



The Urban Lab of Europe !



# Zoom-in I

July 2018

## The Pacts of Collaboration as public-people partnerships

The Co-City Turin Project



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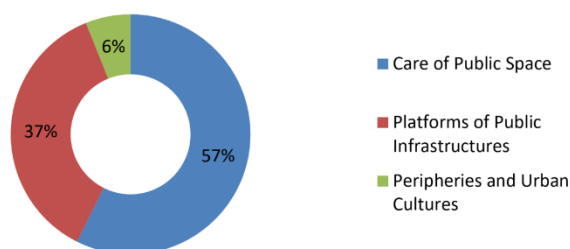
# 1. Introduction

This zoom in focuses on one of the most challenging and promising features of the Turin Co-City project, the pacts of collaboration. The pact of collaboration is the legal tool through which the forms of cooperation between city inhabitants and the City administration to address urban poverty through an urban commons-based approach (i.e. stimulating collective use, management, ownership of urban assets, services, infrastructures) are implemented. The Turin Co-City project is currently in the pacts of collaboration co-design phase where a group of selected city inhabitants' pacts of collaboration proposals undergo a process of fine-tuning with the UIA Co-City project policy goals, as well as other City of Turin policy goals and a feasibility evaluation. This zoom-in analyses the 54 pacts' proposals that are currently undergoing the co-design phase. It will first analyse the institutional design features of the proposals (i.e. object of intervention; proponents; type of intervention provided; city district involved). It will then propose a very preliminary analysis on the ends and means through which the pacts deal with the projects' policy goal, the fight against urban poverty. In the third part, it will advance the possibility that at least some of the pacts may envision a new type of partnership, partly innovative when compared to those typically entered into by public administrations under the public procurement and public services EU and domestic legal frameworks for the public works and/or management of urban infrastructures and/or services. The innovation consists in civic actors (i.e. local or neighbourhood-based collectivities, coalitions, groups, partnerships, etc.) and the public administration sharing the risk associated with a complex urban regeneration process. Those pacts seem to resemble a partnership for innovation and the way pre-commercial procurement is structured and formed. The practice carried out through the Co-City project might be giving birth to social innovation-led public–people or public-private-people partnerships<sup>1</sup>.

## 2. The basket of pacts of collaboration proposals admitted to the Co-design phase: an overview

The call launched by the City of Turin in the context of the Co-City project to stimulate the presentation of pacts of collaboration proposals had a high rate of civic participation. A total number of 115 proposals were submitted. The majority of the proposals falls under measure C of the call, addressing the **care of public space**, the 37% of proposals falls under measure B, addressing the regeneration of platforms of public infrastructures, and the 6% for the pacts addressing measure A, peripheries and urban cultures.

**Proposals submitted to the Co-City public notice**

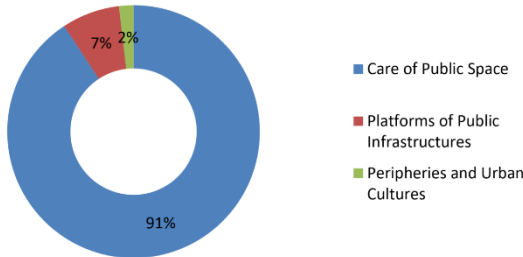


<sup>1</sup> C. CRUZ, *Reforming Traditional PPP Models to Cope with the Challenges of Smart Cities*, 18 Competition & Reg. Network Indus. 94, 2017; T. NG, J. WONG & K. WONG, *A public private people partnerships (P4) process framework for infrastructure development in Hong Kong in 31, Cities*, 2013

On 13 February 2018 and then 6 March 2018 the City Government issued two deliberations for communicating the proposals' admitted to the co-design phase. The proposals were selected as the result of an evaluation carried out by a committee composed by a member of the Department for Decentralization, Youth and Equal Opportunities; Social services; Cultural and administrative service; Environment, green spaces and civil protection; Heritage and public procurement. In the call addressing the regeneration of public schools, the committee was composed by a member of the Department of decentralization, youth and equal opportunities; Social services; Educational services and I.T.E.R.; Heritage and public procurement.

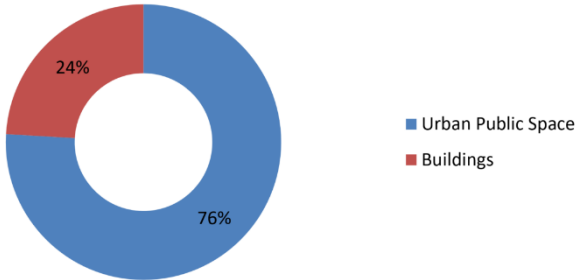
54 proposals were admitted to the co-design phase. 1 proposal for measure A, 4 proposals for measure B, 12 proposals for measure B "schools" and 49 proposals for the measure C were admitted to the co-design phase after the evaluation carried out by the City of Turin. The co-design phase started on 28 February and is still ongoing. The call for proposals for measure C is still open, so the number of pacts admitted to the Co-design phase is constantly growing.

**Pacts' proposals admitted to the Co-design phase**



The dominant object of intervention is public space. This result is to be interpreted considering that the majority of pacts' proposals consists in pacts of care of public space. Considering the complexity of interventions on public buildings, such as those addressing schools or urban regeneration of under-used public buildings such as health agencies, the proportion of proposals addressing buildings is very good and shows a certain degree of civic maturity and a proactive approach towards challenges.

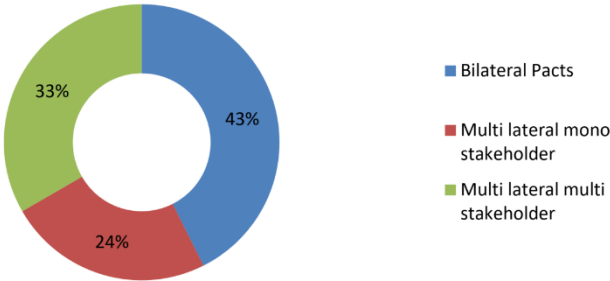
**Object of Intervention**



The variety of the partnerships composition for the pacts' proposals foresees a slight majority of bilateral pacts (23), a portion of multilateral, multi-stakeholder partnership (18) and multilateral, mono-stakeholder partnerships (13). The high number of multi-lateral, mono-stakeholder partnerships is determined by the pacts for schools, presenting a high variety of actors involved and the pacts belonging to measure C (care of public space). Those pacts are often presented by partnerships of NGOs, informal groups of city inhabitants, civic committees or neighbourhood committees, knowledge actors, groups of shop keepers or cooperatives. Private actors both profit or

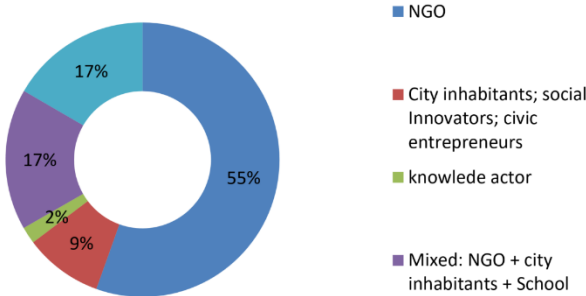
non-profit such as businesses or foundations seem to be absent in the whole set of pacts of collaboration proposals. It might be overcome in the next rounds of call for proposals with a specific program of outreach activities targeted at these stakeholders.

### Type of Pact



Regarding the type of actor, the prevalence of the proposals comes from or involves primarily NGOs (56%), a group of proposals (9) are presented or involve civic/social innovators (single citizens, informal groups), and a group of pacts are proposed by a knowledge actor (schools, study centres) or involves them in a partnership with NGOs or civic innovators/groups of city inhabitants (19%). Although there are social entrepreneurship or cooperative businesses among the proponents, we can observe the absence of private investors, businesses or foundations. This aspect might entail challenges in the implementation phase of the pacts, in particular those providing complex urban regeneration processes.

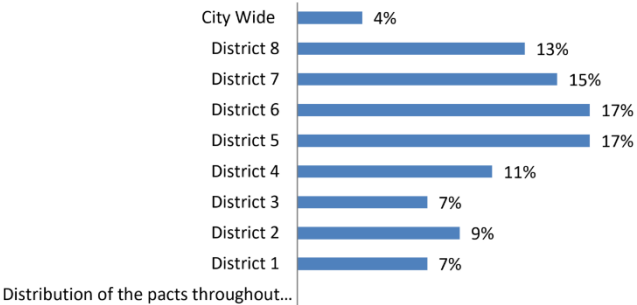
### Main actor



## 2.1. The challenge of addressing urban poverty: pacts of collaboration for the peripheries

The proposals are distributed across Turin’s districts, although the peripheries received special attention. The pacts’ proposals that foresees complex urban regeneration interventions (measure A and B) are concentrated in Districts 3, 4, 5 and 6. Within those districts, the urban areas where regeneration interventions provided by the pacts are located are densely populated (above the City average) and present indexes of employment and unemployment and of social and economic vulnerability within the

### Distribution of pacts across Districts



average of the City of Turin or higher (the unemployment in particular is higher in Barriera di Milano, Borgo San Paolo and Borgata Vittoria).

Urban area	n. inhabitants
Borgata Campidoglio - Martinetto	14.742
Borgo San Paolo	22.486
Nuova Barriera di Milano	13.626
Borgata Vittoria	14.789
Falchera	7.220
	Average n. inhabitants per area: 9.183

Table 1 Data adapted from ISTAT, Report on security and decay of the outskirts

Urban area	Employment rate	Unemployment rate	Index of social and economic vulnerability
Borgata Campidoglio - Martinetto	48,4	8,4	98,5
Borgo San Paolo	47,5	9,8	99,2
Nuova Barriera di Milano	39,1	11,5	101,2
Borgata Vittoria	45,5	12,2	102,6
Falchera	35,7	8,4	116,6
	Average in the City of Turin: 47,3 (range: min 35,7 max 77,3)	Average in the City of Turin: 8,8 (range: min 1,7 max 18)	Average in the City of Turin : 100,3

Table 2 Data adapted from ISTAT, Report on security and decay of the outskirts

The neighbourhoods often host former industrial areas that were interested in previous years by processes of urban regeneration policies, or formerly rural areas turned into high-density residential neighbourhoods. The typical case is the Falchera neighbourhood, in District 6, that was already subject of [urban regeneration policies](#) in the nineties, to improve living conditions. The Falchera neighbourhood is composed of two main areas, the Old Falchera built in the fifties and the new Falchera built in the seventies as part of a development project of the “INA-Casa” program, a state-level housing program which resulted in the creation of an isolated residential area for factory workers.

The pacts proposals designed the urban regeneration interventions starting from an analysis of the problems of segregation related to the urban context. An example is the Furboita pact proposal (measure A). The building object of the intervention is located in District 3, in the Borgo San Paolo neighbourhood, a former industrial area. The Casa Ozanam proposal (measure B) is in District 5, one of the largest and most populous districts of the city of Turin, historically rural and agricultural until the beginning of the nineteenth century, when factories were built. As the urban context analysis behind the pacts proposal shows, currently the area presents conditions of urban, environmental and social degradation and this situation translates into a strong lack of aggregation spaces.

### 3. What ends and means are adopted through the pacts to address urban poverty?

The analysis of the way the pacts’ proposals addresses the goal of counteracting urban poverty through an urban co-governance approach rooted in the transfer of the governance of the commons theory to the city leads to two observations.

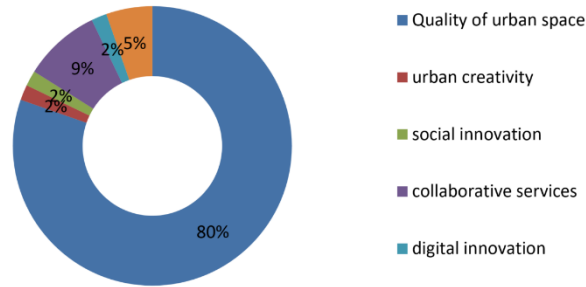
The **first observation** is that **the end of alleviating urban poverty is pursued through direct and indirect means**: direct promotion of social and economic inclusion on the one hand and urban regeneration on the other hand. The majority of the pacts, in fact, foresees low budget or medium budget interventions for the care of public spaces. Those interventions address urban poverty indirectly, by creating in the neighbourhoods clean and friendly areas that have the ambition of making the residents feel better about the place they live in and providing them with quality opportunities to socialize with their neighbours. This is creating a key resource which is **social capital** and could be the stepping stone for new forms of non-monetary economies and therefore strategies to fight urban poverty. Other pacts address urban poverty more directly by creating learning and income opportunities for the proponents (i.e. social cooperatives; NGOs involved in migrant's integration) as well as offering forms of urban welfare to the neighbourhoods inhabitants.

All pacts are coherent with the project's purpose and goals. The pacts for care of public space address the issue of urban poverty through the improvement of the quality of urban public space. Indeed, the majority of the pacts addresses poverty through quality of urban space. The pacts of care of public space are defined by the City as "ordinary collaboration pacts". Those pacts see the city inhabitants involved in activities of care of public space such as street and park cleaning, adoption of green spaces, social animation of streets and squares, creation of small biodiversity and animal-friendly islands. The pacts for care of public space foresee activities that are highly inclusive, both on the input and the output side. On the input side, the barriers to participation are very low, everyone can participate to the activities through a small contribution in terms of time and competences. On the output side, the pacts of care of public space often foreseen interventions that are aimed at securing a shared use of urban public space by individuals and realities with different purposes and habits. An exemplary case is the pact Open the (closed) street. The proponents are a group composed by individuals and commercial or religious realities living in the street: residents; commercial shops; a gym; two architectural firms; a real estate agency; a mosque. The pact proposal foresees the creation of shared green spaces to cultivate herbs and spices that would be managed by the proponents. This would create opportunities to socialize between the proponents and with people passing by and reinforce the relationship between the proponents and the people that use the street more often. The creation of shared green spaces would also result, according to the proponents, in a more respectful use of the street (the street use is currently uncontrolled wild and produces problems of safety and pollution also given the diverse types and nature of activities offered by the street).

The pacts of care of the public space ultimately create spaces that facilitates socialization and might potentially favour the generation of mutual help, reciprocity and solidarity network. The pacts do not rely on digital solutions to achieve the goal of fighting urban poverty, except in one case where a Wi-Fi totem is provided. The 12 proposals belonging to measure B.2 "schools" are rich and varied. They foresee the transformation of under-used classrooms into co-working spaces to produce cultural outputs for the school community (i.e. transforming of a class into a multi-media lab to produce a neighbourhood journal or as a cinema open to the neighbourhood).

The pacts that fight urban poverty through direct social and economic inclusion means provide, for example: a large community garden; generating work opportunities for the disadvantaged through the creation of community enterprises as a project's output; providing support to find a job through learning laboratories, workshop and courses; building connections between residents in a blighted area sharing problems such as troubled parenting; promoting networking between residents struggling to find a job; promoting social and cultural integration as a means to build better social cohesion and quality of life; the creation of social restoration spots.

## Goals of the pacts



The **second observation** is related to the **innovative legal and economic nature** of the partnership created through the pacts of collaboration. A key turning point in this regard is the issue of risk aversion, a complex and priority issue faced by public officials at the urban level. As the recently published [Draft action plan of the Urban Partnership for Public procurement](#) states, “the challenge for many European cities seems not necessarily to be the EU law on procurement, but rather how to apply the Directives that are transposed in national laws at their local level. (...) There are legal instruments and tools for public procurement of innovation and for meeting social and environmental challenges. Cities in general have a desire to address wider challenges through tendering contracts for public services, yet see the procurement-process as uncertain, complex and thus risky. (...) Innovation also requires mitigating risks and reducing legal and other uncertainties where possible. The important questions to answer are: How and why does the current legal framework lead to feelings of uncertainty and therefore risk aversion by the employees of contracting authorities who have to work with it and what prevents them from using the full potential of the legal instruments and tools for the procurement of innovation?” The need for risk-takers inside any public administration is an issue that several scholars from law, economics, and policy studies are addressing. [Mariana Mazzucato](#) recently proposed to the European Commission a mission-oriented and public value approach to public investments to nurture innovation, which could be fruitfully applied to urban innovation processes like the UIA Co-City project.

However, the need to have risk takers on both sides of the partnership is key for the success of any policy that is based on collaboration between the public administration and market or society. All civic actors involved in the pacts proposals are proactive and committed, since they take short term but also medium and long-term commitments towards the care and regeneration of the urban commons. We can however observe, in a small subset of exemplary cases, that some civic actors show a high degree of maturity and even a civic entrepreneurship approach. This happens in those cases where the pacts’ proposal foresees interventions that entail a high probability to encounter economic sustainability and financial viability issues (see measure A and some of the measure B pacts). Examples this approach would be, among the others, the creation of a bar or restaurant inside the regenerated building; the creation of an urban farm that relies on selling the vegetables produced to survive. It seems that the [Furboita proposal \(measure A\)](#); the [casa Ozanam](#) proposal and among the proposals addressing schools’ building, the [Nardris proposal](#) are the closer examples of this. In this emerging approach the risk can be said to be equally shared between civic actors and the City officials. Where the civic actor and the public actor share the risk associated with a complex urban regeneration process an innovative partnership can be spotted. The literature identifies emerging forms of public – people

and public-private-people partnerships<sup>2</sup>. The most risk-averse Co-City project pacts of collaboration might be considered as the first example of social innovation-led public–people or public-private-people partnerships.

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<sup>2</sup> C. CRUZ, *Reforming Traditional PPP Models to Cope with the Challenges of Smart Cities*, 18 *Competition & Reg. Network Indus.* 94, 2017; T. NG, J. WONG & K. WONG, *A public private people partnerships (P4) process framework for infrastructure development in Hong Kong in 31, Cities*, 2013





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