



I territori e gli Obiettivi
di sviluppo sostenibile



Rapporto ASviS 2020

Territorial partnerships and sustainable human development

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n°3–March 2021

Introduction

Armadilla is a social cooperative which is primarily engaged in the field of international cooperation: (www.armadilla.coop).

It also carries out training and information activities on the topics of the 2030 Agenda, proposed by the United Nations, for the defense of human rights and the achievement of the 17 goals for sustainable human development: <https://www.unric.org/it/agenda-2030>.

In this context, these Notebooks want to contribute to disseminating information, critical analysis, and possible answers to the priority problems that are faced among students and public opinion which Armadilla is addressed. The collection of all Notebooks, from 2015 till now, can be found at: <http://armadilla.coop/quaderni/>

In this Notebook, we propose a summary of the 2020 Report of the Alliance for Sustainable Development on the situation of Italian territories concerning the 17 proposed goals in the 2030 Agenda (SDGs). That report can be read in full at <https://asvis.it/rapporto-territori-2020/>.

The involvement of the various territories (regions, provinces, cities, and inland areas) in the needed transformation to put the country on a path of sustainable development to be analyzed. **The updated analysis of national data on the impact of the crisis from Covid-19 on the different SDGs shows impressive results: out of the 12 objectives for which there is sufficient evidence of evaluation, there is an improvement in only three cases and a deterioration in the other nine. On the other hand, the analysis of the 22 quantitative Targets in 2030 concludes that Italy is not on a sustainable development path: it has a promising trend in three cases, positive in four, negative in ten, and in four.** It is important to underline the growing use of the 2030 Agenda as a key to planning territorial policies by the Regions and Cities to draw up regional Strategies and metropolitan Agendas for sustainable development, in many cases appropriately linked to their strategic plans.

1. Summary of the Report

One of the key games for the implementation of Agenda 2030 is played locally. Without the involvement of the different territories (regions,

provinces, cities, and internal areas), the transformation needed to take the country on a path of sustainable development risks remaining abstract and not very engaging, unable to influence the concrete behavior of society and the economic world. **Not by chance, at the international level, it attaches great importance to the "territorialisation" of sustainable development goals (SDGs in the English acronym):** just think of the promotion of Voluntary local Review (VLR) by the UN similar to those achieved at the national level and the European Commission's manual to involve economic and social forces at a local level in the implementation of Agenda 2030.

This first Report, is so detailed and articulated ever produced in our country which emerges, on the one hand, the variety of situations of the Italian territories compared to the 17 SDGs, well beyond the classical division between North, Central , and South of the country, **on the other hand, the growing use of the Agenda 2030 as a key for planning territorial policies of the Regions and Cities**, including through calls from the Ministry of the Environment and the Protection of the Territory and the Sea to draw up regional strategies and metropolitan agendas for sustainable development, in many cases appropriately linked to their strategic Plans.

The up-to-date analysis of Italy's national data on the impact of the crisis from COVID-19 on the different SDGs shows impressive results: on the 12 Objectives for which sufficient evaluation elements are available, there is an improvement in only three cases and deterioration in the other nine.

On the other hand, the analysis of the 22 quantitative Targets at 2030 concludes that Italy is not on a sustainable development path: it has a promising trend in three cases, positive in four, negative in ten ,and decidedly negative in four. The Report provides a detailed description of the position and observed trends, concerning the 2030 agenda, for regions, provinces, and cities.

In particular, the 19 Regions and autonomous Provinces of Trento and Bolzano are compared with the national trend of the synthetic indicators for the different Objectives and are evaluated according to the 22 quantitative Targets by 2030. For 90 provinces and intermediate entities and 14 metropolitan cities, maps have been created for the different Objectives in which adequate indicators are available to show the distance of each of them from the respective national average value. Metropolitan cities are also

analyzed based on a distance from the 11 quantitative Targets for which up-to-date information is available. While for cities, a comparison was made with the European average values for the same urban agglomerations on eight quantitative Targets.

The final part of the Report is devoted to the best practices of implementing the 2030 Agenda on the territories, including those of the Network of Universities for sustainable Development (RUS), which cooperates with several territorial administrative authorities. In extreme synthesis, the emerged picture is characterized by the following elements:

- In the Regions and autonomous Provinces, based on historical trends, more than 90% of the territories have reached or will reach 25% of the agricultural area used by organic crops, and about 70% will presumably reduce by 25%, compared to 2013, the mortality rate for the base causes between 30 and 69 years; over 60% of regions and autonomous provinces should be able to reduce to 10% the share of early exit from the education and training system (18-24 years), and about 50% will be able to reach the 32% share of energy from renewable sources on gross final energy consumption. In contrast, over two-thirds of the regions and of the related autonomous provinces is moving away, or it will not approach the Targets related to: the reduction of 20% of the fertilized quota distributed in agriculture compared to 2018, and 50% of the rate of injuries in road accidents compared to 2010 (about 40% of the areas farther away from the Target); the achievement of gender equality in the report of the feminization of the employment rate (20-64 years) and a share of 80% in the efficiency of distribution networks of drinking water; reduction of 4.2 indexes of inequality of disposable income; an increase of 26% share of seat-kilometers offered by the local public transport compared to 2004; 27% reduction in the share of municipal waste generated per capita compared to 2003; the achievement of a 10% share of marine protected areas; reset to zero by 2050, the annual increase of soil consumed.

- For metropolitan Cities, where approximately 22 million people are present (over 36% of the resident population), a positive situation emerges only for Targets relating to the share of graduates and persons holding other tertiary qualifications (25-39 years), for which the 50% of the Cities has already reached Target or shows appropriate developments to reach Target, and at the employment rate, from which our country is still far away, but which has

been reached or will be reached (if history is confirmed) by the 36% of them. On the other hand, many Targets face a negative situation, including the efficiency of drinking water distribution networks, the share of energy from renewable sources in the final consumption of energy, urban waste produced per capita, and the consumption of the soil.

The Report also analyses the approaches adopted by the three main policies in place to reduce territorial disparities: the South 2030 Plan, which is divided into five Missions, which has had several implementation interventions in the measures taken during the crisis by COVID-19; the National Strategy for Internal Areas (SNAI), focused on 72 pilot areas, for a total investment of two billion euro; the extraordinary Programme for the suburbs of 2015 (2,1 billion euro), which sees the 63% of the 1.700 interventions in the implementation phase, but with a realized cost equal to only the 30% of the granted funding.

In the light of the evidence of the Report, the "Investment Package for the Sustainable Development of Cities and Territories"; elaborated by the ASviS in last months, and the main economic policy proposals, the social and environmental aspects outlined in October's 2020 report confirm that they are essential for speeding up the progress of Italy and its territories towards the implementation of the 2030 Agenda, especially in the light of the effects of the current crisis.

These proposals are illustrated in this volume according to the six Government Guideline Missions for the Preparation of the National Recovery and Resilience Plan (NRRP), part of the programme Next Generation EU, which provides about 209 billion euros to be used within 2026.

In addition, with a view to drawing up the National Reform Programme (NRP) 2021, ASviS proposes:

- **to elaborate a single document, as suggested by the European Commission, with the characteristics of a "Framework Programme for Sustainable Development 2021-2026"** which sets out the multiple sectoral Strategies and adopts the national sustainable development Strategy (NSDS), which will have updated as a scenario of 2030;
- **build the monitoring systems necessary based on the Agenda 2030 objectives and the relevant national Targets**, which should be allocated in a differentiated way to regions and territories to produce a convergence path towards the SDGs at 2030;

- **ensure the strong involvement of the Regions, Provinces, metropolitan Cities, Municipalities**, and their Union in the design and implementation of the Programme;
- **to establish a national urban Agenda for sustainable development, as an articulation of the national Strategy**, with a strong coordinating role for the interministerial Committee for urban policies (CIPU), appropriately reformed;
- to continue the national strategy for internal areas (NSIA) for the next seven-year 2021-2027;
- define the new procedures to be adopted by the Inter-Ministerial Committee for economic planning and sustainable development (CIPESS)- which is scheduled to start in January 2021- to evaluate investment projects, introducing a tool to control the sustainability of individual projects compared to SDGs and Targets.

2. Strategies of the regions and the planning tools of the Municipalities in Italy

The greatest impetus for the territorialisation of the SDGs in our country, which seems numerous interesting experiences also in small and medium-sized cities and local communities, came with the Ministry of the Environment's calls for proposals. Two of them have been published addressed to Regions (3 August 2018 for 4 million euros and 30 July 2019 for 4.2 million euros) to elaborate their own regional Strategies for sustainable development (SRSvS) and one addressed to metropolitan Cities (30 July 2019 for 2.5 million euros) for their Agendas for sustainable development. Both the regional Strategies and the metropolitan Agendas must be placed within the national sustainable development Strategy (NSDS) approved by the CIPE resolution of 22 December 2017, of three-year duration and now being updated.

On June 8, 2017, the Mayors of the metropolitan Cities had signed the Bologna Statutes for the Environment, which also provided the elaboration of

Agendas and following which only the Metropolitan City of Bologna had provided for this purpose.

Strategic Plans are another important tools for metropolitan Cities that place a particular emphasis on the SDGs. For the Law no. 56 of 2014, the Metropolitan strategic Plans constitute "(...) an act of direction for the entity and for the exercise of the functions of Municipalities and Unions of Municipalities".

Finally, all Municipalities, even those of very small size, have by law a single programming document (SPD) containing the addresses and operating procedures of the entity, starting with those of a financial nature. IFEL ANCI Foundation and the Polytechnic University of Marche have carried out an interesting experiment that can be easily extended.

3. Synthetic indicators per objective in Italy

Given the relevance of what is happening with the emergency from COVID-19, we find it useful to recommend, in aggregate form, an update of the crisis impact assessments on SDGs in 2020, which are already seen in chapter 3 of the ASviS 2020 Report.

In the 2020's, Italy showed signs of improvement for three objectives:

- Objective 12- Consumption and responsible production, since the severe decrease in GDP (-9,6%) has led to a decrease in the production of urban waste which should lead to an improvement in the relevant indicator.
- Objective 13- Combating climate change. The improvement in the average annual indicator should be recorded for the interruption of a part of the production activities during the lockdown and for the economic downturn, which is leading to a strong reduction in CO2 emissions (-7,5% according to ISPRA estimates).
- Objective 16- Peace, justice, and sound institutions, for reducing crime in the periods when the toughest restrictions have been implemented.

According to data from the Ministry of the Interior relating to the period 1st of March- 10 May 2020, there is a reduction in the 61% total of crimes committed compared to the same period as 2019.

In the 2020's, there was a deterioration for nine objectives:

- Objective 1: Defeating poverty, due to the fall in GDP and **the reduction in disposable income of households, estimated over 3% in real terms.**
- Objective 2- To defeat hunger, due to the negative effects of the crisis on the agricultural sector and the deterioration in food quality. According to Istat, in the first two quarters of the 2020s, agriculture has recorded decreases in added value compared to the previous quarter respectively equal to 1.9% and 3.7% in real terms. The reduction in labor units was 1,8% and 3%, while the reduction in employee income was 0,2% and 0,7%.
- Objective 3- Health and wellbeing. As a result of the pandemic, from January to September 2020, there has been an increase in the number of deaths for the complex of causes compared to the average of the 2015-2019 period, which corresponds to a variation of +9%. The excess mortality observed in these nine months has mainly affected northern Italy (+18,6%), with peaks of +35,6% in Lombardy, while the Centre (+1,1%) and the and Southern Italy (+0,3%) have experienced more moderate increases.
- Objective 4 - Quality Education for all. L'Istat estimates that during the months of the lockdown, **around three million students between the ages of 6 and 17 had difficulty following lessons in distance learning (DAD) mode, mainly due to a shortage or inadequacy of computer devices in the family.** This situation is particularly accentuated in the South, where about 20% of children are affected. It is a particularly serious phenomenon, which has been partially repeated in recent months and which increases the likelihood of school dropouts, especially in the most vulnerable sections of the population, this is accompanied by the presumed fall in the number of workers involved in education and training.
- Objective 5-Gender Equality. **The female employment rate in the second quarter of 2020 decreased by 2.2 percentage points compared**

to the same period in 2019, against a decrease of 1.6 percentage points of the male, highlighting how the crisis is putting women at a greater disadvantage, which worsens gender inequalities.

- Objective 8 - Decent Work and economic growth. As a result of the health crisis, GDP (-17.7%), disposable income, hours worked (-20%) and employment (-1.9 percentage points) fell dramatically in the second quarter of 2020 compared to the same quarter of 2019. On the other hand, there was an increase of 1.5% compared to the previous quarter for employee income per capita (+2% compared to the second quarter of 2019).
- Objective 9 - Enterprises, innovation, and infrastructure, due to the worsening of the CO2 intensity to value-added caused by the closure, in the months of the lockdown, of less emission-intensive activities.
- Objective 10 - Reduce inequalities. **The crisis is dramatically widening social inequalities.** During the lockdown, workers in the locked-in sectors show significantly lower average wage levels than those employed in the essential sectors, a difference explained by instability and inactivity in the first sectors. In addition, in the second half of 2020, the employment rate for young people between the ages of 15 and 34 (-3.2 percentage points) and foreigners (-5.5 percentage points) declined compared to an average change of -1.9 points.
- Objective 17 - Partnership for Goals. In 2020, there will be an extraordinary increase in the ratio of public debt to GDP, an indicator that complements that of Official Development Assistance (ODA), the only one used until last year.

Finally, for five Objectives (6 - Clean Water and Sanitation, 7 - Clean and Affordable energy, 11 - Sustainable Cities and communities, 14 - Life Under Water, and 15 - Life on Earth) it was not possible to produce an estimate of the trend in 2020 due to the lack of updated information or the conflicting effect of the phenomena observed within the same Objective.



4- Urban and metropolitan inequalities: the peripheries

In the peripheries that characterized the phase of urbanization, they are very varied and differentiated today, that given conditions of disadvantage and subordination of the peripheries are due to a multiplicity of factors.

The historical places of concentration of urban suffering, corresponding to the social housing districts built from the post-war period until the early 1990s, have been joined by others: first, the abusive areas - born especially in the Centre-South from the end of the '60s - then new ghettos, animated since the early '90s especially by foreign immigration and by segments of the population seriously marginalized, which went to settle in the areas of productive divestments and large urban services, in areas of the less valuable historic centers abandoned by the indigenous population, and in spaces and buildings of public property abandoned or not adequately supervised.

In these contexts, marginality and unemployment, school drop-outs, the multiplication of illegal behaviors, and the managerial incapacity of the competent bodies of the public sector, play a role of aggravation and amplification of social unease, which more and more often occurs in the most diverse environments, not always and not necessarily identifiable with specific spatial connotations. This determines a profound change, in that inequalities, which before were expressed mostly at the margins of urban development, in the new conditions are realized within the space of the diffused city. In the past, it was believed that the problem of poverty and inequality was essentially connected to the endowment of fixed capital. Housing policies were born out of this to provide accommodation for the less well-off classes who were becoming urbanized, giving a physical response to a social issue.

In this way, as evidenced in recent research, patrimonialist approach is primarily responsible for the failure of social policies in urban areas. Therefore, some recent approaches are attempting to positively overcome these contradictions by identifying the following actions oriented to reduce inequalities:

- initiate creative processes in urban peripheries, promoting local actors as protagonists of development, as in the examples of community cooperatives. Environmental quality and the quality of urban services are essential to support the formation of attractive milieus;
- **to create a new partnership between local authorities and organized communities to be out from the failure of the welfare state, following the Constitutional Court's ruling no. 131/2020, which recognized the social role of community cooperatives and the Third sector, to design experiences of shared administration not based on contractual relationships;**
- support the experiences of *retake* and care of urban spaces directly implemented by the inhabitants of degraded areas to face the failure of public management of social intervention. These interventions are essentially social in character, and are designed to tackle problems of physical degradation.

The identification of the Target areas of the policies against inequality has today overcome the logic of physical perimeter, typical of the patrimonialist approach, and identifies contexts, that is, places that are characterized by the coexistence of different problems and by a population that must be thought of as an activatable resource and part of the solution, rather than only part of the problem. **The same urban planning more careful and sensitive no longer reads the city only by physical parts (the urbs) but tends to recognize areas with the ability of social self-identification and community identity (the polis).** The action of urban regeneration is in the need to form and manage cognitive apparatuses increasingly large and diverse, able to read and interpret the urban suffering at the intersection of different issues and problems. This difficulty is compounded by a lack of capacity to mobilize public resources in a coordinated manner to produce non-sectoral methods of intervention.

5. ASVIS proposals for sustainable development of cities and territories

In May 2020, ASVIS drew up the proposal "For an investment Package in favor of the sustainable development of cities and territories", which was handed over to the Government during the General Assembly on 20 June. The assumptions of the proposal are as follows:

- **we need to change the dominant economic model in the direction of sustainable development.** Attempting to rebuild economic conditions before the COVID-19 crisis without addressing its environmental causes and social consequences would expose us to new disasters: for this, resources must be directed to increase the "transformational resilience" of the system;
- **Above all, there is a need for investments, both public and private, over ten years capable of stimulating domestic demand, creating new job opportunities, and accelerating the ecological transition,** something that was culpably not done in Europe after the crises of 2008-2009 and 2011-2012;
- Since the delays accumulated by our country on the road to the SDGs can only be recovered and reversed by making the territories and institutions nearest to residents, Regions, Provinces, and metropolitan Cities, municipalities, and their unions, the protagonists, cities, and territories are the fulcrum of the turnaround.

The themes identified in the investment Package are:

- the green transition, to zero net CO2 emissions by 2050, as envisaged by the European Green Deal;
- digital transformation;
- healthcare;
- the fight against poverty.

The cost of the package (201.7 billion euros over 10 years) is compatible with the availability of Next Generation EU resources and, if fully implemented,

would increase public spending for investment by 20 billion per year, spending that between 2008 and 2017 has fallen by more than 30 billion per year, from 61.7 to 31.3.

Another reason why territories are fundamental for overcoming the causes that generated the pandemic and embarking on a path of sustainability, concerning precisely the forms of urbanization and territorial development. The dispersion of the territories of widespread urbanization is unsustainable because of land consumption and the demand for individual mobility by a car useless. For this reason, it is necessary to make cities more compact, liveable, and resilient, with appropriate policies of densification and rarefaction of settlements, and to reverse the trend of abandonment of internal areas and territories considered marginal, through a virtuous alliance that overcomes the sterile oppositions that tend to surface in the public debate.

The European Union, with the Next Generation EU2 plan, has deployed an unprecedented initiative for a transformative recovery from the COVID-19 crisis strongly oriented towards the objectives of the *Green Deal* announced by the von derLeyen Commission on 11 December 2019. *Recovery and resilience facility* (672,5 billion euros), part of Next Generation EU, foresees the presentation to the Commission of the National Recovery and Resilience Plan (NRRP), which will necessarily be based on the fundamental contribution of cities and territories. It is expected that Italy can count on 209 billion euros to be used by 2026.

The three priorities of the European Commission for the annual sustainable growth Strategy 2021 (see the Communication of 17 September 2020) are the same as those of the ASVIS investment Package proposal: **green transition (37% climate expenditure); digital transition and productivity (20% digital expenditure); equity**. The European Commission then adds a fourth priority, macroeconomic Stability (debt sustainability and more investment) which a country like Italy, with high public debt, cannot ignore it.

They fully correspond to the SDGs on which the European budget semester reoriented (European Commission Communication of 27 December 2019) and will consequently guide the examination of NRRPs by the Commission.

The guidelines of the Interministerial Committee for European Affairs (CIAE) of 16 September 2020 will be divided into six missions (digitalization, innovation, and competitiveness of the production system; Green Revolution and ecological transition; infrastructures for mobility. Education, training, research and culture; social, gender and territorial equity; Health) can be easily traced back to the three European priorities.

They are accompanied by six supporting policies and reforms: public investment, public administration, research and development, taxation, justice, and labor.

In addition, the Commission's Communication invites States to integrate national funds, *European Recovery and Resilience Facility* funds, and EU Cohesion Policy 2021-2027 funds by coordinating the main National Strategies and preparing a single document bringing together the NRRP and National Reform Programme (NRP) sent to the Commission within April 2021. Therefore a twofold challenge now facing our country if we are to seize the opportunity to make the best use of European resources:

- integrate funds and policies, as Europe demands and France are doing with the France relaunch Plan;
- **take on the 2030 Agenda as an overall framework reference for building the necessary coherence between policies and strategies in the sector, by following the guidelines of the new European budget semester and as Spain is doing with the España puede plan, all focus on the implementation of the SDGs.** Unfortunately, neither the CIAE guidelines for the NRRP nor the parliamentary resolutions refer to the SDGs, if not incidentally, this gives a sense of how much road is still to go in this direction.

About the modalities for the preparation of the NRRP and the National Reform Programme (NRP) 2021, the ASviS proposals are as follows:

- To draw up a single document containing the NRRP and the National Reform Programme (NRP) 2021, as required by Europe, that has the characteristics of a Framework Programme for Sustainable Development, bringing together the various and multiple sectoral strategies and action plans, or at least the most important of them (National Integrated Energy and Climate Plan -NIECP, Strategic Programme to combat Climate Change and Air Quality, Circular Economy Plan, National Forestry Strategy, Sustainable Mobility Plan, Ultra-Broadband Plan, National Digital School Plan, Plan for the South, Non-Self-Sufficiency Plan, Poverty Plan, National chronicity plan, Health pact). The Programme should integrate the various funds (national, *European Recovery and resilience facility* and EU cohesion policy 2021-2027), cover the entire 2021-2026 time span of the Next Generation

- EU programme, and take on the national sustainable development Strategy (NSDS) currently being updated as a 2030 scenario;
- **Building the monitoring systems foreseen by the *Recovery and Resilience Facility* based on the objectives of Agenda 2030 and its national Targets, which must be assigned in a differentiated way to the Regions and Territories to produce a path of convergence towards the 2030 objectives.** A good example is the Burden sharing Directive of the Minister of Economic Development of 2012 for the distribution among the Regions and the Autonomous Provinces of the national objective of 2020 concerning the production of energy from renewable sources;
 - ensure the strong involvement of the Regions, Provinces, Metropolitan Cities, Municipalities and their Union in the design and implementation of the Programme in order to ensure entire coherence between national public policies and those implemented at different territorial levels;
 - prepare a national urban Agenda for sustainable development, as an articulation of the national Strategy, with a firm coordinating role by the appropriately reformed interministerial committee for urban policies (CIPU);
 - To give continuity, also for the next seven-year period 2021-2027, to the National Strategy for Internal Areas (NSIA) through its evolution from experimentation to a real structural policy in favour of the inland and marginal areas of the country, with horizontal actions that contribute to the priorities of the Next Generation EU;
 - to define the new procedures by the Interministerial Committee for Economic Planning to ecological transition.

The ASviS proposals for the sustainable development of cities and economic territories and sustainable development (CIPESS) - launched on the first January 2021 - will be adopted to evaluate investment projects, including those that will be accepted under the NRRP. The CIPESS should assume the role of the NRRP's control room. To this end, it would be useful to introduce a tool that allows the sustainability control of individual projects against SDGs and their targets. The experience of the Lazio Region in this field could be transformed to be used at national level...