

## The Co-City Project- Journal N°5

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May 2020

Author:  
**Christian Iaione**  
*UIA Expert*



The Urban Lab of Europe !

# The Co-City Project Journal N°5

*Project led by the City of Turin*



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### **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 focus in most cases 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 cohesion within 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:**

1. Comune di Torino – City of Turin.
2. Università degli Studi di Torino - University
3. Fondazione Cascina Roccafranca – NGO
4. ANCI - Associazione Nazionale Comuni Italiani - National Association of Italian Cities

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## 1. Executive summary

Through the Co-City project on collaborative management of urban commons to counteract poverty and socio-spatial polarization that started in mid-2017, the City is investing in the urban commons as a lever for addressing key urban governance issues such as poverty, aiming to target the most vulnerable of the city's communities. The UIA **Co-City** project is carried out through a partnership with the Computer Science Department and Law School of the University of Turin, the National Association of Municipalities (ANCI) and the Cascina Roccafranca Foundation as the of the leaders of the Neighborhood Houses Network. It aims at coordinating the efforts of different urban actors in promoting the implementation of the Turin Regulation. The project provides the renewal of real estate and public spaces considered as urban commons, as an instrument of social inclusion and part of the fight against poverty in many of the deprived areas of the City. The project is coordinated by the City Department for Decentralization, Youth and Equal Opportunities. The Neighborhood Houses is a policy and network the city of Turin has been implementing since 2006 to promote 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 will find there the necessary support for drafting proposals of pacts of collaboration as well as the opportunity to meet other city inhabitants interested in cooperating in taking care of or regenerating these same urban commons.

The first Co-City journal, published in January 2018 (available at <http://www.uia-initiative.eu/en/cocity-journal-1-hear-projects-uia-expert-how-it-implementing-its-bold-solution>) retraced the overall architecture of the project and provided an overview of the challenges posed by its implementation to the City of Turin. The second UIA Co-City journal, published in June 2018 (available at [https://www.uia-initiative.eu/sites/default/files/2018-06/Turin\\_01-051%20Co-City\\_Christian%20Iaione\\_Journal%202\\_June%202018.pdf](https://www.uia-initiative.eu/sites/default/files/2018-06/Turin_01-051%20Co-City_Christian%20Iaione_Journal%202_June%202018.pdf)) thoroughly looked 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 provides 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. The third UIA Co-City Journal, published in February 2019 (available at [https://www.uia-initiative.eu/sites/default/files/2019-02/Turin-CO-City-Journal%203\\_0.pdf](https://www.uia-initiative.eu/sites/default/files/2019-02/Turin-CO-City-Journal%203_0.pdf)) provides an update on the project's activities at the local, national and EU level and takes a deeper look at the basket of pacts of collaboration that are more advanced at this stage of the process. A first zoom-in has analyzed empirically and in depth the proposals of pacts of collaboration (available at <https://www.uia-initiative.eu/en/uia-cities/turin>).

The fourth Journal, published in September 2019 (available at: [https://www.uia-initiative.eu/sites/default/files/2019-10/Turin\\_CO-CITY\\_Journal%204.pdf](https://www.uia-initiative.eu/sites/default/files/2019-10/Turin_CO-CITY_Journal%204.pdf)) has shed light on the ways in which the Co-City Turin project has been making impactful progress at the local, national and EU level. At the local level, the first pacts of collaboration were officially approved.

This fifth journal will provide for the reader, updates on the main news surrounding the project. It will contain an update of the pacts of collaboration, specifically the recently approved pact of collaboration "Via Cumiana". The Via Cumiana pact is the very first pact of the category "A", involving the regeneration of building, to be activated. A new version of the Regulation for the Urban Commons, updated building on the knowledge generated by the Co-City project was issued by the

City in December 2019 (an upcoming Zoom-in will be dedicated exclusively to the new Regulation's analysis). At the national level the Co-City project is offering an important contribution to the debate between cities and national institutions such as ANCI in terms of the importance of conducting urban experimentations through innovative forms of partnership and public procurement. At the international level, the City of Turin's participation to the Urban Agenda for the EU through the Urban Partnership on Innovative and Responsible Public Procurement is working in the direction positioning the pacts of collaboration as the first generation of *urban innovation partnerships*.

The final steps of the Co-City Turin project will go in the direction of accompanying the projects realized through the Pact of collaboration towards their first phase of implementation. At the same time, the Co-City project team will work to ensure that the knowledge and policy capacity on governance of urban commons produced is transferred to another UIA project is about to start in Turin, "To-Nite". The project aims at improving the livability of the areas along the Dora river through the improvement of public spaces and the activation of social inclusion processes with the technical and financial support of new welfare proximity services.

## 2. The Co-City project progresses at the local level. The start-up of via the Cumiana pact: regenerate the former car manufacturing *Lancia* factory.

At the local level, the main news is the start of the public works foreseen by the first pact of collaboration of measure “A”. This project involves the renovation of city-owned buildings with complex collaboration projects.

To this pact of collaboration, this journal applies the same analytical grid that was adopted in the third Co-City journal. The analytical grid is based on an empirical measurement of five design principles of the governance of urban commons, elaborated by the UIA expert Christian Iaione and Sheila Foster to evaluate a city as a commons or Co-City<sup>1</sup> policy. In order to identify potential fertile grounds for a city transitioning from a governance model of various urban commons towards that of the city as a commons or Co-city it is, in fact, useful to offer a gradient which captures the most relevant characteristics of that transition. This gradient consists of 5 design principles, that when present at their maximum level entails the presence of the design principle of a Co-City: urban co-governance; enabling state; social and economic urban pooling; urban experimentalism; tech justice. *Co-governance* refers to the presence of a governance approach based on multi-stakeholder collaboration. Co-governance is based on varying degrees of self-governance, shared, collaborative and polycentric<sup>2</sup> organizations in the management of urban assets, resources and services in the city<sup>3</sup>.

*Enabling State* is the design principle that expresses the role of the City<sup>4</sup> acting as a platform for facilitating and enabling collective action. It represents a key factor for the success of community initiatives aimed at the co-management of the urban commons.

*Social and economic urban pooling.* Many kinds of urban commons exist as a product of what we call “social and economic urban pooling”<sup>5</sup> which produces co-economies based on co-production and distributive/solidarity and social justice concerns.

*Urban experimentalism* is the adoption of a methodology approach for designing institutional processes built to enable scientific discoveries, social and economic innovations, testing of new

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1 S. Foster & C. Iaione, *Ostrom in the City: Design Principles and Tools for the Urban Commons*, with S. Foster, chapter in B. HUDSON, J. ROSENBLOOM & D. COLE, *Routledge Handbook on the Study of the Commons*, ROUTLEDGE, New York. (2019); S. Foster & C. Iaione *The Co-City*, MIT PRESS, (forthcoming 2020).

2 S. Foster & C. Iaione, *The city as a commons*, *Yale law and policy review*, 34:2, 2016.

3 The role of law in relation to the New Urban Agenda and the European Urban Agenda – A multi-stakeholder perspective in *Law and the New Urban Agenda*, Edward Elgar (forthcoming 2020).

4 S. Foster *Collective Action and the Urban Commons*, 87 *Notre Dame Law Review* 57 (2011) (voted one of the 5 best law review articles on land use for 2011-12 year and republished in the *Land Use and Environmental Law Review*); see also Christian Iaione, *The Right to the Co-city*, *ITALIAN JOURNAL OF PUBLIC LAW*, 2017, 1.

5 C. Iaione and E. De Nictolis, *Urban pooling in Forhdam Urban Law Journal*, Vol. 44, No. 7, 2017; see also C. Iaione, M. Bernardi and C. Prevete, *Home Pooling*, *Sociologia del Lavoro*, 152 (4), pp. 155-173, 2018.

technologies and true solutions for challenges related to the urban context in which the commons are inserted, such as environmental sustainability<sup>6</sup>.

Finally, *Tech Justice*<sup>7</sup> highlights the potential of digital infrastructures and of access to technology, in particular for vulnerable people and communities, as an enabling factor of collaboration, local development and social cohesion.

The empirical analysis was based on two sources:

1. archived data: draft of the pact of collaboration; storytelling on the pact published on the Medium channel of the Co-City Turin project.
2. in-person, on-site semi structured interviews with the pacts' proponents (February 13<sup>th</sup>, 2020)

The coding of the pact was realized using an ordinal qualitative scale (weak-moderate-strong). The results are summarized in a table and visualized through a graph, available at the end of the following paragraph.

## **2.1 The co-design process: from a multi-purpose area to a cultural cluster.**

Through the Cumiana pact, Co-City intends to promote the launch of new services and activities in formerly disused buildings, requiring significant physical redevelopment and renovation interventions. Through the pact of Collaboration "Futurbòita" co-designed by a groups of NGOs and informal groups with the city, the former factory of the Italian car manufacturing industry *Lancia* in Via Cumiana will be transformed in a semi-covered urban public space to organize cultural and creative activities. The building object of the intervention is located in District 3, in the Borgo San Paolo neighbourhood, a former industrial area of the City of Turin.

The Via Cumiana pact's proposal, originally named *Futurboita*, was presented by a rather large network of NGOs (sports NGOs, cultural NGO) social enterprises, informal groups of the neighborhood, composed of twelve realities. The idea behind the initial proposal was to create a green Neighborhood house, with a vertical garden on the two floors of the building. The first floor was supposed to be dedicated to sport / adventure disciplines (skate park, climbing etc) and the second was to be geared towards cultural activities, open to the neighborhood with a modular space looking outwards.

The proposal received an enthusiastic response from the City, bringing the group of associations to begin working with them. This led to an increasingly concrete, practical, and interesting phase of the work, but also brought about the realization of the limits of the *Futurboita* project. In particular, they realized that the budget was insufficient for both the renovation initially designed and the security-guarantee needed for the rest of the building. A period of intense deliberation and exchange followed. The co-design phase resulted in the understanding that the ground floor (initially devoted

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6 C. Iaione and E. De Nictolis, *Vita Activa*, in V. Tassinari and E. Staszowski *Designing in Dark Times. An Arendtian Lexicon*, Bloomsbury 2019.

7 C. Iaione, E. De Nictolis and A. Berti Suman *The Internet of Humans (IoH): Human Rights and Co-Governance to Achieve Tech Justice in the City.*, in *Law and Ethics of Human Rights*, 37:13, 263-299, 2019.

to sports activities) could not be restructured. The project would have to be realized in an open space, smaller than the Futurboita project had initially imagined. That's when the definition of "*piazza coperta*", translated as a covered square, emerged as a new identity for the neighbourhood space.

Renovation/refurbishment works in via Cumiana are expected to come to an end in February 2020.

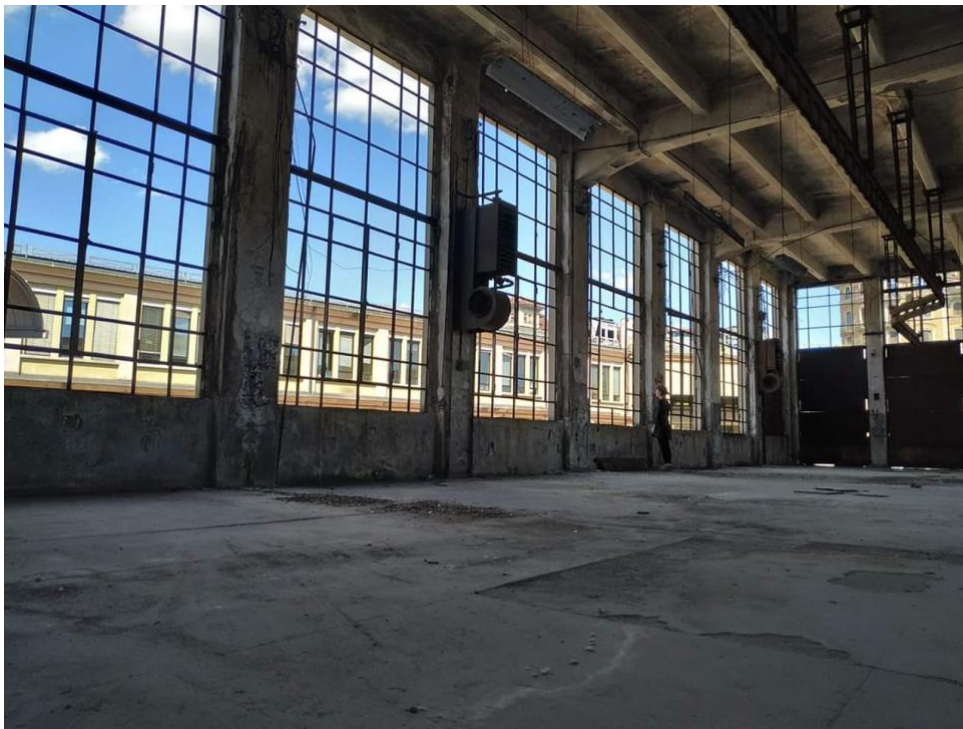


Figure 1. Via Cumiana structure. Source: medium Co-City Turin.



Figure 2. Via Cumiana structure. Source: medium Co-City Turin.



Figure 2 Via Cumiana structure. Source: site visit on February 13, 2020)

### Co-governance

After the co-design phase ended and an agreement on the new organization and use of the space was mapped out, many of the NGOs and informal groups that had initially joined the project decided to end their participation. A total of two of the original NGOs remained involved in the project, with others joining later in the process. The NGOs / social enterprises currently committed to the via Cumiana project are the following:

1. UISP, Unione Italiana Sport Per tutti, national association related to sports and social issues (the Turin branch);
2. A student group association which manage study rooms and promote cultural and political events;
3. Blooming Tea, association on smart city and smart community. They organize digital events and have *Plato*, an architectural office thinking new modes of living in cities;
4. Primary school Mother Mazzarello nearby, interested in interacting with the space;
5. There is a dialogue with university but no concrete partnership yet.

The actors worked intensely to try to build potential scenarios. While there is no tangible outcome of these relationships for the moment, they have built some robust relationships. The *piazza coperta* of Via Cumiana is a place that does not exist yet and has never existed as such, therefore it does not yet have a tangible identity. As its ambassadors, these organizations are trying to build the piazza's

identity. The co-design lab carried out by the Co-City partner Social Fare, the “Co-City lab8” was a good tool in the process of achieving such a result. The Co-City lab took place on May 31st 2019, as the last co-design meeting after a series of six, between the ‘Commoners’ and the City. The co-design meeting was focused on making viable options emerge for the space design, considering the structural feasibility of the interventions. Additional actors potentially interested in this space were also involved in this Co-City lab, such as: the social Cooperative *Esserci*, Cultural organisations, *Oratorio San Paolo* among others.

Eight key ideas emerged from this lab: (1) a neighborhood front office; (2) a neighborhood library; (3) a space for sports activities and urban games; (4) a place for families (5) a space for intergenerational exchange; (6) a space to build self-representation of the neighborhood; (7) a space for a new cultural fruition; and (8) a space for active citizenship and new socialization activities.

### Enabling state

The role of the City of Turin as an enabler city is recognized by the Via Cumiana actors as well as by the other civic actors involved in the pacts of collaboration. The intense process that anticipated the start-up of the pact of via Cumiana has shown that the actors involved still do not have clear enough idea of how they should use this designated space. This is not to underestimate however the richness of ideas having emerged through the co-design process and the efforts invested by the variety of actors involved in this complex project. They continue to work on the final output and this requires a strong collaboration with the City. They strongly believe in this process, without rushing it they seek to define the identity themselves from something they will have created. The pact of collaboration itself will be used to define the identity of the space. They want to become a reference point for the neighborhood and a hub for any cultural event in the city (e.g. jazz festival, literary salon). The organization seeks to be a reference for future events. Through this they look to meet a variety of potential partners / people that share their goal and to gather new and innovative ideas. They would like to work with the Scuola Holden in collecting different stories and tales of change, as well as needs of those living in the area. On the issue of sustainability, the Via Cumiana pact is still working on a conceptualization of a sustainability mechanism shared by the City and the civic actors involved. The city is expected to embrace their vision once the community has defined it, and they will be able to support the operationalization of the business plan.

### Social and economic pooling

The use of part of the infrastructure of Via Cumiana could be enough in itself to constitute a fixed presence of cultural events in the city, but the actors involved have continue to stress the importance of including the need for innovation as well. With the process including people from both the public and private sector, it remains important to remind the organizers of the importance of innovation in such projects. The financial equilibrium that the actors envision so far would be  $\frac{1}{3}$  private funding (donors, philanthropists),  $\frac{1}{3}$  public (the City),  $\frac{1}{3}$  self-produced resources and services.

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8 <https://medium.com/@cocitytorino/otto-idee-per-ridare-vita-allex-stabilimento-lancia-di-via-cumiana-d7ca8a39f243>.

## Tech Justice

The actors involved in the Via Cumiana pact don't know about First Life, or barely, and they are not currently using it for their activities. The tech justice element here is to first make the available resources known to the resident.

## Urban Experimentalism

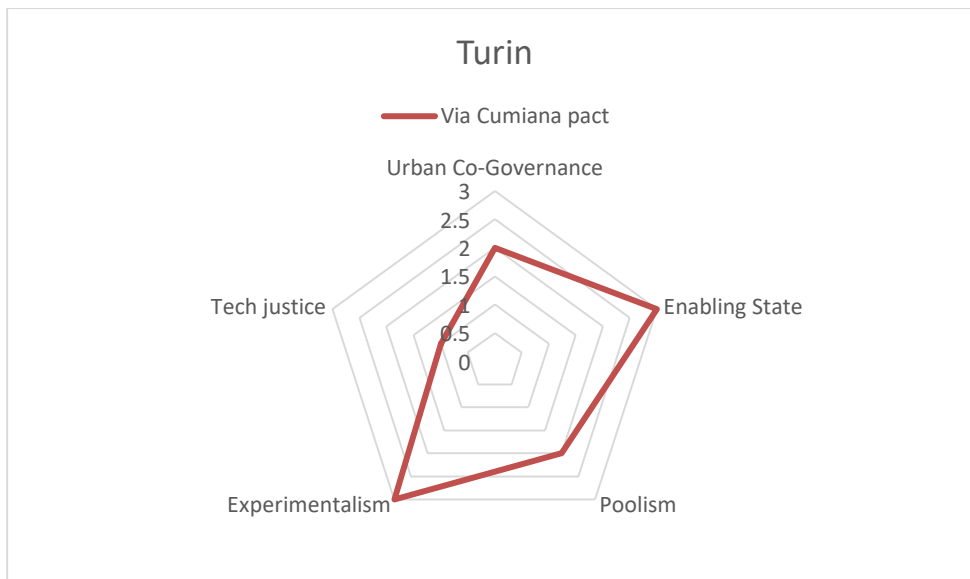
The experimentalist capacity shown in this pact so far is strong, notably with what concerns the renovation. The issues of responsibility have slowed down the process, with the space being without doors or windows. It was important to spend the right amount of time thinking about its final structure. The pact is still under review and has not yet been signed because there are some key issues on which the City and the pact's civic signatories are still working on, specifically security. The civic actors are willing to share the responsibility with the City, proving a certain degree of civic entrepreneurialism.

The ideas emerged from the co-design for the use of the infrastructure are close to the scientific / research approach including the idea of a working lab. The process has foreseen several steps, rather than starting immediately at large scale. The importance of evaluation and measurement is clearly understood by the project's participants, themselves able to see what works and what does not. An important step in terms of urban experimentalism was the survey conducted in the Mazzarello primary school, which involved teachers, students, families as well as the civil servants from the 3rd District, with the goal of collecting ideas and inputs on possible uses for the via Cumiana infrastructure. In addition to the many ideas having emerged from the survey, from the creation of study areas and sports spaces dedicated to outdoor cinema (proposals partly already present in the initial project or taken over the course of the co-design process), the perception that the respondents have about the infrastructure: it is not seen only as a failed/dismissed factory or an example of urban decay but above all as a large container with enormous potential, a piece of the neighborhood and city identity. In an area that represents a link between the center and the city outskirts, the reactivation of places that can act as a connector for energies and interventions capable of completing the functionality of the structures already existing in the neighborhood, such as the Mazzarello school or the main offices of District 3, we observe the importance of creating of new centralities where the need arises<sup>9</sup>.

<b>Pact</b>	<b>Urban Co-Governance</b>	<b>Enabling State</b>	<b>Poolism</b>	<b>Experimentalism</b>	<b>Tech justice</b>
<b>Via Cumiana pact</b>	Moderate	Strong	moderate	Strong	weak

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<sup>9</sup> <https://medium.com/@cocitytorino/otto-idee-per-ridare-vita-allex-stabilimento-lancia-di-via-cumiana-d7ca8a39f243>.



## Conclusions

The analysis of the Via Cumiana pact has revealed the most fragile variable in co-governance processes. A complex pact of collaboration as the Via Cumiana one, that imply a mechanism of sustainability on which the different actors involved must agree and contribute to, it is necessary to look at other examples of entrepreneurial structures. The intense co-design phase and the long process that led to the renovation works generated some frustration for the civic actors. In these cases, the actors could be supported in generating awareness about the fact that they have a total of two years of work, community-based work, carried out and now they can start up the project on truly robust roots. This pact shows clearly how experimentalism is cyclical and has never been a linear process. Its circular nature is needed to see what works and what does not in these processes. The tech justice variable is weak in this pact, as well as in digital issues in general. The focus of the pact in the future should be on how to best apply a digital approach starting from the use of First Life. The challenge becomes how to provide the community the access and the know-how to properly use and manage these tools.

## 2.2 The new Regulation for the Urban Commons

Building on the experience of the Co-City project, the City of Turin has issued an updated version of the Regulation for the Urban Commons, approved on May 14<sup>th</sup>, 2019 with Deliberation of Turin City Government 2019 01609/07. The Regulation was produced through joint efforts and close collaboration of several Departments of the City of Turin and the University of Turin, coordinated by Professors Ugo Mattei and Roberto Cavallo Perin. Three years after the approval of the first version of the Regulation on the Urban Commons, the City of Turin has drawn a picture of the critical issues and opportunities for improvement, both on the basis of the experiences conducted by the City through the pacts' co-design phase initiated pursuant to articles 9 and 10 of the Regulation and on the basis of a comparison started with other Italian and EU institutions and programs that are addressing the issue of urban commons. The new Regulation, named "Regulation for Governing the Urban Commons in the City of Turin" was approved by the City council on December 19<sup>th</sup> 2019, and

an overall, preliminary analysis of its content was introduced in the fourth Co-City journal. The new Regulation is available in Italian here: [http://www.comune.torino.it/benicomuni/bm~doc/governo-dei-bcu\\_391.pdf](http://www.comune.torino.it/benicomuni/bm~doc/governo-dei-bcu_391.pdf). The English translation, curated by the UIA expert Christian Iaione, will be soon available on the Co-City project library, and will be soon be the object of a Zoom-in analysis.

## 1. **National and trans-national learning and exchange activities**

At the national level the Co-City project is offering an important contribution to the debate between cities and national institutions such as ANCI. In terms of the importance of conducting urban experimentations through innovative forms of partnership and public procurement, the project has brought about important analyses and ideas. At the international level, the City of Turin's participation to the Urban Agenda for the EU through the Urban Partnership on Innovative and Responsible Public Procurement, which includes urban authorities, a Member State (Italy), observers and associations (CEMR, EUROCITIES, URBACT) and the European Commission (DG REGIO and DG GROW) has produced a positive influence through the initiation of joint action. The result was the forging and adoption of the urban innovation partnership approach by the Action Plan of the Urban Partnership on Innovative and Responsible Procurement which today expressly contemplates the Co-City project legal and governance tool as one of the fundamental pillars of a possible EU policy and strategy to enabling inclusive and responsible tools through procurement rules of cities.

### **3.1 Co-City Camp | the Pacts of Collaboration fair**

On the 30th of November 2019 at *Rinascimenti sociali*, the Pacts of Collaboration fair or Co-City Camp allowed citizens involved in the pacts to present their work in collaboration with the city administration to regenerate abandoned public spaces. The accomplished projects and those still in progress were officially presented to the community during these events.

The Co-City Camp was officially introduced by Turin's Deputy Mayor to Decentralization and Peripheries Marco Giusta, followed by the President of the 6th district Carlotta Salerno, representing all the districts' presidents. Then, Valter Cavallaro and Giovanni Ferrero from the City of Turin, along with Renato Bergamin from the Cascina Roccafranca foundation, presented the Co-City projects and the pacts of collaboration. It allowed citizens collaborating with the city administration to meet and share their stories and mutual knowledge.

After a toast, Turin's Mayor Chiara Appendino and the Deputy Mayor Marco Giusta explained the communication campaign on the urban commons that had just been launched in the entire city of Turin – photos and materials to make the Co-City project visible in the streets and public spaces. They announced that in the next months, other participants, stories and places of pacts of collaboration would be progressively presented to the organizations and the city residents.

The Pacts of Collaboration fair opened shortly after to the public to enable city inhabitants involved in the Co-City project to present their actions in their neighborhood to the community. They displayed some explanatory panel with images of the regenerated public space and explained the collaborative process in which they are involved.



Figure 3 Co-City Camp. Source: Laura Cantarella for Co-City Torino



Figure 4 Pacts of collaboration fair. Source: Laura Cantarella for Co-City Torino

### 3.2 The final conference of the Co-City Turin project

The UIA Co-City project was completed with the Final conference taking place in Turin on the 14th of February 2020. The event was an opportunity to increase dissemination efforts and share the good practices that had emerged during the years of this project. Besides the important mobilization of city residents demonstrating the strong impact of Co-City on the local community, the conference was also able to host national and international actors of different collaborative urban projects.

After the institutional greetings with Turin's Mayor Chiara Appendino and representatives of the project's main partners, the Permanent Secretary of the Urban Innovative Actions Pier Paolo Saraceno spoke about the trends of urban innovation in Europe, stressing the striking example of the Co-city Turin experience in the framework of this European dynamic. Economist Mariana Mazzucato, director of the UCL Institute for Innovation and Public Purpose, followed by sharing her vision for innovation in the public administration. She argued that the Co-City project could help redefine

public-private partnerships and rethink the welfare state as co-creator of value. According to Mazzucato, the pacts of collaboration experimented with through the Co-City project have contributed to revisiting EU instruments towards mission-oriented strategies, as well as in the redesign of public procurement and in the nurturing of bottom-up experimentation. Mariana Mazzucato explained in her speech that the stakeholders' governance, or co-governance, experimented with in the Co-City project is absolutely essential for a much-needed green and political transition.

Officials from the city of Turin, along with technicians and operators from the network of the Neighbourhood Houses, the districts and the city who contributed to the implementation of the project, shared their insights on the Co-city project, both the challenges they encountered and their successes. The presidents of the districts involved also told the experiences made thanks to the UIA Co-City project. In particular, they highlighted how the pacts of collaboration participated in generating trust as well as increasing the sense of community and involvement of the citizens through the transformation of abandoned areas of their neighbourhood into places for social aggregation and community building.

A panel moderated by UIA expert Christian Iaione on the topic of "Urban complexity and the collaborative paradigm in Europe" allowed the conference to introduce other UIA projects. Experts from projects in Barcelona, Athens, Birmingham and the ACTive NGOs transfer network inspired by Riga NGO House confronted their experiences of urban innovation and got to reflect on Turin's good practices. They then collectively discussed the possibility of upscaling these experiences and the influence on the UE framework in terms of knowledge sharing, financing and regulations.

In the afternoon, a second panel on the toolbox of Co-City with both speakers from the City of Turin and from the university was held. It presented an opportunity for all to reflect on the instruments, methods and practices developed and used during the project in Turin. With regards to the law, the participants and the speakers elaborated on how they were able to experiment with the already existing regulation of the urban commons and adapt it. They also stressed the importance of digital tools, especially the First Life instrument, to create a network of knowledge, hubs of skills and increase access to services, in relation with the Blockchain initiative.

A final panel on the outlook of the governance of the commons in Italy gathered diverse Italian cities as well as the ANCI in an effort to confront the different experiences of urban projects in Turin, Milan, Verona and Reggio Emilia. They shared their common challenges and how they could find inspiration from each other, as well as the specificities of each of their respective cities. Finally, they discussed how their experiences in Italy could form the basis for a new mode of urban governance.

On Saturday 15th, site visits were organized to allow international experts along with local citizens to discover the realities of the pacts of collaborations in the spaces of the Co-City project. They were told the stories and actions of civic collaboration as they were guided by pacts members through different renewed public spaces, from sports grounds to schools and cultural centers.



Figure 3 – Co-City Final conference, February 14, 2020.

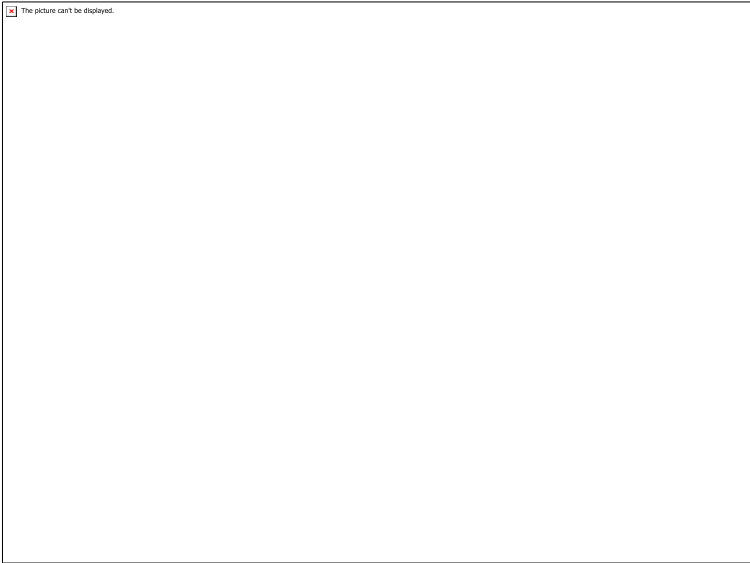
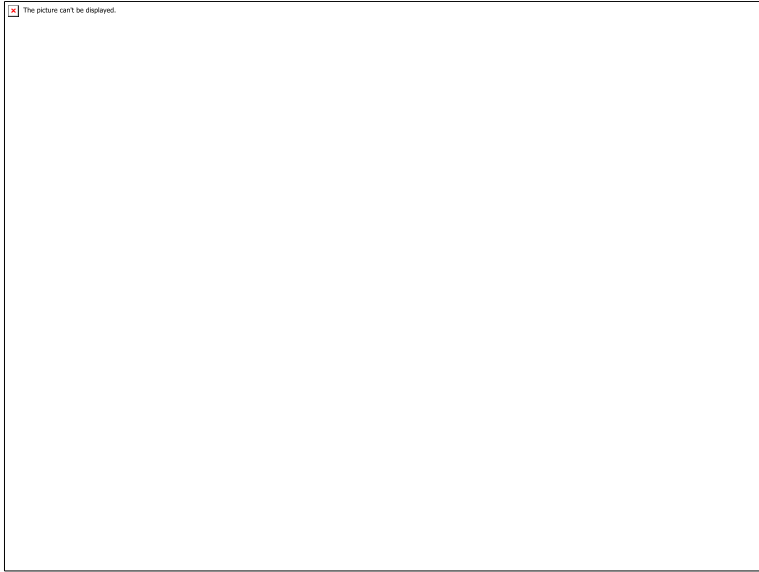


Figure 4 – Co-City Final conference, February 14, 2020.



*Figure 5 – Site visits during Co-City Final conference, February 15, 2020. Source: Co-City Turin.*

### **3.2 Urban Agenda for the EU – Urban Partnership on 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<sup>10</sup>. The City participates in the thematic partnership of public procurement launched within the framework of the construction of the European Urban Agenda, with the aim of requesting the Community institutions to define an adequate regulatory framework that combines a more traditional regulatory paradigm with a set of regulatory indications and operational that allow Public Administrations to establish relations of "collaborative dialogue" with civic subjects and communities. 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 12<sup>th</sup> Partnership meetings on November 25-26<sup>nd</sup> 2019 and the 12<sup>th</sup>, in February 11-12<sup>th</sup> 2020 in Haarlem, the Netherlands.

Among the seven actions that the Action Plan of the Urban Partnership on Innovative and Responsible Public Procurement foresees (measuring spend; Local Cooperation Centre; building strategy; innovation broker; legal framework; circular procurement; funding) the UIA expert and the City of Turin are particularly active on two fronts: the drafting of a "Legal Toolbox Legal Issues of Procurement of Innovation" led by the City of Munich, and the "Innovation Procurement Broker (IPB)", led by the Italian Agency AgID, within which it is cabined the UIA – Urban Partnership joint pilot action (2.2.1. of the Action Plan) on public-community partnerships that will be further discussed in paragraph 3.3. of this Journal.

As far as the drafting of a "Legal Toolbox: Legal Issues of Procurement of Innovation" is concerned, this handbook is intended to become a useful tool to share the experience of practices such as the Co-City project and the advancements produced in terms of process innovation in local public procurement to a wide policy community. The target group of this action is that of urban authorities with little experience with Innovation procurement. The idea of producing an e-learning action is under development. A legal handbook based on concrete practices can help urban authorities by reducing uncertainty and the perception of complexity<sup>11</sup> around innovation procurement.

### **3.3. Urban Innovation Partnerships in the Urban Agenda for the EU**

The Co-City Turin project is contributing to influencing EU policies on innovative urban public procurement. Thanks to the example and efforts of the City of Turin, the UIA program has decided to initiate a joint pilot action with the Partnership of the Urban Agenda for the EU on Public

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10 The video of the Urban Partnership is available here :

[https://www.youtube.com/watch?v=cGX\\_gdIGA-Y](https://www.youtube.com/watch?v=cGX_gdIGA-Y)

11 Draft Action Plan, <https://ec.europa.eu/futurium/en/public-procurement/public-procurement-draft-action-plan>, at 24.

Procurement. It will also include UIA, in the Action Plan of the Partnership to which the expert of the Co-City Turin project and the City officer responsible for the Co-City project have already provided thematic input. The main focus of the pilot is the model of public-community partnership being tested in Turin with Co-City project. Its main objectives are to raise awareness for this specific model, valorizing the experience and the main outcomes of the Co-city project while mapping and analyzing from a comparative perspective other relevant UIA projects as well as other relevant experiences and promote the drafting of guidelines for city officials. The initialization of the joint pilot action relies upon a scoping paper prepared, presented and discussed in several meetings in 2019 (e.g. the UrbInclusion Local Support Group (March 7, 2019); the Economic Development Forum organized by the EUROCITIES network in Florence (March 27-28<sup>th</sup> 2019); the 9th Urban Partnership meeting on May 19-21<sup>st</sup> 2019) as well as in 2020 (the 12<sup>th</sup> meeting of the Urban Agenda Partnership and the Co-City final conference).

The scoping paper **“Urban Innovation Partnerships. Unleashing the Potential of Public – Community and Public – Private - Community Cooperation”** available in the Co-City Turin project library (see <https://www.uia-initiative.eu/en/uia-cities/turin>) has kicked off an UIA capitalization effort on Public Procurement. To deliver this pilot action the main steps and deliverables of the process were:

1. On the basis of a literature and policy documents’ analysis, draft of a scoping paper;
2. Identification and data collection through semi-structured interviews and documents analysis of UIA projects that are relevant with respect to the content of the scoping paper – June / July 2019.
3. Draft of an orientation paper including an analysis of a basket of the selected projects (including co-design meeting with selected cities) – September/November 2019;
4. Public presentation of main results (Co-City final conference, including a thematic session on the pilot with selected cities: Athens, Barcelona, Birmingham) - February 2020.

A summary of the orientation paper’s results has been briefly outlined in the following paragraphs (a more detailed review of the theoretical framework is included in the UIA Co-City fourth journal).

Closing the gap between public administrations, service providers, and users, and facilitating cooperation and exchanges between these actors, innovation brokers are therefore essential instruments for the development of urban innovation partnerships and it was the key concept on which the scoping paper “Urban Innovation Partnerships. Unleashing the Potential of Public – Community and Public – Private - Community Cooperation” revolved around.

The orientation paper aims at developing two main strands of ideas when it comes to analyzing the state of the art in the field of innovative procurement practices.

The research focused on understanding the functioning and the use that has been done of the institutional mechanism of private-public-people and public-community partnerships in . On the other hand, it seeks to identify what are the institutional infrastructures that can be developed in order to sustain these partnerships. In other words, we will delve into the literature and the case studies on public-people partnerships and the like (public-civic, public community, public social, etc.),

while analyzing the role of different institutional instruments that can make these partnership work: innovation brokers, urban laboratories, living labs, CTOs, Competence centers, Chief Science Officers.

The ultimate goal is to map existing practices of innovation when it comes to public procurement and understand what are the main challenges to their formation. In order to do this, the report attempt to respond to the three following questions:

1. What forms does public-community cooperation take and is it possible to categorize them under the general framework of UIPs?
2. What are the main instruments needed to secure long-enduring UIPs?
3. How is it possible to enable and govern further experimentations in this field?

The orientation paper recognized the importance to ground the approach empirically and bring robust evidence to how the approach is described. It is rooted in the most innovative projects financed by UIA aimed at dealing with urban governance and policy innovations.

The basket of exemplary case studies analyzed for the pilot is composed of 12 cases selected from a dataset of the 56 projects admitted to funding in the first 3 UIA calls for proposal:

1. Barcelona, "B-MINCOME - Combining guaranteed minimum income and active social policies in deprived urban areas"
2. Bologna "S.A.L.U.S. 'W' SPACE - Sustainable Accessible Livable Usable Social space for intercultural Wellbeing, Welfare and Welcoming"
3. Birmingham, "USE-IT! - Unlocking Social and Economic Innovation Together"
4. Gothenburg, "FED – Fossil Free Energy District"
5. Lille, "TAST'in FIVES - Transforming Areas with Social Talents: Feed, Include, Value, Educate, Share"
6. Nantes, "5Bridges - Creating bridges between homeless and local communities"
7. Vienna, "CORE – An incubator for innovative integration projects in Vienna"
8. Pozzuoli "MAC - Monteruscello Agro City"
9. Athens, "Curing the limbo"
10. Maribor, "URBAN SOIL 4 FOOD - Establishment of Innovative Urban Soil Based Economy Circles to Increase Local Food Self-sufficiency and Minimize Environmental Footprint"
11. Brussels, "CALICO - Care and Living in Community"
12. Budapest, "E-co-Housing"
13. Ghent "ICCARus (Gent knapt op) - Improving housing Conditions for CAptive Residents in Ghent"
14. Lyon, "Home Silk Road - Housing toward empowerment"
15. Matarò, "Yes We Rent"Portici; Bologna.

The following phase of data collection and analysis consisted in the in-depth analysis of projects' outputs available in the project's library as well as for additional data gathered through semi-structured interviews conducted by the UIA expert Christian Iaione with one or two key interlocutors of the project: the project coordinator appointed by the City and the project expert appointed by UIA. The data collected were coded against an analytical grid crafted by the UIA expert Christian Iaione and builds on the body of knowledge produced by the academic literature on urban commons and public-private-community partnership scholarship as well as on the work

carried out in terms of knowledge production and capitalization by the Co-City Turin project, adopted as lighthouse case study for UIPs experimentation. The innovation experimented by the UIA Co-City Turin project, in fact, brings civic actors (i.e. local or neighbourhood-based collectivities, coalitions, groups, partnerships, etc.) and public administration to work together in sharing the risk associated with complex urban regeneration processes. The pacts of collaboration seem to resemble a partnership for innovation and the way pre-commercial procurement is structured and formed.

The findings of the analysis are available in the table contained in the Annex I of the Orientation paper. A summary is available below:

1. the projects' partnerships are multistakholder, public-community (social, knowledge, local/neighborhood business, city inhabitants and social/civic innovators);
2. sometimes they are they solicited by the city or sometimes they self-emerge. When solicited, they are created through collaborative dialogue instead of competitive procedure;
3. they are open in the management (participatory governance vs. exclusive governance);
4. they are open in the use phase (external mutualism vs. exclusive rights);
5. they have mechanisms of measurement of the open value produced;
6. the more sustainable projects are entrepreneurial (risks sharing vs. risk shifting);
7. EU procurement / contracts framework is not always useful. The projects never use PCPs, IPs or other PPI solutions.

### **Concluding remarks**

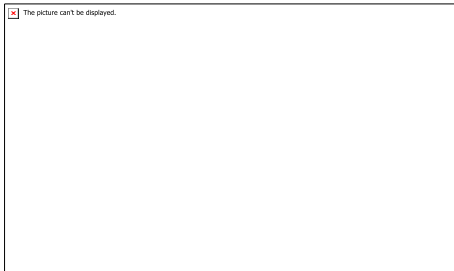
It was possible to reach two conclusions during this exploratory phase.

First, benchmarking in terms of existing policies, practices and projects at the EU, national and local level has proven that public procurement can be both an enabler and a factor hampering the process. We find that an intervention of public procurement would definitely contribute to bringing all cities to the same level and would allow most of the projects to overcome their main challenges.

One the biggest challenges related to public procurement is that it may not stimulate the participation to the development and implementation of the innovations of actors active in the policy domain addressed by the project. The role of Urban Laboratories (city labs, urban living labs and other spaces for experimentation and prototyping) in injecting collaboration in the development of the solutions is very relevant to allowing this activity of outreach and engagement. It also ensures coordination both between partners and with external actors under the umbrella of a same and unified vision. The use of spaces for experimentation also brings the different cities to face a recurring obstacle in terms of public procurement. In these spaces and projects there is no real way to predict who will be involved, who is more suited to carry out such an innovative task, the appropriate amount of resources that will be needed and what are the specific needs of the beneficiaries. It also emerges that urban laboratories should be established at both small and larger scales. On more local levels, they should be used to create physical and technological environments

coordinated by cities where urban actors can meet, discuss and engage in capacity building processes as well as work to find the appropriate resources and support to actively cooperate. At the larger scale, such forms of organizations should be utilized to develop concrete experimentations at the neighborhood level through which cities can mutually learn from one another.

A second, more conceptual (especially from an economic and legal standpoint) research element has shown that public-community and public-private-community partnerships are the true essence of what can be defined as urban innovation partnerships.



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.

#### **Urban Innovative Actions**

Les Arcuriales  
45D rue de Tournai  
F - 59000 Lille

**+33 (0)3 61 76 59 34**  
[info@uia-initiative.eu](mailto:info@uia-initiative.eu)  
[www.uia-initiative.eu](http://www.uia-initiative.eu)

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