

Programmatic Cooperation Framework for Armenia, Azerbaijan, Georgia, Republic of Moldova, Ukraine and Belarus

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**TOWARDS A MORE EFFICIENT LOCAL GOVERNMENT IN EASTERN
PARTNERSHIP COUNTRIES: NEW WAYS AND TOOLS.**

Batumi, 7 July 2016

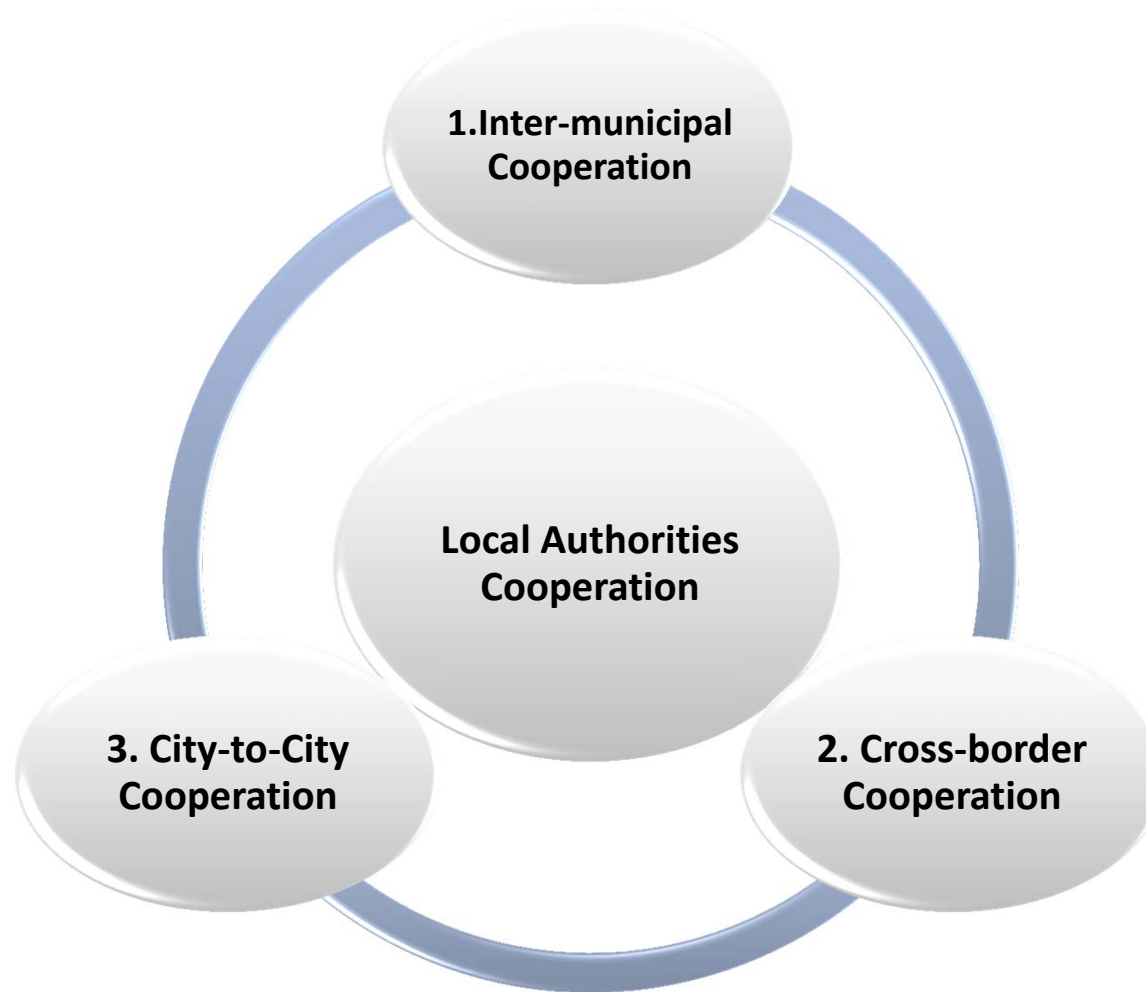
**How CoE Tools and Frameworks can prepare LAs for a better
Cooperation – an overview.**

Highlights from Italian case-studies



Ramona Velea - Institute of International Sociology of Gorizia

COUNCIL OF EUROPE FRAMEWORKS AND TOOLKITS FOSTERING COOPERATION BETWEEN LOCAL AUTHORITIES



IMC: Italian Territorial Reform leading to new IMC synergies – *iter*

- **2010 - Europe 2020 Strategy for sustainable growth and competitiveness**, which fosters an enhanced coordination of economic policies at EU level (EU Council, 9246/15).
- **Structural Reforms in Italy – 11 sectors**, among these:
 - Constitutional reform and institutions, foreseeing the suppression of **the Provinces and reorganisation of the territorial governing entities, so to enhance the efficiency and reduce the administrative costs of local governments** (Ministry of Economy and Finances, 2014)
- **The Del Rio Reform - Law 56 of April 7, 2014:**
 - suppression of provinces as territorial authority - the bodies will no longer be elected;
 - establishment of the 10 metropolitan cities: Napoli, Milano, Torino, Bari, Bologna, Firenze, Genova, Venezia, Reggio Calabria, plus the capital city Rome;
 - association and mergers of small municipalities

IMC: Implementation of the national reform in the Friuli Venezia Giulia Region – a case study

Friuli Venezia Giulia Region – autonomous status

- Adaptation of the national reform to the regional context (LR 2/2014 and LR 26/2014)

UTI – Unioni Territoriali Intermunicipali/ Territorial intermunicipal unions

- new synergies of municipalities created by the regional reform, in response to the national reform (i.e. 4 provinces become 18 UTIs), that are:
 - legal entities, able to perform joint municipal functions;
 - in charge with the strategy-drafting for the territorial, economic and social development
 - have Statutes and Regulations
 - have a governance system composed by:
 - Mayors Assembly
 - President - elected among the members of the Mayors Assembly

From Provinces to Inter-municipal Territorial Unions – new synergies between municipalities

Functions and competences of the new UTIs:

Municipal functions

- Human resources, General coordination of the administration and of Control activities
- Local system of Social Services
- Local police and administrative police
- Activities related to productivity

Provincial functions

- Agriculture
- Environment
- Sport and Culture
- Land and water resources management
- School
- Social policies
- Transportations
- Roads

Regional functions

- The UTI will be given also functions previously developed by the Region - to be decided

IMC: UTI Collio Alto Isontino - Case Study



STRUCTURE

15
Municipalities
(from 25 of the
old Province of
Gorizia)

Gorizia:
administrative
center
largest
municipality



GOVERNANCE

Assembly – all
Mayors of the
Municipalities
within the UTI

President –
elected by the
Assembly, Legal
Representative
of the UTI

Presidency
office –
executive
powers,
composed by 7
members of the
UTI



DECISIONS

UTI decides on
part of the
municipal
functions (e.g.
Social services,
education, local
police, etc)

Other decisions
are delegated to
single
municipalities
(e.g. Financial
management,
public works,
land use, etc)



FUNDS

Regional
National
European

UTI – Collio Alto Isontino: IMC phases

<p>PHASE 3</p> <p>Implementing and evaluating IMC</p>	<p>15 Conduct regular evaluations</p> <p>14 Ensure continuous and effective communications</p> <p>13 Ensure continuous monitoring and self-assessment</p> <p>12 Develop co-operation mechanisms</p> <p>11 Establishing management and representative structures</p>	<p>↑</p>
<p>PHASE 2</p> <p>Establishing IMC</p>	<p>10 Finalise agreement / statute</p> <p>9 Define the institutional arrangements</p> <p>8 Determine the financial arrangements</p> <p>7 Choose the legal form</p> <p>6 Identify scope for IMC</p>	<p>↑</p>
<p>PHASE 1</p> <p>Initiating IMC</p>	<p>5 Build awareness and support</p> <p>4 Decide on entering IMC and set up negotiating platform</p> <p>3 Analyse the legal and economic environment</p> <p>2 Identify potential partners and possible areas of cooperation</p> <p>1 Identify needs and opportunities</p>	<p>↑</p>

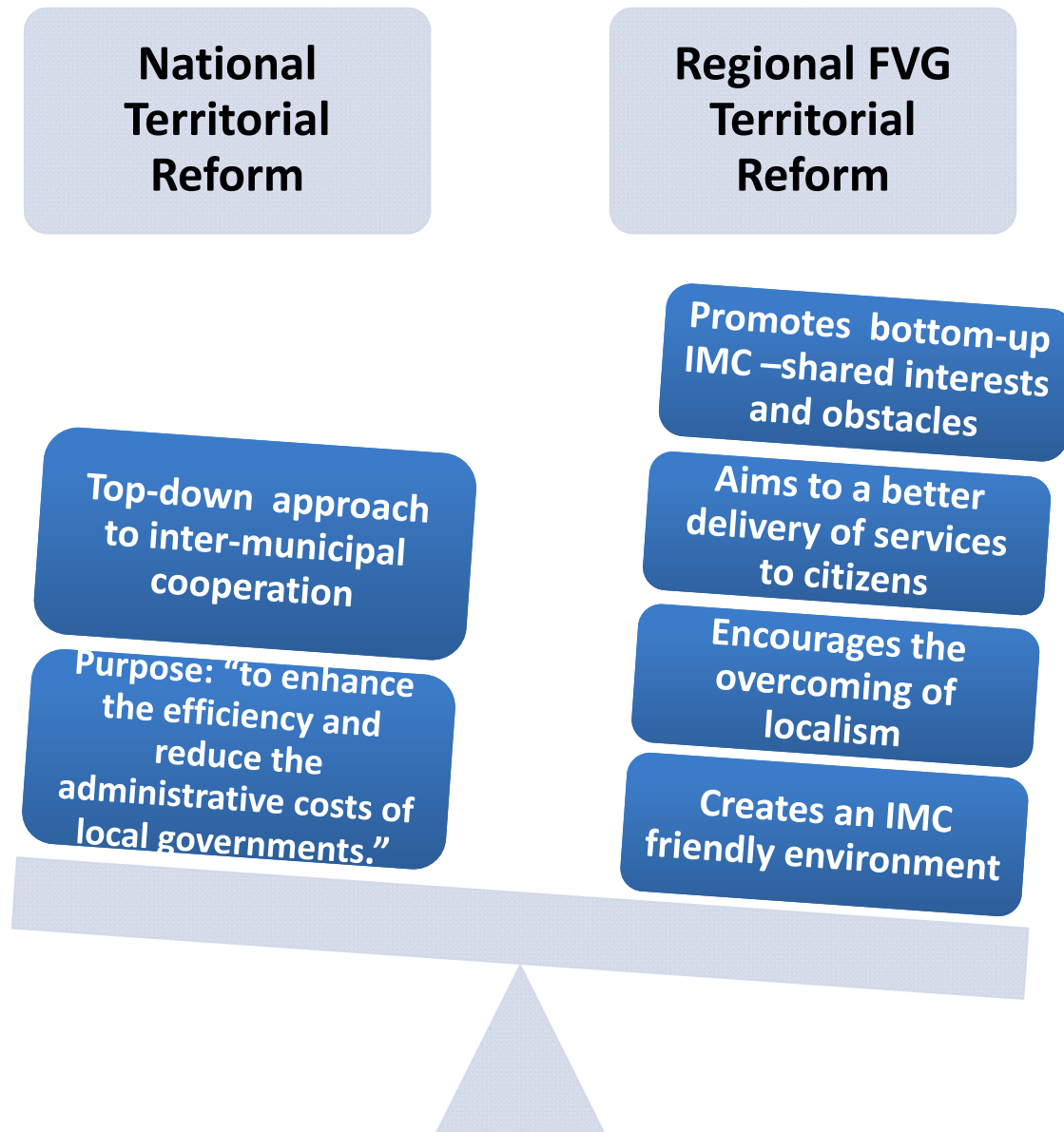
IMC – Assessment tool for the UTI? (1)

UTI - STRENGTH	UTI - WEAKNESS	IMC STEPS
<ul style="list-style-type: none"> Opportunity to cooperate within the new UTI structure, between municipalities of different sizes - “Two weaknesses do not make strength” 	<ul style="list-style-type: none"> The cooperation did not arise only from the spontaneous willingness of the parties - imposed by national legislation. 	1. Identify needs and opportunities
<ul style="list-style-type: none"> The proposals regarding the structure/composition of membership of the new UTIs were opened to negotiations. 	<ul style="list-style-type: none"> Areas of the cooperation was established by the Regional Authority. 	2. Identify potential partners and possible areas of cooperation
<ul style="list-style-type: none"> Analysis of the overall regional socio-economic context were developed, as well as Guidelines for the reorganization of the regional system. 	<ul style="list-style-type: none"> The legal context was not object of a thorough analysis - imposed by national legislation. 	3. Analyze the legal and economic environment
<ul style="list-style-type: none"> The final decision of joining a UTI belongs to the municipalities. 	<ul style="list-style-type: none"> Joining a UTI was conditioned - financial incentives. A taskforce representing the municipalities in the negotiation process was not established. 	4. Decide on entering IMC and set up negotiating platform
<ul style="list-style-type: none"> Informative materials on the reform were created . 	<ul style="list-style-type: none"> The informative materials do not have high visibility across the regional territory - to this end the results of a public consultation regarding the reform highlights this aspect, as the response rate is much higher in the main 4 urban centers (i.e. Trieste, Udine, Gorizia, Pordenone). 	5. Build awareness and support

UTI - STRENGTH	UTI - WEAKNESS	IMC STEPS
<ul style="list-style-type: none"> The UTIs will be endowed with functions/competences from the suppressed Provinces; they will also be given regional functions. UTIs have the opportunity to choose some of the areas of action under these competences. 	<ul style="list-style-type: none"> The majority of competences and areas of cooperation were imposed by the Regional Authority - legislation. 	6. Identify scope for IMC
<ul style="list-style-type: none"> The new UTIs are Legal persons, having their own statutes and governance system. 	<ul style="list-style-type: none"> The legal form of the cooperation was imposed through the regional law. 	7. Choose the legal form
<ul style="list-style-type: none"> Flexibility in establishing financial aspects of the cooperation. 	<ul style="list-style-type: none"> Imposed, but open to negotiations. 	8. Determine the financial arrangements
<ul style="list-style-type: none"> The decisional process of the UTIs is proportionate to the dimensions of the municipalities within the UTI. 	<ul style="list-style-type: none"> The decision-making structure is imposed. 	9. Define the institutional arrangements
<ul style="list-style-type: none"> Flexibility in adapting the statutes to the necessity of the single UTI. 	<ul style="list-style-type: none"> Structure of the statute imposed. 	10. Finalize agreement / statute

Steps 11 to 15 – To be developed

IMC – Assessment tool for the UTI? (2)



2. CROSS-BORDER COOPERATION- CBC

**CBC Toolkit
(2012)**

- a step-by-step guide on how to turn cross-border projects mapped out on paper into concrete actions

**Manual for removing
obstacles of CBC
(2013)**

- highlights the potentialities of reducing obstacles in CBC and of best practices exchanges

**EDEN online platform
(2014)**

- database containing best practices of CBC collected from European actors, giving to policy-makers and administrators the opportunity to learn from their European colleagues.

**European Experience of
Citizens' Participation in
CBC Governance (2015)**

- case-study collection and methodology on how to assess the level of citizens engagement in CBC mechanisms/structures

**Cross-border
cooperation
(CBC)**

- process of building neighbourly relationships between local stakeholders and authorities on both sides of national land and sea borders.

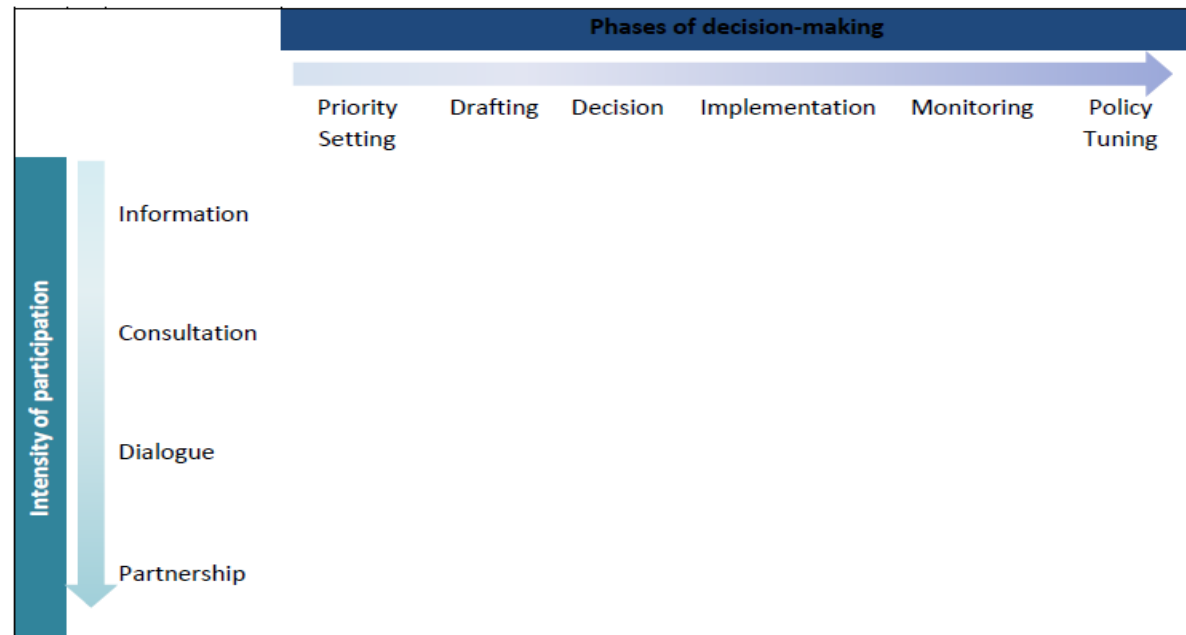
CBC: Civic engagement in EGTC GO – a case study

The case:

- European Group of Territorial Cooperation of Gorizia (IT), Nova Gorica (SI) and Sempeter-Vrtojba (SI)
- The EGTC's specific objective is to strategically coordinate the policies relating to the metropolitan area, in fields of interest such as Transportations, Urban Planning, Energy, Health, Culture and Education, Sport

The methodology:

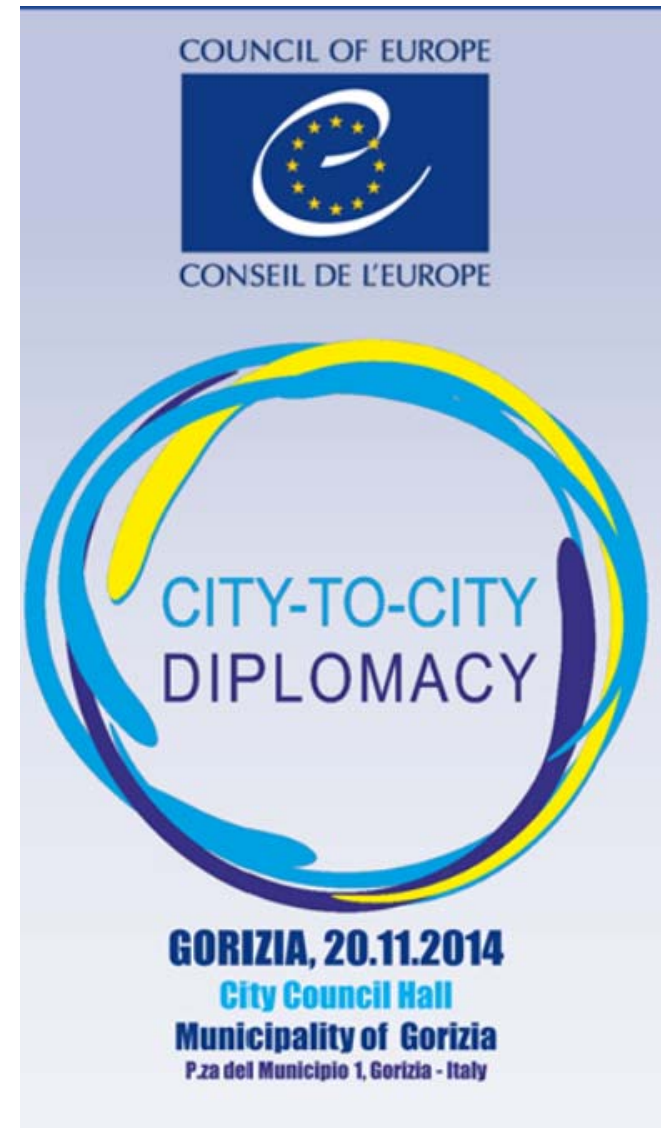
- The phases of the Decision-making process are crossed against the Intensity of participation



		Phases of decision-making					
		<i>Priority Setting</i>	<i>Drafting</i>	<i>Decision</i>	<i>Implementation</i>	<i>Monitoring</i>	<i>Policy Tuning</i>
Intensity of participation	<i>Information</i>	Front desk open to the public	Front desk open to the public	Website and socials Front desk open to the public	Website and socials Front desk open to the public Conferences open to the public	Website and socials Front desk open to the public	Website and socials Front desk open to the public
	<i>Consultation</i>	--	Stakeholders instances incorporated in the drafting of 3 pilot actions at CBC level	--	Conferences open to the public/open days to gather citizens' feedbacks	--	--
	<i>Dialogue</i>	--	--	--	--	--	--
	<i>Partnership</i>	--	Working committees on thematic priorities of EGTC	--	--	Working Committees on thematic priorities of EGTC	Feedbacks from stakeholders attending the Working committees are integrated in the reformulation

3. CITY-TO-CITY COOPERATION - C2C

- City-to-city cooperation is the full range of processes initiated by city institutions and civil society organisations engaging in international relations with the aim of representing themselves and their interest to one another.
- A process that describes the changes in the international arena (i.e. phenomenon of actors, other than states, engaging in international relations)
- **The C2C Toolkit:** a strategic tool to tackle the new challenges (context institute)



C2C: BlueWin project – case study

20 November 2014

Gorizia (IT)

International Seminar “City-to-City Diplomacy”

Identification of project proposal

December 2014 – June 2015

Joint project making within the core-group

(i.e. Municipalities of Zadar, Dubrovnik, Inverness, Gorizia)

Identification of EU Programme –EACEA Europe for Citizens

16 July 2015 – Dubrovnik (HR)

Seminar on finalization of proposals

Final partnership (Zadar –HR, Dubrovnik HR, Inverness –UK,

Gorizia –IT, Nova Gorica – SI, Kotor -MNE)

1 September 2015

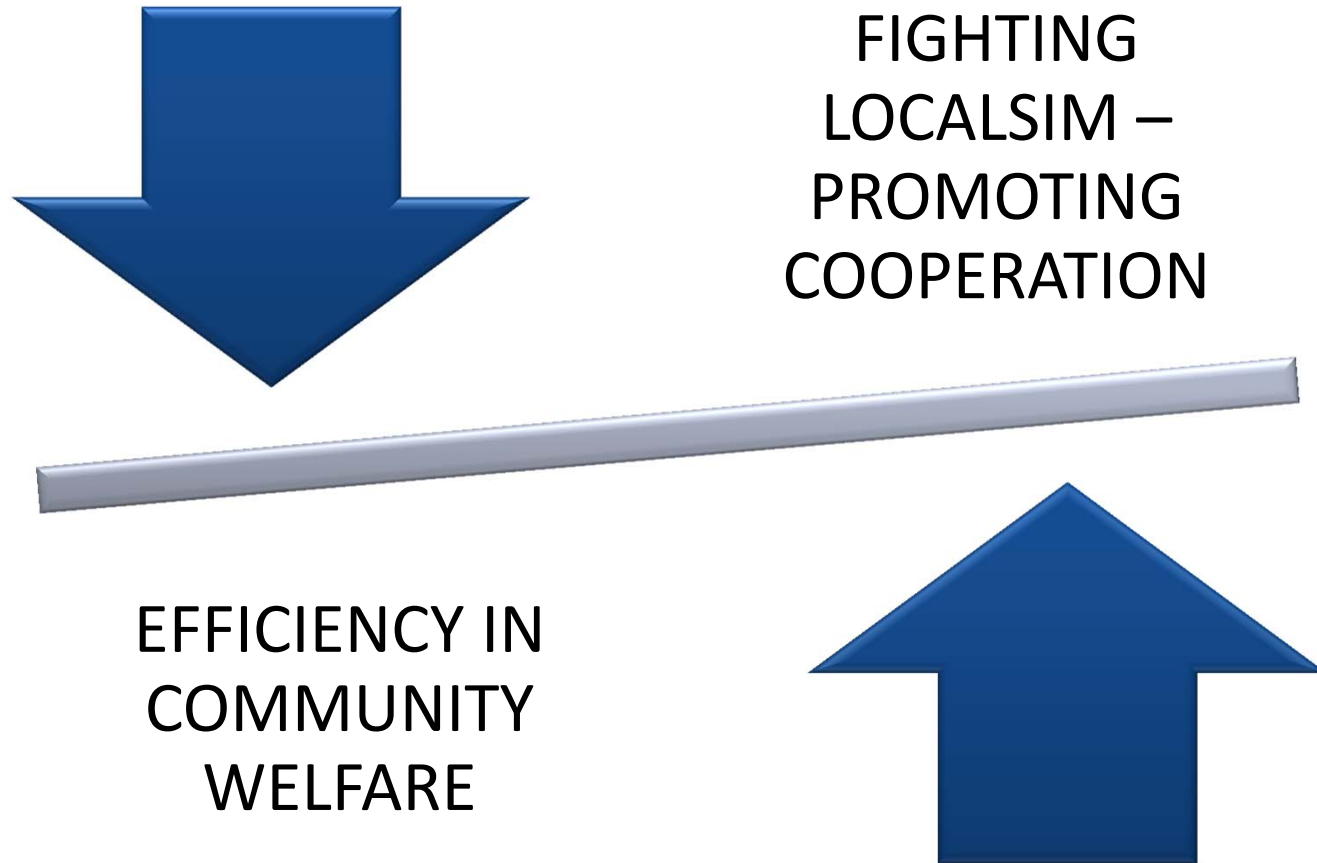
Submitting of proposals

11 May – 18 May 2016

Zadar (HR)

Implementation of BlueWin project

Local Authorities strengthen by COE Tools



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