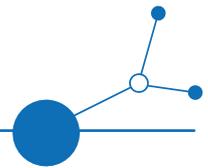




# ACTION PLAN OF THE METROPOLITAN CITY OF TURIN



Version 2  
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## Executive Summary

The Action Plan of the Metropolitan City of Turin, developed within the Interreg Central Europe MECOG-CE project, aims to reinforce metropolitan cooperation and governance through **two actions** that respond to key institutional and territorial needs. The first action proposes the development of a **digital participation platform**, building on the experience of a stakeholder questionnaire piloted in MECOG-CE and inspired by Brno's "Questionnaire among Mayors". The platform is conceived as a cross-cutting institutional tool available to all departments and services of the Metropolitan City, enabling the structured collection of contributions, observations, ideas and proposals from municipalities, stakeholders and citizens, supporting the revision and updating of the 2024-2026 Metropolitan Strategic Plan as well as serving as a channel for collecting requests and inputs that activate internal procedures and services (such as technical assistance to municipalities or centralized procurement). The second action concerns the creation of **intermunicipal spatial planning offices at the level of homogeneous zones**, supported by the Metropolitan City of Turin, to promote coordinated spatial planning, particularly benefiting smaller municipalities with limited technical capacity. Together, these actions enable structured collaboration, encourage stakeholder engagement across the metropolitan area and promote better metropolitan cooperation and greater cohesion. The Action Plan also contributes to the achievement of the 2024-2026 MSP by strengthening the planning and governance infrastructure needed to deliver on the MSP's goals.

## A. Introduction

The Action Plan of the Metropolitan City of Turin, developed in the framework of the Interreg Central Europe MECOG-CE project, is conceived as a concrete contribution to the strengthening of **metropolitan cooperation and governance** in a complex and highly fragmented territory. The metropolitan area comprises 312 municipalities, ranging from the central city of Turin to small and peripheral communities, with very different capacities and needs. In this context, enhancing cooperation requires both new tools and new institutional arrangements capable of supporting shared decision-making, territorial coordination and the effective implementation of strategic and spatial policies.

The Plan is aligned with the vision of the Metropolitan City of Turin as a **polycentric, sustainable and cohesive system**, as articulated in the 2024-2026 Metropolitan Strategic Plan and in the emerging framework of the Metropolitan General Spatial Plan (PTGM). It seeks to respond to the challenges of administrative fragmentation, uneven technical capacity and the need for stronger interinstitutional collaboration and improved participation of metropolitan stakeholders in decision-making by introducing two

complementary actions: a **digital participation platform** (Action 1) and **intermunicipal spatial planning offices** for homogeneous zones (Action 2).

### **Action 1 - Developing a Digital Participation Platform to Strengthen Metropolitan Cooperation and Governance**

Action 1 stems from the experience gained through the MECOG-CE pilot action on a stakeholder questionnaire. In that context, the Metropolitan City of Turin co-designed and administered a recurring survey, inspired by the City of Brno's "Questionnaire among Mayors", to collect feedback from metropolitan stakeholders on the implementation and evolution of the Metropolitan Strategic Plan. The questionnaire was embedded in the governance architecture of the MSP, supporting both internal coordination and external engagement.

Building on this experience, Action 1 proposes the development of a **digital participation platform** as a more ambitious and versatile governance instrument. The platform is intended as a cross-cutting, institutional tool available to all departments and services of the Metropolitan City. It will enable the **structured collection of contributions, observations, ideas and proposals** from municipalities, stakeholders and citizens, support the **revision and updating of the MSP** and serve as a channel for collecting requests and inputs that activate internal procedures and services (for example technical assistance to municipalities or centralized procurement).

### **Action 2 - Establishing Intermunicipal Spatial Planning Offices**

The second action addresses the fragmentation of spatial planning at the municipal level. It proposes the establishment of "**spatial planning offices**" for **homogeneous zones (HZs) or their sub-zones**, meaning **intermunicipal technical structures tasked with developing and implementing regulatory plans jointly, with the support of the Metropolitan City and the Piedmont Region**.

This action promotes better metropolitan governance by fostering greater consistency between local and metropolitan planning tools and a stronger alignment of local spatial plans with the (upcoming) General Metropolitan Spatial Plan (PTGM) and by promoting the establishment of institutionalized forms of cooperation across municipal boundaries.

Implementation depends on the revision of Regional Law No. 56/1977, which currently does not provide for the establishment of "spatial planning offices" at the level of Homogeneous Zones or their sub-zones. Such planning offices are envisioned as stable, cross-municipal hubs that enable co-design and greater policy coherence.

### **How the Action Plan aims to enhance metropolitan cooperation in the Metropolitan City of Turin**

Although they operate on different dimensions (digital participation and spatial planning), both actions share the same overarching goal: **to improve the capacity of the Metropolitan City of Turin and its municipalities to work together, share information and design effective policies**. Action 1 does so by creating a digital infrastructure for

participation, dialogue, feedback and transparency that can be activated across policy areas and services. Action 2 does so by promoting stable, technical cooperation structures at the scale of homogeneous zones, enabling joint planning and implementation of spatial policies.

Together, the actions contribute to:

- strengthening horizontal cooperation among municipalities and between municipalities and the Metropolitan City;
- improving vertical coordination between local, metropolitan and regional planning instruments;
- supporting more inclusive, transparent and data-informed decision-making processes.

The Action Plan has been developed through a combination of **comparative learning**, **pilot experimentation** and **co-design**. Within MECOG-CE, the Metropolitan City of Turin participated in the “Semi-structures and dialogues” study cluster, which provided inspiration and methodological guidance for both actions, especially through the exchange with Brno on stakeholder questionnaires and the reflection on flexible, semi-structured governance models at metropolitan scale.

The technical design of the actions draws on existing legal and planning frameworks (Law 56/2014, L.R. 56/1977, the Statute of the Metropolitan City, PTC2 and the preliminary PTGM), the experience of previous strategic planning cycles and internal analysis of needs and gaps in stakeholder engagement, digital tools and spatial coordination. The Strategic Planning Office, the Spatial and Urban Planning Department have collaborated with the European Programs and Projects Office of the Economic Development Department in defining the actions, with the aim of ensuring both **feasibility** and **institutional anchoring**.

This way, the Action Plan translates the lessons of MECOG-CE into a set of concrete, locally grounded initiatives that can support the long-term evolution of metropolitan governance in Turin.

# ACTION 1 - DEVELOPING A DIGITAL PARTICIPATION PLATFORM TO STRENGTHEN METROPOLITAN COOPERATION AND GOVERNANCE

## B. Needs assessment for Action 1

Effective metropolitan governance depends on the ability of metropolitan institutions to listen, adapt and respond to the evolving needs of their territories. In a metropolitan context marked by complexity and significant fragmentation (312 municipalities are found in the territory of the Metropolitan City of Turin), the ability to activate structured, recurring channels of communication with local governments and other stakeholders is essential to strengthening cooperation and legitimacy.

In this context, the Metropolitan City of Turin has designed and implemented a new governance tool through the MECOG-CE project: a **recurring questionnaire targeted at metropolitan stakeholders, aimed at supporting the planning, monitoring and updating of the three-year Metropolitan Strategic Plan (MSP)**. The tool was developed through the pilot action adapting the City of Brno's "Questionnaire among Mayors" to Turin's metropolitan reality, within the "Semi-structures and dialogues for the improvement of metropolitan cooperation" MECOG-CE study cluster.

### *The Good Practice from the City of Brno*

The "Questionnaire among mayors of the BMA" is a survey that the City of Brno administers every three years to the mayors of all 183 municipalities of the Brno Metropolitan Area to identify their opinions on metropolitan cooperation (on a material, cultural and institutional level) and on its enhancement and institutionalization. Through the survey metropolitan mayors are also given the opportunity to express to the City of Brno their needs and to manifest any issue they might be facing.

Unlike Brno's version, which was developed as a **voluntary initiative to explore needs and improve cooperation in a less institutionalized metropolitan setting**, the questionnaire that was co-designed by the Metropolitan City of Turin with the members of the mentioned study cluster is **designed to serve a formally assigned institutional function: the regular updating of the MSP, as mandated by national legislation (Law 56/2014)**. The survey is now embedded in the governance architecture of the Metropolitan City and is intended to support both internal coordination and external engagement over time.

The Action which this chapter focuses on intends to capitalize on the learnings that the Metropolitan City of Turin gathered thanks to the MECOG-CE project and to the pilot action that it carried out as part of the second Work Package, concerning the design and administration of a recurring questionnaire targeted at metropolitan stakeholders, aimed at supporting the planning, monitoring and updating of the MSP.

The tool developed through the pilot action intended to enable strategic planning functions to be performed by the Metropolitan City in a way that is responsive to change and grounded in the feedback and the insights coming from metropolitan stakeholders, with the ultimate goal of strengthening metropolitan cooperation and governance by promoting stakeholder ownership<sup>1</sup> on metropolitan strategic planning.

Action 1 represents an evolution of the tool that was developed thanks to the MECOG-CE project, as it concerns the **development of a digital participation platform as an institutional tool designed to collect structured input, feedback and proposals from across the metropolitan territory**. As such, it represents a more ambitious and versatile governance instrument. The platform will enable not just the administration of surveys (including the questionnaire that was the result of the Metropolitan City's MECOG-CE pilot action), but broader participatory processes and consultations.

## Needs Addressed by the Action

This action addresses a set of persistent gaps in how the Metropolitan City of Turin engages with its institutional and social stakeholders. One of the primary needs is the **lack of a stable and accessible digital tool for collecting structured input, proposals and observations from the territory**. While previous participatory processes linked to the Metropolitan Strategic Plan (MSP) have demonstrated the value of stakeholder engagement, they have often been limited to specific phases of the planning cycle, without mechanisms for continuity or real-time feedback. This limits both the responsiveness of strategic planning and the sense of ownership among municipalities and stakeholders.

Another critical need is the **inefficiency and fragmentation of communication channels between the Metropolitan City and external actors**. Requests, proposals and expressions of interest from the territory often arrive through uncoordinated formats, making it difficult to systematize inputs or activate internal processes in a timely and transparent manner. A centralized platform will enable more efficient interaction, allowing users not only to provide feedback on strategic priorities, but also to activate procedures such as technical assistance, access to shared services, or participation in collaborative initiatives. This contributes to stronger internal coordination and a more coherent relationship between the institution and its territory.

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<sup>1</sup> The level at which metropolitan stakeholders feel invested in the process and its outcome, by being able to contribute to shaping the plan.

The action also responds to a **broader demand for greater transparency, openness and accountability in metropolitan governance**. Stakeholders and citizens increasingly expect to be informed about the progress of strategic initiatives and to have access to tools for monitoring implementation and outcomes. A digital platform will support this expectation by offering clear, accessible information and by enabling users to follow the development of plans, policies and projects over time.

Finally, the action meets the need for **institutional continuity and standardization in participatory practices**. By concentrating consultation, feedback collection and stakeholder engagement in a single digital space, the Metropolitan City will be better equipped to manage participation as a core institutional function. This ensures that valuable insights gathered from the territory are not lost between planning cycles or across departments but integrated into a consistent and evolving metropolitan governance process.

## Objectives of the Action

The goal of Action 1 is to develop a **digital participation platform capable of supporting structured, transparent and continuous interaction between the Metropolitan City of Turin and its territory**.

The platform is intended to enable the structured collection of contributions, observations, ideas and proposals from municipalities, stakeholders and citizens, especially to support the revision and updating of the **Metropolitan Strategic Plan**.

Beyond strategic planning, the platform may also serve as a channel for collecting **requests and inputs that activate internal procedures and initiatives of the Metropolitan City, such as technical assistance to local authorities or centralized procurement services**, thereby fostering synergies and optimizing management processes between the administration and its interlocutors.

In line with Open Government principles, the platform will also provide users with access to information on ongoing projects and processes, allowing them to consult and monitor implementation progress, thus enhancing transparency, accountability and trust.

More precisely, the platform should allow:

- for the **creation of surveys** to gather opinions on specific topics or to assess satisfaction levels;
- for the **reception of digital requests/applications**, for their registration through official protocol systems and their integration into internal management processes;
- for the **collection of contributions and feedback on documents, plans, and programs** during their public publication phase.
- for the **monitoring of policy implementation**;
- for the **collection of feedback from stakeholders on emerging needs**;

- for reporting back to stakeholders over said issues;
- for the overall management of participatory processes and procedures involving public consultation.

Finally, the platform should serve as a **gateway to support institutional relations, particularly with municipal administrations.**

## C. Stakeholder Engagement and Governance for Action 1

Action 1 aims to develop a digital participation platform to improve how the Metropolitan City of Turin engages with its territory, responds to input and coordinates with institutional and societal actors. The platform is intended as a cross-cutting tool, available to all departments and services within the Metropolitan City, enabling structured interaction with citizens, municipalities and stakeholder groups on a wide range of topics, from planning and service delivery to consultation and institutional coordination.

### Key Stakeholders Involved

Key stakeholders involved in the implementation and use of the platform include the full network of **312 municipalities** within the metropolitan area, which will participate both as **users and contributors**. Beyond government actors, the platform will also engage **civil society organizations, business and professional associations, trade unions, educational institutions and research centers, as well as the broader public**. The aim is to provide an inclusive, transparent space for interaction, adaptable to different policy areas, levels of participation and target audiences.

Within the Metropolitan City's administration, the **Performance, Innovation and ICT Directorate** and the **Economic Development Department** will lead implementation, with the ICT Department providing technical support and integration. Other departments and services across the administration will be progressively involved based on their specific needs for consultation, service feedback, or stakeholder input.

### Institutional Framework, Governance Model and Coordination and Collaboration Mechanisms

The governance model for Action 1 reflects the platform's institutional breadth. Rather than being tied to a single policy area, it is designed as an enabling infrastructure open to all departments of the Metropolitan City.

Coordination during implementation could be ensured through an **interdepartmental working group**, convened and led by the responsible directorates, with **periodic reporting to the General Directorate**. The platform's governance will also include operational protocols for onboarding new departments, managing user access and data and defining responsibility for publishing, moderating and responding to participatory content.

Coordination and collaboration mechanisms will be structured to ensure multi-level engagement. Stakeholder engagement will vary depending on the context, ranging from **informing and consulting, to collaborating on specific initiatives**. For instance:

- in some cases, the platform may be used to inform the public about procedures, services or project progress;
- in others, it will be used to consult stakeholders via surveys, public feedback forms, or document reviews;
- for more complex processes, it may support collaboration, such as co-design workshops or thematic working groups.

Feedback loops will be embedded to ensure transparency and responsiveness, including reporting back to stakeholders on how their input was used. These loops are key to building trust and making participation meaningful.

To support broad and equitable participation, dedicated outreach and training efforts will be directed toward municipalities, particularly smaller ones, as well as toward civil society actors and community groups.

## D. Implementation of Action 1

The implementation of Action 1 will follow a phased and modular approach to ensure technical feasibility and long-term sustainability. The Metropolitan City of Turin aims to establish a digital participation platform that is both operationally effective and scalable over time.

Two parallel implementation paths have been identified:

- A. integrating participatory functionalities into a redesigned institutional website;
- B. leveraging the national Partecipa.gov.it platform, based on the open-source Decidim model, through collaboration with the Department of Public Administration and Formez PA.

Both implementation paths appear viable. A final choice between Option A and Option B will be made in the early stages of implementation, based on strategic alignment, usability, technical support availability and long-term sustainability considerations. A SWOT analysis was carried out to support the choice between the two Options (see Appendix 1).

### Implementation Steps and Timeline

The action is structured across three phases (a short-term phase, a medium-term phase and a long-term phase), each with specific goals.

## Short-term phase (2026-2027)

The first phase of implementation will be led by the “Performance, Innovation, ICT” Directorate, in close coordination with the Economic Development Department, and will focus on **building the technical and organizational foundation for the development of the participation platform**. Based on initial assessments and in line with guidance from the General Directorate, the two lead departments will work to identify the internal processes and municipal services most likely to benefit from structured consultation and participatory mechanisms. Specific attention will be given to those areas of the institution where the interaction with external stakeholders, such as citizens, businesses, or municipalities, is already active or strategic.

A series of technical meetings will be held with relevant departments to analyse current procedures, workflows and resources involved in information exchange between the Metropolitan City and its interlocutors. These sessions will serve to clarify the institutional needs and priorities associated with participatory processes and will support the **definition of the platform’s technical and functional specifications**. In particular, the analysis will focus on identifying the types of data exchanged, the digital tools already in use and the critical points in current consultation workflows. The findings will be used to develop a needs-driven framework for platform development, tailored to support the management of inputs, requests and contributions collected through participatory pathways.

If **Option A** (integration within the institutional website) is pursued, platform requirements will be taken into consideration in the redesign of the website of the Metropolitan City. If **Option B** (activation of the national Decidim-based platform) is selected, cooperation will be initiated with Fornez PA and the Department of Public Administration to configure and test a local version of the platform, including staff training and pilot consultations. In either case, preliminary testing of participation flows and user experience will take place. Throughout the process, the Strategic Planning Office will be consulted to ensure alignment with strategic planning cycles, but the technical and organizational lead will rest with the two coordinating departments.

## Medium-term phase (2028-2029)

In this phase, the platform will become fully operational and accessible to all relevant stakeholder groups. Following the initial prototyping and testing conducted during the short-term phase, the Metropolitan City will **launch the platform** for wider public use, focusing on its core participatory functions. Among its first operational applications will be the administration of structured consultations linked to the annual update of the Metropolitan Strategic Plan (MSP), including the **MECOG-CE stakeholder questionnaire**.

As its use expands, the platform will enable the creation of surveys and opinion polls, allowing the Metropolitan City to gather feedback on specific policy issues or to measure satisfaction levels regarding services and initiatives. It will also support the collection of contributions and feedback on documents, plans, and programs during their public

consultation periods. At the same time, the platform will be integrated into internal workflows to allow for the reception and registration of digital requests or applications, which will be managed in accordance with official protocol systems and linked to relevant internal processes.

The platform will be actively used to support the monitoring of policy implementation, offering tools for both quantitative tracking and the qualitative assessment of outcomes from the perspective of stakeholders. It will also provide channels for the continuous collection of feedback on emerging needs across the metropolitan territory. A key priority during this phase will be **building user familiarity and institutional capacity**: targeted communication campaigns and tailored training sessions will be organized for internal users to ensure full uptake and efficient use of the platform.

### Long-term phase (2030 and beyond)

In the long term, the platform will be institutionalized as a permanent and versatile instrument for participatory metropolitan governance. Beyond its initial consultation functions, it will support the overall management of participatory processes, including the full procedural cycle of public consultations, from their launch to the reporting of results. It will also enable the bidirectional flow of information between the administration and stakeholders, particularly through features designed for listening to territorial needs and for reporting back on how such needs are being addressed through plans and policies.

The platform will be further enhanced to serve as a gateway for institutional relations, particularly with the metropolitan area's 312 municipalities. This will help strengthen coordination and mutual awareness between levels of government and offer a unified interface for structured exchanges, including document sharing and agenda alignment. Its governance will be formally structured to ensure sustainability, security, data privacy and alignment with evolving digital and administrative standards. Over time, the platform will become a reference point for transparency, collaboration, and innovation in metropolitan strategic planning and stakeholder engagement.

### Implementation timeline in brief

- 2026** Technical coordination, needs analysis, internal engagement, identification of digital requirements. Choice between Option A or B.
- 2027** Platform prototyping, preliminary use.
- 2028** Platform launch, first participatory processes (e.g. MECOG-CE questionnaire).
- 2029** Scaling, outreach, additional features activated, platform analytics in use.
- 2030+** Institutionalization, expansion to other policy areas.

### Responsibilities concerning implementation

The Action will be implemented through coordinated institutional leadership. The **Performance, Innovation, ICT Directorate** and the **Economic Development Department** will lead the technical and organizational implementation of the platform. The ICT

Department will ensure technical development and integration. The **Strategic Planning Office** will provide strategic coordination and ensure that participatory outputs are integrated into strategic planning processes. Assemblies of homogeneous zones could act as territorial anchors and support the promotion and uptake of the platform across the metropolitan area.

## Tools of Implementation

The implementation of the digital participation platform will rely on a coordinated set of regulatory, operational, organizational and support tools to ensure effectiveness and long-term integration into the Metropolitan City's strategic governance processes.

On the operational and technical side, the platform will be developed using open-source or modular digital solutions that guarantee flexibility, accessibility and interoperability with existing systems. Whether integrated into a redesigned institutional website (Option A) or built on the national Decidim-based infrastructure (Option B), the platform will be configured to support multiple functionalities.

In terms of organizational tools, the implementation will be led by the Performance, Innovation, ICT Directorate and the Economic Development Department, with clear internal governance structures and cross-departmental coordination mechanisms. The ICT Department will provide technical support and continuity, while the Strategic Planning Office will ensure strategic alignment with the MSP.

Finally, support tools will include dedicated communication strategies, stakeholder training and technical assistance. These tools will be critical for onboarding users, promoting digital inclusion and ensuring that both internal staff and external actors are equipped to interact effectively with the platform. Monitoring and analytics functions will also be embedded within the system to evaluate usage patterns and support iterative improvements. Together, these tools will contribute to the platform's successful deployment and its evolution into a long-term asset for participatory metropolitan governance.

## E. Funding & Resource Mobilization for Action 1

The implementation of Action 1 requires a clear identification of available resources and sustainable funding mechanisms. Given its cross-cutting nature and long-term vision, the action will rely on a mix of internal and external funding sources, as well as in-kind resources and institutional partnerships.

**Funding mechanisms** for the platform are currently under definition. While no dedicated external funding has been secured to date, two implementation options are being considered, each with different financial and resource implications:

- **Option A:** integration of participatory functionalities into a redesigned institutional website, managed by the Metropolitan City and supported by CSI (Information Systems

Consortium, a public in-house company that provides digital and ICT services to public administrations in the Piedmont Region). This option primarily relies on **internal resources**, including staff time from the ICT Department, the Performance, Innovation and ICT Directorate and the Economic Development Department. The approach allows for **modular development**, meaning investment can be spread over time as individual components are built and integrated.

- **Option B:** activation of the national **Partecipa.gov.it** platform based on Decidim, in cooperation with Formez PA. This approach may benefit from **external support**, including technical assistance and access to training, but could also involve ongoing operational costs for hosting and maintenance.

Financial sustainability mechanisms will need to be planned proactively. In both options, the platform must be incorporated into the Metropolitan City's ordinary planning and budget cycles. In Option A, this may involve coordination with CSI for system maintenance under existing service agreements and potential cost-sharing across departments based on usage. In Option B, agreements may be needed with national providers for hosting and updates, while also ensuring internal capacity for content moderation and user support.

Additionally, the Metropolitan City may explore co-financing opportunities through regional or national innovation and digitalization programs, including regional digital transition strategies and EU cohesion policy instruments. Participating in national networks or cross-regional projects may also offer access to shared tools and expertise that reduce future costs.

In conclusion, while both implementation paths are financially viable, the long-term sustainability of the platform will require the establishment of a dedicated coordination model, the integration of platform management into institutional routines and the proactive search for external funding to support expansion and innovation.

## F. Monitoring and Evaluation for Action 1

The Monitoring and Evaluation (M&E) of Action 1 will be essential to assess its effectiveness, guide its evolution and ensure its long-term institutional relevance. Given that the platform is expected to become a permanent component of the Metropolitan City of Turin's digital and governance infrastructure, a structured M&E framework will be put in place, combining quantitative indicators with qualitative feedback and iterative learning processes.

### Key Performance Indicators (KPIs)

The following five KPIs have been selected as the most critical for tracking the success and impact of the action over time.

#### 1. Platform activation and operational use

- Indicator: the platform is developed and active by the end of 2028 (binary: yes/no).
  - Target: the platform is operational and accessible to users within the planned timeline.
- 2. Number of participatory processes conducted through the platform**
- Indicator: annual number of surveys, consultations or participatory events managed via the platform.
  - Target: at least 5 processes conducted by the second full year of operation, increasing in subsequent years.
- 3. Level of institutional engagement**
- Indicator: number of departments and services actively using the platform for participatory or feedback purposes.
  - Target: at least 4 departments involved by 2029, with progressive expansion.
- 4. User participation and feedback volume**
- Indicator: number of contributions received annually through the platform (e.g. survey responses, comments, digital submissions).
  - Target: at least 500 interactions by the second full year of operation, growing with outreach efforts.
- 5. Integration of results into planning or services**
- Indicator: share of participatory inputs formally acknowledged or used in internal processes (e.g., documented in MSP updates, triggering service changes, or initiating follow-up actions).
  - Target: clear traceability of input use in at least 2 major institutional outputs per year.

## Monitoring and Reporting Mechanisms

A dedicated Monitoring and Evaluation Plan will be developed as part of the platform's implementation. This will include procedures for data collection, internal reporting and performance review. Monitoring responsibilities will be shared among the lead departments:

- the Performance, Innovation, and ICT Directorate will coordinate the tracking of implementation milestones and technical development;
- the Economic Development Department will oversee usage patterns, user engagement statistics, and performance in terms of territorial coverage.

The ICT Department will provide analytics on system activity, platform uptime and data security compliance.

The Strategic Planning Office will report on how participatory inputs influence strategic documents, especially the annual updates of the Metropolitan Strategic Plan.

The platform itself might embed basic analytics dashboards, allowing for real-time monitoring of user activity, participation flows and geographic coverage.

In addition, annual internal reviews will be conducted to assess outcomes, identify gaps and adapt functionalities as needed. These reviews will feed into broader reporting processes at the level of the Metropolitan City, such as performance planning, service evaluations, or strategic assessments.

## G.Challenges & Risk Mitigation for Action 1

The development and deployment of a digital participation platform across the Metropolitan City of Turin presents a complex but strategic challenge. The initiative touches on multiple areas—technical infrastructure, stakeholder engagement, internal coordination, and governance culture. As such, a proactive approach to risk identification and mitigation is necessary to ensure that Action 1 achieves its intended outcomes and becomes a sustainable governance tool.

### Potential Barriers to Implementation

- The first and most significant barrier lies in the **organizational complexity and fragmentation** of the Metropolitan City. With 312 municipalities and more than 2.200.000 inhabitants, achieving uniform engagement and platform adoption will require consistent outreach, coordination and support. In addition, internal organizational silos, especially the tendency of individual departments to manage their communication channels independently, could lead to low institutional integration and underuse of the platform's shared functionalities.
- A second barrier relates to the **uncertainty over the implementation path**, with two distinct platform options still under consideration: Option A (integration into the institutional website with CSI support) and Option B (joining the national Decidim-based platform through Partecipa.gov.it). Both are viable, but they entail different technical, financial and governance implications. Prolonged indecision could delay implementation.
- A third challenge is the **need for technical and procedural harmonization**. The platform must be able to manage inputs from external users while interfacing with existing internal systems (such as protocol management and service request workflows). Without early integration planning, this could compromise the platform's operational effectiveness.
- Lastly, **user awareness and digital capacity gaps**, particularly among smaller municipalities and civil society actors, could slow down participation. Without targeted

training and support, there is a risk that only a limited segment of stakeholders will benefit from the tool.

### Risk Assessment and Mitigation Strategies

The SWOT analysis (Appendix 1) provides a basis for identifying actionable mitigation strategies, summarized as follows.

RISK	POSSIBLE MITIGATION STRATEGY
Low institutional engagement	Early and structured involvement of departments in the needs analysis; clear internal governance protocols; training and awareness-raising campaigns.
Fragmentation in usage by departments	Assign platform governance to a coordinating body; develop shared protocols for content publication and response management.
Delayed decision between Option A and B	Set a decision deadline during the 2026 coordination phase; apply objective criteria (cost, interoperability, long-term sustainability).
Technical integration issues	Involve CSI early in the configuration phase; prioritize modular development with interoperable standards.
Security and data privacy (especially Option B)	Conduct a Data Protection Impact Assessment (DPIA); ensure GDPR compliance; define clear cloud governance rules.
Limited participation from smaller municipalities or stakeholders	Use homogeneous zone assemblies to promote uptake; deliver targeted training and onboarding.

### Conflict Resolution Mechanisms

To address conflicts during implementation or operation, a **multi-tiered conflict resolution system** will be adopted:

- a **cross-departmental steering group**, composed of representatives from the lead departments (Performance, Innovation and ICT; Economic Development Department), will meet regularly to address operational and strategic disagreements, ensuring alignment across departments;
- the platform will also include **structured reporting and feedback channels**, enabling users to flag problems or suggest improvements. These will be reviewed regularly and used to make iterative adjustments;
- where issues cannot be resolved internally, escalation to the **General Directorate** will ensure institutional accountability and timely resolution.

## ACTION 2 - PROMOTING INTERMUNICIPAL SPATIAL PLANNING THROUGH “SPATIAL PLANNING OFFICES” FOR HOMOGENEOUS ZONES/SUB-ZONES (*uffici di piano*)

### H. Needs assessment for Action 2

#### The Regulation of Homogeneous Zones in Law 56/2014 and in the Statute of the Metropolitan City of Turin

Pursuant to Law No. 56 of April 7, 2015, which established Metropolitan Cities, “the statute (of the Metropolitan City - editor’s note) establishes the fundamental rules of the organization of the entity, including the responsibilities of its bodies and the articulation of their competencies” (Art. 1, paragraph 10). The statute “may provide, also upon proposal of the Region and in agreement with it, for the establishment of **homogeneous zones** for specific functions and taking into account territorial specificities, with coordination bodies linked to the governing bodies of the metropolitan city (...)” (Art. 1, paragraph 11, letter c).

The Statute of the Metropolitan City of Turin was approved by Resolution of the Metropolitan Conference on April 14, 2015, No. 1-9560/2015, and most recently amended by Resolution of the Metropolitan Conference on February 14, 2023, No. 3/2023.

Seizing the opportunity offered by the Law, Article 27 of the Statute provides that “considering that the Metropolitan City of Turin is characterized by a vast territorial dimension and significant administrative fragmentation, and taking into account the polycentric nature of socio-demographic settlements, productive locations, the environmental system, economic and cultural relations, and the territory/population ratio, **the Metropolitan City is composed of homogeneous zones characterized by territorial continuity and with a population of no less than 80,000 inhabitants**” (paragraph 1).

The **functions and governance of the homogeneous zones** are governed by the same Article 27 of the Metropolitan Statute.

As for the **functions**, the homogeneous zones constitute the operational articulation of the Metropolitan Conference and act “to **allow for effective participation and involvement of the municipalities in the governance of the Metropolitan City.**” For this purpose, they are expected to issue **opinions on the acts of the Metropolitan Council that concern them and to take part in the shared formation of the Strategic Plan and the Metropolitan Spatial Plan**, in accordance with the procedures established by the regulation governing their operation (Art. 27, paragraph 2).

Furthermore, through them, the decentralized activities and services of the Metropolitan City may be implemented in the territory (Art. 27, paragraph 3). In this regard, paragraph 6 of Article 27 provides that the Metropolitan City may exercise its administrative functions in a decentralized manner, by establishing offices within the homogeneous zones in cooperation with municipal unions or individual municipalities.

Finally, the homogeneous zones “may become the optimal context for the organization of municipal services in an associated form and for the delegated exercise of functions within the competence of the Metropolitan City” (Art. 27, paragraph 3).

The homogeneous zones are governed by a specific regulation, approved by the Metropolitan Council after consultation with the Metropolitan Conference (Art. 27, paragraph 4). **Each is governed by the Assembly of Mayors of the municipalities that are part of it, which appoints a spokesperson among its members.** The spokespersons of the homogeneous zones that make up the territory of the Metropolitan City are gathered in the **College of Spokespersons**, which performs coordination functions between homogeneous zones and the governing bodies of the Metropolitan City.

Articles 7 and 8 of the Statute, concerning the functions attributed to the Metropolitan City in terms of “Strategic Planning” and “Spatial Planning” respectively, specify that **the Assembly of Mayors of the Homogeneous Zones is required to express a mandatory opinion on the Metropolitan Three-Year Strategic Plan and the general metropolitan spatial plan (*Piano Territoriale Generale Metropolitan*, PTGM).**

## The Homogeneous Zones of the Metropolitan City of Turin

The final delineation of the Homogeneous Zones of the Metropolitan City of Turin was approved by Resolution No. 2/2015 of the Metropolitan Council on April 14, 2015 (Prot. No. 11258), after consultation with the municipalities involved and the Metropolitan Conference, as provided by the Metropolitan Statute (Art. 27, paragraph 1).

The boundaries approved by the aforementioned April 2015 resolution were subsequently amended by Metropolitan Council Resolutions No. 804/2019 of January 31, 2019, and No. 14756/2021 of August 4, 2021.

A total of 11 homogeneous zones were established.

	HOMOGENEOUS ZONE	NO. OF MUNIC.	POP.	SQ KM
>300.000	ZONE 1 - TORINO	1	848.748	130
>200.000	ZONE 2 - WESTERN METROPOLITAN AREA OF TORINO	14	233.859	203
<300.000	ZONE 3 - SOUTHERN METROPOLITAN AREA OF TORINO	18	264.575	386
>120.000 <200.000	ZONE 4 - NORTHERN METROPOLITAN AREA OF TORINO	8	135.240	175

	<b>ZONE 5 - PINEROLO AREA</b>	45	129.985	1.302
	<b>ZONE 11 - CHIERI &amp; CARMAGNOLA AREA</b>	22	129.490	462
<b>&gt;80.000 &lt;120.000</b>	<b>ZONE 6 - SUSAS AND SANGONE VALLEYS</b>	40	101.831	1.247
	<b>ZONE 7 - CIRIÉ' AREA - LANZO VALLEYS</b>	40	99.943	973
	<b>ZONE 8 - WESTERN CANAVESE</b>	46	80.541	975
	<b>ZONE 9 - IVREA AREA (EPOREDIESE)</b>	54	85.897	551
	<b>ZONE 10 - CHIVASSO AREA</b>	24	98.261	423
	<b>CMTO TOTAL</b>	312	2.208.370	6.827

The Regulation of the Assemblies of the Homogeneous Zones of the Metropolitan City of Turin and of the College of Spokespersons was approved by Resolution of the Metropolitan Council on May 12, 2025, No. 12828/2015. Regarding the **Assemblies of the homogeneous zones**, the Regulation provides that:

- they shall be composed of the **Mayors of the Municipalities belonging to each homogeneous zone**;
- they shall:
  1. participate in the shared development of the **Metropolitan Spatial Plan**;
  2. express a mandatory opinion on the adoption of the three-year **Strategic Plan** and its annual updates;
  3. express opinions on the **acts of the Metropolitan Council that specifically concern them**;
- **they shall appoint their own spokesperson**, who serves as the representative of the Assembly and is responsible for convening, chairing, and ensuring the smooth conduct of the meetings;
- for any institution not provided for and/or regulated by the Regulation, the Assemblies may establish their own rules of operation, possibly applying the provisions of the Metropolitan Council's Rules of Procedure.

As for the **College of Spokespersons**, Article 12 of the Regulation states that it is composed of the **Spokespersons designated by each Assembly**. It is assigned **“coordination functions between the homogeneous zones and the bodies of the Metropolitan City**. According to art. 12 of the Regulation, the operating procedures of the College shall be defined by the College itself.

## **Metropolitan spatial planning: The Metropolitan General Spatial Plan (PTGM)**

Law No. 56 of April 7, 2014 (Art. 1, paragraph 44, letter b) assigns Metropolitan Cities the fundamental function of "general spatial planning, including communication infrastructures, service networks, and infrastructure under the competence of the

metropolitan community, also by establishing constraints and objectives for the activities and exercise of functions of the municipalities within the metropolitan area."

Since the same law assigns to Metropolitan Cities, in addition to the fundamental functions mentioned in paragraph 44, all the functions previously attributed to the provinces, the Metropolitan City also assumes the function of "territorial coordination planning" formerly held by the Province of Turin (paragraph 85, letter a).

This is also confirmed by the Statute of the Metropolitan City of Turin, which in Article 8 ("Spatial Planning") states: "The Metropolitan City exercises functions of general and coordination territorial planning. In particular, it drafts and approves the **Metropolitan General Spatial Plan (PTGM)**, which can be drawn up and updated also by homogeneous zones" (paragraph 1). The PTGM also serves as the Coordination Territorial Plan pursuant to Article 20, paragraph 2, of Legislative Decree No. 267 of August 18, 2000.

The **Metropolitan General Spatial Plan**, which must be approved by the Metropolitan Council, after acquiring the mandatory opinion of the Assembly of Mayors of the homogeneous zones and the binding opinion of the Metropolitan Conference and after having consulted social stakeholders (Art. 8, paragraph 5 of the Metropolitan Statute), is the tool that guides the activity of local authorities within their respective competences. It does so by coordinating policies for land use and management, including setting constraints and objectives for the actions and responsibilities of the municipalities within the metropolitan territory, with the aim of promoting the rational territorial organization of activities and settlements, as well as the sustainable and proper use of environmental and natural resources, in a general vision of sustainable and integrated development of the entire metropolitan area.

In drafting the PTGM, the Metropolitan City carries out higher-level, general, and sectoral planning, in compliance with the guidelines of the Regional Spatial Plan (*Piano Territoriale Regionale*, PTR) and the Regional Landscape Plan (*Piano Paesaggistico Regionale*, PPR).

**Spatial planning operates at multiple levels**, as established by **Regional Law No. 56 of December 5, 1977, "Protection and Use of Soil"** (commonly known as the **Regional Urban Planning Law, LUR**). Article 3 of the LUR identifies the planning tools for the organization and regulation of land use:

- at the regional level: the **Regional Spatial Plan (PTR)** and the **Regional Landscape Plan (PPR)**;
- at the provincial and metropolitan level: the **provincial spatial plan for territorial coordination (PTCP)** and the **Metropolitan General Spatial Plan (PTGM)**;
- at the sub-regional and sub-provincial level, for specific areas or the implementation of complex projects or policies: **Operational Territorial Projects (PTO)**;

- at the municipal level: the **municipal urban plan** (*Piano Regolatore Generale*, PRG), covering the territory of a single municipality or groups of municipalities in associated forms.

To date, the reference spatial planning instrument at the metropolitan level for the Metropolitan City of Turin is the **spatial plan (PTC2)**, approved by Regional Council Resolution No. 121-29759 of 21/07/2011, and effective since its publication in the Official Regional Bulletin No. 32 of August 11, 2011.

While the **drafting of the Metropolitan General Spatial Plan**, initiated in 2020, is still ongoing, the 2011 PTC2 remains fully in effect.

## Supramunicipal Spatial Planning and Homogeneous Zones

According to the Regional Urban Planning Law (Regional Law No. 56/1977), **two or more adjacent municipalities, united or associated for the joint development of the municipal urban plan** (the conformative urban planning tool at the local level), **may adopt an inter-municipal regulatory plan that fully replaces the individual municipal regulatory plans** (Art. 16).

The law further stipulates that **the Region shall promote the association of municipalities for the development of inter-municipal general regulatory plans**, providing, through its own regional planning tools, guidelines and criteria for defining the groupings intended to carry out the above-mentioned inter-municipal planning activities (Art. 16, paragraph 3).

**The spatial plans of the Metropolitan City of Turin (PTC1, Regional Council Resolution No. 291-26243 of 1/8/2003; PTC2, Regional Council Resolution No. 121-29759 of 21/07/2011; PTGM) also encourage inter-municipal spatial planning.**

Article 9 of the implementation provisions of PTC2, entitled "Supramunicipal Focus Areas", states: *"In order to avoid inconsistencies caused by the isolation of municipal urban policies, PTC2 affirms the need to coordinate municipal urban planning within supramunicipal focus areas; these areas constitute a first articulation of the provincial territory for the coordination of territorial policies at the supramunicipal scale."* **Map 2.1 of PTC2 identifies 26 supramunicipal focus areas for coordinating urban planning activities, "on which the Province (now the Metropolitan City - editor's note) may provide guidance and project support"** (Art. 9, paragraph 4).

Following the entry into force of PTC2 (still in effect today), **the Province of Turin was abolished and replaced by the Metropolitan City of Turin (Law No. 56/2014), which subsequently established 11 homogeneous zones** within its territory.

For this reason, **the implementation rules of the Metropolitan General Spatial Plan (preliminary draft) identify the homogeneous zones (or their potential sub-areas) as "preferred places for experimenting with forms of spatial and strategic planning at the supralocal level"** (Art. 9, paragraph 6), replacing the supramunicipal focus areas provided for by PTC2.

More broadly, according to Article 9 (paragraph 3) of the implementation rules of the PTGM preliminary draft, **homogeneous zones “are preferential venues for inter-institutional cooperation aimed at dialogue, strengthening synergies among municipalities, their associative forms, and the Metropolitan City of Turin (CMTo).”**

It should be noted that the Piedmont Region, as part of the development of the new Regional Spatial Plan (adopted by Regional Executive Resolution No. 4-8689 of June 3, 2024), has decided—also following discussions with CMTo—to realign the boundaries of the Territorial Integration Areas (defined by the Region as geographical areas grouping municipalities that revolve around a main urban center, intended to promote shared development through common strategies and processes and serving as the basis for local-level intervention programming and coordination) with the boundaries of the homogeneous zones of the Metropolitan City.

**The action described in this Action Plan aims to promote inter-municipal spatial planning by municipalities within the metropolitan area, implementing the provisions of the Regional Urban Planning Law (L.R. No. 56/1977, Art. 16), as well as the implementation rules of PTC2 and the PTGM preliminary draft (Art. 9), through the establishment of “spatial planning offices” (*uffici di piano*) responsible for each homogeneous zone or sub-area, with participation and support from the Metropolitan City and the Region.**

## **Promoting Intermunicipal Spatial Planning through “Spatial Planning Offices” for Homogeneous Zones or Sub-Zones**

The proposed action aimed at strengthening cooperation within the Metropolitan City of Turin involves a **revision of the Regional Urban Planning Law to introduce the institution of the so-called “planning office for homogeneous zones” (or for sub-zones of homogeneous zones) (also “HZ planning offices” in the following).** These offices would serve as **technical structures responsible for drafting, implementing, and monitoring intermunicipal regulatory plans concerning the territories of the homogeneous zones or their sub-zones.**

As already provided by the Regional Urban Planning Law (Regional Law No. 56/1977), the intermunicipal regulatory plan is an alternative local planning instrument to the traditional municipal regulatory plan.

Under the proposed reform, **municipalities grouped together—at least to a minimum geographic unit equivalent to a sub-zone of a homogeneous zone (as defined in agreement with the Metropolitan City)—could jointly exercise their planning authority.** This would be in accordance with the provisions of the Regional spatial Plan (PTR), the Regional Landscape Plan (PPR), the Metropolitan General Spatial Plan (PTGM), and all other overarching general and sectoral plans.

It is important to note that municipalities would retain full discretion in deciding whether to adopt a coordinated form of local urban planning — by drafting an intermunicipal

regulatory plan jointly with neighboring municipalities, benefiting from the support and coordination of the Metropolitan City (via the planning offices of the homogeneous zone or its sub-zone) – or to develop their own municipal regulatory plan exclusively for their territory.

Municipalities opting for coordinated local planning would be required to identify within the intermunicipal regulatory plan the specific areas of land for which detailed regulations on use and permissible transformations are to be deferred to the “urban regulation,” which remains under the jurisdiction of each individual municipality (via its municipal council).

In the proposed framework, **the planning office of a homogeneous zone is the technical structure tasked with jointly exercising local spatial planning functions, in line with broader planning tools** such as the PTGM and regional planning instruments. It would be **responsible for preparing and implementing the intermunicipal regulatory plan and its implementing tools**. Simultaneously, the planning office of a homogeneous zone would act as the **technical-administrative reference point for higher-level planning authorities in matters of local spatial planning for its specific area** (sub-zone or entire homogeneous zone).

**Within the HZ planning office, in addition to the municipalities participating in the aggregation, both the Piedmont Region and the Metropolitan City of Turin would also be represented.** This ensures their involvement in the drafting of the intermunicipal regulatory plan through a co-planning approach.

**The definition of the structure, duration, operations, staffing, funding mechanisms, and location of the planning office for the homogeneous zone (or its sub-zone) may be formalized through an agreement between the participating municipalities, the Metropolitan City of Turin, and the Region.** Participation in the agreement could also be extended to other entities such as the **Chamber of Architects** (and possibly other professional associations) and the **Polytechnic University of Turin**.

For the proper functioning of these planning offices, it is essential that **dedicated funding mechanisms** be introduced by the **Piedmont Region**.

## **The Role of the Metropolitan City of Turin in the Planning Offices of Homogeneous Zones (or Sub-Zones)**

The role of the Metropolitan City of Turin – also in accordance with the provisions of its Statute (Art. 34, “Technical-administrative assistance to municipalities in matters of spatial and urban planning”) – may be defined as follows.

- **General coordination** of the HZ Planning Offices.
- **Administrative, technical, and cartographic assistance** in the development of intermunicipal urban and strategic planning instruments.

- **Administrative, technical, and cartographic support** for the alignment of intermunicipal urban planning tools with higher-level general and sectoral spatial and strategic planning.
- **Promotion of active participation** by municipalities in the use and updating of the Regional Infrastructure for Geographic Information, also to fully implement the digitalization of urban planning tools (so-called “paperless urban planning”).
- **Development of monitoring tools** for the implementation of higher-level plans, to support the strategic and urban planning activities of the homogeneous zones.
- **Support and advocacy** for the needs and requests of the homogeneous zones addressed to the Piedmont Region, and promotion of such initiatives.

## Positive Outcomes

The proposed reform offers several positive outcomes. First and foremost, it would enable a **more consistent and harmonized implementation—at the local level—of higher-level planning regulations, reducing the number of overlapping local urban plans**. It would **simplify procedures and reduce administrative burdens on municipalities**, which are often small in size and have limited staffing. Instead of each municipality having to adopt its own regulatory plan, the system would allow for the approval of an “urban regulation” that implements the intermunicipal regulatory plan, providing more efficient and faster procedures for managing the built environment in detail.

The establishment of planning offices for Homogeneous Zones would also **allow full implementation of the PTGM (Preliminary Draft) provisions**, which state that **homogeneous zones or their sub-areas are “preferred places for experimenting with forms of spatial and strategic planning at the supralocal level”** (Art. 9, paragraph 6), and **“preferred venues for inter-institutional cooperation aimed at dialogue and strengthening synergies among municipalities, their associations, and the Metropolitan City of Turin”** (Art. 9, paragraph 3).

In this sense, **the creation of Planning Offices for Homogeneous Zones represents a strategic opportunity to strengthen cooperation between the Metropolitan City and its municipalities**, and to improve spatial planning governance at the supramunicipal scale.

The implementation of this coordinated local spatial planning model promotes a **new planning culture based on the sharing of skills, resources, and visions among municipalities within the same Homogeneous Zone**. The creation of a permanent, intermunicipal technical entity further fosters **more stable and structured relationships among local authorities, reducing decision-making fragmentation that often undermines policy coherence**. In this way, cooperation evolves from ad hoc collaboration on individual projects to an ongoing process, supported by organizational structures and shared tools.

In terms of metropolitan governance, planning offices act as **technical hubs that allow the Metropolitan City of Turin to serve not merely as a formal coordinator, but as an enabling and facilitating entity.** Furthermore, **the territorial grounding of these offices enhances their ability to effectively capture local needs and translate them into urban planning instruments aligned with metropolitan strategic guidelines.** Benefits also include increased capacity of the metropolitan system to attract funding, manage complex projects, and lead ecological and digital transitions—consolidating a model of polycentric, resilient, and forward-looking governance.

A **key prerequisite** for implementing the reform outlined here is **the revision of the Regional Urban Planning Law to include and regulate the establishment of "planning offices."** In this regard, it is worth noting that, with Regional Executive Resolution No. 6-1294 of June 30, 2025, the Piedmont Region established a roundtable for a participatory and inclusive process to revise Regional Law No. 56/1977 (Regional Urban Planning Law). The resolution tasks the Regional Councillor in charge of coordinating the roundtable with submitting a preliminary draft proposal to the Regional Executive within one year of the resolution's approval. The work to revise the Regional Urban Planning Law is therefore expected to take place between June 2025 and June 2026.

## I. Stakeholder Engagement and Governance of Action 2

The establishment of planning offices for homogeneous zones or their sub-zones within the Metropolitan City of Turin represents a cornerstone action for enhancing metropolitan cooperation and strengthening multilevel governance. These planning offices will serve as intermunicipal technical structures responsible for drafting, coordinating, and monitoring regulatory plans that align with metropolitan and regional planning frameworks.

The **main stakeholders** that would be involved in the establishment of HZ planning offices are listed below.

### 1. Municipalities within the Homogeneous Zones

Municipalities are the primary actors in the implementation of planning offices. These offices are designed to facilitate coordinated local urban planning among multiple municipalities within a homogeneous zone or sub-zone. Each participating municipality contributes to the co-design and adoption of intermunicipal regulatory plans and urban regulations. Municipalities opting for coordinated local planning through HZ planning offices would still be required to identify within the intermunicipal regulatory plan the specific areas of land for which detailed regulations on use and permissible transformations are to be deferred to the “urban regulation,” remaining under the jurisdiction of each individual municipality (via its municipal council).

### 2. The Metropolitan City of Turin (CMT0)

CMTo plays a pivotal role in enabling, coordinating, and supporting planning offices. Its functions include: general coordination and integration among spatial planning offices (though spatial planning offices will maintain fully autonomous from the Metropolitan City in their local spatial planning choices); technical, administrative, and cartographic assistance; ensuring alignment with higher-level strategic and spatial plans (e.g., PTGM, PTR, PPR); promoting the use of the Regional Infrastructure for Geographic Information; monitoring the implementation of plans and advocating zone-level needs to the Region.

### **3. Piedmont Region**

The Region participates in shaping the legal and institutional framework enabling planning offices through the revision of the Regional Urban Planning Law (L.R. 56/1977), and it actively contributes to the intermunicipal planning process as a partner in co-design and co-financing. The Region's realignment of Territorial Integration Areas with homogeneous zones further reinforces its role in regional coordination.

### **4. Assemblies of Mayors of the Homogeneous Zones**

These assemblies—comprising all mayors within each homogeneous zone—serve as the political coordination bodies that oversee and guide the work of planning offices. Assemblies of Mayors also appoint zone spokespersons, who participate in the College of Spokespersons, the coordinating organ linking homogeneous zones with the governing bodies of the Metropolitan City of Turin.

### **5. Professional Bodies and Academic Institutions**

Entities such as the Chamber of Architects and the Polytechnic University of Turin may participate in the planning offices by contributing technical expertise and methodological support. Their involvement would help ensure the offices' plans are robust, innovative, and aligned with best practices in urban planning and design.

### **6. Civil Society and Sectoral Stakeholders**

While not formal members of the planning offices, relevant associations, economic actors, and community stakeholders may be consulted during the drafting of intermunicipal regulatory plans. The participatory approach embedded in the PTGM and Regional Urban Planning Law promotes inclusive processes to ensure local needs and perspectives are incorporated.

As for the governance, the successful implementation of planning offices depends on the establishment of a **clear, structured, and multi-level governance framework**. At the heart of this framework lies a model of **inter-institutional collaboration**, where **responsibilities are shared among local municipalities, the Metropolitan City of Turin, and the Piedmont Region**, each bringing a distinct mandate, set of competencies, and territorial perspective.

Governance will be formalized through **tripartite agreements among participating municipalities, the Metropolitan City, and the Region**. These agreements will define

**the legal status, operational model, organizational structure, staffing, financial contributions, and physical location of each planning office.** They will also specify how responsibilities are distributed between technical and political levels, ensuring clarity in both decision-making and implementation processes. By codifying the rules of engagement, these agreements will provide legal and administrative stability, enabling long-term cooperation beyond political cycles.

A cornerstone of the model is the principle of **co-planning and co-responsibility**. **Municipalities retain ownership of their local planning decisions while collectively developing intermunicipal regulatory plans that align with regional and metropolitan strategic frameworks.** The Metropolitan City of Turin supports and enables this process by offering technical and administrative assistance, ensuring consistency with the Metropolitan General Spatial Plan (PTGM) and other supra-local instruments. The Piedmont Region, for its part, ensures compatibility with regional spatial and landscape plans, and contributes to capacity-building and, where applicable, funding.

**HZ planning offices will not function in isolation. Instead, they are integrated within the broader governance architecture of the metropolitan area.** They will work in continuous dialogue with the **Assemblies of Mayors of the homogeneous zones**, which provide **political oversight and legitimacy** to the planning process. The **spokespersons** of these Assemblies, who form the **College of Spokespersons**, act as **intermediaries between local authorities and metropolitan governance bodies**, facilitating coordination, escalating issues, and aligning planning priorities with wider strategic goals.

Operationally, planning offices will be **territorially anchored within the homogeneous zones they serve**, typically located in one of the zone's municipalities. This physical presence is crucial for accessibility, responsiveness, and fostering a direct relationship with local actors. It ensures that planning decisions are grounded in the realities and priorities of each area, while still connected to higher-level policies.

A system of **strategic monitoring and continuous feedback** will also be established. The Metropolitan City will develop tools to track the implementation of intermunicipal regulatory plans, assess their alignment with overarching goals, and measure performance against key indicators. In turn, planning offices will provide structured feedback on the challenges, innovations, and evolving needs within their territories—supporting adaptive governance across scales.

Overall, this governance framework promotes a culture of long-term, institutionalized collaboration, moving beyond ad hoc partnerships toward stable, resilient forms of metropolitan cooperation. By embedding coordination mechanisms into the daily functioning of planning offices, the Metropolitan City of Turin is not only enhancing technical planning capacity but also reinforcing trust, shared ownership, and policy coherence throughout the metropolitan system.

## J. Implementation of Action 2

The establishment of Planning Offices within the Homogeneous Zones (HZs) of the Metropolitan City of Turin will unfold through a carefully structured, phased process. This action requires first and foremost a **regulatory shift: the revision of Regional Law No. 56/1977** (L.R. 56/1977), which does not yet formally provide for the institution of inter-municipal planning offices. Implementation will proceed across three key time horizons—**short-term, medium-term, and long-term**—each characterized by distinct objectives, responsibilities, and tools.

The regulatory shift that is needed for the action to be implemented will require political backing both from the Metropolitan City and its political bodies - which will be expected to advocate for the Regional Urban Law to be revised so that it allows for the HZ planning offices to be established and funded - as well as from the Regional executive and legislative bodies and from the municipalities of the metropolitan area of Turin. The first implementation phase will be centred around building such political backing, as well as on the approval of the MECOG-CE Action Plan.

It is important to notice that the timeline here described is necessarily hypothetical, since the possibility to implement the Action fully depends on whether Regional Law no. 56/1977 is revised in such a way that HZ planning offices here described can be established and on when the revision process will be finalised (something that is difficult to predict with certainty at the present moment).

In the short term the focus will be on political, legal and institutional preparation. Central to this phase is the active participation of the Metropolitan City of Turin and its municipalities in the revision of the Regional Urban Law (L.R. 56/1977). A roundtable involving the main regional socio-economic stakeholders was recently established by Regional Executive Resolution No. 6-1294 of June 30, 2025, marking the beginning of the revision process. During this phase, the Metropolitan City will be required to provide briefs, comparative models, and concept notes articulating how these offices would operate. This will require discussions with municipalities to be launched, so as to begin defining governance models, potential pilot areas, and the structure and inner workings of future planning offices. Involvement of metropolitan municipalities will be ensured through the College of Spokespersons of the Homogeneous Zones, gathering political representatives of each Homogeneous Zone, chosen among the members of the Assembly of Mayors. Assemblies of Mayors will also be activated in this phase, each by their representative in the College of Spokespersons. This early phase is critical for aligning institutional actors and preparing the groundwork for implementation once the law is updated.

The medium-term phase, projected will initiate the operational rollout of the first planning offices, beginning with pilot zones or sub-zones. Following the legal revision, the Metropolitan City, the Piedmont Region, and the selected municipalities will enter into

formal agreements specifying the structure, staffing, responsibilities, funding, and location of each pilot planning office. These agreements will formalize the shared responsibility model that underpins the action: municipalities will participate as co-authors of intermunicipal plans, the CMTo will serve as a coordinating technical entity, and the Region will act both as co-planner and funder. A crucial aspect to be defined in the agreements establishing the pilot planning offices will be that of funding. Ensuring in the previous implementation phase that some form of regional funding is guaranteed will be fundamental.

Each planning office will require a minimum team including urban planners, administrative coordinators, and GIS specialists. Staff may be seconded from municipalities, recruited externally, or pooled from existing technical units.

During this stage, the Metropolitan City will also coordinate training and capacity-building activities in partnership with the Polytechnic University of Turin and professional orders (e.g., Chamber of Architects), ensuring that all participating offices work from a common methodological and technical foundation.

In the long term, the action will scale up from pilot zones to a full metropolitan rollout. This will involve extending the planning office model to all interested homogeneous zones or sub-zones, drawing on lessons learned from the pilot phase. Based on the evidence acquired through the observation of the first planning offices and their establishment process, organizational models, implementation procedures, and interinstitutional protocols will be refined. Simultaneously, planning offices will become embedded in the broader ecosystem of metropolitan and regional planning, working as territorial nodes that align local planning with higher-level instruments such as the PTGM, PTR and PPR. From this point forward, planning offices will serve not only as drafting hubs for intermunicipal regulatory plans but also as stable interlocutors for sectoral planning initiatives (mobility, housing, climate adaptation), funding applications, etc.

Implementation will be supported by tools drawn from standard project management practices. A detailed timeline (e.g., Gantt chart) will be developed by the CMTo's planning department to schedule activities and identify task dependencies. A RACI matrix will clarify who is responsible, accountable, consulted, or informed for each milestone, helping prevent overlap or gaps in coordination.

For example, during the pilot phase, municipalities will be responsible for designating staff and adopting intermunicipal commitments, the CMTo will be accountable for coordinating and delivering technical support, the Region will be consulted on funding mechanisms and legal compliance, while broader stakeholders will be informed of progress and invited to contribute through consultative events. Implementation checklists will also be used at each phase to ensure no step is overlooked—from signing formal agreements, to appointing planning staff, to launching local consultation rounds.

The indicative timeline for this action envisions a start in the final months of 2025 with preparatory work and concludes in 2030 with a network of fully operational HZ planning offices across the metropolitan territory.

By the end of this process, the Metropolitan City of Turin will have transitioned from a fragmented landscape of local planning efforts to a coordinated, zone-based planning ecosystem. This will not only align local instruments with strategic goals at the metropolitan and regional levels but also strengthen the capacity of small and medium-sized municipalities to plan effectively, innovate jointly, and address shared challenges through collective solutions.

SHORT-TERM IMPLEMENTATION STEPS	MEDIUM-TERM IMPLEMENTATION STEPS	LONG-TERM IMPLEMENTATION STEPS
<ul style="list-style-type: none"> <li>• Monitoring of the revision process of Regional Law 56/1977, led by the Region, and joint advocacy (CMT0, metropolitan municipalities) to ensure the revised law includes provisions for HZ planning offices.</li> <li>• Development of a draft governance and operational model for HZ planning offices in collaboration with stakeholders (mainly the Region and metropolitan municipalities).</li> <li>• Identification of potential pilot homogeneous zones or sub-zones.</li> </ul>	<ul style="list-style-type: none"> <li>• Following the revision of the law, signing of formal tripartite agreements (CMT0, Region, pilot municipalities) for at least 2 pilot HZs or sub-zones.</li> <li>• Establishment of planning offices in the pilot HZs or sub-zones (physical and organizational setup).</li> <li>• Recruitment or assignment of staff.</li> <li>• Development of capacity-building programs (in collaboration with the Polytechnic University of Turin, Chambers of Architects, and other partners).</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluate pilot experiences.</li> <li>• Adjust and refine legal, organizational and procedural tools based on lessons learned.</li> <li>• Launch HZ planning offices in remaining zones/sub-zones.</li> <li>• Fully integrate planning offices into the PTGM framework and regional planning workflows.</li> <li>• Institutionalize coordination mechanisms between HZ offices, the CMT0, and the Region.</li> </ul>

## K. Funding & Resource Mobilization for Action 2

The establishment of HZ planning offices requires a deliberate and **multi-sourced funding strategy**. This initiative, while rooted in institutional reform and administrative

cooperation, will ultimately depend on the capacity to mobilize both financial and non-financial resources across levels of government and sectors. At present, **dedicated funding mechanisms for HZ planning offices do not yet exist in regional legislation. Their creation will therefore need to be embedded in the forthcoming revision of Regional Law No. 56/1977**, a legal prerequisite not only for enabling planning offices to be established but also for securing their financial viability.

In the short term, advocacy must focus on ensuring that the revised law provides clear mandates and financial provisions for these offices. **The Piedmont Region will be called on to allocate resources dedicated to promoting intermunicipal spatial planning through the establishment of planning offices.** These could cover both start-up costs for pilot planning offices and broader operational expenditures.

**Cost estimates** for each HZ planning office will vary depending on size and staffing model but can be preliminarily structured around three main resource categories: **personnel, infrastructure and technical support.** Each office is expected to require 2-3 professionals; at the Metropolitan City of Turin, a minimum of 3 professionals would be required for the coordination and support of HZ spatial planning offices. In-kind contributions, such as the provision of office space by host municipalities, can reduce the operational costs.

To mobilize the necessary resources, several funding mechanisms can be activated. First, **public budget allocations** will play a central role. For the planning offices to be able to operate effectively, **the Piedmont Region should commit to multi-year funding agreements.** A co-financing model, where **municipalities contribute to operational expenses**, could help distribute responsibility. Contributions by the Region could be structured as proportional to municipal population or planning jurisdiction.

Second, European funding offers substantial opportunities. **Cohesion Policy funds**, particularly under the ERDF and ESF+ 2021-2027 programming period, **provide targeted support for capacity building, urban planning innovation and intermunicipal cooperation.** The Interreg Europe program and the EU Urban Initiative are particularly relevant for pilot-phase funding. Preparing strong applications will require coordination and technical support, which the CMTo could centrally manage on behalf of the homogeneous zones.

**In-kind contributions** will also be critical. Municipalities can provide physical office space, second staff on rotation, or offer access to existing GIS or administrative tools. Academic institutions such as the Polytechnic University of Turin can contribute research support, operational support (for example through dedicated traineeships) and training modules, while professional associations may provide pro bono consulting or joint training programs.

Also to be considered is the **technical support that will be provided by the Metropolitan City of Turin**, which will not be able to contribute financially to the funding of planning

offices, but will nonetheless contribute to their functioning through the mobilization of another kind of resource: technical expertise.

To ensure financial sustainability beyond the initial funding cycle, long-term mechanisms should be explored. Ultimately, the success of the HZ planning offices will depend on a balanced funding mix: **regional funding, municipal contributions and competitive access to national and European funds** for innovation and scaling. A financial model built on shared responsibility and adaptive resource mobilization will be essential to ensure that these offices can not only be launched but sustained as pillars of collaborative planning in the Turin metropolitan area.

## L. Monitoring and Evaluation for Action 2

The establishment of planning offices for homogeneous zones or sub-homogeneous zones is a structural reform requiring continuous tracking, learning and adjustment. Effective monitoring and evaluation will ensure that this strategic action delivers its intended outcomes: enhanced intermunicipal coordination and metropolitan cooperation, improved planning capacity and stronger alignment of local spatial plans with metropolitan and regional development frameworks. The monitoring and evaluation system will track both implementation progress and operational effectiveness, using a focused set of performance indicators and feedback mechanisms to support adaptive management.

Five initial KPIs have been identified to evaluate the success of the action entailing the establishment of HZ planning offices.

### 1. Number of HZ planning offices established.

This measures the physical and institutional setup of planning offices. The baseline is zero (2025), with a target of two pilot offices by 2028. The 2030 target should be set when discussions with municipalities are launched and their interest in intermunicipal spatial planning is evaluated. Municipalities will indeed retain full discretion in deciding whether to adopt a coordinated form of local urban planning – by drafting an intermunicipal regulatory plan jointly with neighboring municipalities, benefiting from the support and coordination of the Metropolitan City (via the planning offices of the homogeneous zone or its sub-zone) – or to develop their own municipal regulatory plan exclusively for their territory. The establishment of HZ planning offices will not be mandatory.

### 2. Percentage of homogeneous zones in which a planning office has been established (referring to the whole HZ or to a sub-zone).

This reflects the interest sparked into homogeneous zones by the possibility to draft intermunicipal regulatory plans provided for the revised Regional Urban Law. The target should be set once discussions with municipalities and HZ are launched.

### 3. Number of intermunicipal regulatory plans drafted and approved.

This operational indicator tracks planning output. At the present moment defining a target and a time horizon for the approval of intermunicipal regulatory plans by HZ planning offices is not possible, since the revision of regulatory plans and their approval do not follow a predetermined schedule, being instead pursued if and when the need for a revision arises.

#### 4. External funding mobilized for HZ planning offices (€).

This financial KPI tracks resource attraction. Both the initial and the 2030 target should be set once a reliable cost estimate is prepared (necessarily once the basic governance and operational mechanisms of planning offices are defined and agreed-upon by the Metropolitan City, the Region and metropolitan municipalities, in the first implementation phase).

#### 5. Municipal satisfaction with HZ planning offices

Based on annual surveys of municipalities having signed tripartite agreements for the establishment of intermunicipal planning offices, this indicator captures qualitative feedback on their satisfaction with HZ planning offices.

These KPIs meet the SMART criteria and will evolve over time as the action matures. Additional indicators, such as the number of staff trained, may be incorporated as secondary metrics.

As far as the **monitoring and reporting system** is concerned, the Metropolitan City of Turin (CMT0), through its planning department, will be responsible for developing and maintaining a central monitoring system. This will include:

- a **monitoring matrix** mapping each KPI to its baseline, target, data source, responsible party, and reporting frequency;
- a **dashboard-style internal reporting system**, with visual indicators (e.g., traffic light system) to highlight progress and underperformance;
- **annual written reports** summarizing achievements, bottlenecks and emerging needs, to be shared with Assemblies of Mayors, the College of Spokespersons, the Region, and other relevant stakeholders;
- possibly, a **public report**, to ensure transparency and maintain accountability to civil society.

Data collection will rely on planning office activity reports, intermunicipal agreements, financial documentation etc. Each planning office will designate one official responsible for local data input.

A critical feature of Monitoring & Evaluation frameworks is their integration into decision-making. Monitoring is not an end in itself: it has to feed into continuous improvement.

Each year, the CMT0 will convene a coordination review meeting with planning office representatives, HZ spokespersons, the Region and selected relevant stakeholders. The

purpose is to reflect on performance data, discuss lessons learned and agree on any necessary adjustments to operational models, funding arrangements or policy frameworks.

Feedback will also be formalized into the strategic planning cycle of the Metropolitan General Spatial Plan (PTGM), ensuring that territorial insights from planning offices inform higher-level strategic adjustments.

In addition, offices that significantly underperform or report barriers could be offered technical assistance and peer-learning opportunities.

Overall, monitoring and evaluation of the HZ planning office initiative is essential to ensuring its credibility, effectiveness and sustainability. By embedding performance tracking and feedback loops into the governance of the action, the Metropolitan City of Turin will be able to steer implementation intelligently, respond to challenges proactively and evolve the planning office model into a resilient backbone of metropolitan cooperation.

## M. Challenges & Risk Mitigation for Action 2

The establishment of Homogeneous Zone (HZ) Planning Offices is an ambitious action aimed at structurally enhancing intermunicipal cooperation and metropolitan governance in the Turin area. While the action promises strategic alignment and planning efficiency, its success hinges on overcoming key institutional, political and operational challenges. Foremost among these is the **dependency on a revision of Regional Urban Law No. 56/1977**, which currently does not foresee the formal establishment of intermunicipal HZ planning offices. **If the Regional Law is not revised in a way that enables this institutional change, the action cannot proceed**, a high-impact, high-likelihood risk that requires robust mitigation.

As anticipated, the primary barrier to implementation is legal and institutional: the current legislative framework does not provide for planning offices at the intermunicipal level. Without amendments to Regional Law 56/1977, municipalities cannot be legally empowered to jointly develop intermunicipal regulatory plans via HZ planning offices. This legal constraint threatens the action at its root.

In addition, several secondary barriers must be addressed:

- political volatility: changes in regional or local leadership could deprioritize the reform or shift support away from intermunicipal coordination;
- financial uncertainty: the absence of funding from the Region may delay or obstruct the operationalization of pilot planning offices;
- inter-municipal conflicts: diverging priorities, rivalries or disagreements over cost-sharing and office locations may undermine cohesion within homogeneous zones;

- capacity constraints: many small municipalities lack the technical staff or experience to fully participate in intermunicipal planning without external support.

Risks have been assessed using a qualitative matrix of likelihood and impact. The following table summarizes high-priority risks and mitigation strategies.

Risk	Likelihood	Impact	Risk level	Mitigation strategy
Failure to revise the Regional Urban Law	High	High	High	Joint political advocacy by CMTo and metropolitan municipalities, framing planning offices as functional to the achievement of regional priorities.
Lack of regional funding	Medium	High	High	Early engagement with the Region to embed funding provisions in the revised law; develop backup funding plans (EU, ERDF, Interreg); initiate pilots with minimal costs.
Withdrawal of municipalities from joint agreements	Medium	High	High	Formalize commitments via tripartite agreements; offer technical incentives; ensure equitable cost/resource sharing.
Conflict over office location or staffing	Medium	Medium	Medium	Use Assemblies of Mayors and the College of Spokespersons for consensus-building; rotate office locations or adopt distributed staffing models.
Capacity gaps in small municipalities	High	Medium	Medium	Offer targeted technical support through CMTo, develop joint training and capacity-building programs.

Metropolitan cooperation projects must anticipate and manage conflict, not just react to it. The proposed action embeds conflict resolution mechanisms at multiple levels.

1. **Prevention through clear governance design:** formal agreements will specify roles, responsibilities, funding obligations and conflict resolution clauses to reduce ambiguity and prevent disputes.
2. **Negotiation and mediation:** where disagreements arise, especially around funding or planning priorities, structured negotiations will be facilitated through the College of Spokespersons.
3. **Escalation channels:** conflicts that cannot be resolved at the HZ level can be escalated to the Metropolitan City, which serves as a neutral arbiter with

representation from all zones. This tiered model ensures issues are addressed at the lowest possible level.

4. **Consensus-building and facilitation:** stakeholder workshops, technical dialogue sessions and cross-zone peer exchanges will be organized during pilot phases to foster mutual understanding.
5. **Technical compromise:** where conflict concerns specific policy details (e.g., zoning approaches), the CMT0 can commission joint technical studies, allowing data to drive compromise.

Given the elevated risk surrounding the legal reform, a **contingency plan** will be prepared. If the Regional Law is not revised by 2026, the CMT0 and interested municipalities could pursue a workaround using existing legal tools, such as **voluntary intermunicipal associations**, not formally designated as "planning offices" but able to perform similar coordination functions. This allows pilot collaboration to move forward in a lighter form, until legislative conditions allow for full implementation.

## APPENDIX 1 - ACTION 1: SWOT Analysis concerning Option A and Option B

### Option A - Integration into the institutional website

STENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>▪ The main components of the system are already available within the Metropolitan City of Turin.</li> <li>▪ Using the institutional website for participation functionalities integrates them with existing content related to organizational structure and administrative procedures.</li> <li>▪ Technical support is available from CSI (in house company) for systems already in operation.</li> <li>▪ Implementation times are relatively short and mostly manageable by Metropolitan City staff.</li> <li>▪ A modular approach allows investment and subscription costs to be spread over time.</li> <li>▪ Features related to official protocol registration are already structured.</li> <li>▪ Existing tools currently in use are valorized and built upon.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The tendency of individual departments to manage initiatives on their own webpages may reduce the visibility of the Metropolitan City's overall participatory efforts.</li> <li>▪ A structured coordination effort is required among multiple departments that must contribute to implementing and maintaining the platform.</li> <li>▪ Modular development requires tailored solutions for each integration (e.g., content management, interaction with protocol systems, different back-office environments, etc.).</li> </ul>
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>▪ The modular approach makes it easier to expand or adapt participatory features in response to external needs, for example, by developing specific tools for forums, focus groups or public events.</li> <li>▪ Building structured participation functionalities would increase the efficiency and quality of services provided by the Metropolitan City, particularly in areas such as municipal support or local economic development.</li> </ul>	<p>Limited integration with participatory platforms used by other institutions at the national level compared to a shared solution (e.g. reuse of Decidim).</p>

## Option B - Participation in national Open Government initiatives

STENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>▪ A wide range of technical solutions to support participation is already available and highly integrated in a single environment.</li> <li>▪ Participation in a pilot program where the main cost is the allocation of internal human resources.</li> <li>▪ Access to structured training paths, such as those offered by Formez.</li> </ul>	<ul style="list-style-type: none"> <li>▪ The system components are not currently part of the Metropolitan City's digital infrastructure.</li> <li>▪ Coordination with the institutional website is still necessary.</li> <li>▪ Technical support from CSI (in-house company) would need to be assessed.</li> <li>▪ Ongoing costs for maintenance and licensing would need to be planned.</li> <li>▪ Staff training is required to use new tools.</li> <li>▪ Limited use of existing management systems, despite their fixed costs.</li> <li>▪ Features related to official protocol handling would need to be developed.</li> </ul>
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>▪ Greater visibility of the Metropolitan City's participatory actions, both locally and at the regional/national level.</li> <li>▪ Integration with existing participation initiatives in other regions and institutions.</li> <li>▪ Development of relationships with the Department of Public Administration.</li> <li>▪ Access to new ideas and experiences from other administrations using the same platform.</li> <li>▪ Availability of advanced tools that could support new participatory practices (e.g. petitions).</li> </ul>	<p>Security risks must be assessed due to the use of a cloud environment not managed by the institution.</p>