

Italy: Bridging the Alps and the Mediterranean. How the absence of a National Mobility Strategy threatens the Alpine Region

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Evolution of Transport Planning in Italy 1986-2026

The process was structured around the following key phases:

- **1986 – 2001: The PGTL era.** The General Transport and Logistics Plan (PGTL) was established in 1986 as the main instrument of Italy to define strategies, objectives and investments for the mobility of people and goods at national level. This plan was periodically updated until 2001.
- **2001: The Law «Legge Obiettivo» and the Strategic Infrastructure Plan** (PIS): In 2001, the entry into force of the "Legge Obiettivo (Objective Law)" and the introduction of the Strategic Infrastructure Plan (PIS) shifted the priority focus to speeding up individual major infrastructures, eliminating the focus on an overall view of the system.
- **2012: The attempt for the National Logistics Plan**: In 2012 an attempt was made to restore an overall vision which, however, but no further action was subsequently taken.
- **2013 – 2026:** Annual review in the Infrastructure Annex to the Economic and Financial Document (DEF) , which the Government presents every year in Parliament and to the European Commission, for the Budget maneuver. Evolution of the monitoring framework established under the Strategic Infrastructure Programme (Legge Obiettivo).

Evolution of Transport Planning in Italy 1986-2026

- **2016**: The Ministry of Infrastructure and Transport redefines the Infrastructure Annex as a strategic and long-term planning tool (2030 vision)
- 2016 – Articles 200-201 of the Public Procurement Code (Legislative Decree 50 of 2016) provide for the elaboration and updating of the PGTL within a comprehensive and strategic vision
- 2016-2026 Sectoral Plans: Rail Mobility, Airport Plan, SUMP for Cities, Motorways of the Sea, Ports, Interports.
- 2022: The new elaboration of the General Transport and Logistics Plan (PGTL) was launched in January 2022 by the Ministry of Sustainable Infrastructure and Mobility (Mims). Analysis and consultation work performed through the Moveo participation process, which led to the presentation and publication, in October 2022, of the Strategic Guidance Document "Sustainable Mobility and Logistics: Analysis and Strategic Directions for the Future".

2023 – Abolition of the Forecast of the General Transport and Logistics Plan 1/1

- **2023 The new Public Procurement Code (Legislative Decree No. 36/2023) formally abolished the PGTL and removed it from the public procurement framework.**
- Under the previous legislative framework (Legislative Decree No. 50/2016, Articles 200-201), the PGTL was the highest-level strategic planning instrument for national transport, logistics and infrastructure development.
- The reasons and consequences of this abolition are motivated by two main points:
- Simplification and “cutting" of bureaucracy: Minister Salvini and the Meloni Government wanted to streamline the planning phases, eliminating a programming level considered redundant and no longer responsive to the stringent timelines required by the market and the reforms agreed with Europe.
- Central role of the DPP: infrastructure planning at national level is in fact centered on the DPP -Documento Pluriennale di Pianificazione (Multi-year Planning Document), reducing the number of legally required planning instruments

2023 – Abolition of the Forecast of the General Transport and Logistics Plan 1/2

- The choice has raised strong controversy in the academic debate and experts in the sector, between social partners such as transport unions, and environmental associations.
- The president of the Transport Regulation Authority (ART) also stressed the need for unified planning of infrastructure and transport for passengers and goods
- The main criticism highlights a loss of strategic and unified vision on the Italian logistics and port system, in the absence of a higher framework plan, consistent with the objectives of the European Green Deal and sustainability commitments
- The lack of a clear strategic framework complicates regional transport planning (PRITs) and the development of SUMPs, often leading to inconsistencies and conflicting objectives.

Key Weaknesses of the Current Situation

- The list of "strategic" infrastructures and their implementation are the centrality of transport policies
- Often even in the list of infrastructures to be built there is contradiction and competition between the strengthening of railways, road and motorway infrastructures, ports and airports
- There is no consistency between investments in services and investments in infrastructure. Example: investing in rail transport such as the Brenner tunnel and opposing to Austria's strategy for truck quotas
- There is a contradiction between the objectives of sustainability, reduction of greenhouse gases, modal shift to rail and aid from the road transport sector
- Sectoral planning prevails in the absence of an integrated national strategy.
- The Infrastructure annex to the annual DEF remains the only weak reference for comparison

2022 – 2026 PNRR Investments for Infrastructures and Mobility 1/1

Railway Infrastructure (Mission 3 - Component 1)

It represents the largest share of MIT's investments, with €21 billion allocated

- High Speed and High Capacity (HS/HC): Completion and advancement of the 114 km of the Southern routes (Naples-Bari, Salerno-Reggio Calabria and Palermo-Catania) and 158 km of the Northern routes (Brescia-Verona-Vicenza-Padua and cross-border/Alpine connections)
- Upgrading of regional networks and metropolitan nodes: Redevelopment of over 3,300 km of regional and interregional lines, together with the restyling of 28 railway stations in Southern Italy
- Technology and safety: Extension of the ERTMS digital signalling system over 2,785 km of railway network

2022 – 2026 PNRR Investments for Infrastructure and Mobility 1/2

Sustainable Mobility and Local Public Transport (Mission 2 - Component 2)

- Rapid Mass Transport (TRM): €3.6 billion in dedicated resources to support new metro lines, tramways and fixed-guideway transport systems in metropolitan areas
- Renewal of vehicle fleets: €1.915 billion for the purchase of zero-emission or hybrid urban and suburban buses with related charging stations, as well as €700 million (supplemented by further €923 million with the RePowerEU revision) for the purchase of new electric and hydrogen regional trains
- Cycling mobility: Construction and completion of sections dedicated to urban and tourist cycle paths

Investment Program Agreement RFI 2022-2026

COSTO COMPLESSIVO CDP-I

294,2 Mld €

Fabbisogno totale per i programmi di sviluppo RFI (294.155 M€)

RISORSE GIÀ DISPONIBILI

126,1 Mld €

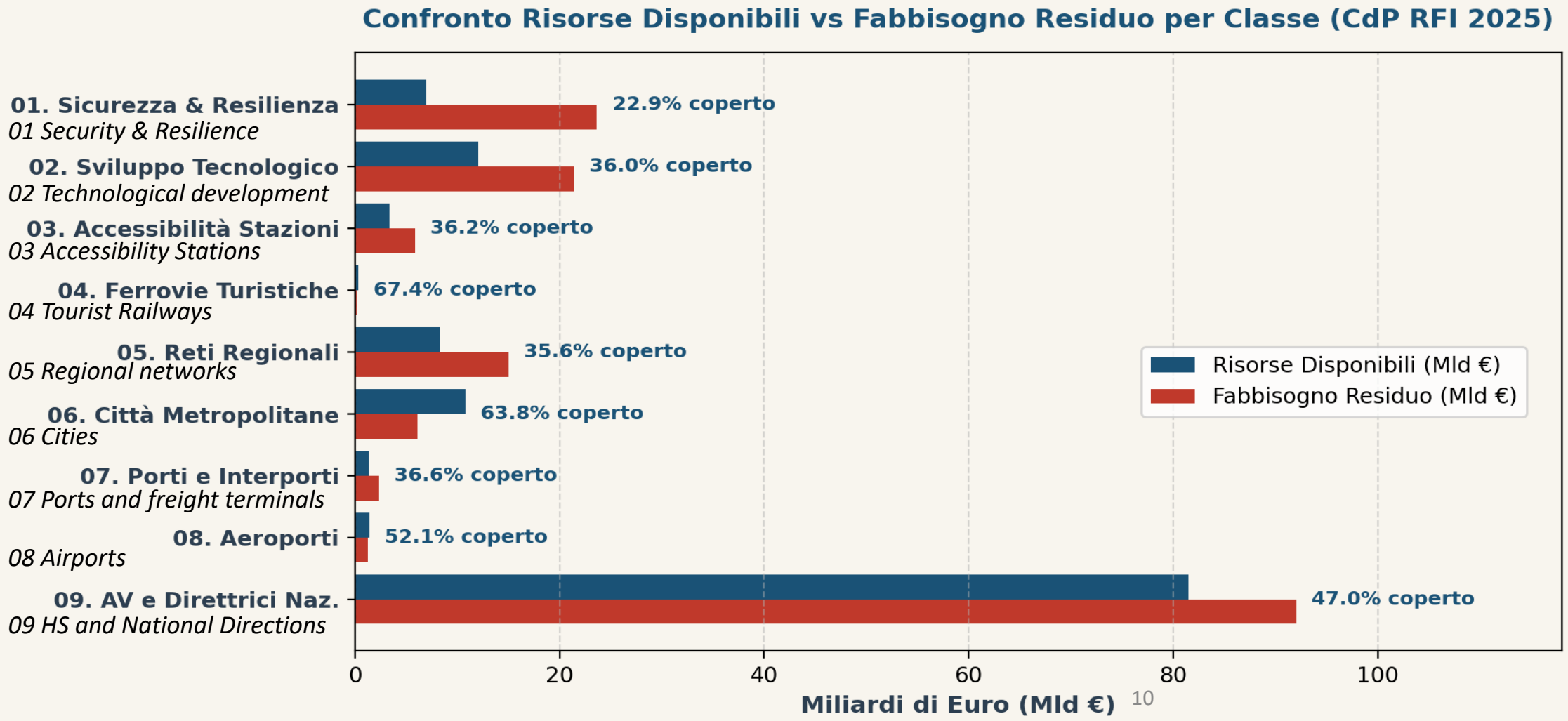
Copertura finanziaria già contrattualizzata (42,9% del totale)

RISORSE PNRR FERROVIA

21,0 Mld €

Quota MIT (M3C1) per AV, regionali e segnalamento digitale ERTMS

Availability vs Requirements by Investment Category
59% of resources for HS and national routes. 15% regional networks and urban nodes



Focus on investments in the Brenner corridor – Brenner Base Tunnel

Brenner Base Tunnel (BBT)

- Cross-border infrastructure: Underground link between Franzensfeste (Italy) and Innsbruck (Austria) consisting of two single-tube tubes in each direction of travel and an exploring/service tunnel
- The tunnel extends for 55 km and reaches a total of 64 km with the interconnection to the Innsbruck ring road
- **Economic framework: The "Brenner Pass" intervention has a total cost of 6.785 billion euros, with 5.483 billion euros of resources already available and a residual requirement of 1.302 billion euros**
- The 2025 Update of the Program Contract has provided the resources necessary for the authorization process of the 5th and penultimate construction lot

Focus on investments in the Brenner corridor – Access to the South

Southern Access Sections (Quadrupling Franzensfeste – Verona)

- Adaptation of the adduction route: To ensure the full functionality of the base tunnel, the upgrading and gradual quadrupling of the line between Fortezza and Verona is planned
- **Economic framework: The item "Access to the Brenner" has a total cost of 9.177 billion euros, with 1.556 billion euros of available resources and a residual requirement of 7.620 billion euros**

MIT: Multiannual Strategic Document for Railway Mobility (DSPM) 2026-2036 - 1/1

Objectives: Development of traffic volumes and modal rebalancing:

- High Speed: doubling of high-speed rail traffic by 2030
- Freight transport: 50% increase in rail freight traffic by 2030 and doubling by 2050 to promote the modal shift from road to rail (but does not explain how to achieve the goal)

NO GROWTH TARGET ON URBAN AND REGIONAL TRANSPORT

The 2035 scenarios for rail transport according to DSPM - 1/2

The model projections offer operational indications of immediate relevance for the strategic planning of rail mobility in the country.

- **High Speed is confirmed as the most dynamic segment, with growth projections of between +11% and +43% by 2035 compared to 2019,** strongly correlated with GDP trends and the volume of supply.
- **The Intercity segment shows moderate growth** but characterized by greater uncertainty, also given the dependence on the structure of the labor market.
- **The Regional, on the other hand, shows a trend towards structural contraction, with projections between -14% and -8% compared to 2019.**
- **For freight transport, the European objective is reaffirmed** of doubling traffic by 2030 (but it does not explain how to get there... in four years!)

2026, Infrastructure Annex to the DEF. The main strategic focuses

- Messina Strait Bridge (13 billion financed)
- The revision of motorway concessions
- The road safety intervention program (no resources)
- National Strategic Plan for Ports and Logistics (PSNPL)
- Interports and logistics platforms, digitalization
- The program for the development of mobility systems in urban areas (no new resources for rapid mass transport)

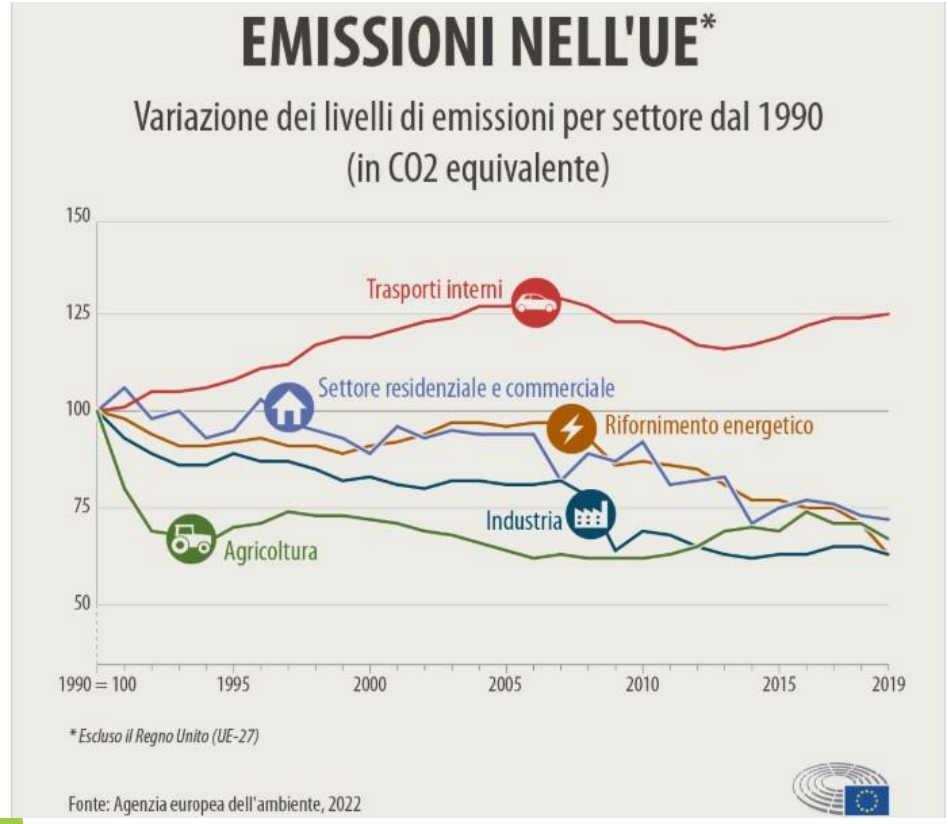
Annex Infrastructure DEF: Investments in the motorway, road and road safety network 1/2

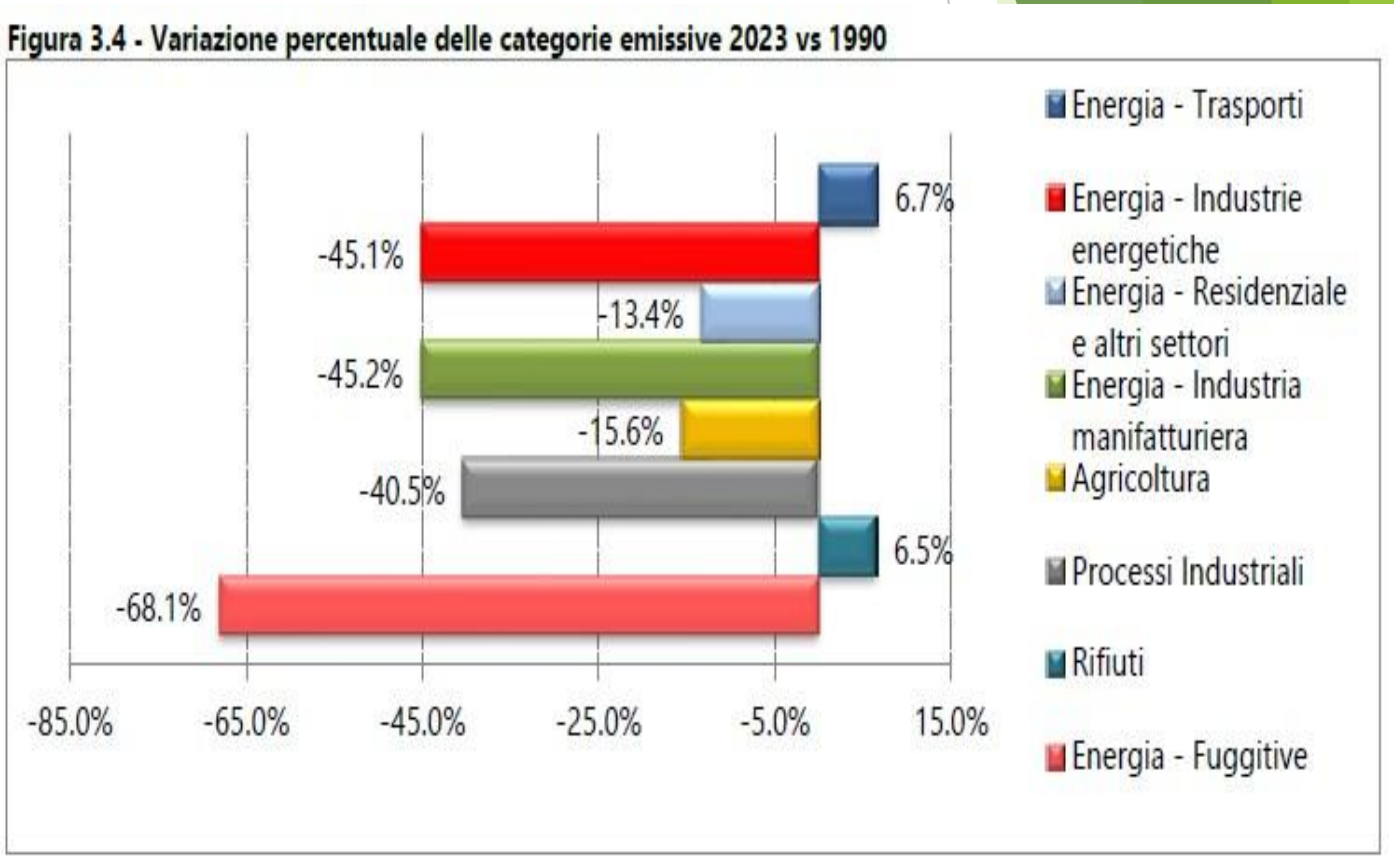
- For the 5,934 km of motorways granted under concession, investments of around €34.4 billion are planned, intended for third and fourth lanes, resolution of critical nodes (e.g. Bologna and Modena ring roads), safety of tunnels and viaducts, noise barriers, Smart Roads and the spread of electric charging stations
- **ANAS Plan:** The MIT-ANAS 2021-2025 Program Contract provides for a total of interventions of over 57.2 billion euros, of which 38.8 billion are intended for new works and the completion of state road routes
- **Regional and provincial roads:** For secondary roads, which are essential for the connection with inland and mountain areas, 4 billion euros have been allocated until 2029 for extraordinary maintenance and safety of bridges and viaducts
- **No resources are provided for the 2030 National Road Safety Plan**

State aid in the transport sector. Environmentally harmful subsidies. MASE-ISPRA 2024 Catalogue

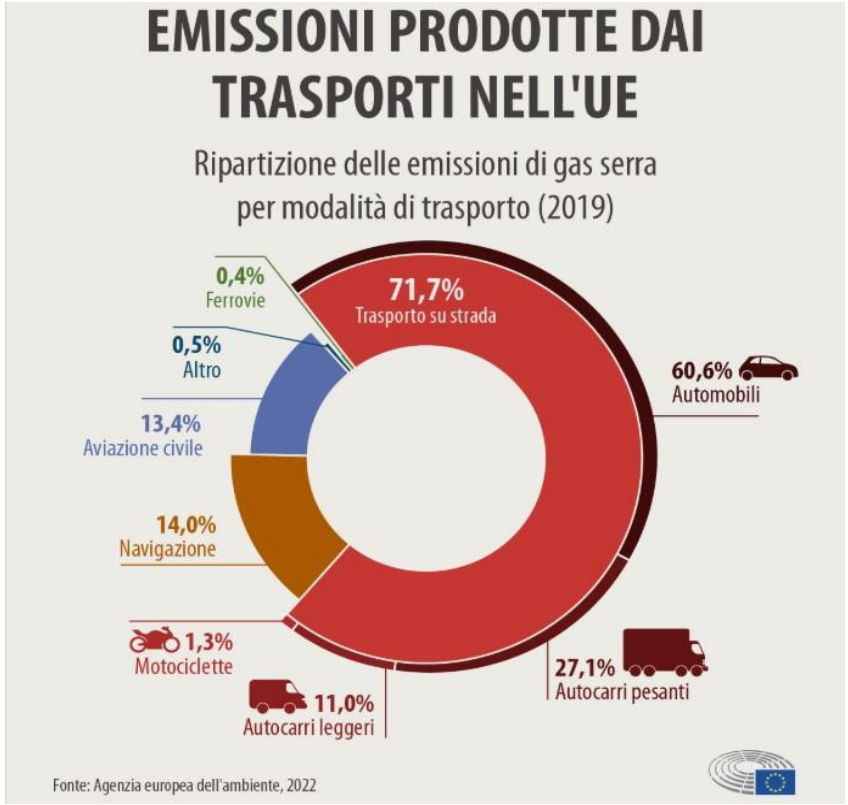
- Excise duty differential between petrol and diesel: €3.13 billion (eliminated from 1 January 2026)
- Excise duty exemption on jet fuel: €2.0 billion
- Excise duty refund on diesel for road transport: €1.3 billion
- To promote the shift of freight transport from road to more sustainable modes, approximately €31,4 million per year has been allocated to maritime transport and €29,8 million per year to rail freight transport (Ferrobonus) in 2025-2026.

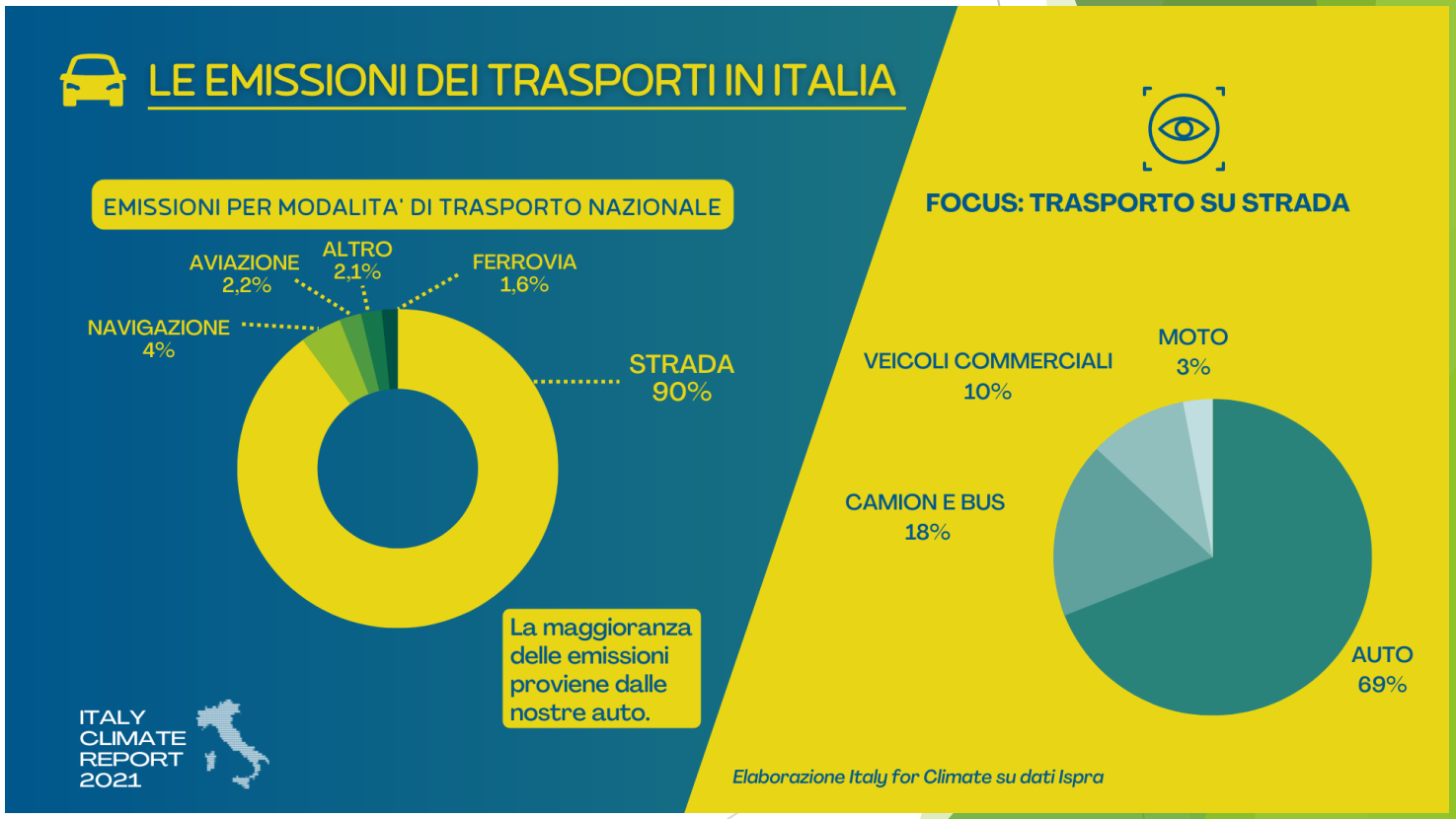
Greenhouse gas emissions in transport are growing in Europe and Italy



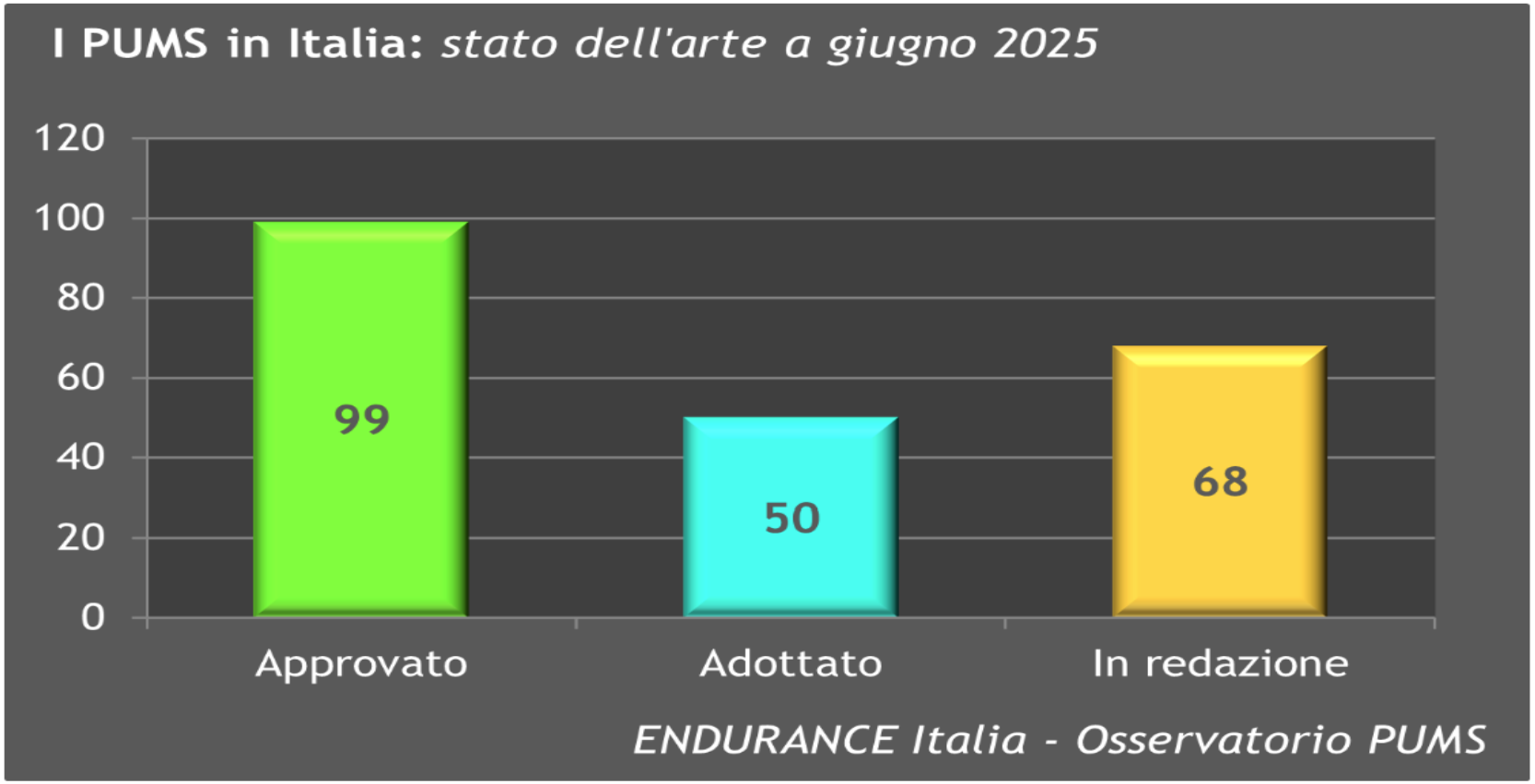


The distribution of CO2 emissions in transport in Italy





SUMP, the state of implementation in Italian cities by 2025



SUMPs in Italy: State of Implementation, Data and Monitoring Platforms

- The SUMP (Sustainable Urban Mobility Plan) is a strategic plan that builds on existing planning tools and takes due account of the principles of integration, participation and evaluation to meet, today and tomorrow, the mobility needs of people and goods with the aim of improving the quality of life in cities
- Ministero delle Infrastrutture e Trasporti https://www.mit.gov.it/nfsmitgov/files/media/documentazione/2024-12/REPORT%20PUMS%20dicembre%202024.pdf
- https://www.osservatoriopums.it/osservatorio/pums/ Euromobility
- Rapporto Mobilitaria Kyoto Club https://www.kyotoclub.org/wp-content/uploads/MobilitAria26-digitale-ridotto.pdf
- Osservatorio Mobilità Sostenibile https://italy.cleancitiescampaign.org/osservatorio-mobilita/
- Osservatorio MOST https://www.centronazionalemost.it/sunrise

SUMP, the measures being implemented by major Italian cities

- Construction of new tramway, subway and BRT networks
- Bus expansion and electrification of vehicles and services
- Creation of cycle networks, pedestrian spaces and services, to increase active mobility
- Road safety: 30 km/h roads, Bologna 30 city, school streets, securing black points, speed control equipment and intersections, public space redesign
- Rules, tenders and incentives supporting the growth of sharing mobility
- Measures to enforce air quality regulations (Environmental ZTLs, Green Shield and Green Belt, goods delivery regulation, Tourist Buses regulation)
- Sustainable Urban Logistics Plans
- Supporting electrification of private vehicles, charging infrastructure
- Digitization, info-mobility, MAAS, ITS, services innovation

European policies are positive, but under review

- Greenhouse gas reduction and regulation for Car and Van 2035 (under discussion)
- Greenhouse gas reduction and regulation for Heavy Goods Vehicles 2040 (-90% by 2040) under discussion.
- AFIR Regulation for Charging Infrastructure (revision in progress)
- National Climate Plan and Just Transition Fund
- Ten-T networks and urban SUMP nodes (50 cities in Italy) with new indicators
- Update of the Guidelines for SUMP towards sustainability and cohesion
- New Air Quality Directive (broad derogations)
- Automotive strategy for conversion to industry

New positive trends in Italy

- Increasing Numbers of Walkers: 300,000 Expected in 2025 According to the Terre di Mezzo Report https://www.mobilitadolce.net/pubblicata-la-ix-edizione-del-dossier-italia-paese-dei-cammini-di-terre-di-mezzo/

- Cycling tourism is growing. Isnart Legambiente report estimates 49 million presences in 2025

https://www.mobilitadolce.net/isnart-e-legambiente-presentano-il-6-rapporto-sul-cicloturismo-in-italia/

The current critical issues

- No coherent planning strategy, but separate sector plans
- Separate and non-integrated Climate and Air Quality Plan
- Concentrations of investments on major corridors and HS, limited resources for regional railways and urban nodes (despite the fact that the Ten-T networks includes them)
- Shortages of resources for the Service Contract for local public transport
- PNRR investments concluded, zero resources for cycle paths and rapid mass transport for cities
- Resources concentrated on the Bridge over the Strait of Messina (13 billion)
- Reform of motorway concessionaires approved (to be implemented). Brenner Motorway tender in progress
- State aid from the Transport Sector concentrated on Road Transport and Air Transport

Effects in the Alpine Space: Need for a Sustainable Strategy - 1/1

- A coherent overall strategy and planning is needed, oriented towards sustainability
- Investments in cross-border railway networks undifferentiated: Brenner (useful) and Turin Lyon (not very useful).
- Poor investment in Italy on the Milan-Switzerland Alpetransit (NRLA) route. To be strengthened
- Increase in investments for local rail mobility, on urban nodes and intermodality
- Reduce State Aid to Road Haulage and Increase Incentives for Modal Rail Alternatives
- Put an end to the Government's opposition to Austria's heavy road freight traffic regulations and restrictions, and to its challenges to the European Green Deal.

Effects in the Alpine space: need for a sustainable strategy - 1/2

- Need for expansion of cross-border and night rail services (alternatives to cars and air transport)
- Accelerate the electrification of vehicles and services - public and private - now very slow and concentrate it on the most sensitive areas and transit corridors.
- Motorways and expressways: major cross-border axes stopped (thanks to the Alpine Convention) Italian upgrades remain.
- Limited investment in cycling routes and walking trails, combined with poor integration with rail and bus services. Greater efforts are needed to make slow travel a truly seamless and effective option from home to destination.
- A national PGTL and focus on the Alpine space are needed

Thank you!