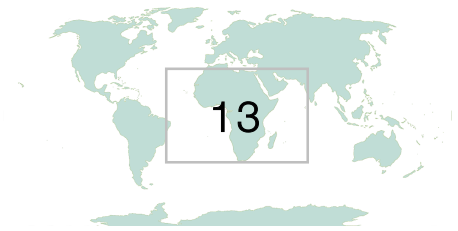


## IN-Between Metropolitan strategies Programme Interview#13 | Turin, France



Within the context of the activities of the Community of Competence on Metropolisation<sup>1</sup>, INTA and Deltametropool Association joined forces to design the programme In-between Metropolitan Strategies pursuing earlier discussions and exchanges on metropolitan strategies ongoing in a worldwide spectrum.

During the first phase, a series of interviews have been realised to several metropolitan cases covering various themes: the scale of the metropolitan area, the governance and cooperation, new forms of urbanity and metropolitan environments, the innovative economical sectors within the metropolitan area and how to develop the metropolis sustainability.

### **Greater Turin, an "unconscious" metropolitan area ?**

Interview with Carlo Spinelli, in charge of external relations and communication and Paolo Antonelli, responsible for projects coordination, Urban Center Metropolitan Association

#### **1. The metropolitan area**

*How extensive is the metropolitan area and how are the metropolitan values and identity formed for this the area? What makes your metropolitan area internationally attractive?*

From a morphological point of view, the metropolitan area is already there, touchable and consistent [... not just the plain, but the Alps and the hills, the river basins which are connected to the major trends of urban development dating from the Baroque period (XVII-XVIII sec)]. With a territorial extension of about 135,000 hectares, the metropolitan area is divided into 53 municipalities with a population of 1,650,000 people (2001 ISTAT data<sup>2</sup>)

We can speak about a long-term metropolitan vision, drawn up even before the development of the industrial city, and dating back from the Baroque period, which defined the major urban axis.

#### **What are the limits? Who are the partners?**

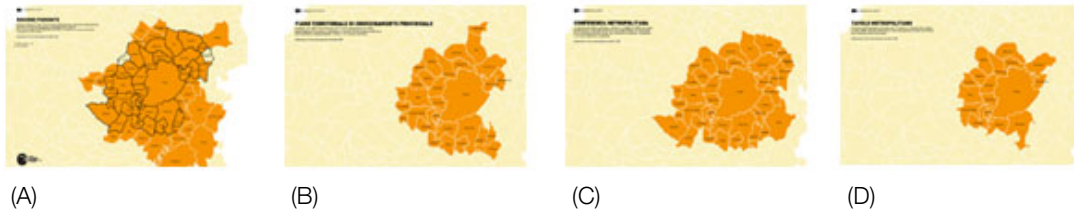
Of course, the current metropolitan area has a variable geometry defining itself by the conglomeration of different municipalities and existing structures of cooperation. To give some examples, the perimeter of the Greater Turin can be mixed up with the regional boundary (A), or represented by the limits defined by the PTCP - territorial coordination plan (B) or the province of Turin (16 towns), or the metropolitan Conference (C), 38 towns (active from 2000 to 2004 as a place of exchange between local authorities), later replaced by the metropolitan "roundtable" (D), 17 municipalities (since 2008). Or even by the Agency for metropolitan mobility, or the green belt project or by the aggregation of integrated territorial plans (ITP), extending to larger schemes such as the Susa Valley corridor.

<sup>1</sup> <http://www.inta-aijn.org/en/communities-of-competence/metropolisation/metropolisation-home>

<sup>2</sup> The National Institute for Statistics (*Istat*) is the main supplier of official statistical information in Italy.

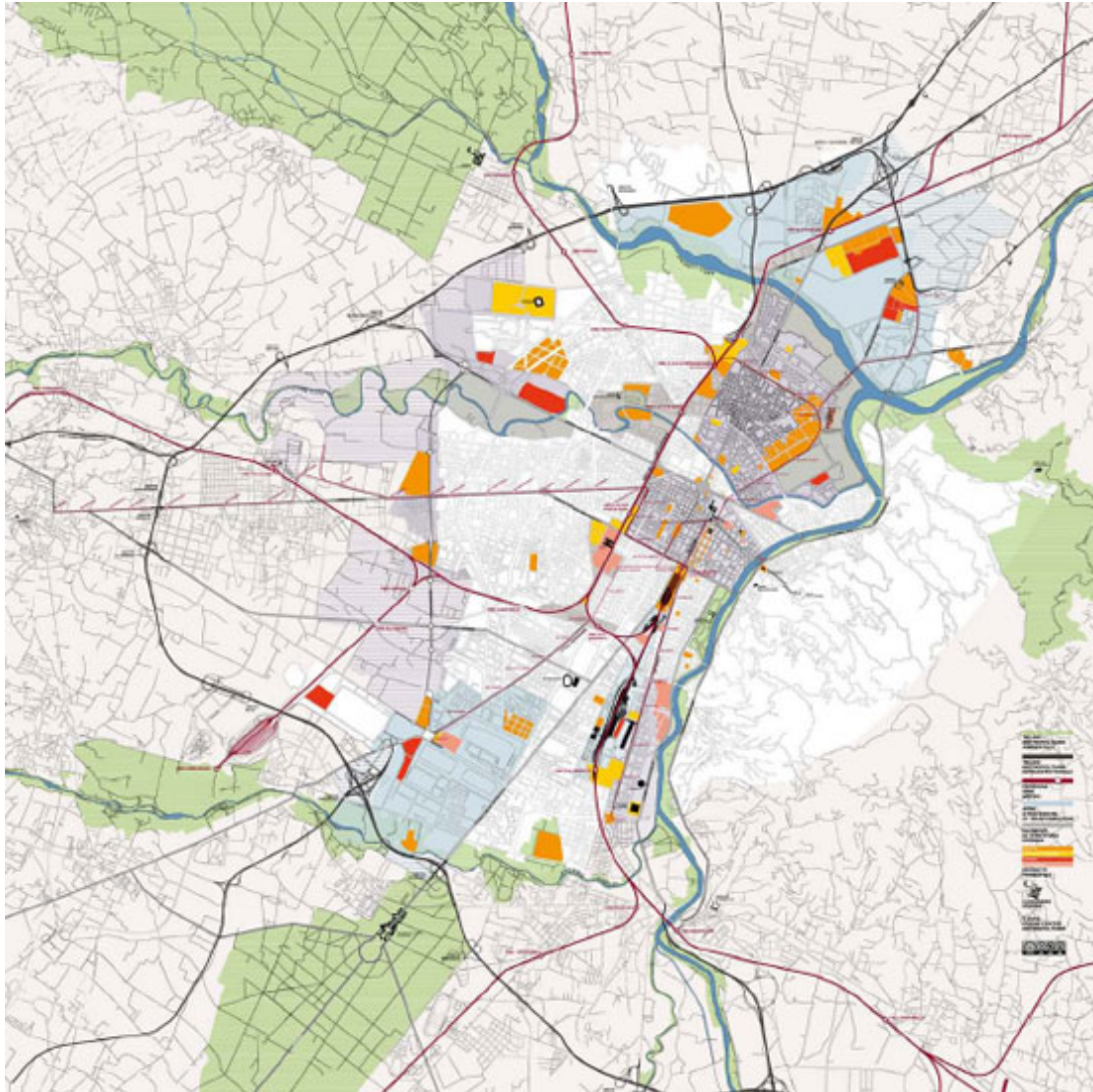
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Examples of variable geometries defining the metropolitan boundaries according to existing structures of cooperation between different municipalities

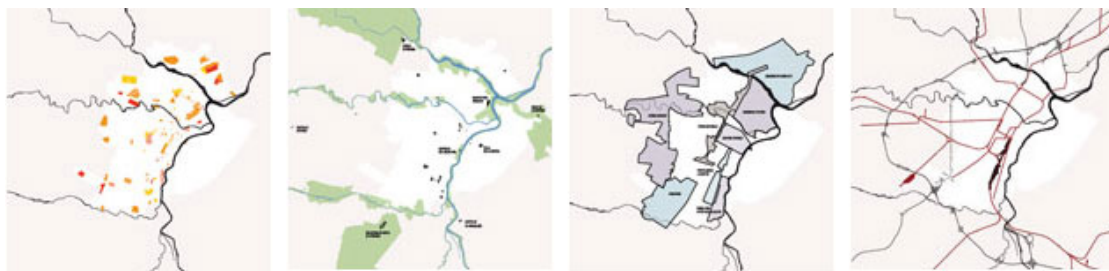


A reference system with unsettled geometry is under construction at the heart of the recently invigorated debate, whose boundaries are not defined and which is made by environmental infrastructure, large urban facilities, as described in the map of metropolitan strategies developed by the metropolitan urban center.

The issue of borders and boundaries of the metropolitan area, however becomes central when we move to the operational phase where the perimeter has to be definitely static.



*Metropolitan strategies map made by the Turin metropolitan urban centre*



*strategic areas*

*environmental elements*

*key projects areas*

*infrastructural frames*

Here we give some examples of the difficulty of thinking the administrative boundaries of such a metropolitan area: the city of Chieri is geographically beyond the hill (so not quite "naturally" involved in the metropolitan area) but it is still fully seated in the metropolitan system of Turin through the railway line. On the other hand, the city of Chieri is also facing the plain of Asti (South-west of Turin). Shall we consider Chieri in or outside the administrative boundaries of the metropolitan area? For their side, the towns of Moncalieri and Nichelino, located in the South of Turin, have no obvious morphological barriers separating them from Turin and are more naturally integrated as part of the metropolitan area under construction.

**A metropolitan representation is a must/ is needed**

It is necessary first of all to be aware, able to build a self awareness, a narrative that allows anyone, urban professionals or not, to understand that we live a 2million people territory and not 900,000. Awareness that also allows telling about oneself outside, nationally and internationally. It is a matter of critical mass.

When the parochially minded attitude disappears, each municipality included in the metropolitan area should have its own identity while being part of the Greater Turin.

In a metropolitan area manageable and not too wide, the city of Turin, at the administrative level, should simply merge with the various municipalities [... Grugliasco, Moncalieri, Collegno, which are small towns with a population comparable to a neighbourhood of Turin (between 10,000 and 50,000 inhabitants).

In a metropolitan context, the relations between periphery and center also change. The disruption will be when the inhabitants of Nichelino will use the expression "going for a ride in town", referring to the central square of Turin, Piazza Castello ...

**In terms of use, the area is quite/fully metropolitan**

The main urban services, such as SMAT (water management), GTT (Turin Transport Group), are well distributed throughout the metropolitan area. The Polytechnic has a branch at Mirafiori (Southern District of Turin). Also in the field of education, some of the activities of the Higher Physical Education Institute has been moved to Leini, a city very close to Turin and northwards located.

The territory is already used throughout its metropolitan dimension. But we can not say the same for territorial policies which are too much depending on a local management. One example is the lack of cooperation between the municipalities of Turin and Settimo. Both share a former industrial land of about 3 million square meters completely abandoned. Both municipalities have planned great transformation projects of 1 million m<sup>2</sup> each divided by a road!

Just imagine a collaboration between municipalities in building a shared vision of territorial transformation at the metropolitan level seems premature (although in recent times this matter is central again in the debates).

"Let's say that the process of construction of the metropolitan area of Turin is an inevitable process. The unknown variable is how long it will take. "

Compared to one year ago, today there are a lot of expectations regarding the questions: "What's next? What do we do? ". The theme of the metropolitan construction is again at the center of the debate: the academic world began to discuss on the subject, the national policy has placed it again on the agenda [...] "Measures taken by the Government of Prime Minister Monti on administrative restructuring and territorial government have relighted again the "interest of an institution, that of the metropolis, which has, since the early ninety, ups and downs, but never achieved full implementation [...].

If it remains only an illusion, it is too early to say.

## 2. Governance & Cooperation

*Is there a form of metropolitan strategy in place and what fields of policy does it entail? Which stakeholders are involved and what is their role and responsibility in this metropolitan strategy? How are the different territorial levels associated to the metropolitan governance? And how is the cooperation of different territorial levels maintained in the planning process that is increasingly subject to a rapid changing economic, social and technological environment?*

To understand what happens in Turin, we must first introduce the Italian situation. "Metropolitan areas are administrative and territorial entities designed with the aim of coordinating services and the management of municipalities belonging to highly urbanized areas [...] The first regulatory intervention dates back to 1990 with the Law 142 [...] Ten years later, metropolitan areas have been constitutionally recognised, but none of them has been identified [...] The reform of Title V of the Italian Constitution (L.Cost.3.2001) has indeed introduced such organizations among the constituent elements of the Republic [...] as real local authorities complementary to the existing ones (municipalities, provinces and regions)."

The year 2009 saw the adoption of specific legislation (decrees) that led to the creation on "voluntary basis" of the metropolises of Bari, Bologna, Florence, Milan, Naples, Turin, Venice and Reggio Calabria.

The government of Prime Minister Monti (2012) was concluded by repealing the previous regulations and foreseeing, among others:

- > The mandatory implementation (rather than optional) for metropolitan areas in the provinces of Rome, Turin, Milan, Venice, Genoa, Bologna, Florence, Naples, Reggio Calabria before January 2014
- > The creation of metropolitan institutions (the Metropolitan Council, the Metropolitan Mayor)
- > The main functions of the new local authority: land use planning, infrastructure networks, coordinated management of public services, mobility, coordination of economic and social development.

With the reform of the Prime Minister Monti (2012) the actors involved in the construction of the Metropolitan project had one year time to work out the Metropolitan Statutes.

On these basis, Turin, on October 26, 2012, began the first formal statutory step towards the construction of the metropolitan area, that was the meeting of the Metropolitan Conference with the task of drafting and approving the statutes before October 31st, 2013. Joined the meeting, the mayor of Turin, the secretary general of the city, the president of the region, the general secretary of the province, while seated in the room there were all the mayors of the province. "A moment of sharing that, in our opinion, run out the citizens' participation " says together Carlo Spinelli and Paolo Antonelli.

In Turin, an element that should certainly boost the beginning of the definitive setting of the metropolis will be the resources reduction and the creation of services networks in order to meet the urgent need of reorganization. A second aspect, which should be encouraged by the central government (metropolitan government when it will be implemented) is the consolidation of the management of the financial balance sheet that would facilitate (albeit forced), cooperation between different municipalities.

### **3. New forms of urbanity and metropolitan environments**

*What are the key development projects (flagships, major infrastructure, social or cultural equipment, etc.) and programs (information, incentives, investments), of your metropolitan strategy? How is the dialogue carried between the specific ambitions of local key projects and the ambition of the metropolitan territory?*

The map of the strategic urban transformations is a tool (Map) that the metropolitan urban center uses to represent flag projects, under construction or foreseen and that "could be extended to a larger metropolitan area," including proposals for housing, environment and infrastructures, in order to develop a useful support to the discussion. Starting from its contents and its implementation and progressive integration, the map could become a tool to begin a discussion within the city of Turin, but also with other municipalities in the metropolitan area.

Speaking of the relationship between urban development plans and infrastructural projects, a central theme is the Metropolitan Railway system. Mobility can actually become a strong reference system for a possible evolution of the metropolitan area. The idea is to have a transport system that runs through the city and the neighbouring towns and becoming the lens through which to set priority hierarchies at the metropolitan level.

The system of underground railway is an ambitious project, which contributes to an important process of transformation and modernization of the city, in terms of urban planning and transport facilities (including, among others, to reduce pollution with a modal shift from cars to local trains). Moreover it is the backbone of public mobility at the metropolitan level.

The project "Bypass (Passante)" is a work of infrastructural upgrading, through a joint effort of the City of Turin, and the company of the Italian Railways (Ferrovie dello Stato), to achieve the project of the Metropolitan Railway System. From an urban planning point of view, the "Passante" allowed the creation of green spaces and parks, reinvented large urban areas, which has also reduced traffic jams and, more importantly, linked parts of the city before pulled apart: through the roofing of the railway tracks over a length of 12 km in total, about 7 km railway tunnel brought together neighbourhoods that used to be divided since the beginning of the century.

On the ground of the "Passante" the urban plan has invented a "central route", the "backbone" of the city development, a real axis along which the major urban renewal projects are located gradually defining the new image of Turin. The so-called "urban cut / axis = 1, 2, 3 and 4" are a series of important urban transformations - the Materferro between Corso Rosselli and Via Rivalta (Spina 1), the expansion of the Politecnico di Torino (Technical School for Engineers), the OBR, industrial buildings (formerly avanguardist center for locomotives repairing and railroad cars) turned into an exhibition space to accommodate a cultural and recreational center for historical memory, and the Mario Bellini library (Spina 2), the Technology Park and reuse of large steel complex along the river Dora (Spina 3), housing programs created on the old factories wasteland (spina 4). The central axis (Spina Centrale) has become today a major avenue that runs through the other four, replacing the urban railway, which used to cut the city in two.

Outside the municipal territory a series of other projects are complementing and giving substance to the metropolitan character of the area of Turin.

To be added here all the infrastructural interventions (sports centers and facilities) located in the city of Turin but also in the Susa Valley and the new residential blocks to accommodate the Olympic village located in Lingotto neighbourhood, (Torino South district), and last but not least, the first line of the subway. All these projects, starting from the Winter Olympics Games in 2006, contributed to the urban renewal of the city of Turin and to lay the foundations of the metropolitan dimension.

#### **4. Innovative economical sectors**

*Is the regional level competitive enough in a globalized economic and innovation-led clusters system and does it remove the obstacle of the vertical organisation of public policy?*

Turin seeks to strengthen the presence of headquarters of a number of global companies that would be based in the metropolitan area, not only for financial and strategic reasons, but also in order to attract research and development. This is what happens especially with Pirelli and Lavazza firms. The first located with a new pilot plant in Settimo Torinese while the second that just ended to install the new business center in Barriera Milano (a neighbourhood in the North of Turin).

Turin has also some areas of international excellence in medical studies. In this area, the quality of academic education becomes an element of strong attraction. In the case of Turin certain urban projects are already moving in this direction, as the new Luigi Einaudi and the design center of Mirafiori (a neighbourhood in the South of Turin).