

REPORT

IMC case studies visits

JUNE 2010



Brazilian Delegation

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PROJECT BRAZIL MUNICIPIOS

Study visit of 4 EU countries

This document is a report of the Study visit conducted in the frame of the Project Brazil Municipios in June 2010. The Project Brasil Municipios – “Strengthening Institutional Capacities of elected Municipalities to Reduce Poverty”, is a Non-Reimbursable Technical Cooperation between the European Community (EC), and the Brazilian Government, through the Ministry of Planning, Budget and Management (MP), having the Inter-American Development Bank (IDB) as the implementing agent for the European funds. The overall objective of the Project is to contribute to improving the effectiveness and impacts of public policies on the reduction of poverty, inequality and social exclusion.

This project focuses on: a) the involvement of Municipal administrations- especially located in the north and northeast regions of Brazil- in order to improve technical and institutional capacity to plan, finance, manage and evaluate programs and projects in urban and/or peri-urban areas, tackling poverty reduction and social inclusion; b) the selection of good practices in local management, inter-municipal cooperation disseminated and tested in selected municipalities.

The project includes also a report on the existing form of IMC in Brazil and a report analyzing the forms and typologies of IMC over 10 selected countries in Europe meant to guide a study visit of shortlisted IMC practices in 4 European countries.

The main goal of the Study visit is to organize an EU-Brazil exchange programs for municipal managers and technical staff, with a view to encouraging the exchange of experiences and the identification of European practices that can be adapted to the Brazilian reality and/or be a source of inspiration to improving effectiveness of poverty reduction and social inclusion strategies and policies. The Study visit will also serve to identify new opportunities for the establishment of cooperation bonds between European and Brazilian municipalities, institutions and associations.

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Agenda of the Study visit



The scope of the Study tour is to organize EU-Brazil exchange programs for municipal managers and technical staff

The Study visit

The organisation of the Study visit – based on the report on IMC in Europe – is the result of the collaboration with the IDB implementing agent of EU funds and the Brazilian government, which selected the participants of the Brazilian delegation among policy makers and technicians at ministerial and municipal level. The IDB and the members of the delegation short-listed four countries to be analysed in depth according to the criteria of administrative Law and Federal administrative structure similarities with Brazil. For the first criteria of similar administrative laws the study tour selected Portugal, Spain and Italy, and for the federal structure Germany, given that it is the most populous country in Europe where 1/3 of the population lives in municipalities with more than 100,000 inhabitants.

The Study visit covered the above mentioned 4 European Countries in two weeks. The first week was dedicated to visit Spanish institutions. The focus on Spain was due to the partnership with the Spanish Agency for International Development Cooperation (AECID) which has contributed to enhance public management in Brazil as part of another technical project with the Brazilian government. The organisation of the visits follows a common scheme for each country, which entails 4 kinds of meetings: with political and administrative institutions, with national associations of municipalities, with research centres and with specific organisations presenting IMC case studies.

This approach guided the setting up of thematic exchanges in each country but for logistic reasons it

hasn't been possible to cover all thematic meetings in the 4 countries: in Portugal, it was possible to have a sole meeting with the organisation presenting an IMC case study. The case study selections followed the interests of the participants to the Brazilian delegation mainly concerning the comprehension of the typologies of IMC, around the topics of sustainable urban and rural development, ICT and waste treatment.

The composition of the Study tour is defined according to the preliminary study which presents different typologies and features of IMC in Europe, presenting the administrative and political background of a country and a focus on an IMC practice (analysing organisation, purpose, structure, finance, effectiveness, participative planning and evaluation). Among the case studies only Barcelona, ES, Florence, IT and Oporto, PT have been preselected and described in the preliminary study. More detailed information is available in the preliminary report. The meeting structure is based on a presentation, whenever appropriate with a site visit, and debate. At the end of the visit of each country there is an internal round table with the delegation members, to share questions about the topics discussed over the recent meetings and the lessons of the practice in relation to the Brazilian context. The feedback of those round tables, are included in the minutes of each meetings.

Report Structure

The report is structured according to 4 kinds of meetings which have been organized according to a

same pattern in country visited by the Brazilian delegation. A preliminary summary introduces the meetings held during the Study visit. The description of the practices is based on the data provided by the representative persons quoted for each encounter.

Both in the preliminary report as well as in the Study visit, the cases of IMC analysed do not tackle enough the topic of social inclusions as one may expect from the title of the Project Brazil Municipios. This is due to two main reasons: a) to the fact that the methodology of selecting IMC practices, in accordance to the project coordination, was focussing on offering a wide range of typologies of IMC applied in practice; b) the forms of IMC in Europe which have a clear impact on social inclusion, are usually presented as multi-purpose forms of IMC on which inclusion is one of the feature.

It was therefore important to draw attention to the socially inclusive aspects of each form of IMC analysed throughout the Study visit, highlighting in a form of collective reflection within the delegation, those aspects of the practice which better responded to the idea of inclusion or on the contrary created exclusion.

For this reason each meeting report, whenever appropriated presents a critical perspective of the practice analysed related to aspects such as public participation and social inclusion. The conclusion will present the feedback of the participants and the lessons of the study visit.

The visit in Spain has been partly organised in the framework of the research of Brasil municipium, partly organised by the members of the visiting delegation, who had had international exchanges and relation with the Spanish municipal associations and federations such as the FEMP and the UIM that organised the meetings, selection and presentation of case studies in Madrid and Granada. The other part of the Spanish site visit is in strong relation with the preliminary study that offers more detailed information about the case studies.

Only for Spain has it been possible to cover amply all the three ambits of the Study visit: the administrative (the Ministry of Territorial Policy and Local Administrations), associative (FEMP, UIM), research (University of Barcelona), and case studies (MdE, Madrid; UIM 4 case studies, Granada; pacto industrial, Localret, URBACTNetopic, Albater, Barcelona). This allowed a more comprehensive view of the associative forms of IMC, more than in the other countries visited in the Study tour.

The forms of IMC encountered during the visits represent a wide range of possibilities in employing different typologies of coordination among the municipalities.

By law the official forms of cooperation among municipalities are mainly 3:

The Mancomunidad which is a public-public municipal cooperation, the Consorcio which is a public-private municipal cooperation including different actors, a cooperation among municipalities in asking the Comunidad Autonoma the creation of a Comarca an entity substituting the Province. In addition, where existing, the Province has the role of taking care of those minor municipalities which are more needy of support, or unable to take part in an IMC.

The examples for the Spanish cases show forms of IMC which are single and multi-purpose partnerships with a blurred definition of public-private associations:

- In the case of Alcalá de Henares and Mancomunidad del Este, we have a public-public one-purpose IMC, which leases the new plant for waste treatment to a private enterprise. The service is shared among the inhabitants of the Mancomunidad but the profits are of the waste treatment are sold to a third entity: a private company managing power supply.
- The examples presented by the UIM in the Granada territory are mainly forms of public-private partnerships with distinguished features:

- Multi-purpose IMC in the form of consortium with legal status for territorial development, mainly working with public and private NGOs and agencies dealing with social inclusion and economic growth, funded with public funds (including EU's ESF), and project-based subsidies.
- Single-purpose IMC in the form of consortium with legal status with the sole scope of realising a science park for education. All levels of local administration, and the region are involved together with universities. Here the Region is a strong supporter at least in the first phase of life of the centre. The project is oriented towards offering a cultural service to citizens from the region and abroad.
- Single-purpose IMC in the form of a Liga, a private foundation regulated by the Protectorate of Foundation at regional administration level. The IMC goes beyond the cooperation with public and private local actors, to include a powerful multinational company in the sector of pharmaceuticals and medicine. This public-private cooperation is created with the purpose of a health park realisation, the biggest in the Andalusia region.
- Single-purpose IMC in the form of a public-private consortium for the improvement of public transportation network in the metropolitan area of Granada.
- Multi-purpose IMC to support the economic strategies of municipalities in the Metropolitan area of Barcelona;
- Single-purpose consortium of 800 partners called Localret providing ICT to the municipalities in Catalonia, which closely collaborate with private enterprise created by Localret itself which is the unique actionist of the service provided by Localret;
- Multi-purpose Albater Consortium for the environmental, social and economic sustainable redevelopment of the rural/mountain territory of the Ter river basin in Catalonia.

Despite the 3 legal forms of IMC the examples reported here show on one level the limits of having too-strict typologies of cooperation and on the other hand the variety of the typologies applied in practice to implement projects, to carry out services and to start up new economic activities. The examples of the case studies also highlight how much the definition of public and private does not function as Manichean dichotomy. Even the cooperation and association, officially born as public-public, seldom succeeds to maintain this characteristic over time, especially in those ventures and investments in which the public funds are not sufficient. As a matter of fact, public and private investments are used more in a symbiotic relationship than before; more so in the near future, where the public budget has been cut because of the financial crisis. In most cases these types of agreements have the trait of being profitable in economic terms and with little risks for private entities and beneficial for the public sector – including local authorities – because it allows to offer services that public administration cannot cover alone. The disadvantage of these types of agreements can be double-folded: on one side, citizens are perceived as users of a service or a project, with little capacity of interaction in the decision-making process; on the other, even though the benefit of service is evident, the share of economic advantage is not reinvested in the community of inhabitants.



Institutions

1.1

Scope of the meeting:

- The decentralization policy of the Spanish government;
- The development of policies and actions of territorial cooperation between administrations and to promote municipal associations;
- The mechanism of resource transfers to local entities.

Minutes of the meetings

The Ministry of Territorial Policy exists circa for the last 30 years and has changed names and competencies over time. This ministry deals specifically with local communities as it entails a National Commission of Local Administration, which informs the population about the new laws concerning the local level and about the finance and programmes of Local Economic Cooperation financing basic structures for small municipalities. Today, the Spanish administrative structure is fragmentary and characterized by small municipal units (6000 municipalities with fewer than 5000 inhabitants and 118 municipalities with more than 50,000). Its territorial structure is the result of an historic non-planned process which is under continuous reorganisation that never stopped over the years. In the 60s there were incentives towards amalgamation of municipalities, but today there are more Municipios than in the 60s. Today there are about 8,115 local entities all over Spain, which are maintained in a condition of economic crisis.

In 1978 with the Spanish Constitution, Province and Municipalities are the local administrative structures of a centralized state. Catalonia and the Pays Bascos represent the movements towards decentralisation.

The Provinces and Municipalities are local entities without territorial autonomy, which is instead recognised to the *Comunidad Autonoma*, situated between the central and the local administrations. The Province is an electoral district, representing the State at local level. Nowadays, some of them have been turned into *Comunidad Autonoma*. The Provinces' role is not uniform over Spain and their presence is very much debated. The *Comunidades Autonoma* are of recent formation and they cover the regional administration level. The *Comunidad Autonoma* are 17 and 2 *Ciudad Autonoma*. The *Comunidad Autonoma* in collaboration with the relative municipalities can create a *Comarca*, which is a sub-territorial level of the *Comunidad Autonoma* that substitutes the provinces.

The co-presence of the central, regional and local level (provinces and municipalities) is not friction-free due to the

MINISTERIO DE POLITICA TERRITORIAL

Direcció General de
Cooperació

Meeting at the
Ministry of territorial
policy, Madrid 31st
May 2010

Referent Sr. D. Enrique Orduna
Subdirector General de
Relaciones Institucionales.
Direcció General de
Cooperació Local

Spanish political history: the parliamentary system at municipal level did not exist under the dictatorship (the *Alcalde* mayor was previously personally nominated by Franco) is today conflicting within the national system which is highly centralized. Moreover being created in the 1978, the Provinces are an outcome of a presidential system while the regional authorities are a recent outcome of the parliamentary system.

The Administrative competences are organised in mainly 4 ways according to Art. 26.1 law 7/1985:

1. Obligatory provision of services for all municipalities
2. For municipalities with more than 5000 inhabitants
3. For more than 20,000 inhabitants
4. Over 50,000 inhabitants

Art. 25 1985 defines the competencies of Municipalities according to the Comunidad Autonoma and the State in sectors, e.g., culture, tourism, urban planning and environment. Basically the State and the Comunidad Autonoma define discretionally the specific competencies of the local administrations. This discretional approach is in part applicable also to the financing systems for the local communities.

As matter of fact, the Spanish municipalities provide many services beyond their obligatory competencies to respond to citizens' basic needs such as migration or infantile education, which are not present in the Spanish constitution. Since those services are not present in the national law the State does not pay their costs. It has been calculated that circa 30% of the service costs of municipalities are not refunded by the State. This

situation is more critical in those demographically small municipalities (about 5600 in Spain) which cannot afford to cover these extra services which respond to citizens' basic demands.

In terms of administrative cooperation there are different formats:

- The provinces and municipalities can count on a technical cooperation, especially for the most poor municipalities;
- The *Mancomunidad* is a free association of municipalities with legal status;
- The *Consortio* is a free association of public and private institutions, similar to a public/private enterprise, with legal status.

Mancomunidad

Today there are 1073 and they are multi- or single-purpose (typically is created for waste management). There is not a maximum limit for the number of municipalities participating in an IMC. The participating municipalities constitute an assembly with a legal Statute, defining the democratic forms of internal organisation and the budget for each member. A *Mancomunidad* can ask for financial aid in the form of credits. The *Mancomunidad* has an officer called *interventore*, who controls the budget accounting. The external controller is the *Camera de Cuentas* of the regional administration.

Consortio

Today there are 919 which include the presence of local administrations with one of more private bodies (typically created for fire brigades, transport at metropolitan scale etc.). The *Consortio* has the tribunal as external controller as well as the *Camera de Cuentas* of the regional autonomy. Per definition, the activities of the Consortium cannot be lucrative for the Consortium itself.

Funds

Art. 142 of the Spanish Constitution declares that State and Comunidad Autonoma contribute to the economic aspects of the local communities. There are also some specific sectors in which the financial aid is enforced by law such as education and others.

According to Art. 142 of the Constitution, municipalities can claim local taxes.

There are obligatory taxes as such the one on real estate and there is a discretional margin to establish their quotes according to the land value.

A new national law allows to claim taxes on public services (22 typologies are there mentioned).

Beyond the above mentioned Program of Local Economic Cooperation, since 2008, local communities can count on the *Fundo Estatal de Inversion Local (FEIL)* without co-financing from the local administrations. The FEIL supports employment and local economic activities with the cooperation of local communities, and improves municipal infrastructures. In 2010 there is an additional National Fund called *Fondo Estatal para el Empleo y la Sostenibilidad Local (FEESL)*. Municipalities can presents regeneration projects, which are under approval procedures of the Ministry of Territorial policy. Both funds are managed by the central government through ICT.

In terms of administrative cooperation there are different formats: Mancomunidad, Consortium and PPP



Municipal Associations

1.2

Scope of the meeting

- The organisation, legal and regulatory framework the Federation;
- The activities of FEMP in favour of associations of local entities;
- The technical assistance for members;
- The possible options for strategic partnerships.

The FEMP is founded under the aegis of the Fifth Additional Order of the Law 7/1985, which rules the Local System Basis. The Spanish Federation of Municipalities and Provinces (Federación Española de Municipios y Provincias, FEMP) is the nationwide Association of Local Entities with the largest established base, grouping together Municipalities, Delegations, Councils and Insular Councils: a total of 7,287, who represent more than 89% of Spanish Local Governments with a population of 43,728,900 inhabitants (the 97% of the total Spanish population).

The foundational and statutory purposes of the FEMP are:

- Promotion and defence of the autonomic principle of Local Entities;
- Representation and defence of the general interests of Local Entities with respect to other Public Administration Entities;
- Development and consolidation of the European spirit in the local setting based on autonomy and solidarity between Local Entities;
- Promotion and fostering of relations of friendship and cooperation with Local Entities and their organisations, particularly in the European, Ibero-American, and Arab setting; the rendering of all kinds of services to Local Corporations or to the entities dependent upon these, either directly or through associations or entities, and any other purpose that may directly or indirectly affect the associates of the Federation.

The FEMP organisation is composed of:

- The General Assembly, which is the main elective body of the federation, nominating the president and the members of the Federal Council, and approving the programmes to be run between the Assemblies' periods (meets every 4 years and 6 months after general election);
- The Federal Council, the most important bodies between assemblies (it meets every 2 years), made by

FEDERACION
ESPAÑOLA DE
MUNICIPIOS E
PROVINCIAS
(FEMP), MADRID
www.femp.es

Spanish Federation of
Municipalities and
Provinces

Meeting at the FEMP,
Madrid 31st May
2010

Referent Maria La Segura
Fernández
Direcció de Internacional y
Cooperació

representatives from each territorial federation connected with the FEMP, by members of the Executive Commission and by the General Secretariat. Its function is to reinforce the contents of the Resolutions adopted by the General Assembly and has the jurisdiction to decide on relevant issues between Assemblies' periods;

- The Executive Commission is the board in charge of taking into practice the agreements reached by the General Assembly and the Federal Council.
- The Territorial Council is a consultative body including the President of the Territorial Federations, with a Chairman and two Vice-Chairmen of FEMP. The scope of this body is to adapt the structure of the Federation to the Spanish territorial reality.

In order to carry out specific duties the FEMP has a number of thematic Working Committees established by the Executive Commission, which develop studies, research and proposals of the Federation.

Funding

The FEMP can count on contributions of the associated local government; annual allocation of funds based on the National Law; Subvention from tenders in programmes and projects.

FEMP and other organisations

In the Spanish territory the FEMP has close relation with the Territorial Federations through specific agreements with each of them.

In the EU context, the FEMP is the Spanish Section of the Council of European Municipalities and Regions (CEMR), FEMP is part of the Congreso de Poderes Locales y Regionales de Europa (CPLRE) as representative of regions and local communities in the European Council, and it participates in the Comité de las Regiones (CdR) created in occasion of the Maastricht Treaty in 1993 which allows local governments to participate in the EU policy making.

In the overseas context the FEMP is the official headquarters of the Ibero-American Organization of Inter-municipal Cooperation (Organización Iberoamericana de Cooperación Intermunicipal, OICI) and supports the participation in various programmes such as the PROGRAMA MUNICIPIA (FEMP-MAEC).



Scope of the meeting:

To learn more about the activities of the UIM in particular the UIM and municipal building programmes MUNICIPAL BUILDING PROGRAMMES IN LATIN AMERICA

Training programs and academic partnerships in Brazil

Minute of the meeting

UIM is born in 1991 bringing together politicians and technicians of Municipalities from Spain and Iberoamerica. United by the language and a common aim to work on the themes of democratic empowerment and decentralization, the Ibero-american Municipalist Union is an international association of persons with its own legal status.

The aims of the Union are:

- To promote cooperation and exchange among municipalities, local administrators, experts and researchers about local autonomy and development.
- To improve activities promoting local development and autonomy
- To stimulate citizen's participation to the management of their interests
- To defend municipal interests and activities facing national and international organisms.
- To provide training for local administrators.

Its approach is to create a network to reinforce local entities, connecting municipalities, enterprises, associations, universities and all subjects, which can generate a *municipalist thinking* through a collective movement in the ibero-american world.

Among its activities, UIM promotes:

- The network of international cooperation RUDICEL (*Red de Cooperación Internacional al Desarrollo Local*)
- ENCODEL (*Empresas Colaboradoras al Desarrollo Local*) which gathers public and private enterprises
- The grouping of institutions RIDEL (*Red de Instituciones Iberoamericanas para el Desarrollo Local*)
- The *Escuela Superior de Gobierno Local*
- The *Instituto de Investigación Urbana y Territorial*
- *Agencia de Cooperación Técnica*

In particular, during the visit has been presented the project *Experiencias y Saber Hacer al servicio de la Cooperación Municipalista*, which has the objective to create a permanent frame to share experiences of public policies and good practices realized at municipal level in Spain and South America for the advantage of the participating cities. The project, promoted by the Spanish Agency of International Cooperation for Development AECID, is aimed at creating and reinforcing a formal structure of collaboration among Spanish cities and Municipal bodies of Argentina, Brasil, Paraguay, Uruguay, Chile and Bolivia. The aim is to build a shared knowledge serving the institutional, political, social and economic empowerment of local governments of both regions.

The project is organized in several thematic areas: Agriculture and agricultural industry, Urban planning and housing, Territorial and strategic planning, Environment, Tourism, Promotion of local economy, Provision of social services, Citizen's participation, Urban security, Information society and innovation and Institutional empowerment.

To increase the performance the Network of Municipal Cooperation project, a web portal has been developed, a web space dedicated to the exchange of experiences among directives and technicians of Municipalities of the involved countries.

www.experiencia.org.

During the Study visit the FEMP and UIM signed an official agreement of collaboration.

UNION IBERO-AMERICANA MUNICIPALISTA (UIM), GRANADA

www.uimunicipalistas.org

Meeting at the UIM,
Granada, 2st June
2010

Referent D. Federico A. White Castle. Professor of Administrative Law. University of Granada. Secretary General of the UIM

D^a. María José Fernández Pavés. Professor of Tax Law. University of Granada. Director of the School of Local Government UIM

D. Joseph Chira Larico. Senior Technical Technical Cooperation



Research

1.3

Based on the lecture of Prof. Bel

The scope of the meeting at the Politecnico is meant to be an opportunity for the delegation to reflect together with the support of Prof. Bel who has been extensively researching IMC in Spain (cfr. literature available in the preliminary report) analysing pros and contras of this form of cooperation in the Spanish context.

The lecture with Prof. Bel starts with the question: Why cooperating? Is it really necessary?

The topics of the lecture are the conceptual aspects related with different economies (scale, density and scope) and the theoretical aspects related to the necessity of reform measures, costs of transaction and governance, with hypothesis over the dimension, scale, network and governance in the case study of Spain.

The literature about IMC convenes in adducing standardized reasons for IMC which deal with potential advantages of creating a municipal cooperation and they are related to:

1. Economy of scale (the average costs of, e.g., a service are reduced when the volume of demand raises);
2. Economy of density (the average costs are reduced when the fixed costs are shared among a higher number of inhabitants);
3. Economy of scope (the average costs are reduced when the number of services to be delivered share the same infrastructure through the integration of the different phases of production, e.g., integration in the elimination and recycling of solid waste, integration of suburban transportation and urban bus system).

One of the major problems of costs reduction is dispersion in terms of energy, human resources and management of the service. "In reality costs are reduced mainly if the service is reduced" (Bel, lecture June 2010). The territorial amalgamation did not function properly since very few local services are subject to an economy of scale through it. The territorial amalgamation does not help in reducing the excess of costs in in regards to a problem of dispersion, and in addition only small Municipalities accept the territorial amalgamation if it is reversible as there are often traditional and historical reasons opposing fusion of Municipalities.

The possible alternatives to the amalgamation are privatization, partial privatization or inter-municipal cooperation.

UNIVERSIDADE DE
BARCELONA -
Dep. de Política
Econòmica,
MADRID

Spanish Federation of
Municipalities and
Provinces

Meeting at the MdE,
Madrid 1st June 2010

Referent Prof. Dr. Germà Bel i Queralt

A) The privatization allows exploiting the economy of scale with the presence of private competent and effective actors to whom the Municipalities contract out a time-limited service; B) the partial privatization is an hybrid solution which applies to public/private enterprise, public/private system etc.; and last, C) the inter-municipal cooperation is applied when Municipalities decide to aggregate the production to augment the advantages of scale economy. Although IMC does not exclude privatization in Spain, in the IMC, Municipalities have an important role in the management of services.

Nevertheless, besides the potential reduction of costs, what are the benefits of IMC? Are there any other costs such as the political conflicts and the ones necessary to achieve a good IMC coordination? These are effects of IMC, which should be taken into consideration both when planning the creation of an IMC and also when its effectiveness is analysed in economic terms. Therefore what are the possible solutions in terms of dimension, scale, network and governance to achieve effective management of services? The freedom of establishing a

cooperation represents a viable solution in comparison to the forced amalgamation or cooperation. The free cooperation is reversible and it can emphasize those services that allow mutual gains through economy of scale. In addition, it is more accepted by the local communities (especially the small ones) and has a great potential to ameliorate the services. The privatization could be a good instrument to realize an economy of scale if structured around a reversible cooperation with external partners. Here, effective competences and moderated costs of transactions are required. The partial privatization is possible when sub-contracting to an external partner is difficult and the public production does not offer an adequate solution. The IMC allow exploiting the scale economy only if subjected to low costs of transaction. An appropriated form of governance can avoid the rise of costs in coordination and help in building consensus among the Municipalities.

In Spain the inter-municipal cooperation is compatible with privatization even though the private production of services with municipal subsidies occurs more often: Spanish local governments focus at the firm level through publicly owned firms or mixed public/private firms to manage costs.

"Local governments may use inter-municipal cooperation as an alternative organisational form to privatization for reducing costs by exploiting scale or density economies. The main empirical findings related to Spain are that private production is less common for water distribution than for solid-waste collection, given the value of variables for the characteristics of the Municipalities. From this result, we infer that transaction costs matter in explaining why local governments adopt or reject contracting out a local service, since transaction costs are higher in the case of water distribution. We also obtain evidence that politics and ideology are relevant explanatory factors for local governments' service delivery choices. We also find that the effect of political interest is more important than the effect of ideological attitudes. Conservative mayors use private production more often regardless of the ideological position of their constituencies. Furthermore, our results show that inter-municipal cooperation is an alternative to privatization for exploiting scale or density economies. Private production is much less frequent under inter-municipal cooperation, and inter-municipal cooperation negatively influences privatization." [Bel & Fageda (2008) "Local privatization, inter-municipal cooperation, transaction costs and political interests: Evidence from Spain"].

Table 1. Inter-municipal cooperation (in %) in solid waste en Spain 2003-04 (municipalities > 2,000)

	Average size municipality 2003	Total (corrected)	Muni. > 30,000 inhab.	Muni 10,001 and 30,000 inhab.	Muni. 2,001 and 10,000 inhab.
Spain	5,269	44.0	14.6	30.8	52.2
Andalusia	9,879	70.7	25.6	56.1	78.6
Catalonia	8,264	34.7	2.9	17.6	50.0
C. Valenciana	7,087	14.7	4.3	8.1	20.0
Madrid	31,949	12.2	0.0	0.0	20.0
Aragon	1,865	78.1	0.0	55.6	88.4

Table 2. Inter-municipal cooperation (in %) in urban water en Spain 2003-04 (municipalities >2,000)

	Average size municipality 2003	Total (corrected)	Muni. > 30,000 inhab.	Muni 10,001 and 30,000 inhab.	Muni. 2,001 and 10,000 inhab.
Spain	5,269	22,6	31,1	20,2	22,1
Andalusia	9.879	47,6	20,5	33,3	53,8
Catalonia	8.264	14,4	37,1	8,8	13,5
C. Valenciana	7.087	22,4	4,3	7,7	33,3
Madrid	31.949	94,5	96,0	66,7	100,0
Aragon	1.865	10,9	0	0	13,9



Case Studies

1.4

Scope of the meeting

- The operational, organisational structure, funding mechanisms, controls, and social participation, benefits and challenges of the Mancomunidad del Este.

Description

The Mancomunidad del Este (MdE) is located in the region of Madrid and it was born three years ago to manage municipal waste for the agreement among 9 municipalities. Today, the MdE includes circa 30 municipalities for a total population of circa 5mil. Inhabitants: the largest municipality is Alcalá de Henares with circa 220,000 in habitants and the smallest with circa 400 inhabitants. Actually the municipalities constituting the Mancomunidad are 20, but there are other small settlements that have particular agreements with the Mancomunidad. In the region of Madrid there are circa 170 municipalities, and 3 single-purpose *Mancomunidad* to manage municipal waste.

Organisation

The Mancomunidad is free to choose the most appropriated statutory model and it has legal status. In terms of organisation the MdE has a Constituent Assembly, a president and a vice president, a manager of the Mancomunidad with technical functions, a general secretary, and an accountant responsible for the economic and administrative management. All the employees are civil servants transferred from the local administration to the Mancomunidad administration. The MdE adopts a decision-making process with a voting system, calculated in proportionally to the demographic size of each member municipality. This form of decision making is quite unusual in Spain as in most *Mancomunidades* is in force the rule of 1 municipality = 1 vote. The Municipality of Alcalá de Henares, being the most populated in the region, has proportionally 70% of the voting faculty. The rule is economically based since the contributions to the Mancomunidad are also proportionally calculated to the demographic size. The administrative and governing department of the MdE are located in Alcalá de Henares. The duration of the Mancomunidad is not defined and it depends on the legislation in force and on the Statute of the Mancomunidad.

Finance

Initially the Comunidad Autonoma of Madrid supported the creation of the MdE. By law, the waste treatment pertains to the Comunidad Autonoma, who can delegate this function to the Municipalities. In exchange the Municipalities obtain

AYUNTAMIENTO DE ALCALÁ DE HENARES and MANCOMUNIDAD DEL ESTE , MADRID

Spanish Federation of
Municipalities and
Provinces

Meeting at the MdE,
Madrid 1st June 2010

Referent Pedro A. Martí Aln
Secretario General
del Ayuntamiento de Alcalá de
Henares Mayor
and President of the Federation of
Municipalities of Madrid IIMO D.
Bartolome Gonzalez Jimenez

financial support from the State managed by the CA. This is valid only for municipal waste since industries and enterprises pay almost three times more than municipalities to have their waste properly treated. The management handle the waste treatment but not the recollection, which competes to the single municipalities. They have the faculty to decide the tax amount of the waste recollection based on the apartment/house surface. The financial supports of the Mancomunidad have different sources such as the compensation paid by its members, the State funds, possible credits, subventions and others (cfr. art. 23 of the MdE Statute).

Modernizing the waste treatment system

The Mancomunidad is a public entity, which can ask for credits or make agreements with the private sector, in the case of the MdE, for the construction of the future plant for the advanced recycling of municipal waste. The private enterprise building the new plant is paid in proportion to the amount of waste to be treated over a period of 24 years and it is the effective owner of the establishment. After the 24 years the Mancomunidad becomes the official owner of the plant. To accredit the construction work, the Mancomunidad issue a call for tender for the building project and consequently the technical office selects the construction enterprise. The citizens will be affected by the new ecological recycling plant because their waste will be treated

according to ecological parameters and there taxes to obtain this management service will be increased. The energy resulting from the recycling treatment will be subsequently sold to the agency distributing electric power in the region.

Control

The Mancomunidad is a public body; therefore the annual accounting is verified by the Camera de Cuenta. There are no other forms of control of the Mancomunidad's activities.

The Mancomunidad is a structure entirely public maintaining a public-oriented approach to the management of resources and public goods. Because of its administrative structure the Mancomunidad can count on the initial financial support of the Comunidad Autonoma (CA) for the treatment of waste. Despite that, the actual funding from the CA and the financial contribution of its members are not sufficient for the creation of a new recycling plant to produce energy out of waste treatment. To obviate this barrier, the MdE makes a sort of leasing agreement with a private owner that, after 24 years will pass the ownership of the plant to the Mancomunidad. The result of this agreement – which include the Mancomunidad and its members, the Comunidad Autonoma and the private enterprises – will be that a private entity will profit from building a modern plant, the Mancomunidad can use an

advanced sustainable system of recycling with less costs (also considering that from 2013 the funds from the CA to the MdE will be cut back), the citizens will pay more taxes for having their waste recycled, but the energy produced through the recycling process will be sold to another private entity for energy supply. This implies that despite citizens will benefit from recycled waste; there will be no economic return for them: there are no monetary incentives for recycling at home and there will be no return from the energy produced out of waste recycled by the new plant. The energy will be sold to the private company for energy supply in the region to which citizens of the Mancomunidad still pay the usual taxes without any bonus. In this case the sustainability of the recycling system is made possible by a complex mechanism in which a public/public structure as the Mancomunidad can allow future investments in advanced waste treatment system only recurring to a PPP. The PPP targets the quality of the plants and its economic return in which citizens risk having a rather secondary role.

The Mancomunidad del Este is a relevant case study for the delegation as the topic of waste recycling is central for more than one participant who are willing to implement new system for municipal waste treatment in their respective municipalities. In terms of the decision-making process and leasing agreements with private entities this Mancomunidad presents a unique case.



Case studies of IMC in the territory of Granada presented by the UIM

Meeting at the
MdE, Granada 2st
June 2010

a) Consorcio Vega Sierra Elvira (CVSE)

The Consorcio Vega includes 24 municipalities, covers a territory of 671Km with 98,674 Inhabitants. The Consorcio takes care of territorial development of the Comarca. The Consorcio is a legal public/private legal entity (60% of public capital and 40% private), which works both as infra-municipal cooperation in collaboration with other territorial entities. Its constitution responds to the scope of:

- Stimulating Inter-municipal cooperation maximizing the possibility of accessing public funding;
- Supporting instruments to enhance the quality of life, culture and environment in the Comarca;
- Promoting the socio-economic diversification of the municipalities in the Consorcio.

The main beneficiaries are the municipalities, the involved NGOs and enterprises, and all the population of the Comarca.

The focus of the Consorcio is to channel EU programmes of cooperation and development, to promote social inclusion (with programmes mostly dedicated to the Roma population), education, tourism (with a plan for the tourism development of the territory of the Consorcio Vega), employment and economic support for new enterprises. The latter includes training for accessing microcredit, start-ups and coaching in collaboration with local employment agencies.

The Consorcio is organised with a general assembly, with a president, and manager, which are cooperating with the association Provega and the Agua Vega S. Elvira.

The financing scheme is transparent. The quote of municipalities is calculated proportionally to the demographic rate: the most populated pays more. Each member belonging to the institutions part of the Consortium pays a quote of 35 euros. The additional source of funding comes from the national and EU funding (e.g., European Social Fund) related to the activities promoted within the Consorcio and from the pertinent agencies such as the Servicio Andaluz de Empleo (SAE).

b) SCIENCE PARK Consorcio Parque de las Ciencias de Granada

This Consorcio has been founded with the single purpose of creating a Science Park in the region of Granada actually covering an area of 70,000 sqm. This Consorcio entails 9 public private institutions such as the Regional government, the Province, the Municipality of Granada, the University, the Caja Rural and Caja de Granada. The regional government (Comunidad Autonoma de Andalusia) allocates the majority of funding necessary to the Science Park, a minor percentage is given by the Province and a consistent and growing rate of financing comes from the revenues of the park initiatives. The EU funding contributed substantially with a 25m euro to the park realisation. On the top of the roof of the park there are photovoltaic cells, the largest surface in Andalusia.

The park is very successful both in terms of touristic presence (of which 29% are students) as it calculates circa 70/80,000 visits annually and for its activities.

The activities of the park are education, cultural exchange with similar centres, and many other initiatives related to science (exhibition, conference, commercial activities etc.). In the future is planned the enlargement of the park.

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Henares Mayor
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D. Bartolome Gonzalez Jimenez



c) TECHNOLOGICAL PARK Consorcio Parque tecnológico de la salud de Granada

The Liga is a cooperation of public and private stakeholders (including municipalities), usually created to realise projects guided by the Regional authority. The Liga is legally a private foundation, which is regulated by the Protectorate of Foundation, which is at regional level. In this case, the Liga is created for the construction of the technological park and it includes the government of Andalusia, 4 municipalities, universities, a scientific committee, the chamber of commerce and many enterprises, companies and multinationals in the field of health and pharmaceuticals (e.g., Novartis, Medina et al.). The Liga has 9-10 employees, who take care of all the technical and bureaucratic aspects.

The scope of the project is to achieve economic development for the region, to invent a trademark Granada Salud branding the activities of the park, to build a university hospital, the university building and new research labs for faculties of medical and pharmaceutical sciences moving in the areas; to create lab for advanced research in oncology and genomic studies; and to offer training for enterprises incubators in the field of health.



The Liga obtained the financial support of ERDF (European Redevelopment Funds) for the start-up phase of the construction of the park. Local and regional authorities support the realisation of the park because it represents an opportunity for education,

training and more than anything else, employment for the population of Andalusia and beyond. Today, the territory of Granada has a rate of unemployment of circa 30% and the park is expected to deliver 750 new job positions.

The park is located in the territory of Granada and 60% of it has been already realised. The fund already invested is circa 600m euros and this makes the park the biggest urban project in the region.

This type of multi-stakeholders cooperation without being a pure form of IMC, is a mainly economic scheme which includes the cooperation of municipalities. The park is perceived by the local actors as an initiative able to boost local economy and to offer new employment opportunities. The cooperation does not have any democratic form of management – which follows business-driven strategies – based on negotiation among the members of the foundation without any external control and transparency accessible to the wider public. The role of powerful pharmaceutical investors such as Novartis in the decision-making process as well as the urban plans concerning the development of the area remains unclear. The new project will cover a vast area of territory, which will be a huge part of the Granada area, a new mono-functional part of the city which will be little integrated in the existing part of the city.

d) TRANSPORT Consorcio para el transporte urbano metropolitano de Granada

Since 2006 the population of Granada is slightly decreasing and there is a growing population in the metropolitan area. This change requires a new strategy for the metropolitan public transport system. Today 49 municipalities in the areas of Granada have 45% of their territories covered by public transport (metro, bus, tramway). The coordination of municipalities, province and region to serve the large metropolitan area requires a change in the administrative and territorial ambit which did not yet

take place. The Consortium is funded by 45% subsidies by the Junta de Andalusia, 5% province, 50% by the Municipalities' members of the Consortium. The Consortium is an autonomous body whose control is in the hands of the Camera de Cuentas.

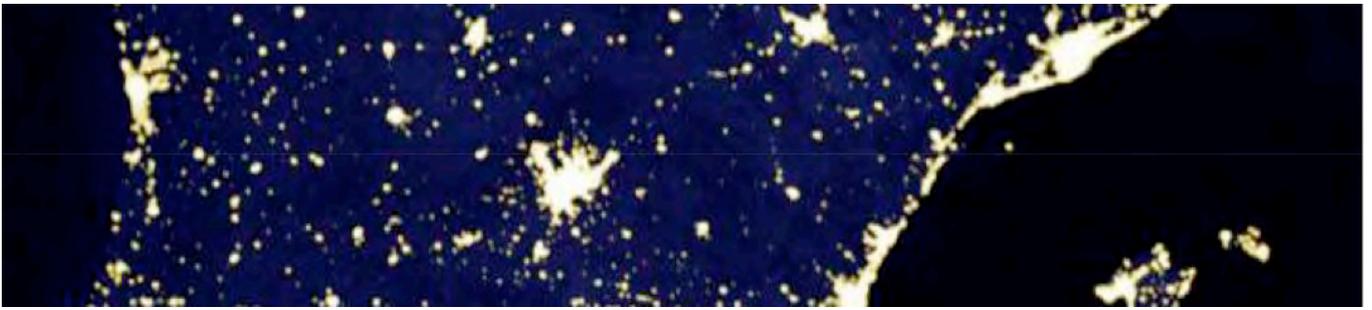
So far, there are several companies collaborating in providing efficient public transportation and the consortium has been successful in coordinating both the needs of the public administration as well as the demands of the enterprises involved. For instance, one concrete result is the negotiation among the enterprise to establish a common price of the transport system for the citizens of the Granada province all over the network. 30% of the workers in the Province are steady clients of the transport system. Lately their presence has been reduced due to the loss of jobs in the region caused by the financial crisis. The Consortium may consider new measures to continue providing the same service at an affordable price despite the loss of users.

This Consortium is working in a network with other consortia. This consortium for the metropolitan area of Granada is collaborating with other consortia of transport of the region Andalusia to offer the same type and quality of transportation, with the same logo all over the region.

The provision of transport system is thought in an integrative approach involving both the municipalities in the metropolitan areas as well as the private sectors investing in the transport system and the major actors dealing with local enterprises.

The Consortium is the body, which negotiates without profit the interests among the stakeholders in the theme of transport and in this case it is successful in reaching a consensus for the multimodal form of transportation (metro, bus, tram) in the metropolitan area at the same price and with the same branding.

Moreover the consortium is collaborating in a network with other regional consortia to enlarge the benefits of its services also to those municipalities which are not yet supplied by the public transport system.



The Localret is a tool to develop knowledge society improving the ICT networking in public administrations in Spain. Localret is a consortium with a legal status. The Localret is a consortium of 818 Municipalities (90% of the Municipalities of Catalonia, and 99% of the population) founded in 1997 after the liberalization of phone companies. The consortium has the support of one private enterprise, appositely created by the Localret itself, and it is the only actionist. Scope of the Localret enterprise is to be able to act in the market in order to provide the most updated technical resources on ICT to the associated Municipalities of the Consortium.

The organisation of Localret has three main organs: the general assembly (open to all Localret members: 1 member has 1 vote, but the Barcelona area covers 1/3 of the total votes); the board of administration (with circa 20 people); and Executive committee (1 president, 3 vice-presidents, 1 general director). The "Consortium Localret" is non-profit but not the "enterprise Localret". This connubial agreement allows the economic self-sustainability of the Localret activities through projects.

At the beginning Localret was taking care of the ICT infrastructural network that the province could not cover: In Cataluña there are more than 100 Municipalities that have fewer than 1000 inhabitants. In the course of time the Consortium developed its scope to create knowledge for the Municipalities and turn this knowledge into value, helping them to be adaptable and ready for changes of information society. Localret wants to be the principal reference and provider of ideas, tools and solutions for the Municipalities in the field of information society, through the development of the telecommunication infrastructures and new ICT. The strategies of Localret are to:

- Lobby for Local Administration interests
- Improve connectivity against digital divide
- Provide service through ad-hoc tools and advice to solve concrete problems
- Promote innovation and new trends in ICT and local administrations
- Constantly adapt to new realities

Localret works mainly with open source software, and proposes its use to Municipalities with an on-going support process: there is a first evaluation of the situation in each Municipality involved, subsequently the use of open source is proposed and ultimately, recommendations are provided on demand concerning the particular issue of each Municipality.

In those cases where the open source is not possible, the Localret becomes the mediator to provide the best tool at the best available price on the market. For example, for buying Microsoft tools in aggregated-buying agreements. For those cases, the consortium can count on the presence of a Localret enterprise. Nevertheless the philosophy of Localret is that of collaborating both with Municipalities as well as universities and research centres in supporting the non-mainstreaming brands of ICT, being instead in favour of open source

LOCALRET
www.localret.net

**Meeting at the
Localret, Barcelona
3rd June 2010**

Director Joan-Miquel PIQUÉ;
Sandra Rodríguez Moreno
administration

software for the public administrations.

Besides the projects regarding the basic ICT infrastructure and software consulting for Municipalities, Localret works on capturing new talents in ICT in order to have them collaborating in developing innovative ICT tools for the local authorities, e.g., TV via IP and the portal media centre for audio, video and sharing documents among Municipalities.

The success of Localret is due to the fact that the Consortium was born as a cooperation among Municipalities with the precise scope of enhancing traditional functions with new tools. The vision of the Consortium is to build a supporting and transversal network among local governments through technology, allowing also the most remote urban areas to benefit from the services and opportunities available in the large metropolitan areas such as Barcelona. The impact of such a network is visible as all the inhabitants in the Catalunya region, despite their location, have the same access to the same public services. This has been possible with a remarkable breaking down of costs due to the low cost of open source software and the sharing of technological solutions. In addition, the Localret is managed by a young team of organisers, able to deal with updated offers and innovation in the field of technology, and which employ a wider number of collaborators among engineers and computer managers in the region.





Scope of the meeting is to learn from the experience of UN-habitat best practice of Consortium, which is a multi-purpose IMC created to realize sustainable and integrated territorial planning and regeneration of the Alba-Ter river basin.

Alba Ter gathers 52 Municipalities with a population of about 252,000 inhabitants living between the rivers Ter and Alba. The Alba-Ter Consortium is a supra-municipal body which acts as the driving force of global initiatives for cohesion, preservation, promotion and sustainability of the whole Ter river basin. It is an entity with legal status; a public body with associative character with full ability to fulfil its purposes.

Alba Ter is a consortium of local administrations, constituted on December 4th 1998. Initially it was the organ in charge of managing and developing the project Alba Ter / Ave, including the development of a Geographical Information System for the area, funded by European structural funds. Since the finalization of the initial project in 2001, the consortium has been responsible for the implementation on the territory of the objectives of the Integral Master Plan of Rio Ter (*Plan de Ordenacion Integral del rio Ter*).

The consortium was initially composed by the Ayuntamiento de Bescanó, Celrà, Manlleu, Girona, Ripoll, Salt y Torroella. In congruence with its purposes, the consortium was expanded by incorporating other Municipalities and public administrations that have territorial jurisdiction in the basin of the River Ter. The consortium represents today the 96.97% of the total population of the basin of the TER river, and gathers 52 Municipalities, the 85% of those in the area. It has two seats, one administrative in Manlleu and one technical in Salt.

According to its statute, the Consortium has the following objectives:

- The execution of the Alba Ter project for the study and integrated planning of the Ter river basin, in the context of the European programme TERRA (ERDF);
- The definition, coordination and implementation of local development actions of the basin, deriving from the above-mentioned programme as well as from local or supra-local initiatives;
- The representation of the members of the consortium in European or international networks of cooperation, solidarity and exchange among Municipalities;
- To promote in general all those activities leading to the development of the area, for the purpose of improvement and conservation, increasing the quality of life and for the protection of nature, and respecting the criteria of sustainability.

The consortium is governed through the General Assembly (*Asamblea general*), the Executive Council (*Consejo de Gobierno*), president and vice-president, manager and technical directors. The assembly is composed of 1 representative for each Municipality, 2 representatives for each Comarca, 2 representatives for each institution of the consortium, and 1 representative for every private non-profit organisation part of the consortium. The president of the consortium, 3 vice-presidents and 6 members elected by the

**ALBATER
CONSORTIUM**
www.albater.org

Meeting at the
Albater center,
Barcelona 4th June
2010

general assembly form the Executive Council. The executive council meets in ordinary sessions every 2 months, and in extraordinary sessions on request from one third of its members or on disposition of the president.

The financial resources of the Consortium come from revenues from provision of services, contributions from members, subventions and donations, and any other source available according to the current legislation.

The consortium has four main areas of work: Natural patrimony, Cultural patrimony, Economy and tourism promotion, and Communication and raising awareness, with the aim:

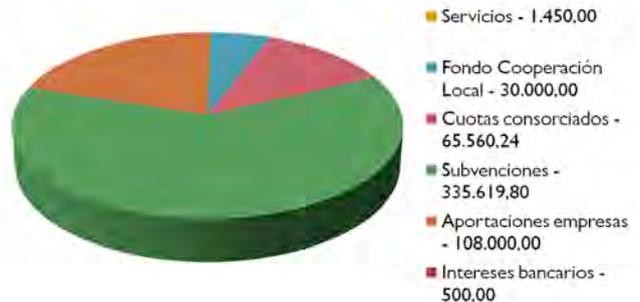
- To preserve and value the natural patrimony of the fluvial ecosystem,

maintaining the biodiversity, and homogenizing individual projects of local administrations.

- To improve the cultural patrimony of the area, valuing elements of heritage connected with the water and the river to promote their legal protection, regeneration, restoration and social use. An inventory of objects like mills, lavatories, factories, industrial settlements, canals, has been produced.
- To promote local economy and tourism, stressing the economic development opportunities deriving from tourism. The "Ter Route" has been consolidated as the backbone of a defined territorial promotion

strategy, connecting the economic potentialities of the river basin, and offering a wide range of opportunities for "active tourism" (biking, trekking). The final goal is to realize a total self-management of the *Ruta del ter* by local actors and facilities.

- Finally to communicate and raise awareness, merging the sensibilities and synergies around the territory, promoting the participation of territorial actors around the River Ter, and managing communication and dissemination of issues connected with the consortium and the territory.





Scope of this meeting is learning from the successful URBACT program of the European Union, promoting knowledge exchange among cities.

The meeting with this NeT-TOPIC with the Brazilian delegation is justified in the frame of the visit to Barcelona in order to study the city's and relative region's governance system and relative projects relevant to the Brazilian context.

URBACT is a European exchange and learning programme promoting sustainable urban development. It involves more than 700 cities over Europe for 44 projects in 29 countries with a total of 5000 participants. URBACT enables the formation of thematic networks or working groups of cities.

URBACT
programme and
NET-topic URBACT
network
www.urbact.eu



Barcelona 4th June
 2010

The Municipalities involved work together with managing authorities (administrative entities at national, regional provincial level – according to the country regulations – which manage ERDF funding) and groups of citizens and relevant stakeholders at city level called Local Support Groups. The URBACT programme is co-funded by the ERDF (European Redevelopment Fund) Cohesion Policy 2007-2010 for 53,319,170 euros for a total budget of 68,890,739 euros. URBACT supports the development of pragmatic solutions that are sustainable integrating economic, social and environmental dimensions, while helping cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. The results of URBACT are disseminated and capitalized in order to involve all those policy makers, researchers and active citizenships that did not directly take part in the URBACT projects. An URBACT project includes 6 to 12 partners (cities and other entities), which collaborate for 2 to 3

Dr Laura Colini, URBACT expert presenting URBACT programme

Fernando Barreiro, URBACT expert presenting the network NET topic

years, around a specific urban issue linked to sustainable urban development. The outcomes of these projects are Local action plans created by the participating cities, and/or the production of tools and recommendations for other European cities. The 44 projects are clustered around 9 areas of expertise: Active inclusion, Cultural heritage and city development, Metropolitan governance, Port cities, Disadvantaged neighbourhoods, Human capital and entrepreneurship, Innovation and creativity, Low carbon urban environments, and Quality sustainable living. The networks and working groups participating in the URBACT projects are encouraged to exchange their activities and results within the 9 thematic clusters in order to capitalize on their results and disseminate them through articles, websites, newsletter and relative thematic events such as conferences, summer schools and other initiatives.

For further information refer to www.urbact.eu



NeT-TOPIC is a thematic network belonging to the thematic cluster of metropolitan governance and it involves 8 EU cities including Barcelona.

The scope of this network is to bring together those cities interested in tackling urban transformation of peripheral cities in European metropolitan areas. They are suffering from structural and infrastructural fragmentation and lack of urban and territorial cohesion. The areas in NeT-TOPIC are Salford (Manchester), Nanterre (Paris), Hospitalet (Barcelona), Sesto San Giovanni (Milano), Barakaldo (Bilbao), Haidari (Athens), Kladno (Prag), and Sacele (Brasov).

As a result of their location and the urban and territorial systems in which these cities are nestled, the land of the intermediate cities has often been used for the industrial sector (sectors which are now in recession/decline), for infrastructures (which split up the city) and for residential functions (which need integrated rehabilitation). Faced with this situation, these cities need to adequate the land uses with their socio-economic and territorial area trends, and therefore to develop a city model change process. This means that they are transforming from peripheral cities to central cities, from residential to daytime cities (university, administrative or business centres), from industrial cities to technological/knowledge/services cities. These cities are considering the common challenge of managing a change that increases the strategic value of their

territory in order to transform them into more attractive cities, which offer greater quality of life and better citizen co-existence. The traditional forms of urban management and planning of peripheral mono-functional parts of cities is not relevant or efficient anymore to govern cities experimenting important transformations. An important challenge of these cities concerns their territorial governance and urban planning processes, throughout the promotion of new tools and approaches among their local governments in order to improve their urban transformation processes.

Consequently, the central theme of NeT-TOPIC is to create together a new model of urban development for these types of metropolitan peripheries. The focuses of those model regards a) the transformation of monothematic urban areas into multifunctional cities in a polycentric system in which mobility is enhanced; b) the formation of new urban identities improving the sense of belonging to the metropolitan areas by avoiding new suburbanization; c) the revitalization of obsolete industrial areas with PPP in order to fight against urban fragmentation; d) the promotion of new forms of urban governance and public participation of citizens articulating different strategies and interests; e) the definition of the scale for different public intervention; f) the quality of life of citizens through politics of proximity; and g) the fight against social exclusion and segregation. The NeT-TOPIC completed the first phase of the project and is now working towards the creation of Local action plans. The process of collaboration and the strategic themes of NeT-TOPIC are summarized in the Conceptual Map proposed by the network.

The recent outburst of the international crisis has stressed an already critical situation of Italian local governments together with the drastic budget cuts imposed by the central government willing to reduce a long-lasting public debt. Against this background, regional and local government are forced to reorganise the increasing demand for services with a diminished availability of funding and human resources. Today, the country is characterized by a large number of small and extremely small Municipalities – *comuni* (more than 8000 of which 72% have fewer than 50,000 inhabitants), which generates a strongly fragmented administration at local level. The competences are distributed among the three tiers of governance: State, Region, Province and Municipalities. The regions have mainly legislative role, few administrative tasks, regarding health, agriculture, and tourism. The Provinces have an administrative role covering a vast area: environment, waste disposal, employment services and professional training, high schools, water protection and recycling and Municipalities are in charge of proximity services to citizens, waste collection, water distribution, local police, primary school.

Municipalities are in charge of proximity services to citizens, waste collection, water distribution, local police and primary-school education. According to the regional laws, the cooperation among Municipalities may assume various forms such as councils of *circoscrizione*, metropolitan areas, mountain communities, various typologies of consortia, public/public, public/private partnerships to which have been outsourced important services, in relation with water, health, etc.¹ IMC is therefore a necessity, which has been increasingly adopted by Italian Municipalities in recent years. Starting from the Bassanini Law, since the 70s Italy has adopted a policy of increasing local autonomy. The principle of equivalence affirms that state, regions and local administrations have formally equal powers, and that “administrative functions are the responsibilities of the Municipalities” according to “the principles of subsidiarity, adequacy and differentiations”. This resulted on one hand on a better capacity of intervention on the relative territorial scale; on the other, on an increasing conflict among institutions. Cooperation among local bodies has been one of the responses to this tendency. One of the institutions that met during the visit is the ANCI (National Association of Italian Municipalities), which acts through horizontal levels of coordination among local administrations.

The visit to Tuscany has been selected by the research team as an advanced case of Regional government responding to structural as well as contingent pressures for the reorganisation of territorial policies, with a tradition of communal autonomy and progressive laws. Moreover, similar to the Brazilian case, the legal framework

adopted in Tuscany favours public-public forms of cooperation, which tend to be organized within the institutional system, instead of creating private bodies or external non-governmental bodies taking charge of a public coordination role.

Tuscany is one of the most advanced regions in Italy in developing innovative territorial policy, and has not been caught unprepared by the necessity to reorganise and coordinate local administrations in order to reach a more effective provision of services reducing technical and human resources employed. The territorial strategy of the region, defined through the PIT (*Piano di Indirizzo Territoriale*), has its first meta-objective in the development of a policentric system. The objective of the Toscana region has been to determine area-based policies involving the Municipalities and to manage services or functions of municipal competency through single offices to reach economy of scale or to guarantee equal treatment and services to the citizens of cooperating Municipalities. In particular, in 2001 the Regione Toscana approved the LR 40 Associated management (*Gestioni associate*) which supports the capacity of local administration to integrate and provide services to the public through incentives to coordination measures. The law, as well as some examples of inter-municipal cooperation incentivised through it (Alta Valdera, Parco della Piana), have been presented during the two-day visit.

Another relevant aspect of Tuscan territorial policy is the debate on public participation, and the relatively advanced status of the regional legislation on the subject. Public participation is promoted and supported in the decision-making processes through the recent Law 69/2008. The outcomes are still immature and being debated due to the short time of application, but still appear among the most advanced experimentations in the Italian framework. This law, as well as Law 1/2005, which rules the general organisation of territorial planning in the Region, are also the outcome of a steady collaboration with the universities and research centres among which is the Department of Urban Studies of the University of Florence. This department and its LAPEI lab has developed a long-lasting tradition of urban and regional studies supporting innovative planning procedures gathered around the *Territorialist principles*. The study visit has met some professors and researchers of LAPEI (Laboratory for the Environmental Design of Settlements) which is strongly inspired by the *territorialist school* which developed an approach of self-sustainable development of territories¹. Finally, we met the representative of the *Rete del Nuovo Municipio*, a national organisation networking local administrators and civil society inspired by similar principles, promoting networking, cooperation, and participative approach among the member Municipalities.



Regione Toscana

Diritti Valori Innovazione Sostenibilità

Institutions

2.1

Toscana Region has an advanced legislation regarding local autonomies, and public participation. The meeting focused on the reorganisation of the territorial government according to the regional laws of Tuscany, the procedures and experiences set-up IMC and the system of incentives provided by the Regional Government to the Municipalities joining into consortia. The main argument of the meeting regards the budget cuts imposed by the national Government on local governments, which are going to heavily affect the local administrations, IMC and the management of the regional territory.

This meeting takes place during a particular phase of the history of Italian local institutions. We are in the preliminary phase of a change: on one hand, the National Budget law Italian recently proposed by the current Government hints at an amalgamation and reorganisation of the institutions which operate on the territory; on the other, the Tuscany region has already developed during the last ten years measures to reorganise its institutions operating on the Tuscan territory. Nowadays, the Regione Toscana (RT) is administered through the Regional Council, which is the assembly of elected deputies, and the Regional Government, an executive organ. In the Regional Government and Parliament, all the questions in regard to the local administration are discussed together with representatives of local administrations in a round table (*Tavolo di concertazione*). The Council of Local Autonomies is a body connected with the Regional Government, which has the function of control of acts and procedures regarding local bodies. This organ with constitutional relevance was adopted for the first time in Toscana, but is now mandatory in all Italian Regions.

The national Italian territory has fragmented administration, but in Tuscany this tendency is not so evident, as in the XVIII century the majority of very small Municipalities were unified by the Grand Duke of Tuscany Pietro Leopoldo. Today, the objective of the RT is to reduce the number of bodies operating in the same territory by suppressing some starting from the mountain communities (*Comunità Montana*), and by fortifying the Unions of Municipalities. Already between 2000 and 2008 Tuscany created 3 Laws regarding the restructuring of the territorial administrations with the Mountain Communities, the interventions in favour of small Municipalities, and the Unions of Municipalities. The principle of subsidiarity is the guiding inspiration of the administrative territorial reorganisation. The expected outcomes of these reforms are:

- The consolidation of cooperation among the 10 Tuscan Provinces, especially those of Firenze, Prato Pistoia, which represent 45% of Tuscan GDP and a similar percentage of population.

REGIONE TOSCANA

GIUNTA REGIONALE
Direzione Generale della Presidenza
della Giunta regionale Settore "Affari
istituzionali e delle autonomie locali

Meeting at
the RT, Firenze
7th June 2010

Riccardo Nencini, Councillor for
Institutional Politics, Regione
Toscana; Luigi IZZI, Sandra Santelli,
RT

- The suppression of the 14 *Comunità Montana*, substituting them with Unions of Municipalities.
- The creation of more Unions of Municipalities in the whole regional territory.

In particular for the Union of Municipalities the kick-off was *Regional Law 16 August 2001, n. 40*, for the promotion of communal associations for shared management of administrative tasks. The Law institutes a system of incentives to activities and services managed in cooperation among Municipalities. The allocation of incentives is based on parameters, which define different "levels of integration" of an IMC. Therefore the regional incentives are not assigned in relation to the expenses faced by an IMC, but on the basis of the integration achieved, that is to say, on the savings obtained through the better coordination among the Municipalities. On one side, subsidies are granted to IMC by the Region and with the Region technical support; on the other, Municipalities can administer them as they prefer, as long as the associated management of Municipalities is aimed at improving the rationalization of municipal structures and human resources, rather than exclusively financing single-purpose activities. In order to promote IMC, the RT has defined *livelli ottimali* alias "Adequate Areas" (AA), which are districts for the aggregations of Municipalities into an associated management. The AA must be established with the participation of all the 205 (out of 287) Municipalities with under 10,000 inhabitants. The newly created AA ought to have a comprehensive population of at least 10,000 inhabitants, which is the minimum

population required by the law to set up a new Municipality, and which is identified as the minimum threshold for an efficient management of local services in financial terms. The creation of the AA has been managed, whenever possible, with the collaboration of the involved Municipalities and of the association of local administrations as ANCI (Association of Municipalities) and UNCEM (Association of Mountain Communities) as well as the UPI, association of the 10 provinces, following a participative procedure established by the law. The involved Municipalities have been invited to establish their own AA through agreement among themselves, keeping in consideration the already existing territorial agglomerations, consortia and cooperations in the RT, such as the Mountain community, health districts, Local Economic Systems, or *circondari*. If the group of Municipalities could not agree upon a common decision, the AA would have been proposed by the Province or successively by the Region. Finally, the AA and the grants procedure are approved by the RT in a document called "Programme for territorial reorganisation" (PTR). The answer from Municipalities to the call of law n.40/2001 has been prompt, and in October 2002 the majority of the Municipalities had chosen its AA. All the procedures have been fast and have been participated in, and both provinces and the RT had to intervene only in limited cases, by managing round tables and providing technical information. In 2003 the Region approved the proposal of territorial reorganisation, identifying 49 aggregations of Municipalities. In this context, the Municipalities chose what to manage in common and how.

The RT identified 64 possible types of associated managements and services and to each of them were assigned a score based on the potential of integration (e.g., one public defender for several Municipalities has a low level of integration; on the contrary, a common Municipal Police service is considered having an high level of integration and therefore will have a higher score). The amount of 8 points is the minimum to get the monetary incentive from the Region. Every year the RT requires a report of the activities, and every three years a general assessment of associated managements is carried out. Indicators to monitor the effectiveness of the service provided have been required by the RT to the Municipalities themselves. Once again, these indicators relate to the efficiency of integration, and not the specific services provided.

The interesting aspect of the Tuscan system is the procedure to incentivise the integration, specifically meant as the capacity to improve the effectiveness of cooperation among institutions and their capacity to join their forces to provide better services. Particularly innovative appears to be the categorization of services which can be joined by the Municipalities and the system of ranking according to the level of integration.

A few months ago the regional council of Tuscany signed an agreement with the state of Santa Catarina, with the goal to discuss together reforms of institutional nature. Thus, there are already very good examples of relations between the two states as well as the two regions.



Municipal Associations

2.2



ANCI is the National Association of Italian Municipalities, which gathers a large number of Municipalities in Italy. ANCI unifies municipal governments, both political left and right: this composition is an asset of the association, but at the same time creates a difficulty when mediating divergent positions. ANCI increased its importance in the last few years due to the decentralization process started with the Bassanini law in the 70s, which equated the power of state, region and local entities. As a matter of fact, this process has not been totally assimilated by the political culture, creating steady conflict among local and central government.

The objective of ANCI is to help Municipalities to coordinate their functions and duties, which have been delegated from the State level to Local governments and providing services to the Municipalities, which have been charged with new competencies. The main role of ANCI is to support Municipalities in this perspective, claiming to be recognized as having a further institutional role.

ANCI is a national body, but recently 19 ANCI regional associations and 3 ANCI consortia in the autonomous regions have been constituted with a strong statutory autonomy. Besides that, there are three foundations accompanying the work of ANCI dealing with finance and local economy, with studies and research, and representing ANCI at EU level. Furthermore, ANCI benefits from the presence of a cluster of enterprises, providing services to the Municipalities, to support them in the demands deriving from the new institutional organisation.

In 2010 the ANCI signed an agreement with FNP as a basis for further collaborations between the two associations. Today, ACEL (Agenzia di Cooperazione degli Enti Locali) is an agency coordinating local governments is managing on behalf of ANCI, the Programme Italia-Brasile centocittá. The prime objective of this programme is to support several projects dealing with decentralized cooperation and democracy. (Antonio Maspoli, spokesperson of the ACEL, the agency based in Torino, took part in the meeting of the Regione Toscana and ANCI, with the Brazilian Delegation).

ANCI

www.ancitoscana.it/

Meeting at the RT,
Firenze, 7th June 2010

Alessandro Pesci, President ANCI
Toscana (Association of Italian
Municipalities)



The Network of the new municipality is a non-profit association formed by local managers, specialists and researchers of associations involved with the theme of participatory democracy and new forms of citizenship that may contribute to the development of local self-sustenance.

<http://www.nuovomunicipio.org/>

The main operative concept is mutual learning and it is based on the principles of the Charter of the New Municipium developed within the Department of Urban Studies and Planning of the University of Florence in collaboration with other research institutes. Local administrators, as well as researchers and engaged stakeholders share their problem-solving practice in sustainable urban development and participatory planning.

Generally, the idea of participation is connected with numbers of participants, considering participation as a formal practice. In the concept adopted by the RdNM, participation is especially a matter of contents, focusing on the question "In what are we participating?" in order to build a vision for the future of cities and territories. The network is proposing a new challenge of participative culture, from a modality of resistance and defence to a new proactive attitude, planning the future in a cooperative way with the institutions and the civil society.

CHARTER FOR A NEW MUNICIPIUM

For a bottom-up, not hierarchical globalisation centred on solidarity

Globalization and local development

Global market uses different countries and regions' territory as an econon space; within this space, local resources are goods to be transformed into products whose consumption is to be promoted without any interest in the environmental and social sustainability of production processes.

Territories and their "unique qualities" – environmental, cultural, social cap. differences – are "put to work" in this global process, that too often exhausts through local resources and processes destroying differences.

Any alternative to this kind of globalization must start from a politica built around the valorization of local resources and differences, pro processes of conscious and responsible autonomy, and refusal of ex command.

This perspective in local development, identified with civic networks' an growth of fair government for local society, must not become narrow-r local; on the contrary, new networks as alternative to long-range-globc be built, grounded in local differences and uniqueness, for non-hierarcl non-instrumental cooperation.

Building these local societies' fair networks can be defined a "bottom-up globalization", which is also a world strategic network. The World Social through the participation of Local Social Forums and Local Governmen started building this new form of globalization.

The new role of local administrations for a bottom-up globalization

In order to make sustainable futures become reality, local governments n direct functions in economic choices; these functions are to be groundec societies' empowerment and valorisation of environmental, territorial and heritage owned by any place.

Empowerment of local societies through new democratic practices is a c concept: the reinforcement of local societies and their decision-making s the only way, on one hand, to resist the homologation and domination o globalization and, on the other, to open up to and promote fair networks. The "new municipium" is the outcome of a process aimed to transform loc municipalities from bureaucratic administration offices towards self-gover social workshops.

The growth of autonomous self-employment forms, micro-enterprises, vol social, environmental, and ethical activities, makes possible new self-gov forms and objectives, in which the role of the dweller/producer becomes taking care of local places. The importance of this new actor emerges in from the Fordist society, characterized by a dwellers/producers divide, to

RETE DEL
NUOVO
MUNICIPIO
www.nuovomunicipio.org

Meeting at the
Department of Urban
studies and planning
University of Florence

8th June 2010

Angelo Cirasino, Secretary of Rete del
Nuovo Municipio

Fordist society where these two roles merge, unitary and spread responsibility for local and life quality.

The new municipality pays more attention to local identities, and founds development projects valorizing local heritage, against expropriation and destruction of this heritage. It promotes the rebuilding of common spaces and societies, as places for decision-making and community's future.

The new municipality's first target should be the relationship between elected and voters, dispossessed of any decision-making by the overriding power of economic reasons.

The creation of new democratic forms for local and multicultural local societies can constitute a true "antidote" to economic globalization's fear, insecurity, and impotence produced by the militarization of global empire networks.

New forms of direct democracy

The new municipality becomes true in introducing alongside elective democracy institutes new decision-making institutes designed to include the large number of actors representing the local socio-economic context, in building shared future and rules.

The production of scenarios for a common plain and everyday language, is the condition enabling participation - extended to act without a say in institutional decisions - to common interest transforming conflict into relationships.

The new municipality integrates into decision-making processes - in plans, designs and policies - structured participation paths, including the charter and Agenda 21 engagements, and turns them into ordinary instruments for territorial environmental and economic governance. Enlarged decision-making processes aim to produce scenarios for future and "local constitutions" inspired by the social contracts found in medieval European municipalities adapted to the empowerment of the diverse voices of today's society.

Decision-making institutes for new citizens include at least:

- a representative of each main economic category (artisans, farmers, shop-keepers, industry, tourism, etc.)

- a representative of cultural, social, environmental associations;

- a representative of civic committees and forums;

- a representative of neighborhoods and citizens.

The new municipality re-defines actors and lets them take part in this new institutes giving attention to the equilibrium among political, economic and civic society's actors.

Going beyond the notion of long-term representatives - only elected every few years - and calling for direct participation of diverse local actors to local governance, the definition of public policies objectives and expected outcomes, in favor of more powerful and less powerful social needs.

The new municipality takes the political initiative towards regional and central governments, institutions in favor of enlarged participation procedures for defining local projects. Enlarged participation can help acquire knowledge of places and their issues, undervalued in technical and bureaucratic decision-making. It setting mediations. The various underlying points of view in constructing local de-

velopment policies - despite their importance in local development, caring for the territorial producing urban-life quality - include: older people, migrants, children, and immigrants. The case of children's participation projects in urban policies setting, initiated in recent years by many local administrations, are a good example of effective results in improving life quality by giving a voice to under-represented actors.

Consulting, negotiating, decision-making and managing structures which innovate the municipality (or the municipalities' network) elected bodies are intermediate forms of representative (through vote) and direct (assembly, referendum, etc.) democracy. New structures, unlike direct democratic forms, intervene in all the different life-phases of policies and projects; their territorial shape local socio-cultural aggregations, without defined bureaucratic limits.

New multicultural territories

The new municipality produces new social bonds by recognizing deeply rooted living and working practices of inhabitants originally from different countries and places. This process produces community relationships at a social and individual level between different people and cultures in public space in particular is where many culturally different living practices are shared. The new municipality promotes policies for immigrants' integration following these principles: replacing sectoral policies with an integrated approach to reception and 'living together' management; differentiating policies for different migration timings and territorialities of immigrants' settlements; empowering housing and insertion policies in urban villages; developing urban problem-solving through social conflicts and environment through self-sustainable and community-integrated action policies; supporting projects for setting up intercultural and interethnic decision-making partnerships.

New welfare indicators

Discussion on this theme has made considerable progress.

The new municipality proposes evaluation policies and projects, inspired by simplified cultural innovation of technical and bureaucratic measures, usually more complicated, implemented more slowly and less effectively.

The first evaluation criterion is about the form of social participation in decision-making relation to the aim of empowering local actors. The second criterion involves a sharp reduction of the role of the Gross National Product as a welfare measure, and its integration with indicators of environmental, urban, territorial social quality, as well as the recognition of cultural diversities.

The third criterion represents the level and quality of local heritage development as the basis for sustainable wealth production.

The fourth evaluation criterion concerns ecological footprints of sustainability, with special reference to wastes, food, and agriculture cycles; reduce and the spread of qualified services; the degree of autonomy in the local territorial system in producing, communicating, making culture, ways of life. The fifth concerns the quality of relationship and mutual exchange networks between local

New self-sustainable local economic systems

The new municipality, a key actor for the governance of the territorial heritage valorization, drives the self-centered economic development helping weak actors to emerge, deciding how, how much, where to produce in order to create "territorial added value", fostering the emergence of more autonomous local societies.

Insecurity created by "development", by the use of high technologies, high skyscrapers, genetically modified lives and seeds, emphasizes the need for diffuse knowledge control in reproducing worlds, in community trust, and in the choice of context-suitable technologies.

The new municipality's promotion of local economies aims to valorize the common and environmental heritage (including environmental and local society's reproduction cycles), developing technologies and systems suited to the place and its resource relationships based on fair trading, thus generating safe communities without cities becoming 'armor-plated', or competitive quality of products degenerating into v-

Forms of local territorial heritage valorization

Territorial heritage is indivisible. To safeguard its nature (parks) and history (monuments, historical cities) reserves and allowing any destructive transformation elsewhere means in any case the decay of the local heritage.

The new municipality assumes an extensive definition of heritage, identified with the territory and places, including their environment, landscape, urban characters and value knowledge, cultures, arts and crafts, in view of living between past and future. The valorization of heritage becomes possible in merging energies with the memory of places.

The new municipality promotes a new respect of the territorial heritage, to build conscious identity values, of lasting wealth production possibilities, and to foster projects, plans and actions for a new social economy, based on the valorization of the same heritage.

The new municipality helps and denotes economic and cultural actors of the urban and local world, willing to take part in designing the growth of the territorial heritage;

The rural world becomes central in this territorial heritage valorization process: the new farmers produce just market wares, but also public services, paid by the municipality, for the environment, landscape, and urban quality.

Fair exchange and trading networks

The new municipality promotes new exchange cultures, typical productions, technical and political knowledge, with a view to going beyond wild economic competition in favor of north-south, north-south, and south-south cooperation.

The western municipality exports the awareness of the crisis of its own industrial development and the seeds of experimental alternatives. The crisis of "poor countries" (under no-development) can teach self-reliance in surviving to development.

Fair exchange networks constitute a tiny but solid support for the "Lilliputian" strategy against economic globalization.

L a P E I

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Research

2.3

The Department of Urban and Regional Planning (DUPT) and the LAPEI of the University of Florence has contributed to developing progressive urban and territorial studies, and been committed in the participation of the civil society and in the cooperation with public administrations including the Regional Government in Tuscany and its policies. The results of this long-term engagement is framed by a theoretical approach known as the Territorialist School, formalized in the work of the LAPEI, a lab within the DUPT whose researchers deal with sustainable urban planning, participatory planning and international cooperation with countries of the global south. The new regional Law of Tuscany instituting mandatory participatory processes for territorial developments has been influenced by principles drafted by scholars working in the DUPT; therefore, the scope of the meeting is to gain additional insights into the effects and efficacies of this law.

Notes on the lecture of Prof. G. Paba

The *Territorialist School* stresses the importance of combining different forms of interactions, from the most institutional government of the territory to spontaneous forms of resistance and conflict revealing concrete issues from a bottom-up perspective focusing on the interplay of all those levels.

In recent years the Tuscany Region has produced several laws regarding the territorial government. Among them, one of the most recent and innovative is L.69/2008 regarding public participation. The Tuscan law gives the possibility not only to institutions and recognized organizations, but also to informal groupings of citizens, to apply for public support in starting participative processes regarding local issues.

Talking about participation, there are 5 possible "interpretative boxes" for participative processes in planning, drafting a scale of practices ranging from the most bottom up, institutionalised organisation to the most top down, informal perspective.

- (Good) **Governance** is the construction of government of the territory through the coordination of administrations, institutions, representatives of economic and social interests, together with initiatives of consultation of the most structured and organised sectors of civil society. Part of this is "vast area" planning tools such as strategic plans and territorial plans promoted by administrative bodies and managed through consultation and agreement tables with different social actors.
- With **deliberative democracy** is understood initiatives and decisional processes developed by governing bodies enhancing an "interactive mode", directly involving the citizens. Deliberative democracy calls for tools enacting an active and personalized participation in the elaboration of projects, such as for instance,

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Planning
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Firenze 8th June 2010

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Urban Studies, University of
Florence

Prof. Giacarlo Paba,
Department of Urban Planning,
LAPEI, University of Florence,
public participation

town meetings, referenda, and e-government among others. The advantages of deliberative democracy are many, as this approach works in bringing together people, fostering the study of specific issues, setting the problem in greater depth and providing better-defined inputs for administrators. It has nevertheless major limitations: it forces a focus on single problems and solutions, and does not bring into the discussion bigger overarching problems such as poverty, social exclusion, degradation, etc. The kind of consulting practices which are involved, such as town meetings, in general are set up around specific questions and do not allow the problem to be reframed. It is tendentially a non-inclusive and non-integrated approach, directed towards already-aware and engaged parts of the population, which generally are granted full rights of citizenship, while many parts of the society, often the most marginalised and affected by problems, are not given the means to participate.

- **Interactive planning** takes place when workshop, laboratories, and involvement practices are created to bring people together to solve common problems. For instance, a workshop in a dilapidated neighbourhood to redesign services and public spaces. Here the participation of citizens is direct, open, spontaneous and comes also from the desire of local society to deal with their problems. In this situation citizens can go through a process, which allows them to reframe problems. On the other hand, the disadvantages of those practices are that they are often separated from institutional levels and barely supported by administrations. The outcome of interactive planning may not be implemented whenever there is a disconnection with the executive level.
- **Self-organisation of inhabitants** are direct, autonomous and informal initiatives elaborating and managing projects and

processes of transformation generated within the civil society, often within the framework of a complex and problematic relation with institutions and administrative structures. Typically, bottom-up-organised practices producing public goods risk being neglected by public institutions, sometimes relegated to the realm of informality and not valued for their impacts and potentials.

- Finally, **urban and territorial conflicts** are the disaggregated, spread actions regarding struggle, opposition, resistance, social and environmental protest, alternative uses of public spaces, counter information and alternative media. Some of those practices can reach a certain level of coordination and organisation and develop a sense, which is not only antagonistic, but proactive. Conflict here is perceived as a factor of involvement and social construction.

The important aspect in order to build an efficient and fully democratic governance is the interplay among these different levels, whose scope is to bring them into reciprocal interaction. The Tuscan law on participation tries to favour this attitude by supporting the development of participative processes originated by every type of initial condition, including radical bottom-up processes, which are started directly from informal citizens' organisation. Nevertheless, the law has still not been successful in the latter aspect, especially in stimulating and supporting spontaneous citizens' organisation. So far, 64 projects have been financed out of 140 submitted, but only 5 of the approved ones resulted from grass-roots and non-institutional citizens' aggregations. Eventually, only 1 out of the 5 was financed. Therefore, some changes in the praxis are required in order to gain benefit from the interplay and the co-presence of different participatory models.

A further factor of innovation introduced in the Tuscan planning practice, following the principles of the *Territorialist School*, is the

interactive mapping, involving the citizens in drawing their community maps (inspired by the practice of British parish maps). Identifying the main resources of their territory is an important way of stimulating the inhabitants and eliciting fundamental knowledge from them, which is then written on the map and translated to the plan. The importance of territorial patrimony is stressed, not as a static monument but as a dynamical anthropic configuration, whose in-depth knowledge of the territory cannot be explicated without the active cooperation of all the actors participating in its constant molecular transformation.

International relations: +Sud lab

+Sud is a didactic laboratory of the University of Florence, directed by Prof. Raffaele Paloscia. It deals with planning for countries from the the global South. Students who agree to spend several months of their research term in foreign countries study specific problem-solving strategies and planning processes on site. "Territorialist" and participative methodologies are employed and disseminated through their work. During the meeting Dr. Elena Tarsi presents a cooperation project with the city of Salvador de Bahia. (ppt presentation available in the collection of presentation of the Study visit).



The Union of Valdera gathers 15 small Municipalities; the biggest has 30,000 inhabitants, an area of 650 square km, 150,000 inhabitants, and coordinates 15 mayors, 200 councillors, and 60 aldermen. It started in 2008, drawing on the previous experience of a municipal consortium concentrating several services in one central office involving 6 of the 15 current Municipalities.

The 15 Municipalities approved firstly a common programme. In the frame of the association, training was provided to municipal employees, and consequently, a working group was formed in order to draft a statute for the Union of Municipalities discussed in all Municipal Councils. Finally, the Union has been approved, whose objectives are: a) the search for effectiveness in the provision of services; b) the integration of territorial policies; c) the equation of advantages and opportunities for citizens of big and smaller centres; and finally, d) the strengthening of political power of the Union in the Tuscan region.

A council manages the organisation of the Union. It is an assembly in which the delegates of the 15 Municipalities participate. The council gives orientations, develops regulations and approves budgets. Aside there is an executive committee composed by the 15 mayors, and on rotation each of them becomes the Union's president. The mayors also lead a number of thematic tables on, e.g., social security, development, employment etc. There is no obligation for the Municipalities to take part in all associated functions managed by the Union.

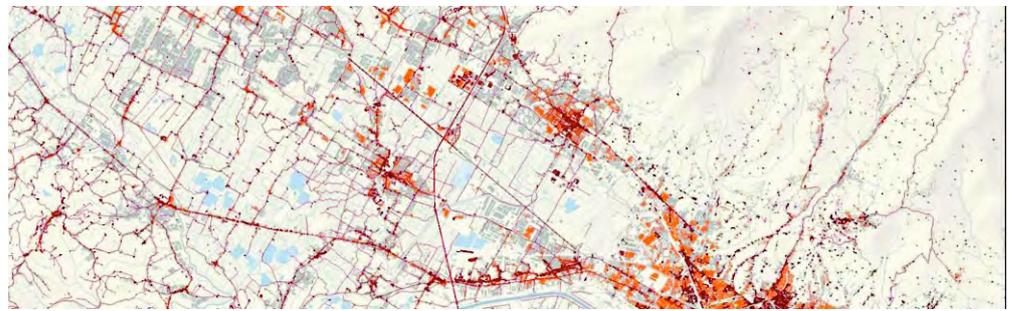
The activities are not concentrated in only one office; there are two back-offices coordinating the work. The front offices providing access to the population are spread across the whole territory. This decentralized administrative system of the Union has a fundamental contribution in the employment Information Communication Technology (ICT).

ASSOCIATED MANAGEMENT

The Union of Municipalities in Valdera

<http://www.unione.valdera.pi.it/>

Presented during the
meeting with the RT
Firenze
7th June 2010



The Parco della Piana is a cooperation between the Regional Government of Tuscany, the Provinces of Prato and Florence, and four Municipalities (Florence, Sesto Fiorentino, Campi Bisenzio, Prato). The goal is to develop a joint management of environmental resources in the metropolitan area, employing a model of both vertical and horizontal institutional cooperation. La Piana is the territory west of Florence developing towards the centres of Prato and Pistoia, which constitute the Florence-Prato-Pistoia Metropolitan area. The Piana underwent a dramatic transformation during the last few decades: while still a prevalent rural area until the 50s, today it is perceived as a degraded periphery, in which urbanized, rural and natural areas coexist.

The aim of the park is to enhance a different way to conceive policies and interventions in this territory, developing a common and unitary strategy among the relative Municipalities, aimed at fostering a vast area development. The creation of the park will allow the integration of interventions realized in the individual territories and the coordination of municipal and provincial policies. The Parco della Piana has a long history of inter-municipal planning starting from the 50s. It has achieved its first effective implementation only in recent years with the adoption of the "structural scheme for the Firenze-Prato-Pistoia metropolitan area". A protocol of agreement was signed by the involved administrations in 2005. The different administrations will work in synergy, coordinated by the Tuscany Region, adapting their own territorial planning tools in order to produce a coherent comprehensive design for the park.

The objective is to limit the impact of the increasing urbanization of the metropolitan region on the landscape and environment, without freezing the condition of a territory, but by triggering a new relationship between the communities and the territory they live in. Despite the heavy industrialization of recent years, this territory is still of high value for its local flora and fauna, and for the family-based or little entrepreneurial agriculture. The approach of the Parco is not mere conservation of the existing resources, but rather a sustainable regeneration of a lively territory. The Parco della Piana strategy strengthens the rural identity of the Piana, as well as regenerating and improving the natural and historical patrimony, reconvertng it to new productive, cultural and recreational functions. The overall concept is to develop the park as a connective peri-urban fabric, a "green infrastructure" including productive activities and short-chain distribution of locally farmed products.

Since the launch of the Parco delle Piana, citizens, local stakeholders and the whole of the civil society have been identified as a fundamental resource to define the strategic orientations for the development of the park. A participative process is directed by the Regione Toscana through the "Communication Authority" (*Garante della comunicazione*) of the Tuscan region, in collaboration with the private company "Avventura Urbana"¹ known nationally for managing participative urban planning processes. An intense activity of

PARCO AGRICOLO DELLA PIANA

www.parcodellapiana.it

Meeting at the DUPT
Universita' di Firenze

8th June 2010

Dr. David Fanfani, Researcher at the
Department of Urban Planning,
LAPEI, University of Florence

consultation, workshops and walking initiatives open to the citizens has been developed, creating a shared process of envisioning for the identity of the park. The general orientation, shared both by the administrations, citizens and civil society representatives involved in the consultation, is to avoid the establishment of a specific administrative body or territorial legislation regarding the park, as in the case of national parks (*Ente Parco*). Instead, the concept and management of the park will be realised through the existing administrative bodies and planning instruments of the region, which already provides a comprehensive governance framework: the Parco della Piana is implemented through a master plan which is designed as a part of the Territorial orientation Plan (PIT) of the *Regione Toscana*.

As a matter of fact, even if the participated process envisioning the strategy for the park is successful, the effective implementation of the park will still be a long way from starting. The technical staff has not been appointed yet and few projects in the frame of Parco della Piana have been financed through the Regional law 40, through subsidies given to the individual Municipalities. Among the critical points are:

- The territorial definition of the park as there no physical design but only a general concept.
- Some foundational aspects of the park, such as the centrality of small-scale agriculture are not sufficiently recognized and backed by all the stakeholders.
- The great autonomy granted to the Municipalities, under the pressure of the real estate market provides few guarantees for the

strong promotion of peri-urban agriculture and of the innovative park concept.

The innovative aspect here is the relevance of a widely shared project visioning for the park, involving the citizenship at large in defining the identity of the territory prior to the application of institutional policy. Interesting here is also the role of the *Garante della comunicazione*, the authority of the Toscana region in charge of the coordination of the entire project. Despite the innovative character of this project its effective realisation is still far off due to a lack of clear agreements among the Municipalities involved regarding drawing a path towards the implementation.



Germany is a Federal State and it is the most populous country in Europe, in which 1/3 of the population lives in Municipalities with more than 100,000 inhabitants. The 16 German federated states (*Länder*) enjoy a great deal of autonomy in determining their policy framework and the central Federal State acts mainly as coordinator among the 16 *Länder*.

The administrative structure has three tiers of governance:

- State authority (Bundesland) and City-states (Stadtstaaten) with a double status of City and Land (Berlin, Hamburg, Bremen)
- Government districts (Regierungsbezirke)
- Local government administrative units¹.

The German Federal states have the same powers and constitutional substance, each one with executive, juridical and legislative power. There are differences in the quantity of those tasks that are in charge of the central and the federated states. The central state has a prominence of tasks in the legislative field, while the *Länder* have a prominence in administrative and executive tasks. Decision-making processes in the Federal States can be slow since all the components from the central to the local government have a right to express their point of view. The Municipalities are directly part of federated states; this includes cities which are part of a *Kreise* (Association of Municipalities assigned by the central government), and cities which do not need to be part of a *Kreise*, because they are enough big to exercise this function by themselves.

Municipalities constitute the smallest spatial-administrative entity in the German administrative structure. In the German constitution Municipalities enjoy a high level of autonomy, including in planning for the whole territory of competence, and have the responsibility to deal with affairs regarding the local sphere. Local government units provide technical infrastructure, the creation and maintenance of social infrastructure, cultural and leisure facilities, local economic development and environmental protection. Furthermore, supra-local tasks and competences, e.g., in the field of public security, may be delegated to the Municipalities by laws enacted by the Federation or the *Länder*. The Municipalities are subject to legal and functional control by the respective supervisory authority vis-à-vis these supra-local tasks and competences.

Inter-municipal cooperation can happen in different forms, according to two main typologies: public institutional cooperation and associations adhering to private law. The forms adhering to public law can be obligatory, in the case of forms of municipal cooperation established by federal laws (e.g., *Kreise*, *Stadtkreise* etc.); or voluntary, when the Municipalities choose to aggregate for

specific purposes (e.g., Verband and Zweckverband). The latter also include the participation of private subjects. Finally, associations of Municipalities can be created within the frame of private law.

The study visit for Germany focused on two case studies in the area of Berlin and its surroundings¹ and a visit to the DIFU research centre.

The case of Berlin/Brandenburg presents a joint planning at regional level affecting the collaboration with all Municipalities in the territory. The two States of Berlin/Brandenburg, and the relative Municipalities, deploy a number of vertical and horizontal coordination policies in order to realize an efficient planning to overcome the issues coming from different demands and resources of the two connected territories. The delegation visited the Joint Spatial Planning Department Berlin-Brandenburg, which is a public structure that is both part of the Berlin Senate Administration for Urban Development and the Brandenburg Ministry for Infrastructure and Regional Planning. The personnel and managers of the Department are formally employed or designated by the two administrations, which are compelled to develop consensual planning.

The other case study is the Staedtekrantz Berlin-Brandenburg, an organisation dealing with the joint planning of Brandenburg's seven Municipalities surrounding Berlin. It provides support in urban integrated development, urban planning and management. The Ministry patronizes it for Infrastructure and Spatial Planning, but the German branch of a private consulting enterprise based in Switzerland coordinates it. In this typology of IMC, the Staedtekrantz does not create an official legal body to manage common tasks, but the IMC is based on agreement protocols: every mayor /city takes the formal responsibility for the contract every year, and all the legal agreements are signed between the private agency and the respective municipality.

DIFU, the German Institute for Urban Affairs, which is an organisation financed by German Municipalities and supported by the federal government. DIFU provides research and consultation on urban development, social politics, environment, transport, and training for local administrators. A particular focus of the department is on citizens' participation, and on accessibility of knowledge about German cities for the mutual advancement of local government.



The scope of the visit is to get acquainted with the working methodology of a supra-municipal organisation in charge of the cooperative planning of the two Federal States of Berlin and Brandenburg, which form the German capital region. The question of coordinated spatial planning is of particular interest in the Brazilian context both for the coordination of spatial planning among Brazilian Federal States and the countries on its borders. The Joint Spatial Planning Department is a unique department that provides a framework for growth and development of infrastructures to all Municipalities in the region. It contributes in the strengthening of competitiveness of the metropolitan region both in the national as well as the international context.

Berlin and Brandenburg are two Federal States. In particular, Berlin has a double status of city (Stadt) and state (Land) and is the capital of Germany. Brandenburg is a state (Land), geographically surrounding the entire Berlin administrative boundary. The State of Brandenburg does not have a major urban concentration, but is strongly affected in its territorial development by the dynamics deriving from the centrality of the capital, which benefits from an independent legislative and administrative framework.

From an international point of view, they have become a joint region in spite of their political independence. In Germany, plans drawn up among two or more states have to be approved by the Federal parliament. For Berlin and Brandenburg there is a derogation that allows the two states to adopt plans jointly through bilateral agreements.

In the 90s the two states negotiated for a fusion. To have one government is cheaper than having two in two relatively poor states. The project in 1996 was to fuse the two governments into one by year 1999, with the parliament situated in Potsdam, which is 25 times smaller than Berlin. The mayor of Berlin would have become only a city mayor and not a state president. In 1996 a referendum for the fuse brought about a positive response in Berlin, but a negative one in Brandenburg. The divergent political orientation of the two governments created some reluctance to finalize the operation, as it would have meant a smaller number of political seats being available.

In 1996 the **Joint Spatial Planning Department** was established with an agenda of institutionalised co-operation which is unique in its extent in the Federal republic. It is both part of the Berlin

JOINT PLANNING
DEPARTMENT
Berlin/Brandenburg
gl.berlin-brandenburg.de/ueber/index.en.html

Berlin 9th June 2010

Herr Raeder GL 1.5

Frau Kathrin Schneider - President of the department

Gemeinsame Landesplanungsabteilung der Länder Berlin und Brandenburg

Senate Administration for Urban Development as well as of the Brandenburg Ministry for Infrastructure and Regional Planning. Its planning region includes the entire regions of both Federal States. With the overall concept of the "Capital Region of Berlin-Brandenburg" and the thus derived State Development Programme (LEPro 2007) and the State Development Plan (LEP B-B), state planning is involved in performing the concept of "strengthening strengths". The demographic change, which affected especially the Brandenburg areas of shrinkage, requires protection and reorganisation of the services for the public. The Joint planning identifies urban centralities in the territory that will be able to fulfil the duties of providing public services also in the future and with a decreasing number of inhabitants. State planning determines the guidelines for an economical way of dealing with spaces and concentrates the settlement development on certain spaces. It stipulates the principle of internal development ahead of external development and guarantees high-quality open spaces for a system of public spaces.

The Joint Spatial Planning Department has a dual leadership and six units. The cooperative management consists of the head of the department – this post is held by the Brandenburg Department – and the permanent deputy of the head of the department – held by the Berlin Department. The staff members of the Joint State Planning Department remain,

however, employees of the delegating state administrative units. The department has 30 employees – 18 paid by Brandenburg and 12 by Berlin. Material costs are shared 50% by the two states. There are two directors, who have to agree on decisions.

The **duties of the department** are as follows:

- 1 State development programme and state development plans, structural concepts
- 2 Approval of regional plans
- 3 Brown coal and rehabilitation plans
- 4 Guaranteeing regional development
- 5 Coordination with neighbouring countries
- 6 Spatial monitoring: cadastre for regional planning (DiROK), planning information system (PLIS)
- 7 Regional Development Report
- 8 Regional Development
- 9 Participation in EU-Interreg projects

The responsibility of territorial planning in Germany falls under the remit of the 16 Länder (Federal States), while the competences of the Federal Governments are minimal. Twice a year the sixteen *Bundesminister* for spatial planning meet with the Prime Minister, whose presence is formal without decisional power. The *Bundesministerium* has four assignments: transport, housing and urban development, with the fourth being spatial planning. Within transportation, the minister has competences and financing projects such as planning stations, airport, highways, and federal

roads. In terms of infrastructure it is quite hard to reach a consensus among the states and the relative Municipalities.

States and Municipalities enjoy full autonomy, with only two limitations related to the work of the Joint Spatial Planning Department:

- 1) Information and coordination with other Municipalities is a precondition for respecting the guidelines of the joint spatial planning;
 - 2) Municipalities must see the aims of their local plans conform to the general principle of the territorial planning.
- Once the principles of the Joint Spatial Planning Department have been made public, Municipalities have some time to present critiques and comments on new projects. After this round, the two Bundesregierung meet again to evaluate the conformity with the general principles and approve projects. When the two Bundesregierung agree on the plans, both refer them to their parliaments for the approval. At this point, plans have factual validity at all levels.

QUESTIONS

Here are reported additional questions posed by the delegation to the presentation of the activities of the Joint Spatial Planning Department. Some of them are not relative to the competencies of the Joint Spatial Planning Department; nevertheless they are reported here as additional insights into the issues of managing joint planning and service provision in the capital region of Germany.

Head of department	
Permanent deputy of the head of department	
GL 1 law and organisation subjects	GL 4 land development and structural policy
GL 2 european spatial development	GL 5 implementation of spatial plans northern region
GL 3 state development programme and plans, approval of regional plans	GL 6 implementation of spatial plans southern region, brown coal

Transports. In Berlin no highways have been built for 55 years. In principle, it is recognized that new streets are going to create additional and unwanted traffic instead of reducing it, and there are major debates on environmental protection. Public transportation in the Berlin urban area works efficiently. In Brandenburg the creation of a new infrastructural network is more promoted than in the Berlin urban area, due to the fragmentation of the settlements in the vast territory: it is believed that a better infrastructure can counteract the isolation and the tendency of shrinkage of many Municipalities in the area.

Construction of the new

Berlin/Brandenburg Airport: A main responsibility of the Joint Spatial Planning Department is the development of the new Schoenefeld Airport. A private society is managing the airport, but it is the property of the two states and the Federal State. By law it should be private, but no investor has been found to buy it.

Waste management: The organisation of waste collection (as well as water) depends on the Ministry of Environment. The planning is at level of *Land*; the realisation is by private enterprise, which is granted a concession from the *Kreise*. The regeneration of old plants is financed by the Federal State, but all new installations are financed by private investments, on concession given by the *Kreise*. In Berlin there is concurrence among different enterprises that manage different branches of waste collection.

Today there is a lot of resistance from the local population about waste treatment, and it is almost impossible to locate new plants in the territory. Despite that, Germany has a huge transportation capacity to dislocate the waste throughout the country. In the past, the city of Berlin transported its waste to the DDR territories, in exchange for "good German Marks". These huge waste repositories have been renovated and upgraded and today they receive the entire waste production of Berlin, which by the way was significantly reduced due to the improvement

of differentiated collection and recycling.

Water. Almost 150 year ago Berlin was the most advanced city in the world for water management, whose infrastructure is still well functioning. In Brandenburg the situation is quite different, as decent plants for the treatment of water were lacking. After the 90s, strong environmentalist measures were drawn up by the Environment Ministry which prescribed having a plant in every village and small town, which gave rise to an unreasonable rush to provide all Municipalities with their own facilities. In the end, an excessive number of plants was realised by Municipalities lacking in the required expertise and costs rose dramatically.



The scope of the meeting is to know the DIFU how it operates in providing consulting and research support to the Municipalities; which are its main activities and eventually, explore the possibility of establishing strategic alliances with Brazilian institutions.

DIFU has been created 30 years ago with the initiative of the Association of German Municipalities to stimulate urban planning and urban programs. It is an independent non-profit organisation, formally a GmbH, which has as sole stakeholder the Association of Municipal Sciences. DIFU is based in Berlin, and operates throughout the whole German territory, as well as in the context of international cooperation. It is supported by voluntary contributions of more than 100 German cities, and partially financed by the Ministry of Urban Development and by the City-State of Berlin. Another source of income is the sale of research and study publications. The advisory board includes internal administration members as well as researchers from other collaborating institutes. DIFU collaborates with a great variety of institutions in Germany and Europe, developing practical cooperation on projects.

The aim of DIFU is to improve the operative knowledge about German cities, developing a strict collaboration with the administrations. DIFU develops research connected with practice, consulting, moderating collaboration of local administrators, and publication of the results. The main themes developed by DIFU are urban development, social politics, environment and mobility. Among the services provided, DIFU organises training for administrators and civil servants, as well as internet and intranet services and publications. The quality of the Institute comes from the wide interdisciplinary approach: among the circa 100 researchers working in the institute there are geographers, economists, planners, sociologists, engineers, and jurists. A particular focus is on participation, including institutionalised processes and relative legislation. Participation culture is very well developed in Germany, but apart from the institutionalised process, the existence of many informal processes is very important. The Institute has a prominent public role, and all the studies and publications, even if centred on specific urban contexts, are destined to contribute to the general benefit of German cities.

DIFU

<http://www.staedtekranz.de>

Berlin 10th June 2010

Dr. Busso Grabow, Chief of
Department of Economy,
Employment and Finance



This meeting was scheduled after the request of cancellation of the visit to the IBA Saxon Anhalt by the delegation as suggested in the preliminary report, due to logistic reasons. The encounter with the Staedtekrantz allows the knowledge of a particular case of IMC which is managed by a private company. This IMC involves the Municipalities constituting the ring around Berlin. The visit allowed to know more about this experience of public/private inter-municipal cooperation, its operational, organisational structure, funding mechanisms, controls, and social participation, benefits and challenges, services and legal framework.

Staedtekrantz is a particular form of multi-purpose municipal cooperation: the Municipalities of the Brandenburg areas chose to have their coordination managed by a private consulting enterprise, based in Switzerland, with tasks in urban integrated development, urban planning and management. The company called Ernst Basler + Partner GmbH also provides consulting on demographic shrinking for the Ministry of Economy. In the case of Staedtekrantz Berlin-Brandenburg, the company is in charge of planning coordination of a region affected by the urban dynamic of the city of Berlin, providing strategic development for the neighbouring Municipalities.

The territory covered is somewhat crown-shaped (*Kranz*) around Berlin and includes 7 cities of between 100,000 to 13,000 inhabitants, all suffering from demographic shrinkage. The company works all along the lines provided by new structural policies of the Brandenburg and Berlin Government. The German Federal States of Brandenburg and Berlin decided to pursue a strategy of polycentric development which first manifested itself in the mid-1990s with the adoption of the spatial-planning concept of "decentralized concentration". A new joint concept for the Berlin-Brandenburg region was adopted by the state governments of Berlin and Brandenburg in August 2006 which left behind an equalisation-based approach but continued to focus on polycentric state development. Based on the motto of "strengthening the strengths", the aim is to continue to bundle positive forces and concentrate resources in locations where they will achieve the maximum effect.

STAEDTEKRANZ

<http://www.staedtekrantz.de>

Berlin 9th June 2010

Herr Gerard Zahn

Based on the "Masterplan for Strong Cities", state development focuses more than before on the spatially significant cities in the Federal State of Brandenburg.

According to the draft Landesentwicklungsplan Berlin-Brandenburg/LEP B-B (Berlin-Brandenburg Regional State Development Plan), which has been available since August 2007, "all of the cities in the Berlin-Brandenburg Städtekrantz are classified as major or medium-sized regional centres". The member cities of the Berlin-Brandenburg Städtekrantz see this policy as affirming and reinforcing the significance of their role in the development of the capital city region Berlin-Brandenburg. Their inter-municipal cooperation should contribute, therefore, to the further optimisation of urban development policy and consolidation of the position of the cities in the Federal State for their regions. The main objectives of this IMC are:

- Strategic planning and design of urban policy to adapt to decreasing and aging population ;
- Future-oriented establishment of relations between urban and hinterland Municipalities for the creation of attractive and high-performance urban regions;
- Utilisation of the inter-municipal cooperation to position the cities in the context of regional competition on the European scale.

Staedtekrantz Berlin-Brandenburg is promoted by the Ministry of



In the first years the Staedtekrantz benefitted from a start-up grant from the State government. From 2000 the activity has been totally financed by the member Municipalities, which contribute on the basis of the number of inhabitants. The funding is used to finance the work of the office, as well to finance some projects, but those are generally financed through grants and funds coming from other sources

Since the beginning some difficulties have arisen from the fact that there is no specific legal status in Germany for the Association of Municipalities for general purposes, but rather for specific projects. This is solved here with a rotation, with every mayor / city taking the formal responsibility for the contract every year, and all the legal agreements are taken between the Agency and the single municipality. In any case, no official legal body created from the IMC exists, as it is all based on agreement protocols.

Portugal is a unitary State composed of Regions Districts, Parishes and municipalities.

Though the Portuguese constitution includes a regional level, proper regions have not been created yet with the exception of the two autonomous regions, the islands of Açores and Madeira. These two regions have a legislative assembly elected by universal suffrage, a regional government headed by the region's president, and a minister of the Republic. The minister is the national government's representative in the region, has the right of veto concerning decrees of the assembly, and appoints the president of the regional government.

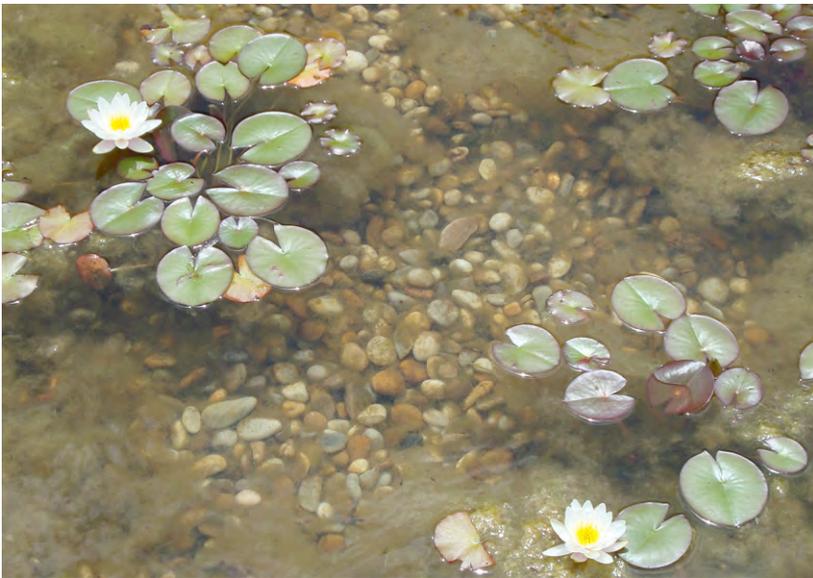
At Intermediary level there are 18 districts (*divisão distrital*). The civil governor (*governador civil*) heads the district. (S)he is nominated by the central government. The governor represents the government in the district; her/his competences are delegated by the Home Affairs minister. At local level Portugal counts 4260 parishes (*freguesias*) and 308 municipalities (*municípios*).

Alongside the municipalities and the parishes, the Portuguese local administration has other forms of organisation also important for the process of development: Intermunicipal communities with general goals, Associations of Municipalities with specific goals, big metropolitan areas, urban communities. The forms of IMC in Portugal are mostly stimulated "top down" both to access national funding as well as to have projects financed by the EU Cohesion Fund.

The laws that shaped these forms of collective cooperation among authorities are the Law n. 10/2003, Law n. 11/2003 and the most recent Law n. 45/2008 that revoked the last two.

For the time available for the Study visit in Portugal, three types of meetings have been foreseen: with the municipal association Associação Nacional de Municípios Portugueses (ANMP), with the research centre CES Center of Social Studies in Coimbra, and with a case study of IMC for waste treatment in Oporto region, previously selected in the preliminary report.

For logistic reasons both the meetings with ANMP and CES could not take place and the whole visit to Portugal has been dedicated to explore in depth the case study of LIPOR which actually represented a best practice for the Brazilian delegation due to the capacity of developing integrated policies related to waste treatment and sustainable development.



CASE STUDIES

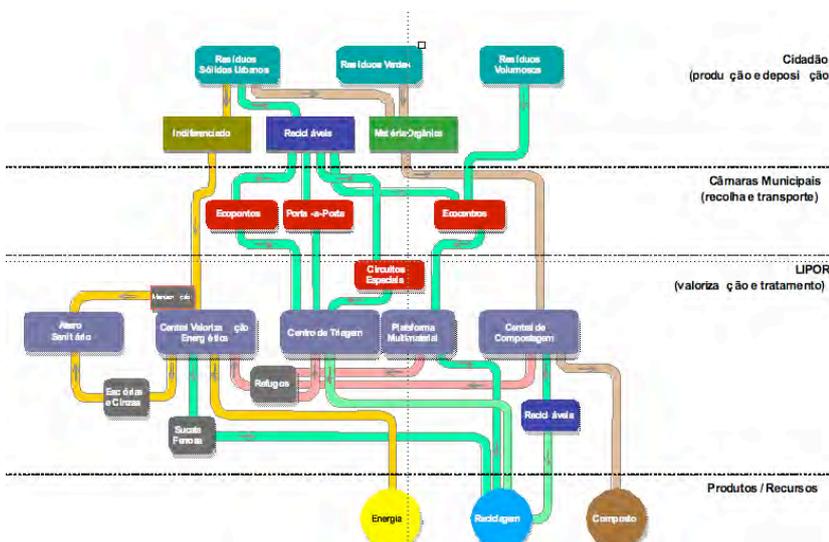
The aim of the visit to LIPOR is knowing the experience of a local consortium created on the specific task of waste management, its operational, organisational structure, funding mechanisms, controls, and social participation, benefits and challenges, services, legal framework.

LIPOR

www.lipor.pt/

LIPOR – Intermunicipal Waste Management Service of Greater Porto – is the entity responsible for management, recovery and treatment of municipal solid waste produced by the eight Municipalities of Espinho, Gondomar, Maia, Matosinhos, Porto, Póvoa de Varzim, and Valongo Vila do Conde. The consortium covers an area of 648 sq. km, 1% of Portugal, and serves a population of circa 1,000,000 inhabitants – 10% of the county's total. Formed as a Municipal Association in 1982, Lipor has been implementing integrated waste management, restoring, expanding and building infrastructure, complemented by awareness campaigns among the population. LIPOR promotes a high level of integration in its activity, covering the whole range of tasks and roles which are required in order to produce an effective and sustainable process of waste management, from differentiation and technical treatment to energetic valorisation to recycling, re-use and prevention. This allows LIPOR to manage a complex operational chain and to pursue a high level of differentiation of the treated waste.

Oporto 31st May
2010



Following the orientations and legislations of European Community, as well as the Portuguese national legislation PERSU II, the LIPOR consortium produces a strategic plan for the waste management of its territory, adopting the specific framework normative with regard to:

- Definition of a hierarchy for the management of waste
- Distinction between waste and by-products, clarifying concepts;
- Obligation to perform Prevention Programmes

restaurants, gardening etc.

Disposal is done through several solutions.

- A centre for organic valorisation processing 60,000 tons of organic waste every year, producing about 20,000 tons of compost responding to the higher quality standards.
- A platform for the management of recyclable materials

related to valorisation and recycling of waste.

- *Horta de Formiga* is a project aimed at raise awareness about the compost circuit through the management of allotment gardens and the promotion of organic farming
- *Horta a Porta* is a project of vegetable gardens managed in collaboration with the local Municipalities, providing land available to the



and their integration within the Strategic Plans (In 2014 prevention objectives will be established at European level);

- Selective collection, standard and specific treatment for compost;
- Efficiency of incineration;
- Polluter-payer principle.

- A plant for energetic valorisation, with a capacity of 1000 tons/day producing about 25Mwh, sufficient to meet the needs of nearly 150,000 inhabitants.
- The embankment of inert residue is made in a specifically treated waterproof site, responding to the most advanced treatment measures.

citizens to farm organically. Currently 13 gardens, with more than 400 allotments and 1900 single subscribers are active.

- Gardens in the school, promoting environmental education.

The aspect of communication and building awareness of the population is essential. Information hotlines, information offices to interface to the public, public campaigns are highly developed.

LIPOR has a highly differentiated line of processing for the waste management, starting from a capillary network of infrastructures for the collection, including:

- 3325 Eco points
- 420 Beach Eco points
- 21 Eco centres
- A selection plant for the differentiation of waste
- A door-to-door collection program affecting 52.000 inhabitants
- Special circuits, i.e. dedicated circuits of collection for organic waste coming from

The technical activity of the consortium is integrated with a variety of initiatives aimed at social inclusion, employment and environmental education, and completed with a great deal of dissemination initiatives, programmes and protocols promoting participated and sustainable development of the area of Porto. Among them:

- *Integra* is a project of social economy aimed at promoting employment of long time unemployed and disadvantaged categories in activities

The convincing aspects of the LIPOR experience is the capacity to develop a fully integrated approach to respond to a specific aim, producing in parallel a strategic visioning process open to the wide population. The action of the IMC is not focused here on a specific service or technical feature nor on the simple coordination of different stakeholders, but on creating a shared vision and public awareness necessary to the development of a strategic programme.

Evaluation

The most important outcome of the participants' feedback is the statement of the success of the mission: the Study Tour has been seen as very a positive experience, and a valuable occasion for challenging their personal expertise and knowledge with new realities and experiences in Europe. The "hands on" practices through the study visited – as evaluated by the participants – succeeded in convincing the applicability and feasibility of certain principles and ideas especially for the most innovative IMC case studies. In particular, some participants affirmed that this study visit reinforced their sense of accountability as administrators of the public good: "In Brazil contrary to many EU countries visited, which have been badly hit by the financial crisis, we have better chances and more public responsibilities to experiment with new integrative and sustainable policies without great pressure".¹ As a result, the sharing of the participants' IMC experiences functioned as a stimulus to improve and sustain similar experiences at home and to develop a proactive attitude to test in practice municipal cooperation in the name of sustainable urban and territorial development. Overall, the study visit fulfilled the preliminary objectives of both enriching the comprehension of IMC practices and legislative structures in four selected countries, and in setting the basis for testing pilot projects in Brazil supported by the cooperation with the contacted institutions, associations and research centres.

During the two-week visit, at the end of each week, the members of the delegation were invited to share the outcomes of the visit at a round table. The facilitation of the exchange was structured around simple questions, which led the analysis of the lessons, the potential pitfall and risks of the case studies presented during the visits. Eventually, the members were asked to reflect on the suggestions given by the Study Visit with respect to the Brazilian context. This last part included the questions about the strategies to be undertaken for disseminating the knowledge acquired to a wider audience and stakeholders, the relation to the European IMC practices and the pilot projects developed under the PBM, and the feedback about the visit programme that could be taken into account for similar experiences¹.

Added values of the Study Tour and Notes for future initiatives

Firstly, what emerged are added values concerning the organisation of the Study Tour, which can be identified in the collective and shared learning.

The participants of the Delegation taking part in the Study Tour have different backgrounds (engineering, fiscal and law studies, economy, sociology, environment etc.), and cover different positions and roles in the Brazilian administrative system. They work at local government level as mayor or councillor who are beneficiaries of the Project Brazil Municípios, and at the national government level which included legislators of the Brazilian Law on public consortium and their fiscal management, and the coordinators of the Project Brazil Municípios. In addition, the delegation included the presence of representatives of nation-wide municipal associations, the National Savings Bank (CEF Caixa Economica Federal) and the IDB. Considering the simple structure of the delegation, the first achievement of this Study Tour is bringing together experts and policy makers who rarely get any chances to have close exchanges and dialogues outside their sectorial offices and duties. As a matter of fact this heterogeneity of participants – whose multifaceted experiences and interests in IMC – created an amazing range of opportunities and perspectives to explore the theme of municipal cooperation. Throughout the Study Tour the participants were constantly solicited in developing mutual listening during the site visits and during the moments of group reflections. This enhanced the capacity of better understanding both the concerns of central government as well as the ones of the local governments much closer to the concerns of the citizens. The capacity to engage in common reflections by the end of each country visit is also thanks to a good and cooperative atmosphere in the group. Every participant had space and time to explore their concerns and the specificities of their interests during the site visits in relation to their work at home.

Secondly, The structure of the meetings including public administration, research centres and practices-based IMC, demonstrated that the co-presence of policy makers, researchers and people directly working in an IMC can offer a

wider and more in-depth understanding of the issues regarding municipal cooperation;

Thirdly, the advantages of this type of Study is to explore the features of municipal cooperation, considering outcomes, pitfalls and impacts in the different contexts visited, and to withdraw lessons useful to the demands of the Brazilian realities. For this reasons, every meeting with the host institutions was prearranged in advance in terms of time and content together with the Brazilian delegation in order to test the relevance of the case study.

Fourthly, the possibility to establish to establish bridges for exchanges between Brazil and the European countries visited for further collaboration, created a basis for the development of the IMC pilot projects in the frame of the Project Brazil Municipium, with the potential

Lessons

As result of the Study Tour, some lessons can be withdrawn in order to highlight those elements, which represent a learning opportunity for the delegation. The following points deal with the legislative aspects of the IMC in the countries visited, the typologies of IMC and the purposes of the municipal associations, which better relate to pilot projects of PBM. They are summarized as some reflections, which results both from feedback and considerations raised during the site visits:

1. The diversity of case studies and the flexibility of legislative framework for consortia is an added value;
2. The condition for creation of IMC depends from internal and external factors;
3. The legislative framework is only one basis of IMC creation;
4. "Why cooperate?" Is a necessary question to start and to value an IMC;
5. The construction of a cooperative mentality require time and short- and long-term strategic planning, and

6. Skilled human resources for the empowerment of the Municipalities;
7. Public participation and participated evaluation with citizens needs to be improved;
8. Best practices employing integrative sustainable public policies, which have environmental, social and economic aspects, are feasible;
9. The employment of ICT for territorial collaboration is an advantage especially for small Municipalities in remote areas;
10. Innovative tools of representation and mapping help the knowledge base of the territories and relative Municipalities;
11. Networking among Municipalities and exchange of experiences enhances the mutual learning opportunities about IMC.

1. The diversity of case studies and the flexibility of legislative framework for consortia is an added value;

A key point in the analysis of the group regarding the case studies and the meetings held during the mission concerns the great diversity of IMC solutions and legislative structures, the high number of small Municipalities (e.g., Italy and Spain) and administrative tiers of government in the EU that could allow the formation of an overwhelming variety of IMC forms and typologies. In particular, it is clear that the experiences of the visited cities and regions are very bounded to the traditions and the political history of the country itself. Therefore, the comparison with Brazil and EU countries was not considered as a direct advantage, due to political, social and historical differences, which exist even in those cases in which similarities may be highlighted in the legislative structure e.g. of Brazil and Germany for their federal structure. Moreover, the presence of the European

Union is strongly influencing the way in which new forms of cooperation among local government can be structured¹. This diversity of conditions for the development of IMC in Europe brought to the reflection of what that could mean for the Brazilian situation. Brazil is a large and relatively young country, and the Municipalities are rarely of a size comparable to the European ones. Nevertheless, the Brazilian Federal States have considerably different needs, economic, social and environmental characteristics that cannot be treated in the same manner. Therefore, some participants considered that possibly the Brazilian national legislative framework for IMC would not require additional structures, but would rather benefit from regulations flexible enough to allow consortia to adapt to the different contexts of the Brazilian Federal States. This could be in regard to both the creation of new IMC as well as the support for some existing cooperation in collaboration with the public sector.

2. The condition for creation of IMC depends from internal and external factors;

The conditions for creation of IMC cannot only depend on the national, regional, and local framework, but could be influenced by external factors. The financial crisis has been touched on by many spokespersons that were encountered during the visits. This global crisis is an uneven phenomenon which imposed on some countries the opening of new perspectives in terms of reorganisation of the local administrative structures (e.g., Italy). This is a concern which cannot be fully understood by comparing the Brazilian reality in which the wave of the global economic crisis did not dramatically hit the conditions of the municipal budgeting in the provision of services.

3. The legislative framework is

only one basis of IMC creation;

The legislation for the creation of IMC is one basis, which is not technically self-sufficient for the success of a municipal cooperation. IMC can be public ruled from central government (e.g., Kreise, in Germany), by the regional government (E.g., region of Tuscany) or voluntary based (e.g., Mancomunidad, ES), and allows the creation of hybrid forms of PPP (e.g., the case studies visited in Germany and Spain). But those models *per se* cannot be more accountable than others if not confronted with the local needs and contextual conditions. Moreover the novelty of certain legislative instruments may require some time to be absorbed and consolidated in the policy-making processes. The risk is to rush for applicability of a certain legislative model or instrument for the creation of IMC in a reality that is not prepared to manage it.

4. "Why cooperate?" is a necessary question to start with and for assessing an IMC;

Why is a cooperation needed? Who is benefitting from it and how? An IMC cannot also necessarily be the right solution in democratic terms for all territorial management and cooperation among Municipalities. Moreover, the economies of scale, dimension and scope may not sort out the same effects in similar contexts (cfr. Germa Bel's lessons). The drive towards reforming the status quo forcing the creation of IMC may not necessarily be an appropriate achievement.

5. The construction of a cooperative mentality require time and short- and long-term strategic planning

The conjuncture strategic planning - time available to achieve results in municipal cooperation, is crucial in the effectiveness of an IMC. Although legal and monetary incentives, as well the

perspective of achieving economies of scale, dimension, and scope may encourage its creation, it is through appropriate methodologies of strategic planning and integration of policies that over time a mentality of mutual collaboration among institutions can be developed, beyond a stronghold of provincialism (e.g., the case of Regione Toscana, succeeded in obtaining some good cases of self-sustainable forms of municipal cooperation, by supporting the bottom-up development of IMC, through a series of passages, marked by evaluation, incentives, technical and financial supports by the Region that allowed the Municipalities to get acquainted with a new way of working in collaboration).

6. Skilled human resources for the empowerment of the Municipalities

The actual realisation of IMC in practice requires some shared precondition such as transparent short- and long-term strategic planning with the involvement of the local stakeholders. This is possible through the empowerment of the Municipalities, which should have appropriate human and financial resources, and, last but not least, skills and training in the management of the IMC. These characteristics have been highlighted transversally by all case studies encountered.

7. Public participation and participated evaluation with citizens needs to be improved;

Public participation of citizens in the strategies of IMC remain an issue of democracy for most IMC. Public participation is almost absent in most cases except a few practices where citizens have a relative participation in specific projects, such as in LIPOR, Alba-Ter, and in the intentions of the participatory planning law in Tuscany. The LIPOR and Alba-Ter have citizens' participation as a fundamental part of their structural programme and make use of different

participatory practices and methodologies in specific projects promoted in the frame of the IMC. The Law in RT, in particular stresses the importance of taking into account many different forms of interaction, from the most institutional forms of governance to the spontaneous forms of resistance and conflicts, focusing on the interplay among all those. The key point of the Tuscan law is its inclusiveness in granting the possibility also to informal groups of citizens to apply for public support to start participative processes regarding local issues and planning.

As well, the official evaluation of the IMC's impacts in the territories should be accompanied by participated appraisal with citizens. In all the analysed cases of public/public IMC there is mostly official evaluation especially in terms of budget (Spain). In other cases the evaluation is performed through level of integration of public policies (Italy) associated with incentives by the regional level. In a few cases evaluation of the success of IMC comes from international acknowledgement through the participation in International European exchange programmes (Alba-Ter and LIPOR).

8. Best practice in integrative sustainable public policies, which have environmental, social and economic aspects are feasible;

Both single-purpose and multi-purpose IMC can have remarkable impacts beyond the specific goals tackled by the Association of Municipalities. The impact is maximized whenever the IMC scopes are meant to achieve a comprehensive sustainable development of their territory. In this sense, those case studies, which thrive on a combination of different sectorial aims into integrated policies can represent a potential best practice. In this sense, the case

of LIPOR and Alba-Ter are stories of success such as, e.g., the latter under the frame of the redevelopment of a river basin launches different interdependent activities like the protection of nature, development of tourism and local economy, redevelopment of abandoned site as cultural heritage, education et al. respecting and valuing local resources for the present and future generation.

9. The employment of ICT for territorial collaboration is an advantage

The fast development of Information Communication Technologies provides an important set of networking tools available to local administration in order to coordinate, share resources and improve the accessibility of services and know-how. The case of Localret in this sense is one of the most innovative examples of taking advantage of ICT to create an efficient network of municipal services and support in the whole region of Cataluna. This experience is particularly relevant in the face of the Brazilian context for the potential of bringing into a network and offering support to remote and poor areas.

10. Innovative tools of representation and mapping

Further lessons coming from the Tuscan case, as well as the Alba-Ter, regard the importance of innovative tools of representation and geographical information systems as a powerful basis to develop a cooperative territorial governance culture. In the first case, the territorial school has been developing innovative maps of the territorial patrimony, giving a strong attention to the necessity of identifying territorial patrimony through shared processes of recognition of local values. The example of Alba-Ter is that of a successful IMC which has been developed as an integrated and multi-purpose process starting from the initial project

of building a common geographical information system for the area of the Rivers Ter and Alba. Similarly, the case of Praco della Piana in Tuscany shows the relevance of a widely shared visioning project for the territory, involving the citizenship at large in defining a territorial identity as a precondition to the specific application of institutional policy.

11. Networking among Municipalities and exchange of experiences enhances the mutual learning opportunities about IMC;

ICT are a fundamental support also to the diffusion of a cooperative praxis among Municipalities through networking practices enhancing exchange of experiences of territorial government. It is the case of *Experiencia*, a project promoted by the UIM. It is a web portal dedicated to the exchange of experiences among directives and technicians of Municipalities of the involved countries, connecting local administrations to share transferable practices. *Experiencia* is organised in several thematic areas, as agriculture and agricultural industry, urban planning and housing, territorial and strategic planning, environment, tourism, promotion of local economy, provision of social services, citizens' participation, urban security, information society and innovation, institutional empowerment. With a similar goal, among countries part of the European Community is the URBACT network, which supports different European exchange and learning programmes promoting sustainable urban development. URBACT enables the formation of thematic networks or working groups of cities. The Municipalities involved work together with managing and groups of citizens and relevant stakeholders at city level called Local Support Groups. The URBACT programme is co-

funded by the ERDF (European Regional Development Fund), and supports the development of pragmatic solutions that are sustainable, integrating economic, social and environmental dimensions, while helping cities to share good practices and lessons learned with all professionals involved in urban policy throughout Europe. The results of URBACT are disseminated and capitalized in order to involve all those policy makers, researchers and active citizenships that did not directly take part in the URBACT projects. The networks and working groups participating in the URBACT projects are encouraged to exchange their activities and results within 9 thematic clusters in order to capitalize on their results and disseminate them through articles, websites, newsletters and related thematic events such as conferences summer schools and other initiatives.

Networking

Beyond the scope of knowing IMC experiences in Europe, the Study Visit serves the purposes of establishing contacts with some institutions whose commitments and work could represent a support for the advancement of the Project Brazil Municipium (PBM). At home, the PBM sustains the creation of cooperation of Municipalities around specific themes considered strategic at local level in the area of solid waste treatment, ICT (especially for the most remote settlements in the country), management of natural resources, and urban planning. Due to these thematic focuses pursued by the beneficiaries of PBM, some practices presented during the Study Visit stimulated the request of further exchanges among Brazilian/European Institutions. This happens in particular for some case studies whose type of work has been considered innovative and relevant by the delegation according to the Brazilian reality such as Local Ret, Alba-Ter consortium, and LIPOR et al. In particular the executive director of the Consórcio LocalRet has been invited directly by the Ministries of Planning and to present to a wider

audience in Brazil the experience of this consortium and its achievements in establishing the broad band network, and the use of free software for public administrations in the region of Catalonia. On the other hand, experiences such as that of URBACT, touched the interest of the majority of delegation members for the exchange and learning methodology put in practice by the European programme. In more detail, the FNP in collaboration with the National Savings Bank and the relevant ministries are developing the Observatory of Public Consortia and Federalism which foresees the exchange of practices among local governments. In this sense, URBACT is a tested model for managing mutual learning among city administrations based on territorial and urban planning experiences of more than 700 cities over Europe. The subjects URBACT is dealing with have also been considered as strategically relevant especially for those challenges undertaken by Brazilian cities such as the sustainable urban regeneration of urban peripheries in metropolitan areas, a theme covered by the network NeT-Topic presented during the Study Visit. Further exchanges with URBACT programme may be planned for the near future.

Waste treatment is a common theme that is transversally motivating the establishment of new municipal cooperation in Brazil, since waste management is perceived as a central issue both in the growing urban areas as well as in those territories where poor settlements are in remote geographical locations and proper infrastructures are absent. For this reason those IMC practices visited in Europe that dealt with the issue of solid waste treatment in an innovative way have a great potential for establishing future networking with Brazil and especially with those IMC pilot projects in PBM, e.g., the territory concerning the Municipality of Aracaju. More than others, the Serviço Intermunicipal de Gestão de Resíduos Sólidos da Grande Porto (LIPOR) has been considered as best practices: it has succeeded in creating a low impact of waste management in the environment with low consumption of natural

resources, breaking down the costs of waste treatment for the area of Oporto while undertaking a series of actions, which overcome the single purpose of the IMC. Ad-hoc projects related to waste management concentrate on education and changing behaviour with the participation of the inhabitants regarding the reduction of consumption and waste production.

In other cases, the relations among some institutions had their basis already established thanks to previous collaborative projects between Brazil and the visited country. Also under these circumstances, the Study Visit offered an occasion to officialise them in the frame of the PBM. This concerns above all the largest Brazilian association of mayors in the FNP and the Unione Ibero-Americana Municipalistas (UIM), which signed an agreement between the two institutions in Granada. The agreement will function as the basis for bilateral cooperation and initiatives which will benefit from the knowledge and the network in South America of the UIM.

The meetings with the think-tank institutions raised a different potential for networking. The University of Florence is already working with the international urban planning department of projects regarding the regeneration of deprived urban areas in the State of Bahia and it is open to future collaboration with local institutions and other Municipalities willing to deal with this topic. But also research centres and institutions such as DIFU in Germany and the Politecnico of Barcelona for the economic and territorial studies can represent a bridge for further consulting or research and studies on detailed aspects of IMC which can support a mutual learning with Brazil and their respective countries. At last, although some practices encountered during the Study Visit did not produce on site a direct agreement or concrete occasion for further exchanges with related project in Brazil, it is still advisable to reflect on the experiences in organising effective strategic, integrated and participated co-planning with institutions, associations and local citizens as in the case of Alba-Ter consortium for

the economic, environmental and social redevelopment of a vast rural territory and in the territorial and urban administrations legislative structure adopted by the Tuscany Region based on the subsidiary principles.

Pitfalls and next steps

Considering the success of the mission, the format of this Study Tour is recommended in the future for comparable initiatives. From the recent experience, both methodology in the organisation and in carrying out the Study Tour have been suiting the initial purposes, nevertheless there are some limits whose analysis can serve for learning.

Preparation phase

Besides the drafting of a preparatory report with a series of cases studies and a theoretical overview of IMC in Europe, the preparation of the programme for the Study mission initially foresaw a workshop with the members of the Brazilian delegation. Unfortunately, the workshop could not take place due to logistical reasons encountered by the organisers in Brazil. The function of this workshop is a pre-assessment of participants' interests, backgrounds and expectations, in order to tailor the selection of case studies and the Study Tour accordingly, in order to maximize the potential outcomes.

Logistics and meetings structure

The logistic of the meetings with the host institutions have been organised in advance partly through direct contacts with the institutions in accordance with the Brazilian delegation based on the case studies in the preparatory report, and partly in accordance with the AECID and Brazilian delegation without any reference to the Preliminary report.

From the experience of the study visit there are at least three aspects that should be taken into consideration for future visits, such as a) the amount of meetings and its balance; b) the language issue; c) the facilitation of the meetings.

a) Balance.

The Study Tour was well structured around four main types of meeting for each country (institutions, municipal associations, case

studies and research centres) but the agenda was dense and imposed a quite intense working pace especially in terms of travel from one city to the other. Therefore, a Study Tour would possibly benefit from a reduced number of meetings.

b) Language.

The meetings should be organised with translators, who can deal with the technical words of the topics presented. Despite this perhaps sounding like an obvious and banal consideration, as a matter of fact this Study Tour in a few cases met different issues, which actually spoiled the potential of comprehension of the arguments discussed.

c) Facilitation.

In this Study Tour, facilitation and meeting mediation was not an explicit requirement of the delegation. Nevertheless, each meeting would benefit from appropriate facilitation techniques in order to take the best out of the exchange in order to better channel the questions and reflections of the group in a structured manner.

Delegation

The formation of the Brazilian delegation was the responsibility of the coordination of PBM. The participants have considered its heterogeneity a character of success. Nevertheless, their feedback highlighted the lack of presence of the Federal Government in the group: *"It is impossible to think that a big Municipality or a group of Municipalities can deal by themselves with IMC without a relation with the Federal Government"*. For this reason, it could be useful to consider the involvement of representatives from the three tiers of government in the future for Study Visits with similar purposes. In addition, according to the goals of the Study Tour, it would be a plus the presence of representatives from the civil society to enrich the potential impacts of these types of initiatives.

Dissemination and capitalization

The dissemination and capitalization of the learning opportunities offered by the tour, is part of the scope of the mission. The feedback from the study

should therefore trigger some activities and initiatives in the region in which the pilot projects of PBM are located, possibly involving the cities, which did not take part in the tour, and the civil society. Content, methodologies, strategies and techniques should be considered according to the contexts.

Training of employees and human resources in the administrative districts supposed to be dealt with by IMC, should be part of the agenda of the PBM Pilot projects. Training and advancement of IMC could benefit from exchanges of practices among Municipalities into networking programmes and thematic forums deepening specific topics, referring also to some of the best case studies examined here.

In parallel, Municipalities could benefit from launching schemes and proposals to get to know in more depth the realities of their vast territories, favouring when possible a bottom-up approach involving the civil society at large in order to reinforce those IMC-compatible activities and municipal cooperative initiatives which are already prospering. In this sense the IMC observatory project with the Caixa can offer useful insights.

Moreover, the integration of existing national programmes that are tackling the urban and territorial dimensions such as PAC and CIUDADANIA, could be considered in the framework of the PBM in support to IMC creation. The dissemination and capitalization strategies are proposals considered in the frame of the mission, but the coordination of activities and the next steps are in the hands of the national institutions responsible for the advancement of the Project Brazil Municipium.