

GERMAN-ITALIAN BILATERAL MEETING ON METROPOLITAN GOVERNANCE

Final report



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GERMAN ITALIAN BILATERAL MEETING ON METROPOLITAN GOVERNANCE

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1 Introduction

From 29 September to 1 October 2017 high level representatives from 6 Italian and 4 German metropolitan regions met at Villa Vigoni Centro Italo-Tedesco on the subjects of regional policy and bilateral Italian-German cooperation. The following metropolitan regions assisted in the workshop:

- Lombardy Region
- Hamburg Metropolitan Region
- Milan Metropolitan City and Milan Municipality
- Naples Metropolitan City
- Nuremberg Metropolitan Region
- Rome Metropolitan City and Rome Municipality
- Turin Metropolitan City
- Rhein-Neckar Metropolitan Region
- Region Stuttgart



Participants had come together to discuss current challenges of region building with leading officers from the European Commission and from the OECD and on the basis of the

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experience and findings of the Agenzia per la Coesione Territoriale (Territorial Cohesion Agency), INU Piemonte (Italian National Institute of Planning - Section Piemonte and Valle d'Aosta), Polytechnic Universities of Milan and Turin.

The Villa Vigoni meeting took place on the background of the recent initiative of the Rome Government to install the “Città Metropolitana” whereas in Germany as well as in large parts of Europe metropolitan regions are being set up in a bottom-up approach with the aim of improving regional structures and cooperation in order to meet the requirements of globalisation in terms of city-regional aspects of international competitiveness.



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2 Programme

NARRATIVE

The metropolitan dimension and the focus on territorial assets and needs are crucial aspects for a sustainable and balanced growth in Europe.

In 2015 during the Milano METREX conference a fruitful exchange between Italian and German metropolitan regions and cities has started, and afterwards bilateral meetings and visits took place in an informal way.

Now, in 2017, while Europe is working on the 7th Cohesion report, the first partnerships from the Urban Agenda have started their work and the debate on the future of European policies after 2020 is focusing on the territorial dimension, we propose a two-day workshop with the objective of capitalising our experiences and contributing to the debate on the role of metropolitan areas.



FOCUS

For the German side it would be interesting to learn during the meeting what the consequences of the Italian legislation on metro regions are for the regional level and what the scope of action is and the powers handed down from Rome. What are the “to do’s” for the

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Italian metro regions now, which are the challenges and where and how could the German ones be of help?

For the Italian side it would be interesting to learn from the German experience. Effectively German metropolitan regions have very different organisational models and individual approaches to spatial planning, economy etc. Which best practices could be useful to Italian metropolitan cities?



PROGRAMME

Thursday, 28 September 2017

Metropolitan models: presenting each other

14.30 – 14.45 Welcome (by Villa Vigoni, Lombardy Region and Hamburg Metropolitan Region as co-organisers)

- **Christiane Liermann** (Villa Vigoni, Senior Fellow)
- **Carmine Pacente** (Milan Municipality, Councilor)
- **Adriana May** (Lombardy Region, European territorial cooperation Manager)/
Rolf-Barnim Foth (Hamburg Metropolitan Region)

14.45 – 15.30 PART I: Structural Approach

Overview on regional structures in Italy and Germany, short outline of history and current state of discussion on metro regions in both countries

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- **Andrea Piccin** (Lombardy Region) Italian framework introduction
- **Rolf-Barnim Foth** German framework introduction

15.30 – 16.30 In depth examples of structures + competences
From Germany and Italy (metropolitan regions, “città metropolitane”
and municipalities)

- **Gianfranco Fiora** (Italian National Institute of Planning - INU, Piemonte) and **Carolina Giaimo** (Polytechnic University of Turin) Current conditions, potential and innovative prospects for Turin metropolitan city planning
- **Jakob Richter** (Hamburg Metropolitan Region)

16.30 – 17.00 Coffee break

17.00 – 18.00 In depth examples of structures + competencies from Germany and
Italy (metropolitan regions, città metropolitane and municipalities)

- **Teresa Ammendola** and **Aldo Fabiani** (Rome Metropolitan City) A general framework of Rome Metropolitan City
- **Christoph Trinemeier** (Rhein-Neckar Metropolitan Region)
Q&A, discussion

Friday, 29 September 2017

Metropolitan governance in EU: Experience

9.30 – 10.30 In depth examples of structures + competences from Germany and
Italy (metropolitan regions, città metropolitane and municipalities)

- **Valeria Vanella** (Naples Metropolitan City). A general framework of Naples Metropolitan City
- **Thomas Kiwitt** (Stuttgart Region)
- **Adriana May** (Lombardy Region) A general framework of Lombardy Region and Milan Metropolitan City

10.30 – 11.00 Coffee break

11.00 – 13.00 Part II: International competitiveness and cohesion

- **Zeljka Zgaga** (DG Regio, EC). Urban dimension in the current cohesion policy

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- **Rudiger Ahrend** (OECD) The economic performance and importance of metro regions in EU
- **Sandra Gizdulich** (ACT, Expertise in urban policies and programs) PON METRO and urban agenda for EU: a path for the Urban Acquis Communautaire

Q&A, discussion

13.00 – 14.30 Lunch

14.30 – 16.00 In depth examples of policies: making metropolitan regions more competitive and examples of cohesion with less-structured (rural) areas within and outside one's own metro region and with third partners

Germany:

- **Christa Standecker-Neumeier** (Nürnberg Metropolitan Region)
- **Rolf-Barnim Foth** (Hamburg Metropolitan Region)

Italy:

- **Filippo Dadone** (Lombardy Region). The legislative planning framework

Q&A, discussion

16.00 – 16.30 Coffee break

16.30 – 17.30 Contributions and Discussion

- **Roberta Capello** (Polytechnic University of Milan) Metropolitan performance in the EU: evidence from territorial scenarios
- **Sabina de Lucia** (Rome Municipality)

Discussion

17.30 – 18.30 Visit to the romantic park surrounding Villa Vigoni

Saturday, 30 September 2017

Follow-up: a milestone for the future

10.00 – 12.30 Part III: Bilateral cooperation

1. State and perspectives of bilateral cooperation and German metro regions. Examples from:

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- **Christoph Trinemeier** (Rhein-Neckar Region)
- **Thomas Kiwitt** (Stuttgart Region)
- 2. Further multilateral cooperation within METREX and joint lobbying in Brussels (Urban Agenda of the EU):
 - **Adriana May** presents the Metrex expert group on Metropolitan Governance
 - **Rolf-Barnim Foth** Urban Agenda: Proposal for a 13th Partnership
- 3. Follow-up of Vigoni Conference

12.30 – 14.00 Lunch and departure from Villa Vigoni

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3 Participants

1. Ahrend Rudiger (OECD)
2. Ammendola Teresa (Rome Metropolitan City)
3. Capello Roberta (Polytechnic University of Milan)
4. Dadone Filippo (Lombardy Region)
5. De Luca Sabrina (Rome Municipality)
6. Fabiani Aldo (Rome Metropolitan City)
7. Fiora Gianfranco (Italian National Institute of Planning – INU, Piemonte)
8. Foth Rolf-Barnim (Hamburg Metropolitan Region)
9. Fraschetta Barbara (Lombardy Region)

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10. Giaimo Carolina (Polytechnic University of Turin)
11. Gizdulich Sandra (ACT)
12. Kiwitt Thomas (Stuttgart Region)
13. Liermann Christiane (Villa Vigoni)
14. Mandel Klaus (Rhein-Neckar Region)
15. May Adriana (Lombardy Region)
16. Pacente Carmine (Milan Municipality)
17. Piccin Andrea (Lombardy Region)
18. Richter Jacob (Hamburg Metropolitan Region)
19. Standecker-Neumeier Christa (Nürnberg Metropolitan Region)
20. Trinemeier Christoph (Rhein-Neckar Metropolitan Region)
21. Vanella Valeria (Naples Metropolitan City)
22. Zgaga Zeljka (European Commission, DG Regio)



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4 Summaries

4.1 Hamburg Metropolitan Region

In Hamburg Metropolitan Region (5,3 million inhabitants, 28.000 km², 195 billion Euro GDP) 4 Federal States, 17 districts, 3 Independent cities, 12 chambers of commerce and industry, business associations and the German Trade Union Confederation join forces on a voluntary and win-win bases and at eye-level. Project oriented cooperation and knowledge exchange around Hamburg was institutionalised already in the 1950ies. Nowadays Hamburg Metropolitan Region (www.metropolregion.hamburg) invests in cohesive structures of rural-urban cooperation as well as in global competitiveness. On a national and European level, Hamburg Metropolitan Region seeks partners for a long term strategic as well as project cooperation. German and Italian metropolitan regions meet on a regular basis within the framework of the European metropolitan organisation of metro regions, METREX.

In 2016 Hamburg exported to Italy goods worth 1,08 billion Euro (country rank 9) and imported goods worth 1,45 billion Euro (rank 11). In 2017 950 companies from Hamburg had relations with Italy, 161 were represented in Italy. There is a representative of the Italian Chamber of Commerce in Hamburg (Italienische Handelskammer in Deutschland e.V. (ITKAM), Vertretungsbüro Hamburg) and a German-Italian Business Association (DIW Deutsch-Italienische Wirtschaftsvereinigung Hamburg e.V.). About 8200 Italians live in Hamburg and in 2016 more than 106.000 Italian tourists visited the city. Italy is partner of the X-Ray Free-Electron Laser research Facility (www.xfel.eu) based in Hamburg and well represented in the world's largest miniature railway site: <https://italien.miniatur-wunderland.de/> Hamburg's civil aviation cluster (3rd manufacturing place worldwide) has formal cooperation agreement with several Italian aircraft regions: <http://www.eacp-aero.eu/> Shipping companies like Costa Crociere S.p.A. and Mediterranean Shipping Company (MSC Germany S.A. & Co. KG) are represented in Hamburg.

4.2 Naples Metropolitan City

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The Metropolitan City of Naples is the most densely populated metropolitan city in Italy (2,634 pop/kmq). Its 92 municipalities have a population that varies from 1,607 to 974,074 inhabitants and a population density that reaches 12,223 pop/km² in Casavatore. An additional level of criticality derives from the volcanic and seismic nature of this metropolitan area. The Metropolitan City of Naples is the 4th by GDP (55 bln in 2015), with half of the enterprises of the Campania Region located in its area. The recent economic growth is mostly based on tourism. Natural resources as well as climate, culture and traditions provide this metropolitan area with a great touristic appeal. The figures are of great impact: +15% entrances for monuments and archeological sites (Pompeii is the second most visited site in Italy), +8% of hotel reservations, +11% passengers of high speed trains from Milan to Naples. Naples is connected by high-speed rail to the main Italian metropolitan cities.

4.3 Nuremberg Metropolitan Region

Now, in 2017, while Europe is working on the 7th Cohesion report, the first partnerships from the Urban Agenda have started their work and the debate on the future of European policies after 2020 is focusing on the territorial dimension.

Voluntary cooperation based on efficient governance is crucial for further cooperations particularly at regional level in Europe. With this in mind, the German Italian Bilateral Meeting on Metropolitan Governance provided significant impulses.

Nuremberg Metropolitan Region has multifold relations with Italy. Her cities and towns have more than 180 twin cities around the globe. About 34 have twin cities in Italy. So Nuremberg is twin city of Venice and has close cooperations with Klausen und Montan.

Two European transport networks cross Nuremberg Metropolitan Region: the “Scandinavian-Mediterranean corridor” and the “Rhine-Danube corridor”. Being integrated in the trans-European transport networks is an important location factor. Doing joint lobby activity for investment in infrastructure is a common interest.

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Italy as one of the most important countries in the Scandinavian-Mediterranean corridor and therefore a first class economic partner for the enterprises in the Nuremberg Metropolitan Region. The freight traffic center Port of Nuremberg and Verona Port implement regularly common projects.

In the trade fair statistic of the NürnbergMesse (NurembergFair), Italy is on top of the ranking for foreign visitors and foreign exhibitors in Nuremberg. This shows that Nuremberg is – especially for Northern Italy – an important trade fair place. NürnbergMesse takes 12th place in international ranking.

4.4 Rome Metropolitan City

The lessons learnt from the experience of 2014-20 cohesion policy programming cycle in the implementation of the innovative measures strengthening its territorial and urban dimension, show clearly the need of:

- Increasing the earmarking on Sustainable Urban Development Strategies (SUS), at least starting from the current level (much higher than the 5% requested) and including ESF (no integrated strategies without social inclusion, that is definitely one of the most crucial urban issues);
- Pursuing the integration not only during the implementation phase (as is the case of ITI and CLLD) but, at first, at programming level, adopting multifund programs or only one fund for all the programs;
- Introduce an ex ante conditionality on the full application of European Code of Conduct of Partnership, to ensure the involvement of local authorities in setting up program priorities, choosing the most suitable implementation mode;
- Allowing direct access to funding and direct responsibilities to local authorities that can act as managing authorities or intermediate bodies;
- Promoting the institutional changes necessary for the effectiveness of the interventions, ensuring tools and funding for capacity building to urban authorities in relation to the tasks undertaken.

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4.5 Turin

4.5.1 Turin Metropolitan City

The transition from the former Province of Turin to the new Metropolitan City is paradigmatic, because is difficult to role and govern a metropolitan area with 52% of the territory covered by mountains, 316 Municipalities and 186 km of borders with France (Turin is the only Italian MC bordering on other European states).

The Statute of the Metropolitan City of Turin establishes 11 Territorial Units (or Homogeneous Zones) as a first step towards the progressive aggregation and simplification of the various form of association between Municipalities.

The challenge of the Strategic Plan, that should be approved in 2017, is to overtake this fragmentation, give the same development opportunities in all the territory.

4.5.2 Polytechnic University of Turin

Reading Turin metropolitan territory through the paradigm of Green Infrastructures (GI) is considered a useful tool for its spatial and strategic planning.

Using GI is a way to tackle the problematic theme of the democracy of metropolitan governance and the risk of the diminishing of local power, which is a source of opposition between the Municipalities and the metropolitan institution. In this sense, GIs could be the "wire" that binds not only natural and man-made territories, urban and rural but also each Municipality to the whole metropolitan territory and the Homogeneous Zones of the Turin Metropolitan City too.

In this scenario, it is to grasp and explore the innovative character (especially on a local scale) of the distinction between the Structural plan (particularly suitable for the planning of Municipalities Unions) and Operational plan and development regulations. Including the practice of 'territorial perequation', a method and a set of actions to enhance decision-making processes within and between Municipalities Unions.

4.6 Rhine-Neckar Metropolitan Region

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Metropolitan Governance in the Rhine-Neckar-Region

The Rhine-Neckar Metropolitan Region, accredited in Germany as European Metropolitan Region on April 28, 2005, is situated at the interface of the three German federal states Baden-Wuerttemberg, Hesse and Rhineland-Palatinate.

The strength of the Rhein-Neckar Metropolitan Region is the close collaboration and networking of the important actors from politics, economy and science. The Metropolitan Region is characterised by a particular institutionalized model of Public Private Partnership that forms the statutory framework for a joint regional development:

- the “Verband Region Rhein-Neckar (VRRN)” (Rhein-Neckar Regional Planning Association, corporation under public law, democratically legitimated, forum of political decision making)

- the Association „Zukunft Metropolregion Rhein-Neckar e.V. (ZMRN e.V.)“ (registered non-profit association with over 750 members from economy, science and politics)

The VRRN and the ZMRN e.V. set the strategies for the development activities. Together with the chambers of industry, commerce and crafts, they are company partners of

- the „Metropolregion Rhein-Neckar GmbH“ (Limited Company) which was established to implement specific projects.

The formal instrument of regional planning on the one hand and the implementation of projects, as well as moderation and networking on the other hand are the main pillars of Rhine-Neckar’s regional development. The region benefits from the distribution of tasks and the bundling of regional forces. The organizational structure ensures a concerted strategy and compatible activities based on a political will.

Cross-border-cooperation along the “Rhine-Alpine Corridor”

The Rhine-Alpine Corridor is a spatially coherent axis with a multitude of common interests and inter-relations between its single regional areas. The European Grouping of Territorial Cooperation „Interregional Alliance for the Rhine-Alpine Corridor EGTC“ representing the local and regional level should be considered an elemental stakeholder contributing to the joint development of the Rhine-Alpine Corridor as part of the Trans-European Network. The Interregional Alliance for the Rhine Alpine Corridor, a European

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Grouping for Territorial Cooperation (EGTC) has been founded in April 2015 in order to join forces and to speak with one voice for its members.

The EGTC continues the strategic initiative of the INTERREG IVB NWE Project „CODE24 – Corridor Development Rotterdam-Genoa“(2010-2015). It aimed at a joint integrated approach towards the future development of the Rhine-Alpine corridor and intended the interconnection of economic development, spatial, transport and ecological planning and thus, addressing urgent conflicts of capacity, sustainability and quality of life along the corridor. After five years, the CODE24 project partners presented a common Strategy for the future development of the Rhine-Alpine Corridor, the main transport corridor of Europe. The EGTC continues securing a long-term transnational partnership and cooperation of local and regional stakeholders along the Corridor. The work focuses - and is successful - on directing EU-funds to Corridor related activities and projects.

4.7 Stuttgart Region

In 1994 the Verband Region Stuttgart has been established as one of the first successful efforts at metropolitan reform in Germany. The former regional planning association was replaced by a new, directly elected system of regional governance: the Verband Region of Stuttgart.

This new public body is responsible for regional spatial planning, but also regional development (e.g. development of open spaces and recreation areas), public transport (e.g. metro railway and park&ride facilities) economic development and regional marketing. Stuttgart region has a population of 2.7 million, encompasses 178 municipalities in five counties and the city of Stuttgart. The region is coined by a dynamic economy with a strong focus on the automotive and engineering industry and attracts a huge number of inward migration.

The cooperation with Italian Regions is embedded in METREX – the network of metropolitan areas and regions in Europe. However, bilateral cooperation took place on several occasions e.g. with the Milano Città Metropolitana (on regional governance), the International Parks Festival (Parco Adda Nord on “Green Infrastructure”) or – most recently – with the Citta Metropolitana di Turino (on resilience and planning).

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4.8 Lombardy Region

4.8.1 Lombardy Region I

The Italian governance framework, under the umbrella of European Regulations & Directives, is regulated by Constitution (Part 5): in particular, Legislative Power is shared between national and regional levels (20 Regional Governments) on most matters (considered “concurrent”, since Art. 117 Const.), while Municipalities (7890), Provinces (107) and Metropolitan Cities (14) have only administrative functions.

Metropolitan Cities (MC) were first introduced into the Italian system in 1990 (Act 142/1990), formalized in 2001 within the Constitutional Reform (Part 5), regulated in 2014 as “non elective” entities, as well as Provinces, (Act 56/2014) and their functions defined by Regional Acts in 2015 (e.g. Lombardy R. A. 32/2015 for Milan MC). An attempted Constitutional Reform in 2016, regarding also Provinces abolition, joined with 2008 global economic crisis, delayed up to now the actual start-up of the 14 Italian Metropolitan Cities.

4.8.2 Lombardy Region II

Spatial planning system in Lombardy Region is based on three main planning levels: Local (Municipalities - PGT), Intermediate (Provinces – PTCP and Metropolitan Spatial Plan), Regional (Regione Lombardia – PTR and PTR A Regional Areal Masterplans). Each level is responsible for its own plan and the related impact assessment. The Territorial Regional Plan has direct effects on other spatial plans in 5 sectors: regional mobility infrastructures, interventions for hydrogeological risk, protection of landscape in sensitive areas, regional development poles. The provincial spatial plan has direct effects on municipal spatial plans in four sectors: protection of environment and landscape, provincial mobility infrastructures, protection of agricultural areas, hydrogeological and seismic risk. The Metropolitan Spatial Plan has some special features: an agreement with regional level for the definition of criteria and guidelines is required; moreover, it identifies over-municipal settlements and provides guidance on municipal plans for these areas.

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4.9 METREX Expert Group on Metropolitan Governance:

In the framework of METREX, the Network of European Metropolitan Regions and Areas, the Metropolitan Governance Expert Group focuses on the metropolitan dimension contributing to the debate on the role of metropolitan areas in the European context. The group, coordinated by Lombardy Region and Emilia-Romagna Region, started to reason on territorial assets and needs, developing a reflection and an exchange of knowledge and good practices on the issue of Metropolitan Governance with emphasis on institutional cooperation, public-private cooperation, innovation and European funding. The final document will include the concrete experiences from the participant metropolitan areas, containing an analysis of the factors enabling/limiting the more advanced structure of metropolitan governance and consequent recommendations for policymakers.

5 Conclusion

Participants had an in-depth and fruitful exchange on Italian as well as German structures and strategies as well as on the German experience from a decentralised Federal State environment. Furthermore, both sides discussed the perspectives of the 7th Cohesion Report, the future regional policy of the European Union and the experience gained by the existing Partnerships within the framework of the Urban Agenda for Europe.

Finally, delegates discussed the high potential of bilateral and multilateral economic cooperation among Italian and German regions and on the basis of the Rhine-Alpine Corridor EGTC with major metropolitan participation from Italy (Regione Liguria, Lombardia and Piemonte) and central management in Metropolregion Rhein-Neckar (<http://egtc-rhine-alpine.eu/>). The representative of the Free and Hanseatic City of Hamburg underlined the interest of Chambers of Commerce and Industry of the Metropolitan Region in establishing new economic relations on company as well as industrial network level. Participants agreed to enquire into the possibility of holding a further meeting together with experts from the relevant bilateral chambers of commerce and business institutions of the metropolitan regions involved and focussing on economic relations.

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Although Germany and Italy have two very different models, the first bottom up and the second top down, there are similarities and common factors and conditions can be identified:

- A strong political commitment, especially on the need for cooperation and on the main objectives is a necessary pre-condition.
- Each metropolitan region needs to adapt the general model to its own specificities.
- Metropolitan regions and Città Metropolitane go beyond the urban policies. Win-win cooperation with the rural territories in a relevant asset.
- Both big cities involving their functional area and networks of smaller cities can gain in competitiveness and quality of life through cooperation.
- Building trust takes time, but is absolutely necessary.
- An operational structure is needed, the capacity has to be adequate to the objectives. In the Italian model the Città Metropolitana is a Public administration, with competences given by law, and face complex organisational challenges; the German Metropolregionen are more flexible in terms of partners and fields of action, but, as a rule, have limited legal powers.
- Identity matters, both in the decision for cooperation and in the citizens' involvement and commitment.



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With the kind support of:



**Regione
Lombardia**



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