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Co-production through the Regulation of Urban Commons in the Piedmont Region

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Abstract

This thesis examines co-production through Urban Commons regulations, collaboration pacts and related shared-administration/co-design arrangements in the Piedmont Region, focusing on Turin, Chieri, and Torre Pellice. In Italy, co-production in urban governance is closely connected to urban commons and has taken a concrete form through the Regulation of Urban Commons and collaboration pacts that enable local governments, citizens, and organizations to collaborate in the care and management of common goods. However, having a formal framework is one thing, but how it is implemented in practice in order to achieve its intended values is another; how these collaborative frameworks are implemented in different municipalities, and how different local institutional arrangements may lead to different experiences and outcomes – it is still unclear. This research adopts a qualitative comparative case study approach based on document analysis and online written questionnaires, complemented by a field visit and direct observation in Turin. In order to use the same criteria for analyzing the three selected cases, four analytical dimensions were used - actor involvement and participation, influence on decision-making, distribution of roles and responsibilities, and institutional support and coordination. The findings suggest that co-production is implemented differently across the three municipalities, with varying levels of citizen involvement, shared responsibility and influence on decision-making. For example, in Turin and Chieri, citizens and organizations can become formal participants in collaboration pacts, whereas in Torre Pellice co-production is structured mainly through a co-design partnership between the municipality and Third Sector organizations, with a more limited formal role for individual citizens. The main opportunities include stronger local relationships, improved care of common goods and the development of local networks. The main challenges also relate to maintaining participation and relationships over time, limited municipal administrative capacity, coordination and unequal opportunities to influence decision-making.

Key words:

Co-production, Urban commons, Collaboration pact, Piedmont Region, Shared administration, Urban Governance, Civic participation.

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Chapter 1 – Introduction

1.1 Research Background

Today's urban problems are increasingly complex and cannot be addressed only through traditional planning approaches. To respond to the limitations of traditional managerial and adversarial approaches, collaborative governance has evolved, especially in contexts where knowledge is distributed and institutional systems are increasingly complex and interdependent (Ansell and Gash, 2008). In this context, collaboration between public institutions, citizens, and other urban actors has become important, as urban decision-making and management can no longer be carried out only through top-down approaches (Albrechts, 2013). Therefore, concepts such as participation, collaboration, and co-production have been considered in urban management and planning.

An important model in the shift towards participation is co-production (Brandsen et al., 2018). Co-production is a process in which public services can be produced with contributions from both government agencies and citizens outside those agencies. In co-production, citizens are not seen as passive 'clients', but as active participants in producing the services that affect their lives (Ostrom, 1996). Thus, in the co-production process, those who were previously seen only as service recipients become actors who can contribute to the improvement of services (Bovaird, 2007).

Over time, co-production has become a broad concept that is often understood as an umbrella concept. In fact, it covers several activities across different stages of the public service cycle. Differences in the definition relate to both parts of the term; the "co" side refers to "who" participates, while the "production" side refers to 'when' co-production takes place and "what" is produced through the process. Therefore, co-production may vary according to who is involved, depending on the number of participants and the roles they play. It may also differ according to when it takes place (Nabatchi et al., 2017).

However, the growing popularity of co-production has made the concept more ambiguous in meaning and difficult to define clearly. Indeed, as the concept has been used in different contexts,

it has become more difficult to consistently define its meaning (Lee et al., 2024). Furthermore, Watson (2014) explains that co-production in planning can describe different forms of interaction between government and society in addressing urban development challenges.

Co-production in urban governance does not have a single agreed model. In different European contexts, spatial governance and planning systems can affect how co-production is organized (Bragaglia et al., 2024). In England, co-production has been discussed in relation to neighbourhood planning and community-led planning. In France, it has been connected to institutionalized forms of co-construction, such as citizens' councils and participatory mechanisms in priority neighbourhoods. In Italy, the debate has been closely linked to collaboration for the care and regeneration of urban commons. Within the Italian context, the Regulation of Urban Commons represents a framework for examining co-production in practice. This approach was first introduced in Bologna through the Regulation for collaboration between citizens and the administration for the care and regeneration of urban commons. This framework provides a legal and institutional basis for collaboration between citizens and public administrations (Iaione, 2016). Through collaboration pacts, municipalities and citizens can define shared actions for the care and regeneration of urban commons, understood as resources recognized by both citizens and the administration as serving individual and collective well-being (Putini, 2023).

The aim of this research is to examine how co-production is implemented through the Regulation of Urban Commons in selected municipalities, and to understand the opportunities and challenges that may arise during its implementation. This research focuses on the Piedmont Region and examines co-production through the Regulation of Urban Commons and related collaborative pacts.

1.2 Problem Statement

There are different forms of co-production in different contexts. In Europe, different national contexts shape different approaches to co-production, and in Italy this debate has been closely connected to urban commons and collaborative governance. The urban commons have taken a concrete legal and institutional form through the Bologna Regulation, which provides the

framework for collaboration pacts between citizens and public authorities in order to protect public values and promote positive relationships with residents.

However, attention should shift from the regulation as a formal framework to its practical implementation. Putini (2023) argues that having a regulation is one thing, but how it is implemented in practice in order to achieve its intended values and practical goals is another. As a matter of fact, having a framework does not necessarily mean successful participation or effective co-production in practice. Its practical effects may also depend on local institutional and organizational conditions.

Although these frameworks have been developed, it is still unclear how they work in practice across different municipalities and how local institutional conditions may shape their implementation. This is the gap that this thesis addresses.

1.3 Research questions

1- How is co-production implemented through Urban Commons regulations, collaboration pacts and related shared-administration/co-design arrangements in selected municipalities in the Piedmont region?

2- What opportunities and challenges emerge in the development of co-production through the implementation of this regulation in these municipalities?

1.4 Research Scope and Case study selection

Three municipalities – Turin, Chieri and Torre Pellice – were selected as case studies after reviewing the existing institutional documents and identifying municipalities in the Piedmont region that had adopted urban commons regulations or related instruments for shared administration. This selection was based on differences in municipal scales, institutional organization for urban commons, and the availability of institutional materials needed for the analysis. Turin was chosen because of its large urban space and because it is the largest municipality in the Piedmont region and has a more developed institutional framework for the

governance of urban commons. Chieri represents a medium-sized municipality with initial experience in the field of urban commons and a later update of its regulatory framework. And as a small municipality, Torre Pellice is a municipality where collaborative practices can be explored in a smaller administrative context. These differences can allow research to compare how co-production is organized in different local contexts.

1.5 Thesis structure

This thesis is structured into six chapters. It first develops the theoretical background on co-production in urban governance and planning, and then presents the methodology, empirical case studies, comparative discussions as well as findings, and finally conclusions.

Chapter 1 briefly introduces the research background, the problem statement, the research questions, the scope of the study and the selected case studies. It explains why the Piedmont Region and the selected municipalities are important for examining the implementation of the Regulation of Urban Commons.

Chapter 2 is the literature review. It discusses the theoretical and contextual background for understanding the concept of co-production in urban governance and planning. It also examines the meaning and development of co-production, and its different interpretations across European contexts; England, France, and Italy. This chapter also identifies research gaps. Finally, based on the discussions raised during the literature review, four analytical dimensions emerged as a basis for comparing the three case studies.

Chapter 3 explains the research methodology. Methodologically, the thesis adopts a qualitative comparative case study approach. The research combines document analysis and online written questionnaires, complemented by a field visit and direct observation in Turin. The collected data is analyzed thematically and comparatively based on the identified analytical dimensions.

Chapter 4 presents the case studies. It first introduces the regional framework of participatory management and shared urban spaces in Piedmont, and then examines the urban and institutional arrangements through which collaboration is organized in each case. For each municipality, a selected collaboration experience is examined in more detail.

Chapter 5 is the comparative analysis and discussion of the empirical findings. First, it examines the findings of each case based on the analytical dimensions and the opportunities and challenges identified by the respondents. Then, the findings of Turin, Chieri, and Torre Pellice are compared and discussed in relation to the literature review. Finally, the research questions are answered.

Chapter 6 concludes the thesis. This chapter summarizes the main arguments and findings and reflects on the contribution of the research. Additionally, the main limitations are discussed.

Chapter 2 – Literature Review

2.1 Introduction to the Literature Review

This literature review explores co-production as a concept and a debate in urban governance and planning. The chapter builds in four steps. First, it clarifies the meaning of co-production and explains why the concept should be understood as a broad and flexible concept. It then examines how co-production has evolved over time, the ambiguity of the concept, and the main debates around it, before describing how co-production is defined in this thesis. Second, it examines co-production in relation to urban governance and planning**.** Third, it briefly considers different European contexts in order to explain that co-production is not conveyed in the same way across countries. Finally, within this European comparison, the review pays particular attention to the Italian context, where co-production has been connected to urban commons and the Regulation of Urban Commons. In this way, this chapter provides the conceptual basis for the empirical analysis developed later in the thesis.

2.2 Conceptualizing Co-production: Definition, Evolution, and Governance Debate

This section conceptualizes co-production by introducing its core meaning, its broad and multi-actor character, and the different ways it has been understood in the literature. It first explains how co-production emerged in relation to changing perceptions of the role of citizens in public service provision. It then discusses why co-production can be considered as an umbrella concept and how the meaning of co-production has changed across different governance models. The section also discusses the ambiguity of the concept and the main conceptual tensions in the literature. Finally, it clarifies some criteria for distinguishing co-production from participation and explains how co-production is understood in this thesis.

2.2.1 Concept of Co-production and the Changing Role of Citizens

Co-production has become an important approach within the broader shift toward citizen participation in public services (Brandsen et al., 2018). It is a process in which public services are produced with the participation of both government agencies and citizens outside those agencies (Ostrom, 1996). In this view, although a government is usually the primary provider, citizens outside the organization can contribute to what is needed to deliver public services. In co-production, citizens are no longer passive 'clients', but active participants in producing the services that affect their lives. The co-production approach goes a step further by arguing that service users and local communities can also influence the planning and delivery of services (Bovaird, 2007). In this process, those who were previously seen only as service recipients, their positions were changed to actors who can contribute to the improvement of services. As a result, it can be said that co-production changes both the role of citizens and the way public actions are organized and shared between public institutions and citizens.

2.2.2 Co-production as an umbrella and multi-actor concept

Co-production is a broad concept that covers many activities at different stages of the public service cycle (Nabatchi et al., 2017). In order to classify and compare different forms of co-production more accurately, the concept needs to be clearly defined. Bragaglia et al. (2024) note that the concept of co-production has been interpreted and used in several different ways over time, so it is important to identify these differences and clarify the specific meaning given to the concept. Similarly, Nabatchi et al. (2017) explain that differences in the definition relate to both parts of the term, the "co" side refers to "who" participates, and the "production" side refers to 'when' co-production takes place and "what" is produced through the process. Therefore, co-production may vary according to who is involved, depending on the number of participants and the roles they play. It may also differ according to when it takes place – since it can occur at different stages of the service cycle, such as commissioning, design, delivery, and assessment – and may also vary in its timing. Thus, who is involved, at what stage of the process, and what kind of contribution or outcome is achieved can all be reasons why co-productions can have different outcomes in each municipality.

The broad character of co-production is also related to the range of actors involved. Co-production is not a relationship between government and a single user, but can take the form of a multi-actor process. Indeed, co-production often goes beyond a simple 'bilateral' relationship and usually involves a range of interactions between service users and other stakeholders (Bovaird, 2007). The involvement of 'the third sector' actors, such as voluntary organizations, cooperatives, and other civil society organizations, further expands this collaborative structure (Brandsen and Pestoff, 2006). Therefore, co-production can take different forms depending on the composition of the actors involved, the roles they assume, and the stages at which they participate.

2.2.3 Co-production as an evolving governance debate

Co-production has become increasingly prominent in management and planning discussions in recent decades. However, it is not a new topic. In the 1970s, different ideas and definitions of co-production were developed. One of the most influential was proposed by Elinor Ostrom. Over time, the broader debate on community participation in urban governance and planning developed through approaches such as collaborative planning, communicative planning, deliberative planning, community-based planning, and participatory governance with a common focus on collaboration in urban governance and planning (Bragaglia et al., 2024). The importance of co-production has increased since the early 2000s, as changing governance conditions and pressures on public services have renewed interest in collaborative service models (Lee et al., 2024). As Mitlin and Bartlett (2018) also note, interest in co-production increased in the 2000s, but the debate developed differently across global contexts, for example, in the global North, the focus is mainly on involving communities in public service, and in the global South, in which co-production was linked to the role of state and the rights of citizens. Therefore, it can be said that co-production is a flexible concept that has developed over time in response to various governance problems and institutional contexts.

As co-production has grown, its meaning has also changed over time and across different governance paradigms. According to Sorrentino et al. (2018), co-production has been interpreted differently across at least three public administration paradigms over the last few decades. Old Public Administration was the traditional model of public administration, based on hierarchy,

bureaucracy, and formal rules. In this model, the government was mainly responsible for delivering public services, while citizens were seen mostly as passive service users with a limited role. Furthermore, New Public Management emerged as a reform of Old Public Administration to improve the efficiency and quality of public services. It introduced market-based and managerial ideas into the public sector, and citizens were increasingly seen as consumers rather than only service users. More recently, New Public Governance has moved governance away from traditional top-down and competitive approaches and toward collaborative arrangements that can work at different levels. In this model, different actors and citizens are involved in governance and public service processes to address complex public problems. Overall, co-production has been understood in different ways within different public administration models since it first appeared. Each model is based on particular values and organizational ideas about how public action and public services should be organized, which results in different roles for citizens, public officials, and politicians. Therefore, among these governance models, the main change is not simply an increase in citizen participation, but a change in the role assigned to citizens, from recipients of services or consumers to active participants in public actions.

2.2.4 Co-production as an ambiguous concept

As co-production has been used in a wider range of contexts, its meaning has become less precise and the boundaries of the concept have become more difficult to define (Sorrentino et al., 2018). Similarly, Lee et al., (2024) note that the term is often used broadly in the literature without a consistent definition. This ambiguity can be related to the variety of actors, relationships, and stages of public service provision that can be described as co-production.

This problem is also evident in planning. Co-production has increasingly been used to describe different forms of interaction between the state and society in addressing urban development challenges, but there is still no clear definition of what co-production specifically means in planning (Watson, 2014). Lee et al., (2024) point out that the co-production meaning in planning also had not previously been examined systematically. Therefore, the growing use of co-production in planning may not mean that the concept is understood in the same way across different studies and contexts. In this research, this ambiguity is addressed by distinguishing

between co-production and broader forms of participation, and by using specific criteria to examine it in practice.

2.2.5 Conceptual Tensions in Co-production

Empowerment vs. delegation of responsibility

There is tension in the literature about whether co-production empowers citizens or instead shifts more responsibility to them. Co-production can give users more influence by reducing the exclusive control of professionals over the process and enabling meaningful participation of both parties in decision-making (Bovaird, 2007). As Watson (2014) argues in bottom-up forms of co-production, communities can have substantial control throughout the process, from initiating an intervention and shaping plans to its implementation and later management. However, more participation does not necessarily mean more power. Pill (2022) warns that co-production can place greater responsibility on communities, especially as they begin to take over services previously provided by public authorities. The key tension, therefore, is whether increased citizen responsibility is accompanied by greater influence and control, or whether it mainly reflects the transfer of responsibilities from public institutions to citizens and community organizations.

Transformative practice vs. participatory rhetoric

Co-production is also debated in terms of whether it leads to meaningful transformation or remains mainly at the level of participatory rhetoric. Watson (2014) argues that some co-production initiatives aim to provide services while at the same time changing democratic practices and the distribution of power; however, such shifts in power may be temporary and difficult to sustain without broader political changes. Pill's (2022) study also reports concerns that some activities described as co-production may still give citizens only a limited role, so that their participation remains at the level of consultation without resulting in a more substantial form of participation. This concern also applies to the idea of equal partnership. Co-production, even when presented as an equal partnership, can still be difficult to achieve in practice due to uncertainties and practical

difficulties (Caitana and Canto Moniz, 2024). What matters is whether participation actually changes who has influence and power in practice, or simply creates the appearance of participation.

In the empirical analysis of collaboration pacts, greater citizen involvement is not sufficient to demonstrate empowerment or transformation. The increased role of citizens and civic organizations should be considered in relation to whether they gain more influence over decision-making or mainly assume more responsibilities. At the same time, the analysis should examine changes in the way decisions are made and the relationships among municipalities, citizens and civic organizations, and consider whether participation leads to real changes or is limited to formal or consultative involvement. These debates therefore inform how co-production is actually defined and examined in this research (Table 1).

Conceptual tension	Main question in the literature	How it is examined in this research
Empowerment vs. delegation of responsibility	Does greater citizen responsibility come with greater influence and control, or does it largely shift tasks and risks from public institutions to citizens?	By comparing the distribution of roles and responsibilities with the influence of participants in decision-making, in order to assess whether greater responsibility is associated with greater influence.
Transformative practice vs. participatory rhetoric	Does participation actually change decision-making and institutional relationships, or does it remain largely formal or consultative?	By examining whether participation extends beyond consultation to the proposal, design, implementation, and monitoring of collaborative activities, and whether participants can influence decisions and share responsibilities in practice.

Table 1 Conceptual tensions in co-production and their relevance to the empirical analysis

Source: Author's own elaboration based on Bovaird (2007), Watson (2014), Pill (2022), and Caitana and Canto Moniz (2024).

2.2.6 Defining Co-production in this Research

In this research, co-production is distinguished from participation through two main criteria. First, co-production involves citizens and collective actors not only as participants, but also as contributors to the definition, design, implementation, management, or evaluation of public actions. Second, co-production involves shared responsibility between public institutions and non-institutional actors; it is not a process in which citizens are only consulted by public authorities (Nabatchi et al., 2017; Sorrentino et al., 2018). Thus, although participation may be a component of co-production, the two concepts differ in some important ways.

Based on these criteria, this thesis understands co-production as a collaborative process through which public institutions, citizens, and other collective actors contribute to shaping and improving public action. It is therefore approached not merely as citizen involvement in service delivery, but as a form of collaboration supported by governance arrangements. As Sorrentino et al. (2018) emphasize that the co-production process is shaped by the interactions between participants, which can lead to changes in knowledge, values, and social relations.

Accordingly, in this research, co-production is examined through four dimensions. The first is the involvement of different actors across the collaboration process – considering which actors are usually involved in the process, how they become involved, and whether their participation continues across different stages of the process. The second is their influence on decision-making, with particular attention to the extent to which the ideas of citizens and organizations are taken into account and shape decisions. The third examines how roles and responsibilities are distributed between the municipality, organizations, and citizens. And the fourth is the institutional support and coordination provided by the municipality, including the resources and forms of support provided and the way coordination and communication between the municipality and other actors are maintained. These dimensions can help understand whether the relationship is co-productive or a more limited form of participation.

2.3 Co-production in Urban Governance and Planning

What does co-production mean when it is applied to urban governance? This section addresses this question by explaining co-production in this context as a collaborative process that depends on governance arrangements and institutional conditions.

In urban governance and planning, co-production can be understood as an advanced form of participation in which citizens do more than take part in institutional processes. Indeed, citizens can actively contribute to shaping these processes together with public institutions in a more equal way and may also define solutions and participate in their implementation (Bragaglia et al., 2024). Therefore, co-production in urban governance can be considered as a collective way of governing urban resources in which civil society can collaborate with institutional and non-institutional actors.

Co-production in urban governance depends not only on the involvement of citizen, but also on institutional and organizational conditions that support sustainable collaboration between different actors. (Sorrentino et al., 2018). The arrangement can also support more participatory forms of governance, in which ordinary citizens can participate meaningfully and connect discussion to practical action (Watson, 2014). Institutional arrangements can also shape how this collaboration works in practice. Ciaffi et al. (2025) show that administrative frameworks can create spaces for dialogue and co-design between public administrations and civic actors, while also supporting municipalities in responding to citizen initiatives.

2.4 Co-production in Urban Governance Across European Contexts

Co-production in urban governance does not have a single agreed model and its meaning and practice may change from one country to another. These differences can be understood in relation to broader variations in European spatial planning systems. Spatial planning in Europe has become more strategic, combining monitoring tools, long-term perspectives and collaboration between multiple actors. However, these developments have not taken the same form everywhere. Their implementation also varies between countries and even between regions within the same country. The capacity of planning systems to address contemporary urban and regional challenges depends partly on how citizens are involved in decision-making (Nadin et al., 2021). In this regard, “Spatial governance” and the “planning system” can shape how co-production is conveyed in different

European countries (Bragaglia et al., 2024). In other words, co-production may take different forms according to the institutional settings through which public control, collaboration, and urban decision-making are organized. In what follows, England, France, and Italy are used as examples to briefly illustrate different approaches to co-production and their main opportunities and challenges.

2.4.1 England and Co-production

In England, co-production in urban governance has been mainly conveyed through the Neighbourhood Development Plan (NDP). Through neighbourhood planning, local residents can influence the development of their area in a participatory, community-led framework that encourages bottom-up social action by giving local residents a more active role in shaping development in their area. In this context, co-production means that communities and local planning authorities collaborate in the preparation of neighborhood plans, sharing their knowledge and resources they have. At the same time, neighbourhood planning become an important part of Localism Act and intended to connect community-led planning with the wider strategic planning system **(**Wargent and Parker, 2018). One important opportunity of this approach is that an approved Neighbourhood Plan becomes formally integrated into the statutory planning system and can therefore have formal effects on planning decisions. However, it must be aligned with the Local Plan, and community decision-making is still constrained by central government and local authorities (Bragaglia et al., 2023). In this model, in wealthier and more stable rural and semi-rural communities, neighborhood planning has received more attention, while participation has been less in more deprived areas (Wargent and Parker, 2018). Thus, the English approach can strengthen community influence and formalize local knowledge, but the power is not distributed equally across all its communities, which can reproduce inequalities of participation and limit community autonomy within existing institutional rules.

2.4.2 France and Co-production

In France, co-production in urban governance has been mainly conveyed through formal participatory mechanisms, especially the *conseils citoyens* and *maisons du projet* introduced under

the 2014 urban policy reform (Gardesse and Zetlaoui-Léger, 2017). These mechanisms frame co-production as a process of co-construction with residents, associations, and economic actors, creating institutional spaces in which residents can express concerns, contribute to actions included in city contracts, and support citizen initiatives (Faraldi et al., 2016). More broadly, urban governance in France has historically been a matter of public policy and primarily a matter of the state, while relations between national and local authorities remain highly hierarchical (Gardesse and Zetlaoui-Léger, 2017). Bragaglia et al. (2024), drawing on Fung's (2003) notion of mini-publics, further suggest that the French *Conseils Citoyens* can be understood as deliberative arenas in which citizens and local associations engage with specific neighbourhood concerns, particularly those linked to the main themes of the *Politique de la Ville.* The main opportunity of this approach is that Conseils Citoyens create an institutional space where residents and city users can express their concerns, take part in the co-production of actions related to the *Contrat de Ville*, and support citizen initiatives. However, there are limitations in this regard. In contrast to the England model, where co-production is more directly connected to spatial planning at the neighbourhood level, co-production in France operates within the broader policy framework of the *Contrat de Ville* and does not directly become part of the spatial planning system. Therefore, it can be said that although the French model provides opportunities for participation, its impact on spatial planning remains indirect (Bragaglia et al., 2024).

2.4.3 Italy and Co-production

In Italy, co-production in urban governance has been mainly conveyed through city ordinances that regulate pacts of collaboration (Graziadei, 2024). Collaboration pacts for urban commoning were first introduced in the City of Bologna through the "Regulation for collaboration between citizens and the administration for the care and regeneration of urban commons" (Iaione, 2016). In this framework, urban commons include tangible, intangible, and digital resources that both citizens and public administrations recognize as contributing to individual and collective well-being. It is based on the principle of subsidiarity, with shared actions between citizens and public administrations are organized through collaboration pacts (Putini, 2023). In addition, Ciaffi et al. (2025) argue that the shared administration model can reshape the traditional relationship between public institutions and citizens by creating a more collaborative basis for joint action around common goods. The

idea of the common good can also emerge through collective and informal practices related to the use and transformation of urban spaces, where groups can take a collective role in shaping the city (Vassallo, 2021). The main opportunity of this approach is that the ordinances enable local governments to collaborate with citizen groups in order to maintain public spaces and positive relations with residents (Graziadei, 2024). Despite the degree of autonomy granted to citizens, their actions may be limited by the regulations themselves and the broader bureaucratic system (Putini, 2023). Therefore, the Italian approach shows both the potential and the limits of co-production through urban commons: it creates formal tools for collaboration, but their effects depend on how these tools are implemented in practice.

Country	Main tool / approach	Meaning of co-production	Main opportunity	Main limitation
England	Neighbourhood Development Plan	Community-led partnership in neighbourhood-scale spatial planning	Approved Neighbourhood Plans can become part of the statutory planning system and have formal effects on planning decisions	Participation is not equally accessible, and community decision-making remains constrained by the Local Plan, central government, and local authorities
France	Conseils citoyens / maisons du projet	Institutionalised co-construction with residents, associations, and local actors in priority neighbourhoods	Creates institutional spaces where residents and city users can express concerns, take part in actions related to the Contrat de Ville, and support citizen initiatives	Co-production occurs within the broader policy framework of the Contrat de Ville and does not directly enter the spatial governance and planning system
Italy	Collaboration pacts / Bologna Regulation	Formalized collaboration for the care and regeneration of urban commons	City ordinances enable local governments to cooperate with citizen groups and provide a legal basis for shared action toward the public interest	Citizens may be formally recognized as autonomous actors, but their actions can remain limited by regulations and the broader bureaucratic and administrative system

Table 2. Comparative overview of approaches to co-production in England, France, and Italy

Source: Author's own elaboration based on Wargent and Parker (2018), Bragaglia et al. (2023), Gardesse and Zetlaoui-Léger (2017), Faraldi et al. (2016), Bragaglia et al. (2024), Graziadei (2024), Iaione (2016), and Putini (2023).

The comparison shows that co-production is not conveyed through a single model across the three countries which means that it depends on the institutional and planning context in which it develops. This is why this thesis focuses on the Italian context and, more specifically, on the municipalities of the Piedmont region.

2.5 Research Gap

The literature shows that co-production is a broad concept and that it can be understood in different ways in urban governance and planning. It also shows that co-production does not take the same form in all contexts. In Italy, this debate has been closely connected to urban commons and collaborative governance. Although these frameworks have been developed – how the Regulation of Urban Commons is implemented in different municipalities, how co-production develops through this process, and why similar legal frameworks may lead to different experiences and outcomes – is still unclear. The existence of a regulation does not itself explain how actors collaborate, what kinds of opportunities and limitations emerge, or how local institutional conditions shape the process. This is the gap that this research addresses. It focuses on how co-production is implemented through the Regulation of Urban Commons in selected municipalities in the Piedmont Region. Furthermore, this comparison considers differences in municipal scale and institutional capacity as contextual factors when examining the opportunities and challenges that emerge in the implementation process.

the literature reviewed above also identified several aspects that can guide the comparison of the case studies. Co-production can extend across different stages of service provision – from planning and design to delivery, monitoring, evaluation – and involve different levels of influence in decision-making (Bovaird, 2007; Watson, 2014). In addition, the literature indicates that co-production can involve different ways of sharing tasks and responsibilities between public institutions and communities. The level of public support, available resources, and coordination can also help to show whether collaboration remains supported by the state or shifts more responsibility and risk to civil society (Bovaird, 2007; Pill, 2022). These discussions provide the basis for the analytical dimensions used to compare the three case studies: actor involvement and participation across the collaboration process, influence on decision-making, the distribution of roles and responsibilities, and institutional support and coordination.

Chapter 3 – Methodology

3.1 Introduction to the Methodology

This chapter explains the methodology used to examine co-production through urban commons regulations and related collaborative pacts in Turin, Chieri and Torre Pellice. It begins by presenting the research design and the criteria used to select the three municipalities. Then, it discusses how the empirical material - based on document analysis, online questionnaires, and the field visit and direct observation conducted in Turin - was collected and analyzed. After that, the analytical framework for examining the cases through the same dimensions is introduced. Finally, it explains how the collected material is analyzed within each case and then compared across the three municipalities, followed by ethical considerations. In doing so, this chapter provides the methodological basis for the analysis presented in the following chapter.

3.2 Research Design

This research uses a qualitative comparative case study design to examine how co-production is developed in practice through urban commons regulations and related collaborative pacts.

Turin, Chieri, and Torre Pellice are the cases of analysis. In each municipality, one selected collaboration pact or collaboration experience is examined in more detail in order to connect the broader institutional framework with its practical implementation.

The research follows a general-to-specific logic. It begins with an overview of the regional framework for the shared administration of urban commons in Piedmont, then moves to the municipal regulations adopted in Turin, Chieri, and Torre Pellice. Finally, it focuses on one selected collaboration experience in each municipality. Data are collected through document analysis and online written questionnaires; in Turin, these sources are complemented by field visit and direct observation. The findings from the three cases are compared using four analytical dimensions identified in the literature review.

Analytical Logic of the Research

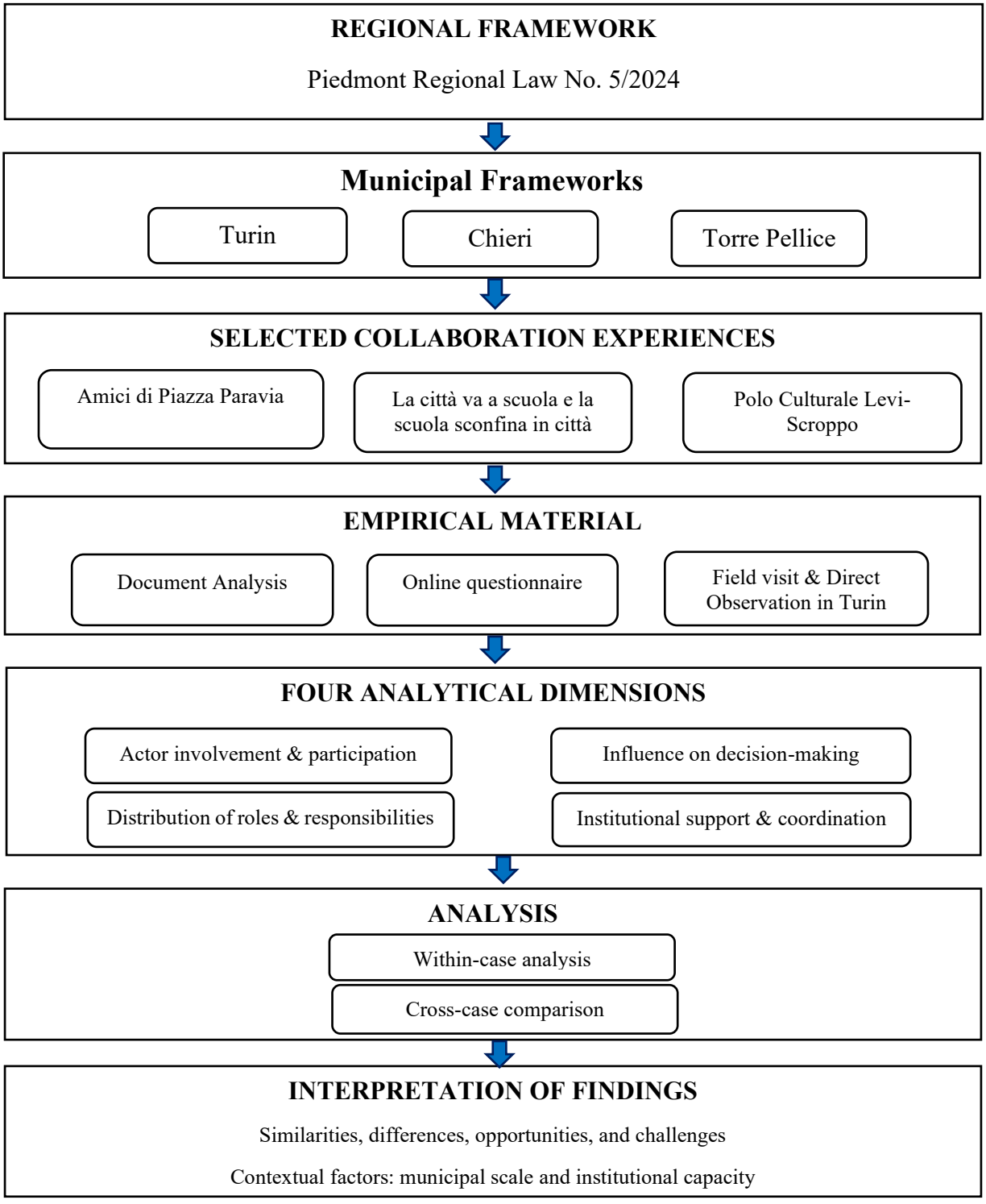


Figure 1. Flowchart of the analytical logic of the research

Source: Author's own elaboration

3.3 Case Selection Criteria

Three municipalities – Turin, Chieri, and Torre Pellice – were selected as case studies after reviewing the existing institutional documents and identifying municipalities in the Piedmont Region that had adopted urban commons regulations or related tools for shared administration. The variation in municipal scales, the different levels of institutional organization for urban commons, and the availability of institutional material required for the analysis are the main criteria for this selection.

The municipal scale was considered as a starting point for selecting cases. At the same time, institutional capacity was examined through more specific elements, such as dedicated offices, support structures for organizations, coordination tools and practical support provided by the municipality. In this regard, Turin was chosen because of its large urban space and because it is the largest municipality in the Piedmont region. It also has a more developed institutional framework for the governance of urban commons. Chieri represents a medium-sized municipality with initial experience in the field of urban commons and a later update of its regulatory framework. And as a small municipality, Torre Pellice is a municipality where collaborative practices can be explored in a smaller administrative context.

3.4 Data Collection Methods

This research uses document analysis and online written questionnaires to collect data, complemented by a field visit and direct observation in Turin. Together, these sources provided the main empirical material for answering the research questions.

3.4.1 Document Analysis

Document analysis was used to examine the formal and institutional framework within which co-production and the shared administration of urban commons are organized in the selected cases. The documentary material was organized into three levels:

At the regional level, the main source was Piedmont Regional Law no. 5/2024 on the shared administration of common goods. This document was used to understand the regional framework established for the shared administration of common goods in Piedmont and its relationship with municipal practices. It also provides a common language for analyzing the documents by defining key concepts such as shared care, shared management, tangible and intangible common goods, and collaboration pacts.

At the municipal level, the main sources are the urban commons regulations and related institutional tools adopted in the selected case studies. These include Regulation No. 391 in Turin (Città di Torino, 2019), Regulation No. 52 adopted in Chieri in 2022 (Città di Chieri, 2022), and Torre Pellice's *Piano Integrato di Attività e Organizzazione (PIAO) 2024–2026* (Comune di Torre Pellice, 2024a). These documents were reviewed to determine how each municipality defines urban commons, how administrative procedures are organized, and what institutional support mechanisms are provided.

At the collaboration experience level, the research first maps the available collaboration pacts and collaboration experiences in each selected municipality. This mapping includes the number of pacts, their dates, thematic areas, actors involved, types of activities, and current status. After this overview, one collaboration experience in each municipality was selected as an illustrative example. The aim was to examine how the formal municipal framework is applied in concrete situations and how co-production is shaped in different local contexts. The selected examples are the Patto di Collaborazione "Amici di Piazza Paravia" in Turin, the Patto di Collaborazione "La città va a scuola e la scuola sconfina in città" in Chieri, and the co-design and shared management experience of the Polo Culturale Levi-Scroppo with Fondazione Giorgio Amendola in Torre Pellice.

Additional contextual sources, such as municipal websites and demographic data were also used to situate the three cases within different municipal scales and institutional capacities.

3.4.2 Online written Questionnaires

Online questionnaires were used as a complementary method to document analysis. Since documents mainly describe the formal framework of regulations and institutional procedures, the questionnaires were used to examine how collaboration pacts are implemented in practice and to collect the perspectives of the actors involved in the process. The questionnaires can also provide information on aspects that may not fully be captured in official documents.

Since the researcher is not fluent in Italian, asking respondents to respond in English could limit participation. Thus, the questionnaire was prepared in Italian and administered in written through Google Forms. This allows respondents to read the questions and answer the questions in their own language and at a time that was convenient for them. Responses were collected from late June to early August 2026.

3.4.2.1 Questionnaire Design and Respondent Groups

The potential respondents were classified into three groups: municipal actors, organizations, and active citizens. Municipal actors included officers or administrative staff in the municipality who are involved in regulations, collaboration pacts, and urban commons. Organizations can be associations, schools, third-sector organizations, or other local actors involved in the selected collaboration experiences. Active citizens were those individuals who participated directly in the care or regeneration of tangible or intangible urban common goods. The questionnaires included both closed-ended and open-ended questions.

Since the three groups of respondents have different roles and responsibilities in the co-production process and in the implementation of collaboration pacts, they may have different experiences in this field. Therefore, a separate questionnaire was prepared for each group. For example, municipal actors were asked questions regarding institutional and administrative aspects of collaboration, including the role of the municipality, the organization of the process, and the support provided to other actors. For organizations, most of the questions are about their experience of working with the municipality, their role and responsibilities, and the challenges they face. In the case of active citizens, the questions focused more on their direct experience of participation; how they became involved in the process, and what roles they played.

At the same time, some questions are common to all three questionnaires to allow for comparisons between different groups of respondents. These common themes can be the role of different actors, the level of cooperation, the coordination between the municipality and organizations, and the opportunities as well as difficulties created by the co-production process. By doing so, similarities and differences in the perspectives of municipal actors, organizations, and active citizens can be identified.

3.4.2.2 Respondent Selection and Recruitment

Respondents were initially selected purposively based on their direct involvement in co-production processes or their familiarity with collaboration pacts. They were identified through municipal and institutional websites, official documents, and publicly available information about the organizations and actors involved in the selected collaboration experiences.

The research process also included a referral-based element. Respondents were asked to recommend other individuals and organizations who would be relevant to the research or to share the questionnaire link with them at the end of each questionnaire. This helped to reach additional actors who had experience with the selected cases and the practical implementation of the collaboration pacts.

In total, 16 responses were collected during the data collection period: five responses from municipal actors, five responses from organizations, and six responses from active citizens. These responses formed the empirical material that was used to explore the perspectives of different individuals involved in the selected cases.

3.4.3 Field Visit and Direct Observation in Turin

A field visit was conducted in Turin as a complementary method to document analysis and online questionnaires. The visit focused on the selected collaboration pact, Patto di Collabora-zione “Amici di Piazza Paravia”. The aim was to observe the public space directly and gain a deeper understanding of how the collaboration is reflected in the actual setting. During the vis-it, informal

conversations with participants involved in the pact also provided additional con-textual information about its implementation. Since direct observation was conducted only in Turin, it was used as supplementary material for this case.

3.5 Analytical Framework and Logic of the Research

This section explains the analytical logic used in this research. The three selected case studies differ in terms of municipal size, administrative capacity, institutional experience, and forms of citizen participation. Therefore, to make a clear comparison based on a common logic, this research uses an analytical framework to examine the three municipalities through the same criteria.

As previously discussed in the literature review, co-production is a broad concept that covers many activities at different stages of the public service cycle; therefore, in order to classify and compare its different forms more accurately, it needs to be clearly defined (Nabatchi et al., 2017). For this reason, in this research, co-production is examined through four analytical dimensions identified in the literature review: actor involvement and participation across the collaboration process, influence on decision-making, distribution of roles and responsibilities, and institutional support and coordination. These dimensions serve as an analytical lens through which the documents and questionnaire responses are analyzed and interpreted in each case using the same criteria.

Based on this logic, the analytical framework is structured around the following dimensions:

Analytical Dimension	What it examines in this research
Actor involvement and participation across the collaboration process	Who is involved in the collaboration, how different actors become involved, and at which stages of the process they participate, from the initial proposal and co-design to implementation and monitoring.

Influence on decision-making	The extent to which municipal actors, organizations, and active citizens can influence decisions concerning the objectives, activities, implementation, and development of the collaboration.
Distribution of roles and responsibilities	How tasks, responsibilities, practical activities, and monitoring are divided between the municipality, organizations, and active citizens during the collaboration process.
Institutional support and coordination	How the municipality supports and coordinates the collaboration, including the presence of dedicated offices or staff, standardized procedures, communication and coordination mechanisms, and administrative, financial, material, or practical support.

Table 3. Analytical dimensions used for the comparison of the selected case studies.

Source: Author's own elaboration based on the literature review.

3.6 Data Analysis and Cross-Case Comparison

This section explains how the collected material – institutional documents, questionnaire responses, and direct observation in Turin – is organized and analyzed. Before the analysis, the questionnaire responses collected in Italian were translated into English and then used for coding and interpretation. A deductive coding approach is used to classify the documents and questionnaire responses according to the four analytical dimensions defined in Table 3: actor involvement and participation across the collaboration process, influence on decision-making, distribution of roles and responsibilities, and institutional support and coordination. The analysis also examines opportunities and challenges that arise during implementation, as these directly address one of the research questions. These are identified and examined within each case. It is worth noting that some relevant elements may also emerge from the collected material that are not included in the predefined analytical dimensions. These elements are recorded separately and considered as additional information for understanding the collaboration process.

The next step in the analysis is to compare the content of different sources on the same aspects of the collaboration process. To do this, information from institutional documents is compared with the questionnaire responses to determine where the formal arrangements described in the regulations and collaboration pacts correspond with the experiences reported by the respondents and where they differ in practice. In the case of Turin, the field visit and direct observation provide additional information to further examine the relationship between the formal framework and its practical implementation. After examining the three cases separately, the findings from Turin, Chieri and Torre Pellice are compared using the same four analytical dimensions. Then similarities and differences between the municipalities are identified, and municipal scale and institutional capacity are considered as contextual factors.

3.7 Ethical Considerations

Participation in the questionnaire was voluntary. A short explanation of the research purpose was given to respondents before they answered the questions, and they were informed that their responses would be only used to answer the research questions. In addition, their personal names and identifying information are not mentioned in the thesis unless permission is obtained from the respondent.

The appendix at the end of the thesis includes a list of questionnaires as well as the respondents' responses.

Chapter 4 – Empirical Case Studies

4.1 Introduction to the Case-Study Chapter

This chapter presents the empirical context of three selected municipalities: Turin, Chieri and Torre Pellice. It begins with the regional framework of shared administration and urban commons in Piedmont, in which the three cases are situated. The chapter then moves to the municipal level and examines the formal and institutional arrangements through which collaboration is organized in each municipality. For each case, attention is also given to the wider participatory experiences developed at the local level and to the selected experience, including the main actors, objectives, activities and forms of municipal support. As a result, this can provide a contextual basis for the analysis of the empirical findings presented in the following chapter.

4.2 Shared Administration and Urban Commons in the Piedmont Region

The Piedmont Region represents the territorial and institutional setting of these case studies. In this region, the regulation of urban commons is not limited to municipal initiatives, but has also been recognized at the regional level through a legal framework on shared administration.

The Piedmont Region adopted Regional Law no. 5/2024 on 14 March 2024 on shared administration of commons. The 2024 law brings existing shared administration practices under a common regional framework, formalizing common definitions and support mechanisms for their implementation. The law concerns tangible and intangible common goods that are connected to fundamental rights, individual and well-being, social cohesion, and the interests of future generations. For this reason, citizens participate in the protection and improvement of the collective use of these resources and share responsibility for their care, co-management or restoration with public administration. The law also recognizes that intangible goods may include forms of social experimentation (Piedmont Region, Regional Law no. 5/2024, Art. 1). This means that the regional framework does not limit common goods to physical resources, but also recognizes more intangible forms of civic action. In this regard, the Piedmont framework presents

common goods as resources with public value and connects their governance to shared responsibility between citizens and public administration.

Article 2 provides some important definitions which are legal language used by the regional framework. The “Shared administration” is defined as a model through which citizens and public authorities share knowledge, resources, planning capacities and responsibilities in activities of general interest. It also defines the “collaboration pact” as a formal agreement through which local authorities and citizens establish how these activities are to be carried out, including the care, regeneration, enhancement and shared management of common goods (Piedmont Region, Regional Law no. 5/2024, Art. 2). These definitions can be useful for this research because they provide a common legal language for understanding. They also link the regional framework to the municipal frameworks and collaborative experiences later explored in Turin, Chieri and Torre Pellice.

The regional law also provides several tools to support the implementation of shared administration across the region. One of these tools is training activities for public administration employees, aimed at strengthening the culture of civic collaboration and developing practical skills for shared administration and promoting best practices. Another tool is a “Shared Administration” section on the Region’s institutional website to collect and make accessible information on shared administration initiatives, while also supporting the monitoring and evaluation of projects across the regional. A further tool is the regional model regulation. Indeed, it provides local authorities with common principles and guidelines for developing shared administration practices, including transparency, inclusiveness, civic autonomy, sustainability, simplified procedures, and the definition of collaboration agreements. Another one is the collaboration agreement, which sets out the objectives, roles, commitments, support measures, and monitoring of collaborative activities, while also allowing limited economic or material support without turning citizens’ involvement into paid work. Finally, the law also provides an evaluation mechanism to monitor how shared administration is implemented, how many municipalities and citizens are involved, and what effects these practices produce, especially for urban redevelopment projects (Piedmont Region, Regional Law no. 5/2024, Arts. 5–9). Overall, these tools show how the Region supports municipalities in putting shared administration into practice.

For this research, the importance of the regional law lies in the fact that it provides a common institutional vocabulary for the municipal cases. Concepts such as shared administration, collaboration pacts, care, regeneration and shared management appear in the regional legal framework and then in the municipal regulations examined in the following sections. It is worth mentioning that although the regional law provides principles and support tools, the implementation of co-production still depends on municipal regulations and the capacity of each municipality to manage and support shared administration practices.

4.3 Turin

Turin is the capital of Piedmont Region and the largest municipality among the three selected cases. According to official demographic data from the City of Turin, the registered population on 31 December 2024 was 862,999 inhabitants (Città di Torino, 2024).

4.3.1 Municipal Context and Formal Framework

Turin's framework for urban commons is based on Regulation n. 391, the *Regulation for the Governance of Urban Common Goods in the City of Turin***,** which was approved by the City Council on 2 December 2019 and in force from 16 January 2020 (Città di Torino, 2019). The regulation presents urban commons as resources to be protected for future generations as they are connected to fundamental rights and to the ecological and urban life of the city. In this regard, the regulation links Fundamental rights to accessibility, shared care and participation in decision-making processes, and defines rules for the identification, self-government and shared government of urban commons in Turin (Città di Torino, 2019, Art. 1). Furthermore, the regulation frames the governance of urban commons through principles such as "trust and good faith", "inclusion and access", "equal opportunities, respect for dignity", "combat against discrimination", etc. (Città di Torino, 2019, Art. 3). In this way, the regulation provides the formal basis for collaboration between the municipal administration, citizens, and organization in the care and governance of urban commons.

The regulation also establishes institutional mechanisms to support this cooperation. One of these committees is the Permanent Advisory Committee, which is comprised of experts and citizens familiar with urban public areas. Every three years, the City Council elects eleven members of the Permanent Advisory Committee from a list of guarantors with gender equality and ensuring sufficient representation of experts. The council has an advisory and supportive role. For example, if there is a dispute between citizens and the municipality regarding the evaluation of a proposal, this council can help to resolve the dispute. Also, the Permanent Advisory Council can support communities involved in common goods in drafting self-governance charters and developing public and participatory rules for managing them. It can create dialogue with associations and social organizations involved to understand their needs and develop shared ideas for the collective use of public assets. As a result, it can be seen that the Permanent Advisory Council is a space for discussion on urban common goods, both within the municipal institution and across the city within which its public meetings allow participants to contribute to the debate and support the development of shared ideas for democratic and horizontal forms of citizenship (Città di Torino, 2019, Art. 6).

The administrative process is further defined through the provisions of the regulations on collaboration pacts. Art. 8 explains collaboration pact as the instrument through which the municipality and organizations define how a common good will be cared for and managed. Additionally, in this regard Art.10 defines the procedure through which citizens' proposals for shared governance are assessed by a Technical Committee and may eventually be developed into collaboration pacts (Città di Torino, 2019, Arts. 8 and 10). These elements explain Turin's framework combines legal recognition, civic participation and administrative procedures for the governance of urban commons.

4.3.2 Collaboration Pacts in Turin and Selected Experience

More than 100 agreements have been signed in Turin in the last few years, covering various areas, from the maintenance of green and public spaces to the organization of social, cultural and sports activities, as well as the management of some public buildings. The municipality also categorizes and publishes signed and active pacts by green areas, public spaces, and buildings. The Common

Goods Office and the City offices monitor the agreements together with the signatories, using these meetings to review the implementation process and assess how the activities are developing (Città di Torino, 2026a).

The selected collaboration experience in Turin is the *Patto di Collaborazione "Amici di Piazza Paravia"*, located in Piazza Innocenzo Vigliardi Paravia in the San Donato neighbourhood, Circoscrizione 4. The "Amici di Piazza Paravia" initiative started informally in May 2017, when active citizens, associations and professionals came together in the San Donato neighborhood after public consultations. Subsequently, the care of the green space and the organization of social activities in Piazza Paravia began in September 2017. What started as an informal citizens' initiative, in March 2019, became a formal collaboration pact with the Municipality of Turin. The pact was renewed in March 2023 for a further three years, and renewed again in May 2026 for five years (Città di Torino, 2026b). The members of this pact are the City of Turin, through Circoscrizione 4 (District 4), Pier Paolo Ramassa as the main representative of the informal group of active citizens, and six local organizations: Banca del Tempo della Circoscrizione 4, Ecoborgo Campidoglio, Società Cooperativa Sociale San Donato, La Casa delle Rane ETS, Les Petites Madeleines, and Compagnia 3001(Città di Torino, 2026b).

The aim of this partnership is to maintain the Piazza Paravia neighborhood as a welcoming and active neighborhood place through the care of green spaces, benches and planters, together with the organization of social activities such as neighborhood gatherings. The pact also provides for practical community initiatives such as equipment-sharing services and libraries of objects, as well as bookcrossing and activities related to environmental sustainability (Città di Torino, 2026b, Arts. 1–2).



Figure 2. Piazza Paravia during the field visit, with participants in the "Amici di Piazza Paravia" collaboration pact.

Source: Author's photograph, 2026.

Two groups have been created to manage the pact. The first is the *Cabina di regia*, which brings together representatives of Circoscrizione 4 and the participants in the pact, whose role is to monitor the progress of the pact and evaluate its activities. The second group is the Operational Working Group (Gruppo di lavoro operativo), which focuses on the practical aspect of the collaboration, coordinating and planning the activities carried out in Piazza Paravia. A representative of the Common Goods Office can also participate if specific issues need to be discussed. Both groups meet at least every six months (Città di Torino, 2026 b, Art. 3).

4.4 Chieri

Chieri is a municipality in the Metropolitan City of Turin, Italy, belonging to the 11th district - Chierese-Carmagnolese (Città Metropolitana di Torino, 2026). The municipality had a population of 35,819 on 31 December 2024 (Tuttitalia, 2024). Chieri can be considered a smaller municipal context in comparison with Turin.

4.4.1 Municipal Context and Formal Framework in Chieri

The municipality of Chieri has a longer history of urban commons regulation. Its first municipal regulation on the management and care of common goods was adopted in November 2014, and the framework was updated in May 2022 (Città di Chieri, 2014, 2022). Common goods, in this regard, are defined as tangible and intangible resources that linked to fundamental rights and should also be protected for future generations. Their governance is based on shared care and participation in decision-making (Città di Chieri, 2022, Art. 1). The regulation also provides a formal framework through which citizens and the municipality can work together in the care, shared management, and regeneration of common goods. This collaboration may begin either from a citizen proposal or from an initiative of the municipality (Città di Chieri, 2022, Art. 2).

The regulation also defines how this collaboration is organized at the municipal level. To make this collaboration accessible to the public, the municipality has established a unit called “Sportello Beni Comuni”, which receives and carries out an initial assessment of collaboration proposals, identifies the relevant municipal department, supports the drafting of collaboration pacts, and monitors their implementation. The Sportello is supported by the *Tavolo per l’amministrazione condivisa*, an intersectoral working group composed of representatives from different areas of the municipal administration, which can contribute to the assessment and preparation of collaboration pacts when technical or administrative input is needed. The regulation also identifies the municipal official responsible for approving the pacts and provides for possible forms of municipal support within the available resources (Città di Chieri, 2022, Arts. 7 and 10).

4.4.2 Collaboration Pacts in Chieri and Selected Experience

The municipality of Chieri has signed 54 collaboration pacts so far; they cover green spaces, schools, cultural heritage, and other community activities. The municipality publishes information

about the pacts through an updated map and an online archive, in which pacts are categorized by date and status – under review, ongoing, and concluded. Additionally, the municipality has been publishing Common Goods Reports, since 2020, so that anyone can read a summary of activities carried out through collaboration pacts and their implementation (Città di Chieri, 2024a).

The selected collaboration experience in Chieri is the *Patto di Collaborazione "La città va a scuola e la scuola sconfina in città"*. The pact originated from a proposal by Istituto Comprensivo Chieri 1 to the Municipality of Chieri. The proposal was reviewed by the *Sportello Beni Comuni* and subsequently developed through a co-design process involving the organizations and groups participating in the pact. Then, the collaboration pact was formally established in May 2024 and is valid for three years. The participants in this pact are the municipality of Chieri, two educational institutions, local associations, a local farm, a sports organization, two informal groups including a group of parents (Città di Chieri, 2024b).

The main goals of this pact were to care for and improve Piazza Silvio Pellico and to promote environmental education and strengthen relations between the school and the community. In practice, these goals are carried out through outdoor lessons, green space care, sports and games, and other educational activities in Piazza Silvio Pellico (Città di Chieri, 2024b, Arts. 1,2 and 4).



Figure 3. Piazza Silvio Pellico and the school-square intervention in Chieri.

Source: Il Torinese (2024).

The Municipality also has a direct role in the implementation of the pact. It is responsible for the ordinary maintenance of the green area and provides communication and procedural support, access to shared equipment through the *Attrezzoteca*, and financial support of up to €1,500 over the three-year period for materials and organizational costs. Other participants are expected to meet at least twice a year, for planning and to review the progress of the pact. In addition, an annual monitoring report must be submitted to the municipality (Città di Chieri, 2024b, Arts. 4 and 9).

4.5 Torre Pellice

Torre Pellice is a municipality of the Metropolitan City of Turin and is located in the Val Pellice area. The municipality had a population of 4,626 on 31 December 2024, making it the smallest municipality among the three selected case studies (Comune di Torre Pellice, 2025a).

4.5.1 Municipal Context and Institutional Framework

Torre Pellice is located in an area where forms of local cooperation and shared responsibility have a longer history. LABSUS highlights how Alpine communities in the Val Pellice area have traditionally developed practices based on solidarity and the shared management of local resources, together with forms of cooperation between local communities and public institutions (Giordano, 2017).

In Torre Pellice, the selected collaboration experience follows a different institutional approach from Turin and Chieri. The management of the Polo Culturale Levi-Scroppo is organized through a co-design process between the Municipality and Third Sector Entities (Enti del Terzo settore, ETS). The Municipality launched a public call inviting eligible Third Sector Entities to submit a preliminary project proposal for the co-design of the Polo's management activities. The purpose of this procedure is to establish co-design meetings through which the final project would be jointly developed and a partnership created for its implementation (Comune di Torre Pellice, 2024b, Art. 1).

The public call also defines how this collaboration is organized. The process consists of three main stages: the selection of the Third Sector organization based on the evaluation of the proposals received, the development and municipal approval of the final project through co-design meetings, and finally the signing of the convention with the selected entity. During the co-design meetings,

the municipality and the selected organization define the objectives, management arrangements, roles of the partners, use of available resources, expected results, and monitoring methods. During implementation, the municipality coordinates the collaboration through a Cabina di regia, which includes the Councillor for culture or a delegate, one municipal staff member, and one representative of the Third Sector organization. The Cabina di regia also provides for monitoring to take place every six months to review the progress of the project (Comune di Torre Pellice, 2024b, Arts. 3, 5 and 6).

4.5.2 Collaborative Experiences in Torre Pellice and Selected Experience

The Polo Culturale Levi-Scroppo is a municipal cultural system that brings together the Carlo Levi Civic Library, the Filippo Scroppo Contemporary Art Gallery, and the Biblioteca delle Resistenze with the Museo della Stampa Clandestina. Before the current management arrangement, these cultural spaces had already developed several co-design experiences in the cultural and social field. These collaborations included socio-cultural activities for families, older people and different social groups, activities related to the theme of Resistance, and cultural projects connected to the local gallery and library (Comune di Torre Pellice, 2024b).

The selected experience concerns the co-designed management of the Polo Culturale Levi-Scroppo. from July 2025, this arrangement has involved Fondazione Amendola di Torino as the lead organization (capofila) and Cooperativa Sociale Solidarietà e Lavoro Onlus as partner (Comune di Torre Pellice, 2025b). The aim is to strengthen the cultural activities of the Polo, promote cultural participation in local cultural life, and reinforce collaboration with schools, associations and cultural organizations. Its activities include the management of library and gallery services, reading activities and educational activities, initiatives related to the Resistance, and the cultural programme of the Filippo Scroppo Gallery (Comune di Torre Pellice, 2024b).

In this agreement, responsibilities are divided between the Third sector organizations and the municipality. The Third sector organizations are responsible for implementing the co-designed project and managing the cultural spaces. On the other hand, the municipality supports the implementation of the project by providing the spaces and furniture of the Polo free of charge and covering utilities and maintenance of the buildings and technological systems. The municipality also provides a total contribution of up to €110,000 for the initial two-year period of the project,

with the possibility of extending it for another two years after the results have been evaluated and additional resources are available (Comune di Torre Pellice, 2024b, Arts. 2, 4 and 8).

Chapter 5 – Results and Discussion

5.1 Overview of the Empirical Material and Respondents

This chapter is based on institutional documents – collected at regional, municipal, and selected collaboration levels – from the three selected municipalities. In Turin, these sources are complemented by a field visit and direct observation. A total of 16 responses to the questionnaire were collected: five responses from municipal actors, five responses from organizations, and six responses from active citizens (Table 4). Together, these materials are used to examine how co-production is implemented in practice across the selected cases.

Municipality	Municipal actors	Organizations	Active citizens	Total
Turin	3	3	4	10
Chieri	1	1	1	3
Torre Pellice	1	1	1	3
Total	**5**	**5**	**6**	**16**

Table 4. Distribution of questionnaire respondents by municipality and respondent group

Source: Author's own elaboration based on questionnaire responses

5.2 Within-Case Findings: Co-production in Practice

This section presents the findings from each of the three municipalities separately. To do this, each case is examined through the four analytical dimensions – participation and involvement of actors, influence on decision-making, distribution of roles and responsibilities, and institutional support and coordination – defined in the methodology. This analysis brings together questionnaire responses and relevant institutional documents to examine both formal arrangements and how collaboration is experienced by the respondents in the selected cases. The main opportunities and challenges identified in each case are also discussed.

5.2.1 Turin

5.2.1.1 Actor involvement and participation

The questionnaire responses suggest that participation in Turin can involve a broad range of actors and can extend across different stages of the collaboration process. All three municipal respondents mentioned organizations, active citizens and informal community groups as actors commonly involved. Schools, universities and elected municipal representatives were also mentioned in some responses. Municipal respondents described organizations and citizens as participants who were involved in the entire process. Organization responses similarly indicate that participation can begin in the early stages of analysis or design and continues through implementation, with monitoring and evaluation also reported in several cases. Among the active citizen respondents, there was greater variation in the stage at which participation began, but all four respondents reported continuing their participation through implementation, and some also participated in monitoring and evaluation. Three out of four active citizen respondents claimed to have had the experience of initiating or helping to initiate a collaboration pact. Therefore, the responses suggest that collaboration pacts in Turin cannot be limited to municipal initiatives; citizens, as regular users of common goods, can identify local needs and take an active role in starting a collaboration pact.

Turin's Regulation No. 391 states that both citizens and organizations can submit proposals for the shared governance of urban commons. To do this, a technical committee evaluates the proposals and assesses whether they are feasible or not. There is also a permanent advisory committee that intervenes in case of disagreement on the evaluation of a proposal and supports communities in developing common rules for the management of common goods (Città di Torino, 2019, Arts. 6 and 10). The selected experience of *Amici di Piazza Paravia* provides a concrete example of this pattern. The collaboration developed from public consultations two years before the pact was formally established, during which active citizens had been working spontaneously on care and improvement of the Piazza to transform it into a pleasant environment. In this pact, this partnership continues through the Cabina di regia and the Operational Working Group, which bring together Circoscrizione 4, the informal group of active citizens and the participating organizations (Città di Torino, 2026b, Art. 3).

5.2.1.2 Influence on Decision-Making

As reported in the questionnaire responses, participation in Turin may influence decision-making in the collaboration pact, although this impact is not experienced equally in all cases and each group of respondents had different opinions on this matter. For example, municipal respondents described decision-making as a collaborative, especially in defining objectives, planning activities and making changes during implementation. Organization respondents reported that they may have a stronger role in proposing planning objectives and activities, and that changes during implementation are often negotiated jointly with the municipality. Active citizens reported that their ideas are generally taken into account in the participatory process and several responses place citizens in an active position in shaping activities. However, one active citizen described different experience, explaining that citizens had no influence on decision-making in the pact in which she participated; decisions were made first and then communicated to citizens.

The *Amici di Piazza Paravia* pact also gives participants a formal role in decision-making. Through the Cabina di regia, active citizens and organizations can contribute to decisions about the general direction of the pact and to the evaluation of its progress (Città di Torino, 2026b, Art. 3). The pact also states that any new interventions or works in Piazza Paravia must be agreed between the parties, and that renewal of the pact requires their written agreement. This gives participants a formal role in how the pact develops and changes over time (Città di Torino, 2026b, Arts. 5 and 8).

5.2.1.3 Distribution of Roles and Responsibilities

Based on the questionnaire responses, responsibilities in Turin appear to be generally shared between the Municipality, organizations and active citizens. However, the responses suggest that most practical activities are carried out by organizations and active citizens. Municipal respondents described planning, changes during implementation, coordination and monitoring as responsibilities shared between the Municipality and other participants. Practical activities, however, were more often attributed to organizations and active citizens. Active citizen responses were more varied: some described responsibilities as broadly shared, while others reported that most practical and organizational tasks were carried out by organizations or active citizens.

Perceptions also varied regarding how clearly these responsibilities were defined. Municipal actors and organizations considered the division of roles relatively clear, while active citizens responses were more mixed. One respondent noted that there was sometimes confusion regarding who was responsible for design phase and implementation. In this regard, one active citizen explained that role clarity depended on whether the pact had an organized lead actor capable of structuring the collaboration.

A similar pattern was observed during the field visit to Piazza Paravia. Pier Paolo Ramassa, the representative of the informal group of active citizens, has an important coordinating role in the collaboration. He acted as a link between the group of active citizens and the Municipality and also followed some of the administrative issues related to the pact. During the visit, it was also observed that other participants, including a representative of Banca del Tempo della Circoscrizione 4, referred issues to him when something needed to be discussed or followed up. At the same time, he listened to the different suggestions proposed by the other citizens and discussed possible solutions with them. The presence of an active informal leader can help organize responsibilities and coordination within a collaboration pact.



Figure 4. Community care activities in Piazza Paravia within the "Amici di Piazza Paravia" collaboration.

Source: Co-City Torino.

The division of responsibilities in *Amici di Piazza Paravia* is formally structured between the municipality, the informal group of active citizens, and the six participating organizations. Active citizens and organizations undertake much of the practical work, including the care and maintenance of the Piazza and the organization of cultural and social activities (Città di Torino, 2026b, Arts. 2 and 5). The municipality has different responsibilities, for example, providing access to equipment and communicating the activities of the pact through municipal channels (Città di Torino, 2026b, Art. 2). However, the document itself does not specify a separate division of tasks between informal groups of active citizens and participating organizations.

5.2.1.4 Institutional Support and Coordination

The questionnaire responses suggest that Turin has an established municipal structure for supporting collaboration pacts, but not all participants experienced it in the same way. Municipal respondents describe an established institutional structure and point to the Common Goods Office and designated municipal staff as the authority for collaboration pacts that provide technical and administrative assistance, access to equipment, communication tools, coordination meetings, training, and in some cases, financial support. Organizations generally confirmed receiving municipal assistance. However, the responses also point to forms of institutional support beyond material resources. Regular communication and the possibility of contacting municipal staff when difficulties or changes arise were also described as important parts of the support process. Active citizens also described different situations: some reported several forms of municipal support and regular communication through e-mail, online tools or municipal contact persons, and others reported little or, in some cases, no direct support. One active citizen, for example, reported that there was no support from the municipality during the process of pact, but the municipality was available when changes to the pact were needed. This suggests that institutional support is not only about the resources provided by the Municipality. It also includes being able to contact municipal staff easily and get support when problems occur.

The selected *Amici di Piazza Paravia* pact gives a more structured form to coordination. Circoscrizione 4 participates directly in both the *Cabina di regia* and the Operational Working Group, and the Common Goods Office can participate when specific issues arise (Città di Torino,

2026b, Art. 3). The Municipality also makes equipment and consumable materials available and communicates the activities through the municipal Common Goods website and the website of Circoscrizione 4 (Città di Torino, 2026b, Art. 2). In addition, regular monitoring and coordination meetings are held every six months to review the progress of the activities (Città di Torino, 2026b, Art. 7).

Another form of municipal support was visible during the field visit to Piazza Paravia. I observed that participants recorded their names and the times they joined and left the activities on a shared attendance sheet. They explained that this was related to insurance coverage during their participation in the activities. This was also consistent with what is stated in the collaboration pact, which provides insurance coverage for civic actors and volunteers whose names are communicated to the Common Goods Office (Città di Torino, 2026b, Art. 4). Pier Paolo Ramassa was also responsible for checking that the safety rules were followed during the activities.

5.2.1.5 Main Opportunities and Challenges in Turin

The opportunities identified by respondents are mainly related to the capacity of collaboration pacts to strengthen local relationships and transform civic initiatives into tangible changes in public space. Municipal respondents described these pacts as a different way of collaborating between public administration and citizens, especially when organizations can participate in the ongoing care and use of spaces that might otherwise be neglected. Organizations similarly emphasized the potential for building local networks and partnerships, developing activities for the wider community, and improving public spaces in response to local needs. Active citizens also highlighted stronger relationships between residents, greater knowledge of the local area, repurposing underused spaces, and opportunities for bottom-up initiatives and shared responsibility.

Respondents also identified several challenges related to sustaining civic involvement over time. In fact, maintaining continuous participation was one of the main issues identified. For example, one active citizen mentioned that the pact in which she participated lasted about five years, which made it difficult for her to remain involved throughout the entire period. Additionally, respondents stated that it is difficult to engage citizens beyond the existing active groups, bring together diverse actors and interests, and maintain engagement over the duration of a pact. Some respondents raised

concerns about transparency, possible political influence, and the need to ensure that collaboratively managed spaces remain accessible to the wider public. Other challenges mentioned by respondents included lengthy administrative procedures, delays in municipal responses and renewals, limited staff capacity, and the need for more familiarity and training when new procedures are introduced.

5.2.2 Chieri

5.2.2.1 Actor involvement and participation

Based on the questionnaire responses, participation in Chieri can start from the early stages of collaboration and continue through implementation and monitoring. The actors involved can include organizations, active citizens, informal community groups, schools and elected representatives of the municipality. Participants may become involved through their own initiative, for example by contacting the municipality to propose a collaboration around an identified need or by asking to join an existing pact. Participation can also begin through municipal channels such as the municipal website, existing networks, direct invitations or recommendations.

In the selected pact, "La città va a scuola e la scuola sconfina in città", the participation was structured around a proposal from the Istituto Comprensivo Chieri 1. The proposal was assessed by the Sportello Beni Comuni and then developed through co-design with the actors who later became part of the pact (Città di Chieri, 2024b). After the pact was signed, their participation continued through meetings for planning activities and reviewing the progress of the collaboration (Città di Chieri, 2024b, art. 4). The pact also remains open to new participants in a way that informal group or organizations can formally request to join the partnership if they want (Città di Chieri, 2024b, art. 5).

5.2.2.2 Influence on Decision-Making

The responses from Chieri suggested that participants can influence both the definition of objectives and decisions made during the development of a collaboration pact. The municipal respondent described the ideas of active citizens and organizations as important in decision-

making process. The active-citizens respondent also reported being able to communicate their ideas directly to municipal staff**.** In one case, one active-citizen respondent explained that she was able to share her ideas directly with the municipality and that municipal officials were willing to discuss possible changes, find solutions and, where possible, adapt the pact to citizens' needs. Similarly, the organization respondent described the definition of objectives and the planning of activities as shared with the Municipality, suggesting that citizens and organizations may have some influence over what a collaboration aims to achieve and how its activities are organized

The formal document also gives participants a role in shaping decisions. After the initial proposal was assessed by the Sportello Beni Comuni, the content of the pact was developed through co-design process (Città di Chieri, 2024b). During implementation, participants continue to take part in planning and reviewing the progress of the collaboration (Città di Chieri, 2024b, Art. 4). If changes are needed, the participants can request that the co-design phase be reopened in order to be modified through agreement between the parties (Città di Chieri, 2024b, Arts. 5 and 10).

5.2.2.3 Distribution of Roles and Responsibilities

Based on the questionnaire responses, it appears that roles and responsibilities at Chieri are clearly defined. However, responsibilities do not seem to be distributed equally between the municipality and other participants. In fact, practical implementation and coordination were often described as being carried out by citizens and organizations. Monitoring and evaluation may link to the municipality or be shared with other participants. Views on changes during implementation were more varied, with the organization respondent describing a stronger municipal role and the active-citizen respondent reporting greater citizen involvement in several parts of the process. Despite these differences, all three respondents considered the division of roles to be relatively clear. One active citizen wrote that one of his responsibilities was to maintain green spaces and described the agreement in which they participated as particularly is clear, specifically in the definition of tasks. However, the same respondent noted that taking responsibility for a common good could be similar to managing a service or activity for the municipality, but on a voluntary basis and without any compensation.

The selected pact defines this division of responsibilities in considerable detail. Indeed, educational institutions are responsible for outdoor educational activities and the care of green spaces, the local farm provides expertise in gardening and green-space management. Informal groups are responsible for activities such as cleaning and maintenance, cultural and youth initiatives, and sports activities. The parents' group participates in these activities and helps to maintain contact with other local actors. Furthermore, the municipality is responsible for the ordinary maintenance of the green areas (Città di Chieri, 2024b, Art. 4). Monitoring responsibilities are also divided; LaQUP periodically monitors the condition of the Piazza, the lead participant prepares the annual monitoring report, and the Municipality can carry out its own inspections (Città di Chieri, 2024b, Art. 9). The selected pact therefore shows a relatively explicit division of responsibilities, with much of the practical implementation carried out by organizations, schools and informal citizen groups, while the Municipality retains specific maintenance and formal monitoring responsibilities.

5.2.2.4 Institutional Support and Coordination

The questionnaire responses indicate that participants in Chiri can have access a specific municipal structure to support collaborative pacts. The municipal respondent described different types of assistance, including technical and administrative support, financial assistance, access to equipment and materials, coordination meetings and training. The organization respondent reported receiving technical and financial support and considered it useful. However, the citizen respondent explained receiving no specific material or financial assistance from the municipality. Although formal forms of support may be available, their type and amount may vary across collaborations and participants.

Institutional support and coordination in Chieri are organised mainly through a dedicated municipal structure, the *Sportello Beni Comuni* and the *Tavolo per l'amministrazione condivisa* (Città di Chieri, 2022, Art. 7). This support is described in the selected pact – La città va a scuola e la scuola sconfina in città clearly. The municipality provides procedural and communication support, access to shared equipment through the Attrezzoteca, and financial support of up to €1500

over the three-year duration of the pact. Coordination also continues through regular meetings between the participants (Città di Chieri, 2024b, Art. 4).

5.2.2.5 Main Opportunities and Challenges in Chieri

The questionnaire responses highlight several opportunities created by collaboration pacts in Chieri, regarding the care and management of common goods. One of the main opportunities is the possibility of improving the care of specific common goods. The municipal respondent explained that since the municipality has limited staff, time and financial resources, it is difficult for the municipality to pay close attention to every common good. Citizens, as regular users of these spaces, can identify local needs that may receive less attention. The active-citizen response similarly suggests that when citizens and the municipality work together, a common good can be cared for and maintained to a higher standard than the municipality could achieve alone. The organization respondent further adds another opportunity; collaboration can create stronger connections with local associations and citizens. The main opportunities were therefore associated with better identifying and caring for common goods, as well as building relationships between local actors.

The main identified challenges related to maintaining coordination and sustain collaboration after the beginning of a pact. The municipal response pointed to the difficulty of maintaining regular relationships with other actors over time, especially because of limited staff capacity and some internal resistance within the municipal structure to sharing responsibility for the care of common goods. The organization response suggests that the main difficulty was not the collaboration itself, but the time needed to receive responses from the Municipality. Thus, collaboration pacts can support the shared management of common goods, but their continuity depends on the Municipality's capacity to communicate and coordinate with participants.

5.2.3 Torre Pellice

Unlike Turin and Chieri, collaboration in Torre Pellice is not organized through collaboration pacts under a municipal urban commons framework. Instead, the Municipality uses co-design

procedures with Third Sector Entities (*Enti del Terzo Settore*) for the shared development and management of public services and activities. The municipal response explained that no collaboration pacts are currently active. Instead, two co-design processes were identified: the SAI reception system and the co-design and management of the *Polo Culturale Levi-Scroppo*.

5.2.3.1 Actor involvement and participation of Torre Pellice

The responses from Torre Pellice suggest that the participatory process is mainly structured around collaboration between the municipal and Third Sector organizations. The municipal respondent described a co-design process initiated by the municipality, in which Third Sector organizations are selected through a public procedure and then participate directly in the design phase. The organization respondent similarly reported participation from the design phase and interaction with municipal offices and elected representatives. Individual citizens were described as having a different position, with participation taking place more indirectly and through different methods; for example, through public meetings and local events, especially during implementation. One citizen respondent also explained that when she wanted to raise an issue concerning *the Polo Culturale*, she was referred to the organization managing the Polo.

This distinction is clearly illustrated in the selected experience of the Polo Culturale Levi-Scroppo. The formal procedure is formally open to eligible Third Sector Entities, which first submit a preliminary project proposal and then selected before entering the co-design phase. The process then continues through dedicated tables and finally to the convention governing implementation (Comune di Torre Pellice, 2024b, Art. 1 and 3). Fondazione Amendola participates as the lead organization, together with Cooperativa Sociale Solidarietà e Lavoro as a partner, and their participation continues from co-design to the management of the Polo. In addition, groups such as schools, associations, and cultural institutions also participate in activities and projects connected to the Polo.

5.2.3.2 Influence on decision-making of Torre Pellice

The responses suggest that influence on decision-making is not equally distributed among participants. The organization respondent described the objectives, planning and changes during implementation as matters discussed jointly with the Municipality. In contrast, the citizen

respondent explained that she could express her ideas, but formal decisions were mainly made by the municipality and the organizations managing the project. The municipal respondent, on the other hand, described the influence of citizens as very limited. This difference suggests that in Torre Pellice, organizations involved in institutional partnerships may have a more direct role in shaping decisions, while citizens may participate in activities without having the same formal role in decisions governing the project.

The selected experience of the *Polo Culturale Levi-Scroppo* follows a formal co-design process in which the final project is developed jointly by the municipality and the selected Third Sector organization, giving the organization a direct role in shaping the content of the collaboration (Comune di Torre Pellice, 2024b, Arts. 1 and 5). The artistic programme of the gallery is also developed through a continuous dialogue between the Third Sector organization, the scientific committee and the municipality. However, this influence has formal limits. Changes to the approved project require municipal approval, and decisions affecting the cultural assets of the *Polo* must be evaluated and authorized through the *Cabina di regia* (Comune di Torre Pellice, 2024b, Arts. 3 and 8).

5.2.3.3 Distribution of roles and responsibilities of Torre Pellice

The questionnaire responses indicate a relatively clear separation between the formal responsibilities of the municipality and the practical implementation of activities by Third sector actors. The municipality respondent described the objectives as mainly the responsibility of the municipality, while planning, changes during implementation and coordination were shared. However, the implementation of activities was mainly associated with Third Sector actors. The organization respondent presents responsibilities as more broadly shared with the municipality, including the definition of objectives, planning, implementation, coordination and monitoring to a large extent with the municipality. Despite this difference, both responses point to a stronger municipal role in formal direction and coordination, with Third Sector organizations taking a significant role in implementation. The citizens respondent, however, was not involved as a formal partner and did not report having a specific task. She also explained the role of individual citizens depended more on the type of activity in which they participated.

The official documents of the *Polo Culturale Levi-Scroppo* define the responsibilities of the formal partners. The municipality maintains strategic coordination and ensures that the project's connection to the cultural strategy of Torre Pellice. The selected third sector organization is responsible for the implementation of the co-designed project and for the day-to-day management of the Polo's spaces and activities (Comune di Torre Pellice, 2024b, Art. 3). This agreement therefore establishes a relatively clear division of responsibilities between the municipal and the Third Sector partners, while citizens do not have a clear and defined formal responsibilities.

5.2.3.4 Institutional support and coordination of Torre Pellice

The responses from Torre Pellice suggest that municipal support is structured mainly around the Third Sector organizations involved in formal collaborative arrangements rather than around individual citizens. The municipal Secretariat (*Segreteria*) was identified as the office responsible for coordination, with technical assistance and support with administrative procedures among the main forms of municipal support. The organization respondent also reported receiving practical support through access to equipment and materials and regular coordination meetings. The active-citizen respondent described a different experience, reporting no direct municipal support and communicating with the Municipality mainly by email or telephone.

In the selected Polo Culturale Levi-Scroppo project, institutional support and coordination are formally structured. In fact, coordination takes place through *the Cabina di regia*, which includes a member of the Cultural Council, a representative of the municipal staff and a representative of the third sector organization. The municipality also provides information needed for project implementation and financial reporting, and helps develop – local, national, and international - networks. In addition, it covers utilities and the maintenance of the buildings and technology, and provides up to €110,000 for the initial two-year project (Comune di Torre Pellice, 2024b, Arts. 3 and 4). The municipality's performance records for 2025 show that after the start of the co-design management in July, the *Cabina di regia* met monthly to review the results and conduct monitoring.

5.2.3.5 Main opportunities and challenges in Torre Pellice

The responses from Torre Pellice identify the creation of a more stable partnership between the Municipality and Third Sector organizations as one of the main opportunities of co-design. From the municipal perspective, this type of collaboration can provide more active partners in the provision of public services. The organization's response is also that participation is a key opportunity created by regular interaction with municipal actors and collaboration in managing activities. Another opportunity is the possibility of strengthening local relationships. The cultural activities developed around the Polo Culturale Levi-Scroppo bring together residents and other local organizations, which may help maintain existing communication networks and, in some cases, support new forms of collaboration.

At the same time, the responses identify challenges related to maintaining collaboration and preserving clear public responsibility. From the municipal perspective, the main difficulties concern the balance between shared management and the Municipality's responsibility for the service, together with issues related to financial sustainability and coordination across different actors and territories. The organization also highlighted the need to develop new knowledge and reported some difficulties related to bureaucratic or coordination aspects. A further challenge concerns the role of individual citizens. Although citizens can participate in activities and express their opinions, their involvement is less formal than that of Third Sector organizations directly involved in the co-design process.

5.3 Discussion of the Findings

This section brings together the findings from the three cases to compare them. It also examines them in relation to the conceptual issues presented in the literature review. Therefore, cross-case comparisons are included in the discussion to explore broader patterns across the selected cases, as well as to understand differences and explore tensions that exist between the cases.

5.3.1 Different Forms of Co-production in Practice

The literature emphasizes that co-production does not have a fixed model, but rather is a broad and multi-actor concept that can take various forms in practice. Indeed, it may vary according to who participates, at which stages of the process they are involved, and what type of contribution they make (Nabatchi et al., 2017). Co-production goes beyond a simple relationship between public institutions and citizens, as different stakeholders may participate with different responsibilities and forms of involvement (Bovaird, 2007; Brandsen and Pestoff, 2006). As a result, there are different forms of co-production based on the composition of the actors involved, their roles, and the institutional context in which the collaboration is organized.

The collected material suggests that the three cases differ mainly in terms of the type of collaboration established between the municipality and non-municipal actors. In Turin and Chieri, co-production is organized around the direct involvement of citizens and local organizations in identifying needs, defining activities and managing common goods. In these cases, non-municipal actors participate beyond the implementation of activities and contribute to shaping the collaboration itself. However, the way this involvement takes place is different in each case. Turin shows a stronger role for citizen-led initiatives, as active citizens can identify local needs and, in some cases, initiate collaboration pacts themselves. Chieri presents a more structured arrangement, where citizens and organizations participate in developing the collaboration within a clearer municipal framework. In Torre Pellice, co-production takes a different form through a more formal partnership between the municipality and Third Sector organizations. One municipal respondent described co-design as supporting the "valorization of the Third Sector as an equal actor." These organizations have a direct role in project development and share responsibility for implementation and management, while individual citizens participate more indirectly.

For a small municipality like Torre Pellice, a partnership with a limited number of Third Sector organizations may offer a more manageable way of organizing co-production. Working with a smaller group of formal partners may clarify responsibilities and make the management process easier to follow. At the same time, this kind of arrangement may allow the municipality to remain closely involved in coordination and decision-making, with part of the practical work shared with these partners.

5.3.2 Empowerment versus Delegation of Responsibility

A tension illustrated in the literature review is whether increased civic responsibility is associated with more influence over decision-making in co-production, or whether it represents a shift in responsibilities from public institutions to citizens and community organizations, but with the municipality still retaining ultimate control. Co-production can give citizens a meaningful role in shaping decisions and reduce the control of public authorities over the process (Bovaird, 2007). However, greater participation and responsibility do not necessarily mean more power (Pill, 2022).

The findings suggest that the relationship between responsibility and influence is not the same across the three cases. In Turin, citizens and organizations carry out a significant part of the practical activities and can also influence decisions regarding objectives, planning and changes during implementation. The majority of questionnaire responses described this influence as meaningful. However, one active citizen reported having no real influence over decisions and explained that decisions were first made and then communicated to citizens. As one active citizen in Turin explained, "I don't feel like I had much influence on the decision-making processes, nor did I have much influence on the clarification of my and our vision of the issues. However, I can say that I have seen the collaboration between the parties grow as a tangible result of these agreements". In Chieri, citizens and organizations can influence the content of the pact, including its objectives, activities and later changes, while also taking responsibility for practical activities. However, one citizen actor described taking responsibility for a common good as similar to managing a service or activity for the municipality on a voluntary, unpaid basis. In this case, taking on practical responsibilities did not come with greater influence over decision-making. Additionally, in Torre Pellice, Third Sector organizations are directly involved in shaping and managing the project through co-design, but the municipality retains formal approval. This represents a more structure form of co-production, in which influence is concentrated among Third Sector partners, and citizens have a more limited role in decision-making. As one active citizen in Torre Pellice explained, “I can share my ideas and suggestions through the activities and organizations involved, but the formal decisions are mainly made by the municipality and the project management organizations.” In the cases examined, empowerment and delegation can sometimes occur simultaneously.

5.3.3 Co-production across Different Municipal and Institutional Contexts

As discussed in the literature review, co-production depends not only on the involvement of citizens, but also on the institutional support and organizational conditions that make collaboration possible and help sustain it over time (Sorrentino et al., 2018). In addition to formal support mechanisms, effective cooperation also depends on the municipality's capacity to maintain communication, coordination, and follow-up over time.

Across the three selected cases, municipal support provides an important basis for co-production, but its practical organization and implementation differ. In Turin, the Municipality supports and coordinates collaboration through the Common Goods Office, the Circoscrizioni and the coordination bodies established within individual pacts. Chieri has dedicated mechanisms through the *Sportello Beni Comuni* and *the Tavolo per l'amministrazione condivisa*. Torre Pellice provides a different structure of municipal support, organized more directly around the formal partnership with Third Sector organizations, including coordination through the *Cabina di regia*, financial and operational resources, and regular monitoring. However, the presence of these formal support structures does not always remove practical difficulties. One organization respondent in Turin noted "the relationship with the Circoscrizione is often complicated by cumbersome procedures and long waiting times for responses". In Chieri, for example, limited staff capacity can make it difficult to maintain regular contact with participants. As one organization respondent in Chieri explained, "the Municipality's response times were not always timely". The comparison points to the importance of institutional support beyond the resources or formal structures made available by the Municipality.

5.4 Synthesis and Answers to the Research Questions

In this section, based on what has been gathered in the previous sections, the two research questions raised in this thesis have been answered. The first section is related to the general answer to the research question itself, then the differences and similarities in the three selected cases are compared. Therefore, with these analyses, we will arrive at the answer to the question.

5.4.1 Research Question 1

How is co-production implemented through Urban Commons regulations, collaboration pacts and related shared-administration/co-design arrangements in selected municipalities in the Piedmont region?

Within the selected cases, co-production was implemented through collaboration between municipalities and non-municipal actors at different stages of public action. In the selected municipalities, this is implemented through collaboration between the municipality and non-municipal actors. Citizens and organizations can contribute to identify local needs developing activities and carrying out implementation. Their role can then continue during implementation and, sometimes, monitoring. Apart from participation, non-municipal actors can also influence what the collaboration is intended to achieve, how activities are planned and how they change over time. In practice, responsibilities are divided between the municipality and the other actors. Citizens and organizations are often responsible for carrying out practical activities and, in some cases, for managing public spaces or services involved in the collaboration. Municipalities usually have a different role, including formal approval, coordination and monitoring. They can also make the collaboration easier to carry out by providing technical or administrative assistance, equipment and materials, communication and coordination, and, where available, financial support. So that the way these elements are organized influences how co-production works in practice.

Co-production did not take the same form across the selected municipalities. Turin and Chieri use urban commons regulations and collaboration pacts, which give citizens and organizations a formal position in the collaborative process. Torre Pellice is based on a co-design process between the Municipality and Third Sector Entities and is regulated through a convention. This difference affects who is formally involved and how decision-making and responsibilities are shared. In the collaboration pact model, citizens and organizations can participate more directly in the development and implementation of the collaboration. In Torre Pellice, formal participation is mainly concentrated among the selected Third Sector organizations, while individual citizens have a more limited position in the co-design and decision-making process. In the cases examined the form of co-production was shaped by the institutional framework used to organize collaboration.

5.4.2 Research Question 2

What opportunities and challenges emerge in the development of co-production through the implementation of this regulation in these municipalities?

In the three selected cases, several opportunities related to co-production were identified, although these opportunities may not emerge in exactly the same way in every municipality. One important opportunity is the possibility of responding more closely to local needs and improving the care of common goods and public spaces. Citizens and local organizations often know these places directly and can identify needs that may receive less attention from the municipality. Their participation can therefore improve the care and maintenance of these spaces and can also help bring underused spaces back into use. Another important opportunity is the strengthening of local relationships and networks. Across the three cases, collaboration helped create closer connections between residents, local organizations, associations, schools and other actors. It also created opportunities for new partnerships and stronger cooperation at the local level.

several challenges were also identified in the implementation of co-production. One of the main difficulties is maintaining participation and relationships over time, especially when an agreement continues for several years. It can be difficult to keep participants involved, bring new citizens into the collaboration and maintain regular relationships between the municipality and the other actors. Another common challenge concerns municipal and administrative capacity. Lengthy procedures, delays in municipal responses, limited staff capacity and the need for technical or administrative support can make coordination more difficult. Financial sustainability and technical competence can also become important issues in some cases. Other challenges concern the management of collaboration itself. These include questions about transparency, political influence, public access to collaboratively managed spaces and internal resistance to sharing responsibility for common goods. There can also be differences in the opportunities available to different actors to participate in planning and decision-making. In some arrangements, organizations have a stronger formal position, while individual citizens have fewer opportunities to influence the process.

Chapter 6 – Conclusion

There are different forms of co-production in different contexts. In Italy this debate has been closely connected to urban commons and collaborative governance. However, the existence of a regulation does not itself explain how actors collaborate, what kinds of opportunities and limitations emerge, or how local institutional conditions shape the process. The aim of this research is to examine how co-production is implemented through the Regulation of Urban Commons and related collaborative arrangements in selected municipalities, and to understand the opportunities and challenges that may arise during its implementation. This research focuses on the Piedmont Region and the selected municipalities are Turin, Chieri and Torre Pellice.

The findings show that co-production develops through the involvement of different actors across the collaboration process, their influence on decisions, the shared responsibilities, and municipal support and coordination. These elements are represented by the analytical dimensions used to compare the three case studies. One of the main differences concerns how these dimensions are organized institutionally. Both Turin and Chieri use collaboration pacts, although their coordination systems are organized differently. In contrast, Torre Pellice follows a different model based on co-design process with Third Sector Entities. Citizens, in this regard, have a more limited formal position in the co-design process. In Turin and Chieri, citizens and organizations can influence objectives, planning and later changes, and also take responsibility for many practical activities. In Torre Pellice, however, influence and responsibility are more concentrated among selected Third Sector organizations. The comparison therefore shows that co-production does not develop according to one fixed model. Its practical form is connected to the institutional arrangements through which participation, decision-making and responsibilities are organized.

There are several opportunities across the three cases regarding the implementation of co-production. one important opportunity is the possibility of responding more closely to local needs and improving the care of common goods and public spaces. Citizens and local organizations often know these places directly and can identify needs that may be overlooked by the municipality. Their participation, thus, can improve the care and maintenance of these spaces and help repurpose underused spaces. Another opportunity is to build stronger relationships and local networks.

At the same time, several challenges arise in implementing co-production. One of the main challenges is maintaining participation and relationships over time, especially in long-term collaboration where it may be difficult to keep different actors engaged and maintain regular contact between the municipality and other participants. Municipal and administrative capacity is another common challenge. This can involve limited staff capacity, lengthy administrative procedures, delayed responses, coordination difficulties and, in some cases, financial sustainability. Transparency and accessibility are other difficulties. Internal resistance to sharing responsibility, and the need to for municipalities to maintain public responsibility can also create difficulties.

Overall, the comparison of Turin, Chieri and Torre Pellice shows that formal regulations and collaborative arrangements can create a basis for co-production, but their existence alone does not determine how collaboration works in practice. What also matters is how participation is organized, who can influence decisions, how responsibilities are distributed and what forms of support and coordination are available. By comparing different forms of collaboration within the same regional context, this research provides an empirical understanding of how local institutional arrangements can shape the development of co-production. It also shows that the opportunities created through collaboration are closely connected to the practical capacity of municipalities and other actors to maintain participation, coordination and shared responsibility over time.

6.1 Limitations

In this study, online written questionnaires were used to obtain the opinions of municipal actors, organizations, and active citizens who have had experience with collaboration pacts in Turin, Chieri and Torre Pellice. However, the number of responses was not the same in the three municipalities. For example, Turin has ten responses, while Chieri and Torre Pellice, each, have three. As a result, the Turin case can provide more detailed information and allow a better understanding how co-production works in practice. The process of finding and contacting participants was different for each respondent group. For municipal actors, official email addresses were available and one can contact them directly. Organizations can also be identified by searching through several collaborations and then contacted. However, finding and identifying active citizens was challenging because there was no clear way to find those who had direct experience with the

collaboration. Even in some collaboration pacts where a citizen's name was directly mentioned, the name was hidden for privacy reasons. Therefore, reaching active citizens often required a more creative approach. This was especially the case in Torre Pellice, where several people had to be contacted and helped to reach a citizen who had direct experience.

Field visits were used as a complementary method to the analysis of documents and online questionnaires. This method was implemented only in Turin. Since the researcher lived in Turin during the research period, it was possible to visit the selected location directly and observe the collaborative space in practice. In Chieri and Torre Pellice, the analysis was mainly based on documents and questionnaire responses. As a result, more data were available for Turin and a clearer picture of how this collaboration worked in practice was obtained.

These limitations should be considered when interpreting the findings and comparing the three cases.

6.2 Future Research Directions

Future research could compare co-production in municipalities located in different regions of Italy. This study focused only on the Piedmont region, where the three selected municipalities are situated within the same broader regional context. Comparing cases from different regions could provide a better understanding of whether similar forms of co-production emerge under different institutional and administrative conditions. It could also help to examine how differences in regional approaches, local administrative capacity and the organization of cooperation affect the participation of citizens, organizations and municipalities in co-production.

Future research could also examine the outcomes of co-production more directly. The present study was mainly concerned with how co-production is implemented in practice and the opportunities and challenges that emerge during implementation. The next step could be to examine more closely the actual outcomes of these collaborations. For example, research could examine whether they improve the care of common goods or help create more sustainable forms of collaboration over time. In this way, the practical effects of co-production could be better understood.

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Appendix

Written Online Questionnaire

The purpose of this section is to provide an overview of the questionnaire used in the study. The questionnaire was designed online using Google Forms and was prepared in Italian. The questions are categorized according to three main groups of respondents; municipal actors, civic actors, and active citizens. Since each group of actors has a different role in the co-production process and the implementation of the collaboration pacts, the questions are adapted according to their position and experience.

The questionnaire begins with a short introduction explaining that their responses will only be used to answer the research questions of the thesis. The first question asks respondents to introduce themselves and explain their involvement in collaboration pacts in their municipality. The main part of the questionnaire is based on the analytical dimensions of the research, as presented in Table 3. In addition, there are some common themes across the three versions of the questionnaire to allow comparison between the experiences and perspectives of different groups of respondents. Finally, respondents are asked if they have any further comments or if they know anyone who may be willing to participate in this research and answer these questions.

The structure of this section is such that the introduction and conclusion of the questionnaire are the same for the three groups, and the main questions are divided into three categories - municipal actors, civic actors, and active citizens. This same structure is used in the three case-study municipalities: Turin, Chieri, and Torre Pellice.

Introduction

This questionnaire was designed to answer the research questions of a thesis entitled “Co-Production through the Regulation of Urban Commons in the Piedmont Region”. Its main aim is to better understand how collaboration pacts are implemented are prepared in practice and how different actors experience the co-production process. It is also used to collect the perspectives of the actors involved, especially regarding everyday coordination processes, the challenges they

encountered, the opportunities they gained, and the use of institutional tools during the implementation process.

All responses are anonymous, and names will not be mentioned in the thesis.

Thank you for your participation in this questionnaire.

Answering these questions will take 10-15 minutes.

Could you briefly introduce yourself and explain your role in relation to collaboration pacts?

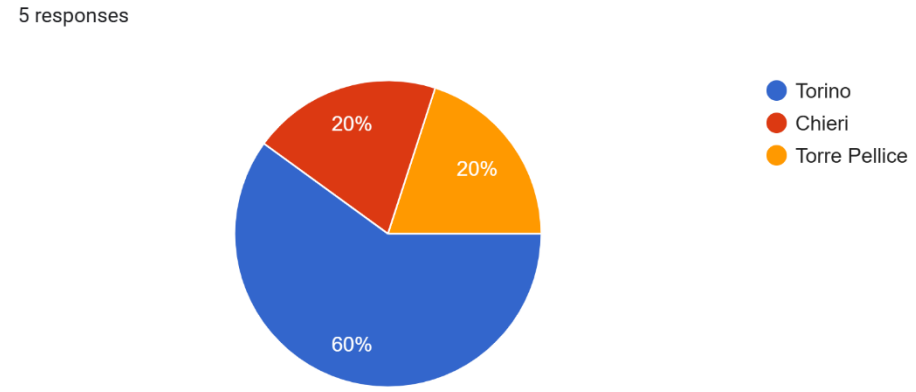
Conclusion

Would you like to add anything else based on your experience with collaboration pacts in your municipality?

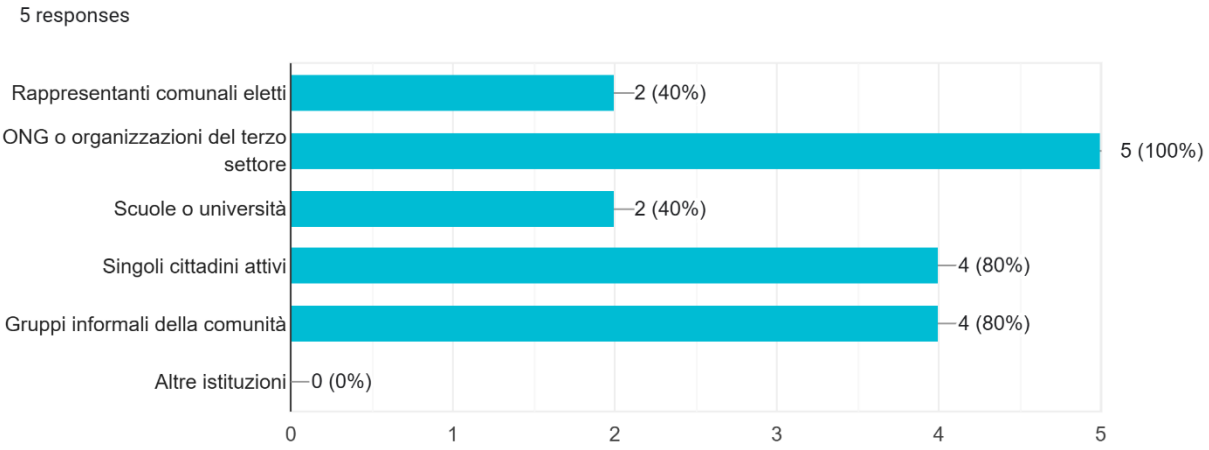
Could you recommend anyone else who might be helpful to this research? If so, please provide their email address or share this questionnaire link with them.

Questionnaire for Municipal Actors

Which municipality do your answers refer to?

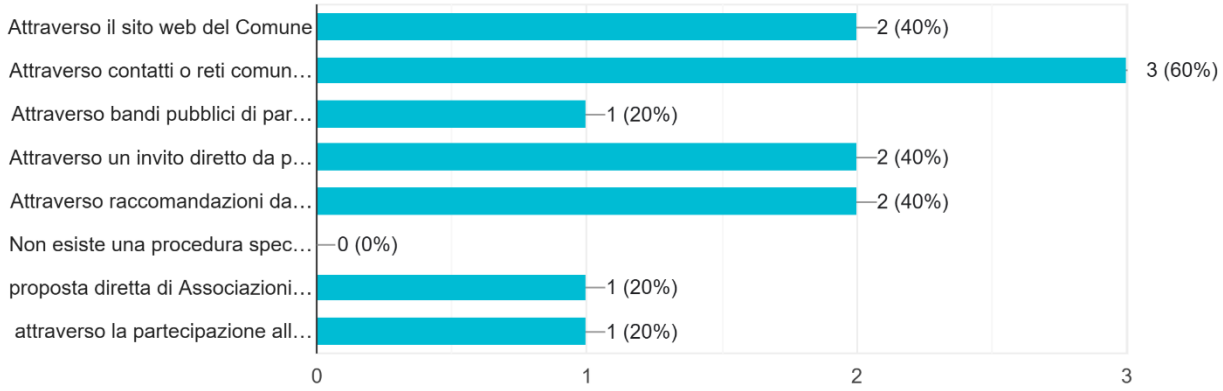


1- Could you indicate which actors are usually involved in collaboration agreements in your municipality?



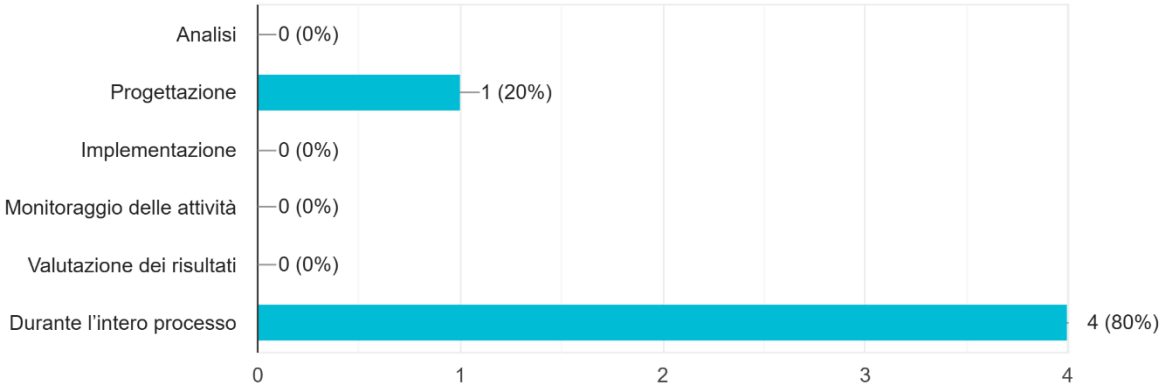
2- How are other actors usually identified or invited to participate?

5 responses



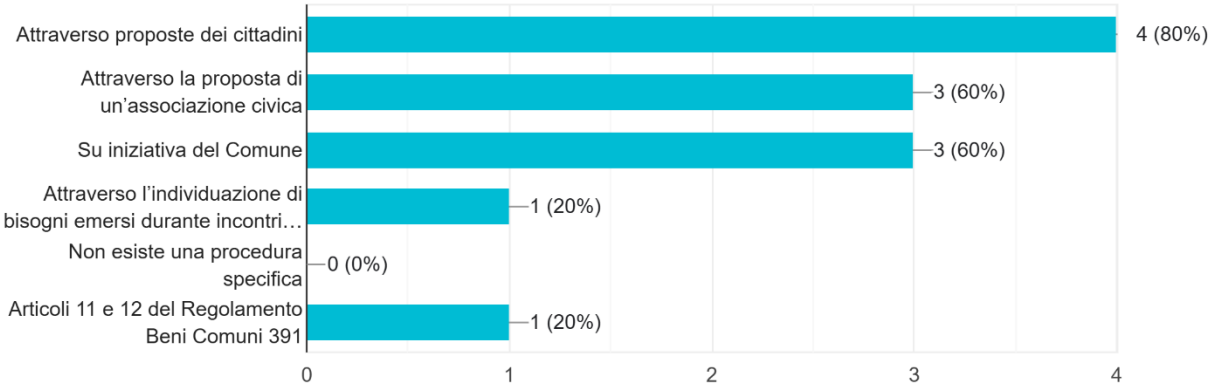
3- In which phase of the collaboration process do civic actors and active citizens generally participate?

5 responses

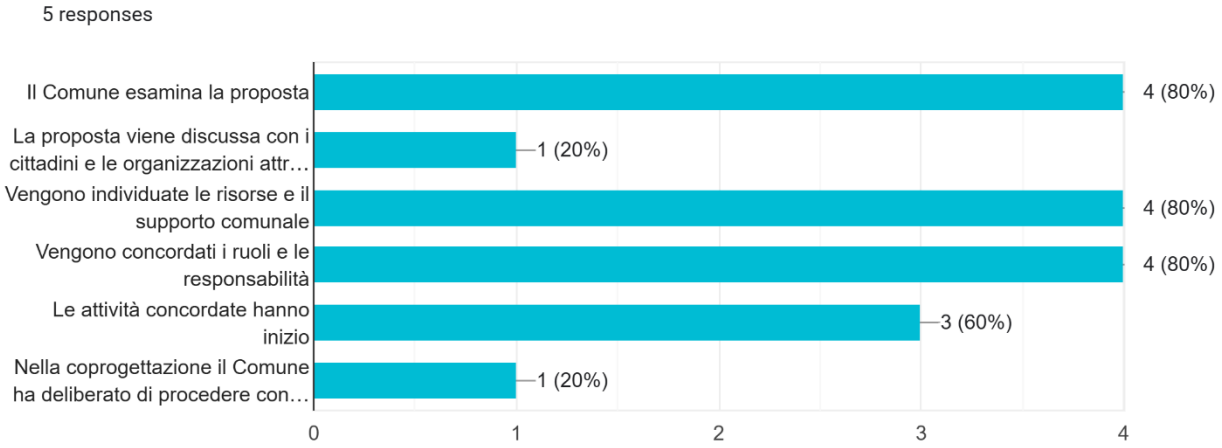


4- How are collaboration pacts generally initiated in your municipality?

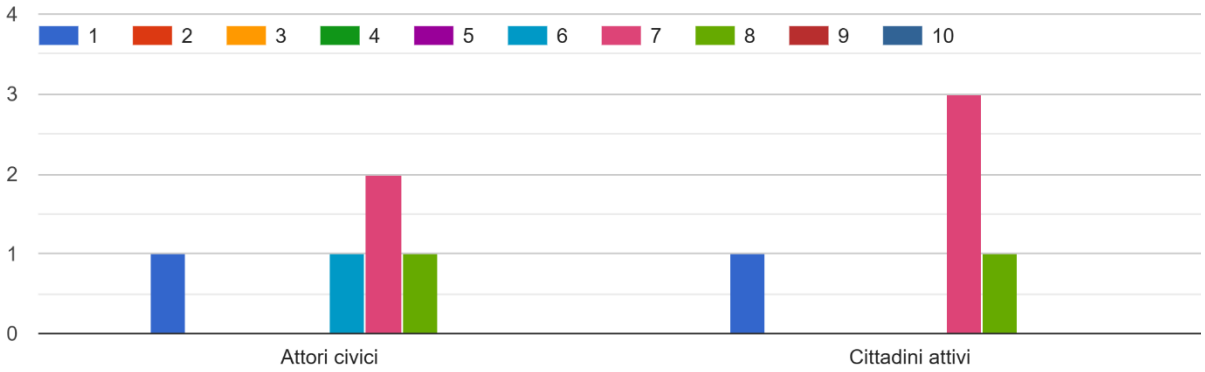
5 responses



5. What is the process from the proposal of a collaboration pacts to its implementation?



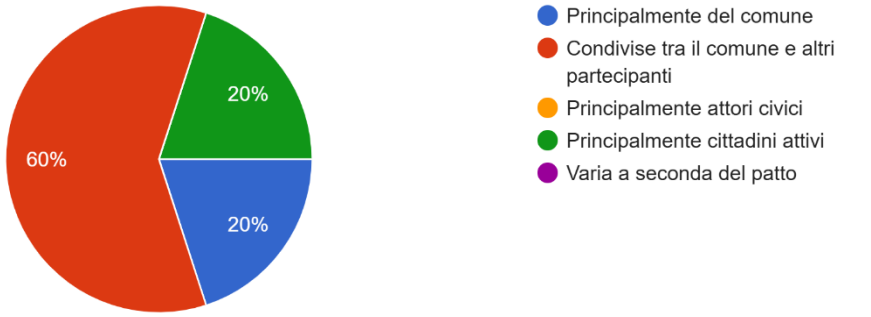
6- To what extent do the ideas of civic actors and active citizens influence decisions regarding collaboration agreements?



7- How are roles divided between the municipality and the other stakeholders involved?

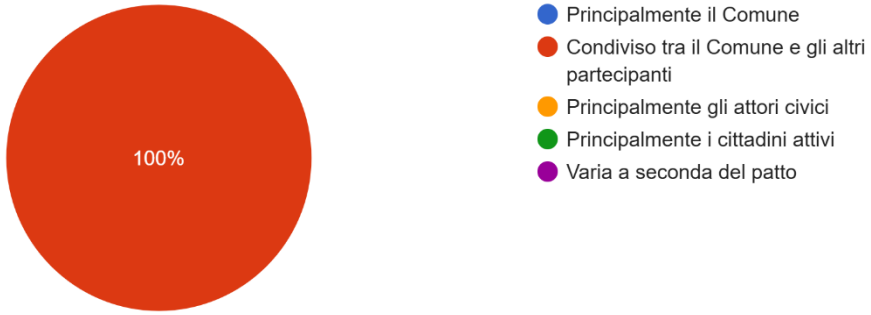
Definition of the objectives of the collaboration agreement

5 responses



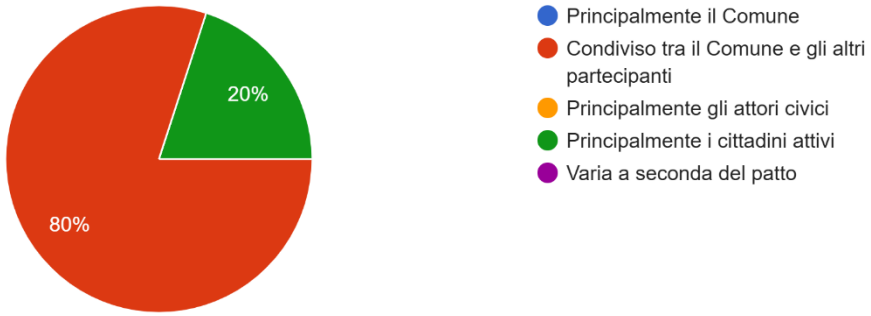
Activity planning

5 responses



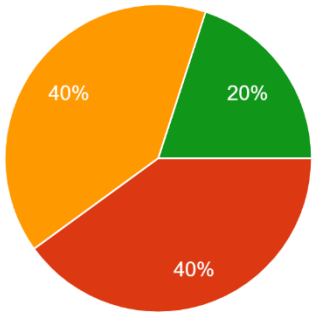
Changes during implementation

5 responses



Carrying out activities

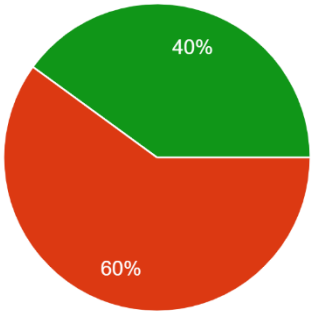
5 responses



- Principalmente il Comune
- Condiviso tra il Comune e gli altri partecipanti
- Principalmente gli attori civici
- Principalmente i cittadini attivi
- Varia a seconda del patto

Coordination of participants

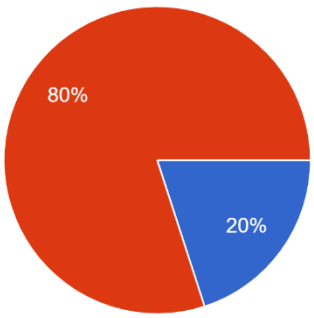
5 responses



- Principalmente il Comune
- Condiviso tra il Comune e gli altri partecipanti
- Principalmente gli attori civici
- Principalmente i cittadini attivi
- Varia a seconda del patto

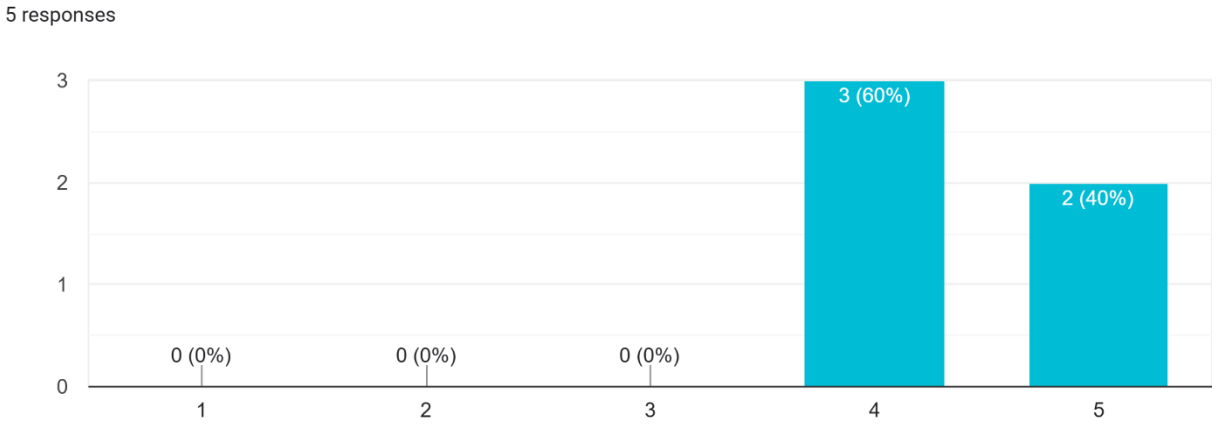
Monitoring and evaluation of activities

5 responses



- Principalmente il Comune
- Condiviso tra il Comune e gli altri partecipanti
- Principalmente gli attori civici
- Principalmente i cittadini attivi
- Varia a seconda del patto

8- How clearly defined are the roles and responsibilities of the Municipality and other stakeholders in the collaboration agreements in your Municipality?



Could you briefly explain your answer?

The collaboration agreement seeks to define the activities as fully as possible (going into detail, such as frequency, where possible) and the responsibilities of the active citizen/informal group/private entity. Obviously, the collaboration agreement may evolve over time. When the change is substantial, a supplementary note is attached to the agreement.

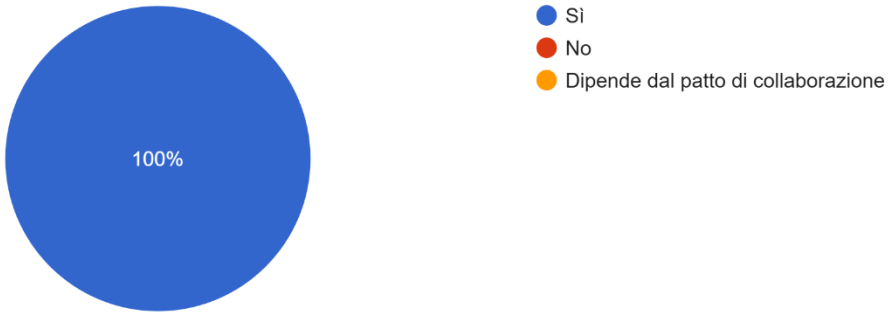
A governance is established, which defines the roles and tasks of all the actors involved

The collaboration agreement is a contract signed by civic entities and public administration that defines the objectives, actions, activities, roles and commitments of the parties, responsibilities and safety, governance methods (control room, working group), and duration. The collaboration agreement provides for shared management of the common good.

In the model of a collaboration agreement of the City of Turin, in art. 2 "Methods of collaboration, commitments and activities of the parties", in one point are listed the activities that the civic entities undertake to carry out (in accordance with the provisions of article 13 paragraph 1 of the Regulation), in the next point instead the activities that the City undertakes to carry out.

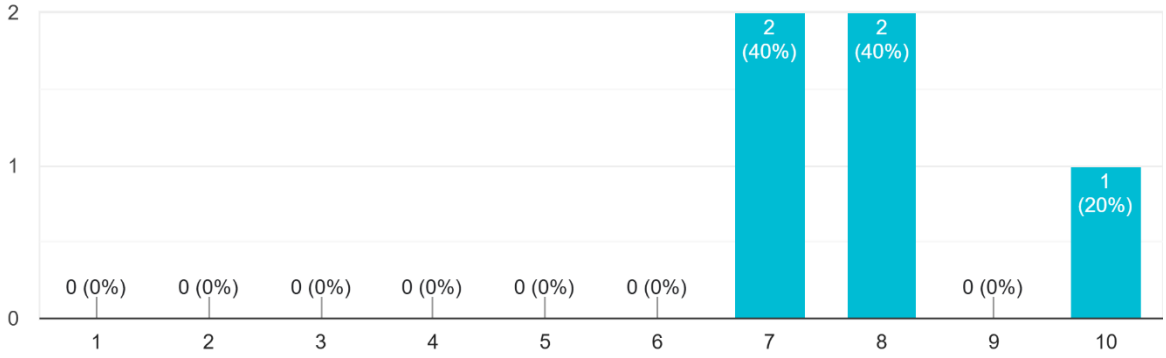
9- Is there a specific office or person within the Municipality responsible for coordinating the various actors involved in the collaboration agreements?

5 responses



10- What is your opinion on the coordination between the Municipality, civic actors and active citizens during the implementation of collaboration pacts?

5 responses



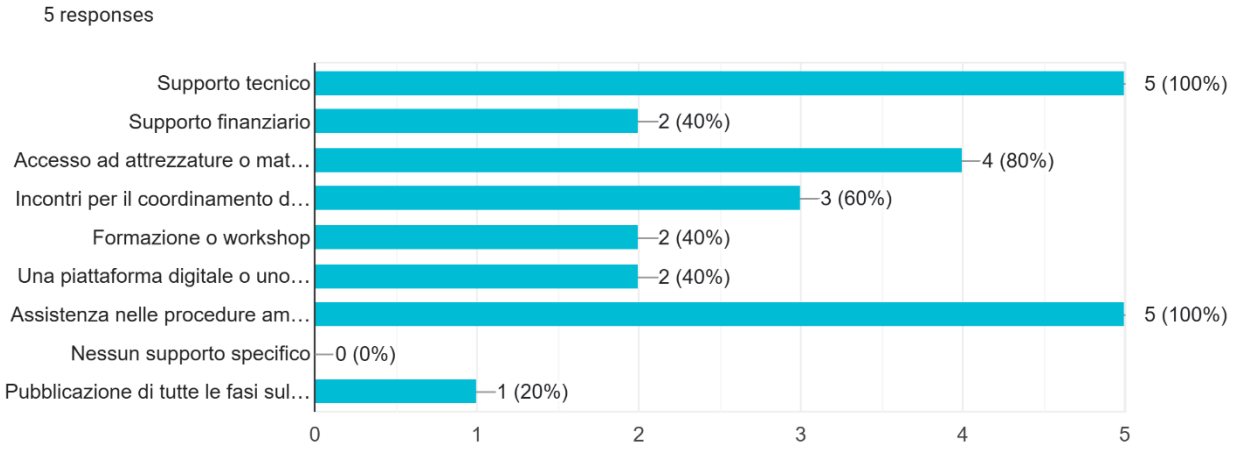
Could you briefly explain your answer?

The initiation of collaboration agreements—following a request from a party—is a primarily technical process, aimed at signing a contract. Although an exchange with the proponents is envisaged, the initiation essentially consists of an exchange of drafts between municipal offices and administrative documents (primarily resolutions). Implementation of the agreement is instead in the hands of active citizens, who, depending on the agreement, have a more or less close relationship with the Municipality. In addition to annual monitoring (which will resume in 2026), there may be exchanges that focus primarily on communicating and/or disseminating specific activities carried out within the agreement.

The co-management phase of the agreements sometimes encounters difficulties in the relationship with the City

The parties discuss and coordinate their work from the very beginning of the agreement, and then begin the joint co-design phase regarding the activities to be carried out.

11- What type of support does the Municipality usually provide to participants in collaboration agreements?



12. From the municipality's perspective, what opportunities and challenges have emerged during the implementation of the collaboration agreements?

Opportunity

Taking a more careful and precise look at common goods allows us to enhance their uniqueness; unfortunately, a municipality cannot adopt a similar approach to every "common good" because it must make compromises (also due to scarcity of resources) and, in most cases, adopt a more general, holistic approach.

New ways of being and doing Public Administration

The opportunities that emerged from co-design are the following: valorization of the Third Sector as an equal actor, flexibility in service definition, effectiveness of horizontal subsidiarity, and co-responsibility.

Positive relationships with civic bodies, opportunities for the City to manage spaces and properties through agreements, actively participating.

Ensure that this partnership between the City and informal groups of citizens can lead to the care and maintenance of common areas that would otherwise be left to their fate, well-maintained areas thus made available to the entire community and not just to those who take care of them.

Challenges

Maintaining relationships after the collaboration agreement has been launched, fostering a collaborative spirit between the Municipality and active citizens/civic stakeholders that generates an impact that goes beyond individual actions.

Involving citizens in the "management" and care of their city

The challenges that emerged from this co-design are the following: maintaining public accountability, balancing collaboration and public evidence, financial coverage and economic sustainability, consistency and coordination between different territories, and administrative capacity and technical expertise.

Increase the dissemination of the culture of common goods through training both within and outside public administration, aimed at citizens, associations, etc.

To be able to further expand the practice of collaboration agreements, involving ever more groups of citizens in the development of shared projects.

13- What are the main difficulties that the Municipality encounters in collaborating with civic actors and active citizens?

On the one hand, there is certainly internal resistance from a structure (the municipal one) that is not accustomed to "letting in" citizens to share in caregiving. But with time and the right alliances, this can be smoothed over. One challenge this municipality faces is maintaining relationships between the municipality and active citizens/civic stakeholders—beyond simple annual monitoring. There aren't the resources (especially in terms of staff) to pay due attention to this aspect by creating opportunities for meeting, growth, information, and exchange.

Short staff and many tasks to complete

There are no particular critical issues related to the existing SAI co-design.

City offices are often understaffed, these are relatively new procedures, and employees need to be trained in the procedures and culture of common goods.

The average duration of a collaboration agreement is estimated at three years. It's possible that some citizen groups or associations may, for legitimate reasons, withdraw from the agreement during this period or not renew it upon its expiration. Some citizens holding the agreement also believe that the area they manage can be used for private purposes or for the association's members, whereas it should remain available and accessible to all citizens, even those not directly involved in the agreement.

Your experiences are very valuable to this research. You can leave any additional comments or suggestions here.

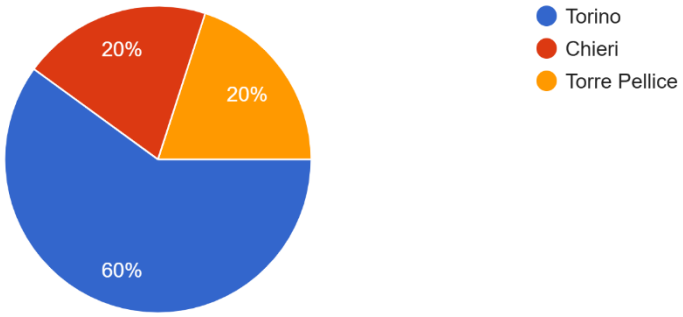
Collaboration agreements are a tool that changes the way we interact with public administration, which is why it's important for both parties to be aware of the importance of jointly managing common assets, in a collaborative and open manner.

Knowledge of urban commons and the use of the collaboration agreement tool increase awareness of the value of the "public," understood as a common good and open to all.

Questionnaire for Organizations

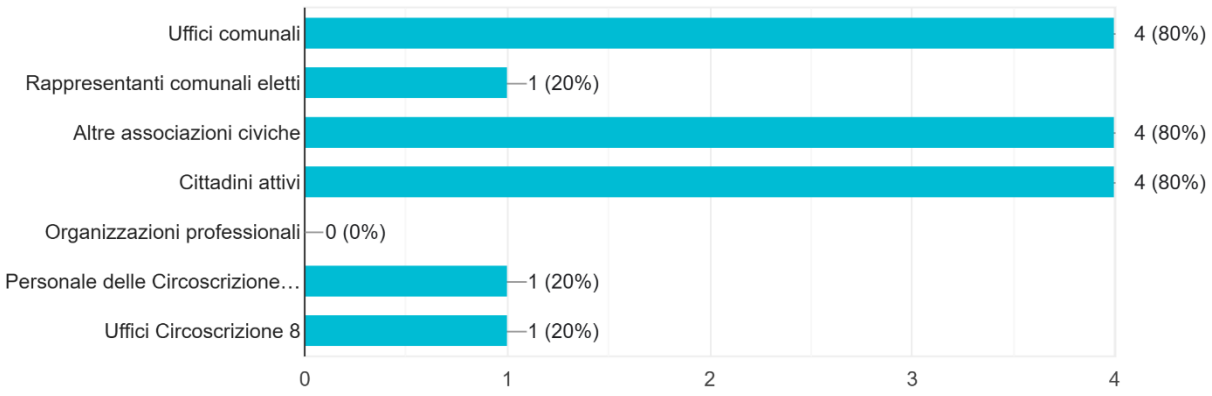
Which municipality do your answers refer to?

5 responses

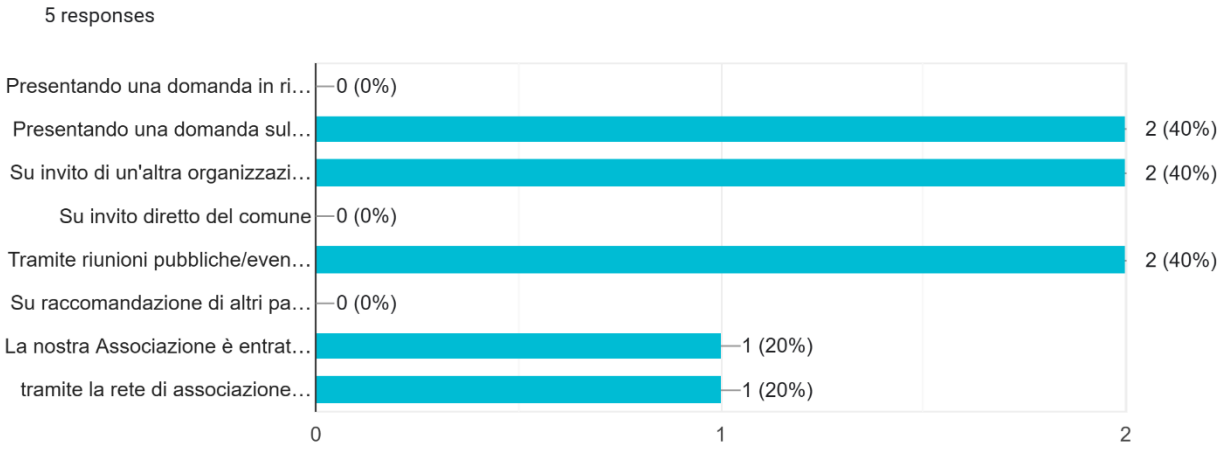


1- Which actors does your organization typically interact with during the implementation of collaboration agreements?

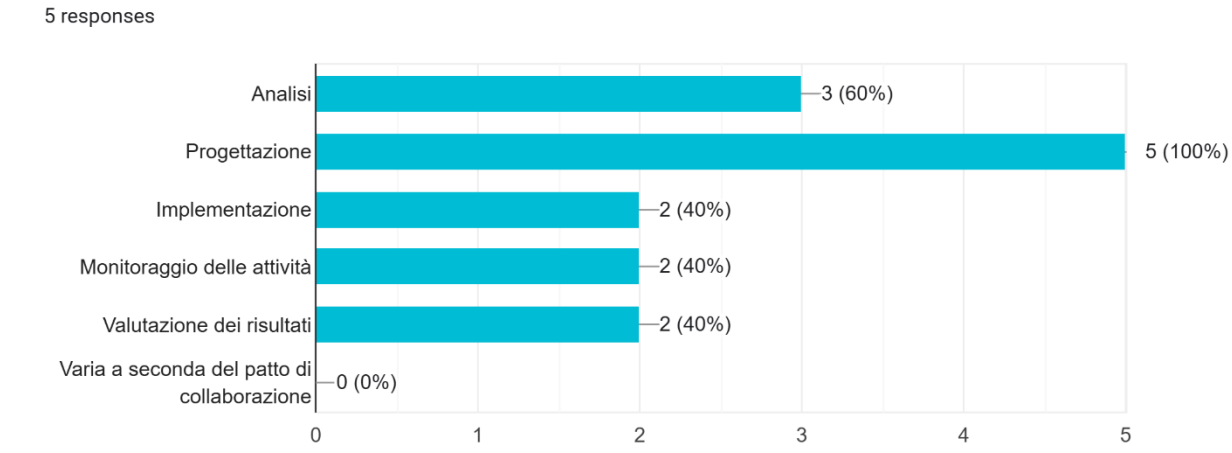
5 responses



2- How is your organization typically involved in collaboration pacts?



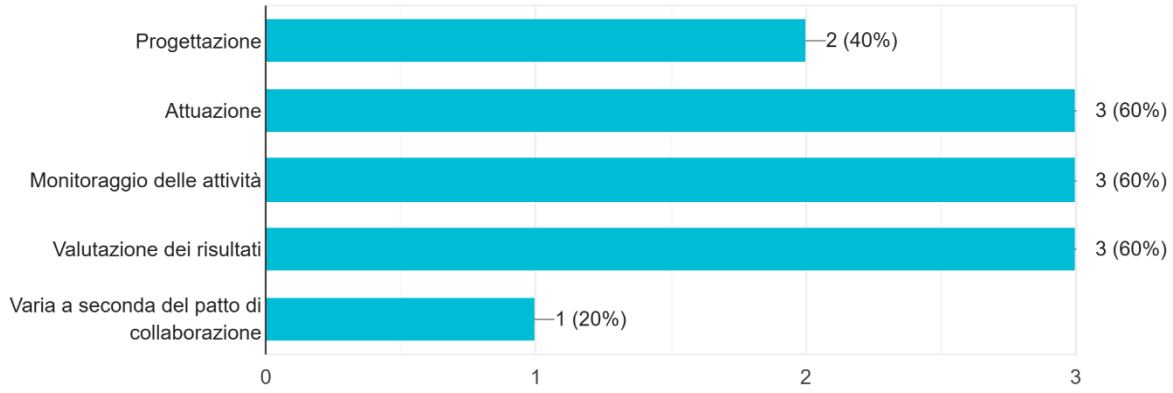
3- At what stage of the collaboration process does your organization begin to participate?



4- After becoming involved, up to which of the following stages does your organization typically continue to participate?

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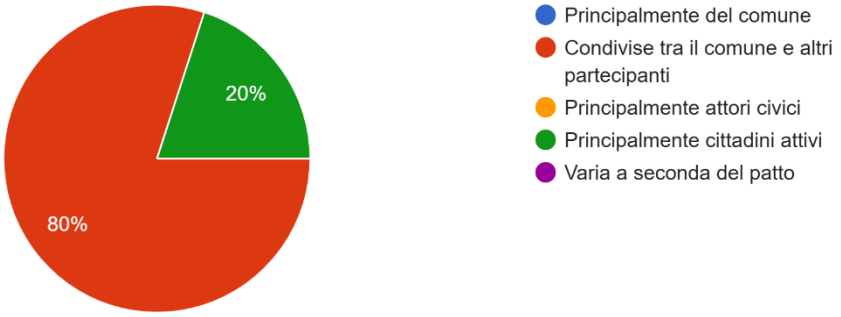
5 responses



5- How are roles divided between your organization, the Municipality, and the other participants?

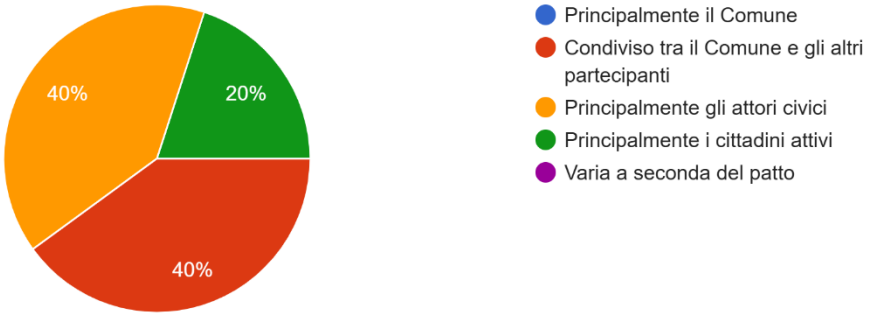
Definition of the objectives of the collaboration agreement

5 responses



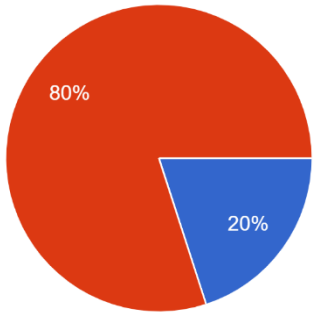
Activity planning

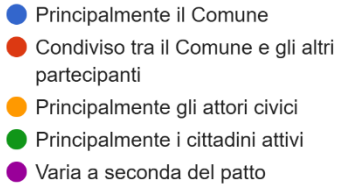
5 responses



Changes during implementation

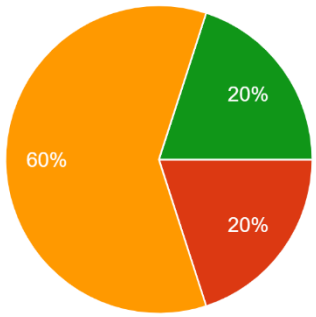
5 responses

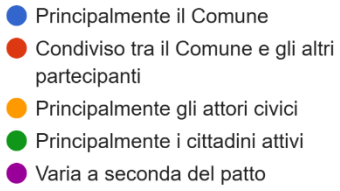




Carrying out activities

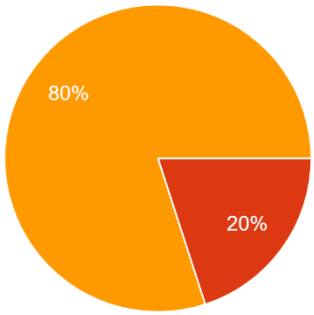
5 responses

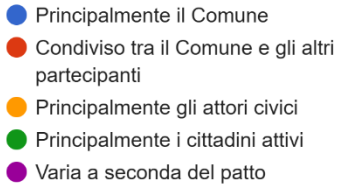




Coordination of participants

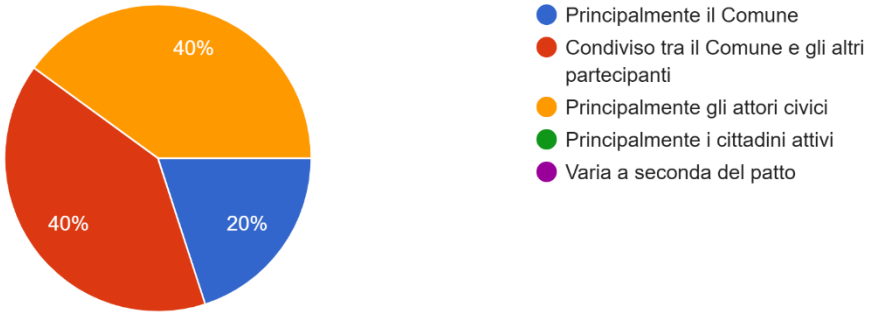
5 responses





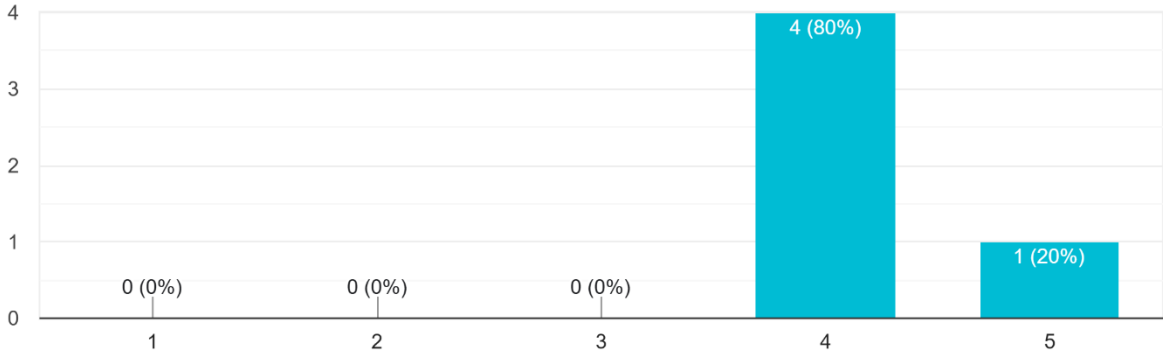
Monitoring and evaluation of activities

5 responses



6- How clearly are the roles and responsibilities of the Municipality, civic stakeholders, and active citizens defined in collaboration agreements?

5 responses



Could you briefly explain your answer?

4 responses

We all know each other

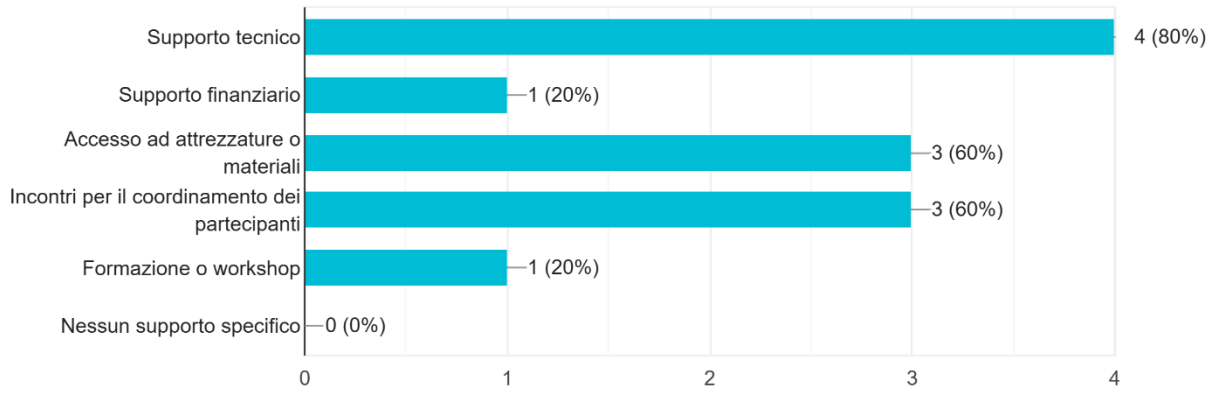
The Collaboration Agreements are the fruit of a significant period of study and reflection on the concept of urban commons, which resulted in the approval by the City of Turin on December 2, 2019, of Regulation No. 391 for the Governance of Urban Commons in the City of Turin. This formal document provides the framework for all stakeholders to work towards.

in the agreement the roles are well defined

The Anglesio Garden Pact was first signed in April 2025, after several months of co-planning between civic stakeholders, active citizens, and the District. It was subsequently updated to include new entities and changes to some activities and objectives. We are currently awaiting the re-signing of the Pact. The new model, drafted according to the District's and the Municipality's recommendations, clearly establishes the roles of the stakeholders and the Municipality within the steering committee and coordination group.

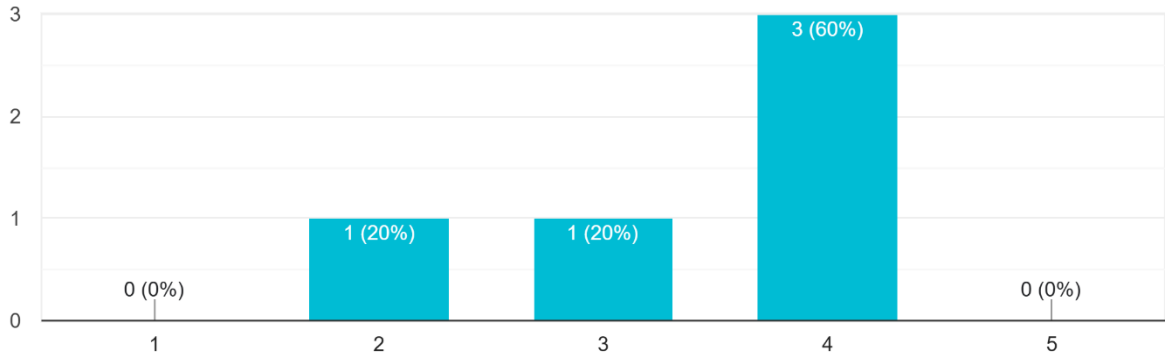
7- What type of support does the Municipality usually provide to your organization in collaboration pacts?

5 responses



8- If your organization received support from the Municipality, how useful was this support?

5 responses



Could you briefly explain your answer?

4 responses

The nursery is municipal and the municipality collaborates with us and also supports us for events

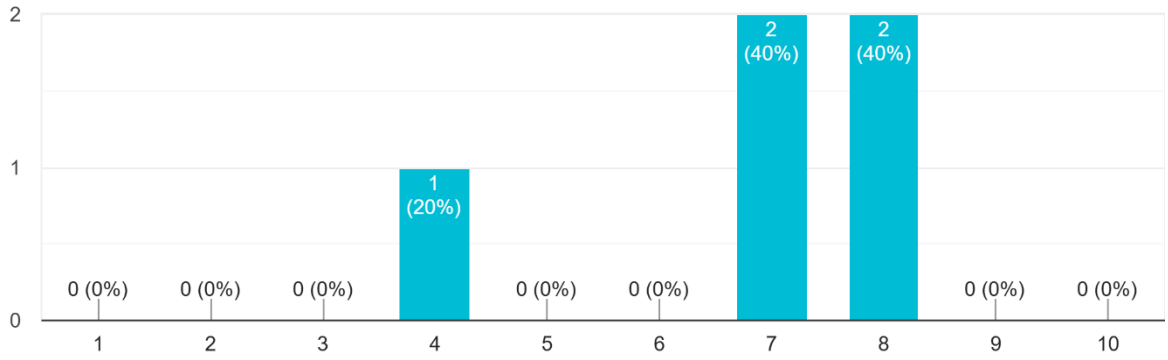
It is important to establish relationships of mutual loyalty and understanding to make a collaborative agreement work, and from what I can testify, we are experiencing such a situation.

useful for financial support and methodological comparison

Despite good support from the District offices in the past, bureaucratic and response times are proving particularly long and are significantly slowing down the success of activities in public spaces.

9- What is your opinion on the coordination between the Municipality, its organization and active citizens during the implementation of collaboration pacts?

5 responses



Could you briefly explain your answer?

Regular meetings are excellent community initiatives.

We always need to work to improve coordination, but the City believes in agreements, so collaboration is good.

The municipality's reaction times were not always prompt

As I was saying, we are in a stalemate phase, which is why there is a lack of good coordination (especially between the offices and the political part of the constituency)

10- what opportunities and challenges does your organization experience during the implementation of the collaboration agreement?

Opportunities

Participation

In a city, it's important to network associations and civic stakeholders. Sharing ideas to develop among stakeholders, whose associations have different goals, is a great opportunity for growth.

Building networks and partnerships in the area

collaboration with other associations and local schools

The main opportunity is to develop free and open citizen activities in the public space, involving residents themselves in organizing the activities and maintaining the space. Furthermore, it was possible to improve the space's amenities, responding to users' needs (inserting planters, tables, and maintaining benches, all of which were funded through private funding).

Challenges

New knowledge

Challenges emerge from the collaboration of different subjects and constitute the energy that the members of their group absorb to then become actors in the activity or project.

Restoring a sense of belonging to your neighborhood

I have no elements to highlight in this regard

The challenge is to be in a public space where we also face many issues related to peaceful coexistence in the city, among different people, users in fragile and vulnerable situations (homeless, nighttime noise, improper use of street furniture, etc.).

11- Have you ever encountered bureaucratic, communication, or other obstacles during the collaboration agreement?

Yes

The obstacles are potentially rather long times for the implementation of all the steps for the renewal of the pact.

The relationship with the District is often complicated by cumbersome procedures and long waiting times for responses

not significant

Yes, as previously reported; blockages by the political faction of the district and bureaucratic delays.

Would you like to add anything else based on your experience with collaboration agreements?

I'm involved in the Pact both as an active citizen and as a member of a participating association. The active citizens, who in our case are bottom-up, have joined forces to find solutions for an area of our city—Piazza Paravia. Together with the Municipality and the District, we've been able to implement ideas and desires. The Time Bank Association joined out of a natural affinity, as it benefits from the opportunities.

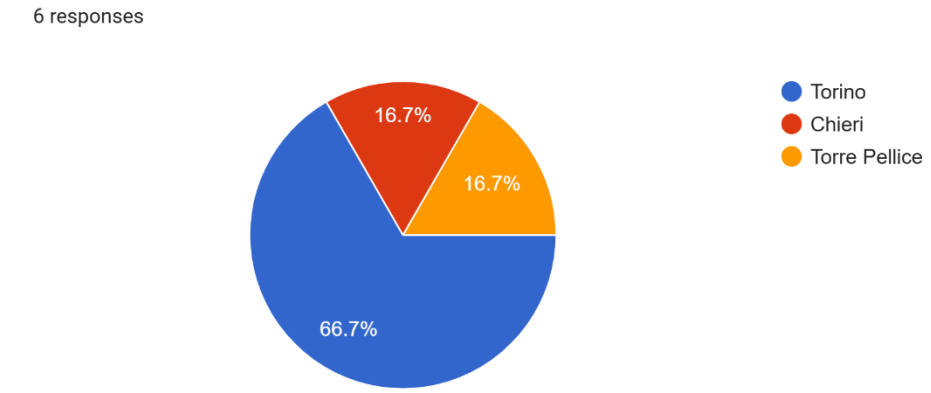
Other agreements that we have followed in the Municipality of Turin or in other municipalities in the surrounding area have proven to be simpler in the writing phase, but still encounter some obstacles during implementation (always relating to being in a space for everyone).

Your experiences are very valuable to this research. You can leave any additional comments or suggestions here.

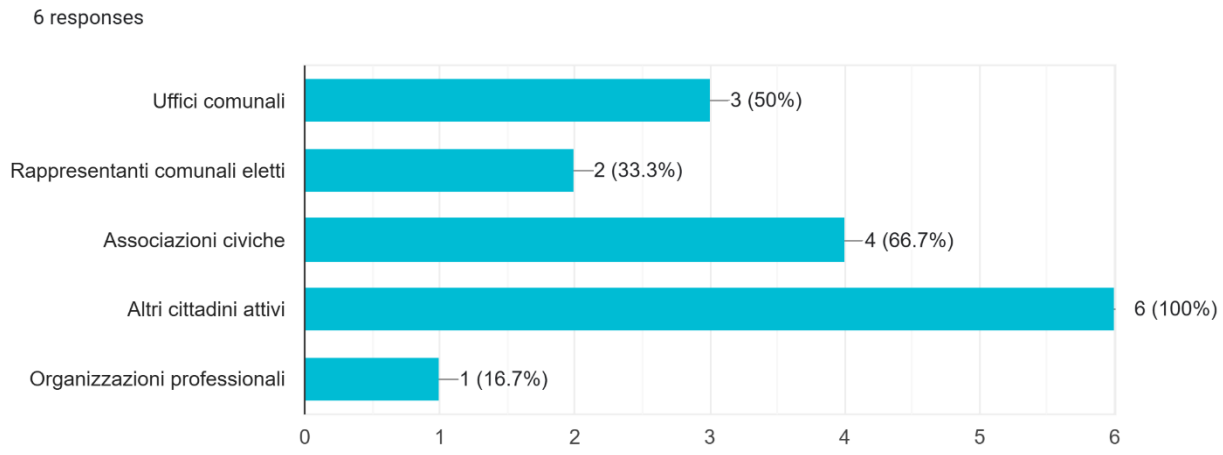
The idea of Urban Commons comes from afar—the United States. Many European countries have embraced these profound ideas, which create a foundation upon which to build. Turin is a city undergoing profound change for a number of reasons I won't list. Turin is a beautiful city, but there are parts that aren't well cared for and contrast with the beauty of the city center. It's easy to criticize the City Council for not caring for everything equally, but much of the so-called degradation is due to the behavior of citizens themselves. Creating formal tools to encourage citizen participation in the management of areas of their environment is one way to foster a sense of civic duty. It's hoped that people will learn to feel like "partners" in the city.

Questionnaire for Active Citizens

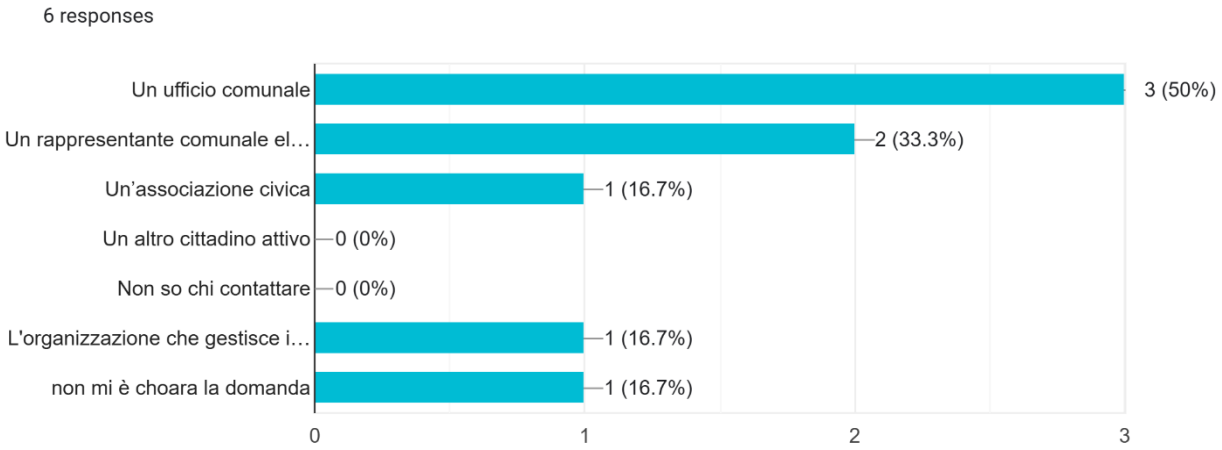
Which municipality do your answers refer to?



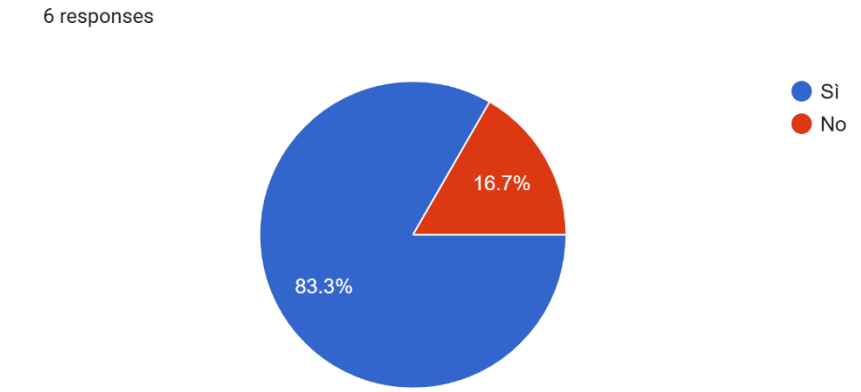
1- Which actors or groups do you usually interact with when you participate in collaboration pacts?



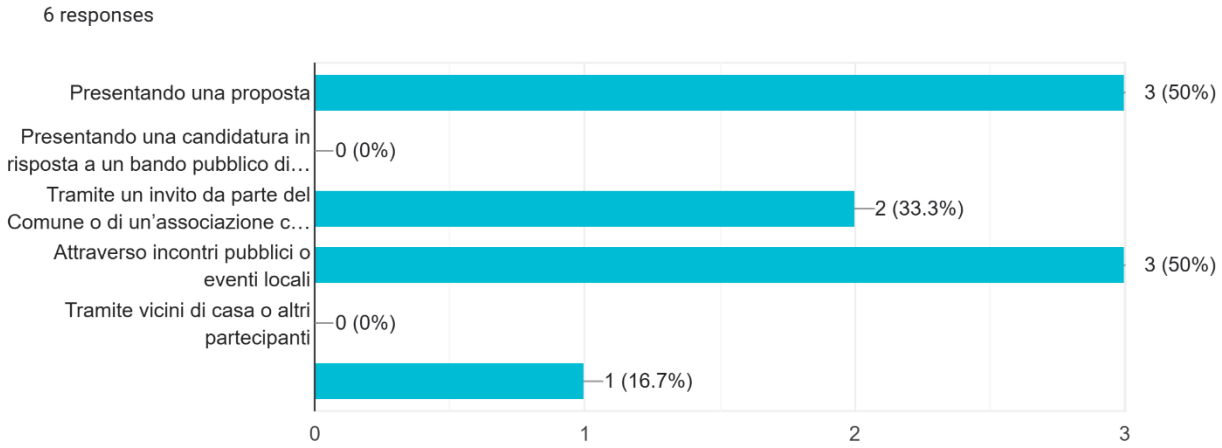
2- If you wanted to share an idea or raise a concern about a collaboration pact, who would you contact first?



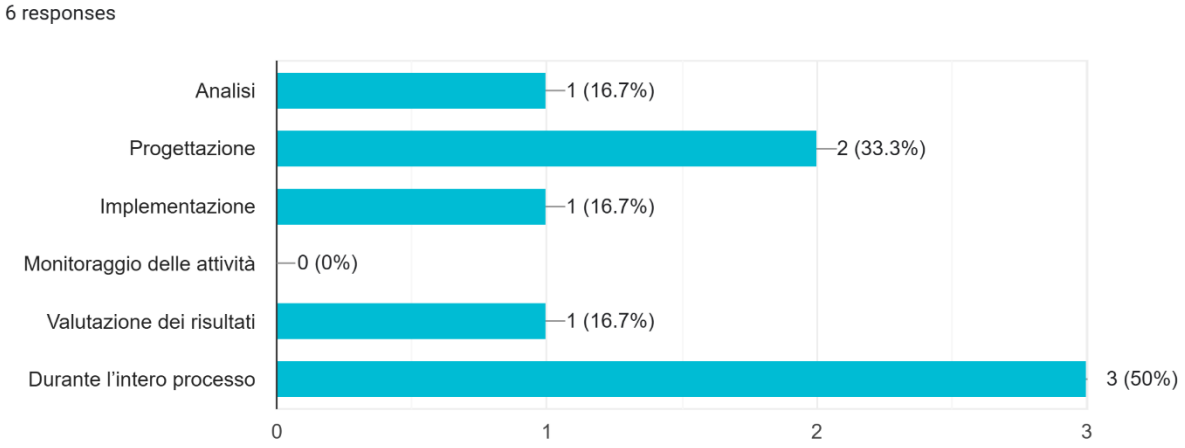
3- Do you have the opportunity to share your concerns or ideas with the Municipality during collaboration pacts?



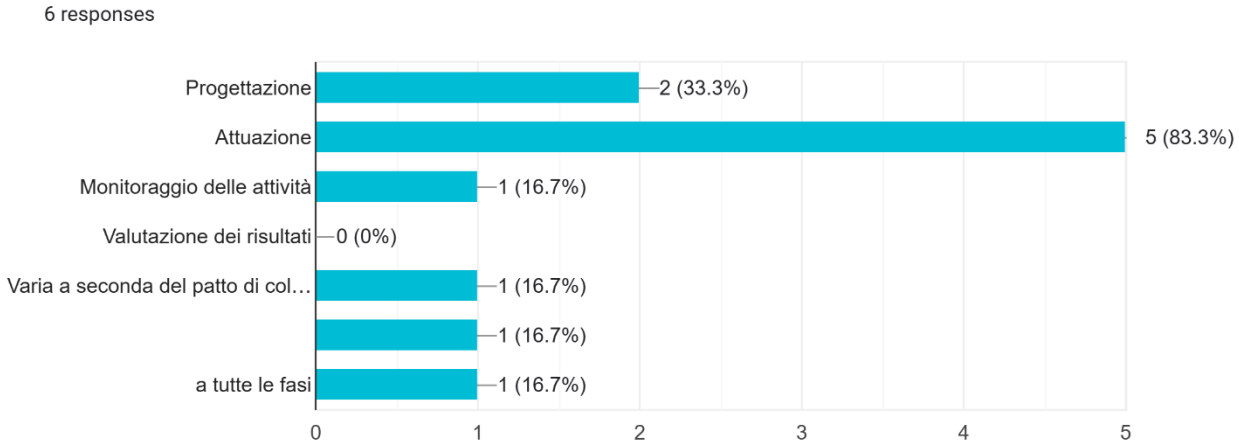
4- How do you usually get involved in collaboration pacts?



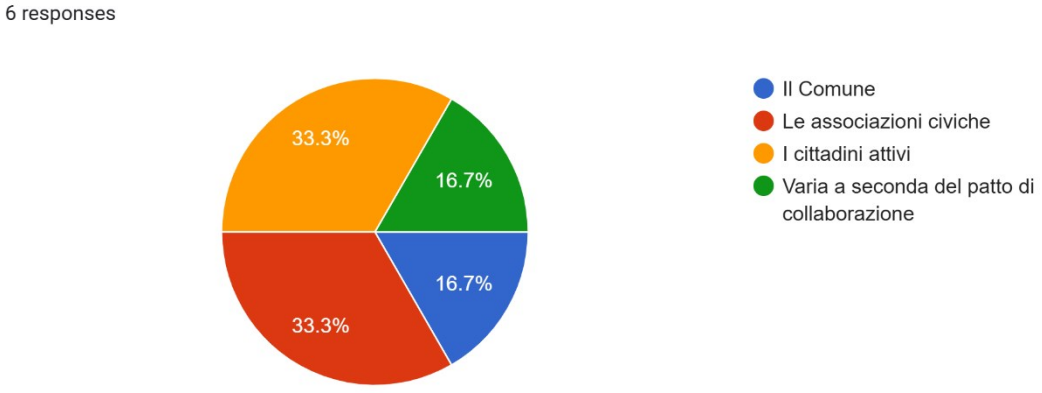
5- At what stage of the collaboration process do you start to participate?



6- After becoming involved, up to which of the following stages does your organization typically continue to participate?

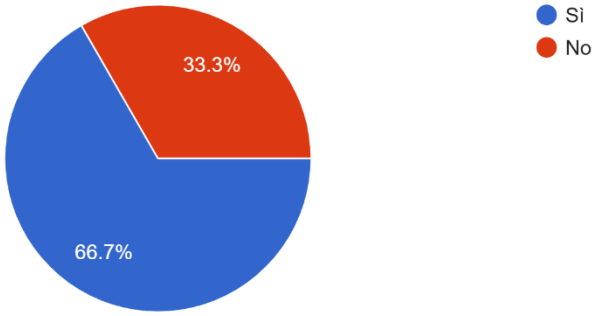


7- In your experience, who usually initiates a new collaboration agreement?



8- Have you ever initiated or contributed to the initiation of a collaboration agreement?

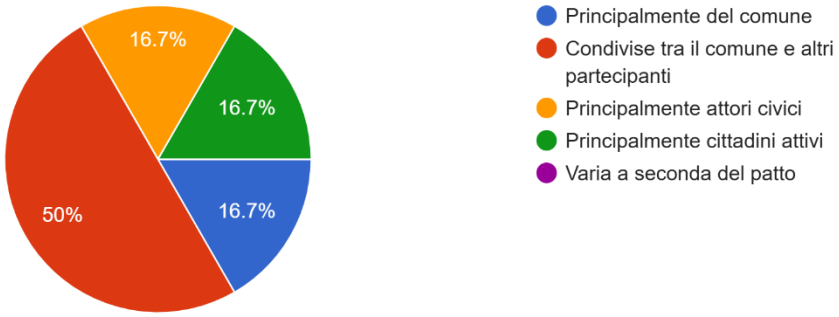
6 responses



9- How are tasks divided between the Municipality, civic actors and citizens active in collaboration agreements?

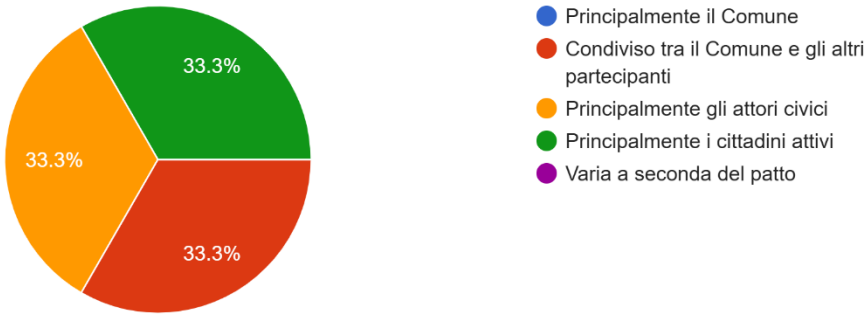
Definition of the objectives of the collaboration agreement

6 responses



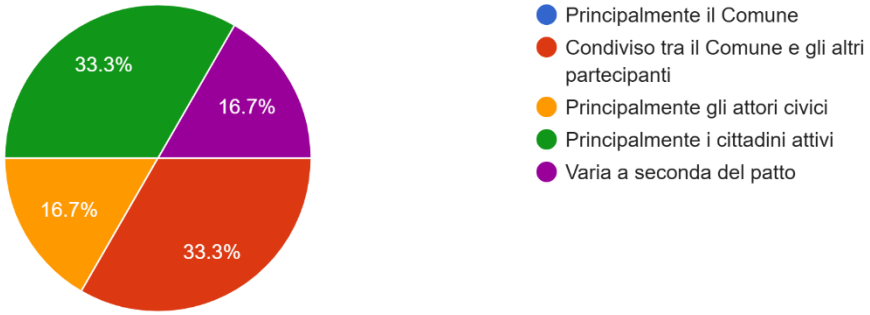
Activity planning

6 responses



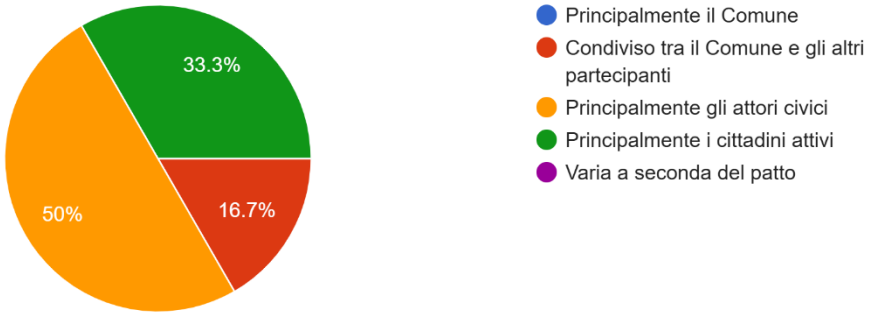
Changes during implementation

6 responses



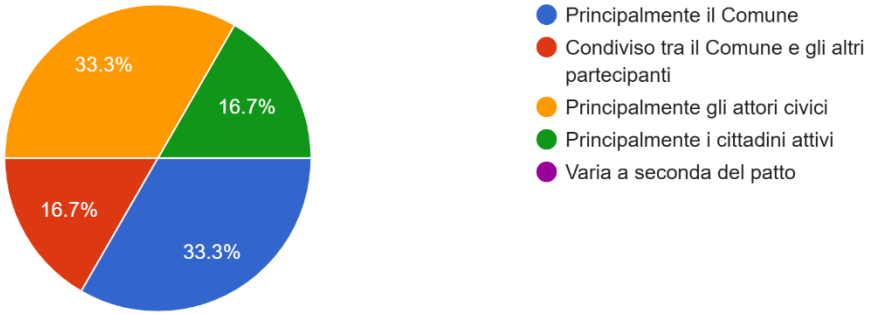
Carrying out activities

6 responses



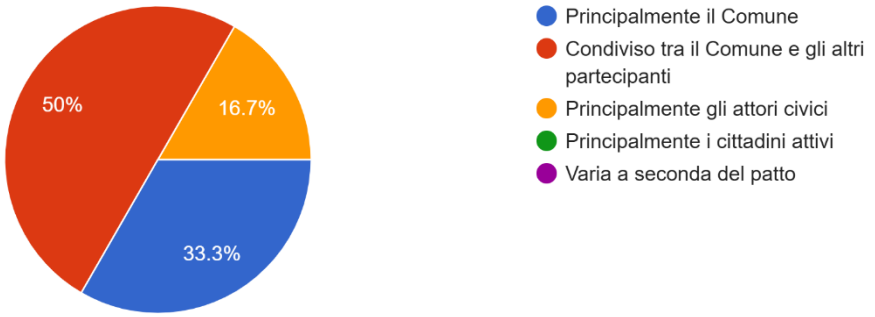
Coordination of participants

6 responses



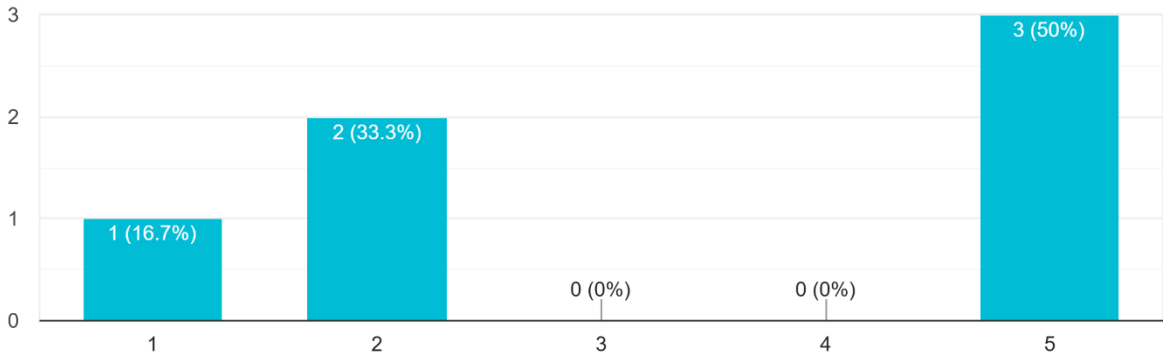
Monitoring and evaluation of activities

6 responses



10- How clearly are the roles and responsibilities of the Municipality, civic stakeholders, and active citizens defined in collaboration pacts?

6 responses



Could you briefly explain your answer?

It is not always clear who is responsible for the planning part and who is responsible for the execution part of the agreement.

It depends on the agreement you're involved in. In one, the lead partner is very clear, being a highly organized entity in the local area: this entity ensures a very clear definition of roles. In another, where the objectives are less clear or simply more general, the definition of roles isn't very clear either, as the entire process still needs to be completed together. The risk is that this approach will weaken the focus on mutual recognition somewhat.

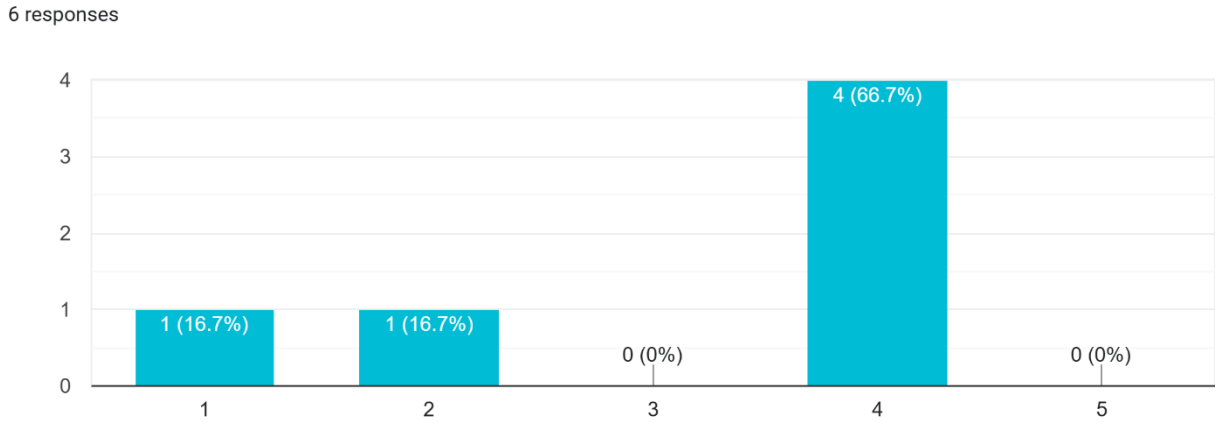
The roles of the Municipality and the organizations managing the project are clearly defined, while the role of individual active citizens is less formalized and can vary depending on the activity.

Maintenance of green areas

The agreement signed in 2026 in Chieri, compared to the one signed nine years earlier with the city of Turin, is crystal clear in every respect. Managing a common good is like taking on a contract to manage something, but for free.

The agreement defines the rules and who is responsible for what.

11- Are your ideas taken into account in the decision-making processes relating to collaboration pacts?



Could you briefly explain your answer?

We hold monthly meetings with participating associations and active citizens where we propose events/activities/projects, always keeping in mind the final objectives of the pact. At these meetings, everyone makes proposals, and they are generally all evaluated by mutual agreement.

I represent a parish organization, and my experience is that a parish's presence in a pact guarantees influence with institutions, given their significant role in the social fabric. However, sometimes a parish risks being perceived as overshadowing others. Furthermore, collaboration agreements go hand in hand with funding. In these cases, being part of a network guarantees a score in evaluations: but this network is often not real, but merely a facade and instrumental in achieving the objective.

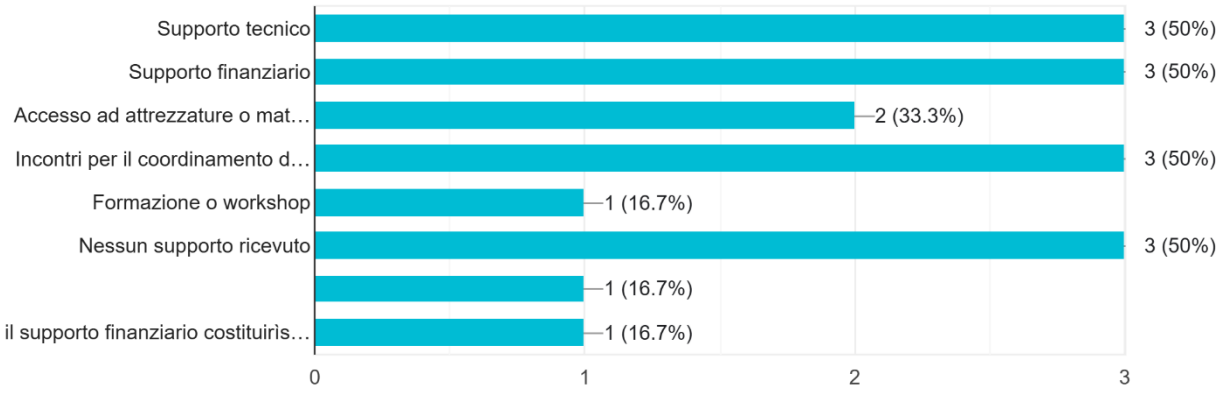
I can share ideas and suggestions through the activities and organizations involved, but formal decisions are made primarily by the Municipality and the organizations managing the project.

Municipal officials are very willing to adapt the agreement based on the availability offered by the active citizen.

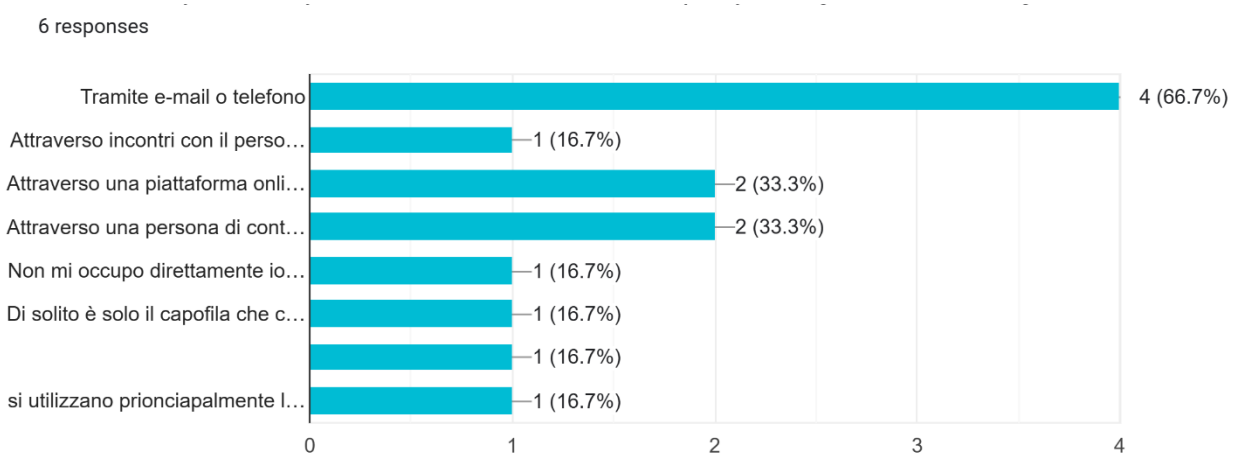
some proposals subject to co-planning do not see the light of day due to the costs to be sustained unless resources are found through a call for tenders or sponsors, provided that the agreement allows it.

12- What type of support does the Municipality usually provide to your organization in collaboration pacts?

6 responses



13- How do you usually communicate with the Municipality during collaboration pacts?



15- Based on your experience as an active citizen, what opportunities and challenges emerge during the practical implementation of collaboration pacts?

Opportunity

Aggregation among residents, knowledge of the area and networking with other entities, use of otherwise unused spaces

Create moments of sharing and shared responsibility from the bottom up. Respond more directly to local issues. Collaborate, without necessarily having to do "more."

The collaboration creates more cultural activities and strengthens bonds between residents, local associations, schools, and other organizations.

The ability to care for a common good with a higher level of quality than public resources alone could guarantee.

The opportunity is to be able to try to maintain a higher quality level than what public resources could guarantee in order to trigger a virtuous circle.

Agreements, if managed well, are a great opportunity for change.

Challenges

A first challenge is to avoid exploiting a collaboration agreement for political and ideological ends. Therefore, one issue is transparency. Another is figuring out how to broaden citizen participation beyond established associations.

Individual citizens have fewer formal opportunities to participate in planning and decision-making processes than the municipality and the organizations managing the project. Their involvement therefore often depends on informal channels and specific activities.

Engage and raise awareness among a greater number of citizens, going beyond simple contributions through the payment of local taxes and duties.

the biggest challenge is to involve and raise awareness among other citizens directly, rather than simply contributing through the payment of local taxes and duties

Agreements are an interesting method for applying the horizontal subsidiarity envisaged by Article 118 of the Constitution. They care for a portion of the territory that belongs to everyone by participating directly in this activity on an equal footing with the public administration, deciding with administrators the most appropriate choices to make to improve the quality of life and the environment.

16- Did you feel like you had a real influence on decisions and, in your opinion, what changed as a result of the collaboration agreement?

The spaces have already visually improved, but the actual involvement of residents remains to be seen.

I don't feel like I had much influence on the decision-making processes, nor did I have much influence on the clarification of my and our vision of the issues. However, I can say that I have seen the collaboration between the parties grow as a tangible result of these agreements.

I was able to contribute ideas primarily through informal activities and exchanges, but I didn't have the same formal role in the decision-making processes of the Municipality or the organizations managing the project. The collaboration increased cultural activities and strengthened ties between the Center, local associations, schools, and the community.

Yes

Yes

We managed to transform a degraded and unwelcoming space into one of the most interesting and attractive places in the neighborhood: green flowerbeds instead of scorched earth, colorful benches, cultural entertainment and musical events, a cinema in the square, bike racks and a Toret to cool off from the summer heat.

Your experiences are very valuable to this research. You can leave any additional comments or suggestions here.

The Collaboration Agreement is a tool. Naturally, those who use it determine it. Sometimes this is done within the framework of a politically apolitical stance; other times, it can become a tool for further, disguised, partisan political and ideological action. Collaboration agreements are only a first step toward implementing actions that also require funding: this raises the question of who the true beneficiaries of the funds will be.

The presence of individuals with experience in the institutional world, and in particular in municipal mechanisms, is very important: social life moves faster than municipalities.

To ensure that results are achieved in terms of social involvement, civic awareness, and greater respect for the common good, it is essential to communicate and inform the users of public goods.