







Metropolitan Area Development Plan: Non-Technical Summary

Challenges





## Metropolitan Goals

Setting out sustainable development scenarios

The Metropolitan Area Development Plan (MADP) is the new, general development planning instrument for the Metropolitan City that sets out the choices for the sustainable development of the entire catchment area.

The aim of the MADP is to promote and foster a sustainable, resilient and attractive area, in which the protection of health and the environment, the beauty of urban and natural places, geographical equity, employment and innovation come together as a single driving force for pro-

The plan represents a link between the Metropolitan Strategic Plan (the general framework of goals to be integrated into a local system), the strategic choices set down in the Urban Sustainable Mobility Plan and the sustainability commitments set down in the Bologna Environmental Charter and the Metropolitan Sustainable Development Agenda.

The strategic choices set down in the MADP take due account of the significance of the specific characteristics of the local area, harness the potential of regeneration, and develop a regulatory framework for the management of rural areas and new urbanization programmes, while putting environmental, economic and social sustainability centre stage.

The plan addresses the effects of the climate crisis and puts forward strategies and actions designed to increase the resilience and safety of the metropolitan area.

Acknowledging the distinct role of the Metropolitan City, the regional urban planning law gives the plan the task of setting down "the strategic and structural land management choices relating to social and economic development and the environmental protection and enhancement of the metropolitan area."

### Local development strategies

Leveraging the vocations of local areas and communities

The specific purpose of the MADP is to tailor strategies to the local area with a view to safeguarding its specific characteristics, leveraging its vocations and guiding its sustainable development.

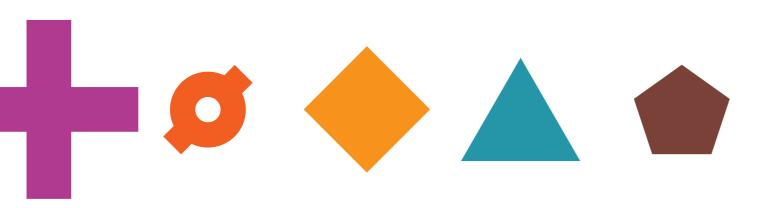
Risk prevention, widespread access to places of interest, a solid network of welfare services, connections with national and international infrastructure networks and the quality of production areas and high-level services are all essential to ensuring good quality of life and a good range of

choices for communities.

All these aspects are heavily influenced by the characteristics of the local area, its physical geography, the urban skeleton determined by its history and the changes brought about by urban planning decisions taken in recent decades. The MADP adds value by focusing on the specific features and composite cha



4 Piano Territoriale Metropolitano Ptm / sfide 5



## Simple rules

### Clear guidelines and targeted checks on the attainment of goals

Governing the regeneration of an existing city, where hundreds of thousands of people, each with their own needs and expectations, live and work, is different from building infrastructure or planning the future configuration of a city.

Local planning has to provide strategic guidance for and check the sustainability of proposals from citizens, associations, local businesses and other local bodies.

To this end, the MADP takes a holistic view of the principle of responsibility: all content is kept free from any duplication of provisions set down in laws and other plans, and is

simplified without sacrificing the establishment of rules that bring overall consistency to private choices and help overcome the sectoral fragmentation of public actions.

The introduction of new operational and management instruments – such as the metropolitan fund and the regeneration programmes – is a first attempt to give an adequate organizational form to this new function, which will lay the foundations for local development planning in the decades to come

### Innovative structure

### Strategy formulation on the basis of in-depth analysis

The proactive approach to drawing up the MADP gives the plan clear insights into future problems, trends and changes, so that appropriate action can be planned in good time

The plan covers both strategy and structure.

The strategic part is set down in the document entitled "Strategies", which explains the range of goals included in the plan and the consequent lines of action. The document is accompanied by ideogrammatic maps that show the territorial distribution of the MADP's qualifying policies and summarize their key content.

The structural part consists of the regulatory document entitled "Rules", accompanied by five tables setting out local references for the application of the rules concerned.

Both parts are the result of a process of study, in-depth investigation and comparison, which is covered in three documents.

The Consultation Report provides a concise account of the initial process of mutual exchange and consideration with representatives of the local areas, with particular reference to leaders of the municipal councils within the Metropolitan City.

The Informative and Diagnostic Framework, accompanied by subject-specific analyses, provides a summary of what is known about the individual aspects concerned, in the form of a series of subject-specific profiles organized by functional system, and sets out the considerations regarding the risks and values that shaped the contents of the plan, with reference to the various local stakeholders.

As an integral part of the plan, which accompanies and reports on the entire process involved in its formation, *The Local and Environmental Sustainability Assessment* assesses and limits the impact on the environment, while guiding and correcting the planning choices.

### Shared vision

### The expectations of council leaders

In the course of drawing up the plan, Fondazione Innovazione Urbana gained the involvement of the mayors of the municipal councils of the Metropolitan City, the metropolitan councillors and the municipal councillors of the 55 municipalities, with a view to aligning the plan with their expectations. The parties involved asked for an instrument:

- capable of generating opportunities and development for every municipality, recognizing the different identities and vocations of distinct local areas, and overcoming the tendency to default to a "BolognaCentric" approach;
- capable of enhancing knowledge and understanding among councillors, citizens and intermediate bodies, in relation to the nature of their local area and its potential;
- with a clear focus on local, environmental and social sustainability as a central plank, not merely an add-on, involving incentive systems aimed at boosting sustainability;

- for designing a unitary scenario around a collective vision, capable of **redistributing opportunities fairly between the various local areas**, with particular emphasis by means of equal distribution on the most peripheral and "vulnerable" parts of the Metropolitan City:
- that provides effective opportunities for making use of abandoned private assets, with a view to generating development with zero land consumption and supporting social residential building, especially by the public sector;
- with which to guide the sustainable development of farming:
- capable of driving sustainable urban regeneration and redevelopment and mobilizing public and private capital, for the overall benefit of urban life in the Metropolitan Area.

# Drawing up the plan

### Structure and content of the process of drawing up the MADP

In February 2020, the Metropolitan Council approved the **strategic goals** for drawing up the new plan, thus triggering the **preliminary consultation phase**, a participatory process comprising technical meetings, webinars and interviews, during which the general choices of the MADP were shared with citizens, local councillors, stakeholders and environmental bodies.

The results of this process paved the way for drawing up the draft plan and the **5 challenges** for achieving the strategic goals.

The draft plan was thus **accepted** in July 2020, opening the process of **observation** on structure and content, and then **adopted** by the Metropolitan Council in December 2020 in its amended version.

The adopted plan then formed the object of a particularly constructive exchange of views with the Emilia-Ro-

magna Regional Council and with members of the Regional Urban Planning Committee, who expressed a favourable opinion of its contents and fully agreed with its goals, thus leading to the plan's final **approval** in May 2021.

The process that led to the approval of the MADP was unprecedented in terms of its speed, and experimental in terms of its contents and the procedures by which it was undertaken, thanks to the convergence of goals between the Metropolitan City and the Regional Council, as well as to the processes of involvement and participation of all the public and private stakeholders.



PRELIMINARY CONSULTATION		ACCEPTANCE OF MADP		ADOPTION OF MADP		APPROVAL OF MADP
FEBRUARY 2020	JUNE 2020	JULY 2020	OCTOBER 2020	DECEMBER 2020	MARCH 2021	MAY 2021
Start of the preliminary consultation and the first part of the participatory process	End of the preliminary consultation and the first part of the participatory process	ACCEPTANCE of the draft plan and start of the deposition phase	End of deposition and collection of contributions from official bodies and observations	ADOPTION of the amended plan by the Metropolitan Council	Issuance of the reasoned opinion of the Regional Urban Planning Committee	<b>APPROVAL</b> of the MADP by the Metropolitan Council

Piano Territoriale Metropolitano Ptm / sfide 7





The strategies presented in the MADP revolve around five major multi-goal challenges, which set out the general goals in relation to the specific characteristics of the local areas

IExchanges of views with local and environmental bodies, listening exercises with local communities and checks carried out by Valsat yielded sufficient insights to reorganize the choices set down in the plan and condense the 10 strategic objectives accepted in the preliminary consultation phase into the following 5 multi-goal challenges:

- 1. Protecting the land
- 2. Ensuring safety
- 3. Fostering inclusion and liveability
- 4. Attracting sustainable investment
- 5. The Apennines, Via Emilia and the plains: a single, cohesive territory

In keeping with the objectives and principles of the new regional urban planning law, the MADP uses these challenges as a means of setting itself two practical goals:

- to provide a coherent set of guidelines for evaluating the proposals of private operators that impact on matters of supra-municipal significance;
- to identify a range of priorities for local development policies to be translated into interventions, not limited to the sectoral and material dimension of the works, but capable of interacting with social initiatives and entrepreneurial innovation.

Both actions pursue improvement goals in three directions:

- closer attention to relationships between specific interventions and the contexts in which they are implemented;
- providing guidance on initiatives aimed at combating the climate crisis, improving urban metabolism, stepping up ecosystem services, promoting sustainable mobility and upgrading services of collective interest;
- treating ecosystems and the web of historical landmarks as a framework on which to build projects aimed at maintaining, enhancing and showcasing open spaces.

### 1\_Protecting the land

Ensuring the availability of healthy food, clean air, plentiful water and the most valuable resources for all forms of natural life, countering urban sprawl and safeguarding ecosystems

The time has come, once and for all, to stop lumping all the space left outside of towns together under the dismissive heading of "extra-urban" land. The MADP assigns a central role to natural and agricultural ecosystems, and recognizes their ability to provide essential services for humanity. This is why it regulates urban planning and construction programmes, counters urban sprawl, defends the productive role of agricultural ecosystems and safeguards natural ecosystems and items of historical and landscape value.

The aim is to avoid increasing the anthropic load, thus mitigating the impacts on natural and agricultural ecosystems, and to increase the capacity of natural production. The adoption of common rules simplifies the administrative situation considerably, by transcending the 55 different regulations proposed by the existing structural plans.

### 2\_Ensuring safety

To make the land and people safe, taking account of the effects of the climate crisis and the urban metabolism

Making the land and people safe is an increasingly pressing need, because the effects of the climate crisis amplify the risk of floods, landslides, earthquakes and temperature rises.

In line with the contents of regional plans, the MADP sets out the necessary rules for increasing the resilience of the land and settlements, and guides sectoral planning towards the efficient use of resources and the reduction of pressures on the environment.



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# 3 Fostering inclusion and liveability

Countering social, economic and demographic vulnerabilities, while kickstarting and shaping the regeneration of urban areas. Making urban planning choices that are consistent with the degree of accessibility to services

The tangible and intangible regeneration of urban areas is the most effective lever for countering social, economic and demographic vulnerabilities at every level. This is why the MADP sets specific guidelines for the General Urban Planning Schemes of municipal councils, and promotes the provision of quality welfare services, starting from basic services and the home, with a particular emphasis on vulnerable areas. The aim is to **steer and support** certain structural changes, such as increasing resilience, combating the climate crisis and improving accessibility, by regenerating the existing fabric.

The MADP implements the forecasts of the Urban Sustainable Mobility Plan, by increasing sustainable mobility through: improving public transport in the Metropolitan Area and establishing a dense network of cycle paths for accessing the system of welfare facilities and minimum and basic services, spread across the area, and metropolitan facilities, concentrated in the major centres.

The existence and degree of accessibility of services are key criteria for allowing new residential developments or functions with high capacity to attract, the upgrading of supra-municipal production areas and the construction of new metropolitan facilities.

# 4\_ Attracting sustainable investment

Promoting accessibility and capacity to attract, strengthening and upgrading metropolitan hubs and networks on a sustainable basis

The Bologna metropolitan area is a regional hub, a destination for widespread tourism and home to an array of highly specialized businesses. To ensure that the area retains a lasting capacity to attract and suitable employment opportunities, it is vital that investments – including private, sustainable, innovative and high-value-added investments – be geared towards habitat enhancement, environmental sustainability, good welfare services and good cultural facilities.

Through local development agreements and strategic projects, the MADP focuses its action on equipping and re-launching metropolitan hubs as development centres. regenerating supra-municipal production areas on a sustainable basis, upgrading transport networks and recognizing mobility centres as priority areas for urban regen-

# **5**\_ The Apennines, Via Emilia and the plains: a single, cohesive territory

Reinforcing local cohesion by distributing economic resources on the basis of solidarity and taking a shared approach to the management of land consumption quotas

### Careful management of land consumption

Land is a finite resource and a common good, whose consumption must be limited to the strictly necessary. The regional urban planning law set a maximum land consumption limit of 3% of the surface area of urbanized land as at 2017 between now and 2050. One of the functions of the MADP is to allocate differentiated quotas of eligible building capacity to municipal councils or formal groupings of municipal councils, according to criteria of equal distribution, subject to verification of the environmental and planning-related sustainability of the developments. A metropolitan equal distribution fund has been set up for this purpose, for the benefit of municipal councils or formal groupings of municipal councils that are

assigned a lower building (and hence fiscal) capacity, in order to offset the lower revenues generated by the implementation of new urban transformation programmes with respect to the municipalities to which a higher land consumption **quota is allocated** by virtue of the fact that they have more space available and better access to infrastructure.

Differentiated allocation is the only way of bringing the right level of potential to the local area's strategic hubs. For this reason, the choices made in the MADP have considerable social value and give priority to production developments and other developments with high capacity to attract when allocating consumable land quotas.

### Sharing the resources generated by transformation programmes

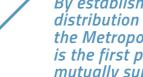
The stringent selection of areas for transformation is offset by the creation of a solidarity mechanism for the redistribution of resources (metropolitan equal distribution fund), for the benefit of local areas not directly involved in the initiatives, with a view to sustaining their economic and social welfare by supporting plans for the care and maintenance of their locality.

The resources generated by major urban transformation programmes and allocated to the metropolitan equal distribution fund will be redistributed through the funding of metropolitan regeneration programmes in the most socially, economically and demographically vulnerable municipalities.

These programmes must therefore promote:

- the enhancement of the production system to attract new low-impact businesses;
- the development of public services and infrastructure of significance at a metropolitan or inter-municipal level for the sustainable and balanced development of the local area;
- the upgrading of services for citizens, where possible by bringing disused public assets back into use;
- the improvement of cultural facilities;
- initiatives aimed at boosting tourism;
- local area maintenance programmes and the upgrading of ecosystem services.

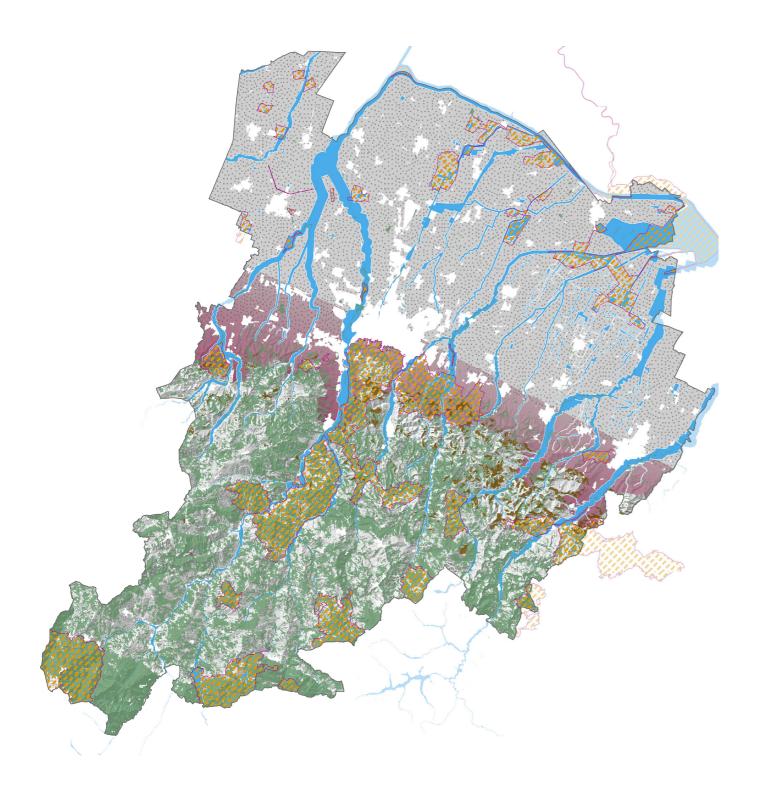




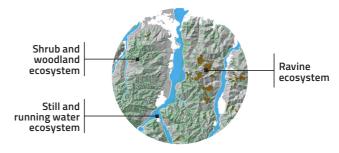
By establishing an equal distribution fund, the MADP of the Metropolitan City of Bologna is the first plan to create a fair, mutually supportive system of land development compensation over a wide geographical area, aimed at supporting vulnerable areas and urban regeneration processes

# Challenge\_1

# Protecting the land

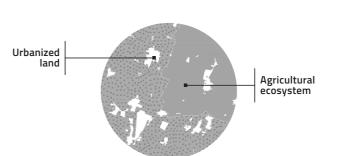


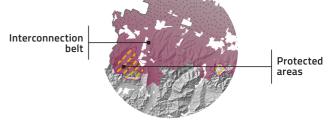






- Identifying natural ecosystems, historical sites and landscapes that warrant specific policies to protect them, enhance them and harness their value.
- Ruling out the possibility of building new developments and expanding existing ones
- Restricting the right to re-purpose existing buildings and ruling out initiatives that increase the urban load.





# Safeguarding the environmental system:

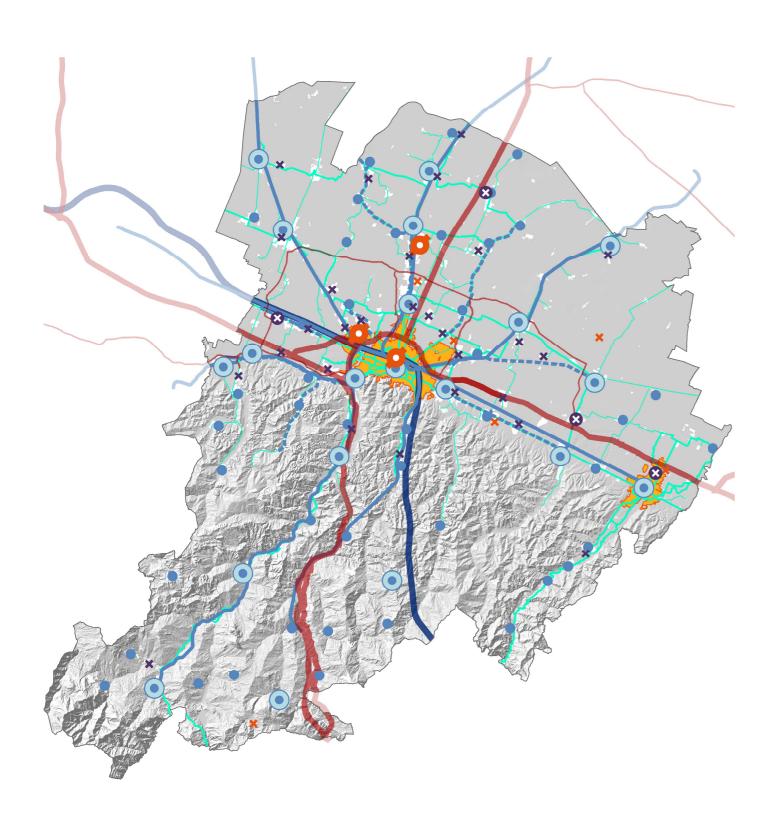
- Identifying an INTERCONNECTION BELT with a view to increasing caution in transitional areas between uplands and flood plains.
- Taking measures regarding PROTECTED AREAS throughout the metropolitan area.
- Adding the gaps and openings in agricultural areas within the interconnection belt in the foothills along Via Emilia to the integrated system of ECOLOGICAL, USAGE AND TOURISM NETWORKS.
- Promoting and supporting the formulation of local regeneration projects relating to ecological networks, with particular reference to GREEN AND BLUE INFRASTRUCTURE.

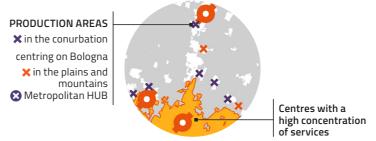
### Regulating the AGRICULTURAL ECOSYSTEM:

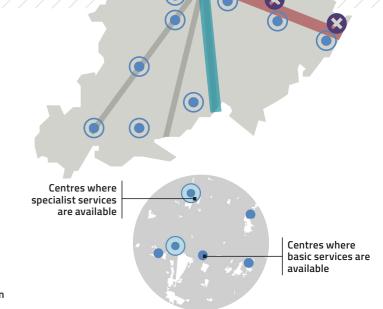
- Regulating initiatives designed to serve the purposes of farming
- Restrictions on the re-purposing of buildings in order to combat urban sprawl and prevent significant alterations to the landscape
- Banning new developments and the expansion of existing ones in areas subject to specific safeguards
- Establishing a common language and rule-book governing rural areas and the re-purposing of former farm buildings, relating to ecosystems and the recognition of the services provided by them.
- Use of the metropolitan equal distribution fund to support local land maintenance programmes aimed at conserving and upgrading ecosystem services.

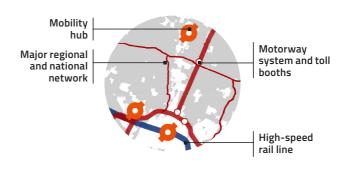
# Challenges\_3-4

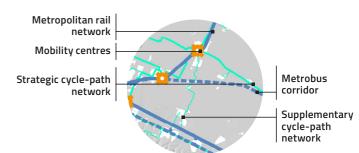
# Fostering inclusion and liveability Attracting sustainable investment











# Boosting capacity to attract businesses and personnel:

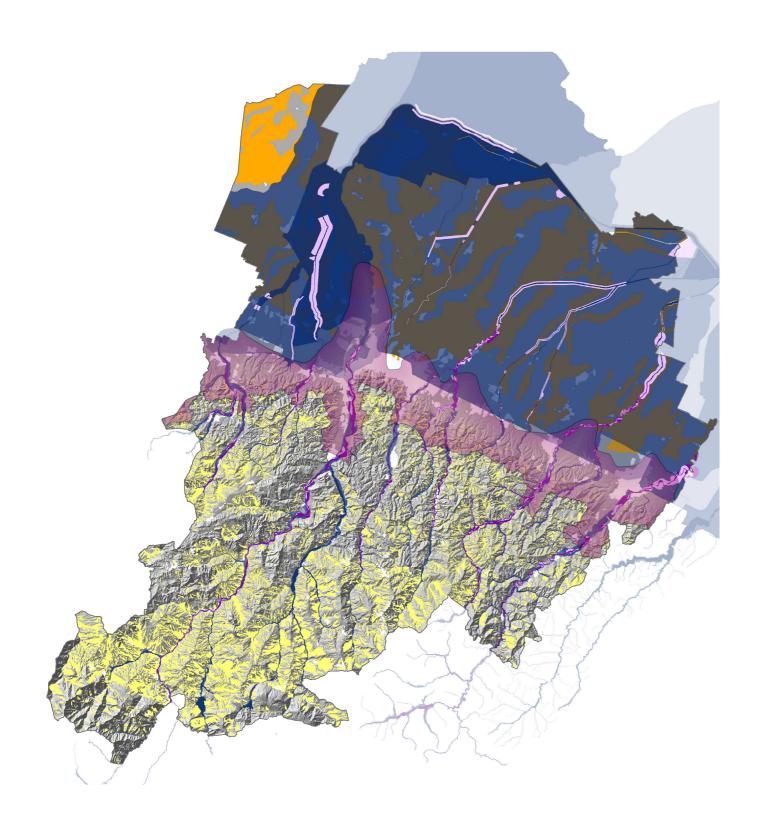
- Upgrading the PRODUCTION FABRIC and the METROPOLITAN AREA'S FUNCTIONS OF EXCELLENCE in the international dimension and reducing urban sprawl;
- Contributing to the local equity strategy by participating in the Equal Distribution Fund;
- Regenerating the production fabric by improving accessibility, urban quality, services for workers, resilience, metabolism and ecosystem services;
- Rationalizing and concentrating major logistics and production developments in METROPOLITAN HUBS, by encouraging environmentally and socially sustainable business policies;
- Harnessing the value of the specific characteristics of the production system and attracting new investments in mountain municipalities.

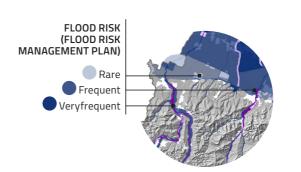
# Promoting the regeneration of URBANIZED LAND:

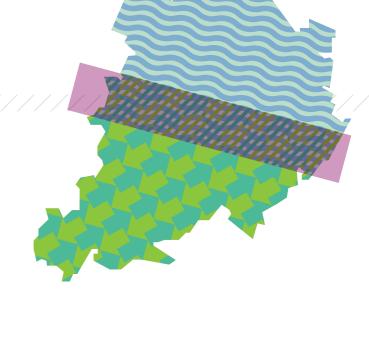
- Ensuring that urban planning choices are consistent with the role of population centres defined in relation to the existence of metropolitan services and facilities and the degree of access to metropolitan public transport and the cycle-path network.
- Making new residential developments conditional upon regeneration and/or social residential building initiatives.
- Formulating guidelines for General Urban Planning Schemes for the configuration of unitary metropolitan actions relating to:
- 1. reconfiguration of urban outskirts
- 2. urban tree-planting
- 3. accessibility
- 4. urban resilience and metabolism
- 5. neighbourhood trade

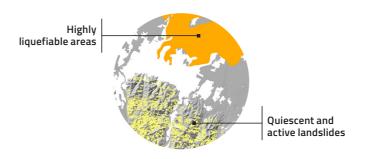
# Chellenge\_2

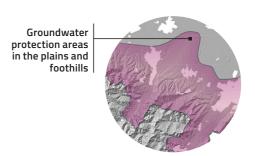
# Ensuring safety









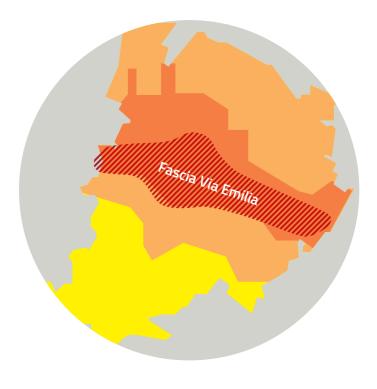


# Combating LOCATION-SPECIFIC VULNERABILITY

# increasing resilience and minimizing anthropic pressure on environmental systems:

- Preventing and mitigating FLOOD-RELATED RISK by raising awareness at municipal level in low-lying areas, in line with the Flood Risk Management Plan;
- Defending and shoring up hillsides to make existing population centres and infrastructures safe, including by restricting transformation programmes, in order to reduce FLOOD- and LANDSLIDE-RELATED risk;
- Preventing and reducing SEISMIC RISK by steering urban and land development planning towards lower-risk areas and, for higher-risk areas, by identifying the most probable effects of earthquakes;
- Improving URBAN METABOLISM by means of efficiency gains and the sustainable management of flows of materials and energy;
- Increasing capacity to MITIGATE AND ADAPT TO CLIMATE CHANGE in areas where human development is at its densest, in particular along the Via Emilia corridor, with a view to improving its integration with the agricultural ecosystem and to upgrading ecosystem services at local level.

### **AVERAGE TEMPERATURE DISTRIBUTION 1991-2018**



# Challenge\_5

# The Apennines, Via Emilia and the plains: a single, cohesive territory



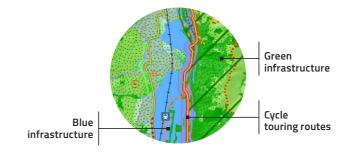


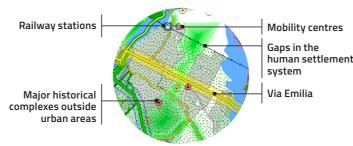
### A plan for vulnerable areas

To take account of the specific characteristics of individual areas, to combat economic and social vulnerability, to meet the needs of the most vulnerable segments of the population and to kick-start economic development, the MADP pays specific attention to the Apennines and the low-lying plains, which translates into a series of priorities for the METROPOLITAN REGENERATION PROGRAMMES.

### The programmes are designed to support

- local land maintenance programmes aimed at conserving and upgrading ecosystem services
- initiatives designed to boost tourism by restoring scattered historical heritage sites and developing itineraries along the ridges and valleys of hilly areas
- the upgrading of services for citizens, where possible by bringing disused public assets back into use
- the improvement of cultural facilities
- initiatives aimed at leveraging the specific characteristics of the production system to attract new low-impact busines-





# The MADP recognizes ECOLOGICAL, USAGE AND TOURISM NETWORKS

as an integrated, interconnected system that makes it possible to reconcile and interweave the goals of promoting environmental conservation, enhancing cultural and leisure services and reaping the benefits of tourism in the metropolitan area.

The development of this "system of metropolitan qualities" is of specific relevance to the Via Emilia corridor, the plains, the area around Bologna and the population centres in the foothills, where development pressures are at their highest and the repercussions of climate change are more marked. In these areas, initiatives aimed at boosting resilience, improving the urban metabolism and ensuring safety can be dovetailed with upgrading the cycle-path network, restoring historical complexes for social and cultural functions and building green and blue infrastructure.

As a whole, this systematic set of initiatives has the potential to give tangible form to a new, more sustainable concept of habitability of the Metropolitan City, in closer harmony with the qualities and specific characteristics of its component parts.

#### ORGANIZATIONAL STRUCTURE FOR DRAWING UP THE PLAN

#### **GENERAL COORDINATION**

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**Giuseppe De Biasi**, Chief of Staff

Roberto Finardi, Secretary General

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### IT processing

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Sincerest thanks to the technical personnel of the municipal councils, formal groupings of municipal councils, the Emilia-Romagna Regional Council and the other administrations involved, who took active part in this initial stage of work and information exchange, thus playing a key role in the process of drawing up the plan.

\* Bologna Municipal Council - \*\* ARPAE



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