

# Positioning the Torino metropolitan area in the wider European context

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### Information about the CENTRAL EUROPE programme

CENTRAL EUROPE is a European Union programme that encourages cooperation among the countries of Central Europe to improve innovation, accessibility and the environment and to enhance the competitiveness and attractiveness of their cities and regions.

CENTRAL EUROPE invests 231 million EUR to provide funding to transnational cooperation projects involving public and private organisations from Austria, the Czech Republic, Germany, Hungary, Italy, Poland, the Slovak Republic and Slovenia.

The programme is financed by the European Regional Development Fund (ERDF) and it runs from 2007 to 2013. Interested partnerships were invited to propose their projects following public calls for proposals, which were widely publicised.

# Content

<b>1 Objective of the Regional Work Paper</b>	<b>4</b>
<b>2 Metropolitan development strategies in a wider context: the Torino case</b>	<b>5</b>
2.1 The Torino metropolitan core	8
2.2 The Piedmont Region	10
2.3 Macro-region(s)	13
2.4 City Network(s)	15
<b>3 Cooperation issues</b>	<b>17</b>
3.1 Spaces and places of the new economy	17
3.2 An integrated system of metropolitan mobility	18
3.3 Green infrastructure	18
3.4 Towards sustainability	18
3.5 Quality of urban spaces and regeneration	18
<b>4 Designing development strategies within the EU funding schemes of Structural funds</b>	<b>20</b>
<b>5 Recommendations and proposals</b>	<b>22</b>

## 1. Objective of the Regional Work Paper

Torino, its metropolitan area and the whole Piedmont Region have witnessed changes of unexpected magnitude because of the current global crisis, both in terms of economic and social impacts. In the same time, local and regional institutions are facing institutional redefinition objectives of the national government that will – in fact – redesign the area’s administrative geography and, thus, demand for a renewed capacity to govern, among other things, the crisis exit strategies.

Having such conditions in mind, this paper is meant to highlight (i) the main features of these institutional changes and of the impact of the crisis on the regional and local territories, and (ii) to read those transformations according to the focuses of the metropolitan city development strategy.

What it is particularly interesting, in the Torino case, is in fact that both the crisis and institutional changes are happening while there is a process of definition of a metropolitan development strategy that on one hand cannot but deal with external pressures (as the effects of the global economic crisis and central government decisions), on the other is literally imagining future transformation scenarios in which sustainable strategies can play a greater role in readdressing the area development.

To this extent, this paper will first focus on how metropolitan strategies can be designed in a wider and complex context, with specific attention to the European Union framework. Four territorial levels will be considered for the analysis: (1) the metropolitan city level; (2) the (administrative) regional level; (3) the macro-regional level; (4) the city-network level. These levels are, of course, representative of a much more complex geography of competences and challenges and for the moment it may seem sufficient to highlight that two of them refers to institutions (1 and 2), while two refer to spaces of governance (3 and 4).

The following part of the paper will then focus on five issues that may stimulate a stronger cooperation in territories with “flexibly defined” boundaries. Such issues (new economy; metropolitan mobility; green infrastructures; sustainability; urban spaces and urban regeneration) reflect the participative process that has been set up since 2012 in the Torino metropolitan area to design a new strategic plan towards 2025 (*Torino Metropoli 2025*).

The final part of this paper deals with the opportunities that the new EU programming period 2014-2020 can offer to a territorially based development strategy and concludes with recommendations and proposals that come out from the Torino experience so far.

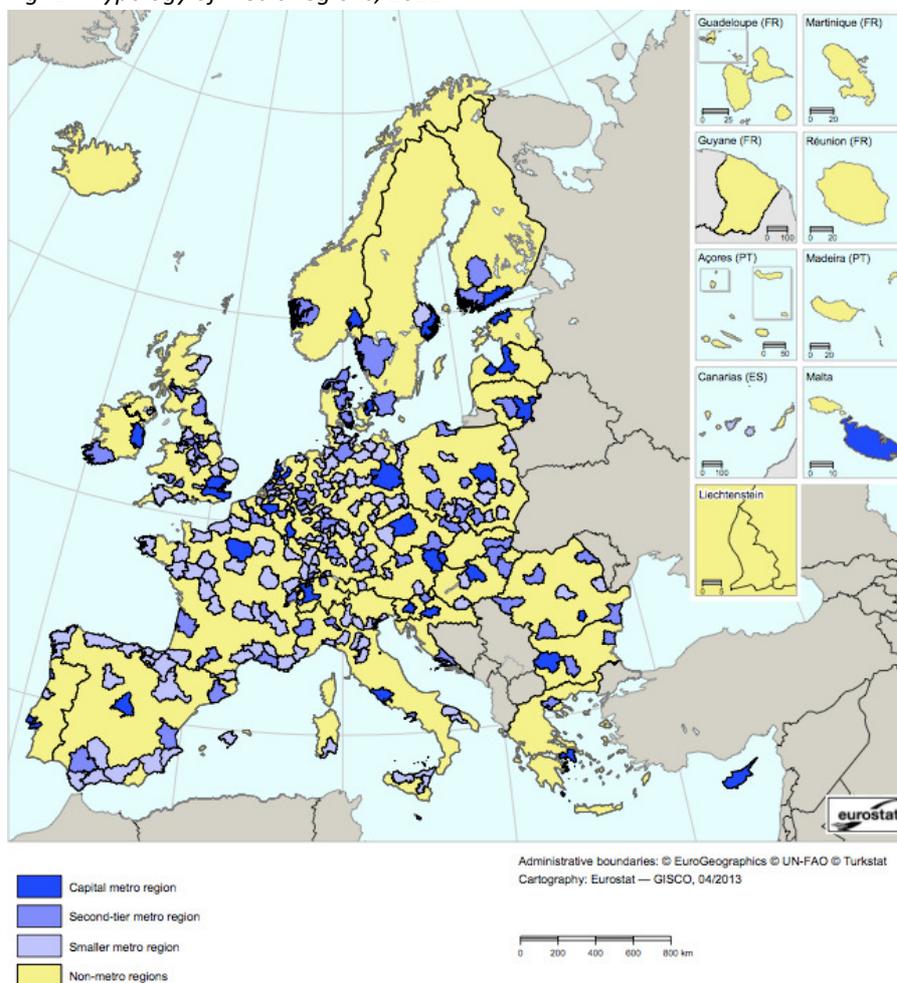
This paper has been elaborated by the author but owes much of its good contents and positive aspects to many contributors and participants to initiatives that Torino Strategica has organised in the past months in the framework of the strategic planning process (as the City Regions Regional Workshop organized in Torino on the 14<sup>th</sup> of March 2014). Main results of this on-going process are available on the official website ([www.torinostrategica.it](http://www.torinostrategica.it)), but every document that has been consulted and used for the paper is available for further consultation and references are in the text or at the bottom of the pages where the document has been first quoted/used. Mistakes and faults are, of course, responsibility of the author.

## 2. Metropolitan development strategies in a wider context: the Torino case

The need to consider a metropolitan level for economic development strategies, issue that is at the core of the City Regions project<sup>1</sup>, has become again central in the European Union since the beginning of the global crisis in 2008 (but it had already been considered, for instance at statistical level, with the LUZ, Larger Urban Zones). What brought metropolitan level designed strategies at the forefront was the need to avoid an excessive fragmentation of projects, initiatives and interventions designed at the municipal level often without a coherent integration with contiguous municipalities.

DG Regional and Urban Policy and Eurostat provided a typology of metropolitan regions in 2012 (see fig. 1), but every member state has its own definition of what a metropolitan city is or should be.

Fig. 1 – Typology of metro regions, 2012<sup>(1)</sup>



<sup>(1)</sup>: based on population grid from 2006 and NUTS 2010

Source: Eurostat, Directorate-General for Regional and Urban Policy

<sup>1</sup> As stated in the project website ([www.city-regions.eu](http://www.city-regions.eu)) partners are “focusing on the enhancement and durable institutionalisation of functional cooperation between core cities and smaller cities and towns located in the urban hinterland”.

Metropolitan regions are, for the EU, NUTS3 regions or a combination of NUTS3 regions which represent all agglomerations (based on LUZ) of at least 250 000 inhabitants<sup>2</sup>. Metro-regions in this model are based on agglomerations that include the commuter belt around a city. Each member state, then, considers and institutionalizes metropolitan areas and/or regions in different ways (there are, for instance, three ESPON 2007-2013 projects on such issue: Best Metropolises, Metroborder, POLYCE, [www.espon.eu](http://www.espon.eu)) and a EU wide network is dealing with metropolitan development (METREX, the EU network of metropolitan regions and areas, <http://www.eurometrex.org/ENT1/EN/>).

As regard the Italian case, there is a long history of studies and hypothesis of institutionalisation of metropolitan areas but it is only in 2014 that a national law (L. 56/2014) has promoted the creation of 10 metropolitan cities while, in the same time, has cancelled the existing institutions (the provinces) so to avoid conflicts in competences and delays in implementation (fig. 2).

Fig. 2 – The ten Italian metropolitan cities according to the Law 56/2014



The new institution is a second-tier one, with non-elected members of a metropolitan council and a president that are nominated within the elected representatives of the municipalities included in the metropolitan city. Among the main tasks of the new institution there are: definition of a strategic plan; general territorial planning; mobility; economic development. Furthermore, because of the differences among the ten metropolitan cities (see table 1), each new institution can adopt a specific statute and design its territorial organisation<sup>3</sup>.

<sup>2</sup> Website: [http://epp.eurostat.ec.europa.eu/portal/page/portal/region\\_cities/metropolitan\\_regions](http://epp.eurostat.ec.europa.eu/portal/page/portal/region_cities/metropolitan_regions)

<sup>3</sup> There are other Italian cities that could be considered for the transformation into metropolitan cities, Palermo or Trieste for instance, but the central government cannot decide in territorial reorganization issues for regions with a special statute within the Italian Constitution (Sicily, Sardinia, Friuli Venezia Giulia, Valle d’Aosta, and Trentino Alto Adige).

Table 1 – Main characteristics of the ten Italian metropolitan cities

	Population of the metropolitan city	Number of municipalities	Population of the main municipality
Rome	3.997.465	121	2.617.175
Naples	3.054.956	92	962.003
Milan	3.038.420	135	1.242.123
Torino	2.247.780	315	872.367
Bari	1.247.303	41	315.933
Bologna	976.243	60	371.337
Florence	973.145	44	358.079
Genoa	855.834	67	586.180
Venice	846.962	44	261.362
Reggio Calabria	550.967	97	180.817

Source: INSTAT National Census, 2011

As is it possible to see from table 1, Torino is the fourth Italian city per population, it is also the fourth if we consider the whole metropolitan area, but it has by far the largest number of municipalities (315, that have become 316 in 2013!), and the bigger surface (6821 Km<sup>2</sup>, Rome is in second place with 5352 Km<sup>2</sup>).

If we take a closer look at the differences within the Torino metropolitan city, we can see that 115 of the 315 municipalities had less than 1000 inhabitants in 2011 (of which 52 had less than 500 inhabitants). More than 46% of the 315 municipalities are included in mountain areas, and in such areas (the Western part of the metropolitan city, bordering with France) there has been a 42% of loss of population in the decade 2001-2011 (all data from ISTAT, national censuses).

This brief analysis shows that the Torino metropolitan city is actually formed by a greater metropolitan area (the 316 municipalities) and a much smaller metropolitan core of 37 municipalities around the city of Torino. This distinction is also reflected in the strategic planning processes that have started in 1999 and that have focused on the metropolitan core, only in the last phase (the third, on going, plan) reconfiguring strategies at the wider metropolitan area level.

The following paragraphs will focus first on the Torino metropolitan core, highlighting the role of the strategic planning process in redesigning image and vision of the area. The regional framework will then be taken into account, especially in terms of opportunities and constraints for the development of the metropolitan city. With a broader view, the issue of macro-regional cooperation will then be highlighted, taking into account the recently launched Alpine macro-region. Finally, the dimension of non-contiguous cities relationships will be considered, because networking has represented a major instrument for readdressing and redesigning EU cities development trajectories.

## 2.1 The Torino metropolitan core

The strategic planning process that started in 1999 has concerned, with slight changes, the core of the current metropolitan city, that is 37 municipalities around Torino in which built environment, urban density, commuting areas, and economic interactions (to name just few phenomena) were clearly showing an urban physical, social and economic continuum (fig. 3).

Fig. 3 – The metropolitan core of 38 municipalities



Source: [www.torinostrategica.it](http://www.torinostrategica.it)

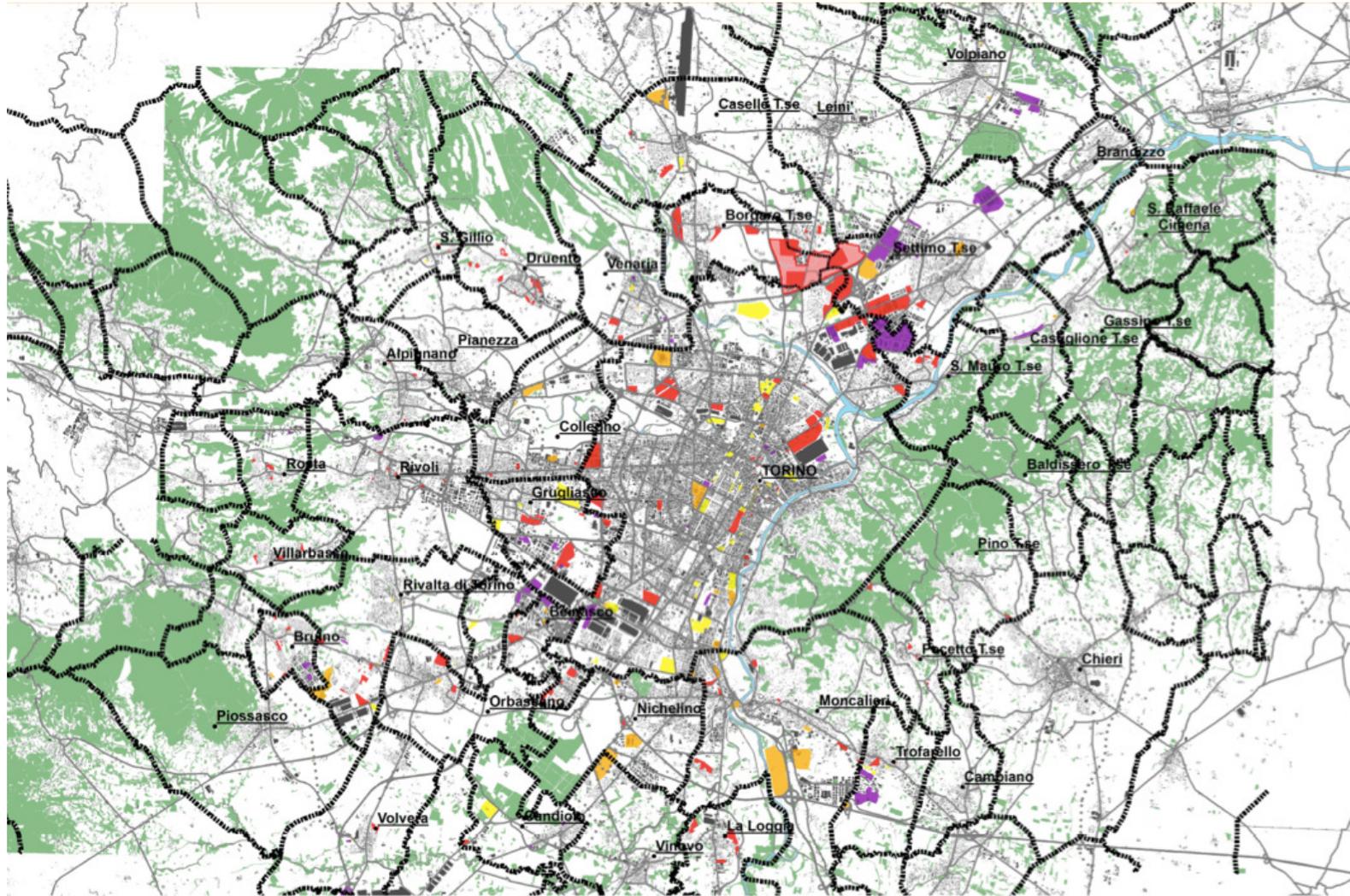
A recent study, promoted by Torino Strategica within the framework of the City Regions project, has mapped those transformations that could have been considered of metropolitan interests (fig. 4). That is projects and interventions that because of their bordering position or their relevance for a supra-municipal level could impact on the whole metropolitan core<sup>4</sup>. Four typologies have been considered: housing (in red in fig. 4), commerce (in orange), production (in violet), and public spaces (in yellow).

This analysis is interesting for at least two reasons: (i) it is a work in progress because it maps only 38 of 316 municipalities, but still it's a first step for further developments; (ii) it is limited to four policy dimensions but it also impacts on dimensions that prelude to a necessary strong coordination among the different municipalities so to avoid lose-lose competition and promote metropolitan level agencies and institutions to govern change.

Furthermore, there is another specific characteristic of the Torino metropolitan city that has to be taken into account: its polycentric urban and economic organisation. Outside of the metropolitan core there are at least other 4 medium-sized urban systems (around the cities of Pinerolo, Ivrea, Chivasso and in the Susa Valley) that are not part of the core urban continuum but still have strong interdependencies with it. Their role, in fact, can be better understood if we jump to the regional level.

<sup>4</sup> The analysis did not take into account infrastructures (e.g. transport hubs) and natural resources (e.g. parks) but focused on those interventions that are not metropolitan by definition but that constitute important policy fields for the newly formed metropolitan city.

Fig. 4 – Mapping metropolitan transformations

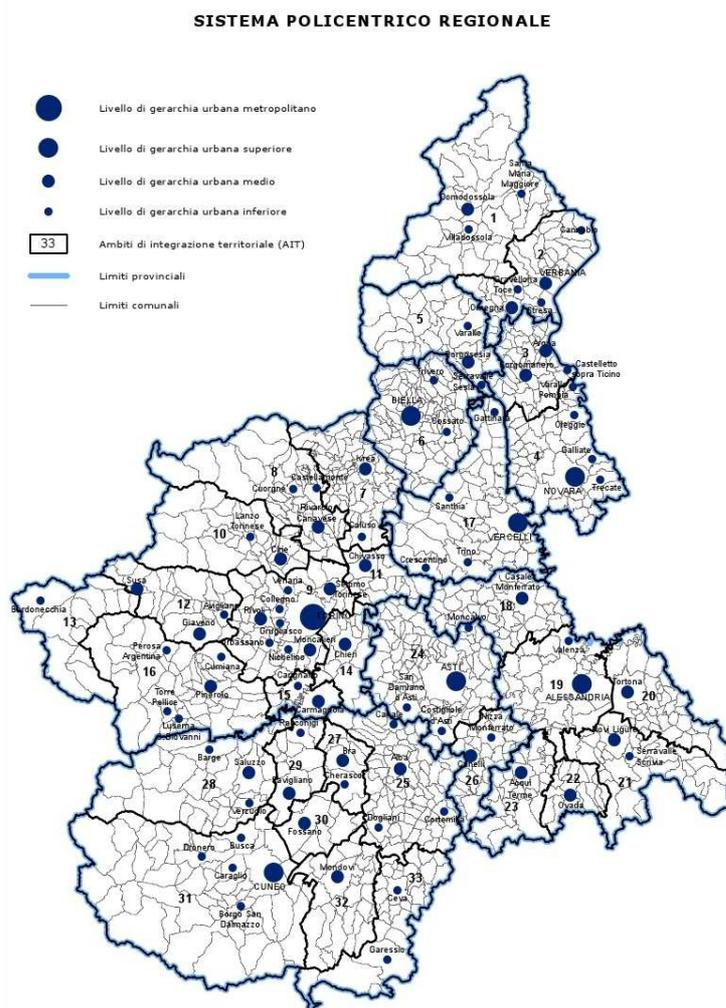


Source: <http://www.torinostrategica.it/pubblicazioni/mappatura-delle-trasformazioni-metropolitane/>

## 2.2 The Piedmont Region

The recently adopted Regional Territorial Plan (PTR, 2011) of the Piedmont region recognizes a polycentric structure for the whole regional territory and, according to this idea it works on defining urban hierarchies and territorial integrated areas<sup>5</sup>. It is clear, from the previous paragraph, that not only the city of Torino but the whole metropolitan core is at the top hierarchical level. Besides, as we have anticipated, within the former Province of Torino (now metropolitan city) and within other provinces, there are small and medium-sized cities that create a much more diversified geography of urban systems (fig. 5).

Fig. 5 – The Piedmont polycentric urban system



Source: PTR, 2011 (the thick black line signal the 33 territorial integrated areas that correspond, more or less, to small and medium-sized urban systems)

<sup>5</sup> PTR (2011) [http://www.regione.piemonte.it/territorio/pianifica/nuovo\\_ptr.htm](http://www.regione.piemonte.it/territorio/pianifica/nuovo_ptr.htm)

Piedmont is a region that is generally compared with other leading regions in Europe (as we can see from fig. 6), even if its economic performances are far from being comparable with the near Lombardy region, Ile-de-France, West German lander or the English South-East. Its economic structure is still in transition from a glorious Fordist past, and much of its polycentricism is the heritage of an economic structure that was centred on Torino but “allowed” local production specificities (electronic in the Ivrea area, textile in the Biella area, specialised agriculture in Vercelli and Cuneo, etc.).

Fig. 6 – GDP/inhab. In five EU regions (Values expressed in purchasing power parity, EU28 average=100)

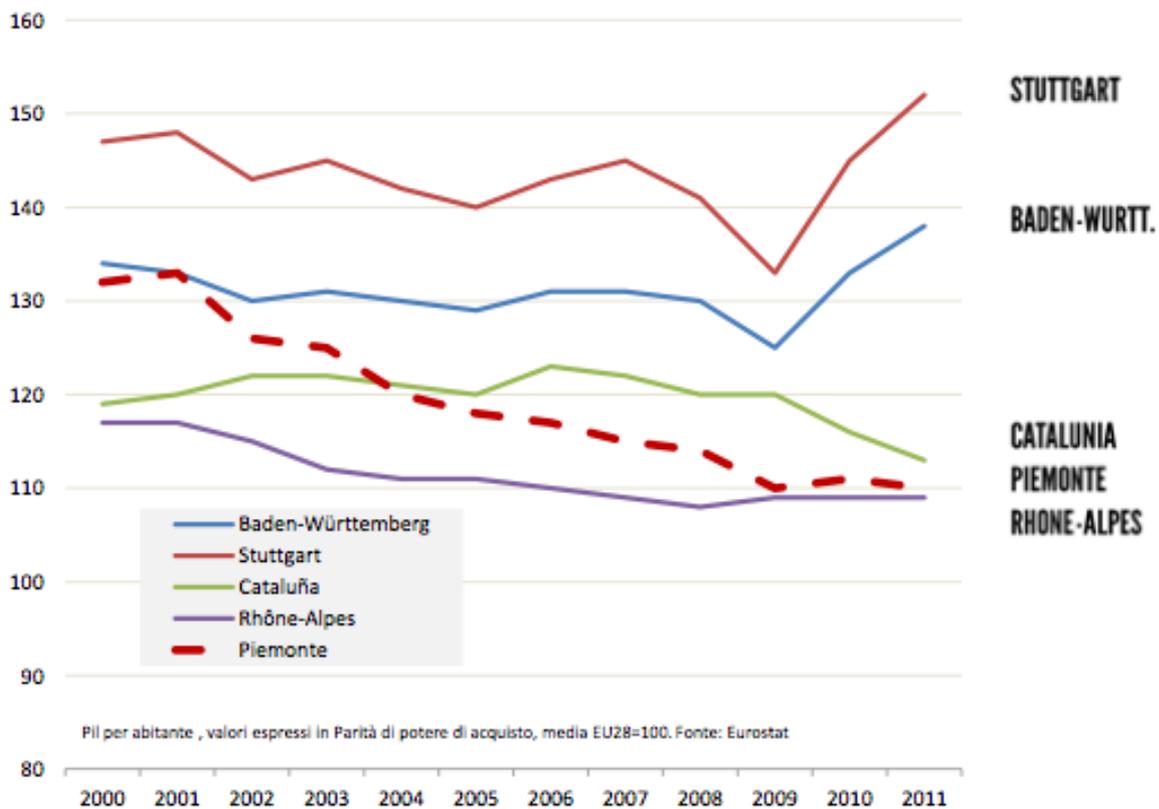
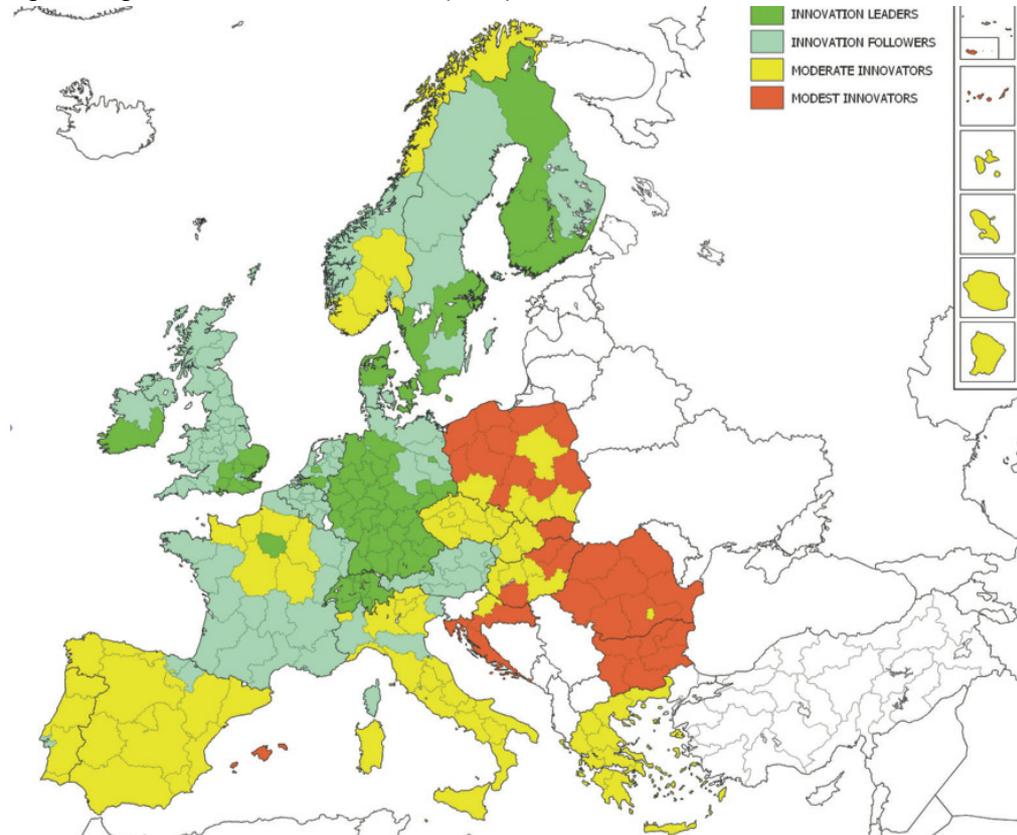


Fig. 6 clearly shows the impact of the global crisis in the regional economy and its difficulties in overcoming the current situation. The regional level data, if translated at the infra-regional level, would probably show a much more complex situation in which some cities and areas in the region are succeeding in facing the crisis (at least in figures and not taking into account the impact of the crisis on the social fabric), while some other areas are still lagging behind.

The Regional innovation scoreboard index, for instance, does show Piedmont as an innovation follower (fig. 7) in the fields of economic activities and R&D, but again the picture would become rather fragmented if zooming in at the infra-regional level<sup>6</sup>.

<sup>6</sup> The Regional Innovation Scoreboard (RIS) 2014 replicates the Innovation Union Scoreboard (IUS) methodology used at national level to measure performance of the EU regional systems of innovation distinguishing between Enablers, Firm activities and Outputs. The RIS 2014 uses data for 11 of the 25 indicators used in the IUS for 190 regions across Europe (22 EU member states together with Norway and Switzerland).

Fig. 7 – Regional innovation scoreboard (2014)



Source: [http://ec.europa.eu/news/pdf/2014\\_regional\\_union\\_scoreboard\\_en.pdf](http://ec.europa.eu/news/pdf/2014_regional_union_scoreboard_en.pdf)

Within the region, furthermore, there are some developments trajectories that link, for instance, the Northeast part (Novara) with Lombardy. On the other hand, mountain areas safeguard and valorisation often have seen French and Italian actors cooperate across the border (for instance in several INTERREG projects). The regional dimension, apart from its institutional features and competences, is somehow blurred by social, economic, and cultural phenomena that seem to enlarge or shrink its boundaries while, in the same time, such phenomena may also occur in different non-contiguous places thus making more and more complex the setting for cities, metropolises and urban systems.

To better understand the flexible geography of the current socio-economic transition we will first enlarge our vision to include a macro-regional perspective. Then we will focus on trans-local connections that have had a major role in readdressing different places trajectories.

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The RIS is, in fact, a regional extension of the IUS. The latter giving a comparative assessment of the innovation performance at the country level of the EU Member States and other European countries.

## 2.3 Macro-region(s)

The Torino metropolitan city and Piedmont region are comprised within the EU Strategy for the Alpine Region (EUSALP) area (fig. 8). The Alpine macro-region is still in the making at the moment, and a public consultation process is due to end on the 15<sup>th</sup> of October 2014<sup>7</sup>, but its main priorities and challenges have been defined and provide us with hints of possible intervention areas.

The EU strategy for the macro-region is based on three pillars: competitiveness and innovation of the economic system; environmentally friendly mobility; sustainable management of energy, natural and cultural resources. Transversal issues, also promoted and highlighted by the partners of the Alpine Space programme (within the European Territorial Cooperation objective 2007-2013 and on going) are: R&D; attractiveness of the economy (especially emerging industries and ICTs) and labour market; agriculture and forestry sustainable development; better integration of tourism, health and services of public interest; macro-regional brand awareness; last but not least, energy consumption, production, storage in the framework of the Alps as energy provider for the whole of the EU in a post-carbon transition scenario<sup>8</sup>.

Fig. 8 – The Alpine Space programme cooperation area, also EUSALP area



Source: [www.alpine-space.eu](http://www.alpine-space.eu)

A macro-regional scenario, in the EU framework, has to take into account three basic rules imposed by the Union: no new EU funds, no additional EU formal structure, no EU legislation. The combination of these rules, linked with the completely voluntary process that brings to define macro-regions, calls for a major effort in terms of setting a governance system that could allow the strategy to be really implemented. In this aspect lies, perhaps, the most important part of the creation of a macro-regional strategy that, in any case, is strongly based on common geographical, physical,

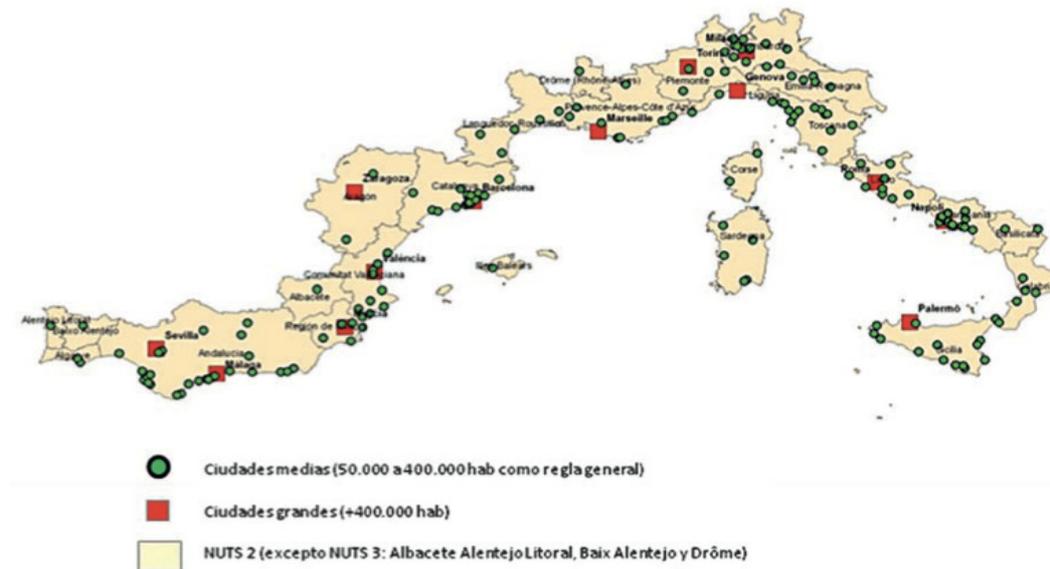
<sup>7</sup> [http://ec.europa.eu/regional\\_policy/consultation/eusalp/index\\_en.cfm](http://ec.europa.eu/regional_policy/consultation/eusalp/index_en.cfm)

<sup>8</sup> [http://www.cipra.org/de/news/4615?set\\_language=de](http://www.cipra.org/de/news/4615?set_language=de)

economic grounds but presents a diversified and fragmented situation in the different part of the Alps (see, for instance, the demographic unbalance between the Western and Eastern part of the Alps).

A different perspective is the one offered by the Latin Arc experience (not a macro-region in the EU sense), based on a wide partnership of bodies, networks and institutions from Western Euro-Mediterranean countries (fig. 9). This partnership, which has been inspired by the ESDP (European Spatial Development Perspective) as a world level economic integration zone, was created in 1999 and is still working with several small and medium level projects providing a Southern Europe point of view to the EU policy framework. It is for us especially interesting because it provides Torino and Piedmont with a “coastal perspective”, widening a more traditional Alpine scenario.

Fig. 9 – Latin Arc



Source: [www.arcolatino.org](http://www.arcolatino.org)

## 2.4 City Network(s)

The final territorial dimension to be considered is the less territorial, because it regards links among cities, institutions, partners that may be – or not – in contiguous places. Networking cities, institutions and partners has constituted a good part of the EU experience for many citizens, because of the direct or indirect effects that networking has brought in terms of projects, initiatives, interventions, methodologies, etc. It is the so-called best (or good) practices exchange effect that has been promoted in every field: urban regeneration, territorial cooperation, competences and skills management and improvement, economic competitiveness, cultural events, etc.

Whether we are dealing with permanent networks (as the already quoted METREX, or Eurocities) or with project-oriented networks (as City Regions in fig. 10, or any network of cities financed within the framework of programmes as Central Europe or URBACT), it is clear that cities have benefited much more than any other institution of the possibility to learn and exchange in various fields. The EU itself has promoted networking as a mean to spread common understanding and procedures, the “Community acquis” extended to all fields of cooperation.

Fig. 10 – City Regions partners in the Central Europe space



Source: [www.city-regions.eu](http://www.city-regions.eu)

For the Torino metropolitan city, though, networking has another meaning when related to crucial relations with close – but not contiguous – cities as Milan, Genoa, Lyon, Geneva.

Strengthened cooperation among cities without taking explicitly account of the territories within those cities has characterized many examples of imagined or actual cooperation. The Alpine Diamond, for instance, has represented the idea of a tripartite cooperation among Lyon, Genève and

Turin and has been considered for some years as possible even if no specific activity has ever been tackled<sup>9</sup>.

A completely different situation occurs with Torino and Lyon if we consider the high-speed train route between the two cities (which is, actually, the Lisbon-Kiev EU corridor; fig. 11). Because of the protests in the Susa Valley, within the Torino metropolitan city but outside its core, the corridor has become metaphor of how public works should not be programmed, phased, undertaken. Still, the TAV (Treno Alta Velocità, high-speed train) is crucial for Torino to overcome future risks of marginalization from major economic routes.

Fig. 11 – The TAV route (in black the existing route, in red the new tunnel, in blue the new route)



Source: [http://it.wikipedia.org/wiki/Progetto\\_di\\_ferrovia\\_Torino-Lione](http://it.wikipedia.org/wiki/Progetto_di_ferrovia_Torino-Lione)

As it is possible to see from fig. 11, the TAV is also crucial to link Torino with the North-South high-speed corridor Genoa-Rotterdam. Links with Genoa, furthermore, should allow reconsidering the role of this port for the Torino and Piedmont economies (it is interesting to know that distance between Torino and Genoa is more or less the same than from Torino to Milano, i.e. 150 km. The high-speed train to Milan takes 44 minutes from city centre to city centre; from Torino to Genoa it takes 1h and 50 minutes).

Cooperation, rather than links, between Torino and Milano is instead on a different level: several on-going initiatives (often under the MITO label) witness the high degree of collaboration between the two cities institutions, especially in the cultural fields (e.g. the MITO music festival that is organised every autumn: <http://www.mitosettembremusica.it/#>). Torino and Milan are *de facto* part of a single wide conurbation but on one hand there is a clear unbalance between the economic, demographic, market size of Milano if compared to Torino, on the other most of the initiatives between the two cities do not take into account territories and cities within the two metropolises, thus exacerbating fragmentation and multiplying plans and strategies occurring in the same space and time<sup>10</sup>.

<sup>9</sup> A book has been published on this issue: Agnelli U., Haegi C., Mérieux A. (1997), "Le diamant alpin: Lyon, Genève, Turin", Ed. Slatkine, Genève.

<sup>10</sup> An interesting attempt has been made to think about territories between Milano and Torino in the E-Scape project (coordinated by A. Rolando of the Milano Polytechnic), mostly reflecting on the natural and environmental resources of the area between the two cities.

### 3. Cooperation issues

The strategic planning process that Torino Strategica is steering since 2012 in Torino has seen two main working groups (dealing respectively with economic and spatial transformations) producing documents and stimulating debate for the definition of the “Torino Metropoli 2025” strategic plan (due to be finalized in late 2014).

The Interim Document has been publicly presented on the 18<sup>th</sup> of July 2014, and the bases of the future plan were revealed and argued<sup>11</sup>. In specific, the plan is referred to the 38 municipalities of the metropolitan core (since the new institutional asset has been approved only in 2014 and the new metropolitan city will officially start from 2015). The plan itself is designed to be adapted to the wider metropolitan city area. Two themes are transversal: (social and economic) inclusion, and environmental sustainability. Furthermore, the plan will be selective and not all comprehensive, and will focus on aspects that can guarantee the innovation of the whole system.

Taking into account such characteristics, working groups (and in specific the spatial transformation one) defined five cooperation issues that may – or may not – intercept and benefit from the multi-level repositioning process that is occurring because of the birth of the metropolitan city. The multi-level, or scalar, issue was of course important also in previous strategic planning phases, as it is always important in the definition of a development trajectory. But it is of paramount importance when a new level of government/governance is created, when territorial cooperation issues need to be considered from the neighbourhood to the global levels.

In the following pages, a brief synthesis of the five cooperation issues will be presented so to cross those issues with the ones emerging by the multi-level analysis of the first chapter: two mainly institutional levels (metropolitan and regional), and two mainly voluntary-based levels (macro-regions and networks). The aim of this operation is to have a first attempt to highlight possible opportunities and constraints for the metropolitan strategy in the different spatial arenas while, in the same time, pinpoint recommendations and proposal that can be shared with other cities across Europe.

#### *3.1 Spaces and places of the new economy*

The first cooperation issue deals with the need to re-launch and support a new phase of economic development. To do so, the local administration has to be able to recognize, map and valorise former productive and industrial areas in the wider urban space. Brownfields and dismissed industrial sites, abandoned rail tracks areas, residual urban spaces need to be reconsidered in a comprehensive spatial regeneration plan to: (i) secure an efficient and updated metropolitan-wide mapping of available areas to attract private investors; (ii) monitor the environmental requalification of such spaces; (iii) support the metropolitan development strategy by paying attention to a territorially balanced marketing plan.

The attention to spaces and places for a new economic development is also crucial to intercept new and emerging economic production model, as in the case of co-working and fab labs and all those activities with high ICT added value.

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<sup>11</sup> <http://www.torinostrategica.it/verso-il-terzo-piano-strategico>

### *3.2 An integrated system of metropolitan mobility*

In the Torino metropolitan area there is already an efficient metropolitan mobility agency (*AMM – Agenzia per la Mobilità Metropolitana*: <http://www.mtm.torino.it/it>) that is nowadays dealing with public transport. What is needed is to extend its competences to the whole transport sector, including private and alternative (e.g. bike- and car-sharing) mobility, ultimately to design a Metropolitan Sustainable Mobility Plan.

Such plan should make it possible to have a single metropolitan platform for users to have real time information on their journeys, timing, scheduled arrivals and departures of public buses and trains, costs and smart ticketing, energy consumption, environmental impact, etc.

It is also foreseen to promote the extend at the metropolitan level the already on-going clean logistics for goods distribution via inter-modal hubs, several small distribution centres, ICT system to control the whole supply chain, etc.

### *3.3 Green infrastructure*

Green areas in the whole metropolitan space have to be considered as the real green infrastructure, starting from the *Corona Verde* (Green Crown) regional project<sup>12</sup> to integrate planning issues, citizens health and quality of life, while promoting private-public partnerships.

### *3.4 Towards sustainability*

In the metropolitan strategy sustainability is mainly intended to address energy production and consumption, and a greener attitude in public procurements and interventions.

In specific, the definition of metropolitan level coordinated action plans for sustainable energy is to be promoted in all municipalities, in order to improve public and private buildings energy efficiency, promote sustainable mobility and plans for energy efficient public lighting, to improve energy production from biomass (taking into account the availability of wood from the mountain parts of the metropolitan area), etc.

A major effort is expected in coordinating different public bodies and institutions to improve effectiveness and impacts of such changes on the wider economic system.

### *3.5 Quality of urban spaces and regeneration*

Torino is a city with a long tradition of high quality urban regeneration but there is the need to continue with innovative experiences of place making in suburban and peripheral areas at the metropolitan level. In specific, attention should be paid to the quality of public spaces, quality of the built environment, social and functional mixes, sustainable maintenance and management of public spaces, etc.

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<sup>12</sup> <http://www.regione.piemonte.it/ambiente/coronaverde/>

To this extent a series of innovative pilot projects (15 in the first draft) should provide a test bed for future developments, continuing in the same time the already experimented integration of different sectorial policies.

## 4. Designing development strategies within the EU funding schemes of Structural funds

Before crossing multi-level issues with cooperation ones it is useful to have a synthetic framework of the funding possibilities within the new programming phase of the Structural Funds in the new Cohesion Policy 2014-2020. Furthermore, some characteristics of the new programming phase seem to be linked to approaches that have become common in Italy in the past years (as in the case of the Territorial Pacts, that inspired the EU Territorial Pacts for Employment). The new cohesion policy, in fact, rationalise the offer of instruments available to local and regional institutions while, on the other hand, allows a better integration of funds of different nature (e.g. ERDF and ESF).

To this extent, the Integrated Territorial Investments (ITIs) seems particularly interesting, allowing integrated investments across different priority axis in one or more operative programmes (OPs). ITIs, furthermore, can be related to urban development and/or inter-municipal cooperation.

To the urban dimension in specific is dedicated the Integrated Sustainable Urban Development (ISUD), to face environment, climate change, and societal transformation related challenges. To this instrument is linked a minimum threshold of 5% of the total ERDF allocated, as 0,2% of the same ERDF has to be dedicated to innovative actions in the field of sustainable urban development.

It may seem that the urban dimension has gained an important role in the new programming period (if not a related importance in terms of funds): a platform for urban development will also be financed, to improve exchange of knowledge and practices for 300 European cities selected by member states. That said, chances to take part to the new phase for non-urban or rural areas are good also and this is possible because of the integrated nature of future projects and initiatives. It is possible to distinguish between actions dedicated to rural infra-regional areas, while are better valued cooperation and collaboration among different partners instead than the participation of a single authority. As regards actions dedicated to rural or non-urban areas, the most interesting is the Community-Led Local Development (CLLD): it is, in fact, an ITI dedicated to rural areas requesting a stronger strategic and cooperative effort (CLLD inspiration being the former LEADER initiative, that is local development projects managed by a Local Action Group created on purpose).

It is then relatively easy to see potentials in the new programming for territorial development, whether in urban and/or rural areas, especially in a framework of the Italian institutional re-composition that may favour cooperation and the definition of shared strategic choices.

Having this framework in mind it is then possible to cross territorial levels of actions and issues of cooperation as in table 2.

Table 2 – Territorial levels and cooperation issues

	Spaces and places of the new economy	An integrated system of metropolitan mobility	Green infrastructure	Towards sustainability	Quality of urban spaces and regeneration
<b>Metropolitan city</b>	<ul style="list-style-type: none"> <li>- Urgent need of a common strategy for brownfields and new investments areas across the metropolitan city</li> <li>- ICT and new economy as instruments to fill the gap between urban and rural/mountain areas</li> <li>- ITI-like instrument would be crucial</li> </ul>	<ul style="list-style-type: none"> <li>- Existing experience of inter-municipal cooperation to be extended at the metropolitan city level</li> <li>- This is probably the most advanced sector in terms of cooperation</li> </ul>	<ul style="list-style-type: none"> <li>- Existing experiences in part of the metropolitan city that need to be extended to the whole area</li> <li>- Include rural areas in the “green infrastructure” concept</li> <li>- CLLD-like instrument would be crucial to support a coherent green strategy around the metropolitan core</li> </ul>	<ul style="list-style-type: none"> <li>- There are inter-municipal bodies dealing with energy production and distribution, regarding both the urban and the rural/mountain areas</li> <li>- Adoption of metropolitan specific target towards a post-carbon transition would be important</li> <li>- ISUD-like instruments would be beneficial for this cooperation area</li> </ul>	<ul style="list-style-type: none"> <li>- The city of Torino and some surrounding municipalities have a long history of good quality urban regeneration practices</li> <li>- The metropolitan dimension brings at the forefront critical situations that were once peripheral or marginal and that may hamper a balanced development of the whole area</li> <li>- Continue with transnational exchanges of practice and adopt ITI-like instruments to promote further regeneration</li> </ul>
<b>Piedmont Region</b>	<ul style="list-style-type: none"> <li>- This cooperation issue is central for the whole regional territory and, at another level, reflects the situation of the metropolitan city</li> <li>- Polycentric development and valorisation of different economic sectors are crucial for a balanced transformation of the regional economy</li> </ul>	<ul style="list-style-type: none"> <li>- It is crucial to combine economic efficiency and equal accessibility in a region with large parts of mountain depopulated areas</li> <li>- Experiments and good practices scouting are important</li> </ul>	<ul style="list-style-type: none"> <li>- Notwithstanding a Fordist industrial past, agriculture is still important for the region and is the main economic sector in some areas</li> <li>- This is the birthplace of the Slow Food movement and of some typical “Made in Italy” food brand (wine, chocolate, coffee, etc.)</li> <li>- The same idea of green infrastructure as including rural areas should be considered at the regional level</li> </ul>	<ul style="list-style-type: none"> <li>- Adoption, as for the metropolitan level, of a regional energy plan and of energy targets</li> <li>- This is an issue that has to be tackled at least at macro-regional level</li> </ul>	<ul style="list-style-type: none"> <li>- Facilitate municipalities in answering to calls and managing the projects (technical assistance from the presentation of the proposal to the last financial task)</li> </ul>
<b>Macro-region(s)</b>	<ul style="list-style-type: none"> <li>- Definition of coherent strategies at the macro-regional strategies (this is especially crucial for the EUSALP area and in relation to the other cooperation areas)</li> </ul>	<ul style="list-style-type: none"> <li>- Transport issues, has the high-speed train story shows, are to be tackled at macro-regional level</li> </ul>	<ul style="list-style-type: none"> <li>- Green infrastructures at the macro-regional levels are essentials to fight pollution and prevent a complex and unbalanced re-naturalisation of the Alpine space</li> <li>- This issue is strictly related to the following</li> </ul>	<ul style="list-style-type: none"> <li>- Energy, environment, green infrastructures, are related and crucial in the Alpine space, but there are too many disparities among countries and regions that need to be levelled</li> </ul>	<ul style="list-style-type: none"> <li>- Good practice exchanges and new networks could be promoted within the macro-region</li> </ul>
<b>City Network(s)</b>	<ul style="list-style-type: none"> <li>- City networks are crucial to exchange, experiment and improve “outside of the (metropolitan, regional, national, macro-regional) box”, as instrument for cooperation among territories with similar challenges</li> </ul>				

## 5. Recommendations and proposals

It seems useful to synthetize what have been analysed in the previous pages in order to highlight recommendations and proposal coming from past experiences within the Torino case, and taking into account the need to link economic and spatial dimensions in a changing institutional context and with the enduring global crisis.

Table 2, in specific, allows to identify actions and opportunities peculiar to each territorial level considered and transversal to the five issues.

The metropolitan city level, for instance, would benefit from a **coordinated planning of funds accession and use**: ITI, CLLD, ISUD not only offer the possibility to integrate different funds within the same initiative, but may also benefit from a metropolitan-wide strategy in which each intervention can be a piece of the puzzle. To use efficiently and effectively the new programming instruments, it is necessary to use their flexibility and adaptability according to the different territorial contexts (urban, rural).

The regional level, on the other hand, can transfer some of its strategic vision definition to the larger macro-regional level but should crucially keep its role in terms of **technical assistance ex-ante, in interim and ex-post for local interventions, projects, initiatives**.

As it has been said, it is at the macro-regional level that a clearer and more comprehensive view of possible development trajectories can be more effective, especially because **macro-regions may reduce limits due to different national strategies** (e.g. in the energy sector, or in transport policies). It is, of course, important to favour the definition of macro-regional strategies (within or outside of existing EU macro-regional areas) that are coherent with metropolitan and regional development strategies.

Networking, by definition, allows cross-fertilization even among distant places, **test bedding and adoption of experimental practices** that can be transferred and adapted elsewhere. It is crucial, therefore, to identify place-specific partnerships, with the possibility to modify and adapt their composition according to their task and to changes that may occur. It is also important to improve stakeholders' capacity: to define challenges for the whole socio-economic system; to recognize unexploited synergies; to understand possible innovations; to strengthen cohesion.

If a final common thread has to be found, it is related to the capacity **to build efficient governance systems to support (not substitute) existing level of government** and, in the same time, **to favour institutional capacity building to strengthen the chance that cooperative attitudes may survive the end of single projects, initiatives, experiences**.