



Città  
metropolitana  
di Milano

SmartEdge  
Interreg Europe

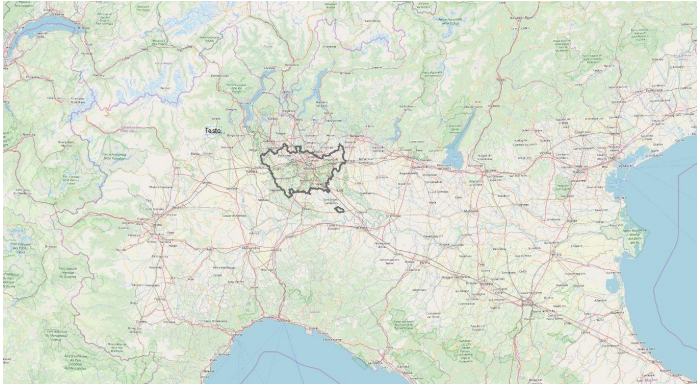


Involving stakeholders and citizens in a land use plan for a 3 million inhabitants area.  
The experience of the Metropolitan City of Milan (also known as Milan's Province).

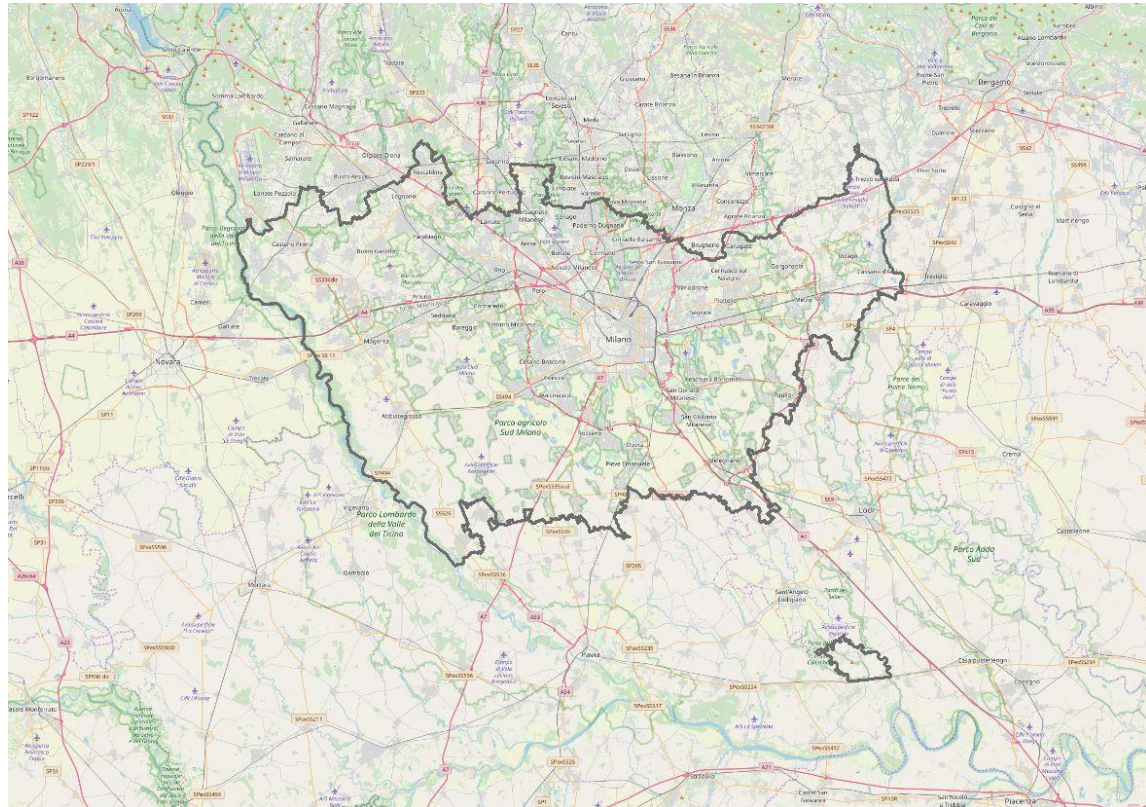
*Participatory Urban Planning - Bucharest, 4<sup>th</sup> - 5<sup>th</sup> April 2019.*

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# The Metropolitan City of Milan - geography.




A wide area in the river Po valley, in northern Italy. The city of Milan at the center. Mainly high density urban areas in the north. Mainly agriculture in the south (milk, rice, mais). The river Ticino at the east, the river Adda at the west. The hill of San Colombano, isolated, near the river Po.




# The Metropolitan City of Milan - main features.

 8 districts.  
("Zone omogenee").

 133 Municipalities.  
("Comuni", 134 until year 2018).

 5 regional parcs.  
(more than 50% of the whole area is  
legally protected)


 1575 km<sup>2</sup> land surface.

 3,2 millions inhabitants.  
\* 1,4 million in the Municipality of Milan.  
\* 1,8 million elsewhere.  
Avg. 2000 inh. / km<sup>2</sup>.



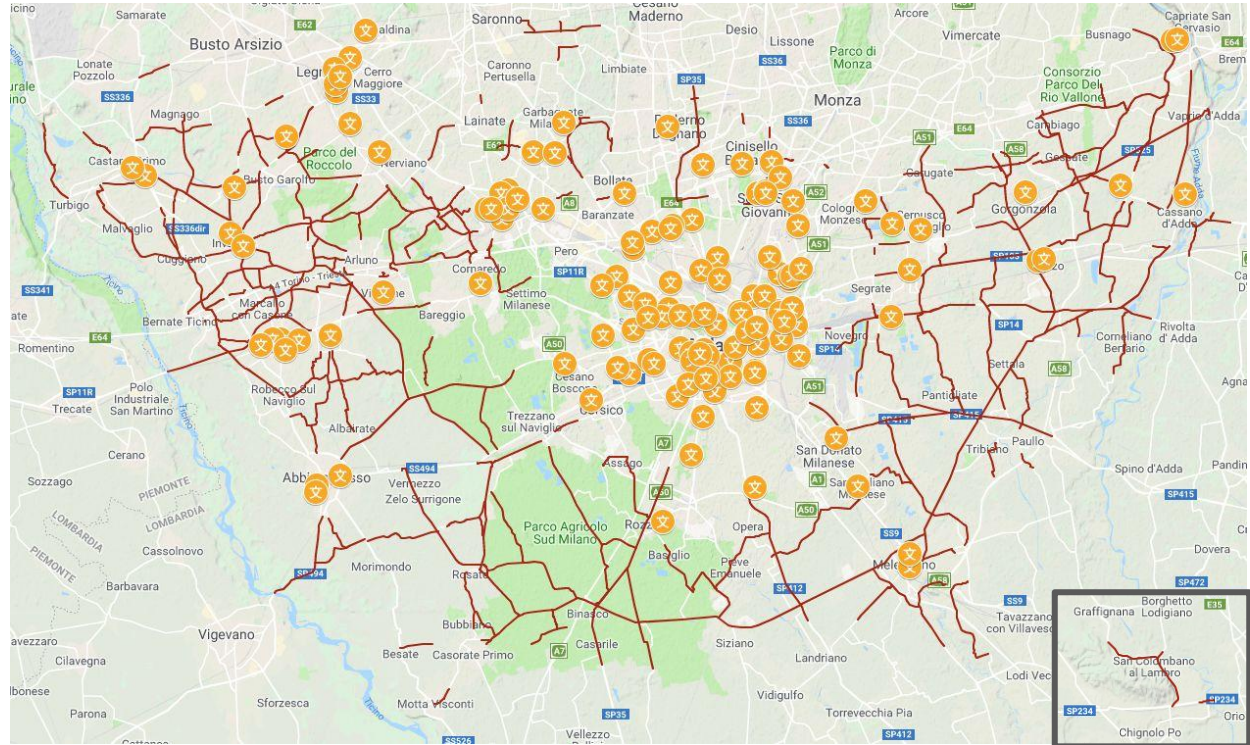
# The Metropolitan City of Milan - mission.

Managing 700 km streets  
(including 300 bridges  
and 6 galleries).

Managing 150 high school  
buildings. 

Protecting the  
environment.

Coordinating land use  
plans.



# Coordinating land use plans - what does it mean?

Since 1967, according to the Italian law, landowners must comply with the rules set by the Municipalities' Land Use Plans (please *note: in Italy each Municipality defines and gives legal force to his own Land Use Plan*).

This approach generated a huge amount of political and legal conflicts, not only between landowners and Municipalities, but also among Municipalities themselves, which competed for allocation of resources and public expenses.



**At the end of the XX century, raised the need for a coordination among Municipalities through a Public Administration able to act as a “third party”.**

# Coordinating land use plans - what does it aim to?

According to a Lombardy Region law dating 2005 and in order to reduce legal and political conflicts among them, Municipalities must comply with the rules set by a “*Provincial Land Use Coordination Plan*” [“*Piano territoriale di Coordinamento Provinciale*”, PTCP] defined by the Province, also known (in some cases) as the Metropolitan City.

**So the (*Provincial*) Land Use Coordination Plan is a long term common framework of rules whose main aim is to coordinate the Municipalities’ land use decisions, also defining large scale public works.**

*Please note: the Municipality remains the Public Administration able to give legal force to Land Use Plans, which are compulsory for landowners; in case of conflict between the Land Use Plan and the PTCP, whoever has an interest can appeal to the Court of Justice for final decision.*



Regione Lombardia  
IL CONSIGLIO

LEGGE REGIONALE 11 marzo 2005, N. 12  
Legge per il governo del territorio  
(BURL n. 11, 1<sup>a</sup> suppl. ord. del 16 Marzo 2005)

Parte I  
PIANIFICAZIONE DEL TERRITORIO  
Titolo I  
OGGETTO E CRITERI ISPIRATORI

Art. 1.

*Oggetto e criteri ispiratori.*

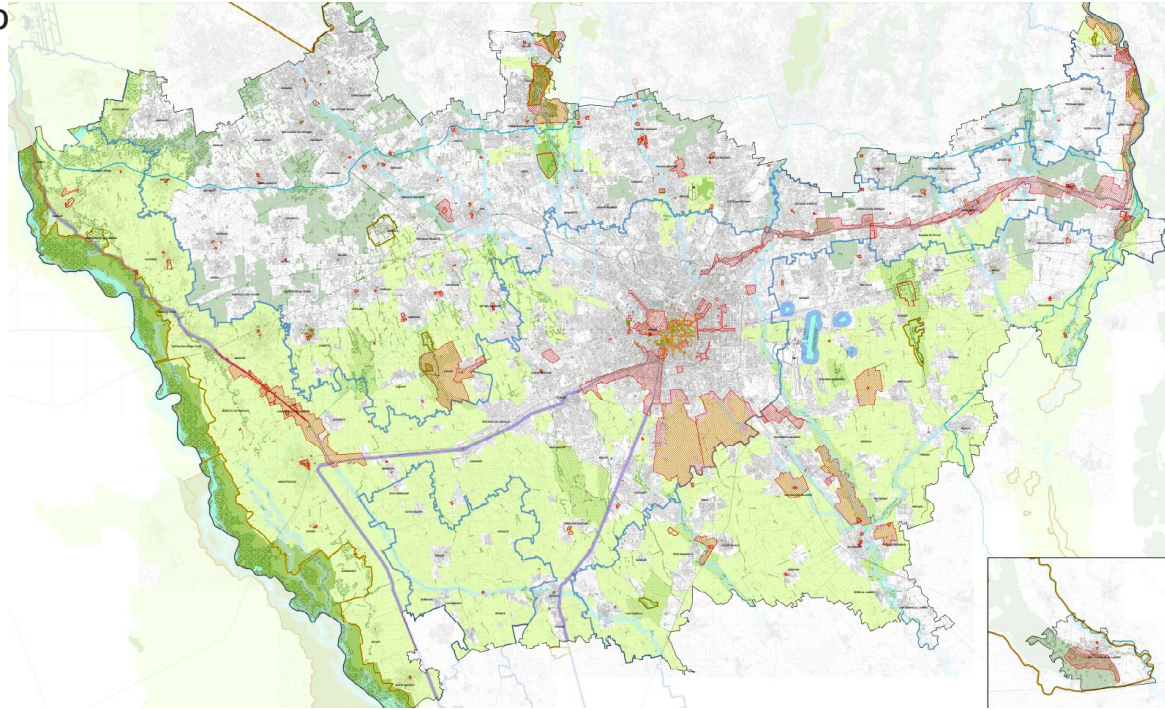
1. La presente legge, in attuazione di quanto previsto dall’articolo 117, terzo comma, della Costituzione detta le norme di governo del territorio lombardo, definendo forme e modalità di esercizio delle competenze spettanti alla Regione e agli enti locali, nel rispetto dei principi fondamentali dell’ordinamento statale e comunitario, nonché delle peculiarità storiche, culturali, naturalistiche e paesaggistiche che connotano la Lombardia.

# The Milan's Land Use Coordination Plan

The Metropolitan City of Milan began to define the “*Land Use Coordination Plan*” on **28<sup>th</sup> July 2009**.

The Metropolitan City of Milan approved finally the Plan on **17<sup>th</sup> december 2013**. It is still valid today.

A very long time period, but “coordination” implies time-spending procedures to ensure the stakeholders’ “participation” and to reduce legal oppositions.



# Avoiding “participation” in land use planning is not an option!

Everyone who wants to “coordinate” other people’s activity needs to involve them, but there is another good reason to set procedures for “*stakeholders’ participation*”.

Indeed, according to Italian law, the stakeholders’ participation is a **legal duty** for every land use planning activity and for most of the big public works.

Avoiding participation would be “*excessive use of power*” by the Public Administration, with the legal risk to put part or even the whole plan into nothing.





# The Milan's Land Use Coordination Plan. Stakeholders involved.

134 Municipalities.

Public Administrations with  
environmental competences.  
the Lombardy Region.

Social Organizations.  
Citizens.

Landowners (mostly physical  
or legal private persons).

# The Milan's Land Use Coordination Plan. Stakeholders involved.

134 Municipalities.

Public Administrations with  
environmental competences.  
the Lombardy Region.




*what about the  
National  
Government?*

Social Organizations.  
Citizens.

Landowners (mostly physical  
or legal private persons).

# The Milan's Land Use Coordination Plan.

## Stakeholders involved.

-  The few National Government Land Use Decisions (mainly assumed for very large scale public works) come into force through an “Agreement with the Region” and cannot be modified neither by the Land Use Coordination Plan nor by the Land Use Plans (*...but whoever feels damaged can charge the decision to a Court of Justice for the final say...*).
-  The National Government Land Use Decisions are a set of predefined choices which the Land Use Coordination Plan cannot address to.
-  **That's the reason why there is no need to involve the National Government in the participation proceeding.**

# The Milan's Land Use Coordination Plan. Approval sequence.



**28<sup>th</sup> july 2009:** the Executive Board decides to start the proceeding (delib. nr. 606/2009).



**23<sup>th</sup> september 2010:** the Council approves the “guidelines” (delib. nr. 45/2010).



**7<sup>th</sup> june 2012:** the Council “adopts” the Plan Proposal (delib. nr. 49/2012).



**29<sup>th</sup> august 2013:** the Executive Board answers publicly to each landowners' written observation (delib. nr. 328/2013).



**17<sup>th</sup> december 2013:** the Council finally approves the Plan (delib. nr. 93/2013).



**19<sup>th</sup> march 2014:** the Plan comes into force with the publication on the legal bulletin.



# The Milan's Land Use Coordination Plan. Participation procedures (1).



28<sup>th</sup> july 2009: start of the proceeding.



october - november 2009, listening to the Municipalities' (Executive Boards') desires - first round meetings.



june - july 2010, listening to the Municipalities' (Executive Boards') desires - second round meetings.



23<sup>th</sup> sett. 2010: guidelines approval.





27<sup>th</sup> october 2010, first public conference for Impact Assessment (aiming to define the scope of measures' impacts) asking for written observation from the citizenship



15<sup>th</sup> december 2010, calling for the opinion of Assembly of the Majors. Presentation of the guidelines and of the first draft of the Plan to the Chairman's Office.

# The Milan's Land Use Coordination Plan. Participation procedures (2).

 **2 marzo 2011**, Getting the opinion of Assembly of the Majors (every Major votes, the majority prevails).


 **april - may 2011**, presentation of the guidelines and of the first draft of the Plan to the Municipalities (Executive Boards) - third round meetings


 **27<sup>th</sup> april and 1<sup>th</sup> december 2011**, presentation to the citizenship of the amended first draft of the Plan (for impact assessment).





**7<sup>th</sup> june 2012**: the Council “adopts” the first draft, which becomes the Plan Proposal.

# The Milan's Land Use Coordination Plan. Participation procedures (3).


 publication on the Legal Bulletin calling for written observation from landowners.

 296 landowners send written observations.

 29<sup>th</sup> august 2013: the Executive Board answers publicly to each landowners' written observation (delib. nr. 328/2013).

 .... 2013, Getting the second opinion of Assembly of the Majors (every Major votes, the majority prevails).

 17<sup>th</sup> december 2013: the Council finally approves the Plan (delib. nr. 93/2013).

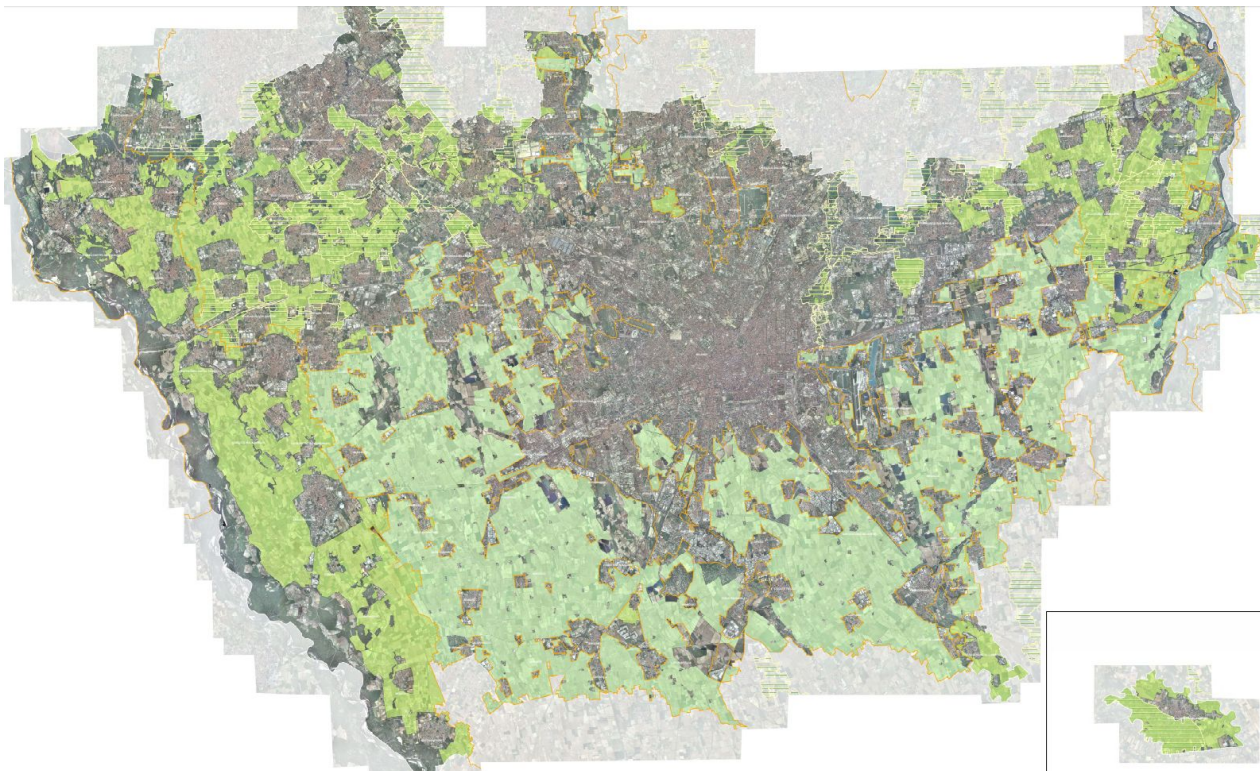
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# The Milan's Land Use Coordination Plan. Decisions.

It defines the areas  
dedicated to  
agriculture.



# The Milan's Land Use Coordination Plan. Decisions.

It defines a set of rules the Municipalities should comply with, for every Land Use Plan (76 articles, mainly oriented to encourage “*brownfield*” projects and discouraging “*greenfield*” projects).

Norme di Attuazione

PTCP - Provincia di Milano

## PARTE I - DISPOSIZIONI GENERALI

### TITOLO I - Finalità e caratteristiche del PTCP

#### Art. 1 - Finalità e contenuti del PTCP

1. Il piano territoriale di coordinamento provinciale (PTCP) determina l'orientamento generale dell'assetto territoriale della Provincia e ha le finalità, i contenuti e l'efficacia stabiliti dalla legislazione nazionale e regionale in materia.
2. Il PTCP definisce gli obiettivi generali relativi all'assetto e alla tutela del territorio connessi ad interessi di rango provinciale o sovracomunale o costituenti attuazione della pianificazione regionale. Il PTCP è atto di indirizzo della programmazione socio-economica della Provincia e ha efficacia di piano paesaggistico-ambientale, ai sensi dell'art.15, comma 1 della legge regionale 11 marzo 2005 n.12.

#### Art. 2 - Articolazione del PTCP ed efficacia delle norme

1. Le previsioni del PTCP, efficaci a far data dall'entrata in vigore del PTCP medesimo, sono articolate con riferimento ai seguenti quattro sistemi territoriali:
  - a) Sistema paesistico-ambientale e di difesa del suolo;
  - b) Sistema degli ambiti destinati all'attività agricola di interesse strategico;
  - c) Sistema infrastrutturale della mobilità;
  - d) Sistema insediativo.
2. Il PTCP, ha effetti direttamente conformativi sulle specifiche parti del territorio per le quali tale efficacia è ammessa da norme sovraordinate. Esso struttura le proprie disposizioni normative, articolandole con riferimento ai quattro sistemi territoriali di cui al comma precedente, in:
  - a) obiettivi
  - b) indirizzi;
  - c) previsioni prescrittive e prevalenti (nel seguito denominate anche prescrizioni) ai sensi della normativa vigente.
3. Gli obiettivi identificano le condizioni ottimali di assetto, trasformazione e tutela del territorio e quelle di sviluppo economico-sociale programmate dal PTCP e perseguite mediante la sua attuazione, comprendendo e integrando gli obiettivi di sostenibilità desunti dalla VAS.

# The Milan's Land Use Coordination Plan. Results (after 5 years).



Political and legal conflicts among stakeholders and Public Administrations and among Public Administrations themselves were effectively reduced, though not eliminated.

Although a huge transport network design, investments for public works were drastically reduced (maybe depending on other causes).





# Thanks for your attention.

More information available at:

[http://www.cittametropolitana.milano.it/pianificazione\\_territoriale/index.html](http://www.cittametropolitana.milano.it/pianificazione_territoriale/index.html)