



POLITECNICO
DI TORINO

Honors thesis

Course of
Urban and Regional Planning

Strategic planning for Metropolitan Turin
*From institutional reform to a new territorial and spatial strategy for the
Metropolitan City and the Metropolitan Area of Turin*

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(17/12/2014)

Abstract

The national law that currently governs urbanism and planning in Italy is still Law 1150 from 1942. Since then there have been attempts to change urban planning, to overcome a model too rigid and strongly hierarchical, rather utopian, given the lack of an overall redesign of the institutional framework. The establishment of the regions in 1970-75 could be one of the first steps of change. With Article 117 of the Constitution, amended in 2001, introducing the concept of matter competitor, some functions have become the responsibility of both the State and the Regions. This is the case of urbanism, in which the regions legislate on the subject, according to what is defined at the national level, on fundamental principles. With this in mind, the regions have started to experience the change through the development of their own instruments, but this has never accompanied a drafting of the general principles of the State to address the territorial government.

The research I have done, has as its object of study "Strategic planning of the Turin Metropolitan City and Area - *From a strategy for institutional reorganization and new spatial planning for the Metropolitan City of Turin*". This is based on the new institutional redesign of territorial autonomies, particularly focusing on the establishment of metropolitan cities, according to legal order and territorial vast area Planning.

Based on the current legislative framework, this thesis studies the case of the Metropolitan City of Turin and the new instruments of Strategic Planning.

In short, the aim of this thesis is to identify a vision for strategic development at the metropolitan scale: what consequences resulted in the reform process on the national territory of the Province of Turin; as the Metropolitan City of Turin must organize their territory to better respond to this innovative process; the division into Homogeneous Zones and new planning tools necessary for the government of the territory following the forceful entry of the Reformation "Delrio" in 2014; the specific case of the AMT and the new governance plan; the advantages of the new instruments at different levels (local and supra local) of the government, management and evaluation of the process of territorial and socio-economic development.

The Metropolitan City of Turin, as "City of Cities" and, as suggested by this thesis, as the "Territory of Territories" is based on a strategic vision, built from the aggregation and integration among the vocations of the area and those of the Metropolitan City. The goal is to create a poly centric system for territorial and socio-economic development. The priority of the CM, structured this way, is to bring together the territories into a single Strategy, as a synthesis inclusive of their specializations. With the slogan "Mending relationship between cities and territories" is intended to emphasize the need to create a new identity of the CM-To., built thanks to the relationships and connections between poles, resources and specificities. In this framework the Homogeneous Zones must be able to perform a function of Systems of Systems: on the one hand they help strengthen the internal relations, on the other, their interaction represents the framework for the development of the new metropolitan arrangement.

The change of title V of the Constitution (Constitutional Law No. 3 of 2001), was the start of the reform process in the area of *government of the territory*, with the aim of enhancing

cooperation at different administrative levels, albeit with strong limitations due to the lack of fundamental lines of the territorial configuration of national competence. It is clear that the institutional reorganization must follow a technical reorganization, especially facilitating forms of participation and cooperation between agencies, and coordination between the instruments at different scales and at various institutional levels.

Among the elements of innovation is the introduction in the Constitution of the Metropolitan Cities, already provided for by law 142 from 1990 ("Order of local autonomy" - Chapter VI Metropolitan Areas, article 17-20). In 2011 law number 214, *Save Italy*, takes up the process of reform of the system of local governments, which is followed by Law 135 from 2012 (Urgent provisions for review of public spending by invariance of services), the so-called *Spending Review* providing for the reorganization of Provinces (article 17), the establishment of metropolitan cities (article 18) and the definition of the mode of operation of associated functions and communal services (article 19).

Despite the "blackout" time, with the declaration of state of illegality of certain articles of L.214/2011 and L.135 / 2012 and the non-enactment of Decree 188/2012 "Urgent provisions of the Province and Metropolitan City", the reform process resumed in 2013 with the design of the Constitution Act n.1543 (August 20, 2013) for the "Abolition of the Provinces" and bill n.1542 (December 21, 2013) – "Measures of Metropolitan Cities, Provinces, Unions and Mergers of Municipalities", the Delrio bill, which since April 7, 2014 became law, L.56 / 2014.

The Law Delrio (L.56/2014) focuses on three general objectives: development and growth through faster decision making and developing economies of scale; participation and involvement by moving the decision-making power to the community; improving the efficiency of the system with consequent savings.

Metropolitan cities are defined as "territorial bodies of the second level, the purpose of which is the strategic development of the metropolitan area, by planned and planning, coordination, promotion and integrated service management, infrastructure and communication networks of interest of the metropolitan city and care of institutional relations pertaining to the first level, including those at the European level." The territory of the new Metropolitan Cities coincides with that of the province of the same name, in which they operate new organs, the Mayor, the Council and the Metropolitan Conference and is regulated by the Statute, the instrument that stabilizes the fundamental organization of the institution.

Law 56/2014, in setting the basic functions for the new metropolitan cities, forces the drafting of new planning tools, leaving a certain degree of freedom to the Statutes to regulate the processes, methods and organization of the institution. The success of the reform will depend on how the vast and local planning of the territory responds to this change: a new model of autonomies divided into three levels, of which two electives of first degree, represented directly by the communities, Regions and Municipalities, and a third level for the vast area, intermediate, of second degree, for metropolitan governance.

The case of Piedmont, on the issues of planning, turns out to be quite significant and cutting-edge than many other Italian regions. This is demonstrated on the one hand by the experience of the Districts, for the Piedmont region has signified a good opportunity for change and innovation planning of those years, the other the Law Astengo (Lur 56/77), an example of legislation rather farsighted: born in 1977, it exceeds the simple concept of urbanism and extends its field of application to the "Protection and land use."

The proposals in legislative matters pertaining to the vast area (in particular the changes introduced by the bill 488/2007 and subsequent LR 1/2007), arrived to the regional law in force, the LR 3/2013 (and small changes introduced by LR17 / 2013). Among the new items, article 1bis introduces the themes of 'co-planning, participation and sustainability'. Other changes, including Article 2, which defines between subjects of territorial planning of the Region, the Provinces and, where established, the Metropolitan City, as assigned by the provisions relating to local authorities and municipalities or associative forms that act in the field of urban planning; Article 3 in reference to 'tools and planning levels' provide for the organization and discipline of land use, alongside the Territorial Plans for Provincial Coordination Plan (TPPC), the TPPC of the Metropolitan City, specified in article 5 'The aims and objectives of the instruments of spatial planning and landscape', where it is defined that the Coordination Plan, both Provincial and Metropolitan, is a tool that incorporates intermediate vocations on a local scale and manages the processes of transformation, bearing in mind the scale of the vast territory under its jurisdiction.

Despite the changes introduced with the latest changes of the LR3 / 2013, in terms of content, this continues to maintain the old structure of the levels of planning and does not intervene in the municipal scale (for which the prg is acknowledged as a planning instrument, con-formative property, according to the setting of the national urban Law L.1150 / 1942). The Law Delrio (L56 / 2014) seems to be a good response to the redesign of the current technical framework: adapting the Regional Law to national guidelines (by April 7, 2015), there might be an opportunity to revisit some of the themes of Planning and in particular the review of the local level, for which the main objective (the subject of discussion in the current technical-political debates) concerns the overcoming of the Municipal Development Plan (MDP). This logic supports the Bill of 'Basic principles of government land' from the National Institute of Urban Planning - NIUP Piedmont, which identifies the following breakdown of the instruments belonging to the local level: the Structural Plan, the Operating Plan and Urban Regulation. In particular, the structural component refers to the Eurosystem's entire territory, according to a perspective of long-term development. For this, the PS is an indefinite tool and is not configurative in the property.

The need to innovate planning tools and begin a process of reform of the territorial government becomes a top priority in the case of Piedmont, characterized by a high degree of heterogeneity and a large fragmentation of the territories. The Metropolitan City of Turin is the one with the highest number of municipalities, but with a fairly low population density and a highly uneven distribution of the population (the total population is around 2.3 million inhabitants, on a land area of 6,830 sq km). Of a total of 315 municipalities, a good 253 (the 80.32%), have a population of less than 5,000 inhabitants. The great challenge of the new Metropolitan City of Turin regards redefining the processes of policies in Governance. This phenomenon of territorial fragmentation helped to discourage cooperation and integration to a wide scale; it is further confirmation of the need to resort to strategic planning and, together with a new metropolitan tax, as the tools needed to this institutional level.

Even if the administrative boundaries remain those provincial boundaries to be rethought "functional".

The major problems found at the metropolitan level, regarding primarily the gap between Turin, the capital city and the rest of the territory, with a strong concentration of the role of

the primary pole with respect to external territories, which tend to be detached and often join in inter-communal forms for greater autonomy from the center. Plus the morphology which, besides being a great resource, is a further element of separation, which resulted in a polarization and isolation of non-metropolitan areas, especially those of small size and with a local administration too weak.

In response to these phenomena forms of supra local collaboration have begun, but mainly sectoral; the lack of a network system of inter-municipal policies of an entity at the strategic level and large scale capable of governing and managing territorial development. From an economic point of view emerged the lack of an integrated management, to strengthen the competitiveness of national and international scale, a delay in the promotion of economic development and innovation, the presence of numerous poles dismissed especially around the metropolitan Turin and the lack of attention to the productive sectors present (SMEs), and to the specific local features, in particular the agricultural sector and rural areas. These enablers, if enhanced, could form the local marketing, along with new centers of technological innovation, could represent a great opportunity to boost the economy and the growth of the territory. The potential lies in its "DNA" and the environmental riches, urban, economic, historical, cultural, infrastructure, services and functions to the existing relationships with other Italian cities (especially Milan and Genoa) and foreign (relations incentivized from the geographic location strength to enhance the role of the CM-To between European capitals).

The lack of a system of governance made of integrated and consistent policies, attentive to the specializations of the area, is the main problem to be solved to revive the Metropolitan City of Turin and to strengthen its role in national and European networks.

This binds the need to rethink the programming choices of tax; it is essential to a policy of tax cooperation of wide area and the reconstruction of the system of finance through a dialogue between local for the redistribution of functions and resources.

Homogeneous Zones may be the answer to these problems, through which the characters of heterogeneity will no longer fragmented elements, on the contrary, could represent potential opportunities for the creation of a system of "City of Cities" and, as suggested by the Thesis , a "Territory of Territories". The priority is to make sure that each area will become a de facto centrality and a growth engine for the entire Metropolitan City. Each Z.O. maintains its own peculiarities, fielding available resources and promote its values, scope for development, but at the same time as a function of a territorial and strategic design, which involves all the areas, according to a vision of scenery shared and consistent.

- Turin - the capital city of the Metropolitan City and the primary pole of the AMT
- Pinerolo
- Chivasso
- Susa
- Ciriè
- Rivarolo Canavese
- Ivrea
- Chivasso
- Chieri – Carmagnola



One of the Homogeneous Zones is the Turin conurbation. Before considering a new scenario, the geometry of the AMT has been considered, the 38 municipalities (including Turin, the capital city), as identified by the Strategic Turin, who has worked for the preparation of the First (2000), Second (2006) and Third Strategic Plan of the AMT (2014). The analysis of the territories of individual Homogeneous Zones, highlighted different elements of specialization, from which emerged two main themes, which are proposed in this thesis as 'strategies for metropolitan development': the Territorial Governance (Promoting the poly centric development of the territory ; strengthen cooperation and integration between the municipal policies; integration between policies for territorial and socio-economic development; increase the role of the Metropolitan City at European level; improve relations nationwide, particularly with Milan and Genoa, and international network of European capitals) and the territorial and socio-economic Development, which could be divided into two main goals, "environment and urban quality" (the preservation and enhancement of natural resources and the historical and cultural heritage and their connection; enhance the heterogeneity of landscape – integration of green areas, agricultural and urban landscapes and enhancement through the connection of multiple functions, rural, tourism, manufacturing, leisure, sports; connection of services and equipment; urban quality and quality of life, such as services, open spaces, greenery; improve accessibility, connections and usability – improving the infrastructure and public transport networks); "Economies and competitiveness" (attract investment and boost the present firms – keep companies settled; enhance and promote local specificities, to develop the industrial sector, agriculture and tourism; simplifying relations between administration and businesses; develop and encourage activities related tourism, human capital, technology, research and innovation).

Strategic and territorial, along with tax coordination, act as instruments to achieve these objectives, to promote and sustain over time metropolitan development.

The organization of the metropolitan area through the Homogeneous Zones, could represent a just representation not only of the city, but also and above all of the territories, in order to promote the convergence of individual vocations into a single strategic plan. The need to balance the relationship between the stronger and weaker ones, means being

able to recognize the resources, the specificity and potential of all places in a poly centric perspective, to build a strategic vision on a metropolitan scale. The contribution of Homogeneous Zones for territorial reorganization will be triggered from the promotion of the Unions of municipalities.

Another advantage of the Metropolitan City is the fact, as defined by law (L56 / 2014), it is an entity with its own financial autonomy. In this sense, the resources will be distributed between the territories according to the economic planning of a wide area, which will accompany the strategic and territorial planning. The equalization tools and forms of financial cooperation will be essential to operationalize the goals, after a careful evaluation and selection of projects of transformation actually "cantierabili", who can answer the Metropolitan Strategy in a medium to long term time span.

Strategic planning, in Italy, became mandatory by law, only since the adoption of the Law Delrio (L56 / 2014), which introduces the three-year Strategic Plan (revisable annually) through the tasks allotted to metropolitan cities.

In our country different experiences of Strategic Plans have been initiated, but it was always regarding governance plans, voluntary in nature.

After the first experiences of the first and second PS (the first in 2000 and second in 2006), the Third Strategic Plan of the Turin Metropolitan Area 'Turin Metropolis 2025', exceeds the Turin-centric size, to promote the development of the Metropolitan Area, like "City of Cities".

It is a voluntary instrument free of regulation at national level; however, it has the advantage of defining some targets of interest for the entire CM-To. In this case, the PS could be a good starting point to guide and steer policies inter communally building a strategy on a large scale.

In Europe, the scenario is different. The strategic planning processes have been started long before. In particular, the French experience is a good example of how the processes of reorganization of technical planning tools have been increasingly supported by institutional reforms. The central government has promoted and encouraged forms of inter-municipal cooperation, the intervention of the private sector, the introduction of new organs with specific metropolitan functions and new planning tools, including the Scot - Schéma de Cohérence Territoriale (especially the Scot Lyon 2030 is a significant example of how to organize and manage the structure of a territory at a large scale and direct its strategic development).

In Italy the reforms initiated in recent years represent an opportunity for a big change, technical and institutional; it is good to find a direction consistent with the needs and inclinations of the area, responding to the objectives and strategies identified.

The Delrio Reformation (L56/2014) introduces a dual distribution of planning tools of the Metropolitan City: the Strategic Plan and the Metropolitan Territorial Plan.

Regarding the fourth level of planning (municipal and inter-municipal), the thesis resumes the Proposal 'Law of Fundamentals of government land' of the INU, the division of planning tools at the local level (between the Structural Plan and Operational Plan) and suggests to attribute the the function for the structural component to Homogeneous Zones. The Strategic Plan and the Metropolitan Spatial Plan will represent in this way the synthesis and integration of the prospects identified in super local scale. The Structural Plan of the Homogeneous Zones should have the function to delineate the addresses of the development (in line with the strategies defined for the CM-To), summarizing the

vocations from the Territory. Therefore it follows the need to promote, within the Zone, the formation of unions of municipalities, which could develop a structural plan at an inter communal scale. The innovation of the planning instruments involves a new planning model, which could be called "convergent", according to a report of coherence and integration between strategic and territorial planning on a metropolitan scale and structural planning on a _ scale. It is about building a strategy according to a logic of dynamic and evolutionary processuality. Municipalities also would not lose sovereignty in urban development, as the operational component and regulatory function would remain at the local level (Municipal Operations Plan and the Urban-Building Code).

The model, as suggested, promotes subsidiarity and tries to strengthen relationships of coherence and cooperation between the instruments at different levels of planning.

Bearing in mind the provisions of Law 56/2014 for the Metropolitan City of Turin, this thesis attempts to hypothesize a possible future scenario, starting from the new order of Homogeneous Zones, to build the vision of development on a metropolitan scale. Strategic planning might be the solution to promote convergence between Area and Metropolitan City, starting from the new levers of change (recognized in the economic and productive sector, in the environmental quality and quality of life, and in the environmental and social and spacial solidarity) and factors of strategic development (identified in institutions and metropolitan governance in the territory and its specializations, in human capital). It is strongly related to two elements, in which the success of the one is determinant for the development of the other, according to a perspective of growth constant and continuous in time. Thinking about wide scale planning means being able to combine and integrate various forces, the institutional sphere, to that business and citizens, involving a larger number of public and private actors, technicians and politicians, academia and research. Another goal would be to promote the formation of new organs, as the Agencies for metropolitan development, with specific expertise in support and support for the organization, planning and management of strategic sectors of metropolitan importance (environment, major infrastructure and mobility, social and economic development).

The metropolitan system could leverage the resources of the institutional actors, human capital and the specialization of the territory. The scenario that lies ahead takes shape from competitiveness, promotion of local marketing, attraction of investments from outside and incentive from international export. To obtain these results, according to this thesis, the objectives of strategic planning should focus on: strengthening economic systems present, promoting innovation and research, supporting investment by making more attractive territory, increasing the presence of human capital and positioning itself at a good level in the European markets. Businesses will be supported by the new entity that will ensure greater involvement of private actors, through processes simpler, more flexible and consistent with land development, identifying those that are the most competitive sectors, which represent the territorial brand and they are, above all, readily realizable.

Another central theme, identified among the strategic factors, is of major infrastructure.

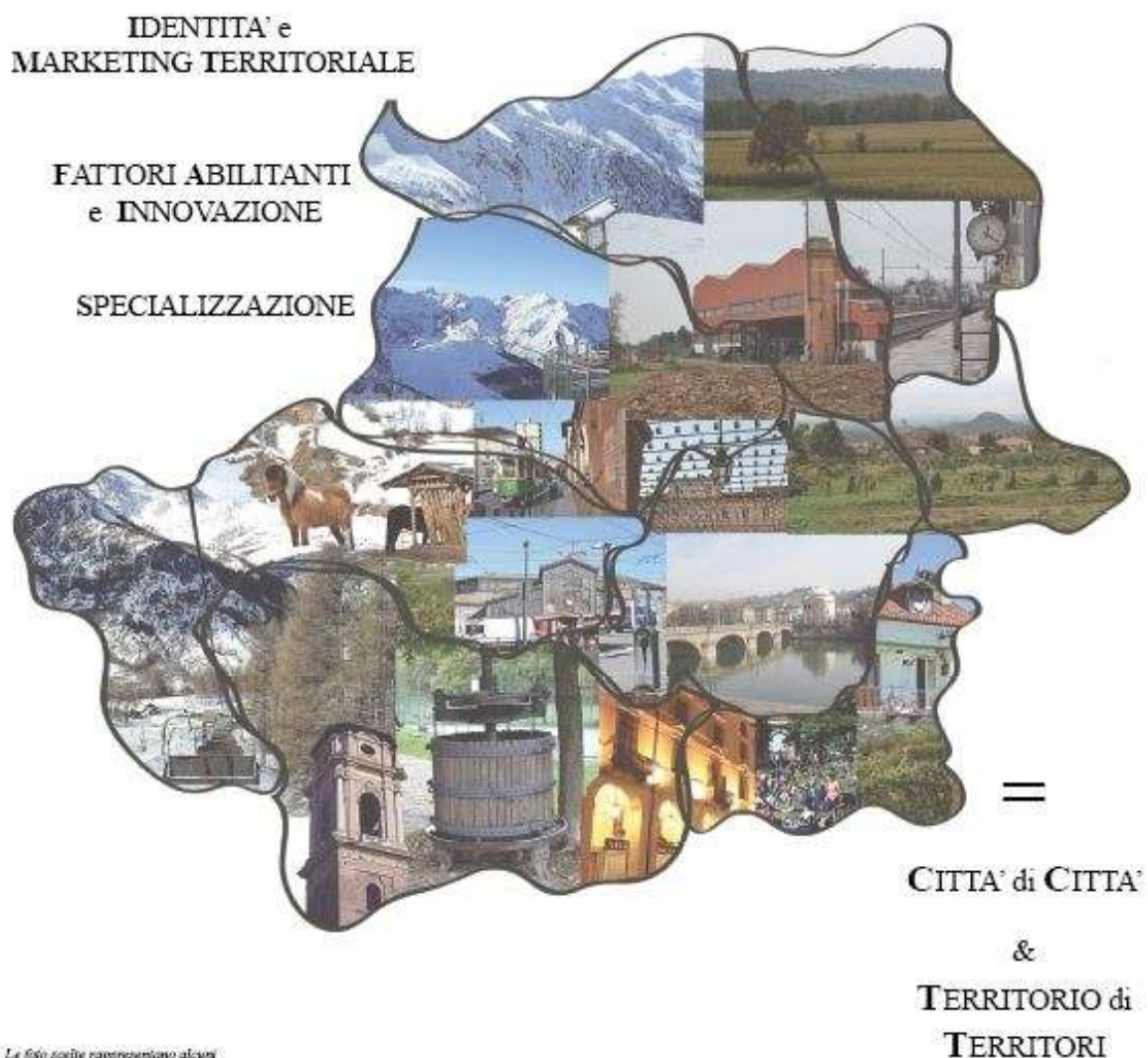
These are the primary guidelines for connection and accessibility, which reinforce the poly centric system and tie the resources and skills of the territories.

In conclusion, this thesis considers it essential to cross the enablers, the new routes of innovative development, with policies sustainable territorially, environmentally and socially, along with the mobilization of forces and public and private resources. The start of this process may start from two main directions: repair relations between cities and territories

and build a strategic metropolitan vision. It means focusing on the Homogeneous Zones headquarters to develop systems of systems, built thanks to the integration between territorial polarity and specificity, which trigger a dynamic process, based on the convergence of the vocations of the same areas, in particular between City and metropolitan Area. The answer to these objectives lies in the networking of strategic and structural elements of the territory in question:

polycentric, green infrastructure, mobility accessibility and economy; four interconnected systems, identified as the main pillars of development.

The desirable outcome for the CM-To, as suggested by this thesis, is to define the Metropolitan Strategy through processes that converge in the strategic and structural contributions of Homogeneous Zones, to better respond to the specificities of the metropolitan area as "City to Cities" and as "Territory of Territories".



*Le foto scelte rappresentano alcuni
elementi di specializzazione del territorio
metropolitano:
le ricchezze naturali come la montagna, il
fiame, il paesaggio verde e agricolo, i parchi;
le attività produttive, turistiche, commerciali,
culturali e ricreative;
il sistema insediativo e le bellezze storiche presenti.*

I luoghi fotografati sono: montagna di Prato, Bolognina e Zibonico;
città di Sesto (Santo Pietro, mercato di Ponte Palazzo), architettura urbana, fiamme del Valdelsa;
paesaggio alle sorgenti / rimbombi, standalgrigno, paesaggio agricolo coltore della Città di Sesto, acque di Sesto.

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