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METHODS, TOOLS AND BEST PRACTICES TO INCREASE THE CAPACITY OF URBAN SYSTEMS TO ADAPT TO NATURAL AND MAN-MADE CHANGES

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PLANNING ASSIGNMENTS OF THE ITALIAN METROPOLITAN CITIES.

EARLY TRENDS

GIUSEPPE MAZZEO

ABSTRACT

The last stage of the process of establishment of the Italian Metropolitan Cities, which took place in 2014, follows of a few decades the start of this institutional reform. In 1990, in fact, the Act 142 (Local Autonomies Reform) had planned metropolitan areas as the administrative organization more suitable to provide these territories of structures for the management and the strategic development alike the best international models.

The paper proposes to analyse the first activities taken by the Italian Metropolitan Cities in the sector of territorial government, three years after the enactment in 2014 of Act nr. 56.

Focal point of the analysis is the jurisdiction in the formation of two plans (the Strategic Plan and the Metropolitan Territorial Plan) and the following relationships among them, in the logical assumption that between them a necessary and strict consistency there should be.

In the first part, the paper analyses some factors characterizing the metropolitan areas and the functions that the law assigns to the new institution in the territorial government sector. The second part outlines the updated situation with regard to the formation of the sectoral tools (Strategic Plan, Territorial Plan and homogeneous zones). The third part analyses the progresses in three Metropolitan Cities taken as sample (Milan, Genoa and Bologna) and, in general, to those of Southern Italy. In the last part, the paper exposes some considerations regarding the issues raised in the article, particularly about the innovativeness of the tools and the timeline for the implementation of the act.

KEYWORDS:

Metropolitan city, Strategic planning, Territorial planning

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意大利广域市的规划任务。 早期趋势

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摘要

在经历数十年的体制改革后，意大利广域市在 2014 年进入了最后的设立阶段。事实上，早在 1990 年颁布第 142 号法令（地区自治改革）时，意大利便已打算设立广域市，将其作为行政机构顺理成章地实施国际一流的管理和战略发展计划。本文提议在 2014 年第 56 号法令颁布三年后，对意大利广域市各属地政府部门开展的首批活动进行分析。分析重点包括形成两项规划（战略规划和广域市规划）的管辖区以及两项规划之间应该存在必要和严格的统一关系的合理假设。

本文的第一部分分析了广域市具备的一些特征，以及法律为区域政府部门的新机构分配的职能。第二部分概述了有关区域形成的最新情况（战略规划、国土规划和相似区域）。第三部分抽样分析了三座大都市（米兰、热那亚和博洛尼亚）的进展情况，并在大体上与一些意大利南部城市进行了对比。在最后一部分，本文针对所提出的一些问题指明了要注意的事项，特别是在工具创新以及行动实施的时间表方面。

关键词：

广域市；战略规划；国土规划

1 INTRODUCTION

The last stage of the process of establishment of the Italian Metropolitan Cities, which took place in 2014, follows of a few decades the start of this institutional reform. In 1990, in fact, the Act 142 (Local Autonomies Reform) had planned metropolitan areas as the administrative organization more suitable to provide these territories of structures for the management and the strategic development alike the best international models. The paper proposes to analyse the first activities taken by the Italian Metropolitan Cities in the sector of territorial government, three years after the enactment in 2014 of Act nr. 56.

Focal point of the analysis is the jurisdiction in the formation of two plans (the Strategic Plan and the Metropolitan Territorial Plan) and the following relationships among them, in the logical assumption that between them a necessary and strict consistency there should be. Other interesting elements are the connections of the new institution with the previous institutional subject (the Province), especially with regard to the experience of the Provincial Territorial Plans (PTCP) and their use as metropolitan planning tool.

The deepening of this relationship is interesting, given the existence of a continuity of the administrative processes. Nevertheless, it is clear the need that the new metropolitan authority is a promoter of a strong innovation in the planning tools, enough to mark a substantial advance over the experience of the Provinces. In the first part, the paper analyses some factors characterizing the metropolitan areas and the functions that the law assigns to the new institution in the territorial government sector. The second part outlines the updated situation with regard to the formation of the sectoral tools (Strategic Plan, Territorial Plan and homogeneous zones). The third part analyses the progresses in three Metropolitan Cities taken as sample (Milan, Genoa and Bologna) and, in general, to those of Southern Italy. In the last part, the paper exposes some considerations regarding the issues raised in the article, particularly about the innovativeness of the tools and the timeline for the implementation of the act.

2 GOVERNANCE OF METROPOLITAN AREAS

Urban systems are increasingly at the centre of global development processes (Sassen, 2001; EEA, 2014).

Cities are constantly developing in all continents; they are the place where the majority of the Earth's inhabitants lives, with a growing tendency that the forecasts believe certain (UN, 2015; Mazzeo, 2016). For this reason, «cities in the (Weberian) sense of integrated socio-economic entities no longer exist. The urban phenomenon is better described by the notion of metropolitan areas that is multi-centred urban regions which develop mainly along functional networks, cutting across institutionally defined territorial boundaries» (Kubler & Heinelt, 2002, 2).

In Europe, in particular, the urbanization's phenomena have a specific importance, both in terms of population (about 80% of the total is an urban population), and in economic terms. Urban areas, in fact, concentrate a large share of the national budget's transfers and of local investments (Spadaro, 2015; Ciapetti, 2014). Within this continental space (but the same argument can also be made for the urban situations of other continents) metropolitan areas present more specificity in terms of concentration of assets, innovation and produced wealth (BBSR, 2011).

The metropolitan systems are typically an interdisciplinary topic in which several research's areas are involved with a wide variety of approaches. Generally, if the physical size and the number of inhabitants are the main factors linked to a city assuming the name of "metropolis", the definition of "metropolitan area" is associated with the functional relationships created at the local level, the level of infrastructure and the size of activities' system, especially the highly specialized (Salet et alia, 2003).

For this reason, metropolitan areas are territorial systems affected by particular attention at international level,

up to reach to the constitution of ad hoc administrative structures, provided with operational capabilities both managerial and strategic.

Within these processes, special attention is paid to the relational aspects that occur in the game role between administrative subjects. For Hamilton et alia (2004), also if metropolitan administration is the key of the reasoning, its probability of success depends on the vertical relations established by central and local level (just think to financial flows from the centre) and on the horizontal relations between the municipalities belonging to a metropolitan region.

3 THE NEW ITALIAN REGULATORY FRAMEWORK

The reform process of the Italian administrative system, started in 2014 but dropped into a state of uncertainty following the outcome of the constitutional referendum of December 2016, based their fundamental motivations in the thematic of the simplification. The achievement of this aim seemed to be necessary both to increase the efficiency of the State's structures than to reduce its overall weight on the economic and productive system. Acts such as deleting of the provinces or transformation of the Senate into unelected parliament were intended for this purpose.

The formation of Metropolitan Cities falls within this process.

The normative sources on which this administrative body is founded are the Constitution and the Act nr. 56 of April 7, 2014, named "Arrangements on metropolitan cities, provinces, unions and mergers of municipalities". The first describes the Metropolitan City as an intermediate institution and assigns to it generic statutory, regulative, administrative and financial authorities (article 114 and followings). The second, by paragraph 2 to 50, defines the structure of the new institution and assigns to it either specific functions than functions transferred from the provinces, as part of the reorganization process foreseen by paragraphs 85 to 97 of the same act, as well as in accordance with Article 117 of the Constitution.

The new institution represents a governance's answer to complex urban areas (Mazzeo, 2015a). The territorial extension, one of the main obstacles encountered by previous reform's acts on the local autonomies enacted since 1990, it is imposed as coincident with that of the deleted provinces.

New Metropolitan Cities replace provinces in the management of their territory, and also in the coordination of the activities of the inner Municipalities.

One consideration is that the law does not give any indication of the modes in which the relationships between Metropolitan Cities and inner Municipalities must be realized, nor on the action's freedom of the Metropolitan City respect to Municipalities.

This situation puts the Municipalities in a strong position founded on the continuity of the management of their functions. This is irrational in a complex reality that needs strength in the strategic activities rather than in basic ones. Among the potential consequences is to underline the weakening of the action's capacity and of image of the new authority, due to potential conflicts that cannot be excluded given the current legislation.

In this regard it is to remember that political scientists identify two different positions. The first underlines the need of a strong administrative subject because «the existence of a large number of independent public jurisdictions within a metropolitan area [is] the main obstacle for efficient and equitable urban service delivery» (Kubler & Heinelt, 2002, 3); the latter highlights the aspects of democracy and participation associated with the presence of more administrative entities between which no one seems to have enough force to impose its position. Two positions have to do, ultimately, with a further version of the democratic dilemma between system's efficiency and citizen's participation.

With regard to the aspects connected with planning, Act nr. 56, paragraph 44, foresees two different tools. The first is the Strategic Plan of the Metropolitan City (PST), setting guidelines for the performance of their functions, also with regard to the implementation of delegated or assigned functions by the Regions on the

basis of specific acts that must regulate the passage of functions of their competence to the Metropolitan cities. The PST has a life of three years and may include an annual review.

The second is the General Territorial Plan (PTG), a plan that specifically deals with:

- communication facilities;
- service networks;
- infrastructures under the jurisdiction of the metropolitan community;
- constraints and aims to activity and function's practice of the Municipalities included in the metropolitan territory.

Territorial plans of the Provinces (PTCP) put beside that functions, as well as the protection and enhancement of the environment, which descends from the provincial functions.

Territorial planning of metropolitan areas can be considered as a coordination tool connecting territorial assignments that are part of the Metropolitan Cities with the needs of the communities that belong to. In fact, we should not forget that Metropolitan Cities does not delete the inner Municipalities, nor their competencies, which remain untouched. For this reason we can conjecture that general planning could «to refer to the possibility of prescriptive and mandatory predictions selecting relevant large-scale projects and action, thus leaving to the "traditional" urban tools regulatory tasks for the municipal and local level» (Gastaldi & Zarino, 2015).

In this regulative framework the Metropolitan Territorial Plan will have to perform strategic, coordination and prescriptive tasks in relation to a number of areas and themes, looking for forms of sharing and collaboration with the Municipalities.

Act nr. 56 foresees other key functions that, for their inherent characteristics, can fit into a planning process of metropolitan dimension. We refer, in particular to:

- mobility and road system;
- compatibility and consistency of the urban planning of the Municipalities located in the metropolitan area;
- promotion and coordination of economic and social development with the support to economic and research innovative activities that are consistent with the vocations of the Metropolitan City, as outlined in the Strategic Plan of its territory;
- sponsorship and coordination of computerization and digitization's environments in metropolitan areas.

Another area not directly owned by PTG's competence which, for its specific characteristics, can be involved is the organization of coordinated systems of management of public services presenting a general interest and a metropolitan dimension (Mazzeo, 2015b).

The act does not precisely define the contents and the aims of the General Territorial Plan of the Metropolitan City. It requires, however, that the Regions adapt their legislation with the provisions of the Act nr. 56.

Despite this requirement, the Regions are not working with enthusiasm to promote the process of strengthening of the Metropolitan Cities, despite the fact that some of them have approved acts for adaptation and reorganization of functions to be delivered to the Metropolitan Cities¹. In this way the competencies, resources, and organizational structures necessary to complex settlement's systems cannot be completed, as it is not possible to outline the final overview of the planning competencies and the relationship between metropolitan planning and regional planning.

Finally, national law assigns an important role to the homogeneous zones, a kind of association of Municipalities representing an intermediate level between the municipalities and the Metropolitan City. Just consider that the Assembly of the Mayors of the homogenous zones expresses mandatory opinion in the procedure for approval of the Territorial Plan.

¹ For example, Piedmont Region has issued a regional act in 2015 (nr. 23), later amended several times.

4 SOME CHARACTERISTICS OF THE METROPOLITAN CITIES

Act nr. 56 of 2015 represents a point of arrival of twenty years of attempts made to resolve a long-standing question as that of the government of metropolitan regions in Italy. The urgency of a strong innovation comes from the need to provide of innovative management structures this specific area of territorial government, so that they are able to act effectively both on internal front (territorial redevelopment and higher quality of services) that on outside front (national and international competition between metropolitan areas).

Moreover Metropolitan Cities are not a limited territorial sample both for territorial area, population, and total added value at current price. Table 1 presents the data as regards three basic indicators. It points out that they occupy an area equal to 16.54% of the national territory hosting 36.37% of the population and producing 41.17% of national income.

METROPOLITAN CITY	TERRITORIAL AREA (Sq Km, 2014)	POPULATION (Nr., 2014)	TOTAL ADDED VALUE AT CURRENT PRICES (Million Euros, 2014)
Milan	1,575.65	3,196,825	150,723.72
Turin	6,827.01	2,291,719	62,304.50
Venice	2,472.91	858,198	23,342.27
Genoa	1,833.79	862,175	25,578.78
Bologna	3,702.32	1,004,323	34,275.72
Florence	3,513.69	1,012,180	31,906.04
Rome	5,363.28	4,342,046	137,724.55
Neaples	1,178.93	3,118,149	50,230.73
Bari	3,862.88	1,266,379	21,670.74
Reggio Calabria	3,210.37	557,993	6,946.39
Cagliari	4,570.41	561,925	10,945.65
Palermo	5,009.28	1,276,525	19,222.49
Catania	3,573.68	1,116,917	16,553.93
Messina	3,266.12	645,296	9,619.03
<i>Overall MC</i>	<i>49,960.32</i>	<i>22,110,650</i>	<i>601,044.54</i>
Italy	302,072.84	60,795,612	1,459,881.00
<i>% MC respect Italy</i>	<i>16.54</i>	<i>36.37</i>	<i>41.17</i>

Tab.1 Territorial area, population and total added value of the Metropolitan Cities. Data are relates to 2014. Source: Italian Government, <http://dati.italiainitalia.it/pendata.aspx>

These basic data highlight the weight of these systems and their relevance in economic terms (Papa et alia, 2014). This importance is confirmed even if more specific data are used. Table 2 presents the export data per type of productive sectors grouped according to Pavitt's classification (1984). These data confirms what was stated above, in particular for "science-based" and for "specialized productions" sectors, that is for the most innovative sectors of the productive system.

To prejudice of this data, institutions created to manage Metropolitan Cities seem to be enough indifferent to the territorial potential present and therefore do not appear to be conscious of the need to put in place direct and strong actions in areas greatly affected by the national and international competition.

METROPOLITAN CITY	TRADITIONAL SECTORS	SPECIALIZED SECTORS	SCALE-INTENSIVE SECTORS	SCIENCE-BASED SECTORS
Milan	10,440,037	10,676,028	11,000,884	5,257,130
Turin	2,620,024	5,479,944	10,526,294	1,974,077
Venice	1,883,551	911,960	1,058,570	299,576
Genoa	730,155	1,936,813	1,539,638	179,157
Bologna	2,578,114	5,980,258	2,961,741	512,413
Florence	5,850,881	2,419,011	899,148	839,878
Rome	1,271,881	838,964	3,508,948	2,109,265
Neaples	1,816,279	591,953	674,083	1,939,278
Bari	1,446,475	520,009	763,165	1,210,552
Reggio Calabria	61,127	6,574	64,918	628
Cagliari	123,797	59,074	4,050,770	28,159
Palermo	127,932	89,093	41,600	15,459
Catania	41,600	59,931	103,028	599,774
Messina	188,636	74,782	863,553	5,306
<i>Overall MC</i>	<i>29,180,489</i>	<i>29,644,394</i>	<i>38,056,340</i>	<i>14,970,652</i>
Italy	129,853,352	96,171,688	133,549,888	38,421,460
<i>% MC respect Italy</i>	<i>22.47</i>	<i>30.82</i>	<i>28.50</i>	<i>38.96</i>

Tab.2 Export in the sectors defined by Pavitt Classification. Data in Euro x 1000. Year 2014. Source: Italian Government, <http://dati.italiainformazioni.it/opendata.aspx>

METROPOLITAN CITY	TERRITORIAL AREA (ha)	CONSUMED SOIL (ha)	NOT CONSUMED SOIL (ha)	CONSUMED SOIL (%)	NOT CONSUMED SOIL (%)
Milan	157,565	50,043.71	107,626.50	31.74	68.26
Turin	682,700	67,405.66	615,526.97	9.87	90.13
Venice	247,291	35,819.80	211,196.12	14.50	85.50
Genoa	183,379	15,516.84	167,974.18	8.46	91.54
Bologna	370,232	33,221.68	336,980.46	8.97	91.03
Florence	351,358	28,954.73	322,402.95	8.24	91.76
Rome	536,328	70,803.98	464,764.56	13.22	86.78
Naples	117,893	39,618.17	77,745.13	33.76	66.24
Bari	386,288	37,185.72	345,329.79	9.72	90.28
Reggio Calabria	321,037	18,125.24	300,161.95	5.69	94.31
Cagliari	457,041	18,809.84	438,541.08	4.11	95.89
Palermo	500,928	28,249.87	466,358.73	5.71	94.29
Catania	357,368	27,941.96	327,373.38	7.86	92.14
Messina	326,612	19,938.77	303,953.13	6.16	93.84
<i>Overall MC</i>	<i>4,996,020</i>	<i>491,635.97</i>	<i>4,485,934.93</i>	<i>9.84</i>	<i>89.79</i>
Italy	302,072,840	2,287,799.22	27,788,915.00	7.61	92.39
<i>% MC respect Italy</i>	<i>16.54</i>	<i>21.49</i>	<i>16.14</i>	<i>=</i>	<i>=</i>

Tab.3 Soil consumption in the Metropolitan cities. Territorial area by ISTAT (<http://dati.istat.it/>). Other data by ISPRA (2016)

This happens despite their territories have the tools to increase their performance. One consequence of this is found in the development's and competition's activities that the most active subjects provide on their own because they do not yet recognize to the Metropolitan Cities no willingness to become an active player in the construction of strategic development views.

Economical elements are not the unique interpretation's key of the Metropolitan Cities territories. An aspect that can assume critical meanings is linked to the way by which in the recent past have been made the processes of urban expansion. Using the words of Sbeti (2016, 28) we can affirm that in the last years «the process of metropolisation of Italian settlement systems has been extended by assuming different forms, often post-urban, with a significant worsening of the problems related to quality of life, to the development process, and to the social integration». Without to forget environmental aspects.

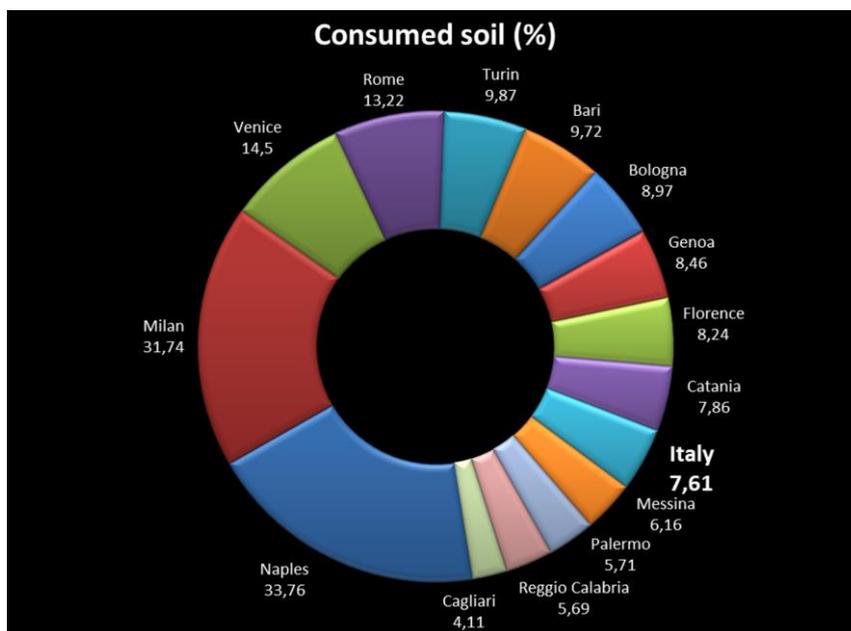


Fig. 1 Percentage of soil consumption for the Metropolitan Cities compared with national datum. See Consumed soil (%) in Table 3 Data by ISPRA (2016)

Among the indicators showing this phenomenon we use the soil consumption occurring in metropolitan areas. Table 3 highlights that in Metropolitan Cities the consumed soil is 9.84% of entire territorial area, whereas this datum is 7.61% at national level. Furthermore, respect a territory equal to 16.54% of national one, the consumed soil is 21.49% of the whole.

This testifies that the territory of the Metropolitan Cities presents a concentration of soil consumption's phenomenon, due, most probably, to the pressure carried out on these areas by the settlement's systems and by the production's systems.

5 STATE OF THE ART IN METROPOLITAN PLANNING

The analysis of the activities that Metropolitan Cities are carrying out makes it possible to outline a precise overview of the state of implementation of the legislation that has led to the establishment of these new institutions.

This analysis is important not so much in relation to the formation of the bureaucratic structure of the institutions, as for their capability to equip with the operational and planning tools that the law provides them. This phase is very sensitive and, at the same time, very important. It should have been carried out with a

good speed so as to put the Metropolitan Cities under the conditions to become fully operational and, above all, to work having a large action's capacity.

For the aims of the present paper, the 14 Metropolitan Cities that shape the national metropolitan system (including those belonging to the Special Statute Regions of Sardinia and Sicily), have been analyzed in relation to the state of formation of the three tools inherent in the planning sector, namely the strategic planning, the territorial planning and, more specific element, the establishment of homogeneous zones in which the Metropolitan City can be divided.

The picture that comes out is summarized in the Table 4.

METROPOLITAN CITY	STRATEGICAL METROPOLITAN PLAN	TERRITORIAL METROPOLITAN PLAN	HOMOGENEOUS ZONES
Milan	Under way	Under way	Yes
Turin	Under way	Formally under way	Yes
Venice	Under way	PTCP	No
Genoa	Under way	Under way	Yes
Bologna	Under way	PTCP	Yes (1)
Florence	Under way	PTCP	No
Rome	No	PTCP	No
Neaples	No	PTCP (2)	No
Bari	No (3)	PTCP	No
Reggio Calabria	Under way	PTCP	No
Cagliari	No (4)	PTC	No
Palermo	No (5)	PTCP	No
Catania	No (6)	PTCPct	No
Messina	No	PTP	No

Tab.4 State of the art for the three tools belonging to the planning function of Italian Metropolitan Cities. Update: 08/03/2017

Notes: (1) The homogenous zones are the associative forms of the Municipalities as the territorial plan of Province of Bologna (PTCP). (2) PTCP of the Province of Naples is not yet in force. (3) In 2010 a strategic plan called "Piano Metropoli Terra di Bari" was published. (4) In 2012 a strategic plan called "Piano Strategico Intercomunale dell'Area Vasta di Cagliari" was published. (5) On the institutional site there is a page dedicated to the strategic planning. (6) In PTCPct is present a "Propositional Framework with Strategic Value".

Starting from this overall picture we analyse below some of the Metropolitan Cities – namely Milan, Genoa and Bologna; they are in a more advanced phase in the drafting process of the territorial governance tools required by law.

Indeed, while the general situation is not positive, some local situations can be considered more advanced and go in the direction of the enhancement of the new administrative structure and deepening of the potentialities existing in it.

A brief analysis is also performed on the state of planning in Metropolitan Cities of Southern Italy.

6 METROPOLITAN CITY OF MILAN

6.1 STRATEGIC METROPOLITAN PLAN

On May 12, 2016, the Metropolitan City of Milan has definitively approved the Strategic Plan. With this tool it wants to become a strong player in the process of sustainable revitalization of the local economy and wants to cooperate in the resolution of the needs of Municipalities, citizens and enterprises.

The Strategic Plan is the result of a path lasted about a year, which has seen a continuous interaction with Municipalities, organized for homogeneous areas, with the economic and social organizations of the territory, gathered in the "Metropolitan Table for Development", and with many other actors.

The construction of the Strategic Plan is based on two different and related visions: a short-term vision interpreting the current situation and outlining actions in the near period, and a long-term vision, forecasting a "fully operational" Metropolitan City. These two visions are condensed in the slogan "Milan. Real metropolis, possible metropolis".

Particularly interesting is the opening of the Strategic Plan to a long-term vision, which exceeds that of the short period required by law. In this regard a number of areas to develop in the future metropolitan policies are identified. In this regard a number of areas to develop in the future metropolitan policies are identified. Reference is to the characteristics of the metropolis of the future in relation to the knowledge needed to maintain an international dimension and to act in the process of competition; to the development of spatial planning processes for the metropolitan area of North West of Italy; to the policies for a free mobility; to the green and metropolitan parks; to the environmental sustainability of the metropolitan area after the signing of COP21; to the development of large network services (Nobili, 2016).

The Strategic Plan has represented the first important opportunity to realize the change outlined by the act of reform of the local autonomies, ie the transition from the former Province to Metropolitan City.

It is significant that Milan has been the first Italian Metropolitan City to develop its strategic plan, confirming as one of the most dynamic Italian realities among metropolitan systems and one of the main places for incubation of political and institutional changes at the national level.

6.2 TERRITORIAL PLAN

The Metropolitan City of Milan is oriented towards an adaptation of the existing Territorial Coordination Plan. The new plan will be structured so as to include information in key areas for the organization of the territory. It will centralize its attention particularly:

- on infrastructure networks. They are under the responsibility of the Metropolitan City and are a characterizing element of the PTCP. The new plan will strengthen the connections of the networks with the territory and settlements, focusing on interchanges and logistics;
- on the localization of excellence and metropolitan rank functions. The settled functions considered of excellence should be identified and strengthened. For this purpose, the plan will have to think in terms of service areas, of accessibility conditions, of effects and impacts of large area. Characterizing element of this forecast will be the establishment of effective embodiments, which use the territorial equalization;
- on the organization of general interest public services in metropolitan areas. The Provincial Territorial Plan (PTCP) had already addressed this issue in relation to the presence of poles of attraction and to their utilization for increasing the compactness of the settlements. The new plan will add new informations about services' forecasts meeting a supra-local dimension demand, as well as to satisfy certain accessibility requirements in relation to the hierarchical characteristics of public transport nodes. In this area lies also the possibility of forming supra-municipal services plans, coordinated with the policies of the Metropolitan City;
- on the territorial equalization. The aim is to make more effective the activation and implementation of territorial policies related to some types of interventions through the use of a balanced system of costs and benefits allocation between the different municipal administrations involved by large area scale urban and/or infrastructural transformations. On the other hand, the plan will have to confirm the urban equalization, instrument of municipal plan competence, regulated by Regional Act nr. 12 of 2005;

- on the relations with the other general and sectoral tools of territorial planning. The plan must be consistent with the Regional Territorial Plan and the sectoral planning tools of regional level. A peculiar situation applies in the case of the South Milan Regional Agricultural Park, which includes 61 Municipalities out of 134 of the Metropolitan City. Since the Province of Milan is management authority, inevitably problems will arise; they will be resolved within the metropolitan planning;
- on the relationship between metropolitan and municipal planning. Metropolitan plan will work for systematizing the forecasts on the whole metropolitan territory. Their functions will be of three types. The first is of address, through the provision of “visions” and criteria that the municipalities and other entities must respect, and that should be consistent with the three-year Strategic Plan of the metropolitan territory. The second function will be of coordination, and it will be carried out using contents and functions performed by the PTCP in force, a way to achieve a greater simplification and rationalization. The third, finally, will be of programmatic/prescriptive order, ie there will be some themes of metropolitan significance that will be directly regulated by the Strategical Plan, always in a perspective of joint planning.

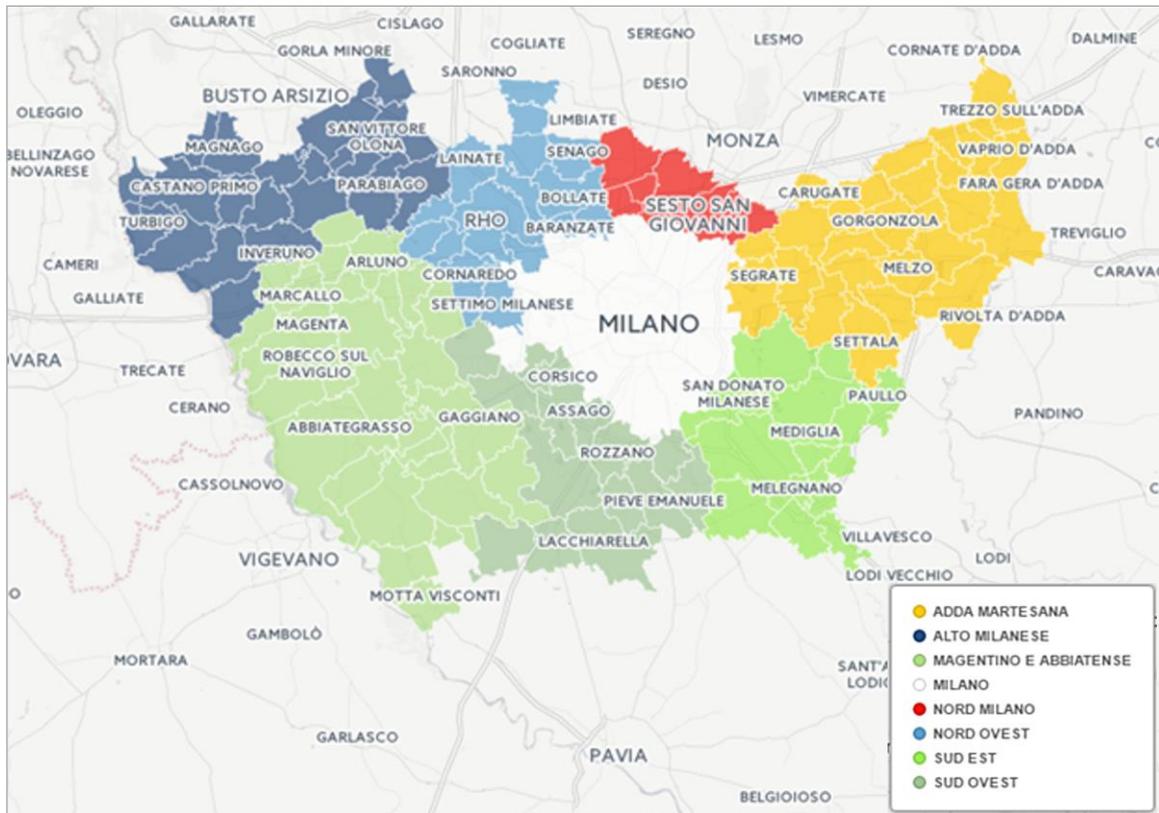


Fig. 2 Metropolitan City of Milan. Homogeneous areas

6.3 HOMOGENEOUS AREAS

The Metropolitan City of Milan foresees the creation of seven homogeneous areas (over Milan, which is area to himself), characterized by strong affinity with regard to geographical, demographic, historical, economic and institutional characteristics. Each zone is built to articulate at best the activities on the territory and to make possible a greater integration of provided services. The homogenous zones are:

- Adda Martesana (28 Municipalities, 336,284 inhabitants, 264.95 sq Km);
- Alto Milanese (22 Municipalities; 258,743 inhabitants; 215.23 sq Km);

- Magentino e Abbiatense (29 Municipalities; 213,745 inhabitants; 360.44 sq Km);
- Nord Milano (7 Municipalities; 315,494 inhabitants; 57.88 sq Km);
- Nord Ovest (16 Municipalities; 315,749 inhabitants; 135.82 sq Km);
- Sud Est (15 Municipalities; 173,267 inhabitants; 179.72 sq Km);
- Sud Ovest (16 Municipalities; 238,729 inhabitants; 179.94 sq Km).

7 METROPOLITAN CITY OF GENOA

7.1 STRATEGIC METROPOLITAN PLAN

Intention of the Strategic Plan of the Metropolitan City of Genoa is to realize a renewed relationship with the territory. To achieve this goal the topics that it wants to tackle are the new functions of the Metropolitan City, the renewed attention to the traditional functions of the previous Province (in particular schools and roads, to assign new characters and new meanings), the age-old issue of hydrogeological risks to deal with a specific attention to the resilience of the territory, and, finally, the promotion of the environment.

Specifically, it wants to give operational skills related to coordinated management systems of metropolitan public interest, in particular water cycle, public transport, and waste cycle. With regard to this last function the Metropolitan City of Genoa has already adopted the metropolitan plan of wastes; in a strategic vision of circular economy it aims to exceed 65% of separate collection and recycling by 2020.

One of the new institution's responsibilities is the economic development. The strategic plan of Genoa wants to face this task in an innovative and sustainable way, giving strong support to the creation of new activities in leading production sectors. For this purpose it foresees the realization of incubators, the development of activities dedicated to the most innovative companies and to those offering greater youth and female employment, and new types of tax breaks able to attract companies and resources. In this way, the plan aims to enhance the excellence of the territory (by means of territorial marketing), to promote sustainable tourism, to clear up the advantages of soft and green mobility.

Most relevant aims from the point of view of territorial impact are the rebalancing of the relationships between coast and hinterland, the support for the activities of the Genoa's Harbour, and the construction of specific infrastructure such as the railway corridor Genoa - Rotterdam.

The increase of the territorial resilience aims to effectively respond to the risks of hydrogeological instability. This means to increase the environmental protection with specific actions such as the networking of parks, the creation of the Pelagos Cetacean Sanctuary, the release of the Internet portal #fuorigenova, with news, informations on environment, services of the territory, the project E.L.EN.A. (European Local Energy Assistance), aiming to increase the energy efficiency and the development of renewable sources.

Within the Strategic Plan there are also details related to new projects in the field of the metropolitan governance, particularly with regard to the involvement of local communities in the implementation of metropolitan functions and services. This applies, in particular, for the participation of Genoa to the development of the network of European metropolitan cities committed to implementing the Europe 2020 strategy of the European Community.

7.2 TERRITORIAL PLAN

At the time of the formation of the Metropolitan City the Province of Genoa was equipped with the Territorial Coordination Plan and had begun the procedures for its review. The new plan project, identified by the acronym "PTCP20", has become the basis for the construction of the General Territorial Plan of the Metropolitan City (Pasetti, 2016). On April 22, 2015, with a resolution of Metropolitan Council, were

identified ten "guidelines" for its formation. The path of the new plan foresees the organization of territorial meetings for their deepening. The guidelines are the following:

- Genoa metropolitan area can be regarded as a door for Europe. The plan should aim at strengthening the role of the Metropolitan City of Genoa in the network of Italian Metropolitan Cities and of greater European cities;
- the plan should be seen as a uniform and commonly shared "territorial project", reinforcing the sense of belonging to the metropolitan community through the use of simple and consistent rules;
- homogenous territorial areas are tools for representing individual or associated municipalities; they realize the necessary coordination between Municipalities and Metropolitan City;
- the plan identifies a number of "strategic systems", that is to say areas characterized by complex and cross-sector problems to deal with "integrated projects". Complex systems are a priority in the process of relaunching and positioning of the metropolitan area;
- soil is a valuable and irreproducible resource to enhance and transmit to future generations. Consequently, the plan must act primarily on the existing city, reinforcing it by means of urban regeneration actions;
- territorial safety and hydrogeological instability prevention are preconditions for the plan decisions. Specific guidelines for urban planning must promote the integration of the morphological, natural, and hydrogeological elements with the man-made elements distributed on territory;
- the economy of the future must be sustainable and must be present on territory with widespread productive activities; the logic should be the public-private partnership, involving institutions, entrepreneurs, universities and third sector;
- the building and strengthening of infrastructure networks, both physical and virtual ones, are determining factors for developing economy, relations and social cohesion of the area;
- the territorial networks (particularly the metropolitan ecological, the public service, and the cultural, historical, landscape and environmental networks) are essential facilities to improve quality of life and attractiveness of the metropolitan territory;
- the homogeneous zones are the tools to organize and to manage in an efficient way the territorial services.



Fig. 3 Metropolitan City of Genoa. Homogeneous areas

7.3 HOMOGENEOUS AREAS

The proposal of the Metropolitan Territorial Plan articulates a system of homogeneous areas already defined by previous planning tools. The areas identified are Riviera Ponente, Stura, Genoa Central Area, Scrivia, Trebbia, Paradiso, Tagullio's Riviera, Fontanabuona, Aveto-Graveglia-Sturla. As mentioned, they were in an advanced formation in the draft revision of the territorial plan of Province of Genoa (PTCP2020), plan with strong characters of metropolitan planning.

The considerations that led to the bounding of the homogeneous areas were the maximization of the territorial characteristics within the urban planning, the effectiveness of the functions and activities of large area, the coordination of local planning, the improvement of services to citizens and businesses, the co-operation in the protection and enhancement of the territory.

8 METROPOLITAN CITY OF BOLOGNA

8.1 STRATEGIC METROPOLITAN PLAN

The Metropolitan Council approved the Address lines of the Metropolitan Strategic Plan of Bologna in May 2016 (PSM2.0). They represent an evolution of the process started in 2013, when the Covenant for the Metropolitan Strategic Plan had been signed (PSM2013).

This plan represented «the first experience of strategic planning in Bologna and the first national experience of plan with a metropolitan dimension» (Conticelli *et alia*, 2016, 42).

Address lines of PSM2.0 sets out five strategic lines and seven goals within which the upcoming strategic planning instruments will operate. It also outlines the priorities of the metropolitan politics in order to organize, guide and select the projects and concrete actions that will compose the PSM2.0.

The goal is to provide a strong identity to the new local authority so that it can work to coordinate the economic development of the territory and to become an active subject in the direct confrontation with national and international partners.

Within the territory the Strategic Plan will identify priority areas and will define action's systems without fixing settled geographies. Apennines with hilly areas and great axes are two of these geographical realities of the territory with a strong outside recognisability; for this reason the plan will not be limited to the Metropolitan City area but will have a broader view extending its gaze to a vast territorial space.

Metropolitan City and Emilia-Romagna Region have defined together the action areas of the Strategic Plan, namely:

- economic and social development, business promotion and innovation policies, training, and employment services;
- territorial planning, mobility, and infrastructures;
- policies for the attractiveness;
- welfare systems;
- creation of coordinated systems of public services management and their organization in metropolitan area;
- policies of simplification, computerization, and digitization.

The confrontation with the territory has led to the formulation of five strategic lines, or working areas, representing a synthesis of the more strongly positions come out in the confrontation; their realization will lead to a more connected, more open to the world, and more attractive territory. The strategic lines are:

- quality of life of the citizens, in all their aspects;
- connection among education, research, and manufacture;

- strengthening of a speedy and sustainable mobility;
- new meaning of the urban regeneration theme;
- culture as identity and attractive element.

These lines must also be empowered to work using a number of cross factors, defined as elements that must characterize and qualify the entire metropolitan action. Reference is the attention to the genders and generations, the implementation of digital technologies and an easier and open relationships with the public institutions.

On the basis of these premises the address lines of the Metropolitan Strategic Plan identify seven following tasks:

- territorial marketing addressed to make more attractive the Metropolitan City of Bologna;
- urban and environmental regeneration for a more beautiful, sure, and healthy city;
- smart mobility for cutting traffic and pollution;
- enterprise and industry promotion in connection with school and research;
- sustain to offer and demand of culture;
- equal and fair educational system from babyhood to university;
- strengthening of the welfare system.

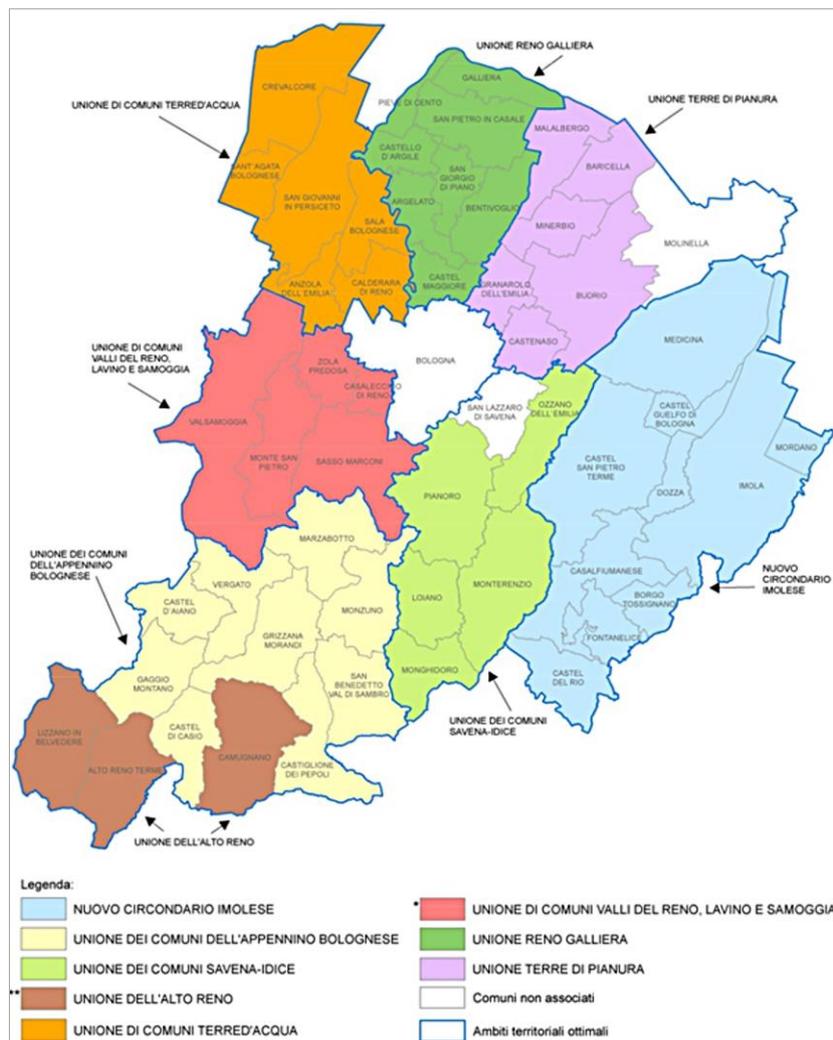


Fig. 4 Associations of Municipalities. Metropolitan City of Bologna.

8.2 HOMOGENEOUS AREAS

Metropolitan city of Bologna contains in its territory 55 Municipalities, grouped in 8 homogeneous zones.

The making of this territorial composition precedes the institution of Metropolitan cities and results from the provisions within the PTCP of Province of Bologna. Associative choices have been confirmed by the Metropolitan City of Bologna, given the fact that they had already led to specific results in terms of organization of services and management of some administrative functions. To the areas listed below must be added the city of Bologna.

- Nuovo Circondario Imolese, including the Municipalities of Borgo Tossignano, Casalfiumanese, Castel del Rio, Fontanelice, Castel Guelfo di Bologna, Castel San Pietro Terme, Dozza, Medicina, Mordano, Imola;
- Unione dei Comuni dell'Appennino Bolognese, including the Municipalities of Castel d'Aiano, Castel di Casio, Castiglione dei Pepoli, Gaggio Montano, Grizzana Morandi, Marzabotto, Monzuno, San Benedetto Val di Sambro, Vergato;
- Unione dei Comuni Savena-Idice, including the Municipalities of Loiano, Monghidoro, Monterenzio, Ozzano dell'Emilia, Pianoro;
- Unione dei Comuni Valli del Reno, Lavino e Samoggia, including the Municipalities of Valsamoggia (fusione dei Comuni di Bazzano, Castello di Serravalle, Crespellano, Monteveglio, Savigno), Monte San Pietro, Sasso Marconi, Casalecchio di Reno, Zola Predosa;
- Unione dell'Alto Reno, including the Municipalities of Alto Reno Terme (fusione dei comuni di Granaglione e Porretta Terme), Camugnano, Lizzano in Belvedere;
- Unione Reno Galliera, including the Municipalities of Argelato, Bentivoglio, Castel Maggiore, Castello d'Argile, Galliera, Pieve di Cento, San Giorgio di Piano, San Pietro in Casale;
- Unione Terre di Pianura, including the Municipalities of Baricella, Budrio, Castenaso, Granarolo dell'Emilia, Malalbergo, Minerbio;
- Unione Terre d'Acqua, including the Municipalities of Anzola dell'Emilia, Calderara di Reno, Crevalcore, Sala Bolognese, San Giovanni in Persiceto, Sant'Agata Bolognese.

9 METROPOLITAN CITIES OF SOUTHERN ITALY

Southern Italy is present in the system of Metropolitan Cities with 3 continental cities (Naples, Bari, and Reggio Calabria) and 4 insular cities (Cagliari, Palermo, Catania, and Messina). In all these cases, the activation's process of the new institutions presents significant delays.

At the present days none of these has seriously started procedures in the direction of the formation of strategic and territorial plans. We can state that in these territories there is a clear trend to use the plans bequeathed by deceased provinces, postponing the necessary adjustments to a date to be determined.

This situation is clear both as regards the formation of strategic plans that with regard to territorial plans.

Table 4 shows that only two Metropolitan Cities (Reggio Calabria and Palermo) have on the agenda the topic of the strategic planning, even if the informations available show that they are in a more than early stage and that they have not taken any steps to concretely undertake the process of formation of the plan.

As for the other cities there is no trace, on corporate websites, of strategic plans.

In the cases of Bari and Cagliari there is mention of the existence of strategic plans formed before the dissolution of the provinces. Aims and purposes of these plans are to be evaluated carefully in the light of the need for a strategic plan that wants to call itself "metropolitan". In the case of Catania the situation is still different because inside the territorial plan of the province (PTCPct) is present a "Propositional Framework with Strategic Value".

As regards the territorial planning the situation, as said, sees the presence in all cases of provincial territorial

plans. Of these only one (Naples) is still not fully in force.

In all cases, therefore, the provincial plans serve as a planning tool and, although it is evident the need for a their deep review – necessary to adapt them to the new institutional reality –, seem to be no many possibilities to start this new planning season.

Finally, no information was found in relation to the formation of homogeneous zones.

10 DISCUSSION ITEMS

International experiences in the field of metropolitan agglomerations highlight the need to treat these urban systems as specific cases, clearly differentiated from the traditional urban systems. The metropolitan areas represent specific situations from the agglomerative point of view, and their management requires specific administrative structures.

The reason lies in the fact that they represent areas of economic, cultural and social strength that must be developed and made stronger by having as theme not the daily administrative practice but innovative strategies able to compete at national and international level and to act for increasing the attractiveness of their territories both in the economic field and in the development processes based on innovation.

In the situation created since the second half of 2016, we find on the one hand the lack of advanced planning by the Metropolitan Cities, on the other a climate of latent demobilization of the institutional reforms put in place in the three years from 2012 to 2016.

The institutional restructuring process that led to the constitution of Italian Metropolitan Cities had specific potentialities in itself, recognizable in curtailing of the territorial government. They represent «a perspective in which it is possible (or must be) to develop and to practice a consistent innovation in urban and regional planning, a definition of new local development policies, and a greater administrative efficiency and simplicity (for citizens, for economic activities and for services). Thus can also enhance competitiveness, thereby contributing to necessary actions to restart Italian sustainable growth processes just starting from the metropolitan Cities» (Barbieri, 2015, 9).

But if we analyse the activities of the new institutions and the steps which they have operated (Table 4), we see that the attention has focused primarily on actions that don't seem to have the required breathing. In particular, we notice an overall delay state in the planning field.

As a first step the new local authorities seem to have concentrated their attention on the formation of the strategic plan, although in three cases there is no trace of this either. The sensation is that the construction of this type of plan seems to have become a minimum target in the programs of the new institutions, almost like a simple task to be drawn up to show that they have done something.

On the other hand, if we take into account the contents and forecasts of the documented plans we can note that the formalized instruments seem, generally, without personality and do not contain any element of innovation in the methodologies, nor particularly courageous territorial visions.

We also highlight the question of the timing related to the formation of such instruments. Because the plans are lasting three years, it was reasonable to assume quickest paths of genesis and approving of the strategic plans. If the times are those hitherto applied it could get to the paradox that the period of time necessary to build the plan is comparable, if not greater, than that of validity of the same. Without considering the fact that the law provides for an annual update that, under current conditions, would have formation times equally long, unless it does not turn into a meager document attached to some deliberation.

The right combination, in the case of strategic planning, would be the construction of a document by the innovative and disruptive contents, with rapid procedures for genesis and approval.

Even worse is the situation with regard to the territorial plan, the formation of which has been started only in two of the Metropolitan Cities. Furthermore, all Metropolitan Cities use uncritically the territorial planning

outlined by previous provincial coordination plans which, in the best case, should only be a starting point to outline completely innovative tools.

The analysis of the case studies can be referred to local areas that historically have had different attitudes to planning, ranging from situations with a sedimented tradition of planning, to realities in which the plans are poorly tolerated. It shows how Metropolitan Cities, whose management structure is derived from that of the previous provinces, are almost reluctant to abandon their territorial coordination plans, as if they had not understood that the real meaning of a metropolitan planning have a distinctly different breath than that applied in the provinces. Even in the territories where the PTCP have had an interesting story resists the binding to solid but less flexible planning drawings, however not equipped with an extended view of the processes taking place in metropolitan areas at European level, at least.

This factor also connects to another not secondary aspect, namely the existence of metropolitan functional systems that often don't overlap with the statutory territorial systems. It is sufficient to consider the realities of Milan or Naples to understand how it is necessary to rethink the relationships that will be created when the Metropolitan City presents functional relationships with areas administratively external (Mazzeo, 2009). Clearly, in some way, they must fall in the metropolitan planning processes.

This aspect is confirmed also by the lack of inter-institutional collaboration processes between Metropolitan City and regional systems, whose general objectives should be convergent. The situation inevitably impacts on the overall importance of the Italian system compared to other national systems.

Same negative situation meets in the formation of the homogeneous zones, for which only four Metropolitan Cities have provided, asking for help, in the case of Bologna, to the areas already established in the previous PTCP. The delay related to this forecast is due probably to the fact that it is not compulsory, even if the homogeneous areas are considered an attractive tool to transfer at the level of the Municipalities the policies of the Metropolitan Cities. Furthermore, the establishment of homogeneous zones, allowing to rebalance the weights between Metropolitan Cities and Municipalities, particularly if the first develops in full measure its potential and seeks to assume a relevance of national and international level.

The survey carried out allows to state that the application of the reform establishing the Metropolitan Cities cannot take off.

This situation results from the lack of an effective driving force in the implementation of the reform. The enactment of the law would have to trigger a virtuous emulative process highlighting the advantages of the new administrative shape compared to the previous administrative situation. This trigger has not occurred, making it once again clear the distance between theoretical research in urban planning (for which metropolitan cities are key tools of government of large cities), and administrative practice.

Furthermore, the reform, albeit necessary and even if arising from the need to reduce public administration costs, was perceived, wrongly or rightly, as ineffective.

A not secondary element, finally, it is to emphasize: the apparent gap between the Metropolitan Cities of the Center-North of Italy and those of the South. The first show more attention to the strategic issues that may result by the creation of Metropolitan Cities, although critical aspects do not lack even in these (De Luca, 2016). The latter continue in the unconcealed aversion to all forms of planning and confirm a persistent inaction of the ruling classes, whose only strategy seems to be the preservation of their constituencies, compared to a clear lack of long term development vision.

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Milano

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Bologna

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IMAGE SOURCES

Cover photo and Fig. 1: by author

Fig. 2: http://www.cittametropolitana.mi.it/portale/territorio/zone_omogenee/

Fig. 3: http://www.cittametropolitana.genova.it/sites/default/files/News/ALLEGATO%20DCM_PTGcm_Linee-guida-2015.pdf

Fig. 4: <http://www.cittametropolitana.bo.it/portale/Engine/RAServePG.php/P/255810010406/T/Il-territorio>

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