



METREX
Expert group on metropolitan governance

EMILIA-ROMAGNA REGION

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Aim of Emilia-Romagna contribution

The contribution of the Emilia-Romagna Region intends to answer to the questions placed in the first document of the Expert Group on Metropolitan Governance (MG) and in the general index proposal defined in the Sofia Meeting.

Specifically:

- **how the MG has evolved over the last 15 years?**
- **what are the aspects of innovation in public policies?**
- **is the whole Emilia-Romagna a metropolitan area?**
- **how much relevant are the cultural, social and identity aspects for MG?**
- **are there in Emilia-Romagna some meaningful cooperation experiences?**

Content of Emilia-Romagna contribution

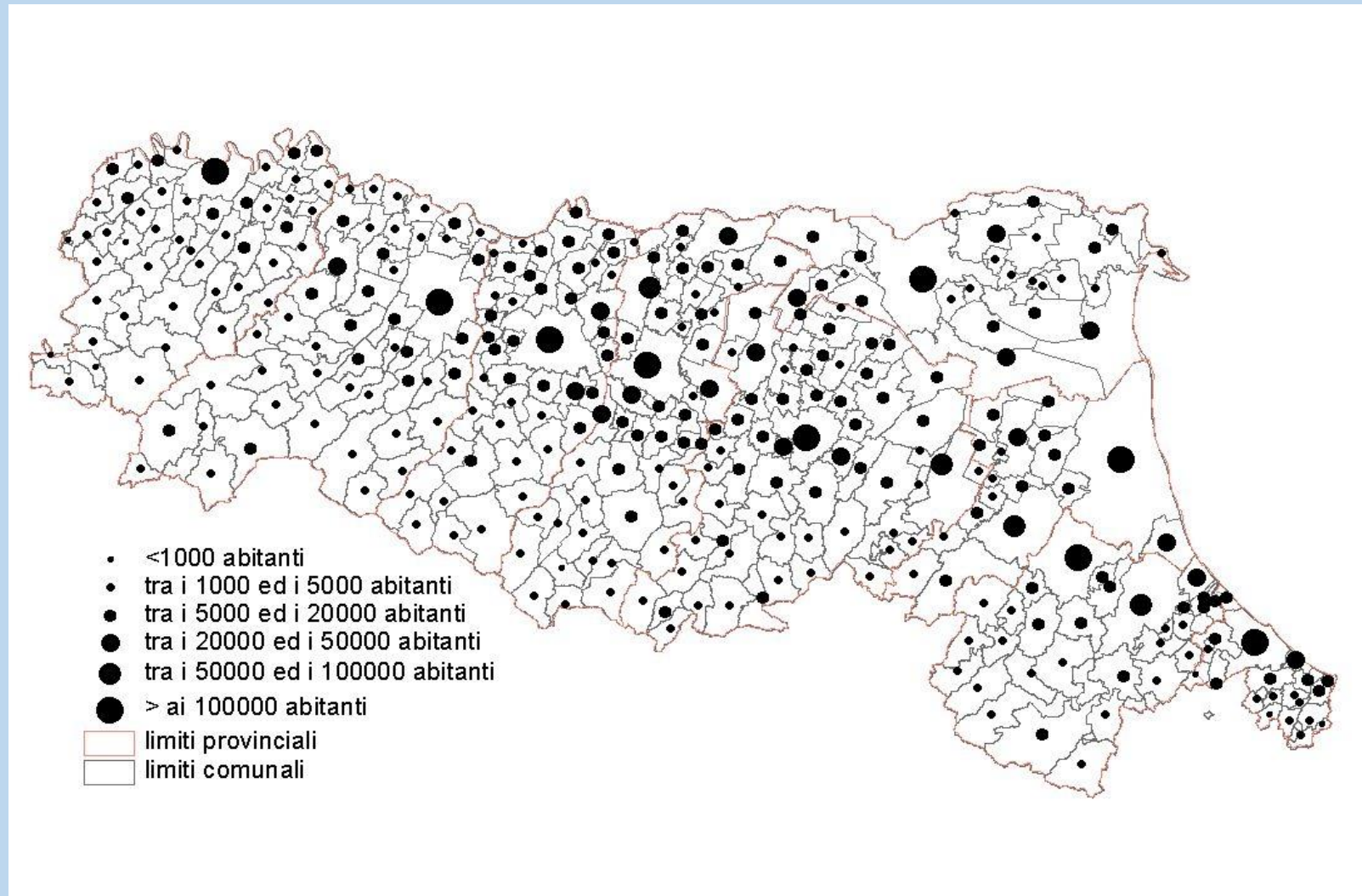
The presentation contains:

- Informations and data on Emilia-Romagna, considered as a large metropolitan area, and on Città Metropolitana of Bologna;
- The description of the model of governance;
- The cultural, social, identity aspects and the related public policies;
- Two significant examples of metropolitan governance, which show the innovation aspects on the institutional, financial, cultural, planning and citizen participation sides.

Emilia-Romagna is a large metropolitan area

In reference to the question contained in the initial document of Expert Group that comes from the Policy Paper 4 HABITAT III on urban governance (*Is metropolitan area to be considered an integrated area of competence or an isolated entity?*) **the Emilia-Romagna territorial and economic structure lead to consider the whole region as a large metropolitan area** made of ten medium towns and a dozen of other municipalities with more than 30.000 inhabitants spread all over the regional area.

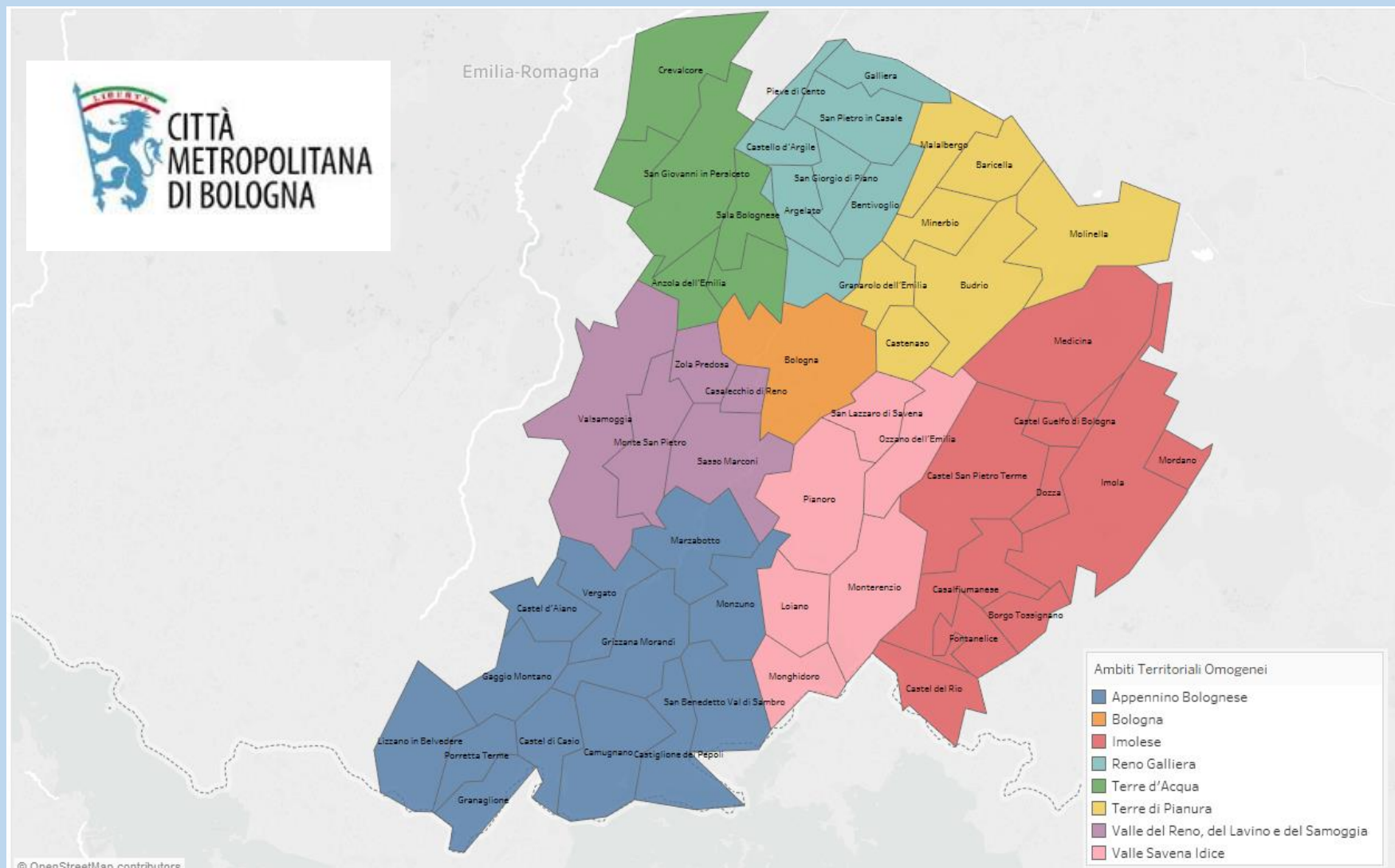
Towns and municipalities in Emilia-Romagna



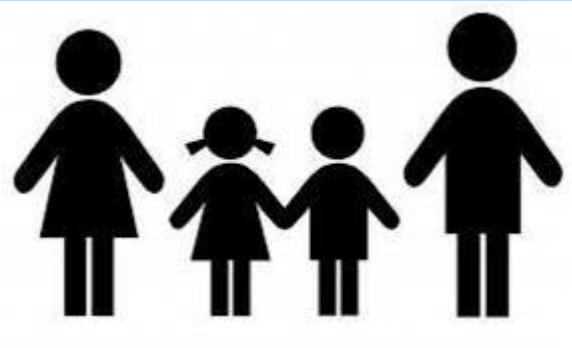
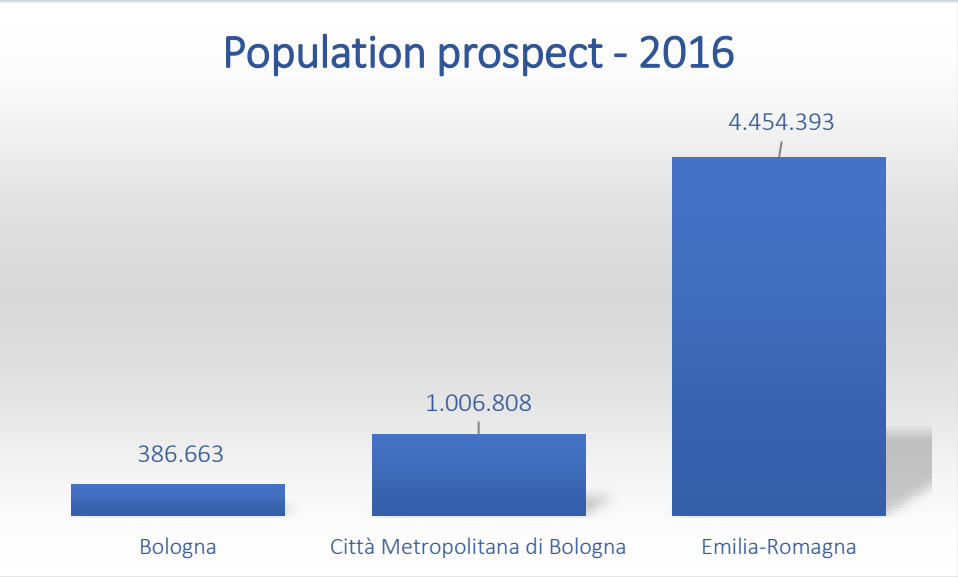
The Città Metropolitana of Bologna inside Emilia-Romagna



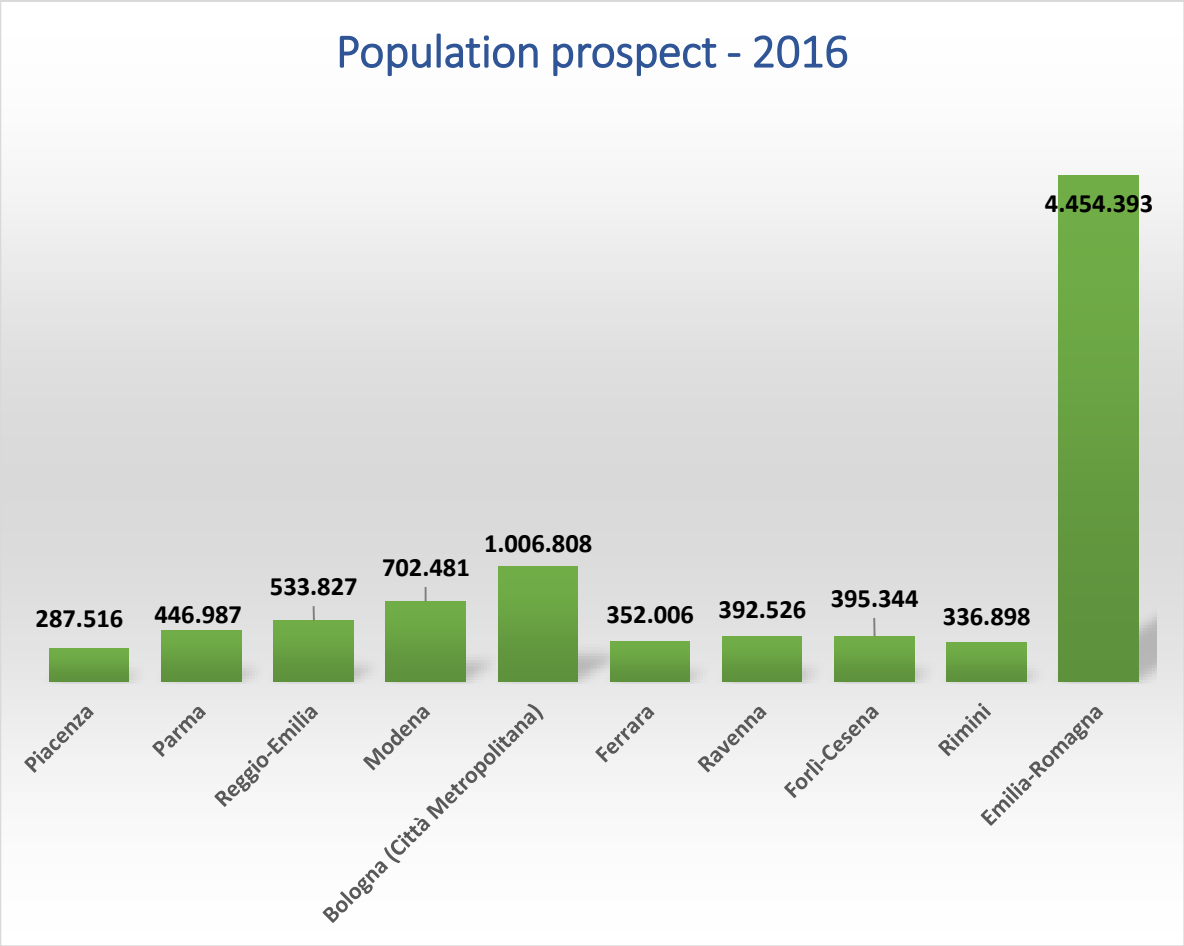
The Città Metropolitana of Bologna is divided into 8 territorial homogeneous areas



Population prospect - 2016



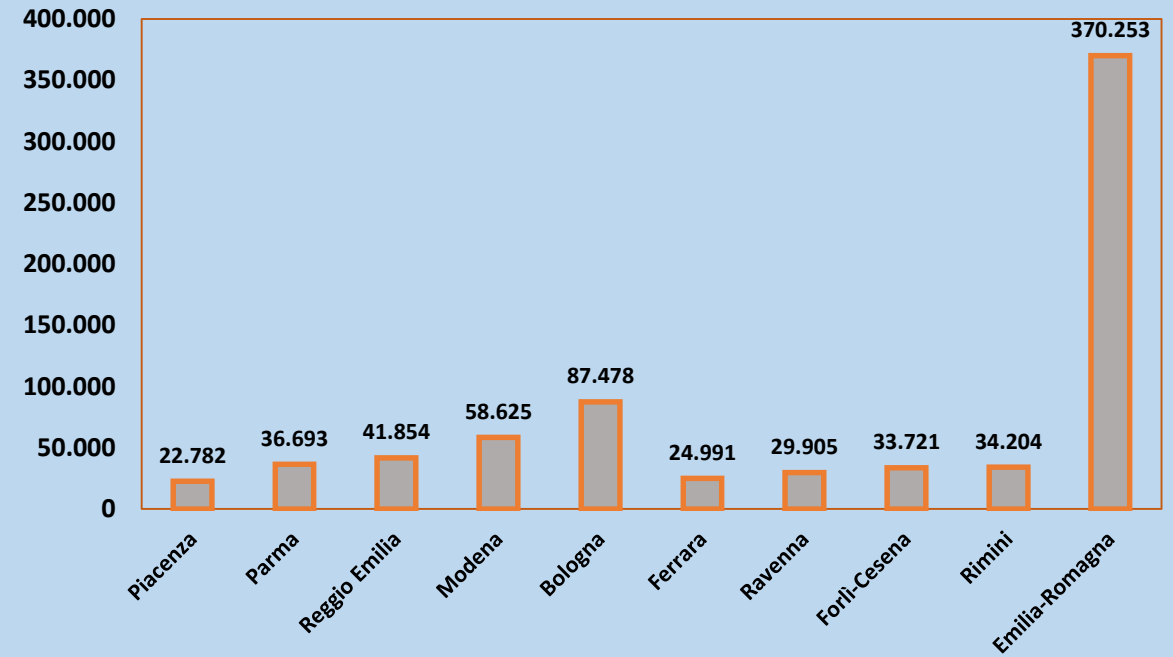
Population prospect - 2016



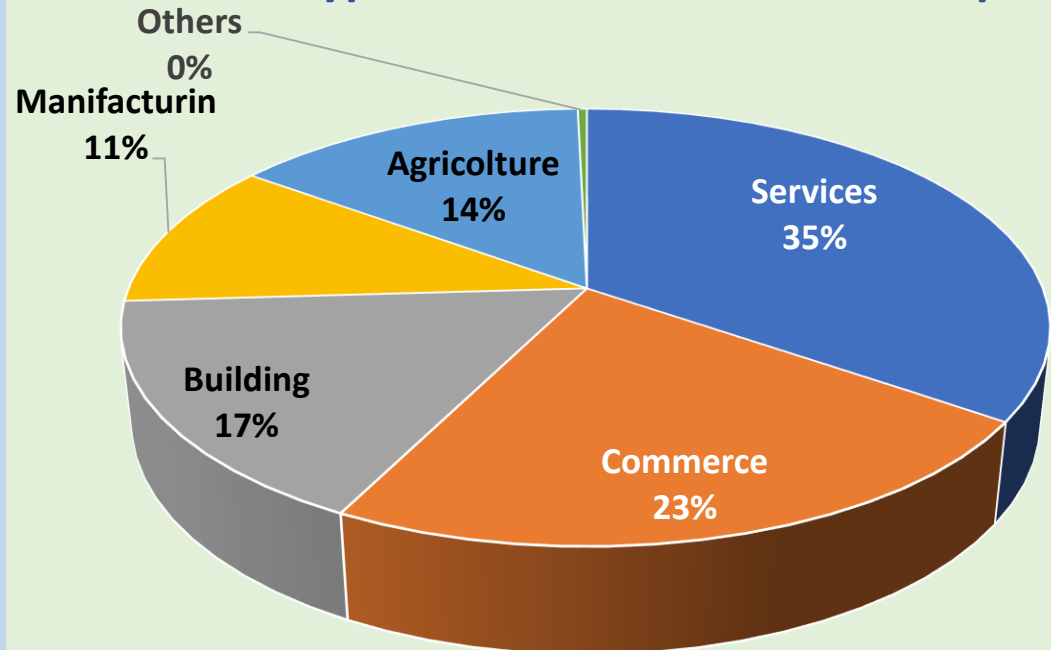
TERRITORIAL SETTING



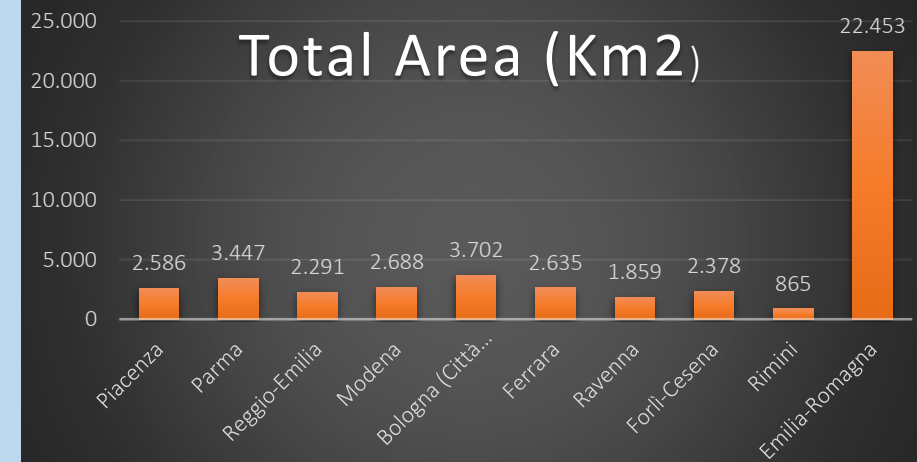
Number of enterprises - 2014



Types of business - Città Metropolitana



Total Area (Km2)



Government levels

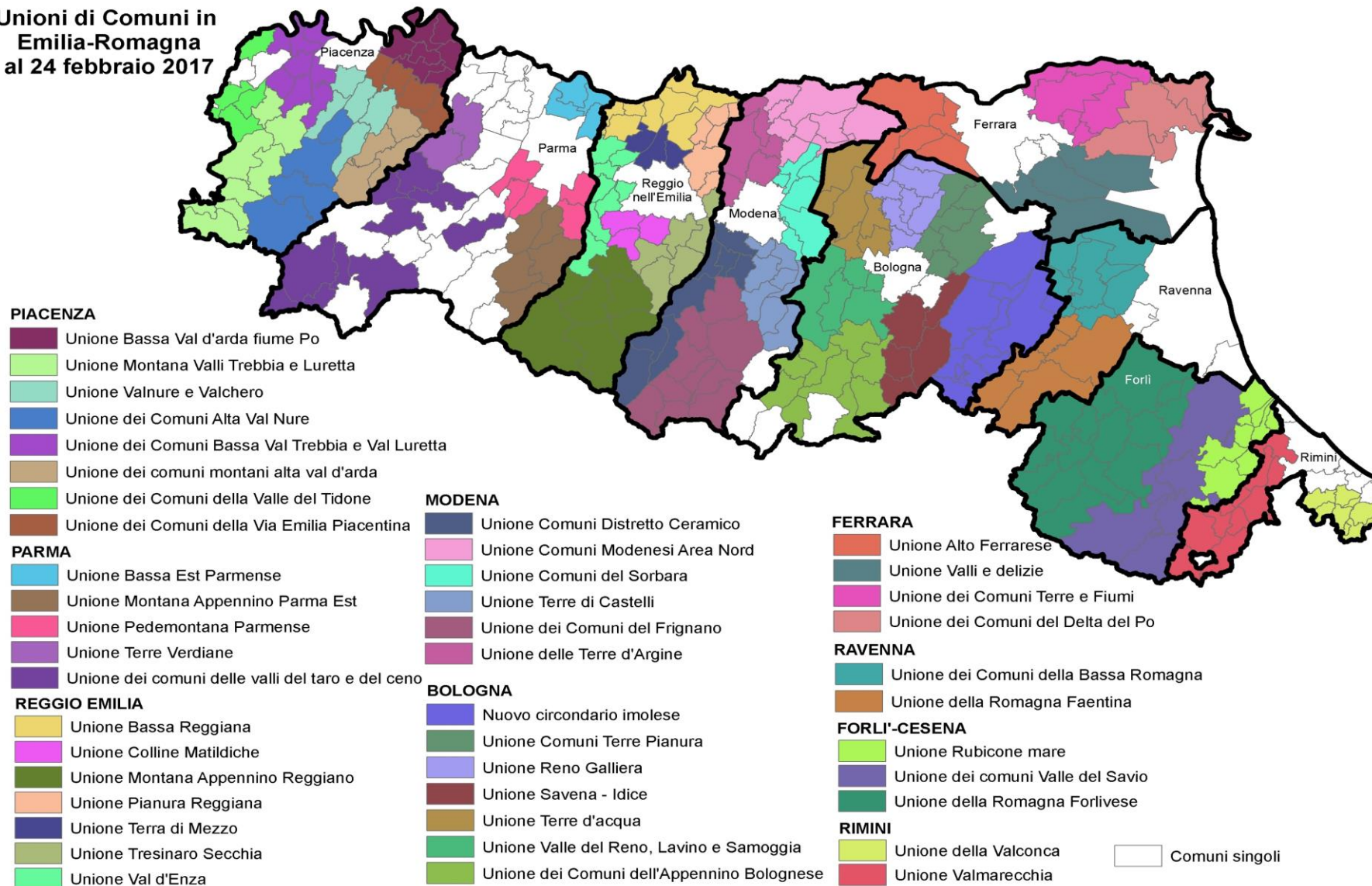
- National (provides the general framework)
 - **law 56/2014** (Institution of Città metropolitane and provisions on provinces, municipalities unions and fusions)
- Regional (makes laws on various subject including territorial planning)
 - **regional law 13/2015** (Reform of the territorial government system);
 - **new regional law on land protection and use** (in the process of being approved) that updates the general planning system;
- Metropolitan (executive role and metropolitan strategic planning)
 - **Città metropolitana / Province** (PSM-Piano Strategico Metropolitano)
 - **Municipality and Unions of municipalities** (administrative role, services, spatial planning (now PSC- Piano strutturale comunale) but in the future PUG – Piano urbanistico generale)

Unions of municipalities

- Established by the R.L 21/2012;
- At the moment **in ER there are 44 unions of municipalities** (to which participate 286 municipalities, the 86% of the total);
- The purpose of the creation of municipalities unions is to **improve the quality of services, to save money, and at the same time, to enhance innovation and administrative simplification;**
- **Emilia-Romagna Region supports these goals** with several actions including financial incentives.

Unions of municipalities in Emilia-Romagna

Unioni di Comuni in
Emilia-Romagna
al 24 febbraio 2017



Unions of municipalities in Città Metropolitana

Città Metropolitana di Bologna



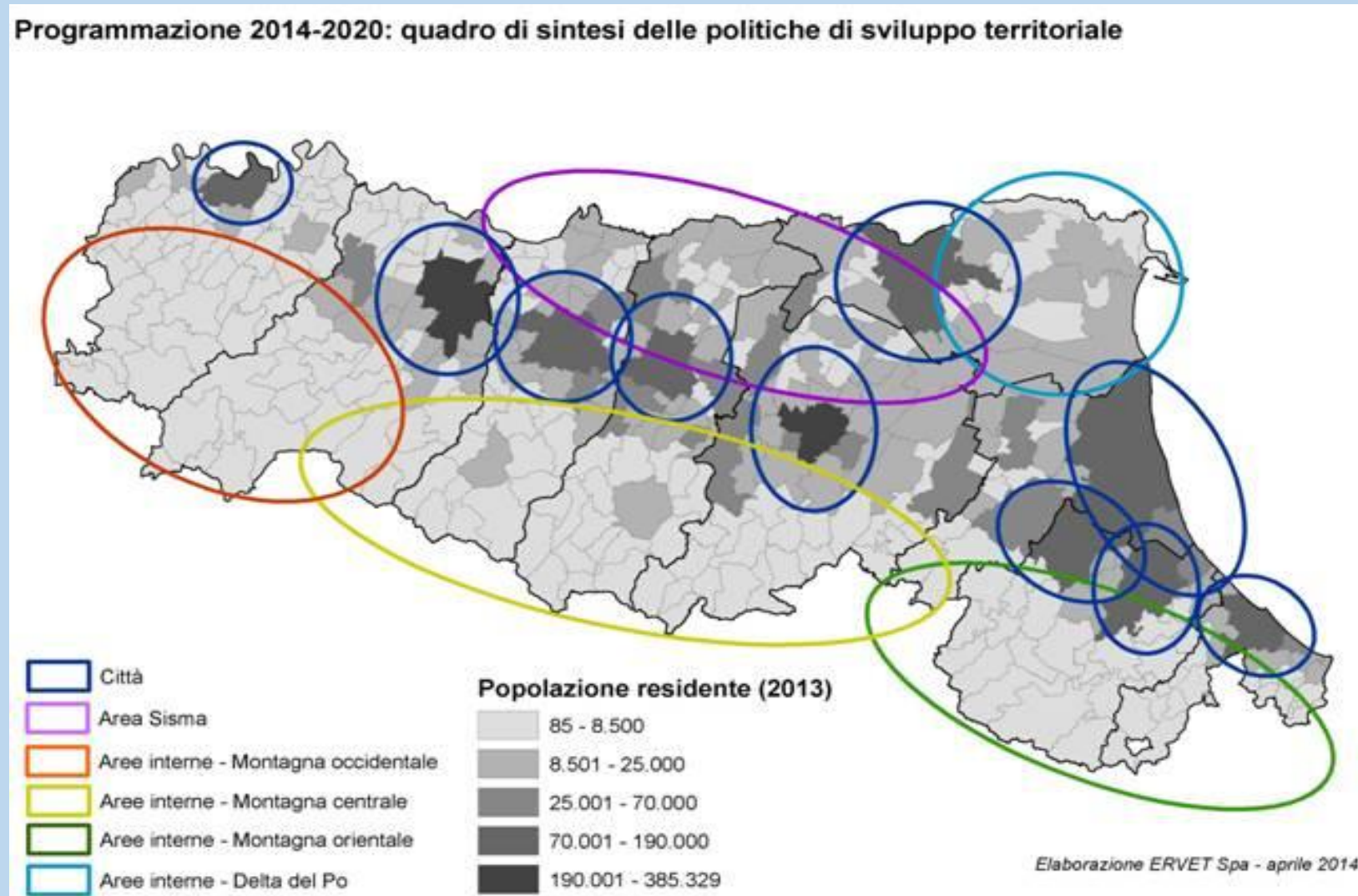
Unions of municipalities (integrated governance of public finance)

- The union of municipalities was also created to give response to the crisis of public finance;
- The joint management on a large scale of many services allows to save money and improve the quality of services for citizens;
- Today we are studying the association of accounting systems in order to arrive at the associated management of financial flows;
- This will allow (within the Stability Pact) to reuse the resources not spent by a municipality to invest in a project of another municipality without being returned to the national government.

Essential financial sources and issues

- **National:** remittances from the central government
- **Regional:**
 - Programmi speciali d'area (L.R.30/96) in the future not more financed);
 - Programmi di riqualificazione urbana (L.R.19/98)
- **Local:** taxes for exemple on buildings and services
- **European:**
 - **POR-FESR** managed at regional level for the sustaineble urban develomement;
 - **URBACT e URBAN INNOVATIVE ACTION** (Interregional cooperation)
 - **JESSICA** that supports sustainable urban development and regeneration through financial engineering mechanisms;
 - **Urban Development Funds** (to achieve public/private partnership projects: in Italy only Milano)
- **PON METRO** managed by Municipality of Bologna (includes also projects on metropolitan area);

Programming 2014-2020: framework for the synthesis of territorial development policies



Tools and model of governance

Referring to the question posed in the proposed index:

- Metropolitan governance is defined and governed by the laws of the Region;
- Specifically, regarding the institutional structure, the reference are the National Law 56/2014 and the Regional Law 13/2015 which transposes the principles of the national law (top/down approach);
- Co-operation models are defined in the sectorial regional laws (top/down approach);
- All the regional competences are organized and implemented through the cooperation among the different institutional levels.

Cultural and social identity aspects

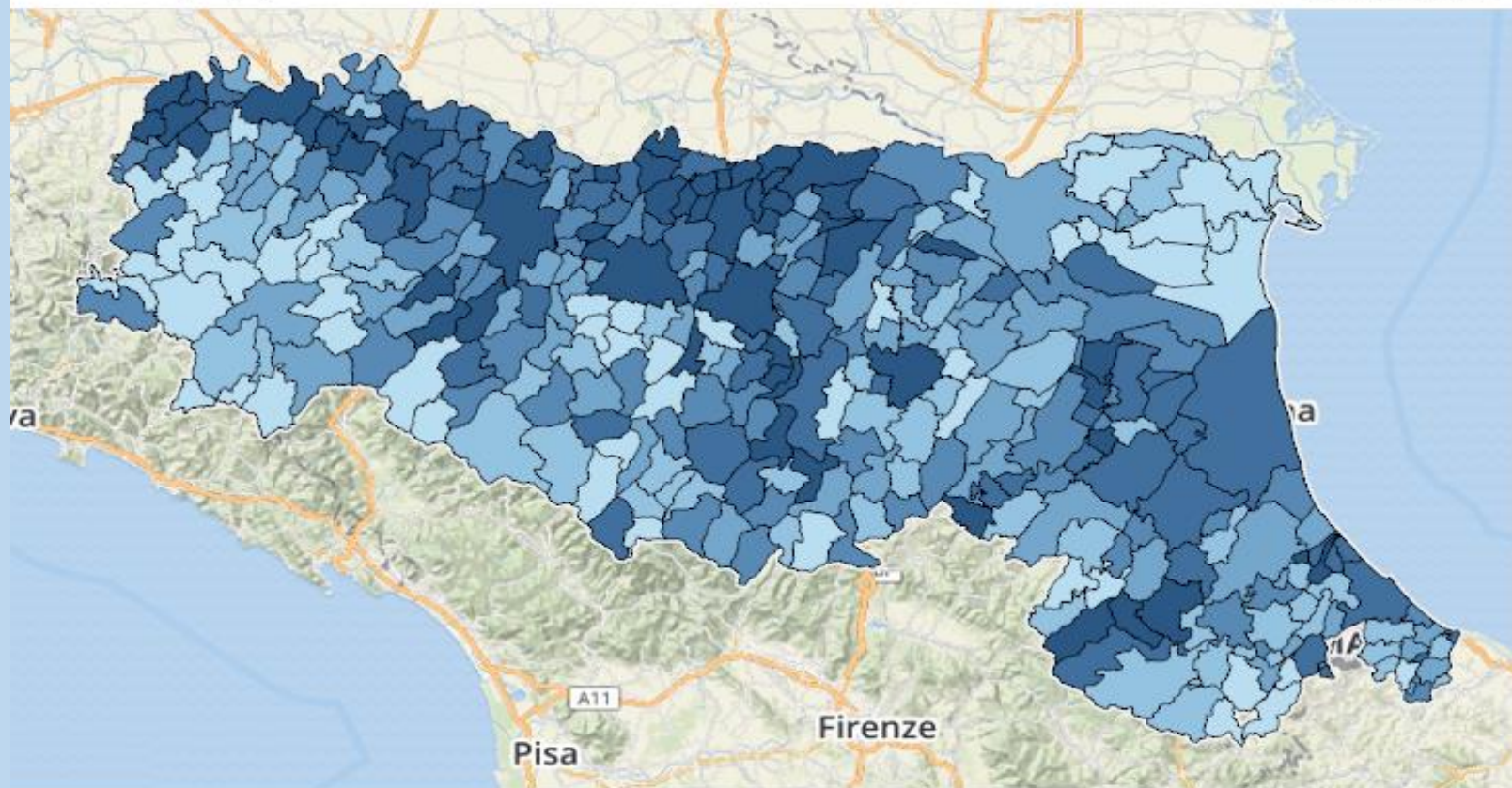
- The citizens of Emilia-Romagna have a **strong identity** founded on the values of **innovation, progress, solidarity, acceptance, tolerance, civic consciousness and public property respect**;
- From the historical point of view there is **also a strong identity at the city level**;
- Also within the same Città Metropolitana of Bologna there are strong identities linked to specific municipalities, while **no strong metropolitan identity has yet settled**.

Foreign population in Emilia-Romagna

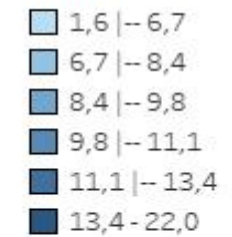


% of foreign population

Anno 2016



map legend:



Fonte: Rilevazione Regione Emilia-Romagna
Dati anagrafici comunali.

Foreign population

- Emilia-Romagna is the **Italian region with the highest number of resident foreign citizens**;
- Incidence rate is **12.1%**, compared to the national average which is 8.2%;
- Immigration is a **structural component** of the social and economic system and it is an **irreversible process** that is considered also in the Metropolitan Governance and in the regional policies;
- Policies for **acceptance** and **integration** are built mainly on **the respect and sharing of the founding values of our society**.

Foreign population (public policies)

- Emilia-Romagna issued a law (Law 5/2004) that envisages that every three years a cross-program of actions is defined;
- the latter, named “**For an intercultural community**» puts the theme of:
 - redefining a **new citizenship agreement** between migrants and natives and between new residents and local administrations;
 - enhancing public policies aimed at investing in diversity and cultural dialogue.

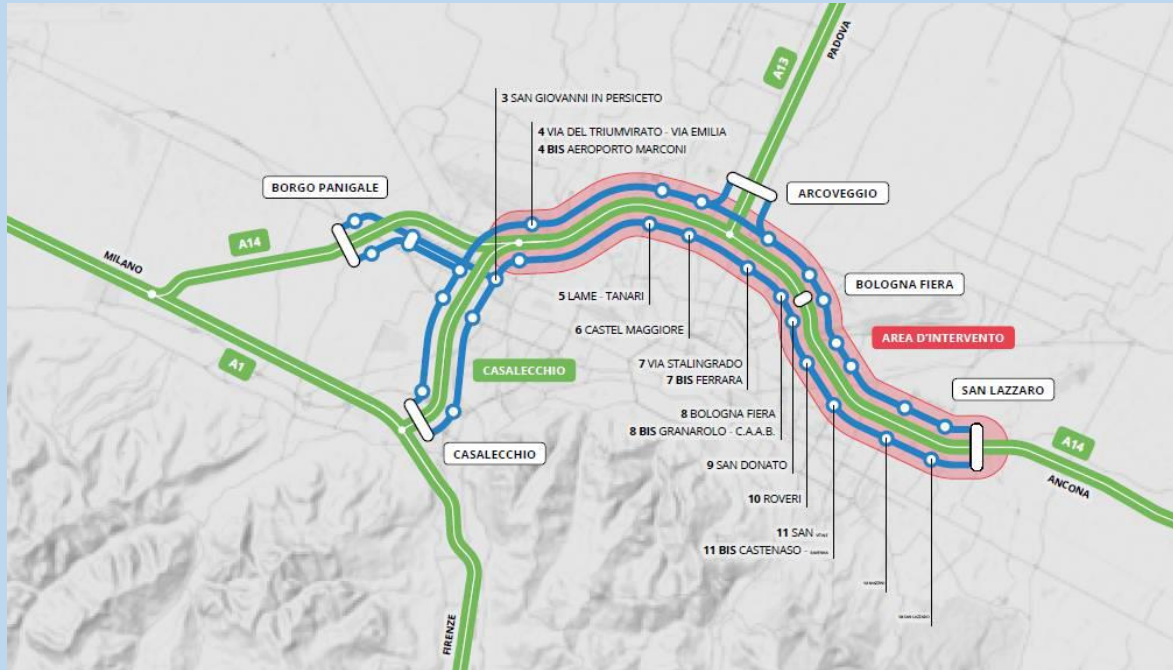
Foreign population (the role of municipalities)

- A "**bottom up**" method has been consolidated: the **main actors** of the programming and implementation of the actions are **the Municipalities**;
- they work in network with peripheral entities of the national government, third sector, schools and businesses, and with the same migrants;
- **it is at the local level that the identity processes, that are the basis of civil coexistence, grow.**

Foreign population (public housing)

- Through the **promotion and the implementation of public housing programs** the Emilia-Romagna Region has granted financial contributions to municipalities and private operators in order to build new housing or recover existing ones;
- on average, **85% of the public housing is occupied by Italian citizens and 15% by foreign citizen.**

The enlargement of the bypass motorway of the node of Bologna: project named “Passante di mezzo”



- The enlargement of the bypass is not only the enlargement of a motorway, but is **the solution to an infrastructural problem that affects northern Italy;**
- **as it crosses the urban area of Bologna,** the solution requires **to solve important problems** regarding: the environment, the city planning, the connection with existing roads and the relationship with the population.

The Passante di mezzo

- The bypass motorway of Bologna represents one of the most important nodes of the national system of transport;
- It has **the function of collecting and sorting streams coming from the central axis of the country and the East-West axis**; as well as serving local traffic from neighboring areas to the metropolitan area of Bologna;
- **After 20 years of discussion, an agreement was reached** on the enlargement of the bypass motorway system of the Bologna node (13,2 km)

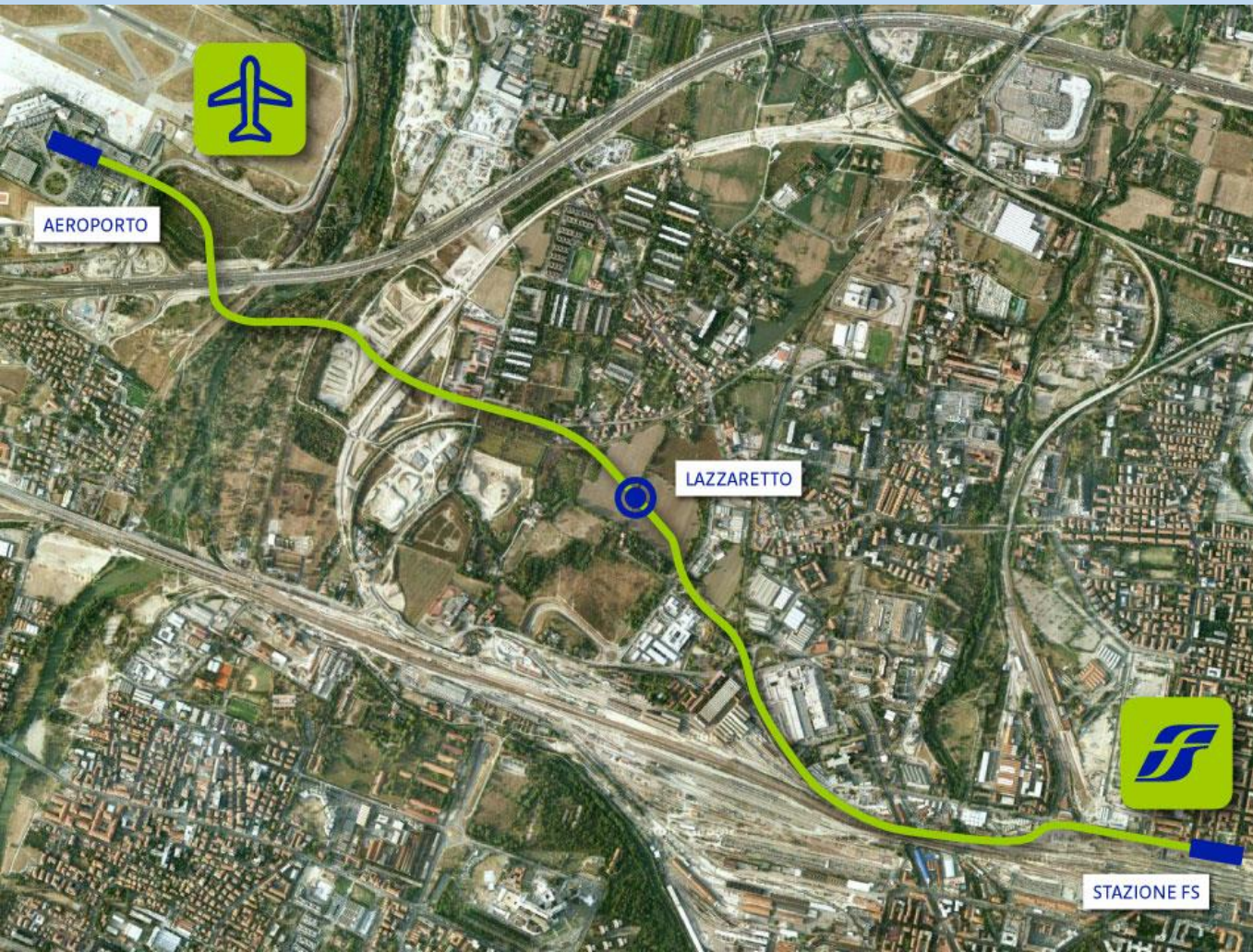
The Passante di mezzo: an exemple of institutional cooperation

- This experience has been characterized by two aspects :
 - a **strong interinstitutional cooperation** (an agreement was signed in April 2016 between the Emilia-Romagna Region, the Città Metropolitana, the Bologna Municipality, the Ministry of Infrastructure and Transport and the ASPI-Autostrade per l'Italia);
 - an **intense and organized path of citizen participation**:
 - The organization of the participation process was entrusted to a specialized company
 - A website was built where all the materials needed to know and evaluate the preliminary project were made available
 - The moments and the locations of listening and gathering observations from civil society have been organized.

The Passante di mezzo: an example of institutional cooperation

- The public comparison lasted three months;
- Many questions have been asked and many requests are made to ASPI;
- Reasoned responses have always been given and detailed cost-benefit analyzes have been conducted on requests to decide which ones to accept or reject;
- A scientific committee, in which there were not only experts favourable to the work, but also against ones, guaranteed a correct comparison;
- The result has been highly appreciated by the ASPI Managing Director, who stressed that **the participation of citizens in the project has improved the quality of the intervention and often reduced the costs of implementation.**

An example of PPP in Emilia-Romagna: the People Mover Marconi Express



An exemple of PPP in Emilia-Romagna: the People Mover Marconi Express

- The Marconi Express is a **monorail shuttle** that will link Bologna Central Station to Marconi Airport (5km) in **7'20** running mainly in viaduct;
- The project was born in 2006, with a territorial agreement between the **Emilia-Romagna Region, the Municipality and the Province of Bologna**;
- In 2007 three agreements were signed:
 - With RFI spa (Italian Railways) for the free use of RFI areas;
 - With the Emilia-Romagna Region for a funding of 27 million euros;
 - With the G. Marconi Airport Company for a co-financing of 2.7 million euros.

An example of PPP in Emilia-Romagna: the People Mover Marconi Express

- The people mover meets the goal **to make the Bologna/Emilia-Romagna system competitive at the European and global scale;**
- It will create a **Central Station/Airport integrated platform:** a multi-modal platform of this kind represents an important competitive factor because improve the accessibility of the metropolitan area;
- Today new metropolitan governance may require **private public partnership** for the implementation of major infrastructure projects.

An exemple of PPP in Emilia-Romagna: the People Mover Marconi Express

- Design, construction and management of the service are entrusted to the Marconi Express project company, constituted by the CCC (Consorzio Cooperative di Costruzione) for 75% and by TPER (public company for Emilia-Romagna Transport) for 25% ;
- The Marconi Express is so funded: **75% by private capital** and **25% by public capital**, the latter already committed and available;
- Passenger transport will start in the spring of 2019.

Main failure

One of the main failure in Emilia-Romagna and in Bologna metropolitan governance is **the long time spent on implementing infrastructure projects.**

The decision making process is very complex with the participation of many public actors and private stakeholders.

Challenges!

Among the main challenges Emilia-Romagna has to face there are:

- The administrative strengthening of Unions of Municipalities and consultation moments **to become more efficient and reduce project implementation time;**
- The implementation of more effective policies to rebalance the territory in order **to protect the most disadvantaged internal areas and to tackle poverty and depopulation;**
- In Emilia-Romagna there is a large urban conurbation formed by cities such as Bologna, Modena, Reggio Emilia, Parma, which concentrate most of the regional GDP and excellences: regional policies are needed **to integrate and strengthen these capabilities and increase development opportunities** in compliance with **environmental safety and life quality.**