



# **THE EUROPEAN TERRITORIAL CO-OPERATION PROJECT RESULTS IN EMILIA-ROMAGNA**

Evaluation report

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*This Report results from a summary of key findings emerging from the three Evaluation Reports on the contribution by Territorial Co-operation to regional programming in Emilia-Romagna (2012-2014-2015) and "The assessment of MED projects contribution to regional programming in Italy: final results" (June 2014).*

*For further information please visit:  
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EUROPEAN UNION, INTERNATIONAL  
AND TERRITORIAL CO-OPERATION,  
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MINISTRY FOR THE COORDINATION OF EUROPEAN POLICY  
FOR ECONOMIC DEVELOPMENT, EDUCATION,  
VOCATIONAL TRAINING, UNIVERSITY, RESEARCH AND LABOUR

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## PRESENTATION

European Territorial Co-operation (ETC) is a substantial part of the Emilia-Romagna Regional development policies. This strategic choice was already underlying the “2007-2013 Single Programming Document” and “Integrated territorial policy planning agreements”, which ensured coordination and integration of functional resources targeted to achieve the major regional cohesion policy objectives.

The assessment of the contribution provided by the European Territorial Co-operation project results is therefore fully in line with the choices and willingness expressed by the Regional Authority to strengthen system-wide actions, aimed at capitalizing on the use of project outcomes in local development.

The 2014-2020 Cohesion Policy framework confirms this approach, stressing both the need to strengthen ESIF funds integration and to ensure a close relationship between planning and evaluation in order to systematically assess the quality and effectiveness of actions and their ability to meet community needs. The Emilia-Romagna Regional Authority has adopted this programming approach, by launching a new generation of development policies, based on the acknowledgement of the value embedded in its local territory, production, labour and people, on a systematic interaction between the different institutional levels and strategic coordination of regional actions and European, national and regional resources.

This co-operation approach is designed to contribute to the development and cohesion objectives set out by the Regional Authority, by supporting both institutions and the economic and business system in seizing the opportunities offered by an open economy, thanks to a full capitalization of transnational and cross-border projects and to a transparent and effective policy assessment, thus further strengthening the interaction between global competition and rethinking of local territories.

### **Patrizio Bianchi**

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# 1.

## THE EVALUATION OF THE EUROPEAN TERRITORIAL CO-OPERATION CONTRIBUTION TO REGIONAL PROGRAMMING POLICIES

What is the contribution provided by the European Territorial Co-operation (ETC) projects to regional/local development? What are the plans that benefit most from ETC projects and that are likely to influence and contribute to regional cohesion policy objectives? How can ETC project results be (quantitatively and qualitatively) assessed as against programming targets?

The evaluation process developed by ERVET – Emilia-Romagna Valorizzazione Economica del Territorio, Emilia-Romagna Regional Development Agency, on behalf of the Emilia-Romagna Region, is designed to respond to these questions, by analyzing the significance of a subset of 2007-2013 ETC projects for local development, involving the regional, local authorities and other public and private entities in the Emilia-Romagna Region, either as project leader or as partner.

The projects that have been analyzed refer to Programmes that have directly concerned the Emilia-Romagna Region and its territory in the 2007-2013 programming period: Central Europe, Mediterranean and South East Europe Transnational Co-operation Programmes, INTERREG IVC and URBACT Interregional Co-operation Programmes and IPA Adriatic and Italy-Slovenia Cross-border Co-operation Programmes.

The working method is based on a qualitative survey approach, which focuses not so much on statistical representativeness, but rather on the exemplary nature, richness and variety of individual experiences.

The survey has pursued two different goals: a **cognitive** one, designed to acquire data and information on project outcomes and deliverables, and a second one designed to provide **decision support**, to feed decision-makers' policy guidelines.

Based on the set objectives, the evaluation is designed to explore:

- **changes** introduced by the projects funded by the different 2007-2013 ETC Programmes at the regional level;
- specific (quantitative and qualitative) **contributions** provided by ETC actions to the different regional planning priorities;
- contribution provided by funded actions in achieving the goals that have been set and possible **improvements**, both in terms of coordination and decision-making.

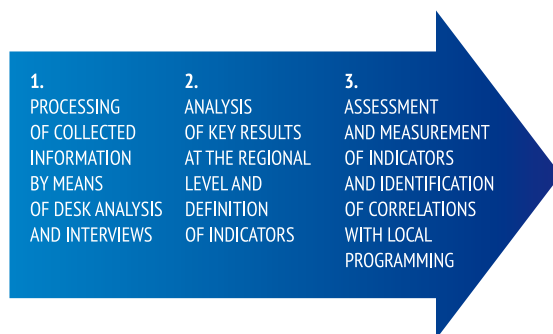
The working process has been defined with the support of ERVET Territorial Co-operation and Local Programming Evaluation experts, under the supervision of a Steering Group, including not only ERVET and Emilia-Region Romagna representatives, but also a Member of Public Investment Evaluation Unit, in the framework of the Economic Cohesion and Development Department of the Italian Ministry for Economic Development.

The assessment approach is based on targeted analyzes carried out on specific cases, developed through a detailed review of project documents and the implementation of face-to-face semi-structured interviews, aimed at project representatives (engineers and managers) of all regional partners involved.

The assessment is designed to rebuild the **project cycle**, with reference to the views and expectations of all regional stakeholders participating in the projects as partners, with a special focus on encouraging respondents' self-analysis, in order to capture the significant correlation/integration elements for local development and to highlight the responses to the needs of the main beneficiaries of the actions that have been undertaken and the involvement methods that have been put in place.

The process has been structured according to three distinct phases.

**FIGURE 1 - EVALUATION PHASES**



**THE FIRST WORK PHASE** involves the project development and implementation process analysis, through the review of project documents and interviews. The dialogue with the project partners has allowed to improve understanding of all motivational aspects (expected change), assess the initial si-

tuation (baseline), collect all functional elements useful for the project description (activities, outputs) and evaluate change (results).

The working method envisages a case-by-case analysis of the information gathered during direct interviews, focusing on the results considered relevant for local development by respondents, in view of effectively highlighting the correlations with the overall regional programming.

The decision to evaluate the project contribution on a regional scale has led to the identification of **relevant results at a regional level**, i.e. the main results obtained by the regional partners through their involvement in the project.

**THE SECOND ACTIVITY PHASE** is designed to analyze the main results achieved at the regional level, to seek specific ideas about the meaning attached to the assessment of their repercussions, that is, the identification of the key reference indicators and variables. Specific efforts are required to identify targeted results and indicators for each project, to assess them on the regional/local level involved and thus to explore the acquisition of context-specific results referred to a more targeted scope of the overall project, to be more easily integrated with regional programming.

The working method provides for the allocation of variables (results) and their specific indicators to **key criteria**, identified during the evaluation model development phase, to be understood as modes of expression of the projects' repercussion on the local context.

The identified criteria<sup>1</sup>, referring to each sector-specific context, can be summarized as follows:

- **Know-how:** the project's ability to enhance skills and knowledge of the local stakeholders involved

1 The analysis method and the tools developed by ERVET were tested in the framework of the MED Programme between 2012 and 2014, together with the Lazio, Puglia, Marche, Umbria, Sardinia, Calabria and Veneto Regions. Hence, their potential use and adaptability to various territories and sectors has been further refined.



- **Innovation:** the project's ability to make an innovative contribution to processes, products, services
- **Direct or indirect investment:** the project's ability to stimulate and/or to merge productive and/or structural investments
- **Capitalization:** the project's ability to capitalize on experience and relationships developed in previous projects
- **Generativity:** the ability of practices resulting from the project implementation to be enhanced and capitalized upon, also through clustering processes
- **Networking:** the project's ability to initiate/strengthen networking processes
- **Integration/Mainstreaming:** the project's ability to influence/change the regional Programme framework
- **Governance:** the project's ability to develop stable coordination practices at a local level, involving the largest possible number of stakeholders
- **Awareness-raising:** the project's ability to change the perception of the problem under question by the general public

The attribution of the identified variables to **key criteria** is required to ensure the subsequent comparability between projects and to provide homogeneity and distinction elements.

The reflections made during the model development phase on the criteria/results/indicators correlation matrices led to the identification of "relevant" and homogeneous results and indicators related to selected criteria and to the definition of a cross-matrix, which was taken into account as a reference **meta-model** for assessment purposes.

In order to refine the criteria interpretation, during the MED Programme experimental activities, declarations and intensity levels of the results related to them were attributed to

each criterion, in order to identify the different performance levels<sup>1</sup>.

**THE THIRD AND FINAL PHASE** is the testing and measurement of indicators identified by the project representatives themselves, who had been initially interviewed.

Insights are to be developed, aimed at validating and measuring the indicators that have been identified, also including the analysis of qualitative elements, with a view to enabling a better understanding of the contribution delivered by the project.

During this phase, the correlations with the programming tools implemented at regional and local level need also to be identified, analyzed and detailed, thanks to the involvement of project stakeholders.

**The dialogue with the project stakeholders is at the very heart of the working method and ensures data consistency (often based on documents providing evidence of: action plans, detailed activity reports, training plans, etc.) and measurement of indicators, through the consent procedure (and/or suggestions and opinions) by people directly involved in the project, based on a participatory evaluation approach.**

**In summary, the new methodological approach envisages: the use of an assessment "during" the programming phase itself (with a follow-up of the progress made as against the target), a community-oriented focus and an approach oriented to the enhancement of the key results relevant for the regional development; the drafting of common indicator frameworks; the identification of the roles and responsibilities of different actors and the involvement of stakeholders.**

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<sup>1</sup> The comprehensive "map" of declarations-criteria, results ranking, descriptors, resulting from the MED experimental activity can be found in "The assessment of the MED projects contribution to regional programming in Italy: final results" - June 2014.

TABLE 1. CRITERIA/RESULTS/INDICATORS SYNOPTIC MATRIX

CRITERIA	Main results at the regional level	Key Indicators
<b>KNOW-HOW</b>	Knowledge/skills acquisition	<ul style="list-style-type: none"> <li>Action lines, case studies, models, detailed plans and/or transferred/adopted good practices</li> <li>In-depth events, analyzes, studies, focus groups, study visits, workshops, training courses</li> <li>Stakeholders /facilities involved in training activities and/or activity transfer/adoption</li> </ul>
	Information acquisition	<ul style="list-style-type: none"> <li>Surveyed data and information, interviews</li> </ul>
<b>INNOVATION</b>	Action method development	<ul style="list-style-type: none"> <li>Agreed joint working methodologies</li> </ul>
	Monitoring method development	<ul style="list-style-type: none"> <li>Newly identified indicators</li> </ul>
	Functionality development	<ul style="list-style-type: none"> <li>Newly developed or improved products, services</li> <li>Users served</li> </ul>
<b>DIRECT OR INDIRECT INVESTMENT</b>	Enhancement, regeneration and strengthening of sectoral areas	<ul style="list-style-type: none"> <li>Pilot projects (feasibility studies, development plans, implemented actions and investment and indirect funding)</li> <li>Calls for proposal/funded initiatives</li> </ul>
<b>CAPITALIZATION</b>	Capitalization of previous actions and relationships	<ul style="list-style-type: none"> <li>Capitalized experiences, actions, relationships, projects</li> </ul>
<b>GENERATIVITY</b>	New project development	<ul style="list-style-type: none"> <li>Integrated projects, initiated projects and received funding, project proposals</li> <li>project/Programme synergies (multi-Programme perspective)</li> </ul>
<b>NETWORKING</b>	Network/cluster development/strengthening	<ul style="list-style-type: none"> <li>Jointly developed actions/projects</li> <li>Network formalization (stable networks) and new network /cluster development</li> <li>Formally adopted protocols/deeds and stakeholders involved at the local level</li> </ul>
<b>INTEGRATION/ MAINSTREAMING</b>	Development of effective policies and innovative strategies to supplement local programming	<ul style="list-style-type: none"> <li>Action plans, recommendations and their adoption / application on the local context (also in progress)</li> <li>Planned interventions</li> <li>Feasibility plans and business plans</li> <li>Newly developed / adopted / improved rules and regulations (and enforcement instruments) in local planning processes</li> </ul>
<b>GOVERNANCE</b>	Development of functional relationships and stable forms of coordination	<ul style="list-style-type: none"> <li>Joint initiatives/agreements established between institutions (also at the Inter-regional level) or as public-private partnerships</li> <li>Organizational facilities involved (mobilization of local stakeholders, also through the creation of new forms of coordination)</li> </ul>
<b>AWARENESS-RAISING</b>	Community Involvement and awareness-raising	<ul style="list-style-type: none"> <li>Events /awareness-raising actions implemented at the regional level (events, local parties involved, subject matter)</li> <li>Calls for proposals / participants</li> <li>Newly developed forms of participation, shedding a new light and perspective on the subject matter</li> </ul>

## 2. THE INVESTIGATED PROJECTS AND THEIR CORRELATION WITH REGIONAL PROGRAMMING

The analysis has so far been conducted on a sample of 41 projects financed under ETC Programmes in which institutional bodies and other stakeholders of the Emilia-Romagna region were involved during the 2007-2013 programming period<sup>1</sup>.

Table 2 shows the sample characterization from the thematic, geographical distribution point of view and belonging to different ETC Programmes involving the regional territory.

The high concentration of projects in the Bologna area is mainly due to the direct involvement of the Regional Authority and of its related entities. It was deemed necessary to take the administrative competence of these entities into account as a reference to avoid any data misinterpretation. The role played by the Ferrara and Ravenna Provincial Authorities was highly relevant for having access to a larger number of Programmes, during the 2007-2013 ETC programming period, being the only regional territories eligible under the CBC Italy-Slovenia and IPA Adriatic Programmes (the latter also involving the territories of Forlì-Cesena and Rimini).

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1 In order to attach a greater significance to the analysis results, the evaluation process is still under way, through an extension of the survey sample. As of 31/12/2014, 238 projects were approved in the ETC framework with Emilia-Romagna partners, broken down as follows: CBC Italy / Slovenia 47, CBC IPA Adriatic 40, Central Europe 36, South East Europe 33, MED 33, Interregional IVC 39, URBACT 10.

### REGIONAL PROGRAMMING.

The consistency with the **2007-2013 SPD (Single Programming Document)**<sup>2</sup> was primarily investigated in order to identify the correlation with regional programming.

The consistency/compatibility of projects with the regional SPD can be mainly observed in the actions envisaged under objective 3 (business development objectives), 5 (transport and mobility), 7 (environment) and 8 (environmental - tourism/culture enhancement) concerning at least 26 out of 41 projects included in the sample.

As regards the consistency with objective 3 (business development), the relevance of TEXMEDIN, QUBIC, PACMAN and BIOLMED projects proved to be especially interesting (all relating to the MED Programme, with reference to the local territories of Modena and Parma) providing an evidence of the region's ability to support business development in traditio-

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2 The 2007-2013 Emilia-Romagna SPD included 10 objectives: 1. To strengthen the commitment of the regional system to research and innovation; 2. To increase investment in human capital by raising people's skills; 3. To promote the competitiveness of the supply chain system and production clusters; 4. To promote greater energy and environmental sustainability of the production system; 5. To strengthen infrastructures to ensure better access to the regional territory; 6. To innovate and enhance the welfare system to improve people's quality of life; 7. To regenerate the natural environment and to optimize the water and coastal resource management; 8. To enhance and promote environmental and cultural heritage; 9. To enhance local potentials and strengthen the former Objective 2 areas; 10. To promote the competitiveness, quality and attractiveness of cities.

nally important sectors (i.e. textile and agrifood industries), also through co-operation practices, paying particular attention to the strengthening of human capital, through training and knowledge transfer activities (with special reference to the first two projects).

The use of SPD as the main reference planning tool to check the consistency/compatibility of ETC projects with regional programming has not ruled out the assessment of project relevance in comparison with other programming tools at regional and local level, and it has indeed enabled to extend the implementation of the evaluation model also to other funds.

The analysis<sup>1</sup> that has been carried out points out that it is mainly through the development of pilot projects and experimental actions that meaningful connections with local planning instruments can be established, in particular with the **Integrated territorial policy planning agreements (Agreements)**, resulting from a negotiated programming process between the Emilia-Romagna Region and the main institutional stakeholders of provincial territories.

## INTEGRATED TERRITORIAL POLICY PLANNING AGREEMENTS.

With reference to these Agreements, similarly to the single regional programming tool, compatibility was primarily found with objectives 5, 7 and 8 in particular, demonstrating the regional partners' tendency to use ETC resources as a complement to local culture and tourism economy development.

Significant examples can also be observed at the local level in relation to objective 10, which in addition to the link with SPD also envisaged the intention by local stakeholders and governments to implement urban development policies

even in the co-operation field, to better grasp and develop regional specificities.

Confirming the trend of the projects under investigation primarily focusing on territorial specificities, the RETINA project, deployed in derelict industrial areas, was implemented by the Provincial Authority of Ferrara, in the framework of urban regeneration, reclamation and re-industrialization of brownfields with a high development potential (ob. 10 and 6); while in the Parma area, the Local Action Group (SOPRIP) was committed to carrying out the cleanup and recovery of polluted industrial sites, with specific reference to the reindustrialization of the former coal and chemical area - former Compagnia Italiana Petroli of Fidenza, with the intent to develop an innovative Business Incubator (ob. 3, 7 and 10); SEA-R, played a specific role at the regional level with reference to ob. 4 (energy), and it provided guidance to the local economy on the use of alternative energy sources; furthermore, it provided support to business development (ob. 3) for the generation of renewable energy in the Forlì and Ferrara areas; the Provincial Authority of Modena committed itself to transforming TECH.FOOD innovative efforts into concrete local business development actions, in compliance with Objectives 1 and 3 (more specifically at the local level) of SPD, and emphasizing once again the important role played by local authorities in recognizing the relevance of local business development and economic growth.

IRH-MED, involving the Provincial Authority of Ravenna, also focused on energy related issues at the regional level (ob. 4) and on the implementation of urban development actions at the local level (ob. 10), thus confirming the incompleteness of univocal consistency detected by the SPD.

Further projects were designed to strengthen the compatibility with the SPD at local level. With reference to ATRIUM, for example, Ob. 8 of the Integrated territorial policy planning agreements signed between the Provincial Authority of Forlì-Cesena and the Emilia-Romagna Regional Authority

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1 For further details on projects and evaluations carried out, please refer to the Evaluation Reports of the contribution by Territorial Cooperation to regional programming in Emilia-Romagna (2012-2014-2015) and "The assessment of MED projects contribution to regional programming in Italy: final results" - June 2014.

TABLE 2. SPD OBJECTIVES / PROVINCIAL TERRITORIES/ PROJECTS / PROGRAMMES

		Parma	Reggio Emilia	Modena	Bologna	Ferrara	Ravenna	Forlì-Cesena	Rimini
OB.1	INNOVATION /R&D			TECHFOOD	ERIK ACTION C-PLUS				
OB.2	HUMAN CAPITAL			ET-STRUCT					
OB.3	ENTREPRENEURIAL DEVELOPMENT	PACMAN QUBIC		PACMAN TEXMEDIN	ADC PACMAN CREATIVE GROWTH BIOLMED				
OB.4	ENERGY				LOCARE ALTERENERGY	SEA-R	IRH-MED	SEA-R	
OB.5	TRANSPORT AND MOBILITY	TROLLEY	MMOVE		FREIGHT4ALL BICY	BICY	ADRI MOB BICY	ADRI MOB	ACTIVE TRAVEL NET ADRI MOB
OB.6	WELFARE				E-CITIZEN II SPES COASTANCE	SPES		GRCOPOQ-SEWAM	
OB.7	ENVIRONMENT				MAREMED SHAPE MONITOR II	WF COBRAMAN	BE-NATUR		
OB.8	ENVIRONMENTAL/ CULTURAL ENHANCEMENT				PAYS.MED. URBAN CUSTODES SLOW TOURISM	SLOW TOURISM MOTOR SALTWORKS CULTURE	SLOW TOURISM MOTOR SALTWORKS	ATRIUM	CUSTODES
OB.9	MARGINAL AREAS	RETINA				RETINA			
OB.10	CITY ATTRACTIVENESS		CREATIVE CLUSTERS	CITIES	CREPUDMED				

	IPA-Adriatic	5
	Italy-Slovenia	3
	Central Europe	7
	South-East Europe	6
	MED	11
	Interreg IVC	7
	URBACT	2
		41

specifically referred to the protection and enhancement of the local cultural and historical heritage, as a priority development factor, through the creation and promotion of historical and cultural itineraries.

### MAINSTREAM.

Several correlations can be found with ROP/ ERDF (Regional Operational Programme /European Regional Development Fund), with reference to projects, such as ADRIMOB, CITIES, C-PLUS, CREATIVE CLUSTERS (closely integrated with the development of the Reggio Emilia Technopole), BICY, MOTOR, SLOWTOURISM and WF, the latter being related to the Provincial Territorial Enhancement Programmes, the Provincial Territorial Coordination Plans and the Local Action Plan (LAP) for the 2007-2013 Emilia-Romagna Po River Delta. SALTWORKS, just like WF, in addition to creating correlations with the Delta area LAP, through a three-yearly investment Programme, showed a clear reference to the Rural Development Programme (RDP). ERIK ACTION instead showed implications for the regional industrial research, innovation and technology transfer Programme and Priority 4 of ROP ESF (European Social Fund), introducing a performance criterion in the use of High-level Apprenticeship; BE NATUR contributed to the definition of the Action Plans for the conservation of habitats and species and Management Plans of natural sites at national level, marking a significant integration with RDP.

The excellent capitalization of project results (whether fully completed or still in progress) by local stakeholders, throughout the regional scale, showed their full awareness of the opportunities offered by **integrated design** processes; in particular, it highlighted the performance of the Provincial authorities of Ferrara and Ravenna, in integrating different projects by means of other instruments funded under various ETC Programmes on the issues of cycling (and waterways) mobility and tourism and the performance of the Regional Authority on

Integrated Coastal Zone Management (ICZM) issues.

It is also worth mentioning the interest shown by the Provincial Authority of Ferrara in developing pilot actions in the Sacca di Goro area (SEA-R and SHAPE), as well as in the Boicelli area (RETINA) and in the former sugar factory of Migliaro (COBRAMAN), thus proving that ETC can support the development and regeneration of “marginal” areas, also thanks to its highly innovative potential<sup>1</sup>.

A few examples of the most remarkable projects are illustrated here below, which demonstrate that an effective support was provided by ETC to the programming instruments at the regional/local level, thus contributing to the definition of programming documents:

- **ADC** (Emilia-Romagna Region - ERR) contributed to the definition of the **Regional Territorial Marketing Strategy**.
- **ALTERENERGY** (ERR) provided support to the definition of **Sustainable Energy Action Plans (SEAP)** by the Union of Municipalities of Romagna, within the Provincial territory of Forlì (Castrocaro) and the Union of Municipalities of Romagna, within the Provincial territory of Faenza (Brisighella).
- **ATRIUM** (Municipality of Forlì and the Provincial Authority of Forlì-Cesena) made reference to the (2014/19) **Guidelines** of the Municipality of Forlì and to Resolution no. 36/2014 on “**The Forlì Romagna territory and ATRIUM**” of the Union of Municipalities of Romagna, within the Provincial territory of Forlì.
- **BICY** (Provincial authorities of Ferrara and Ravenna) contributed to the definition of the **Master Plan on the cycle paths of Ferrara and Mobility**

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<sup>1</sup> The same comments can be made for the CITES project in Modena, CUSTODES in the Rimini inland and SALTWORKS in the Cervia saltworks.

#### **Plans of the Municipalities of Cervia and Ravenna.**

- **COASTANCE, MAREMED and SHAPE** (ERR) contributed to the definition of the **Regional coastal defence plan**.
- **MAREMED and SHAPE** (ERR) provided guidance on the implementation of the **ICZM Protocol** on regional coastal areas.
- **COASTANCE** (ERR) contributed to the definition of the **Regional Regulation on coastal sediment handling for beach nourishment purposes**.
- **CREATIVE GROWTH** (ASTER) provided support to the definition of regional **Smart Specialization Strategies**.
- **FREIGHT4ALL** (ERR) supported the development of the regional **City Logistic** policy, on the basis of the agreements signed by the Emilia-Romagna Region and by the Ministry of Environment.
- **GR COPQ-SEWAM** (Municipality of Forlì) supported a **regional bill on social co-operatives**.
- **LOCARE** (ERR) contributed to the definition of the **2014-2020 Regional Waste Management Plan, the Regional Energy Plan and the Provincial Climate Plan of Bologna**.
- **MONITOR II** (University of Modena and Reggio) provided guidance for the definition of a **Regional flood risk management Plan**, through a partnership with the Basin Technical Services and Civil Protection.
- **MOTOR** (Provincial authorities of Ferrara and Ravenna) provided support to **RDP** definition, by collecting updated information on the socio-economic situation of the Po River Delta Park.
- **PAYS.MED.URBAN** (ERR) supported the creation of the **Landscape Observatory**, in compliance with Regional Law no. 23 /2009.

It should be emphasized that the projects involving the Regional Authority and/or its related bodies contribute more substantially to the definition of strategic plans and/or the definition of regional Programmes/policies or regulations.

Despite the survey sample is only a subset of the overall ETC projects involving the regional territory, at any rate, it allows to highlight a few relevant features, namely:

- poor coverage of Objectives 2 (human capital) and 6 (welfare) of the SPD in the field of co-operation (mainly due to the purposes pursued by ETC in the seven-year programming period that has just ended);
- a “localized” interpretation of objectives 9 and 10 of SPD, which tends to link co-operation practices with the first eight goals of the regional programming document;
- a geographically-wide propensity to solve problems related to the transport sector and mobility according to a view shared by other European stakeholders;
- a trend towards multiple partnerships at the regional level in cross-border co-operation projects;
- a special focus on environmental issues and those related to business development and research, especially by the Regional Authority and its related bodies, in the ETC framework;
- a special focus on business development, growth and research issues in the Emilia territory and a special focus on energy, culture and tourism issues in Romagna, in full consistency with territorial vocations.

### 3. QUALITATIVE ANALYSIS

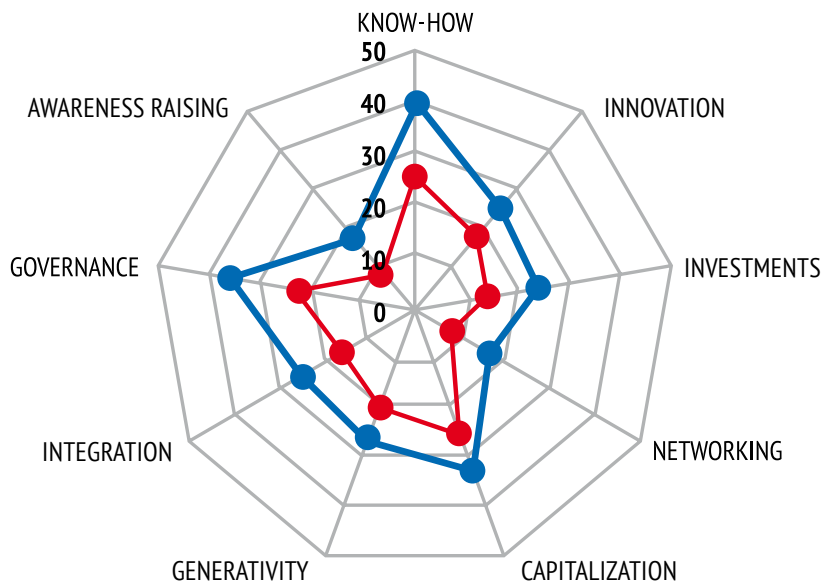
The application of the evaluation model to the survey sample allows a better understanding not only of the aspects related to the mainstreaming of project results, but also of those obtained through the correspondence of results with the criteria identified by the model. The analysis of the criteria/results/indicators correlation matrix related to 41 projects

enabled a classification of the results referring to the three ranking levels envisaged by the model (1. poor or very poor; 2. weak/moderate; 3. relevant/significant).

In an effort to emphasize the most effective responses provided by ETC projects in Emilia-Romagna and to highlight the highest utility provided by the results obtained in the chan-

**DIAGRAM 1.**  
**CORRESPONDENCE**  
**OF PROJECT RESULTS**  
**WITH THE MODEL**  
**CRITERIA (IN RED**  
**THE RESULT**  
**WITH HIGHEST**  
**RANKING LEVEL)**

● totals  
● of which max relevance





ge of the regional system, a greater importance was attributed to the most relevant results (level 3).

The resulting classification, sketched in Diagram 1, highlights that:

- the **Know-how** enhancement shows specific ties with the results of all the projects in the sample, based on the three levels envisaged by the model. Even the maximum relevance results related to this criterion<sup>1</sup> prove to be the most significant ones, thus confirming the prevailing characteristics of ETC projects, including the sharing of knowledge as the starting point for the development of further activity phases.
- **Capitalization** is a further relevant criterion, highlighting local stakeholders' willingness to capitalize on the lessons learned through previous project experiences (both in the field of ETC projects or under other European, national or regional Programmes) and to relaunch transnational relations networks in an innovative way. The latter play a twofold role in this context: on the one hand, they pave the way towards the feasibility process of capitalization projects, which often appear to be the expression of well-established and efficient links between partners, and, on the other hand, they serve as a launching pad towards the establishment of broader relations, by highlighting the connection between the local system and other international contexts.
- Noteworthy is also the frequency of connections with the **Governance** criterion, demonstrating the

excellent capacity of ETC regional stakeholders to strengthen functional relationships and governance systems at the local level, by promoting the establishment of discussion platforms, participation networks and stakeholder involvement in decision-making and planning processes, according to more or less formalized methods, with the aim of ensuring the sustainability and full capitalization of lessons learned through the project, also in a broader context.

The **Generativity** criterion shows a less pronounced relevance, showing, anyhow, a good propensity by local stakeholders to continue the work already undertaken through the development of new actions, starting from technical solutions put forward by the original project, also based on integrated programming approaches.

The innovative contribution (**Innovation**) of the analyzed projects is primarily expressed, on the one hand, through the development of new joint action tools and methodologies (please refer to the joint natural site monitoring methodology defined by BE NATUR), and, on the other hand, through the development of new tools and/or services useful for the reference sector development. This is the case of SHAPE through the development of the GIS-based ATLAS.

The **Integration** criterion relevance proves to be less important, intended as a tool explicitly used by policy-makers through programmatic actions based on methodologies and/or solutions developed by the project. The limited impact of the integration/mainstreaming criterion shows that project results often remain confined within the project framework itself (i.e. BE NATUR and PACMAN) and/or do not receive the appropriate attention they would deserve in the framework of programming practices and reference policies.

The results classified under **Investments** require a separate discussion, in particular in those cases in which they have

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<sup>1</sup> The most relevant results referring to the know-how criterion are aimed at strengthening knowledge about the subject matter of the reference policy, so as to foster the development of new methodologies and original solutions with a widespread involvement of policy makers and stakeholders.

been acknowledged by retrieving further financial resources in addition to those made available by the Programme itself. Although it should be emphasized that the ETC approach and financial resources are generally not intended to support real investments, the development of pilot projects and, in some cases, the feedback obtained from local/regional policies tends to provide sustainability (even from a financial point of view) to the change process put in motion by the project itself.

With reference to the survey sample, secondary results were obtained, pursuing the following goals:

- the development of new transnational networks designed to increase sharing and identification of joint solutions (**Networking**);
- the establishment of new citizen engagement formulas, by expanding the range of stakeholders who are willing to advocate new approaches and be actively involved in policy-making (**Awareness-raising**).

It should be stressed that the Networking and Awareness-raising criteria, beyond exemplary cases (i.e. ATRIUM and MAREMED projects, for example), appear to be those with the most limited number of connections with results, both in absolute terms and with reference to the maximum ranking level. This element suggests the possibility of taking action on these levers to foster a more effective implementation of co-operation practices both in the local and transnational contexts.

The analysis of criteria/results/indicators matrices clearly shows that few projects are likely to achieve more relevant results with regard to all (or almost all) underlying criteria, maximizing the use of resources available for different development aspects (this is the case of ATRIUM, SHAPE and SLOWTOURISM, but also ADRIMOB, GRCOPOQ-SEWAM, PACMAN and TECH.FOOD projects). This outstanding “mix-and-match” level promotes a good perspective in terms of sustainability of results, thanks to the expected effects of integration and

governance mechanisms.

It is also noteworthy that the Regional Authority acted as lead partner in all the above-mentioned projects (except for GRCOPOQ-SEWAM, in which the Women’s Network of Forlì still played a significant role), thus demonstrating the importance of the partner’s motivational contribution and commitment to capitalizing on the project results at the local level.

The analysis also pointed out a few interesting insights, as well as the interaction between the following different criteria:

- the **Governance** criterion relevance demonstrates the willingness of ETC project beneficiaries (but also of facilities responsible for coordinating the use of these funds) to capitalize on the results derived from the projects, to make them available in different and/or broader programmatic contexts, also in order to ensure their political and financial sustainability;
- the **Capitalization** and **Generativity** criteria appear to be closely related to the **Governance** criterion and their effectiveness certainly depends on the beneficial effects of the system actions carried out at local level, able to promote cross-fertilization and integrated design processes;
- the **Governance** and **Integration** criteria are mainly connected in projects with institutional partners, although the strengthening of the dialogue with the local stakeholders is not often immediately reflected in an integration operation and vice-versa, due to the time limitations imposed by the project, as often observed during the assessment process;
- the efficiency coefficient of **indirect investments** (additional funding/financing made available by the project for pilot actions) shows, on the whole, a good performance of ETC projects to support the launching of new sustainable initiatives and to en-

sure their sustainability over time, also in financial terms, especially if the project succeeds to obtain recognition by policy (**Governance**);

- **Networking**, although appearing to be a major criterion in a co-operation context, is not always put at the centre of the project activities taken into account in the sample, fostering however significant relevance, if any, even at the local level, and strengthening the local and regional policy, in specific areas, also through widespread awareness-raising actions;
- the **Know-how** criterion has a flywheel effect triggering off further criteria, setting the stage for innovative developments (**Innovation**), new strategic approaches (**Integration**) and/or specific practices (**Generativity**).

However, if it true that, on the one hand, know-how plays a fundamental role in promoting further developments, on the other hand, the results related to it are not always adequately taken into account as useful factors to innovate public policies, especially in the case of results ranking in a medium-low relevance.

Despite the ETC projects provide an experimental space often not considered part of regular programming, the analysis clearly shows that the results derived from it are much more easily integrated when the bonds with one or more programming tools are already clearly envisaged at the design stage, making the desired cross-fertilization processes possible.

**In general, the analysis provides useful insights and it clearly shows that the sound and effective implementation of project results in programming instruments, in most cases, requires a timeframe that goes much beyond the conclusion of the project itself and, where this happens during the implementation of initiatives, specific monitoring actions**

**should be applied, to ensure the effective implementation of actions envisaged by planning documents (i.e. the actual implementation of the planning documents during the project – i.e. action plans - and its effects on local development). The persistence and repercussion of actions over time (not only in terms of Integration, but also of Networking and Governance) is an essential component of relevance and should therefore be further tested and confirmed.**

In this way, it would be possible to ensure the achievement of expected outcomes (or long-term results), making ETC impact on local development even more evident and thus proving its consistency/compatibility in the definition of programming processes.

## 4.

# THEMATIC INSIGHT

A thematic insight is provided here below, making reference to the most relevant results that have been achieved at a regional level, on the basis of the developed evaluation model, by emphasizing those with the highest significance for the development of SPD objectives.

### INNOVATION AND RESEARCH.

Three projects have been taken into account in the survey sample, which prove to be consistent with objective 1 of SPD: C-PLUS, ERIK ACTION and TECHFOOD. Financial resources provided to the Emilia-Romagna project partners for the development of activities related to the innovation and research theme amounted approximately to 1.8 million euro.

In terms of relevant results at the local level, C-PLUS, headed by Regional CNA, in its capacity as lead partner, with the participation of the Regional Directorate General (DG) for Productive Activities, primarily aimed at strengthening local networking to enhance cohesion between the regional industrial districts and to attract greater consensus from the political and university system.

ERIK ACTION (with the participation of the Regional DG for Productive Activities) on the other hand, as already mentioned, proved to have a major impact on the regional Programme for industrial research, innovation and technological transfer and Priority 4 of ROP ESF, through the introduction of a performance reserve criteria for the use of the high-apprenticeship contract,

contributing to the development of new forms of employment. The transnational network developed within TECHFOOD, headed by the Provincial Authority of Modena, as lead partner, with the participation of ASTER (Regional Agency for industrial research, technological transfer and innovation), led to the development of Technology Transfer and local innovation Nodes at the regional level, playing a fundamental role in supporting local entrepreneurship, specific initiatives, involving businesses in training and planning activities, managing the implementation of new tools for innovation and contributing to the definition of innovative strategies. The best performances at the local level, in the framework of TECHFOOD, concern the development of a business partnership between two companies in the meat sector (Italy-Romania), through the participation in transnational Focus Groups. Further partnerships between companies in the agrifood sector were also developed, assessing the cost-effectiveness and energy-efficiency of pork processing and the introduction of organic food in public canteens.

### HUMAN CAPITAL.

With reference to Objective 2 of SPD, ET-STRUCT is the only project that is currently assessed, with a budget of around 300,000 euro, strengthening guidance and training activities conducted by Modena Formazione, in collaboration with CNA Modena and other local institutions, as well as conducting a needs analysis of the Modena companies. The project was de-

veloped in synergy with the INTRAPRENDERE project, on the entrepreneurship development theme, managed by Democenter-Sipe and Modena Formazione.

Interestingly enough, however, other projects (i.e. the aforementioned ERIK ACTION, but also MMOVE, MOTOR, QUBIC and TEXMEDIN), although focusing on other SPD objectives, in terms of thematic priorities, paid a special attention to human capital strengthening through training and knowledge transfer activities.

### **ENTREPRENEURIAL DEVELOPMENT.**

6 projects were assessed at regional level having a direct impact on business development: ADC, BIOLMED, CREATIVE GROWTH, PACMAN, QUBIC and TEXMEDIN. The funds made available for the regional partners of these projects amounted to a total of more than 1.3 million Euros.

ADC (involving the Regional DG for Productive Activities among its partners), through its participation in DBE - Digital Business Ecosystem, i.e. a digital business exchange platform, developed a series of contacts and business relationships between local and South East European businesses and clusters. The involvement in the project also contributed to the definition of the Regional Territorial Marketing Strategy.

BIOLMED, with the participation of ICEA (Institute for Ethical and Environmental Certification), is an evidence of regional excellence in terms of organic certification. It confirmed the regional scientific contribution to organic processes at the national level.

ASTER, through its participation in CREATIVE GROWTH, succeeded to transform interregional co-operation opportunities and a relatively limited budget into relevant results for the development of regional policies and instruments in furtherance of creative enterprises, which led to the INCREDIBOL project designed by the Municipality of Bologna.

The PACMAN project, run by ERVET in its capacity as lead partner, with the involvement of the Provincial authorities of

Modena and Parma, designed a dual geographic action, declined differently according to specific local needs. The strategic segments taken into account concerned the milk and dairy products, tomato processing and packaging industries, with the definition of key competitiveness factors at transnational level. ERVET guaranteed the replicability and adaptation of the project results, according to a "regional" vision.

QUBIC, with the participation of SSICA - Stazione Sperimentale Industria Conserve Alimentari of Parma, the Experimental Station for the Food Preserving Industry -, collected information on the state of the art of the pig breeding industry and the implementation of the technical skills of local breeders and meat processors, through educational seminars and the provision of technical assistance to companies. The project focused on the local pig breeds, such as Suino Nero of Parma and Mora Romagnola.

CARPIFORMAZIONE, within the framework of TEXMEDIN, capitalized on the systematization and digitalization of the textile heritage (Labirinto della Moda, the Fashion Maze), making data and information available for the development of innovative collaboration and training pathways between the local textile/clothing firms and creative youth.

### **ENERGY.**

With reference to objective 4 of SPD, 4 projects – i.e. ALTERENERGY, LOCARE, IRH-MED and SEA-R - offered a financial contribution to the regional energy sector development amounting to over 1.7 million euros.

ALTERENERGY and LOCARE both involved DG Territorial Programming. The former is a strategic project aiming at supporting small communities in the identification of energy sustainability tools and programming of the necessary pathways, also in relation to the already scheduled planning practices (see Action Plans for Sustainable Energy - Covenant of Mayors). A further significant aspect of ALTERENERGY in Emilia-Romagna concerned awareness-raising and facilitation activities under-

taken especially in schools. LOCARE developed the so-called “Identity Card of good practices for dissemination purposes”, focusing on low-carbon solutions aimed at achieving the Low Carbon Economy objectives set by the Europe 2020 Strategy. It also contributed to the definition of the 2014-2020 Regional Waste Management Plan, the Regional Energy Plan and the Provincial Climate Plan of Bologna, through the development of a range of activities. LOCARE made a set of local investments, some of which produced additional outcomes, through specific mini-projects<sup>1</sup>. For instance, the Provincial Authority of Bologna signed a few voluntary agreements with six local enterprises, involving them in the implementation of measures set out in its environmental action plan, through the mobilization of public resources, in the framework of the VOCO2R mini-project.

IRH-MED is a further highly innovative project in the energy field, which, despite the limited economic resources available, succeeded to develop a residential building sustainable regeneration prototype. Its replicability was evaluated by ACER, Azienda Casa Emilia-Romagna, and it was adopted by the local urban planning policy (Ravenna Municipality) to be implemented as part of a municipal residential building regeneration scheme.

SEA-R, with the participation of Centuria Technology Park and the Provincial Authority of Ferrara, provided a further contribution to the development of the sector, through the implementation of new training and demonstration tools on biomass and biofuels, wind, thermal solar and photovoltaic power. SEA-R is part of the actions scheduled by the Energy Plan of the Municipality of Cesena on energy efficiency and generation of renewable energy; through the acquisition of the Energy Point (i.e. the Infopoint developed under the SEA-R pilot project) within the Municipal Museum of Natural Sciences, the City Council set up a permanent virtual information desk addressed to households, technicians, students, educa-

tors and teachers.

## **TRANSPORT AND MOBILITY.**

The assessment of the contribution provided by ETC projects to the development of the transport and mobility sector was carried out on 6 projects: ACTIVE TRAVEL NETWORK, ADRI-MOB, BICY, FREIGHT4ALL, MMOVE and TROLLEY. The financial support provided by regional partners for the development of the project activities amounted to approximately 2.7 million euros.

Through ACTIVE TRAVEL NETWORK, the Municipality of Riccione defined the Active Mobility Plan of Riccione (MAR Plan) aimed at improving the traffic conditions in the city through the promotion of active mobility modes in the urban context. The BICY project, with the aid of tools made available by the Department of Electronics, Computer Science and Systems (DEIS) of the University of Bologna, focused on strengthening local planning and governance in the field of bicycle mobility in the cities of Ferrara and Ravenna, contributing to the definition of the Master Plan on bicycle paths of Ferrara and mobility plans of the Municipalities of Cervia and Ravenna.

The ADRI-MOB project led by the Provincial Authority of Ravenna as lead partner with the involvement of the Municipality of Cesenatico and the Provincial Authority of Rimini, supported the strengthening of maritime transport services between the ports of Rimini, Ravenna and Cesenatico and Croatia, between the port areas themselves and the hinterland, through bike-sharing services and between Ravenna and Cervia and the Bologna Airport, by means of a shuttle-bus service, Shuttle Ra.Ce, implemented thanks to a public-private partnership between the Provincial Authority of Ravenna, the Municipalities of Ravenna and Cervia and 3 private carriers (Coerbus, Gamberini and Sac, involved in the development of the service with an initial investment of 100,000 Euros). ADRI-MOB also launched the EA SEA-WAY project (strategic

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1 The project is designed as an INTERREG IVC miniprogramme.

IPA Adriatic project) in order to follow up the activities already undertaken, aiming at creating an integrated transport system in the Adriatic sea.

The Regional Logistics and Transport Institute and the Freight Village of Bologna participated in the development of the F4ALL platform, in the framework of the FREIGHT4ALL project, providing freight transport chains operators with new integration and connection services, enabling them to gain benefits in terms of efficiency and cost-effectiveness. The project also supported the development of the City Logistic regional policy, on the basis of the agreements signed by the Emilia-Romagna Region and the Environment Ministry.

The Municipality of Reggio Emilia was the lead partner of the MMOVE project, aimed at enabling an effective connection system between the north area of Reggio Emilia, the new high-speed train station along the Milan-Bologna railway, and the city centre. The exchange of good practices and successful models, derived from the network set up by the project, proved to be successful in implementing sustainable alternatives for urban transport also through training and awareness-raising of decision-makers with respect to these issues.

The TEP SpA experience in the framework of the TROLLEY project was also very interesting. ETC was used to find additional resources<sup>1</sup> in order to equip a 10 trolleybus fleet with supercapacitors, which led to a 28% energy saving, as demonstrated through the pilot action. The TROLLEY project also led to the signing of a European declaration of intent for the promotion of electric and rail transport and the creation of a stakeholders' network.

## WELFARE.

3 sample projects are placed under objective 6: E-CITIZEN II, GRCOPQ-SEWAM and SPES, with a financial contribution of

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<sup>1</sup> The resources made available by the Parma company amount to EUR 251,000 and the resources obtained through the project amount to EUR 100,000.

more than 1 million euro, accounted for three-quarters by the SPES project, through the participation of 4 regional partners. The Municipality of Bologna, through its participation in E-CITIZEN II, was able to capitalize at best the Tartu and Odense experiences on eParticipation and eGovernance, by transferring them into the municipal administration practices through the Digital Agenda, which contributed to redesign the Iperbole Civic Internet Network, launching a public-private partnership process.

GRCOPQ-SEWAM developed a vocational training methodology applicable on other contexts of the WOMEN international network. The project is in line with several decentralized co-operation projects promoted by the Municipality of Forlì, such as the development of the Women's Centre in Shkodër (Albania) and a children project in Albania.

Thanks to the support of ENEA - National Agency for New Technologies, Energy and Sustainable Economic Development -, through pilot actions, the SPES projects showed the potential to improve disease management, independent living and well being of patients, as well as the data analysis and management, through the use of telemedicine systems. The project led to the signing of a co-operation protocol between CUP 2000 and Local Health Authority of Ferrara, in order to redesign the provincial Local Health Authority technological /organization network.

## ENVIRONMENT.

Environmental issues are among the most interesting topics for local stakeholders, in the ETC field. Seven thematic projects were analyzed: BE-NATUR, COASTANCE, COBRAMAN, MAREMED, MONITOR II, SHAPE and WF. The budget at the disposal of regional partners amounted to around 2 million euros.

BE NATUR (with the participation of the Provincial Authority of Ravenna), through the definition of a joint natural site monitoring methodology, developed an International Action Plan for coastal habitat conservation (estuaries, em-

bryonic shifting dunes, shifting dunes and fixed dunes) and a national Action Plan for the pygmy cormorant, both submitted to the Ministry of Environment and the State-Regions Conference. In addition to awareness-raising campaigns addressed to households (as main users of protected areas) on the respect and protection of natural habitats and species, the Provincial Authority of Ravenna granted an annual contribution to the Cesenatico Marine Research Centre to continue its activities aimed at the reintegration of sturgeons into the Adriatic sea, starting from the initial section covered by the pilot action launched by BE NATUR.

An interesting experience was carried out by Regional DG Environment, within the framework of the COASTANCE project, through cross-fertilization processes, which led to the development of an information-management system for the assessment of the state of the regional coastal areas and the needs for intervention. The management method and tools developed by the project were then integrated into the Regional Regulation on coastal sediment handling and offered a precious contribution to the drafting of the Regional Coastal Management Plan. In the framework of the COASTANCE (and SHAPE) projects, the Emilia-Romagna Region took part in the establishment of FACECOAST- Facing the challenge of climate change in the Mediterranean coastal zones – a cluster of different projects under European Programmes - and of the Interregional Observatory for the Defence of Mediterranean Coasts (EURIOMCODE).

COBRAMAN: The project, with the participation of SIPRO, provided a remediation plan for the conversion of the former sugar refinery in Migliaro, later developed by a regional private company.

MAREMED, with the participation of DG Environment, supported the outlining of the Mediterranean strategy and helped to improve the definition of the role to be played by coastal management authorities in the Mediterranean sea in European sector-specific policies (ICZM, adaptation to climate change, Maritime Strategy, Integrated Maritime Policy, Maritime Spatial

Planning), to provide guidance on how to implement the ICZM Protocol along regional coastal areas.

MONITOR II, with the involvement of the University of Modena and Reggio Emilia, through a partnership with the Basin Technical Services and Civil Protection, led to the establishment of a framework agreement for the evaluation, development of hazard maps and the design and implementation of flood risk management plans.

SHAPE, led by DG Environment as lead partner, raised the level of knowledge on the implementation of ICZM in the Emilia-Romagna region, through the development of a GIS-based Atlas, i.e. a platform containing the relevant data sets for integrated coastal zone management, while also providing support for the drafting of a Regional Coastal Management and Defence Plan. The project, through specific pilot actions, led to the development of a sediment management plan in Sacca di Goro, through an institutional agreement with the Provincial Authority of Ferrara and the direct involvement of various public and private organizations (fishermen's associations) engaged in local economic and management activities. The successful pilot action led to the decision by fishermen to provide their financial contribution for the development of a lagoon management project, amounting to a total investment of over 10 million euros.

WF, by fully interpreting the INTERREG IVC Programme guidelines, provided the Provincial Authority of Ferrara with the possibility of obtaining indications and capitalizing on several projects developed by transnational partners and from the expertise already available on waterways in order to improve local programming.

## **ENVIRONMENTAL/CULTURAL ENHANCEMENT.**

ETC also provides a valuable support to the local environmental and cultural enhancement. In this area seven projects were assessed, amounting to a total of around 4 million Euro funds



supplied to regional partners: ATRIUM, CULTURE, CUSTODES, MOTOR, PAYS.MED.URBAN, SALTWORKS and SLOWTOURISM (the latter, a strategic project, with a budget amounting to almost 1.3 million Euros to be implemented at the regional level).

The Municipality of Forlì, with the support of the Provincial Authority, succeeded to establish the Cultural Route of the Architecture of European Totalitarian Regimes of the 20th century and to obtain its recognition by the Council of Europe, through the European project ATRIUM - Architecture of Totalitarian Regimes of the 20th Century in Urban Management. The project offered the opportunity to acquire documentary and photographic material from 27 sites within the Municipality featuring typical architecture of the Totalitarian Regime and 12 sites within the province, promoting their revival in contemporary society. The Municipality promoted the Cultural Route through exhibitions, videos, social media, press and television.

CULTURE provided the Provincial Authority of Ferrara with interesting initiatives for future developments, through calls for proposals for the revitalization of the UNESCO site of "Ferrara, city of Renaissance and its Po River Delta" and "Quality and identity merchandising", (although at that time the feasibility of actions came to a halt due to the emergency and priorities dictated by the earthquake that affected the Emilia-Romagna region in 2012).

CUSTODES contributed to ramp up the cultural supply system along with tourism in the Rimini inland area, thus creating a network of castles open to visitors and a new vocational tourism route: the Fantasy literary genre was introduced as a novelty compared to historical re-enactments. The project was developed on the basis of synergistic actions with projects funded by Regional Laws, in particular with reference to the "Wine & Dine Routes" and "Invisible Landscapes", thanks to a close public and private partnership.

MOTOR, based on the participation of Delta 2000 LAG and the involvement of Provincial authorities of Ferrara and

Ravenna, focused its attention on the transfer of skills to tour operators on the development of tourism enterprises and the promotion of cycle routes, through workshops, training seminars and consulting services, thus leading to the birth of a local consortium of tour operators and a tourism service co-operative set up by young people based in Brisighella. The project also provided support to the definition of the RDP, by collecting updated information on the social and economic situation of the Po River Delta Park.

Territorial Programming DG promoted the implementation of the Regional Law 23/2009, in the framework of the PAYS.MED.URBAN project, through the creation of the Landscape Observatory, for the monitoring and assessment of the regional landscape transformation processes. PAYS.MED.URBAN also relaunched 7 local projects funded by Regional Law no. 23, in the framework of the Landscape Protection and Enhancement Policy.

SALTWORKS, led by the Po River Delta Park, as lead partner, with the involvement of the Municipality of Cervia and the Delta 2000 Park LAG, led to the drafting of the "Manual and guidelines for the eco-sustainable enhancement of saltworks". It also raised citizens and students' awareness about the environmental and cultural value of saltworks. Two strategic buildings could be refurbished in the saltworks of Cervia and Comacchio thanks to CBC Italy-Slovenia, in the framework of the SALTWORKS project.

SLOWTOURISM, with its broad regional partnership (DELTA 2000 as lead partner representing the Provincial authorities of Ferrara and Ravenna, the Municipality of Ravenna, the Romagna Basin Technical Service and the Po River Delta Management Authority), led to the creation of the Slow Tourism network in the cross-border area between Italy and Slovenia, with the involvement of 133 tour operators and tour guides, of whom 17 located in the Ferrara area and 7 in the Ravenna area, aimed at marketing tour packages and disseminating the environmentally-friendly and responsible slow tourism culture. The project

also led to the drafting of the “Slow Tourism Guidelines” and a Manual for public and private operators, for the benefit of the entire regional area involved.

SLOWTOURISM, thanks to its broad resources, allowed the implementation of four pilot projects, in collaboration with DG Environment, which led to the enhancement of the Right Po river bank cycle path, in close synergy with the BICY project, and to the completion of the pedestrian-cycling route along the Savio River in the town of Castigliane, to the development of an inland waterways project within the Emilia-Romagna Po River Delta Park and to the rebuilding of the old shed no. 79 located on the Spinaroni island. The ANPI Association also bought a hybrid boat (with a private investment of 100,000 Euros) for 30 passengers, to carry out school trips to the island.

#### **MARGINAL AREAS.**

RETINA is the only sample project directly related to the thematic priority on marginal areas (ob. 9). Thanks to its budget of 700,000 euros, it was implemented in two geographic sites: in the Ferrara area, the Provincial Authority designed a Master Plan in the Boicelli area, including also 5 pre-feasibility business project studies and 13 project ideas; and in Parma, SOPRIP developed the environmental and energy enhancement project of the “Marconi” craft trade area in Fidenza, further turned into an ecologically equipped productive area, resulting from the reclamation of the adjacent area, called “Loghetto - Former Coal and chemical area”.

With reference to projects focusing on the brownfield regeneration theme, it should be stressed that the property of areas concerned is the necessary prerequisite to determine the action feasibility and thus the project success as a whole (please also refer to COBRAMAN).

#### **ATTRACTIVENESS OF CITIES.**

3 projects are related to the city attractiveness issue (ob. 10): CITIES, CREATIVE CLUSTERS and CREPUDMED, with a regional

budget of 500,000 euros.

The City of Modena envisaged the creation of a hub in the Modena West Craft Village, accommodating creative businesses and offering different types of services, including a co-working space, in the framework of the CITIES project. The Creamos Association was also set up by local creative enterprises, within the framework of the project.

CREATIVE CLUSTERS (Municipality of Reggio Emilia) developed a Local Action Plan, including 4 Actions, 3 of which were successfully developed within the Technopole (2007-2013 ROP ERDF): creation of a networking and co-working space for creative people (FAB-LAB); strengthening the role played by Reggio Children in the development of the north Reggio strategy; internationalization of the European photography festival.

CREPUDMED allowed the Provincial Authority of Bologna to test new models for the polycentric development of urban areas, which led to a public-private territorial agreement for the development and transformation of the multifunctional center in Funo di Argelato, a strategic geographical site, characterized by the presence of the Freight village and of the Centergross business centre as well as a housing polycentrism.

It should be emphasized that projects, such as CITIES, CREATIVE GROWTH and CREATIVE CLUSTERS, may be implemented in different ways, through different Programmes and partners, (while CREATIVE GROWTH focused on the development of regional policies, CITIES and CREATIVE CLUSTERS focused on urban development, in full consistency with the objectives set out by the Municipal Authorities of Modena and Reggio Emilia).

## 5.

# CONCLUDING REMARKS

In general, the analysis has pointed out the added value of the transnational dimension of projects in terms of the enhancement of expertise and social capital of the facilities involved, enrichment of knowledge on the priorities set by Programmes, of relations and networks that are established between stakeholders and territories, of innovation that is created in various material and immaterial forms. The evaluation survey has also shown spontaneous consistency between the project activities, themes and goals set out by regional planning and programming documents, as expressed in most cases, in concrete terms, through the implementation of joint methods and tools and the definition of local action plans.

The experience has also highlighted some major **innovative aspects**, which are important from the **institutional chain** of responsibilities and **method** point of view.

From a methodological point of view, the model itself actually is an innovation, providing a valuable tool that has proven to be adaptable and replicable to other territories and integrated with the evaluation processes envisaged by ETC Programmes (please refer to the MED experience results).

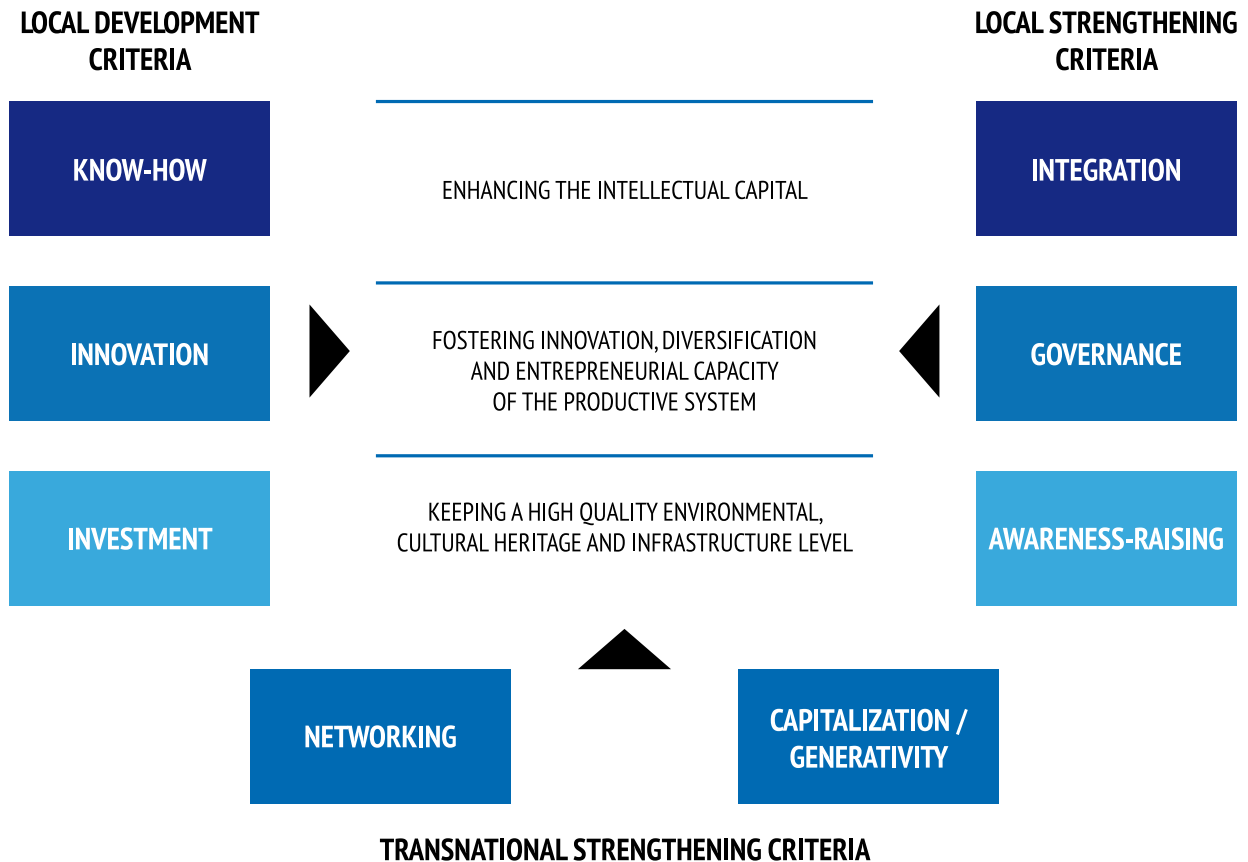
The outlining of boundaries at the defined dimensions and results quantification methods has highlighted the limited use of exclusively quantitative indicators in grasping dynamics that refer to extremely variable behavioural approaches and tools and the absolute necessity of using also **qualitative indicators** in the ETC field, which are able to actually

grasp the outcomes implemented at the local level.

**The relevance of the dimensions identified by the evaluation model becomes evident also from a comparison with the regional cohesion policy objectives for the 2014-2020 period, by highlighting a direct correlation between criteria and objectives of the Regional Strategy Document (RSD) based on three priorities: local development, local and transnational strengthening.**

While the Know-how, Innovation and Investment criteria act as facilitators for growth processes, Integration, Governance and Awareness-raising criteria enable to root processes through acquisition mechanisms (of practices, plans and reports), and Networking and Capitalization/Generativity criteria foster the persistence of exchange and comparison conditions that are able to relaunch processes.

DIAGRAM 2. CORRELATION BETWEEN REGIONAL STRATEGIC DOCUMENT RSD OBJECTIVES AND EVALUATION CRITERIA



Despite this intrinsic correlation that clarifies the functionality of the result integration mechanisms of ETC projects at the local level, the analysis carried out has shown how the mainstreaming processes are not, in most cases, short-term processes, focusing on the real difficulty of project interventions to be integrated in a systematic way with the regional programming during the project life span: both because some results remain confined within the project space and time span, and because projects do not always succeed in implementing effective processes capable to ensure a real territorial resonance deriving from the activities that have been undertaken.

In addition, by focusing on the local level, despite the importance of the effective grafting of project results into territorial programming practices and instruments, the institutional changes being defined at the national level put the project sustainability at risk, with an uncertain future horizon and thus with only few cornerstones to build on and consolidate future developments.

**Against this background, coordination (and awareness-raising and governance activities) between all stakeholders involved, responsible for programming and management of structural funds, appears to be the cornerstone to be focused on, in order to accelerate and facilitate the integration processes and to enhance the use and impact of EU funds, thus allowing Territorial Co-operation and its outcomes to go beyond the limited scope of funds available and its structural weaknesses and to find instead a suitable focus within the cohesion policy, of which ETC is a priority objective.**

As pointed out by the experience that has been carried out in the MED framework, this could facilitate the strengthening of design processes according to a **system-wide approach**, aimed at achieving (direct and indirect) project objectives and expected results at the regional level, ensuring the financial sustainability that may be required, promoting the use/capi-

talization of results within ordinary programming and making previous successful experiences sustainable, and ultimately ensuring the widest fallout of results as possible.

With regard to the project design, the recommendations that can be inferred from the analysis concern the following aspects:

- **mainstreaming** processes should be envisaged and analyzed upstream of the project, by strengthening dialogue and discussion between the stakeholders involved as partners in the development of ETC projects and institutional partners having the authority and responsibility for the definition and implementation of sectoral strategies;
- **sustainability** of investments made through pilot actions should be assessed before hand, so as to involve public and private partners in investments in due time and to facilitate the project political and financial sustainability;
- **usefulness** of results should be further strengthened and capitalized upon, by better **targeting** interventions and searching political consensus already during the project development process itself;
- during the project design stage it should always be kept in mind that the potential **use of results** is directly related to the scope of the target, which must be achieved in order to fully benefit from the project results (by strengthening **Networking** and **Awareness-raising** criteria).

Although integration proves to be a difficult task, these operations could serve as a catalyst to improve feasibility and to raise political interest in ETC.

In addition to the identification of design guidance elements, the indications emerging from the analysis, at the programming level, should further enhance participatory

processes (**place-based approach**) and the assumption of a **co-responsibility** role of the different institutional players in strategically important actions.

In summary, the indications **addressed to the regional ETC governance system** aim at improving:

- the **participatory planning** processes (particularly in relation to key development areas - driving forces), to strengthen local stakeholders' empowerment and mainstreaming;
- the **multi-program and multi-fund programming** paths, to capitalize on the use of resources in support of strategic development processes;
- the **coordination** between the different sectors involved in planning, to overcome responsibility fragmentation;

and then at seeking:

- an evidence-based programming approach derived from the evaluations conducted (**evidence-based approach**), also through the intensification of comparisons on the acquired results, and the systematization of data and information collected, in order to promote a more sophisticated and realistic strategic planning approach, deriving from a clear and defined baseline, and grounded on the assumption that a long-term approach ensures resilience;
- ETC resources to be used as **"Additional"** rather than "substitute" resources, with a specific focus on key variables for result sustainability (for example, the real financial dimension for investment development purposes) and the real public and private investment integration opportunities;
- **consistency** and synergy with actions implemented in structural funds and ordinary policies as a whole, also in view of economies of scale, assu-

ming that the atomization of actions is not likely to promote development, but indeed contributes to overloading the administrative infrastructures of the parties involved, thus resulting into a waste of resources and fragmentation of the overall vision.

The approach used by the evaluation model that has been described in this report, whose most relevant results and key indications have been illustrated, is an experimental one and therefore it is subject to possible further modifications and improvements. For this reason, it should simply be intended as a new way of thinking and organizing an in-depth analysis on a specific investigation area (ETC), in which the evaluation processes are still conducted at the Programme level, rather than at the project level, and mainly and purely quantitative indicators are used.



