International Forum of the BRICS “Involving citizens in the public infrastructure development” – UFA (Bashkortostan), RUSSIA, September 21-22, 2017.

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Session 2. «Institutional Infrastructure to Support Citizen Engagement».

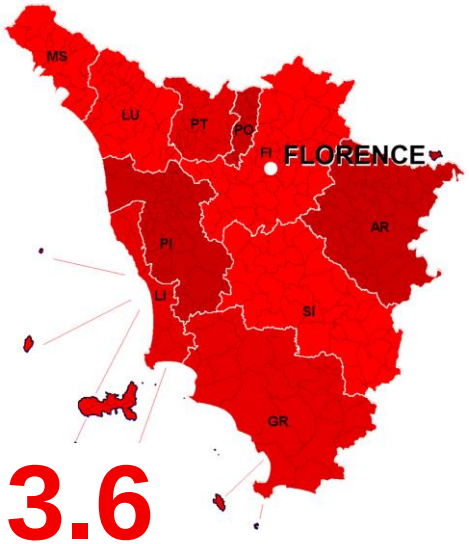
- **The Tuscany proto-system to promote participation**

APP autorità regionale per la garanzia e la promozione della partecipazione

ces Centro de Estudos Sociais Laboratório Associado Faculdade de Economia da Universidade de Coimbra

PEOPLES OBSERVATORY

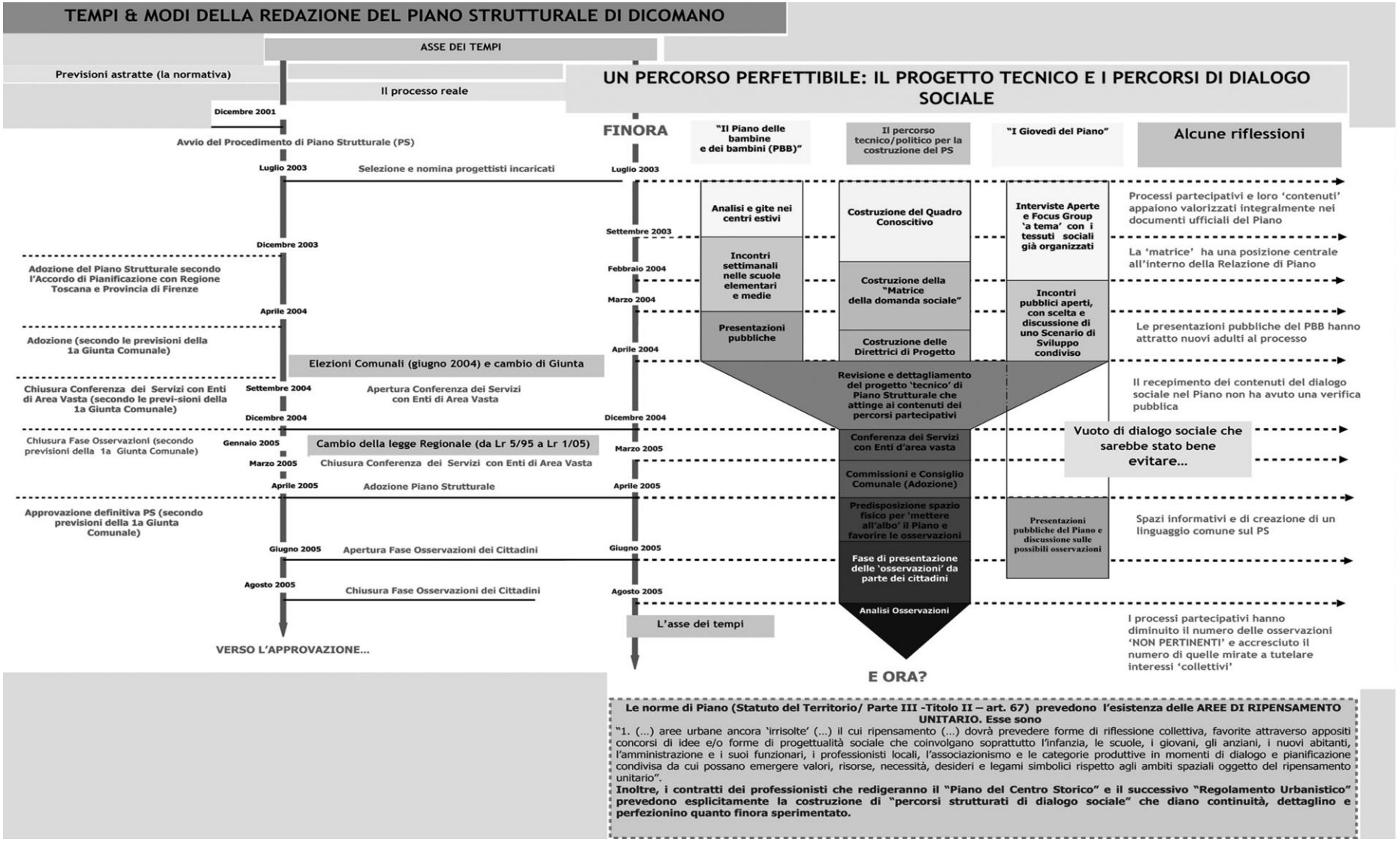
The case of Tuscany could be useful because it makes the will of promoting “a culture of participation” dialogue with the challenge of a solid institutionalisation….



3.6
million
inhabitants

- ✓ 3.6 million inhabitants and 172 (municipalities, a declining number thanks to voluntary merging/fusion)
- ✓ Voter participation in the 2008 national election: 83.70%
- ✓ High organised Social capital: : 25% of Tuscans state they are “really involved and interested in politics”
- ✓ About ½ of Tuscans are members of political, economic or social associations (Parties, NGOs, Unions, Business associations, Cooperative organizations)
- ✓ There is a tradition of strong and widely felt civic sense: citizens participate in local matters more than elsewhere in Italy

In Tuscany, the discussion on Participation comes from a tradition of transforming (and evaluating every 10 years) the Territorial Planning System (Reg. Laws in 1995, 2005, 2014)



The LAW 69/2007 on participation came from a long path, including a participatory collective writing of the legal text for 2 years….

✓A tense process of confrontation

Two tracks indicated by people:

1) Working at regional level (stating rights and duties of the Region) and 2) at local level (to create a participatory culture)

The NEED to create an Independent Authority to oversight the processes

HOW A LAW IS APPROVED IN TUSCANY?

- initiative by regional government (Giunta Regionale)
- initiative by regional assembly (Consiglio Regionale)
- popular initiative (5.000 signatures from residents in Tuscany)
- united initiative (Giunta and Consiglio Regionale)

Who passes the law:

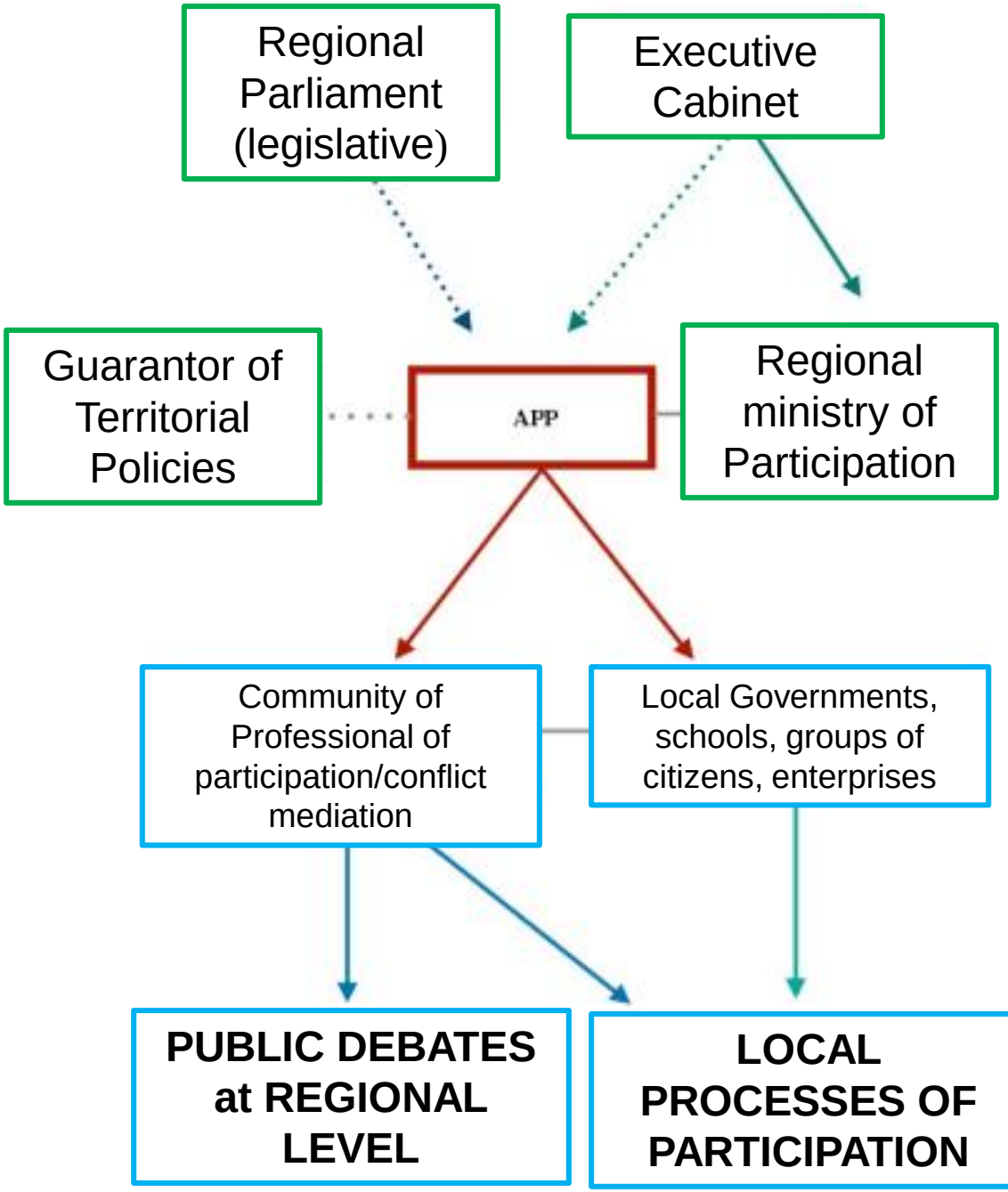
Regional Parliament

When: the first law for participation was passed in 2007(n. 69/2007)

Regional government introduced and organized it - before the final vote - a big town meeting.

The law had an expiry date of 2012 **(sunset clause).**

The second and actual law for participation was passed in 2013 (n. 46/2013) at the conclusion of a long verification of it's effects and a wide debate.



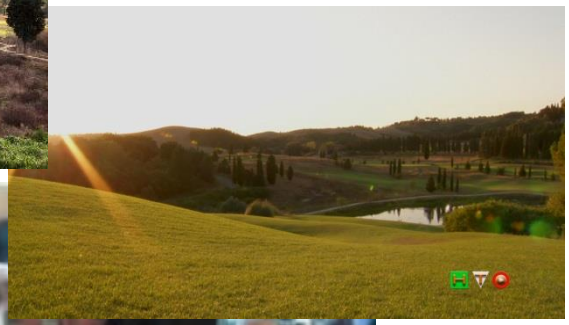
WHAT IS APP (Independent authority for the Guarantee and the Promotion of Participation)?

It is an institution funded both by the Regional Parliament and the Executive, that oversights all participatory processes and try to diffuse ‘a culture of participation”, through comparing and incentivize the use of different methodologies. It has a budget (it was 750,000 euros, now is around 450,000)

Originally it was a Monocratic institution (only 1 coordinator)

http://www.consiglio.regione.toscana.it/partecipazione

The scaling-up of Public Debate on infrastructures from the municipal case of Castelfalfi to a regional-wide commitment (a voluntary tool)



Toscana Resort Castelfalfi
Hotels · Villas · Golf

HOW TO HELP LOCAL CONTEXT?

Working trough “call for projects” three times a year

Tabella n 1

Richieste di finanziamento presentate ex lr 69/07 e progetti finanziati 2008-2013

SCADENZA ESERCIZIO	MESE	N. RICHIESTE PRESENTATE	N. PROGETTI FINANZIATI	A COSTO TOTALE RICHIESTE PRESENTATE	B FINANZIAMENTO TOTALE ATTRIBUITO	% B / A	POPOLAZIONE * INTERESSATA PROGETTI PROPOSTI	POPOLAZIONE * INTERESSATA PROGETTI SOSTENUTI
2008	31 Marzo + 31 Luglio	35**		€ 1.868.100			€ 1.432.000	
	27 Ottobre	24	20	€ 1.828.892	€ 684.700	37	€ 1.881.321	1.666.490
TOTALE 2008		24	20	€ 3.696.992	€ 684.700	19	€ 3.313.321	1.666.490
2009	30 Novembre	14	8	€ 719.965	€ 244.000	34	€ 1.190.992	384.004
	31 Marzo	10	7	€ 455.564	€ 262.775	58	€ 1.595.841	295.271
	31 Luglio	13	6	€ 722.840	€ 200.500	28	€ 1.863.645	1.357.067
TOTALE 2009		37	21	€ 1.898.369	€ 707.275	37	€ 4.650.478	2.036.342
2010	30 Novembre	20	8	€ 985.354	€ 238.500	24	€ 742.131	323.821
	31 Marzo	8	4	€ 302.900	€ 142.300	47	€ 124.564	103.422
	31 Luglio	39	15	€ 1.654.204	€ 366.000	22	€ 1.449.463	680.491
TOTALE 2010		67	27	€ 2.942.458	€ 746.800	25	€ 2.316.158	1.107.734
2011	30 Novembre	18	4	€ 829.808	€ 130.000	16	€ 1.795.148	409.434
	31 Marzo	10	6	€ 615.400	€ 285.000	46	€ 1.098.530	711.739
	31 Luglio	10	8	€ 309.684	€ 226.240	73	€ 181.479	179.929
TOTALE 2011		38	18	€ 1.754.891	€ 641.240	37	€ 3.075.157	1.301.102
2012	30 Novembre	10	7	€ 408.065	€ 245.775	60	€ 398.648	343.226
	31 Marzo	15	10	€ 588.100	€ 265.400	45	€ 2.488.732	225.390
	31 Luglio	14	8	€ 579.825	€ 223.270	39	€ 522.648	162.251
TOTALE 2012		39	25	€ 1.577.914	€ 734.445	47	€ 2.250.646	730.867
2013	30 Novembre	15	5	€ 1.256.120	€ 141.400	11	€ 2.281.406	135.520
TOTALE 2013		15	5	€ 1.256.120	€ 141.400	11	€ 2.281.406	135.520
TOTALE **		220	116	€ 13.126.744	€ 3.655.860	28	€ 1.946.548	6.978.055

Self-proposed processes with a dialogue for improve them

6 months duration (extendible)

An internal commission to evaluate them

Emphasis on innovative methodologies and contents/topics…

Fostering EMULATION

No FUNDING for implementation

CRITERIA TO BE FUNDED

Explicitly in the Law

- **Methodological Innovation**
- **Larger number of beneficiaries (territorial size of the processes)**
- **When proposers are LOCAL AUTHORITIES or ENTERPRISES: number and size (consortia) and minimum co-funding of 15%**
- **When proposers are CITIZENS: collection of signatures proportional to the territorial width of the process**
- **When proposers are SCHOOLS: process through the entire year**

Added values

- **Variety and demodiversity of members of proposing consortia**
- **Content Innovation (new topics)**
- **Additional CO-FUNDING in Money or KIND**
- **Coherence between GOALS and MEANS**
- **Connection with previous participatory experiments**
- **Express connection with other future participatory actions self-funded**

WHICH RESULTS FOR THE LOCAL?

- The Law 69/2007 favoured:
- 116 process which concerned 2 millions of people (3 750 511 total population /2014)
- 80. 000 participants
- 10. 000 active participants
- **Implementation was intermittent, despite a « light agreement » that responsibilizes local authorities to commit with final results of participation**
- **PUBLIC DEBATE for huge regional infrastructure did not happen from 2007 to 2013 (being a voluntary measure that “could be activated”)…**

THE CHANGE OF LAW IN 2013

New LAW 46/2013 IMAGINES A STRONGER LEGITIMATION and a DEEPER INSTITUTIONALISATION (learning from the limits of France and Quebec)

- APP became a Collective Authority (3 chairs) to increase the methodological differentiation and the interdisciplinarity of the institution
- Promoting the involvement of private enterprises
- Making the Public Debate binding for huge infrastructure (over 50.000 €)
- A better interconnection with the “Guarantor of Information and Communication for territorial policies”

MAIN DIFFERENCES BETWEEN THE TWO LAWS

- The Authority (APP) is now collegial (3 members) ; the Authority was Monocratic.
- The public debate is mandatory for the works over € 50.000.000,00; it was optional;
- categories of persons entitled to participate are extended ;
- the Authority have a larger variety of processes to organize;
- public debate must be concluded with a final report and commitments;
- processes and content of the local participatory processes are better disciplined ;
- The new law does not expire but in the year prior to the expiration of the Authority shall include an evaluation of the effectiveness and diffusion of participatory processes.

Linking Open DATA and memory of experiments: the case of OPEN-Toscana

Regione Toscana

www.open.to

OPENTOSCANA

Aperta,
innovativa,
online

Regione Toscana | OPENTOSCANA

"I dati sono il nuovo petrolio"

=>

La PA è ricca di materia prima che deve essere ***estratta e raffinata*** *al fine di poterla* ***trasformare in carburante***

=>

ottenere questo risultato richiede alla PA ***consapevolezza, competenze, conoscenze*** *e comporta uno* ***sforzo organizzativo*** *ed* ***economico***

Regione Toscana | OPENTOSCANA PARTECIPATOSCANA

PARTECIPATOSCANA

Il progetto

APP
autorità regionale per la garanzia e la promozione della partecipazione

L'idea
Le norme
Il percorso
Gli strumenti
La ricerca e l
Contatti

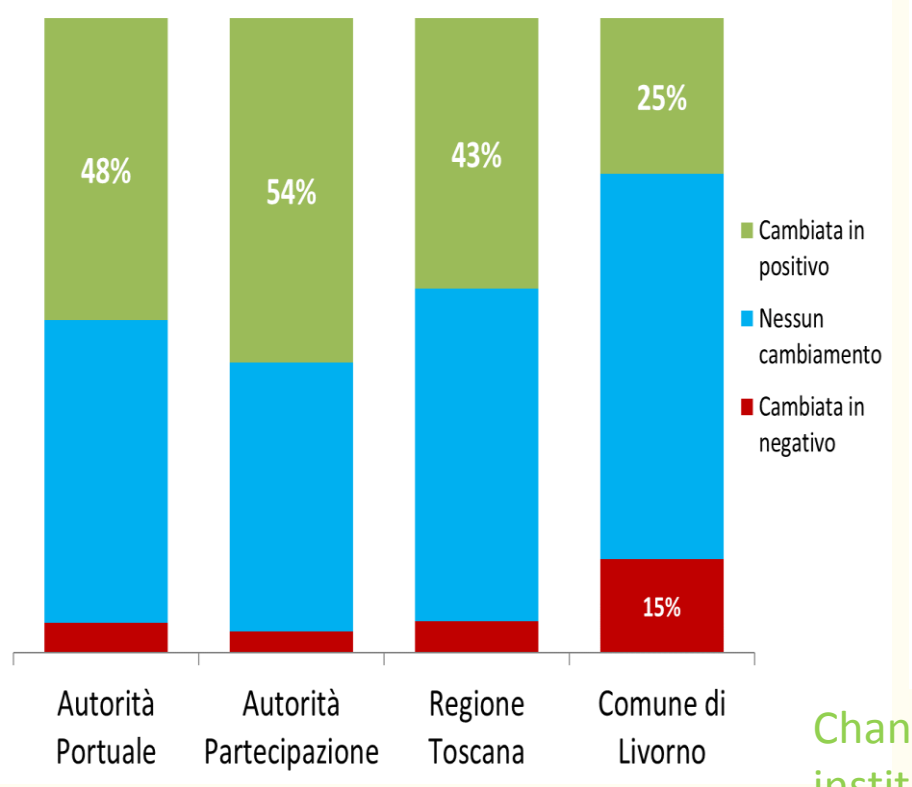
PartecipaToscana è uno strumento innovativo al servizio della partecipazione delle cittadine e dei cittadini toscani. Uno spazio aperto che permetterà di avere sotto gli occhi, di vivere direttamente e di discutere tutti i processi e gli eventi che si svolgono nella regione.

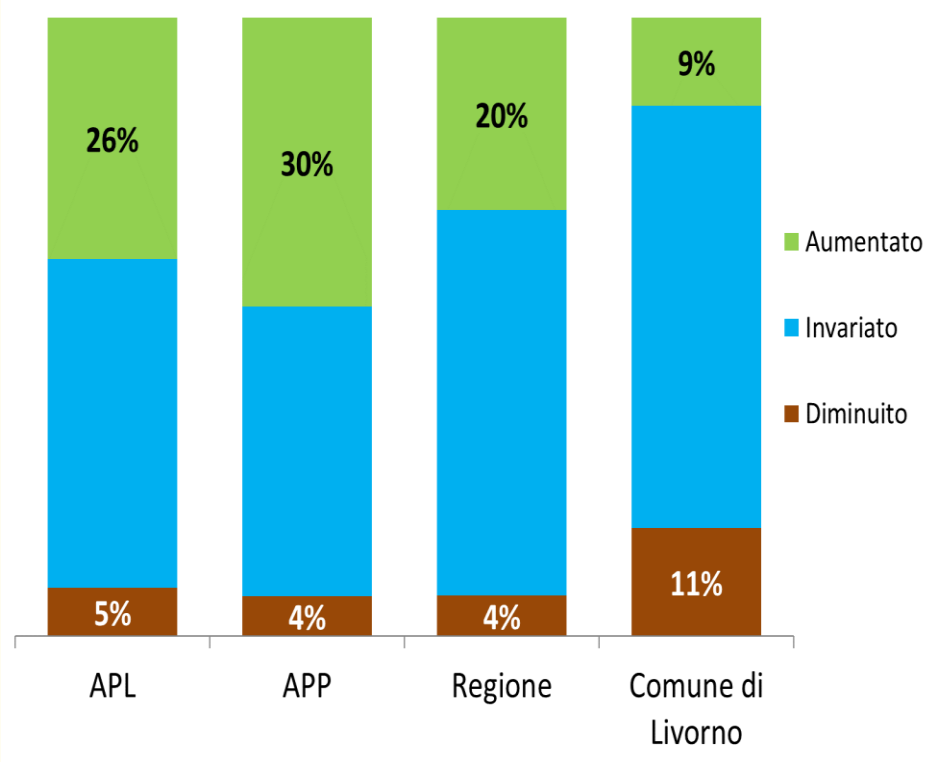
DIBATTITO IN PORTO

DIBATTITO PUBBLICO
SUL NUOVO PORTO DI LIVORNO

Challenges and opportunities of Public Debate with the new regional Law 46/2013: the case of Livorno Harbour

How does the citizens' views on involved institutions change?





Change of opinion of citizens towards involved institutions (the case of Livorno)

When Public Debate is not Possible

The Law 46/2017 is shy and does not allow to "impose" public debate to reluctant private companies….

But it can fund alternative opportunities to value social dialogue and "counter-expertise" (a key-element to contribute to the reconstruction of mutual trust between citizens and institutions)…

Often methodologies of "expertization" (i.e. calling experts to critically analyze other experts' reports) are applied, because there is no time to charge the main proponent with studying all alternatives possible, and the important is showing to citizens that expert reports are not fake or politically-driven) open.toscana.it/web/aeroporto-parliamone

AN AID: SCALING UP TO NATIONAL STATE

The new Italian-wide Law on tendering (decree 50/2016, art. 22) makes Public Debate compulsory for any huge infrastructure in all country: what can it learn from Tuscany?

The new horizon: avoiding the *excesses of proceduralisation* and maintaining a "living laboratory" of multiple practices and techniques

Thanks for your patience! Questions are welcome

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