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The Urban Lab of Europe !

The Co-City project Journal N° 3

Project led by the city of Turin



**URBAN
POVERTY**

The Co-City project

The Co-City project pursues the transformation of abandoned structures and vacant land in hubs of neighborhoods residents' participation in order to foster community spirit as well as the creation of social and solidarity entrepreneurial activities contributing to the reduction urban poverty in economically distressed areas of the city. It does so by implementing "pacts of collaboration" pursuant to the Regulation on the urban commons. These "pacts of collaboration" between residents or associations and city departments in most of the cases focus on the civic maintenance of public spaces or on the civic reuse of abandoned urban spaces and structures. The creation of new forms of commons-based urban welfare will promote social mixing and the cohesion of local community, transforming residents into actors of urban development while the local authority acts as facilitator of an innovation process already ongoing in the urban context.

The use of innovative ICT platforms, such as the urban social network First Life under development by the University of Turin, and the active collaboration of the network of the Neighborhood Houses (Case del Quartiere) is contributing to combine the virtual and physical dimension, involving different types of users in the central areas of the city as well as in the suburbs in this wide action of urban regeneration to fight poverty and social exclusion.

The regeneration of abandoned or underused spaces in different areas of the city aims at contributing to the creation of new jobs in the social economy sector through the possible establishment of entrepreneurial activities leveraging residents' participation triggered and facilitated by the city of Turin together with the network of the Neighborhood Houses.

The definition and the implementation of several pacts of collaboration will improve the participation of residents in different parts of the city, fostering the commitment of the citizens towards a more inclusive and cohesive city.

The content of this journal does not reflect the official opinion of the Urban Innovative Actions Initiative. Responsibility for the information and views expressed in the journal lies entirely with the author.

Partnership:

- Comune di Torino – City of Turin
- Università degli Studi di Torino – University of Turin
- Fondazione Cascina Roccafranca – Neighborhood House NGO
- ANCI - Associazione Nazionale Comuni Italiani - National Association of Italian Cities

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1. Executive summary

Through the «Co-City» Urban Innovative Actions (UIA) Initiative project started in March 2017, the City intends to invest on the urban commons (*i.e.* underused or unused public space and/or assets) as a lever for addressing key urban governance issues, such as urban poverty, by targeting the most vulnerable communities in the city.

In Turin, the **UIA Co-City** project is carried out through a partnership with the Computer Science Department and the Law School of the University of Turin, the National Association of Municipalities (ANCI) and the Cascina Roccafranca Foundation as coordinator of the Neighborhood Houses Network. It aims at coordinating the efforts of different urban actors in promoting the implementation of the Turin Regulation for the Urban Commons. The Co-City project provides the regeneration of public spaces and assets by reconceiving them as urban commons and therefore as social infrastructures characterized by the recognition or granting of rights of use, management, ownership to city inhabitants to address phenomena of social exclusion and urban poverty in deprived areas of the City. The project is coordinated by the City Department for Decentralization, Youth and Services – Office for AxTo Project, Commons, Peripheries. The Neighborhood Houses is a policy and network that the city of Turin is implementing since

2006¹ that promotes the diffusion of community spaces all over the city represent a key platform for the project's implementation. In the Neighborhood Houses Network, city inhabitants find information on the Co-City project and the different opportunities it offers. They find there the necessary support for drafting proposals of pacts of collaboration as well as the opportunity to meet other city inhabitants interested in establishing a cooperation to take care or regenerate the same urban commons.

The first journal for the UIA Co-City project, published in January 2018² shed light on the overall architecture of the project and provided an overview over the challenges its implementation poses to the City of Turin.

The second UIA Co-City journal, published in June 2018³ looked more deeply into the results of the calls for proposals for pacts of collaboration and the first steps carried out by the City of Turin in the pacts' co-design phase. The journal also provided an update on the other project's activities that are tackling the challenge of innovation of public procurement at the local level: the participation of the City of Turin and the UIA expert Christian Iaione to the Urban Partnership of the Urban Agenda for the EU on Innovative and Responsible Public Procurement and the process of learning and exchange activated at the Italian level.

¹ G. Ferrero, *Welfare urbano e case del quartiere*, in *Urbanistica informazioni*, 2012, 242.

² The first UIA Co-City journal is available at <http://www.uia-initiative.eu/en/cocity-journal-1-hear-projects-uia-expert-how-it-implementing-its-bold-solution>.

³ The second UIA Co-City Journal is available at https://www.uia-initiative.eu/sites/default/files/2018-06/Turin_01-051%20Co-City_Christian%20Iaione_Journal%20June%202018.pdf.

The third UIA Co-City Journal will provide an update on the project's activities at the local, national and EU level and will have a deeper look at the basket of pacts of collaboration that are more advanced at this stage of the project in the co-design phase.

2. The Co-City project progress

2.1 The proposals admitted to the co-design phase - a recap

A total of 60 proposals of pacts of collaboration were admitted to the co-design phase. A detailed analysis and evaluation of the proposals under the profile of their impact in terms of the quality of democracy (in particular the sub-dimension of rule of law and equality) was offered in the first Zoom-In⁴ of the Co-City project published in June 2018. Here we will limit the scope of the

analysis to the description of the main features of the proposals in terms of their goals and the first steps achieved through the starting phase of the co-design. The pacts' proposals that are admitted to the co-design phase might fall within one of the three measures as defined by the Call for proposals. The measures' features and goals are summarized in the table below:

Measures for the proposals of Pacts of Collaboration	Goal of the measure	Financial Resources
Measure A "Peripheries and urban cultures"	Promote regeneration processes of abandoned buildings or areas in peripheries.	Most of UIA financial resources for regeneration activities are concentrated here (1.100.000 euros).
Measure B.1 "Underutilized infrastructure for public services"	Enhance and bring value to the use of urban infrastructure - such as schools, libraries, public offices – which have an idle capacity in terms of usage possibilities.	For pacts of collaboration related to this measure, the city has allocated 500.000 euros.

⁴ The Zoom-In is a document produced annually by UIA experts analyzing in detail one specific element of the project they are working on. The first zoom in for the UIA Co-City project is available at <https://www.uia-initiative.eu/en/news-events/cocity-zoomin-legal-tool-citizenmunicipal-collaboration-created-fight-urban-poverty>.

Measure B.2 “Schools”	<p>The proposals must fall in three different areas:</p> <ol style="list-style-type: none"> 1. “open schools”. Promoting the use of schools’ facilities such as the yard, the labs, the library) outside school hours 2. “adoption of the school”. Promoting the organization of continuing actions of co-management oriented towards the realization of ordinary maintenance, small restructuring activities, cure and monitoring of spaces; 3. “adoption of the public space”. Promoting schools taking care of public spaces (urban facilities or open spaces) to facilitate forms of functional recovery, efficient public use, co-management and social entertainment. 	<p>For the regeneration activities provided by the pacts of collaboration addressing public schools, the city has allocated 350.000 euros.</p>
Measure C “Care of public space”	<p>This measure is aimed at promoting interventions of care and co-management of public spaces such as gardens and parks, or under-utilized</p>	<p>100.000 euros are allocated for the regeneration activities.</p>

On 13 February 2018, 6 March 2018 and 24 July 2018 the City Government issued three deliberations⁵ through which one proposal for measure A, 4 proposals for measure B, 12 proposals for measure B “schools” and 43 proposals for the measure C were admitted to the co-design phase. The prevalence of the proposals admitted comes from or involves primarily NGOs (47), a group of proposals (12) are presented or involve civic/social innovators (single citizens, informal groups), and 14 pacts are proposed by a knowledge actor (schools, center for studies) or involves them. The variety of the partnerships composition for the pacts’ proposals foresees a slight majority of bilateral pacts (21), a portion of multilateral, multi-stakeholder partnership (18) and multilateral, mono-stakeholder

partnerships (15). The high number of multi-lateral, mono-stakeholder partnerships is determined by the pacts for schools, presenting a high variety of actors involved and the pacts belonging to measure C (care of public space). Those pacts are often presented by partnerships of NGOs, informal groups of city inhabitants, civic committees or neighborhood committees, knowledge actors, groups of shop keepers or cooperatives. Private actors both profit or non-profit such as businesses or foundations seem to be absent in the whole set of pacts of collaboration proposals. It might be overcome in the next rounds of call for proposals with a specific program of outreach activities that targeted these stakeholders. The 37 admitted proposals for measure C mostly address green

⁵ The three deliberations are available at http://www.comune.torino.it/giunta_comune/intracom/htdocs/2018/2018_03131.pdf.

public spaces (i.e. creation of community gardens for running social agricultural activities) or are aimed at providing open public spaces with facilities to enable social aggregation or sport activities (i.e. a skate park). The proposals are

distributed between eight Districts. The District that presents the higher number of proposals admitted to the co-design phase is the District 8 (seven proposals) while the other districts present between three and six proposals.

2.2. An empirical evaluation of 5 pacts of collaboration

In the Zoom-In a desk analysis of the pacts of collaboration admitted to the co-design phase was carried out. The desk analysis revealed the existence of a small subset of exemplary cases on the pacts of collaboration presenting a particularly innovative nature of the partnership from a legal and economic standpoint and showing a high degree of *civic entrepreneurship*⁶.

Upon an interview with the City project officer, Giovanni Ferrero, and with the City consultant for the coaching and mentoring process during the co-design phase, Azzurra Spirito (Social Fare), five proposals (four for measure B and one for measure C) were filtered as the most relevant at this stage with regards to the civic entrepreneurship criterion.

Measure	Pact of collaboration	Content and status overview
Measure B.1 “Underutilized infrastructure for public services”	Casa Ozanam community hub	The Casa Ozanam community hub proposal is presented by city inhabitants already active in the very same structure and have previously revitalized it. The new program would allow to expand their offer, setting as its objective the realization of a new Neighborhood house in District 5 of the city of Turin. This project will contribute to the fight against poverty first of all by creating a large community garden that will be open to the neighborhood and where it would be possible to cultivate vegetables. Secondly, the project will allow young street sports players to train in a stable and safe space, where they can also develop connections, skills and knowledge sharing. Third, the venue will be used to organize cultural events and workshops for an audience that will be both the neighborhood inhabitants as well as city inhabitants living in other neighborhoods. The management of the center will involve ad-hoc operators. Through the active collaboration of the accredited employment agency of one of the proponents (Cooperative O.R.So.) and rooted in the District, the process of recruitment and selection will not only be characterized by specific attention to the local social dynamics, but may also be connected with specific policy measures for active Labor (i.e. Youth Guarantee and / or regional call for unemployed) aimed at encouraging and supporting the job reintegration of vulnerable and / or disadvantaged people.

⁶ See Zoom-In, p. 6.

Measure	Pact of collaboration	Content and status overview
Measure B.1 “Underutilized infrastructure for public services”	Habitat	Habitat is aimed at intervening on a building in via le Chiuse, District 4 of the City of Turin. It addresses vulnerable individuals such as parents with children under 12, unemployed or under-employed, adults in economic distress. The proposals support these categories of individuals by offering child care such as a space where children can play together while parents look for jobs or attend to their daily activities, as well as activities that might help alleviate the economic distress and support them in finding a job; listening and detection of needs providing a constant reference in terms of times and possible ways to face their problematic situation; coaching services and focus groups on job-related issues. This function will allow them to create connections with other people in similar situations through networking meetings and workshops. Starting from the data emerged from the detection of the needs and the discussion groups, the workshop will offer training space and networking event to encourage the job searching and provide soft skills training. Another key pillar of action is the support to parenthood, addressing parents in distress with small children. The activities will provide them with the skills they might lack for raising a child (i.e. nutrition) and will provide them with shared spaces where they can self-organize mutual support networks.
Measure B.1 “Underutilized infrastructure for public services”	Corso Taranto 160	The pact’s proposal Corso Taranto 160 foresees to expand the activities of the Intercultural Center of Turin in Corso Taranto 160, a facility owned and managed by the City promoting social and cultural integration in the area (District 6), by creating a network of actors in the neighborhood and regenerating an unused wing of the facility (i.e. the former custodian apartment unit). The project provides the creation of a small cultural and creativity hub inside the facility by sharing underused (an auditorium) or unused (the former custodian apartment unit) existing space where training, skills enhancement, networking and social opportunities would be offered to several actors of the neighborhood that would not normally talk to each other such as neighborhoods schools, commercial centers, and other neighborhood anchor institutions. The project will also offer laboratories for achieving new competences in other areas (e.g. financial education, fundraising, etc.).

Measure	Pact of collaboration	Content and status overview
Measure B.1 “Underutilized infrastructure for public services”	Falklab	Falklab aims at activating artistic workshops for teenagers in an underused building inside a school complex. The renovation works required to enable the structure to host the workshops are mainly related to securing its energy efficiency. Falklab addresses the community around a primary and secondary school and the neighborhood inhabitants in a blighted area of the City of Turin. The project will allow several NGOs to animate the space with learning laboratories and networking events where parents, teachers, students, neighborhood inhabitants can develop connections.
Measure C “Care of public space”	Giardino Riccardo Valla - Progetto Parco del Fantastico (MUFANT)	The proposal addresses a public space in front of the MUFANT (Museum of the Fantastic and the fiction) and a school. The site is currently arranged with a green area and parking. Beside maintenance of the area, the proponents would also like to include outdoor cultural activities and a scientific theme park, to integrate the Museum’s offer. The NGO already activated collaborations with the Turin University, the Politecnico di Torino to organize learning activities and with another NGO, Associazione AltraMente, to plant unusual and peculiar plants, as well as artistic artifacts such as modern sculptures.

The civic entrepreneurship was measured through the design principle of *Social and Economic Pooling* under the Co-Cities theoretical and analytical framework⁷.

Such framework represents at the moment the most advanced methodological tool to assess empirically the impact of the pacts of collaboration on two dimensions relevant for the quality of urban democracy: economic equality and rule of law. The UIA expert Christian Iaione has elaborated this empirical evaluation methodology through his scientific collaboration with Professor Sheila Foster⁸. This analytical framework has been conceived to measure the

shift from the adoption of traditional public or public-private governance approach to the adoption of co-governance approach. The recurrence of such approach can be assessed by (i) evaluating existing urban commons and additionally; (ii) detecting the transition towards the governance of the city as a commons or Co-City.

The transition takes place when 5 variables of a gradient are maximized: 1) Collective Governance; 2) Enabling State; 3) Social and Economic Pooling; 4) Experimentalism; 5) Tech Justice:

⁷ See the empirical research platform www.commoming.city which is based on a database consisting of more than 400 case studies (e.g. policies, regulations, projects, practices, etc.) in more than 130 cities. The empirical analysis of cases in more than 80 cities led to the emergence of the first iteration of the design principles. For the theoretical explanation see Sheila Foster & Christian Iaione, *Ostrom in the City*, in Routledge Handbook of the Study of the Commons, 2019, p. 235.

⁸ Sheila Foster is Full Professor at Georgetown University (Joint appointment at the Georgetown Law School and the Mc Court School of Public Policy).i

1. *Co-Governance* refers to the presence or absence of a self-, shared, collaborative or polycentric organization for the governance of the commons in cities;
2. *Enabling State* is the design principle that expresses the role of the State⁹ in the governance of the commons and identifies the characteristics of an enabling state that facilitates¹⁰ collective actions for the commons;
3. *Social and Economic Pooling* is the dimension that helps understand the distinction between an urban governance scheme based on *co-governance*, where different neighborhood actors (i.e. public, private, knowledge, social, civic) share, co-manage, regenerate the urban commons, and an urban governance scheme based on *urban pools*, where the aforementioned actors coalesce to transform the neighborhoods into social and economic enabling platforms thereby creating self-standing collective institutions based on sustainable, social and solidarity, collaborative, cooperative and circular economic ventures. This variable is maximized when civic actors adopt a more entrepreneurial approach¹¹;
4. *Experimentalism* is the presence of an adaptive, place-based and iterative approach to design legal and policy innovations that enable the urban commons;
5. *Tech Justice*¹² highlights the potentiality of digital infrastructures and access to technology in particular for vulnerable people and communities as an enabling factor of

collaboration, local development and social cohesion.

As shown, the Co-Cities framework factors in the civic entrepreneurship as a sub-dimension of the *Social and Economic Pooling* design principle, entailing the possibility of neighborhoods becoming social and economic service or production units. In a Co-City where the *Social and Economic Pooling* is maximized different neighborhood actors organized in a contractual or institutionalized social partnership share, co-manage and co-produce urban resources, services, infrastructures supported by technology and guided by principles of distributive justice. These partnerships enable community and neighborhood-based economic development, which might contribute to alleviate urban poverty in fragile areas of the City. However, *Social and Economic Pooling* is only one variable of a more complex gradient measuring the presence and intensity of five key design principles of a Co-City. When the intensity of each design principle is strong, the likelihood of a transition towards the Co-City increases.

The empirical analysis was based on two sources:

- a) archival data: draft of the pacts of collaboration; storytelling on the pacts published on the Medium channel of the Co-City Turin project;
- b) in-person, on-site semi structured interviews with the pacts' proponents conducted by the UIA expert Christian Iaione in Turin, on October 25th and 26th 2018.

⁹ Quentin R. Grafton, *Governance of the commons: a new role for the State?*, in *Land Economics*, 2001, p. 504.

¹⁰ Sheila Foster, *Collective action and the Urban Commons*, *Notre Dame Law Review*, 2011, p. 108; Sheila Foster & Christian Iaione, *The City as a Commons*, in *Yale Law and Policy Review*, 2016, p. 281.

¹¹ Christian Iaione & Elena De Nictolis, *Urban Pooling*, in *Fordham Urban Law Journal*, 2017, pp. 666-698.

¹² Christian Iaione, Elena De Nictolis & Anna Berti Suman, *The Internet of Humans (IoH): Human Rights and Co-Governance to achieve Tech Justice in the city*, *The Law & Ethics of Human Rights*, 2019, forthcoming.

The coding of the pacts was realized using an ordinal qualitative scale (weak-moderate-strong). The results are summarized in the following table and visualized through the subsequent graph.

Pact	Urban Co-Governance	Enabling State	Social and Economic Pooling	Experimentalism	Tech justice
Casa Ozanam Community Hub	Moderate	Moderate	Strong	Strong	Moderate
Habitat	Moderate	Strong	Weak	Moderate	Weak
Corso Taranto 160	Strong	Moderate	Strong	Strong	Weak
Falklab	Strong	Strong	Moderate	Moderate	Weak
Mufant	Strong	Strong	Strong	moderate	weak

The **Casa Ozanam** Community Hub, which aims at turning into a Neighborhood House, that is still lacking in the fifth district of the City.



Site visit Casa Ozanam pact, 25 October 2018

The pact has a wide and diverse partnership of NGOs and social cooperatives that are willing to work together, although they are not yet blended and therefore co-governance is assessed as moderate. Enabling state is also assessed as moderate, since the pact entails an adversarial and rather awaiting approach towards the support of the City administration.

The **Habitat** pact is aimed at creating a space to offer innovative support services and new forms of urban welfare to city inhabitants grappling with the experience of parenting and /or in a transition working situation. The spaces involved by the pact are within a structure currently hosting the Health Services and is set to be part of one of the new City Inclusion Poles provided by the City Council resolution of July 11th, 2017.

The Neighborhood house is following very closely this project, and there is a very good relationship. *Social and Economic Pooling* is assessed as weak since so far there is no possibility for the development of pooling economies, nor the pacts proponents are thinking about carrying out a fundraising campaign.

Through the **Corso Taranto 160 complex** the City Intercultural Center offers, to date, its own space to around forty NGOs operating in different sectors, although a stable collaboration on joint initiatives and projects has not been structured. The aim of the project proposal is to identify a unitary objective for the Center, because it can be a reference point for the city in the building of an intercultural dialogue and in promoting a sense of belonging to the neighborhood's community.

This pact proposal seems so far to be one the most advanced ones, since three design principles are assessed as strong except for the Enabling State which is moderate mainly due to the lack of public funding however compensated by the



Site visit, Habitat pact, 26 October 2018.

decisive and entrepreneurial guidance of the Intercultural Centers' director and Tech Justice which is definitely weak due to the substantial lack of consideration paid to technological or digital tools. The pact needs therefore to focus its actions on improving these two variables. The enabling state is performing well in this pact, although the support is not provided only in the form of public funding (also because the resources needed for such a complex project should be integrated with more important and differentiated forms of financial support) but in the form of organizational support and ultimately a partnership. What is particularly innovative of the Intercultural center pact is the entrepreneurial approach of the pacts' proponent, that are prompt to self-organization and are planning a potentially sustainable economic mechanism (for instance, they are thinking about organizing a fundraising campaign).



Site Visit Intercultural Center, 26 October 2018.

The **Falklab** pact, whose main aim is to make the physical space located in the school buildings area a point for social aggregation of teenagers and their families, through art / reading and after-school workshops.

The space inside the school will be turned into a space in which to construe the identity of the neighborhood and encourage dialogue between different generations. In the Falklab pact, the role of the State is crucial to ensure the success of the initiative, *Social and Economic Pooling* is still moderate because volunteering was the initial boost for the group of NGOs involved and the transition to a sustainable and productive mechanism must happen without denaturalize the process.



Site visit, Falklab pact, 26 October 2018.

The **MUFANT** pact of collaboration proposal is the most advanced among the proposals belonging to the area C. The transformation of the square in front the Museum in a “Park of the fantastic” is aimed at bringing residents closer to the themes of the fiction and fantasy through the organization of public outdoor events and activities for different age groups. The realization, within the garden, of artistic installations, in collaboration with the students of the Department of Architecture and Design of the Polytechnic University of Turin, or the test of an augmented reality game in collaboration with the students of the Film and Communication Engineering course, still at the Polytechnic University of Turin, will turn the space in a place of experimentation, also involving other NGOs active in the neighborhood, such as the Cooperative “Altra Mente” that deals with the social reintegration of young people with

mental illness or NGOs composed by followers of different genres of the fantastic, from manga to Star Trek.

The greatest challenge that the pacts’ signatories want to face is to attract to the museum visitors among the residents of the neighborhoods, that are not usual visitors for the Museum that instead attract people from all over the City¹³. The pacts’ project is thus installed within an ecosystem that is able to produce relevant output in terms of urban regeneration and the connection with the Museum is strong. The outdoor activities of the pact would be functional to the Museum and they would be able to reinforce the Museum’s offer and attract a bigger and more differentiated basket of visitors. The MUFANT pact presents a high degree of civic entrepreneurial capacity, since the pact proposals are willing to acquire a space to potentially enlarge the pacts’ activities.



Site visit MUFANT pact, October 25, 2018.

¹³ Co-City Torino, La fantasia al potere a Borgo Vittoria: il Parco che avvicina i cittadini al mondo del fantastico, MEDIUM (August 7, 2018), <https://medium.com/@cocitytorino/la-fantasia-al-potere-a-borgo-vittoria-il-parco-che-avvicina-i-cittadini-al-mondo-del-fantastico-1aa3331e5d1>.

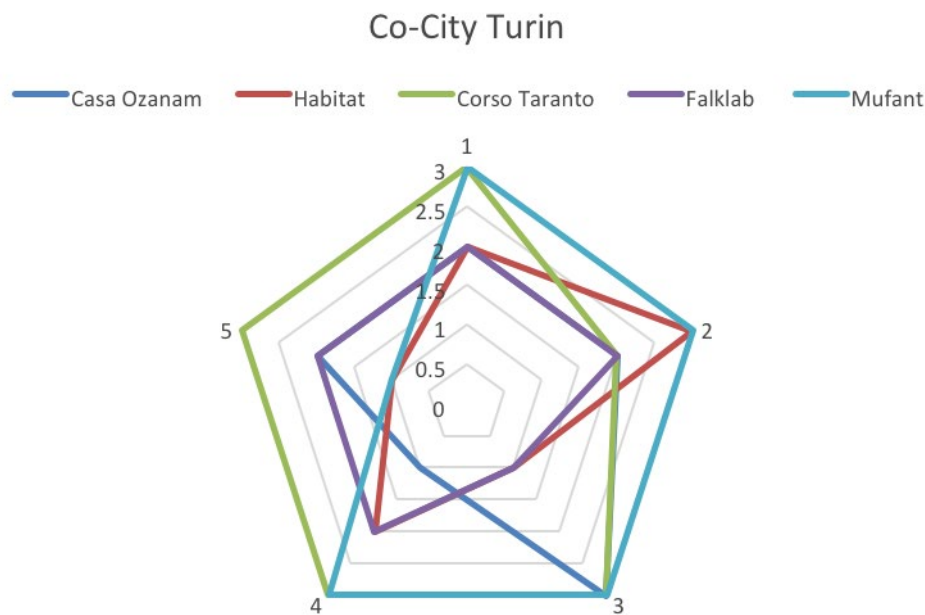
2.3. Discussion of the Co-City design principles assessment

The overall assessment of the pacts evaluated shows that all design principles are implemented by the pacts.

Assessed with the terms of the Co-City¹⁴ analytical framework, the urban co-governance variable which is related to the main pillar of the Regulation on Urban Commons, is always present and it overcomes the grade of sharing, showing the presence of the grade of collaboration, in some instances approximating polycentricism¹⁵, the higher grade in the co-governance ladder.

Additionally, *Enabling State* and *Social and Economic Pooling*, that in the case of the Co-City Turin project are very important design principles, are assessed as strong or moderate almost every pact, except for the Habitat project where the *Social and Economic Pooling* variable seems weak.

This ultimately shows that the urban co-governance model implemented by the City of Turin through the Co-City project is overall performing well.



¹⁴ Sheila Foster & Christian Iaione, *Ostrom in the City*, *supra* note 7.

¹⁵ The application of the concept of polycentrism to the urban governance is been first proposed by Vincent Ostrom, Charles Tiebout e Robert Warren in V. Ostrom, C. Tiebout e R. Warren, *The Organization of Government in Metropolitan Areas*, in *American Political Science Review* 55(4): 831-842, 1961 and later applied to the governance of the shared resources by Elinor Ostrom, in E. Ostrom, *Beyond Markets and States: Polycentric Governance of Complex Economic System* in *American Economic Review* 100(3): 641-672, (2010).

3. The regulatory and public procurement challenge addressed through national and trans-national learning and exchange activities

The Turin Co-City project is rapidly becoming a best practice at the national and international level.

The activity of communication and dissemination of the projects' is particularly relevant for the project's purposes when it addresses communities of city makers, policy experts and practitioners. It is also important to share the knowledge and

expertise developed through the UIA Co-City experimentation to inspire the discussion of networks or working groups established at the national level to produce policy recommendations on the issues that are at the heart of the project, such as the intersection between the governance of the urban commons and the regulation on innovative and responsible procurement.

3.1. The pact of collaboration for the urban commons as an innovation in public administration, public procurement, or public policy in the Italian legal framework

For these reasons, during the last six months, the UIA Co-City project was presented at many events of this kind. The Co-City project was discussed in his legal and policy analysis aspects by the UIA expert Christian Iaione in two highly relevant meetings and convenings of this kind: the Bari good practices festival "*Festival delle buone pratiche*", which took place in Bari on September 28 and 29 2018 and the workshop that opened the works of a national Thematic Working Group on civic participation and the commons in cities, hosted by one of the project partners, ANCI (the national association of Italian cities) on July 24, 2018. The Thematic Working Group will give particular relevance to the good practices developed in UIA Italian cities. The Working Group aims to

address the most critical and controversial issues related to these processes, starting from how to innovate the existing formulas also in relation to what is happening in Italian and EU cities. The introductory report was held by the UIA expert Christian Iaione together with Sheila Foster, professor of law and public policy at Georgetown University in Washington. The discussion started with the presentation of the Italian best practices of Turin, Bologna, Reggio Emilia and Naples and a particular focus was given to the organizational skills of City officers, that are often a determining factor for the success of policy experimentations. With the establishment of the Thematic Working Group on the commons and civic participation, ANCI intends to involve Mayors and councilors

of Italian cities in a dialogue with academics, innovators, officials and City officers on issues of civic participation based on the experience of the Co-City project of Turin, which sees the direct participation of ANCI as a partner.

Finally, the UIA expert Christian Iaione participated to the event organized by the URBinclusion Local Support Group “Towards the community welfare” which touched a crucial issue for the Co-City Turin project, that of the economic question in the public-private partnership: regulation, responsibility, governance. The workshop took place on Tuesday 10 July 2018, in Turin. Institutional greetings were provided by Marco Giusta and Paola Pisano, that opened the day. Then, the URBinclusion Implementation Plan – LSG was presented by the Special Project, Innovation, Smart City, and European funds of the City of Turin. This was followed by the presentation of the [UIA Co-City Project](#) by the AxTO Project Service, Beni Comuni, Periferie of the City of Turin. The interventions section included: S & T cooperative and SocialFare talked about “Economic models applied to public-private partnerships in the case of community welfare projects”; a representative of the Neighborhood Houses Network of Turin reported about “The management of economic activities: opportunities and constraints”; finally, Alessandra Quarta, a researcher of the Department of Law of the University of Turin made an intervention on

the “Legal and governance aspects in the forms of public-private collaboration, from the grant to the collaboration agreements”. The second part of the event consisted in a Roundtable on the issue “What governance?”. The roundtable was composed by representatives of the institutional and civic actors participating in the URBinclusion network and are now active in the implementation of the UIA Co-City Project. Both policy programs are funded by the EU and aimed at promoting social and economic inclusion in the City’s outskirts and are facing the related economic sustainability challenges.

Another activity connected with the Urbinclusion Turin Urbact project where the UIA expert Christian Iaione participated and intervened to facilitate the connection between Co-City and other EU projects in the City of Turin was the second Urbact Local Group meeting, which took place in November 8, 2018 in Turin. The meeting discussed a) the role of the City in the collaborative neighborhood services (in particular, the meeting discussed the liabilities, control, strategic management issues) and b) the evaluation of social innovation policies. For the second point, the evaluation method used for the Neighborhood Houses Network of Turin was presented as a case study, and the tentative evaluation method of Co-City was presented by Alice Zanasi from AxTO, City of Turin, to collect feedbacks from the ULG participants.

3.2 Urban Agenda for the EU – Partnership Innovative and Responsible public Procurement

The second step carried out by the City of Turin to follow this path is the participation in the Urban Agenda for the EU – Partnership Innovative and Responsible Public Procurement. The key challenge here for the City of Turin, as already stated in the first and second journal,

is to create a connection between the EU goal of implementing innovative and responsible public procurement procedures and the goal pursued by the city through the Co-City project of stimulating urban collaborative governance. The participation of the City of Turin to the Partnership

is ultimately aimed at introducing into the EU debate on public procurement the topic of the public-private-community partnerships, that the Co-City Turin project is experimenting at the local level.

The Urban Agenda for the EU Partnership on Innovative and Responsible Public Procurement - that held its 7th Partnership meeting on 26th and 27th November 2018 in Haarlem, The Netherlands, where the Co-City project was represented by Tiziana Eliantonio from the City of Turin and the UIA expert Christian Iaione – focused its efforts in the production of the final action plan. The final action plan built on the draft action plan, that was submitted to Public Feedback between June and July 2018. UIA Expert Christian Iaione actively participated in the dissemination of the Draft Action Plan among Italian stakeholder and city makers. The public consultation has resulted in a very positive response from stakeholders: in total, 150 comments were received from 15 different Member States. Public and private organizations; local, regional, national organizations but also European Institutions participated in the Public Feedback and provided valuable feedback on the actions. The majority of respondents agree with the actions developed by the Partnership and provided some suggestions for improvement¹⁶.

The Final action plan is composed of six actions. Two of them are particularly relevant for the Co-City Turin project.

As to the first one, the UIA expert Christian Iaione co-led with Mauro Draoli, a representative of the Italian Agency for digital development, the “Action 2.2.1 Innovation procurement brokerage”. Innovation brokers are those figures that can

help the connection between different kind of operators producing innovation at the local level and public buyers who might want to procure from them. The action suggests that the notion of economic operators producing innovation be broadened so as to include social entrepreneurs and local innovators. Within the section of the Action Plan dedicated to that action, references are made to innovation partnerships, public-social partnerships, public-private-community partnerships, public-community partnerships, public-private-people partnerships. The action suggests also the introduction of collaborative dialogue¹⁷ procedures to enable the co-design of such social and digital innovation partnerships and innovative procurement solutions. The role of the UIA Co-City experimentation, as well as many other UIA cities’ project, is key for this action since those experiments are able to provide empirical ground and policy recommendations for a possible soft law initiative of the European Commission. The Action Plan, in fact, foresees a three step-plan to shape the action of the innovation procurement brokers in involving civil society and local communities in the co-creation of innovative solutions to urban challenges by establishing a pilot project possibly in cooperation with the Urban Innovative Actions Initiative aimed at: (i) raising awareness on the social and digital innovation partnerships by convening EC officials, city officials and economic, social and community operators to discuss for this purpose; (ii) seeding transfer policy exercises through knowledge sharing between public authorities especially at the urban and local level and initiate policy experimentations for this purpose to disseminate model contracts for social and digital innovation partnerships

¹⁶ The summaries of the Public Feedback are available here: <https://ec.europa.eu/futurium/en/public-procurement/public-procurement-draft-action-plan>.

¹⁷ Final Action Plan, <https://ec.europa.eu/futurium/en/public-procurement/final-action-plan-public-procurement-partnership-available>, at 21.

pursuant to an adaptive methodological protocol (e.g. the model contract to be defined through the UIA Co-City Turin project); (iii) promoting the drafting of soft law at the EU level to provide city and public officials with procurement guidelines enabling partnerships for social and digital innovation through urban innovative actions. The lessons learnt through the Turin Co-City experimentation might help the UIA Initiative to carry out with the European Commission a soft law initiative, being one of the most important investment program on urban innovation. The action plan provides a phase of desk research, then regulatory analysis and the draft of the guidelines for the implementation and management of innovations procurement brokers, which will be released in April 2019. The action will be conducted in collaboration with the European Commission's innovation procurement broker pilot¹⁸.

The second action that is relevant for the Co-City Turin project is the action "2.3.1 Legal Handbook Innovative Public Procurement". The handbook is also a useful tool to share the experience of the Co-City project and the advancements produced in terms of process innovation in local public procurement to a wide policy community. The starting point of this action is a lesson coming from the Turin Co-City project, that risk aversion is the greatest challenge for procurement of innovation. A legal handbook based on concrete practices can help urban authorities by reducing uncertainty and the perception of complexity¹⁹. To produce the handbook, the action plan provides three steps: researching existing guidelines and handbook, interviewing relevant stakeholders, promoting the handbook through online dissemination (it will be downloadable in different formats) and offline through lectures and contacts with relevant institutions.

¹⁸ Final Action Plan, <https://ec.europa.eu/futurium/en/public-procurement/final-action-plan-public-procurement-partnership-available>, at 24.

¹⁹ Final Action Plan, <https://ec.europa.eu/futurium/en/public-procurement/final-action-plan-public-procurement-partnership-available>, at 25-29.

4. Next steps and concluding remarks

The project needs to take different steps at the local, national and EU level.

At the local level, the co-design phase raised challenges related, on one side, to the dimension of the sustainability of the pacts' projects and, on the other side, to health and safety regulations.

On the first issue, it should be noted that, according to many stakeholders interviewed, the regulation seems to be interpreted as allowing only pacts of collaboration based on the investment of time and resources by the pacts' proponents, volunteering activities and donations by philanthropic investors. No external influx of capital, not even in the form of social investment, seems to be allowed as no economic or service activities seem to be authorized under the Regulation. The open challenge is therefore to find a balanced and sustainable relationship between time, commitment, tools, skills and resources available to carry out sustainable urban regeneration processes. The legal research group of the University of Turin is already carrying out a thorough work to update the Regulation for the Urban Commons, taking into account the lessons learnt through the Co-City project. The new text of the Regulation should embody measures promoting civic entrepreneurship and introducing the possibility to create public-community and public-civic-community partnerships at the urban level.

On the second issue, there is so far no clear understanding inside City hall on how to regulate and share liabilities between the City and the pacts' proponents. The health and safety department in conjunction with the UIA Co-City project coordinator, Gianni Ferrero, are for this

reason working on an internal communication that would guide the interpretation of this legal issue in order to enable the different internal departments to negotiate terms the pacts of collaboration according to an agreed upon administrative standard that would facilitate the signing of the pacts by city officials in different departments.

The City is responding to the challenge of finding appropriate tools and policy framework at the national and EU level by putting its best efforts in developing a policy community for the Co-City project that connects the Co-City project with soft law making initiatives.

At the national level, one of the most promising developments will be related to the Thematic Working Group on the commons and civic participation constituted by the Co-City partner ANCI to give a national legislative recognition to public-community and public-civic-community partnerships at the urban level.

At the EU level, a project's development could foresee a pilot project promoted by the Urban Innovative Actions Initiative leveraging the language on public-community and public-civic-community partnerships at the urban level now present in the action plan of the Urban Partnership on Innovative and Responsible Procurement. Such pilot would have to convene different EU urban programs: the Urban Partnership itself, Urbact, DG Grow-Directorate-General (DG) for Internal Market, Industry, Entrepreneurship and SMEs, DG REGIO — Directorate-General for Regional and Urban Policy and 4 to 6 "Lighthouse Cities" already experimenting such approach, plus 4 to 6 "Follower Cities" that would be willing to

transfer this approach in their cities. A roster of candidate Cities to be associated with Turin could be the following: Barcellona, Gdańsk, Naples, Gent Amsterdam which recently formed the Civic Estate Urbact Transfer Network; Lille, Lisbon, and Berlin that together Barcelona are working under the "FIGHTING URBAN DEPRIVATION: A LOCAL

PACT"URBACT capitalization project; Oslo, Larvik, Nantes and Preston which participate to the Urban Partnership on Innovative and Responsible Procurement carrying exemplary approaches on innovation in procurement and public service delivery.

Urban Innovative Actions (UIA) is an Initiative of the European Union that provides urban areas throughout Europe with resources to test new and unproven solutions to address urban challenges. Based on article 8 of ERDF, the Initiative has a total ERDF budget of EUR 372 million for 2014-2020.

UIA projects will produce a wealth of knowledge stemming from the implementation of the innovative solutions for sustainable urban development that are of interest for city practitioners and stakeholders across the EU. This journal is a paper written by a UIA Expert that captures and disseminates the lessons learnt from the project implementation and the good practices identified. The journals will be structured around the main challenges of implementation identified and faced at local level by UIA projects. They will be published on a regular basis on the UIA website.



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