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The Urban Lab of Europe !

# The Co-City Project Journal N°1

*Project led by the City of Turin*



**URBAN  
POVERTY**



# The Co-City project

The Co-City project looks at the transformation of abandoned structures and vacant land in hubs of resident participation in order to foster the community spirit as well as the creation of social enterprises will contribute to reduce urban poverty in different areas of the city. The implementation of the Regulation on the urban commons will be driven in Turin by the implementation of “pacts of collaboration” between residents or associations and local authority based in most of the cases on taking care of public spaces, or on the 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, making residents actor of the urban change while the local authority will act as facilitator of innovation process already ongoing in the urban context. The use of innovative ICT platforms, such as the urban social network First Life developed by the University of Turin, and the active collaboration of the network of the Neighbourhood Houses (Case del Quartiere) will contribute to combine virtual and physical dimension, involving different types of public in the centre as well as in the suburbs of the city in this wide action of urban regeneration against poverty and social exclusion.

The regeneration of abandoned or underused spaces in different areas of the city will contribute to create new jobs in the social economy sector through the creation of new enterprises emerged along the process of residents participation initiated and facilitated by the city of Turin together with the network of the Houses of the Neighbourhoods.

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.

## Partnership:

- Comune di Torino – City of Turin.
- Università degli Studi di Torino - University
- Fondazione Cascina Roccafranca – NGO
- ANCI - Associazione Nazionale Comuni Italiani - National Association Urban Authorities

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# 1 Background

Innovation is a complex concept embedded in our societies for centuries. It implies a sense of hope in the human capacity to generate new ideas and solutions that address new or long-lasting but still unsolved societal challenges and ultimately in the collective capacity to continuously improve our quality of life. Such a natural link between the innovation and our capacity to face very different challenges can explain why the concept has had innumerable definitions and variations depending on the field of application.

In urban development, given the inextricable interconnections between the social, economic and environmental dimensions, it is where the concept of innovation is probably even more difficult to define. **However it is in this specific context that the concept has acquired a growing importance over the last decades** and where it has shown its concrete meaning and implications for cities and citizens.

In the Italian context several cities have chosen to follow a path deeply grounded in context-specific approaches to enable urban innovation through collective action for the urban commons and thereby a reconceptualization of the city as a commons. This is the case of Turin, capital city of Piedmont Region. Turin has adopted the Regulation on the urban commons which is one

of the core policy tools of the Co-City approach. The Co-City approach revolves around the adaptation of cooperative governance regimes to the management of urban resources and services<sup>1</sup>. Other cities are experimenting the Co-City approach (Bologna<sup>2</sup>, Naples<sup>3</sup>, Reggio Emilia<sup>4</sup>, Messina, Rome<sup>5</sup>, Ghent, Madrid, Barcelona, A Coruna, Athens, etc.).

What is peculiar of the Turin approach is that the City decided to use the Regulation as a starting point to build a particular administrative approach to tackle urban poverty through the commons, thanks to the Urban Innovative Actions (hereinafter UIA) Co-City project.

This journal will first introduce the EU policy framework, describing the main features of the UIA initiative. Then, I will retrace the urban policy framework, therefore describing the path followed by the city of Turin toward the Co-City project. It will then outline the main features, the policy tools provided and the international learning and exchange actions implemented by the city of Turin in the context of the Co-City project. In conclusion, the journal will introduce the next steps of the City.

## The EU Policy framework

UIA is an EU Initiative of the European Union that provides urban areas throughout Europe with

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<sup>1</sup> See S. Foster, C. Iaione, *Ostrom in the City: Design Principles for the Urban Commons*, in *The Nature of Cities*, August 20<sup>th</sup> 2017, available at <https://www.thenatureofcities.com/2017/08/20/ostrom-city-design-principles-urban-commons/>.

<sup>2</sup> Co-Bologna is an open pact of collaboration between the City of Bologna and the Del Monte Foundation, realized under the scientific coordination of LabGov (which I co-direct) in the context of the international center for democracy and democratization (ICEDD) at LUISS University of Rome. Info and material on the Co-Bologna process (2015/2017) are available here: <http://www.co-bologna.it/>.

<sup>3</sup> The policy framework implemented by the City of Naples to regulate and enable urban commons in the city is retraced here: <http://www.labgov.it/2017/04/29/the-co-cities-series-1-naples/>.

<sup>4</sup> Info on the Co- Reggio Emilia process (2016/2017), where the City of Reggio Emilia, with the scientific and organizational support of LabGov (which I co-direct) and SocioLab implemented a Collaboratory for open innovation, and co-production of knowledge commons are available here: <http://www.labgov.it/2017/05/25/the-co-cities-series-2-reggio-emilia/>.

<sup>5</sup> Info on the Co-Rome process (2015/ongoing), that foresees the experimentation of the Co-City protocol for co-governance at the district level, in the context of a broader research project led by ENEA (Italian National Agency for new technologies and renewable energies) for the three year plan (2016/2018) or the Research on Electric System (RES) program for are available here: <http://co-roma.it>.

resources to test new and unproven solutions to address urban challenges. As UIA states<sup>6</sup>, approximately 359 million people – 72% of the total EU population – live in cities, towns and suburbs. Urban areas face multiple and interconnected challenges related to employment, migration, demography, water and soil pollution, but they are also engines of new ideas and solutions, dynamic places where changes happen on a larger scale and at a fast pace. To answer the increasingly complex challenges they face, urban authorities need to go beyond traditional policies and services - they need to be bold and innovative.

The UIA initiative thus foresees that, although research on urban issues is well developed, potential solutions are not always put into practice because urban authorities are reluctant to use their money to test new, unproven and hence risky ideas. The UIA initiative therefore offers urban authorities with the possibility to experiment the most innovative and creative solutions. The main objective of UIA is to provide urban areas throughout Europe with resources to test innovative solutions to the main urban challenges, and see how these work in practice and respond to the increasing complexity of the urban context. The beneficiaries of the UIA Initiative are urban authorities, that need to involve all the key urban stakeholders (agencies, organizations, private sector, research institutions, NGOs) that can bring expertise and knowledge on the specific policy issue to be addressed. UIA supports the projects proposed by urban authorities by both providing funding for the projects and by capturing and sharing the knowledge that the project will generate, sharing

it with other urban policy-makers and practitioners across Europe<sup>7</sup>. At the EU level, the recent Pact of Amsterdam, the Urban Agenda for the EU, foresees an approach to urban policies based on the cooperation of Urban Authorities with other key urban actors and stakeholder. The Amsterdam Pact states in fact that:

“In order to address the increasingly complex challenges in Urban Areas, it is important that Urban Authorities cooperate with local communities, civil society, businesses and knowledge institutions. Together they are the main drivers in shaping sustainable development with the aim of enhancing the environmental, economic, social and cultural progress of Urban Areas. EU, national, regional and local policies should set the necessary framework in which citizens, NGOs, businesses and Urban Authorities, with the contribution of knowledge institutions, can tackle their most pressing challenges”<sup>8</sup>.

The Pact of Amsterdam lists among its 12 priorities themes the inclusion of migrants and refugees (10.1), urban poverty (10.3), housing (10.4), sustainable use of land (10.9), urban mobility (10.10), Innovative and responsible public procurement (10.12). The City of Turin decided to pursue some of these priority themes through the regulation on the urban commons and accompanying institutional and administrative measures that came to be cabined under the “Co-City” umbrella.

### **The Urban Policy Framework**

Turin City Council approved the Regulation for Collaboration between Citizens and

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<sup>6</sup> See the section *What is urban innovative actions?* Available online here: <http://www.uia-initiative.eu/en/about-us/what-urban-innovative-actions>.

<sup>7</sup> See the section *What is urban innovative actions?* Available online here: <http://www.uia-initiative.eu/en/about-us/what-urban-innovative-actions>.

<sup>8</sup> *Urban Agenda for the EU, Pact of Amsterdam*, Agreed at the Informal Meeting of EU Ministers Responsible for Urban Matters on 30 May 2016 in Amsterdam, The Netherlands. Available online here: <http://urbanagendaforthe.eu/pactofamsterdam/>.

Administration for the Care and Regeneration of the Urban Commons on January 11<sup>th</sup>, 2016. The Turin Regulation<sup>9</sup> took inspiration from the Bologna version. Therefore, it governs the forms of collaboration among citizens and administration for the care, shared management and regeneration of urban commons, requested by city inhabitants or responding to the solicitation of the City, pursuant to articles 114 paragraph 2, 117 paragraph 6 and 118 paragraph 4 of the Italian Constitution. The collaboration between citizens and administration is realized through the adoption of non-authoritative administrative legal tools, based on a participatory approach, the so called 'pacts of collaboration'. It nevertheless applied some peculiar adaptations to the Bologna version.

First, it provides a more articulated spectrum of types of interventions on the commons (article 6): cure and co-management can be short term or long term, while regeneration can be temporary or permanent and it might address a complex system of goods and activities (article 6). However, it does not provide nor limit the range of policy goals that the collaboration between city inhabitants and the city administration for the commons should aim at. The Bologna Regulation identified instead quality of urban spaces, social innovation, collaborative services, and digital innovation as primary policy objectives.

Second, the Regulation empowers city inhabitants to directly take the economic responsibility for realising actions and interventions provided by the pacts of collaboration (article 16). The City cannot transfer direct financial contributions to active

citizens, unless the pact of collaboration provides for interventions that the City considers of relevant public interest and provided that the resources used by active citizens are appropriate for the scale of the intervention. In the latter case, the city can provide direct economic contribution, such as: a) free use of public buildings; b) utilities taken care of by the City c) maintenance expenses taken care of by the city; d) free availability of materials that are necessary to realize the intervention (article 16).

Finally, what is particularly innovative about the Turin approach to the Regulation on civic collaboration for the urban commons is the administration's effort to build an infrastructure internal to the City Bureaucracy that coordinates different departments of the City in order to push them to work in synergy on the collaboration proposals. This model avoids the classical problem of fragmentation in public-policy making and in implementation processes.

To create such an integrated and synergic structure, the administration created a Working Group, established by the Regulation at article 7, second paragraph of the Regulation<sup>10</sup>. The working group has a key role in the process that leads toward the signature of pacts of collaboration as it will be the first recipient and evaluator of a citizen's proposal. It works closely with the Council Committee, referred to by the Regulation at article 25, second paragraph that provides guidelines for those pacts which aim at intervening on public buildings or other city owned properties, and evaluates the necessity of providing corrections to the pacts. Innovative in this approach is the fact that the Working Group is composed by civil servants from different areas

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<sup>9</sup> Regulation of the City of Turin no 375/2016 on the urban commons was approved through the deliberation of the City Council on January 11<sup>th</sup> 2016 (mecc. 2015 01778/070) and entered into force on January 25<sup>th</sup> 2016.

<sup>10</sup>The Working Group was established through an administrative determination, n. 14, approved on March the 3rd 2016. Available online here : <http://www.comune.torino.it/benicomuni/bm~doc/determina-dir-gen-istituzione-gdl-2.pdf>.

of action of the City. Indeed, the Working Group can be composed of different combinations of service departments depending on the project to be analyzed. The working group is currently composed of members of several departments: Social services; Education services; Cultural services; Environment, green and civil protection; Infrastructure and Mobility; Real estate, Utilities and Public procurement; Decentralization, Youth and equal opportunities (the latter is also the department that will coordinate the working group activities).

Specific members of the working group are appointed by the City to carry out specific activities during the realization of the project (e.g. committees composed by some members of the working group are appointed to evaluate the proposals of pacts of collaboration submitted by City inhabitants). The working group can infrastructure a one stop shop for city inhabitants and can call on members of other departments and City districts.

### **The Co-City project**

It is through the «Co-City» Urban Innovative Actions (UIA) project that the City managed to invest in the urban commons as a lever for addressing key urban governance issues such as poverty, and target 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 Law School of the University of Turin, the National Association of Municipalities (ANCI) and the Cascina Roccafranca Foundation as the leader 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 instrument of social inclusion and against poverty in many 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 that the city of Turin is implementing since 2006<sup>11</sup> that promotes the diffusion of community spaces all over the city and represent a key platform for the project's implementation. In the Neighborhood Houses Network, city inhabitants will find information on the Co-City project and the different opportunities it offers. They will find there 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 project's launch and network**

The Co City project was launched by the City of Turin on Friday the 31st of March 2017 with a public event hosted at Open Incet, that also served as an occasion to present the actions that will be developed in the city, and to discuss the state of the art of the urban commons policies at the national and international level. Numerous actors active in the field of urban regeneration and innovation in Turin, but also internationally will take part to the debate, enriching the discussion with examples coming from Athens (SynAthena), Amsterdam (Pakhuis De Zwijger), Barcelona (project UIA), Lisbon (BipZip). The event also hosted as speakers, policy makers representing key Italian experiences on urban regeneration and co-governance of the commons: Milan, Reggio Emilia and Bologna.

These are just the first subjects which have been identified as potential partners and members of a community of mutual learning on similar issues

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<sup>11</sup> G. Ferrero, *Welfare urbano e case del quartiere*, in *Urbanistica informazioni*, n. 242, (2012).

and approaches. They will be constantly consulted, but future activities will also envisage enlarging the network of cities adopting the Co-City approach or solutions similar to those

adopted or developed by the City of Turin through the Co-City project. This event worked also as a trigger for the participatory process as well as the outreach to target beneficiaries.



Figure 1 Flyer of the launch event of Co-City Turin, 31 March 2017.

The event started with the institutional greetings from the Turin deputy mayor Guido Montanari and from the Turin University Dean, Gianmaria Ajani, followed by the presentation and discussion of the experiences and studies by key experts in the field. In the central part of the event the Co-City project itself is presented by the civil servants and key partners of the projects; after an introductory part with the participation of the UIA secretariat, a speech by Marco Giusta, Assessor to the coordination of policies for multiculturalism and integration of the new citizens of Turin, Paolo Testa for ANCI and Professor of Urbanism William Goldsmith (Cornell University). Then, interventions by Valter Cavallaro and Giovanni Ferrero for the city of Turin; Guido Boella for the University of Turin, which realized for the project the civic social network “FirstLife”, were citizens will be able to interact with the city and share experiences of

urban innovation realized through the Pacts of collaboration. Ugo Mattei, professor of Civil Law at the University of Turin and prominent scholar for studies on the commons illustrated the different international and Italian approaches to the commons. Maria Alessandra Sabarino finally introduced the experience of the Neighborhood Houses. Then, other urban activists and practitioners, or city makers as many of them prefer to be labeled, attending the event shared their own experience regarding urban regeneration and co-governance of urban commons; the experience of Synathina, form the City of Athens; the Neighborhood as a Commons program of the City of Reggio Emilia; Collaborare è Bologna, from the City of Bologna; the B\_Income project for the City of Barcelona; the Milan Sharing City program. A final conversation and debate between the policy makers and scholars invited closed the event, also with the

participation of practitioners at the international level, such as Silke Helfrich from the Commons Transition Group. Afterwards, the participants

were invited to take part in a networking event to continue the dialogue in a more informal setting.



*Figure 2 Roundtable with EU and Turin Policy Makers at the event launch of Co-City Turin, 31 March 2017*

### **The Public Call**

The first step of the UIA Co-City project was the public call launched by the City in June 2017 aimed at collecting citizens' proposals for pacts of collaboration and therefore communicating with target beneficiaries and adopting a participative approach.

Thanks to the public call framework<sup>12</sup>, the City involves urban communities starting from the initial phase of the regeneration process. The public call lays down the conditions for the submission of proposals allowed to the co-design phase which will define and finalize pacts of

collaboration between the City and active citizens. Such a legal device has been forged to facilitate the resolution of local communities' controversies and admits proposals coming from city inhabitants without requiring a particular level of expertise and accepting inhabitants' informal groups even if not assembled in formal associations or organizations. The call opens with a powerful acknowledgement:

“Active citizens and the administration recognize urban commons as functional to the exercise of fundamental human rights, to the individual and collective wellbeing, to the interest of future

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<sup>12</sup> The public call was approved through administrative resolution no 30 of May 23<sup>rd</sup> 2017 and is available at <http://www.comune.torino.it/benicomuni/bm~doc/determina-approv-avvisi-atti.pdf>. You can find the English translation attached hereto.

generations, pursuant to article 118 par.4, to guarantee and improve the collective fruition, sharing the responsibility with the administration of their care or collaborative administration or regeneration.”

The Notice also specifies the objectives that the proposals of collaboration must have in order to be taken into consideration. In particular, such proposals should imply: actions of territorial monitoring and community development, urban cultural production, job opportunities, social innovation and social enterprises, process of social inclusion, cultural diversity, dialogue, equal opportunities and contrast of discriminations, environmental sustainability, urban agriculture and circular economy, and finally, the availability of spaces, services and public initiatives. The city provides a list of areas or building where the intervention is possible or suggested.

Proposals must be related to the three type of actions of the UIA Co-City project:

A) “Peripheries and urban cultures”, through this measure the city intends to promote regeneration processes of abandoned buildings or areas in peripheries. This is the measure on which most of UIA financial resources are concentrated (1.100.000 euros).

B) “Underutilized infrastructure for public services”, proposals for this measure are intended to 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.

C) “Care of public space”. This measure is aimed at promoting interventions of care and co-management of public spaces such as gardens

and parks, streets or squares that are at risk of decay or under-utilized. 100.000 euros are allocated for the regeneration activities.

Detailed information on the project’s measures and about the areas suggested for interventions by the City are available on the digital platform «First Life» that is also a part of the project aiming at building a civic social network for urban regeneration processes:

<https://cocity.firstlife.org/#/>.

The City appointed two committees composed by members of the Working Group for the evaluation of the proposals of pacts of collaboration: the committee of the call for proposals relevant for areas A, B and C is composed by one member from each of the following departments: Decentralization, Youth and Equal Opportunities Social services; Cultural and administrative service; Environment, green spaces and civil protection; heritage and public procurement); the call addressing regeneration of public schools, the committee is composed by one member from each of the following departments: Decentralization, youth and equal opportunities; Social services; Educational services and I.T.E.R.; Heritage and public procurement.

The launch of the public call received a high response rate from the city: the city received only in the first round 47 proposals of pacts of collaboration after the deadline expired. The 47 proposals are distributed among the three thematic areas. The area that attracted most proposals is the third area, Care of Public Space (29), with pacts on the shared management of green spaces, or gardens, then Platforms of Public Infrastructures (11) with pacts that foresee the creation of a FabLab or a Co Working space, or the creation of shared spaces for sport or community activities, finally Peripheries and

Urban Cultures (7) where proposals cover a wide range of activities from regeneration of public buildings to the creation of community neighborhood spaces for organizing sport activities, community activities or mutual support groups. The prevalence of the proposals comes from NGOs (34), a small group of proposals (10) comes from civic/social innovators (single citizens, informal groups), 2 pacts proposed by a partnership of NGOs and civic/social innovators and 1 pact proposed by a knowledge actor. The variety of the partnerships composition for the pacts' proposals foresees a majority of bilateral pacts (29), a portion of multilateral, mono-stakeholder partnerships (16), and two multilateral, multi-stakeholder partnership.

The second and third round of proposals allowed the City to go way beyond 100 proposals of pacts

of collaboration. The City issued a specific call for the collaboration proposals concerning public schools which alone prompted the presentation of 31 proposals were presented. In this case, partnerships in the pacts are always multi-lateral because they foresee three types of actors: schools, the City and civic actors.

This results show how the participatory approach adopted by the City of Turin and in particular the role played by Neighborhood Houses were able to face the challenge of securing a significant and genuine engagement within a wide network of stakeholders. The process carried out in the Neighborhood Houses system and the time spent illustrating the content of the project and the terms of reference proved to be a good investment and created an atmosphere of trust and co-ownership of the project in the local communities.

## 2 Main Challenges. In particular Public Procurement.

### 2.1 Leadership, internal coordination, communication and participation

Main challenges faced by the City of Turin in the initial phase of the project were leadership for implementation, public procurement, integrated cross-departmental working, adopting a participative approach, communicating with target beneficiaries. In this section particular attention will be placed on every aspect but public procurement. Public procurement will be dealt with in the next session.

The administration's effort to build an infrastructure internal to the City bureaucracy that coordinates different departments of the City in order to push them to work in synergy on the collaboration proposals was a successful

strategy to tackle the challenge of organization and internal coordination.

However somehow this internal coordination was the key to gain leadership and support by policymakers notwithstanding the political change that the City of Turin had to face right after the approval of the regulation. It is mostly due to the atmosphere of collaboration and team work that this policy initiative has created and the Co-City Turin UIA project has consolidated.

What is particularly innovative in this approach is the fact that the Working Group is composed by civil servants from different departments and

therefore policy silos of the City. This is not common in public administration science as the most common principle governing internal relations is not coordination, but rather competence. And competence leaves a lot of room for uncertainty and creates interstices of non-governing of processes whereas coordination is able to align interests, join efforts towards a common goal, make sure that as much as possible every aspect of the project is not left behind.

The launch event, the accompanying communication strategy that has been devised through the project phases so far, as well as the participatory process run through the Neighborhood Houses allowed the City to receive

more than 100 proposals of pacts of collaboration.

This shows how the communication outreach and the participatory approach adopted by the City of Turin and in particular the role of the Neighborhood Houses was key in securing a significant and genuine engagement within a very wide network of stakeholders inside the city.

The process carried out in the Neighborhood Houses system and the time spent illustrating the content of the project and the terms of reference of the call proved to be a good investment and created an atmosphere of trust and co-ownership of the project in the local communities.

## 2.2 Innovative and responsible public procurement for urban innovation

The Co-City Turin project is an experiment from a public procurement standpoint. This is true in at least two ways: a) it establishes a procedure of “collaborative dialogue” as it implies the co-design of the content of the procurement procedure and the construction of the partnerships and therefore it creates the possibility to replace collaboration with competition as a design principle of tendering procedures; b) it attempts to go beyond the traditional concession or public contract approach trying to build a more cooperative in which there is no transfer of risk but rather a sharing of risks.

This is why the Co-City UIA project could be considered an experiment in Innovative and Responsible Procurement. Like every innovation and experimentation it implies a certain degree of risk of failure and this raises all the reasonable doubts in the administrative structure. The institutional framework created by the City (i.e. working group, steering committee, etc.) played

a significant role in lowering the degree of risk. This strategy is going to be consolidated with two other measures: a) the creation of a link with the European Commission and policymaking community of policy makers on urban procurement through the Urban Partnership on Innovative and Responsible Procurement under the Urban Agenda for the EU; and b) the organization of a workshop with administrative courts judges to introduce the experimentation and receive feedbacks in order to apply possible fixes in due time.

In the Context of the EU Urban Agenda, the Pact of Amsterdam, one the priority issues identified is the innovative and responsible public procurement, and the process of constitutions of the relative urban partnership recently started. The main challenge for the City of Turin in pursuing this issue is to create a connection between the EU goal of implementing innovative and responsible public procurement and the goal pursued by the City through the Co-City project

of stimulating urban collaborative governance. The policy tools implemented by the City with the project must be used as an infrastructure to reach this goal. The creation of a partnership between the key urban actors (public actors, private actors, community actors) potentially responsible for implementing such a strategy is a key step to address this challenge.

In order to contribute to this debate at the EU level, the City of Turin submitted the application to become a member of the Urban Partnership on Responsible and Innovative Public Procurement and is willing to actively contribute to generating knowledge and experience on this topic through the Co-City project.



Figure 3 The Urban Agenda for the EU | Innovative and responsible Public Procurement Partnership at work.



Figure 4 UIA expert Christian Iaione discussing challenges on public procurement at the Kick Off meeting of the Urban Partnership on Public Procurement, Haarlem, July 2017.



Figure 5 Giovanni Ferrero presenting the Co-City project at the kick off meeting of the Urban Partnership, Haarlem, July 2017.

The policy strategy<sup>13</sup> of the Urban Partnership foresees the use of public procurement<sup>14</sup> and the procurement for innovation (PPI) as a strategic tool for increasing positive impact on social, environmental and economic issues in cities. A key point of this policy strategy is the development of a relationship strategy for effective outcomes by connecting different urban stakeholders (public, commercial and social actors) through intermediation and collaboration model also in the pre-procurement phase.

The first step in this path is the organization of a seminar (planned for the beginning of 2018) on social innovation and public procurement, with the precise goal of helping the City stretch the connection between the two issues. The seminar will be a closed door seminar with the National Association of Italian Municipalities (ANCI) and policy makers from several cities that are addressing this policy theme and are experiencing with the use of public procurement as a tool for promoting civic entrepreneurship and social innovation addressing pressing urban

policy challenges. A second step will be the study of the best practice at the EU level , starting from cities that are part of the Urban Partnership, but not limiting the view to them.

At the European Level, a leading example is the City of Amsterdam, with the Innovation Oriented Procurement Program of the City. In this context, a key role is played by the Chief Technology Office (CTO), whose functions include utilizing purchasing as a tool for innovation, purchasing innovative products, and promoting startups and social enterprises by positioning the City as a launching customer. To promote the start-ups, the City launched the Start Up in residence program<sup>15</sup>, that provides support and incubation and a working space into City owned buildings for start-ups that address one or few of the issues identified by the City itself, such as among the others: smart roads, fight against food waste, integration of refugees. This is a good example of the connection between the issue of public procurement and other key urban policy issues such as that of civic and young entrepreneurship, that we will address in the following paragraph.

| <b>TABLE 1: MAPPING Co-City AGAINST THE ESTABLISHED UIA CHALLENGES</b> |              |  |
|--|--------------|--|
| <b>Challenge</b>   | <b>Level</b> | <b>Observations</b>  |
| 1. Leadership for implementation                                       | High         | The leadership implementation is a challenging issue in urban policies addressing urban innovation in several policy fields due to the randomness of political cycles. The Turin City administration and the civil servants working on the collaborative management of urban commons adopted a positive and committed style of leadership. Political leadership and support of the Mayor and ruling parties are critical and necessary, but they might not be sufficient to secure the policy implementation due to changes that may happen across political cycles. Urban authorities should therefore seek for a more “distributed” form of leadership and the case of Turin represents a good example for |

<sup>13</sup> Orientation Paper Urban Agenda for the EU – Partnership Innovative and Responsible Procurement, 10 October 2017, available online here: <https://ec.europa.eu/futurium/en/public-procurement/orientation-paper>.

<sup>14</sup> To create a basic playing field for public sector across Europe, EU law sets out minimum harmonised Public Procurement rules. See Directives 2014/23/EC, 2014/24/EC and 2014/25/EC of the European Parliament and of the Council.

|                      |      |  |
|----------------------|------|--|
|                      |      | <p>this approach. In the case of the Co-City Turin project, the successful leadership for the implementation is an achievement mainly attributable to the capacity of the City bureaucracy to work across political divides by explaining the general interest and impacts implied and produced by this policy. This approach was able to secure the necessary political support to the urban policy framework of the Co-City project notwithstanding the change in political leadership of the Turin City government.</p> <p>A key factor of leadership that facilitated the implementation of the Co-City Project carried out by the City administration was the creation of an internal coordination group of different departments (i.e. the cross-departmental City of Turin Working Group for the implementation of the Regulation on the Urban Commons), as well as with external projects partners (the Co-City Steering Committee) and in general the constant outreach activities in the city with other relevant stakeholders.</p>  |
| 2.Public procurement | High | <p>The pacts of collaboration, the key regulatory tools implemented by the Co-City project, imply the creation of a cooperation among key urban actors (the City and other public actors, private actors, community actors) potentially responsible to address urban poverty issues through the combined use of public, community and private resources. Such a strategy requires the use of an innovative and responsible public procurement strategy that the UIA Co-City Turin project is devising. The logic followed by the City of Turin in designing the system of allocation of the financial resources for the implementation of the regeneration activities (i.e. 1.700.000 euros for the urban regeneration works of public abandoned complexes, several underused spaces inside public assets, and public or green space in the city) was to adopt a collaborative approach. This was done through a communication strategy at the neighbourhood level to create interest in (and knowledge around) the project and stimulate the creation of civic partnerships and the following call for a co-design procedure of the pacts of collaboration between these civic partnerships and the City administration to define the layout, use, and as well as the management scheme for these spaces.</p> <p>The Co-City project was able to inject a substantive innovation in procurement procedures, which can be defined as a “collaborative dialogue”, by making the design phase and in some cases also the execution phase of these procedures more participatory. Another fundamental aspect of innovation relevant from a public procurement standpoint is the management scheme of these spaces. Again here the main innovation is that the final managers of such regenerated spaces will be these urban civic partnerships that were created and identified through the collaborative dialogue. To consolidate and challenge this approach, the Co-City project joined the EU Urban Agenda Partnership on innovative and responsible public procurement and is organizing a workshop with administrative judges and other relevant authorities. This issue is being tackled</p> |

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|  |        | with a decisive contribution of the UIA expert Christian Iaione and the legal task force established within the Law Department of the University of Turin led by Ugo Mattei and Roberto Cavallo Perin.   |
| 3. Integrated cross-departmental working | Medium | One of the key institutional tools that is facilitating the implementation of the Co-City project was the creation of a cross-departmental working group internal to the City Bureaucracy that coordinates different departments of the City in order to push them to work in synergy on the collaboration proposals. Among the key activities carried out by the Working Group, there is the evaluation of the proposals of collaboration that the City receives after each round of the call to get admission to the co-design phase for a pact of collaboration.  |
| 4. Adopting a participative approach     | Medium | In order to enable a high participation to the public call for collaboration proposals, the City of Turin and the Neighbourhood Houses network have supported local associations, active citizens and stakeholders towards the composition of civic partnerships to build proposals of pacts of collaboration and respond to the public call issued by the City of Turin. Local contact points, helpdesks and accompaniment activities has been provided, both offline (events, workshops, etc.) and online activities. The turnout of the public call was very rich, more than 100 proposals of pacts of collaboration were advanced by the stakeholder. Another tool implemented in order to face the challenge of implementing a participative approach was the creation of the steering committee of the Co-City project, constituted by representatives of the project's partners. The Steering Committee is led by the Project Manager and meets once a month.   |
| 5. Monitoring and evaluation             | High   | The Steering Committee of the Co-City project has established a set of result indicators to be applied to the project to monitor and measure outputs and results. All relevant data over the project lifetime are being collected, as well as demonstrate progresses in achieving expected results are being registered. The application of the evaluation model helps the Steering Committee and the project management to ensure that the Co-City project is delivering the right activities for the desired outcomes and producing contextual local impacts in terms of urban regeneration. An internal evaluation expert will be appointed by the end of the year to run the evaluation. The evaluation that will be implemented by the expert will be based on theory of change principles. It could be considered, in order to integrate quantitative insights produced by the set of indicators and the insights produced by the application of the theory of change with quali-quantitative insights related to the analysis of the impact of urban policies to the quality of urban democracy, to also run analysis of partnership design and the content and goals achieved by the pacts of collaboration signed, and to run a survey addressed to the civic signatories of the pacts to analyze the socio-demographic composition, and the way the policy implementation impacted the democratic quality, such as the |

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|  |      | responsiveness of the policy to the stakeholder’s expectations or trust in City government.   |
| 6. Financial Sustainability                | High | The Co-City project is aimed at experimenting the governance of the urban commons to establish sustainable collective management schemes and ultimately collective institutions that address urban poverty issues and regenerate urban blighted areas or abandoned/underused public assets. It intended to do so by creating new job opportunities in or through these management schemes and/or institutions. One key challenge that the Co-City project might have to face is the shift from a public policy approach rooted in the publicly-managed creation of job opportunities to a policy stance aimed at creating public investment on self-entrepreneurship. The main activity provided by the original project proposal foresees the creation of community-based employment opportunities through the pacts of collaborations for people at risk of exclusion. This part needs rethinking by the City given the introduction of changes in the national framework regulating the labour market and it might therefore require a slightly different strategy. The City is evaluating to turn it into an investment on the expansion of the civic self-entrepreneurship capacity, addressing young urban population and vulnerable/disadvantaged people thus dramatically increasing the chances of the Co-City project to tackle the challenge of financial sustainability.  |
| 7. Communicating with target beneficiaries | Low  | A first important step in the communication plan of the Co-City project was the public event for the launch of the project that took place on March 31, 2017. The event was organized in cooperation with the National Association of Italian Cities and was highly successful. It achieved a great result in terms of dissemination, the participation was very high and the Deputy Mayors and city officials had the chance to explain the genesis and main features of the project and introduce to City inhabitants the opportunities offered by it.<br><br>The challenge of communicating with urban inhabitants and other stakeholder in order to ensure a high and effective civic participation to the public call for collaboration proposals was tackled with the support of the Neighbourhood Houses. A key role is played in the project by the First Life platform, realized by the University of Turin. The platform, available at the address: <a href="https://cocity.firstlife.org/">https://cocity.firstlife.org/</a> , is both a tool for network coordination and a collaboration tool. During the first phase of the project the platform disseminated news on all the meetings in the Neighbourhood houses and the public call for collaboration proposal issued by the Co City project. The Co-City project realized a platform release focused in particular on improving the section of the newsfeed, which was rationalized through using experience. The second release of the platforms, in a later stage foresees the use of block chain to distribute tokens to the participants, the “commoners”, that could be used as an exchange means and would be valid as discount in local stores. Also mechanisms of group buying, crowdfunding, fidelity cards could be developed. This mechanism would facilitate the creation |

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|              |        | of a circuit of collaborative digital economy that would also allow the City of Turin to collect data on local economy and improve its political economy policies with an evidence-based approach.  |
| 8. Upscaling | Medium | The Co-City project embodies an experimental approach, and is thus conceived by the city as a testing phase to verify how the innovative solution reacts to the complexity of the urban context and, eventually lead to an upscaling of the solutions. The City will plan the next stage, as provided by the UIA framework, only at the end of the project also taking into account the insights of the evaluation stage. However, the City is already putting in place the first steps for understanding, through an experimental and adaptive approach, what would be the next steps for upscaling the Co-City approach to a larger scale. The participation of the City of Turin to the EU Urban Agenda Partnership on public procurement and the participation to the LabGov Rockefeller Foundation Bellagio convening on “Accelerating Citywide Civic Entrepreneurship An Exercise in the Co-City Approach” (11-15 December 2017) are conceived as means to reach this goal. The evolution of the Co-City project to a larger scale would probably require an accompaniment from EU and National institutions in terms of resources and competences. |

# 3 From Job Creation to Urban Social Entrepreneurship

## 3.1 Activation of job opportunities in the city

An important strategy and aim pursued by the city of Turin through the UIA project is to generate job opportunities, by turning the urban policy approach, from that of assistance in the job search into a policy of investments on self-entrepreneurship.

The main activity provided by the project proposal foresees the creation of community Based Employment Services through the pacts of collaborations, which can generate job opportunities for people at risk of exclusion. The project proposal also foresaw a set of different employment initiatives to be put in place to promote the matching between job seekers and employment opportunities. An “employment agency” should have been selected by the City of

Turin to provide the aforementioned measures in favor of disadvantaged people through “training”, “work grants”, “voucher” and similar instruments for the development of specific activities of local communities (NGO, no profit actors, social enterprises...) signing pacts of collaboration with the City of Turin. The deliverable provided for this phase is thus the activation of job opportunities. The City of Turin according to the project proposal was supposed to publish a call for tender for the provision of a set of employment measures for people at risk of exclusion which are getting involved in the development of the pacts of collaboration.

Through this measure the project proposal aimed at turning citizens in need into agents of change

in the city. The objective was (and still is) to give a chance to people at risk of exclusion (e.g. the unemployed, migrants, school dropouts) to take up an active citizenship role in the co-management of urban commons, reinforce their job skills, help them be recognized as part of

community change, produce new job opportunities.

For the reasons explained below this measure of the original project proposal will need to undergo significant rethinking.

## 3.2 Urban Social Entrepreneurship

The job creation activity was originally conceived as a way to engage young people and disadvantaged people to accompany the realization of the activities foreseen by the pacts. The Italian legal framework recently introduced relevant changes in the regulation of temporary work contracts through the legislative decree no 25, March 17, 2017. In order to comply with the new policy requirements, the City must introduce changes in this section of the project and the use of the allocated budget. It might decide to turn it into an investment on the expansion of the civic self-entrepreneurship capacity, addressing young urban population and vulnerable/disadvantaged people. This approach could dramatically increase the chances of the project to tackle the challenge of financial sustainability.

A promising tool seems to be the promotion of youth self-entrepreneurship taking advantage of incentives for social oriented start-ups and social enterprises or community NGOs. There are several best practices that the City can use as an inspiration at the national level, such as the

Amsterdam initiative to use public procurement as a lever for the creation of innovative start-up, as well as the Spanish cities initiatives to use social considerations in procurement.

In Italy there are two possible examples that can inspire Turin, one is the Culturability program and the other is the Bollenti Spiriti policy. Culturability is a call for urban regeneration projects, addressing NGOs, informal groups, social enterprise, social oriented start ups created by young people (i.e. under the age of 35) who are active in the field of the economy of culture and creativity<sup>16</sup>. The call is launched by the Unipolis Foundation and the yearly budget is around 400.000 euros for five projects.

The Bollenti Spiriti was instead a policy promoted by the Region of Puglia, addressing social enterprises, NGOs, cooperatives of young people that were invited to propose projects for turning publicly-owned, under-utilized buildings and spaces into community spaces to realize all sorts of social projects.

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<sup>16</sup> See the info on the Culturability Call here: <https://culturability.org/>.

## 4 From civic collaboration to complex urban experimentalism

Turin Co-City project represents an important advance in the implementation of new governance models to govern and protect the urban commons. Compared to the Italian context where several cities have chosen to follow a path deeply grounded in context-specific approaches to enable urban innovation through collective action for the urban commons and thereby a reconceptualization of the city as a commons, the City of Turin is promoting an innovative approach through the Co-City project.

The City of Turin in fact adopted the Regulation for the Collaboration between citizens and the administration for the care and regeneration of the urban commons, on the model of the first of this kind, issued in Bologna after two years of urban governance experimentation, but decided to invest in a complex long term strategy to use the Regulation for the urban commons as a leverage for a complex integrated strategy for urban innovation. The strategy pursued by the City is thus to use the Regulations and the pacts of collaboration as institutional and legal platforms for experimenting urban co-governance. The Regulation and the pacts of collaboration are a policy tool that have been used so far by Italian Cities to enable the collective action of citizens toward the urban commons, in particular facilitating administrative procedures (those related to liability among the others) for allowing citizens to realize short term, in some cases medium or also long term, micro interventions of care and management of urban common. The strategy that the City of Turin embraced through the Co-City project is that of using the Regulation as a starting point of a complex and multi layered policy strategy for the

urban commons as a leverage for the implementation of a horizontal collaboration model of governing the city. The structural features and policy tools implemented by the City of Turin, such as the public call for proposals introduced in the introduction of this journal are laying down the basis for new forms of institutional frameworks which recognize civic participation and cooperation as central in the making of the city of the future. Thanks to its experimental approach, urban innovation implemented by the City of Turin through the Co-City project thus become an approach and not a model or best practice. In order to pursue this approach and share with other cities the lessons learned through the Co-City project, it will be necessary for the City of Turin to work on the development of a methodological policy protocol that can represent a common heritage, to which Italian and EU urban authorities that are facing the same challenges can draw, although belonging to different political systems and legal framework.

The FirstLife digital platform and the Neighborhood Houses will play a key role in this regard. The refining and coding of their practice will help complete and build with the city administration an institutional ecosystem designed to enable urban experimentations rooted in the collective action of city inhabitants. This seems to be a promising element for the upscaling or the spreading out of the impact of the project. They could also play a key role in monitoring and evaluating if the City decides to run in conjunction with them a constant qualitative analysis of the pacts of collaboration and the project itself.

## 5 Next steps

The City of Turin will thus take inspiration from those examples and will connect the main challenge for the Co-City project (i.e. public procurement) with the two other main strategies (job creation and commons based complex urban innovation) which could help face other challenges using the pacts of collaboration and the collaborative policy tools provided by the Co-City project as a second-layer institutional and legal infrastructure. This infrastructure would lay the foundation of a policy of investments into young and marginalized urban inhabitants that use innovative public procurement as a leverage for the creation of social oriented start-ups or social businesses, therefore turning a job policy into a policy that stimulates self-entrepreneurship. In order to do so the City of Turin, the Law School of the University of Turin and the UIA expert Christian Iaione have organized a seminar with relevant legal experts and practitioners, some serving on administrative tribunals and courts, at the beginning of 2018.

This will also be reached through the cultivation of the EU network on innovative public procurement, recently created in the Context of the EU Urban Agenda, the Pact of Amsterdam. One of the priority issues identified by the Agenda is in fact innovative and responsible public procurement, and the constitutions of the relative urban partnership recently started. The City of Turin submitted the application to become a member of the Urban Partnership on Innovative and Responsible public procurement and is willing to actively contribute to generating knowledge and experience on this topic through the Co-City project. It will do so by finalizing its contribution to the policy documents of the Urban Partnership by February 2018. An important step in this first phase will be the study

of the best practice of the Cities that are part of the partnership. A second step will be the study of the best practice at the EU level, starting from cities that are part of the Urban Partnership, but not limiting the view to them.

Another key turning point for the Co City project will be the follow up on a convening held at the Rockefeller Foundation's Bellagio Center in Bellagio, Italy, on 11-15 December, 2017, coordinated and organized by the UIA appointed expert Christian Iaione together with Georgetown University urban law and policy professor and LabGov faculty co-director Sheila Foster, the LabGov senior advisor and human-centered designer Alicia Ness, and the young public policy and urban democracy scholar and LabGov vice-president, Elena De Nictolis. The Bellagio retreat brought together 22 leaders in urban innovation, civic entrepreneurship, local governance. Attendees included the European cities of Amsterdam, and Barcelona, as well as the North American cities of Madison, Jackson, Boulder, and global south cities like Accra and Mexico City, as well as UN Habitat, the Brookings Institution, the German Marshall Fund for the US, and the Global Platform for the Right to the City. The aim of the retreat was a mutual sharing and learning of policy failure and success across participating cities. Turin was presented at the Bellagio retreat as an exemplary case study of civic collaboration and commons based urban innovation. Urban practitioners that attended the convening were able to learn about Turin's UIA Co-City unique approach, but also learn about the first results of the project's first months of activities and provide feedback on them. This has triggered the will to initiate a global community of practice around the concept of the Co-City which would have Turin as one of the lighthouses cities.

The next journal will take a deep look at the results of the first rounds of calls for proposals for pacts of collaboration, as well as at the content of the collateral activities developed by the

different partners and to tackle the main challenges and the other objectives of the project.

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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