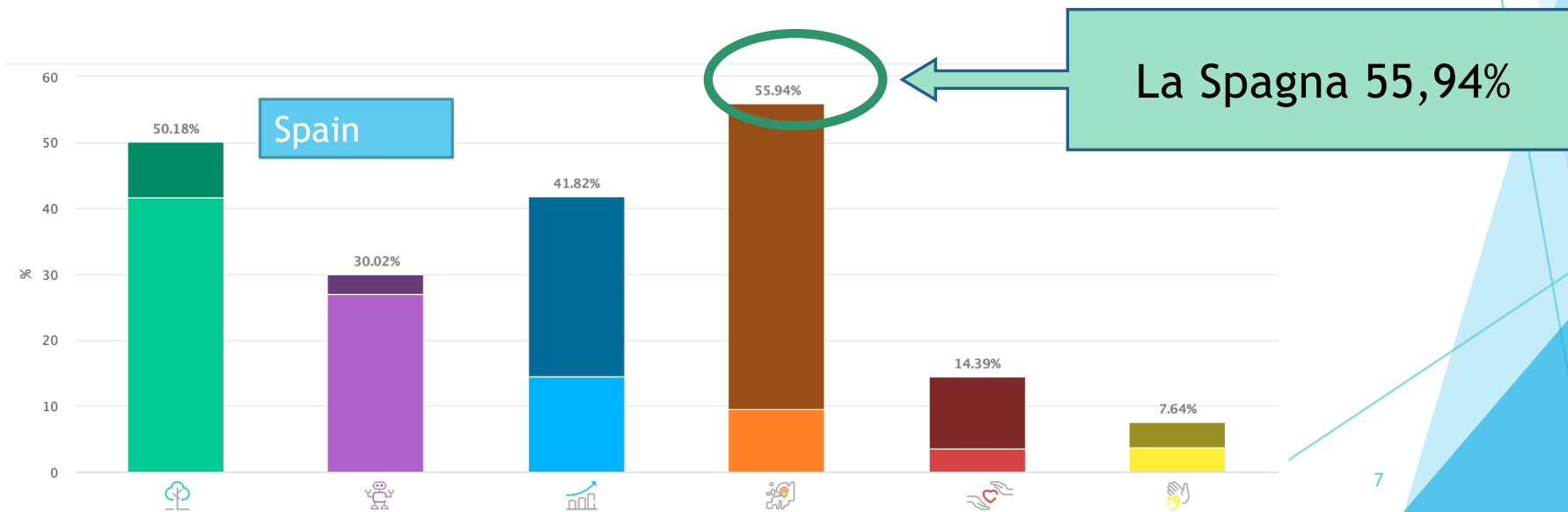
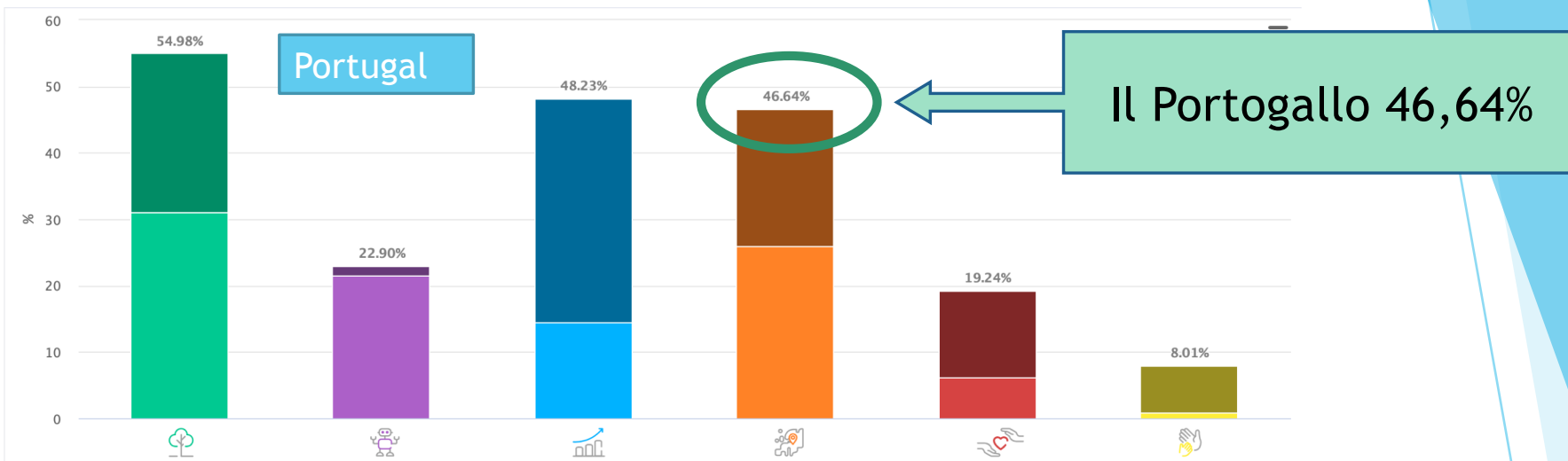


I «six pillars» della Commissione Europea

Sulla carta l'Italia spenderà il 49,55% per la coesione sociale e territoriale



https://ec.europa.eu/economy_finance/recovery-and-resilience-scoreboard/country_overview.html?country=Italy



I tre »ingredienti« del place-based:

1. Dimensione territoriale

Italy

**A livello MACRO TERRITORIALE: divario fra Nord e Sud
€ 82 miliardi al Sud (40%)**

Come osserva Viesti (2021) sembra un «*totale in cerca di addendi*»...

La maggior parte dei fondi saranno allocati con bandi:

- Problema di qualità istituzionale
- Capacità di assorbimento...



A livello più MICRO TERRITORIALE: situazione molto più complessa...

Sebbene da anni esista una Strategia Nazionale per le Aree Interne (**SNAI**) i vari interventi solo parzialmente la citano.

Invece c'è una grande **frammentazione** degli interventi e della definizione stessa di “aree marginali”

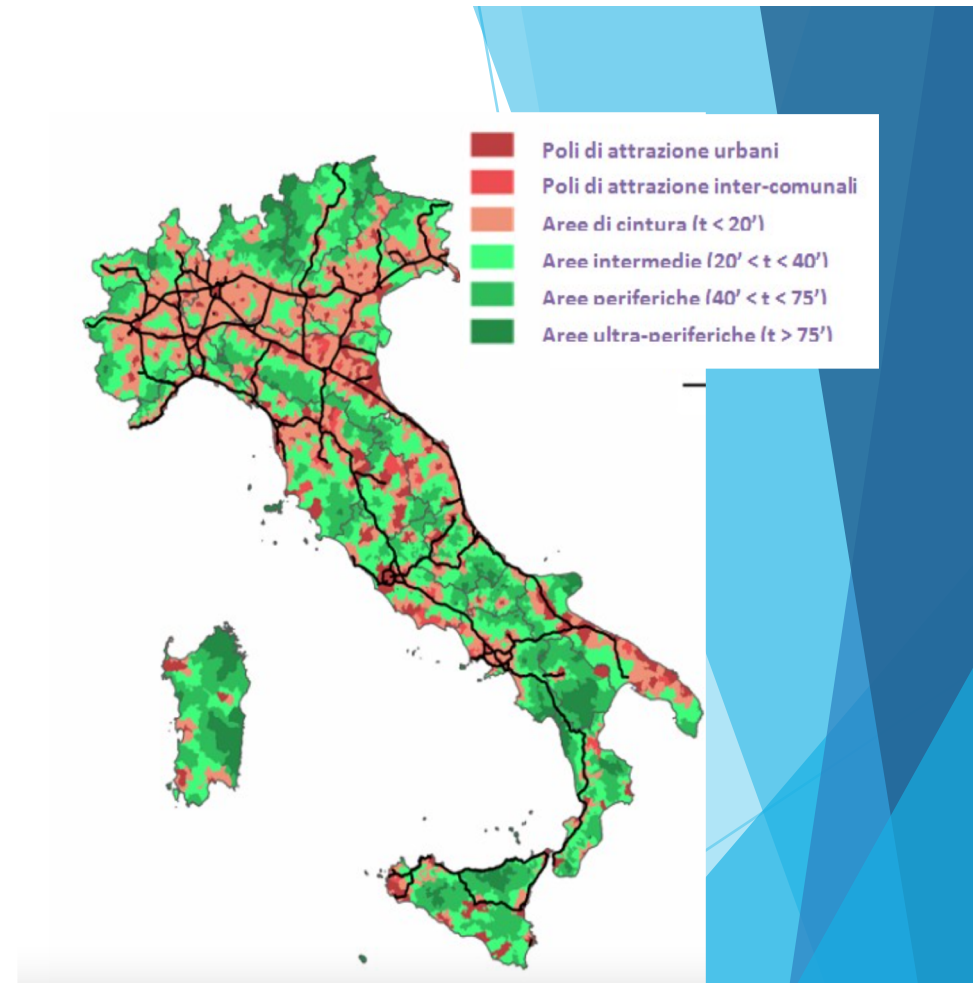


TABLE 2. Place-based measures in the Italian NRRP

MISSION	COMPONENT	INTERVENTIONS WITH EXPLICIT REFERENCE TO MARGINALISED AREAS	TYPE OF MARGINALISED AREA
1. Digitisation, innovation, competitiveness and culture	Digitisation, innovation and security in the public administration		
	Digitisation, innovation and competitiveness in the production system		
	Tourism and culture 4.0	Investment 2.1: Attractiveness of the villages Investment 2.2: Protection and enhancement of architecture and the rural landscape	Municipalities under 3,000 inhabitants Rural municipalities
2. Green revolution and ecological transition	Circular economy and sustainable agriculture	Investment 1.5: Islands	
		Investment 1.6: Strengthening of regional lines	Southern Italy
	Renewable energy, hydrogen, grid and sustainable mobility	Investment 1.7: Promoting community energy systems	
		Investment 1.8: Interregional resilience	
	Energy efficiency and building renovation		
Protection of the territory and water resource	Investment 1.9: Renaturalisation of areas		
3. Infrastructure for sustainable mobility	Investments in the railway network	Investment 1.6: Strengthening of regional lines	Southern Italy
	Intermodality and integrated logistics		

MISSION	COMPONENT	INTERVENTIONS WITH EXPLICIT REFERENCE TO MARGINALISED AREAS	TYPE OF MARGINALISED AREA
4. Education and research	Strengthening the offer of educational services: from nurseries to universities	Reform 1.3: Reform of the organisation of the school system	Rural, mountain, inner areas
	From research to enterprises		
5. Inclusion and cohesion	Employment policies		
	Social infrastructures, families, communities and the third sector	Investment 2.1: Urban regeneration projects	Southern urban suburbs
		Investment 2.2: Integrated urban plans	Southern urban suburbs
6. Health	Proximity networks, structures and telemedicine for territorial healthcare		
	Innovation, research and digitalisation of the national health service		

FRAMMENTAZIONE: aree montane, sud Italia, aree rurali, comuni sotto i 3000 abitanti, comuni sotto i 5000 abitanti, ecc...

Ruolo dei diversi gruppi di interesse?

PORTUGAL

The diversity of contexts is scarcely addressed, with essentially no provision for left-behind or marginalised places and, consequently, no special territorial criteria are defined to identify them. The lack of a specific policy focus on the dimension of territorial cohesion produces a non-unified, fragmented set of actions, missing a consistency frame for the achievement of this objective.

SPAIN

Territorial disparities are not explicitly mentioned in the text. Efforts aim at reducing the disparities and levelling up (unequal) opportunities that exist between the densely populated urban areas and the depopulated rural areas. In this perspective the plan is aligned with the national strategy against the so-called demographic challenge.

Spagna e Portogallo...

Non si parla di aree marginalizzate o “left-behind” places, mancano azioni specifiche per la coesione territoriale

Si menzionano le diverse opportunità dei contesti urbani e aree rurali (spopolamento). Si allinea il PNRR alla strategia contro le sfide demografiche.

2. Partecipazione

La partecipazione può essere intesa in molti modi andando

(per grado di «intensità»)

1. Informazione
2. Consultazione
3. Coinvolgimento
4. Co-pianificazione
5. Empowerment

Tutti e tre i piani hanno seppur in modo diverso

Table 6. Dimension "participation": interpretative grid.

	TYPE OF PARTICIPATION	ACTORS INVOLVED	PARTICIPATION TOOLS
ITALY			
		The classic social and territorial stakeholders	Consultation table, set up at the Presidency of the Council
		Beneficiaries as applicants to public tenders	The programming and information is entrusted to the public call
		No civic actors are involved in monitoring	Unidirectional information through an online portal
PORTUGAL			
	Programme construction	Formal and informal consultation of the social and territorial stakeholders	<ul style="list-style-type: none"> - A public consultation which gathered 1,700 written contributions - A series of consultations with experts from national councils - 11 discussion seminars on the different policy areas covered in the draft document open to civil society and at the presence of the related ministers
		No detailed, clear information is provided concerning the involvement of civil society organisations in the implementation (e.g. it is not specified what the other members of "Recuperar Portugal" apart from institutional ones would be or from which entities/reality will come from)	<ul style="list-style-type: none"> - The involvement of social partners and civil society during the implementation of the RRP is foreseen via the establishment of the Monitoring Committee - The mission structure "Recuperar Portugal" (made up of 60 members) is meant to foster broader participation, but in essence it merely provide an ongoing and ex-post communication and public evidence of the interventions
		Relevant representatives from social and economic stakeholders and from civil society organisations gathered in the Monitoring Committee	Formal proposition of recommendations by the Monitoring Committee
		Social partners; autonomous regions; local authorities; parliamentary forces; institutions and organisations representing each sector involved; potential beneficiary companies of the plan; citizens	<ul style="list-style-type: none"> Dialogue table between the government and social actors; sectoral consultations; forums of experts and advisory, organised by competent ministries
		Productive sector stakeholders; potential beneficiaries; autonomous communities and municipalities	<ul style="list-style-type: none"> Call for expression of interest; Sectoral conference of the RRP; Spanish Federation of Municipalities and Provinces (FEMP)
		No civic actors are involved in monitoring	Unidirectional information through a specific online portal which facilitates access to the possibilities of participation to the target audience

Italia: poca, consultazione e portali online per dati...

Portogallo: consultazione estesa in fase costruzione basandosi anche su lavoro strategia Portugal 2030; aggiornamento strategia anche con questionari e interviste...

Spagna: anche qui consultazione estesa in fase costruzione (tavoli di dialogo con attori istituzionali; «manifestación de interés» per imprese...)

3. Governance e PA

Table 8. Dimension "governance": interpretative grid.

Level of centralisation and role of local governments in programming and implementing NRRP	Renewal reinforcement of public administration
<p>in the construction of the plan, with the agency of the council assigned to institutions of the state. Government are economic resources and passive actors of reforms.</p>	<p>Reinforcement of the public administration, especially linked to administrative justice, but with mainly temporary positions and without major methodological innovations in personnel selection. Lack of attention to capacity-building for local authorities.</p>
<p>of competences, not towards the sub-government), but to other No involvement of authorities in the formal governance model.</p>	<p>Renewal of PA in terms of competences in light of the digital transition will be pursued, but limited recruitment of new human resources within PA.</p>
<p>lised structure where, on ment of regional and local stakeholders is systematic. governments have y involved in the ction; however, they y a more significant ntation phase.</p>	<p>A reinforcement of public administration is foreseen, but no focus on improving administrative capacities at local level.</p>

Italia: forte centralizzazione; nuove assunzioni nella PA (24.000 a tempo determinato, ma solo 2.800 per le amministrazioni locali)

Portogallo: decentralizzazione di alcune competenze; rinnovamento competenze PA per la transizione digitale, ma non nuove assunzioni

Spagna: centralizzazione «informata» con coinvolgimento degli attori locali anche in fase di implementazione; rafforzamento PA, ma non si parla di «capacity building» a livello locale

Qualche riflessione finale...

- ▶ Quando si parla di «**coesione territoriale**» è importante capire di **che «livello territoriale»**
- ▶ Trade-off fra «**tempo**» e «**partecipazione**»: meno tempo si impiega, più l'approccio diventa top-down e non si apre un **dibattito** pubblico (strumento necessario per efficacia delle politiche territoriali)
 - ▶ La Commissione Europea dovrebbe assicurare che ci sia **partecipazione** pubblica almeno nelle fasi di **implementazione** (anche a compensazione della mancanza di dibattito nella fase di costruzione dei programmi)
- ▶ Il **monitoraggio** diventa fondamentale ora, utilizzando un vero e proprio approccio «*learning by failing*» se necessario...

To be continued...

Grazie!



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