



# VAI OLTRE

## Integrated Action Plan

for sustainable mobility  
in Oltretorrente

Parma



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# 1.Context and Process

## 1.1. City Context

Parma is a medium size city of 198.236 inhabitants that covers an area of 260 km<sup>2</sup> located in Northern Italy, in the region Emilia Romagna.

It is a city with a stratified territory throughout a millennium-old history: the Roman and the medieval city, the Renaissance and the Baroque city, the Bourbon and the Enlightenment city, the revolutionary and the Habsburg city, the peasant and the entrepreneurial city, the City of Verdi and of barricades, the city with deeply rooted popular traditions, the city *beyond the stream*.

Its urban fabric and agricultural landscape are marked by ancient footprints of the Roman land-division system along the Via Aemilia. The confluence between the Parma and Baganza rivers, forming an upside-down Y, is the territorial element characterizing the city and deeply influencing its urban layout.

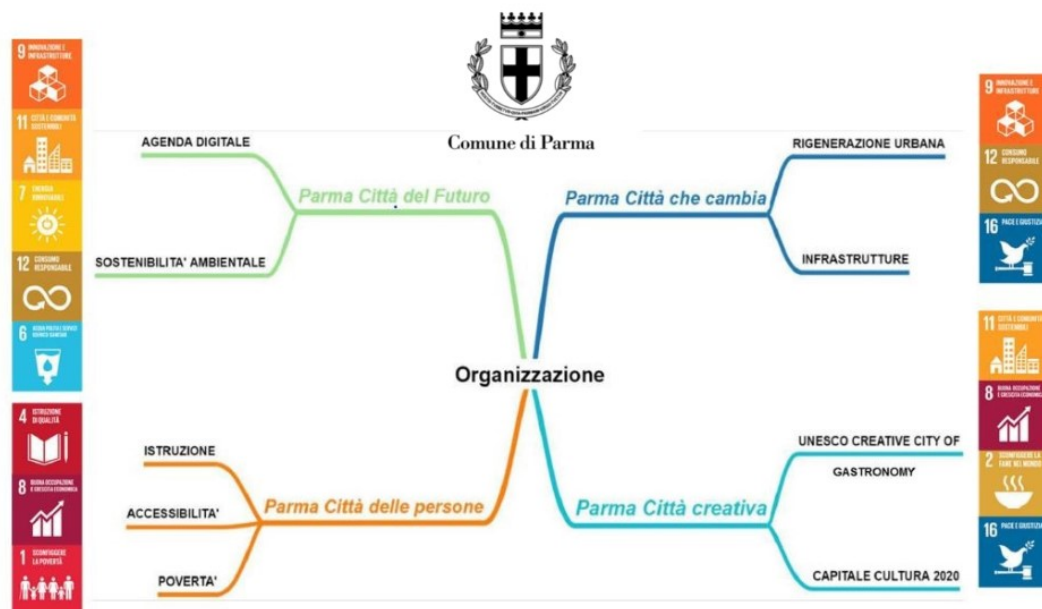


The average age of the population of Parma is 44.86 years (45.24 in Italy); the population over 65 years old constitutes 22.2% of the total population. In the specific case of the over 80s, despite being the most affected from "super-mortality", there is an increase (+19), representing 7.76% of the population total. There are 25,594 young people aged 0-14, equal to 12.9% of the total population.

The Covid-19 pandemic has produced effects, not only on the mortality (2,636 deaths registered in 2020, + 23.4% compared to 2019) but also on birth rate, in a global framework

already highly unbalanced by weak demographic dynamics on the turnover side of the population. The number of births in Parma in 2020, in fact, dropped to 1,500 children, recording the minimum value in the last decade (-8% compared to 2019 and -19.5% compared to 2010).

The City Structural Plan set the aim of a drastic reduction in the consumption of land; the strategy Parma 2030 set the objectives of the regeneration policy to make Parma a more attractive, sustainable, inclusive and balanced city.



*Strategic objectives and organisation of the Municipality (DA aggiornare)*

Since 2015, Parma is UNESCO Creative City for gastronomy, the first Italian city to be designed for gastronomy. Located in the middle of the so-called Food Valley, with 30.5% of the labour force working in the agri-food and gastronomic industry, the sector has forged the city's history and remains the driving forces of the local economy. The city is classified by the Qualivita Foundation as the first Italian city for Agri-food Qualitative Supremacy, and was appointed a seat on the European Food Safety Authority-EFSA. Parma's vision of food and gastronomy is intrinsically linked to environmental sustainability being based on local production and urban-rural reciprocity. The activity as UNESCO city are based on the three pillars of Education, Experience, Production.

In 2020-2021 Parma has been Italian Capital of Culture. The acknowledgement of Parma as Italian Capital of Culture has rewarded the public-private partnership model and the alliance between the institutions, the business fabric and its citizens. The Capital was built on the theme of "time", on its regeneration through culture, on its ability to give the pace to life in the city and to break down historical and social barriers through processes of sharing and growth.

Parma is in the Po Valley, and area encompassing four regions that features an intense human, industrial and activity that contributes to the high concentration of polluting sources. The city has been implementing strategies and initiatives for mobility, public and private buildings, businesses to reduce pollution for many years. Improvements have been made. However, traffic congestion, air pollution, and the use of private cars are still high.

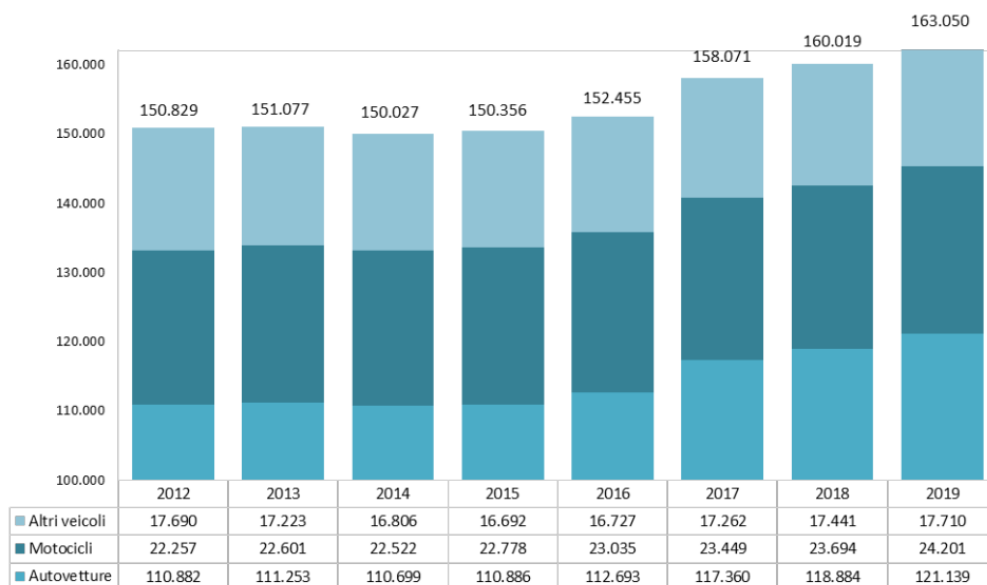
In 2014, the municipality of Parma set the strategy to improve energy efficiency in its SEAP. In 2015, the City council initiated a SEAP/SUMP harmonization process. The City has joined the

European project SIMPLA and set up the unified Energy and Mobility Sector, which was an important step towards the integration of policies and planning tools affecting energy consumption.

Parma faces several strategic challenges related to urban mobility and smart regeneration of its streets. The core challenge is to reduce intense car traffic and environmental and acoustic pollution through innovative models to manage alternative mobility and parking space, as well as to encourage a better use of public space for sociability (multi-cultural integration, perception of security, social and economic trade-offs).

Present times ask also for innovative approaches to understand and mitigate the consequences of COVID-19 and to re-launch the accessibility and attractiveness of public spaces, citizen wellbeing and security, economic activities, engagement of stakeholders and decision makers.

**Veicoli circolanti** nel comune di Parma per **tipo di veicolo**: serie storica 2012-2019



#### *Types of vehicles in Parma*

The SUMP was approved in 2017 with the following objectives:

- ❖ Improve Sustainable Mobility Plan to reduce private vehicles traffic and move people in a most efficient, sustainable and safe way
- ❖ Re-design the public transport network in order to cope with actual user expectations in terms of efficiency, quality and fast access to information
- ❖ Develop intermodality and interconnection with different urban transfer systems (bike & car sharing, electric mobility, car pooling)
- ❖ Improve environmental features by reducing noise and air pollution and recovery urban spaces
- ❖ Reduce transport costs, energy consumption and waste of resources with a view to sustainable mobility
- ❖ Focus on urban logistics: URBACT project Freight TAILS

By 2025:

- reduce the use of car by 50
- increase the network of bike lanes to 170,5 km
- increase the number of bike sharing stations to 74
- implement 76 km of tempo 30 streets



By 2030:

- decrease the days of exceeding the limits of PM10 to 3 days per year

## 1.2. Presentation of the intervention area and key challenges

The participation in Thriving Streets builds upon the existing process to increase the attractiveness of the city and to foster the innovation of the local policies to make them more effective.

The Mayor and the City Council indicated the neighbourhood Oltretorrente as a place to intervene in coherence with the key strategy for mobility of the whole city, but integrated with other urban strategies. We also considered this a pilot project for developing and testing a methodology that could then be rolled out to other areas of the city.

How to do this in a way that is efficient and cost-effective was our motivation behind participating in Thriving Streets. The physical and social complexity of the area requires an integrated approach, and competences that Parma wanted to develop in this URBACT project.

The neighbourhood "Oltretorrente" is located in the city centre, on the 'other side' (*oltre*) of the stream (*torrente*) Parma that flows in the middle of the city. On the right of the stream the area of the religious (the cathedral and the baptistery), and political power (the municipality, the Governor's palace, the huge Pilotta Palace symbol of the power of Farnese), of culture (Regio theatre, Farnese theatre, the works of Correggio and Parmigianino, the museums) and of the rich palaces and streets. On the left of the stream, the area traditionally of the 'poor'; narrow alleys of the poor and migrants from the nearby countryside and mountains, the high rows of houses stacked one against the other, overcrowded with poor people; the area of monasteries of charity, hospitals for tuberculosis and the incurable; the area of taverns, small artisans, street vendors. During the centuries Oltretorrente become a community with strong ties and a collective identity, people were proud of being born and grown up in the neighbourhood. In 1922 Oltretorrente became the scene of an armed resistance to the fascist squads, which, after five days of fighting, proved victorious. This resistance became known as the "barricades of '22" and nowadays Oltretorrente is still celebrated as the neighbourhood of the barricades.



### **1.2.1. Summary of key challenges**

The Oltretorrente has a multiplicity of uses and functions: it is a residential neighbourhood, full of commercial activities of various kinds and small offices; it is home to some university faculties and primary and secondary schools, associations and social services. This multiplicity makes the neighbourhood attractive and lively and a reference point for the city.

However, Oltretorrente has undergone deep changes in the last 20-30 years and some critical issues discourage a peaceful enjoyment of the area:

- ❖ Motorized traffic is high from private cars of people who live or work in Oltretorrente
- ❖ It is crossed by the bus lines that connect the east and western parts of the city
- ❖ The limited-traffic zone is not covering the whole neighbourhood
- ❖ Poor safety for pedestrians and cyclists due to traffic, irregular and narrow sidewalks, and discontinuous cycle paths
- ❖ High noise and air pollution in many stress which impacts the liveability of the area
- ❖ Poor quality of some public spaces especially in the evenings and nights
- ❖ Existence of some abandoned, or underutilized spaces
- ❖ Closing of shops. This problem afflicts the whole city, but it is stronger in this area. Since 2006 289 stores have closed in the whole city, including 16 bars and restaurants, 272 food and non-food stores
- ❖ The biggest park of the city (the historic Ducal Park of 208.700 sqm) is on the border of Oltretorrente, however in the neighbourhood there is scarcity of public green areas leading to poor resilience to the effects of climate change, such as heat islands which impact the well-being and health of citizens
- ❖ A fast-changing population has changed the identity, public space, and social wellbeing of the area. Oltretorrente is one of the most densely populated neighbourhoods of Parma (8442 residents, data of 31.12.2020, plus temporary inhabitants, such as university students) with a high percentage of resident foreign population (26,5% in 2020). The 75% of households is composed of 1 or 2 persons; many are Italian elderly and single-parent households, immigrant workers, students.

## **1.3. Focus and Vision**

### **1.3.1. Focus**

Keeping these challenges into account, the Thriving Streets activity in Oltretorrente was branded “Vai oltre”(Go beyond!): a claim that has the twofold meaning of “Let's go and use the Oltretorrente as area also for shopping and for free-time” and “Let's go beyond pre-judgements and consolidated visions for the area”.

A single project cannot of course face all the challenges of the area, but the focus on the mobility of Oltretorrente helped us to give evidence to the mobility challenges of the area and discuss the connections with the other challenges, and draw the attention to the importance of the area for the accessibility, attractiveness and liveability of the neighbourhood within the wider policies of the urban area of Parma.

## 1.3.2. Vision

**Restoring the old charm of Oltretorrente:** to improve Oltretorrente as a local centre for sustainable daily living and to increase attractiveness for tourists and non-residents, by leveraging on integrated approaches to urban mobility and streets as common goods.



The future vision of the Oltretorrente was built using the methodology of the “newspaper of the future”, a methodology that proved to be very effective and creative.

A neighbourhood where:

- ❖ the new limited traffic regulation, the tempo 30, the car and bike sharing, the new touristic and cultural routes, the green areas, the beauty of public space, the artisans shops have brought about a new renaissance of the Oltretorrente
- ❖ innovative solutions for mobility are designed and tested
- ❖ public spaces are lively, safe and designed for and by people
- ❖ the streets and squares are free from traffic and parking spaces are used by people to meet, socialize and feeling part of the community
- ❖ people can live and work feeling safe and secure
- ❖ easily accessible to all walks of life, all ages and for all abilities with good walking, well signposted and with more greening
- ❖ the school streets have cleared the secondary schools area and the surrounding streets by traffic and pollution



## 1.4. Description of the planning process

### 1.4.1. Presentation of the ULG

Because of the complexity of the Oltretorrente, a wide number of stakeholders was invited to participate, to ensure that the co-creation process could be meaningful and representative of the neighbourhood.

The ULG was organised as follows: a) the core group of key stakeholders: CCV (elected council of voluntary citizens of Oltretorrente), employees/experts of the Municipality of Parma (mobility, urban planning, welfare)

c) intermediate bodies representatives of the different sectors involved in Thriving Streets: local economy (Ascom, CNA, Confesercenti), education, culture (libraries, associations), third sector (associations, NGOs), University.

Political representatives of the city and the head of the mobility department of the municipality were also involved in key steps of the co-creation process. The ULG was coordinated by the participation and equal opportunities office of the Municipality of Parma. Internal staff from other departments of the municipality supported it: mobility, welfare, urban planning, EU affairs. An external expert supported facilitation and dialogue with external stakeholders.

### 1.4.2. The planning process

After the stakeholder mapping and analysis, the first methodological choice was to work with the stakeholders in two groups. The first group was made of representatives of the local institutions; they contributed to the analysis of the problems, the vision, the local action plan, and took care of the synergies with other projects in the Oltretorrente neighbourhood. The second group was made of representatives of the local community: they contributed to the steering of the project, the problem analysis, vision, definition of actions and played a central role in the development of the two pilot actions.

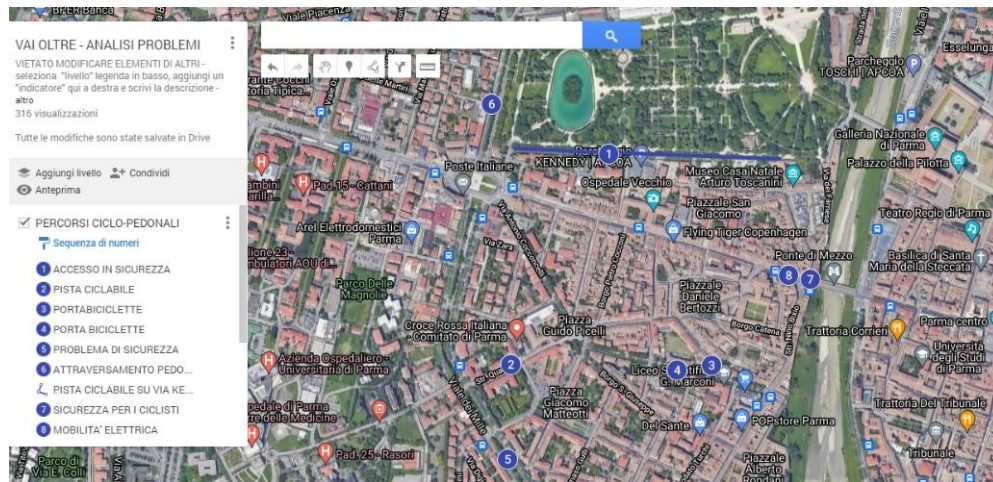
The participatory process was structured in the following phases:

1. Presentation of the participatory process: the calendar, the stakeholders map and presentation of the problem analysis activity
2. Implementation of the problem analysis with the use of an online participatory mapping system
3. The future scenario: the co-construction of a desirable scenario to facilitate the collection of ideas and the emergence of the objectives of the Integrated Action Plan
4. Actions: co-definition of actions for the Integrated Action Plan
5. Identification of possible solutions or small scale actions during a workshop in the Oltretorrente district
6. Implementation and co-evaluation of two small scale actions
7. Preparation of the draft of the integrated action plan

The analysis of the problems started in Spring 2021, right in the middle of the coronavirus lockdown. Three focus groups were organized online, aimed at representatives of the local institutions, the group of representatives of the departments of the municipality and representatives of the local community. In spite of the lockdown, all stakeholder participated.

During the focus groups the participants indicated both general and specific problems of the neighborhood. These problems were 'located' in the neighborhood thanks to the use of an online co-mapping tool that collected the reports to co-build the problem map. The final goal of the activity was, in line with the URBACT methodology, to co-construct the tree of causes - problems - effects.

The mapping was done using the free Google MYMaps app. The map was an "open" document, where each participant could intervene and modify the contents. About thirty stakeholders provided information and contributions.



MyMaps

Meetings in July and a walkshop in September during the sustainable mobility week proved very effective in developing an open dialogue with the ULG and a creative approach to the neighbourhood. This action also allowed a better understanding of different scenarios for intervention and the possibility to see and imagine alternative to generate concrete repercussions on the quality of life of the community.





# A WALK IN OLTRETORRENTE



"Vai Oltre. A creative path for the neighborhood where I live" was a creative workshop organized for children of six-10 years old, with the aim of exploring the different ideas and experiences of mobility of young residents in the Oltretorrente. Given the complexity of the theme, a playful approach was favored, to allow children to have fun, express themselves creatively, but also stimulate curiosity and reflection on mobility.







Experimenting the action in two schools allowed to better test the gamification and collect more data and evidence for its replicability next year(s) and in other schools of Parma.

With this action we tried to face the following challenges:

- ❖ Questioning the dominance of cars in the neighbourhood Oltretorrente
- ❖ Increase the awareness of children and their families on the negative externalities of cars and make them try and test a different mobility to school
- ❖ Reduce the traffic caused by schools which is impacting highly the neighbourhood
- ❖ Contribute to reduce pollution and improve security and liveability in Oltretorrente
- ❖ Enhance and make synergies with the initiative 'Parma cambia Spazio', a wider initiative on school mobility of Parma

During four weeks, children reflected with the teachers on mobility, the impacts of cars and the possibility to use different ways to go to school, according to the distance from home: walk (up to 1 km), walk, bike or public transport (1-3 Km), by public transport or by car (more than 3 km).

After completing a questionnaire on their mobility habits and the distance home-school, they chose "their better way" to move to school (according to distance and family arrangements) and each morning put a red or green (travelled by their best way) sticker on a poster.

The SSA showed that gamification is a good method to work with children, teachers and families and to engage them in sustainable mobility. It is also quite simple to design and to implement and cost effective.

Following a press conference where we presented the results of the SSA and further contacts with other schools, the gamification has been replicated in two other primary schools in April-May 2022.

Our aim is to make it a long term action to be replicated in Autumn and Spring; it cannot be an activity for the whole school year, but it could become a regular appointment for primary schools in Parma.

**La mia scelta** Parma cambia spazio

Il mio nome è ESTELA D.

Abito a 0 km dalla scuola  
Puoi ottenere la distanza utilizzando usando la app Google Maps e visitando l'indirizzo <http://maps.google.com> dopo aver inserito il tuo indirizzo, clicca sul bottone 'Indicazioni', seleziona la modalità 'A piedi' e inserisci nel campo 'destinazione' l'indirizzo della scuola, che è \_\_\_\_\_

Solitamente vengo a scuola PIEDI  
Indica in quale modo viene a scuola più spesso, se a piedi, in automobile, in bicicletta, in autobus, in monopattino, etc.

Cosa ti piace del tuo tragitto casa-scuola?  
MI PIACE QUANDO SOLITAMENTE DELLE SIGNORE DEL MIO PAZZO MI DISCONO "STAI ANDANDO A SCUOLA QUANTA FORTUNA!"

Cosa vuoi fare diversamente?  
VOGRO FARE META' TRAGITTO CON UNA MIA AMICA

Hai altre osservazioni?  
SI CHE NON VUOLIO VEDERE TANTE AUTO E PIU' PERSONE IN BICICLETTA O A PIEDI

La mia scelta migliore è VENIRE A PIEDI  
Da compilare in classe  
Per informazioni visita [tinyurl.com/parmacambiaspazio](http://tinyurl.com/parmacambiaspazio)

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**La mia scelta** Parma cambia spazio

Il mio nome è Giovanni Luigi

Abito a 7 km dalla scuola  
Puoi ottenere la distanza utilizzando usando la app Google Maps e visitando l'indirizzo <http://maps.google.com> dopo aver inserito il tuo indirizzo, clicca sul bottone 'Indicazioni', seleziona la modalità 'A piedi' e inserisci nel campo 'destinazione' l'indirizzo della scuola, che è \_\_\_\_\_

Solitamente vengo a scuola automobile  
Indica in quale modo viene a scuola più spesso, se a piedi, in automobile, in bicicletta, in autobus, in monopattino, etc.

Cosa ti piace del tuo tragitto casa-scuola?  
In automobile si può andare velocemente

Cosa vuoi fare diversamente?  
Vorrei andare più spesso in bicicletta

Hai altre osservazioni?  
Il mattino quando piove, c'è molto traffico

La mia scelta migliore è andare in bicicletta  
Da compilare in classe  
Per informazioni visita [tinyurl.com/parmacambiaspazio](http://tinyurl.com/parmacambiaspazio)

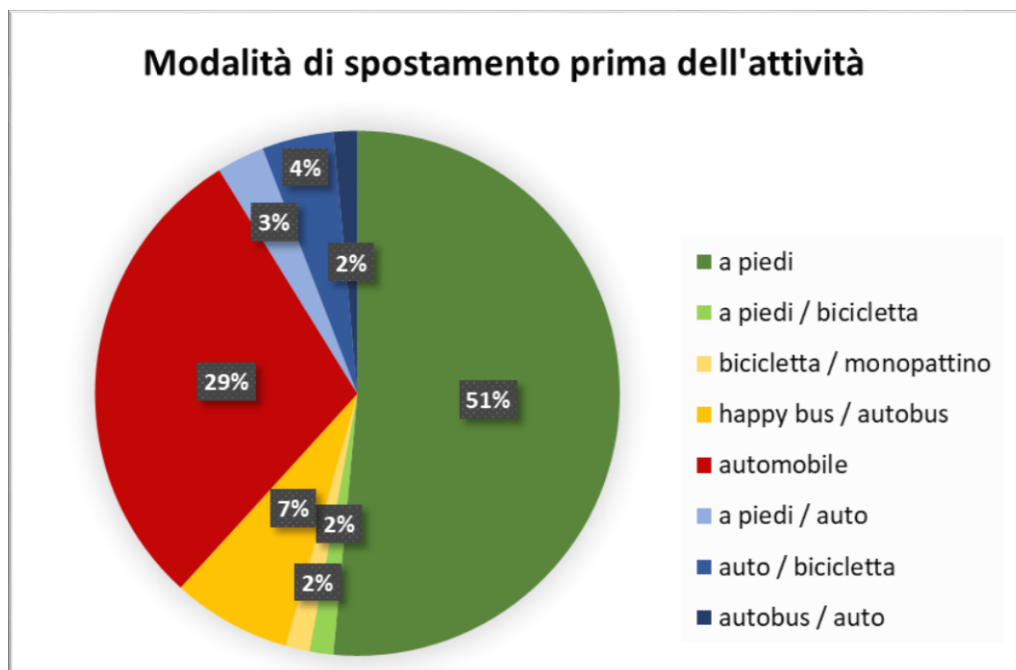
Some questionnaires "My choice" completed by children

## Key learnings

- Engage with headmasters and teachers, they are the key facilitators for the gamification
- Make sure the gamification fits into the programs of the schools and classes. Discuss with the teachers how the gamification can integrate into the programs and syllabuses of the class: during the SSA some teachers used the gamification for maths (calculation of the distance home-school), geography (use of maps), civics
- Meet the children, explain the gamification, talk and listen to them
- Keep it simple: for teachers, children and families
- Discuss with the teachers and the children the results of the gamification; celebrate their accomplishments
- The gamification is not a competition: do not criticise the children who have to go to school by car – they may come from outside the neighbourhood or their parents have to use the car to go to work, sometimes one has to go by car and this is out of control of children
- The teachers appreciated the flexibility of the gamification, which allowed them to engage with children, talk of problems and solutions for mobility and pollution, of the responsibility and effect of individual choices on the community and the city
- Present the results of the gamification to decision makers (mobility, urban planning and education), involve them and use the gamification as an opportunity to analyse (data collection, availability of public transport, bike lanes, security etc.) and improve school mobility and active mobility around schools
- The children' comments confirm the impression that the outdoors and exploration of space through movement are essential to them; this is a good motivation to promote sustainable mobility



*Some posters completed by children*



*Habitual way of moving home-school (before the Gamification activity)  
of the children of the Cocconi school*

90% of the children during the period of the activity declared that they had tried to adopt the best travel choice. This choice was actually adopted by children on average in 86% of their days at school during the Gamification activity.

With reference only to children who, before the activity, declared to travel by car only, both on the boards and on the cards, between 285 and 536 km traveled by car were saved during the experimentation.

In the evaluation of the action, we also discussed the positive externalities of education and awareness activities related to gamification:

- Greater development and autonomy of children
- Decrease in sedentary lifestyle
- Positive effects on health
- Greater use of public space

It is useful to mention an ISPRA analysis (2017) on ISTAT data that has shown that over time the percentage of students (of all levels) who usually walked or cycled to school has drastically decreased in Italy, compared to a significant increase in travel by private car and, albeit to a lesser extent, by public transport. Although we do not want to analyse here the changes in mobility needs that occurred in a rather large time interval (1971-2011), it is underlined that a better management of the modal share in home-school travel is certainly needed. Through appropriate education and awareness campaigns such as the gamification activities, integrated with infrastructural interventions on the network for soft mobility, and with policies to encourage sustainable mobility in the home-school journey (e.g. walking bus ), it can certainly generate positive impacts on the mobility habits of youth and their families.

### **Survey to assess accessibility and effectiveness of public transport**

Oltretorrente is crossed by many bus lines that goes east-west in the urban area and south-north.

The busses goes along two roads, Via D'Azeglio and Via Bixio. Another lines go along the eastern border of the neighbourhood. Most bus stops can be reached at a distance of approx. 300-400 mt. There is no lines that goes through the neighbourhood, as it was many years ago (the line was cancelled because not financially viable).

However, the ULG discussed how some parts of Oltretorrente are not well connected by public transport, especially some commercial streets and for people with reduced mobility and it was proposed to set up a new bus line.

Taking into account the complexity, the time and the costs of a new bus line, we decided to investigate the need of public transport with citizens who live and/or work in Oltretorrente; we did not have enough evidence to support the inclusion of an action dedicated to the activation of a new bus line in the IAP.

We also developed a preliminary reflection on the feasibility of a new minibus line: possible route, accessibility, connections with other bus lines, costs.

A survey was distributed online and on paper to residents of Oltretorrente and people who work in Oltretorrente.

The survey has been very useful to understand the mobility dynamics in Oltretorrente and it is the first survey being implementing in the neighbourhood. It also was useful to investigate the difficulties that users face in using public transport and collects their perceptions on the level of efficiency and quality of public transport in Oltretorrente.

We also started a preliminary reflection on the feasibility of a new minibus line: possible route, accessibility, connections with other bus lines, costs items.

We have not included the activation of a new bus line in the IAP as the survey is not supporting this solution.

There is indeed a need to improve public transport:

- For elderly and people with mobility difficulties we suggest an on-demand service, eventually supported by the Municipality (incentives for taxis could be an option). It would be quite easy to set up and would better meet the needs of these citizens
- We also suggest to study the possibility to change the route of one of the existing bus lines
- For trade and shops that are suffering from the general crisis of trade: a new bus line is asked to support shops; however, other actions could be more effective

## Key learnings

- ◆ Do not take anything for granted, the knowledge of the city is never enough. Collect data and evidence.
- ◆ Take into consideration small solutions, not only big projects. Small solutions can be implemented in a shorter time, with less resources, are less risky and give a reply to the requests of citizens in a shorter time.
- ◆ Be creative in designing solutions
- ◆ Put yourself in the citizens' shoes: mobility difficulties is a matter of accessibility and safety, not just of public transport. 300 mt. might be a too long distance if you have to face barriers, uneven sidewalks, cars and insecurity
- ◆ Set up a new bus stop means to take away two parking spaces: which is the best choice for the area?
- ◆ A bus line that address the needs of elderly and people with disabilities should have also accessible bus stops (no barriers, protected etc.)
- ◆ A survey takes time and resources: make sure you plan it well
- ◆ Disseminate and communicate the results as much as possible





## QUESTIONARIO MOBILITÀ IN OLTRETORRENTE:



E tu, come ti muovi? Impariamo a conoscerci per migliorare il trasporto pubblico del nostro quartiere.



PARTECIPA AL  
QUESTIONARIO,  
INQUADRA  
IL QR CODE  
QUI DI FIANCO

SCAN ME



## 2.Action Plan

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### 2.1. Objectives and strategies

***No one can predict what the future holds, but one thing is certain: more or less the same is no longer a viable option. We need to rethink the way we live, work and learn, where and how we consume and produce. We should redesign the balance between system and individual, between rich and poor, between young and old, between sustainability and growth.***

*from the strategic document "Parma 2050"*

The IAP of Parma is the result of the intense work done with the ULG and with the partnership of the Thriving Streets project but is also part of the riverbed marked by the various exercises of strategic planning and selection of the mid-to-long term goals for the city and its neighborhoods that the Municipality of Parma has deepened and updated since 2017.

It is a strategic convergence that has not altered the freedom of margins and schemes of reflection of the ULG but that it is important to underline, given that this is the strongest basis that guarantees the feasibility of the actions included in the Parma IAP.

The IAP for Oltretorrente responds to the policies undertaken for the transition of the city, in particular the Sustainable Mobility Plan (SUMP), the Sustainable Energy Action Plan (SEAP), the Sustainable Energy and Climate Plan (SECAP), with actions of reforestation and sustainable mobility.

In this perspective, the IAP for the Oltretorrente directly stems from the path of strategic reflection started by the Municipality in 2017, which led to the approval of the urban regeneration strategy "Parma 2030. The city of ideas." ([Presentazione standard di PowerPoint \(regione.emilia-romagna.it\)](http://regione.emilia-romagna.it)).

From its very beginning, the regeneration strategy for Oltretorrente was a participatory path that led to the identification of a general mission: to mend the places of the city, strengthening their identity and mutual specificity. This served as a basis for fixing the overall strategic objective of the IAP and the first strategic objective of the IAP for Thriving Streets: placemaking as a fundamental strategic axis to link co-created and co-managed actions for more thriving public spaces in Oltretorrente.

A second strategic reference is the Urban Plan for Sustainable Mobility ([SUMP - https://www.comune.parma.it/mobilita/Pums---Piano-Urbano-della-Mobilita-Sostenibile.aspx](https://www.comune.parma.it/mobilita/Pums---Piano-Urbano-della-Mobilita-Sostenibile.aspx)) and the urban mobility strategy that the City of Parma is reselling in the light of its strategy for the 2030 Agenda. The activity carried out with the ULG has declined the sustainable mobility strategies identifying the areas that can still be improved with respect to the characteristics and problems specifications of Oltretorrente. Sustainable mobility as a driver for the strategy of enhancing the Oltretorrente has been strengthened from this reference and the reduction of car dominance has been identified as the second specific objective.

Finally, the third strategic reference for our IAP is represented by the process that the Municipality has launched for the new General Strategic Urban Plan "Parma 2050" (<https://www.parma2050.eu/>); it is a process that takes, capitalizes and relaunches the success on an urban scale represented by Parma Italian Capital for Culture and that aims

not to disperse the heritage of attractiveness, recognizability, scalability of that model when we look at tourism and residentiality in a dimension that enhances the culture, and leverages on cultural containers recovered for the Italian Capital of Culture (such as the Old Hospital-Ospedale Vecchio in Oltretorrente) to keep them remain over time as living places for the community and hot-spots for sustainable development. From these premises (a cohesive and polycentric city-territory) derives the philosophy that led to define the third specific objective of the IAP of Parma: Oltretorrente as a destination (for tourists, citizens and the inhabitants of the area themselves).

Combining all the inputs collected through the work done with the ULG, the IAP is intended to provide concrete answers to the problems identified in the challenge section. A summary of the situation is in the SWOT analysis of Oltretorrente.

### 2.1.1. The SWOT analysis for Oltretorrente

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>• Proximity to the historic center (actually Oltretorrente is a part of the center of Parma)</li> <li>• Concentration of schools and high attendance of young people</li> <li>• Parma is one of the first Erasmus exchange destinations in Europe and many of the Erasmus students find accommodation in Oltretorrente</li> </ul>	<ul style="list-style-type: none"> <li>• The restricted traffic zone does not cover the entire area</li> <li>• High traffic rate of private vehicles and buses connecting the east and west of the city</li> <li>• Little public green and few trees despite the proximity to the largest park in the city (Ducal Park)</li> </ul>
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• The urban regeneration plan of Parma financed by the ERDF 2014-2020 and the investments made for Parma Capital of Culture have reactivated a series of attractors in Oltretorrente.</li> <li>• New path for the Parma 2050 Urban Strategic Plan as a framework in which to hinge the actions of the IAP</li> <li>• SUMP that plans to intervene on parking areas</li> </ul>	<ul style="list-style-type: none"> <li>• Difficulty in resisting the crisis of small shops (289 stores closed in the last 15 years)</li> <li>• Demographic change and residential composition (even temporary)</li> <li>• Increasing traffic and pollution</li> <li>• Problems of integration with the immigrant community</li> <li>• Losing the momentum generated by Parma Italian Capital of Culture</li> </ul>

From the core inputs of the SWOT analysis, the ULG work on the challenges of Oltretorrente (figure... ) and the context analysis, we derived the articulation of the strategy and the actions related of the IAP. Specific objectives are linked with monitoring indicators to assess the progress of the IAP and to evaluate its efficiency and effectiveness.

The IAP strategy has an overarching goal that aims at setting up **Oltretorrente as a thriving hub for the entire city by leveraging on mobility solutions and on its heritage and public areas** (squares, streets, community houses).

This goal will be pursued by focusing on three specific objectives:

The first one (**Better sense of identity and placemaking**) will invest on mobility and public spaces to renovate placemaking for Oltretorrente: a dedicated attention to shops and public initiatives to multiply the '10 reasons to go and stay in Oltretorrente' will be linked with selected interventions on public spaces.

The second one (**Reduce car dominance**) is intended to boost alternative mobility schemes that will reduce car dominance: it is a matter of infrastructures (bike lanes), services (public transports), road safety and attitudes. That is why nudging and gamification will be used to support the cultural change that is needed to make alternative mobility a smart component of the increased attractiveness of Oltretorrente.

The third specific objective (**Oltretorrente as a destination**) will focus on how to improve the dimension of Oltretorrente as a destination for locals and tourists. Temporary citizens (like Erasmus students) are a potential driver for an innovative approach to generate new offers and new knowledge about the real potential of Oltretorrente.

The implementation of such a strategy will be led by considering a transversal objective (**Supporting equality, inclusion and better outcomes from the twin transition for each and every one**), that gives the flavor of the inclusiveness, transparency, sustainability and digital innovation we want to connect to all the actions of the IAP.



## 2.2. The IAP strategy at glance (including core indicators)

Territorial objective		Maintain the momentum to improve Oltretorrente as a thriving hub for sustainable daily lives and increased attractiveness for tourists and non-residents, by leveraging an integrated approach to urban mobility and streets as common goods			
		Areas of intervention	Core indicators	Estimated target value	
Strategic Objectives	SO1. Better sense of identity and placemaking	1.1. New places for community life	Square Meters of public spaces refurbished and made more attractive  Youth satisfaction rate	2/3 of the public spaces in the area regenerated  70% of youngsters (both students and residents) actively appreciate Oltretorrente (interviews and participation rate)	
		1.2. Help local business to thrive	N. of special initiatives (fairs, events, training) dedicated to traders  Percentage of growth in turnover of small stores in Oltretorrente	At least 10 per years  + 5% to 30% of turnover	
	SO2. Reduce car dominance	2.1. Improve public transport in Oltretorrente	Percentage of use of the means  Frequency of trips	Increased number of passengers and subscribers of public transports	
		2.2. Reduce the impact of private cars and parking in Oltretorrente	New modes to manage school mobility  Increased awareness on sustainable mobility	N. of innovative solutions mapped  At least 80% of students and locals engaged in public awareness campaing and gamified solutions	
		2.3. Improve safety for bikes and pedestrians	Bicycle stalls installed  Extension of low-speed areas  Urban furniture to protect pedestrian paths	+60% of stalls installed by the end of 2022 +100% of areas defined as low speed with speed bollards  At least 10 new tree-based or street furniture solutions to protect from traffic pedestrians-and bike lanes	
	SO3. Oltretorrente as a destination	3.1. Make Oltretorrente more attractive for tourists and temporary citizens	Number of visitors and of tourist overnight stays  Participants to event  Citizens satisfaction rate	+30% for consolidated ratios in 2 years  At least 500 with a distribution consistent with the structure of the population in Oltretorrente  80% of inhabitants satisfied	
		3.2. Urban decor and user-friendly city	Green sustainability index  Better knowledge of the assets and available services	Improvement of Oltretorrente ranking in the Legambiente Survey  +100% of citizens and tourist aware of services and opportunities	
	Transversal objective		Supporting equality, inclusion and better outcomes from the twin transition (digital and green) for each and everyone		

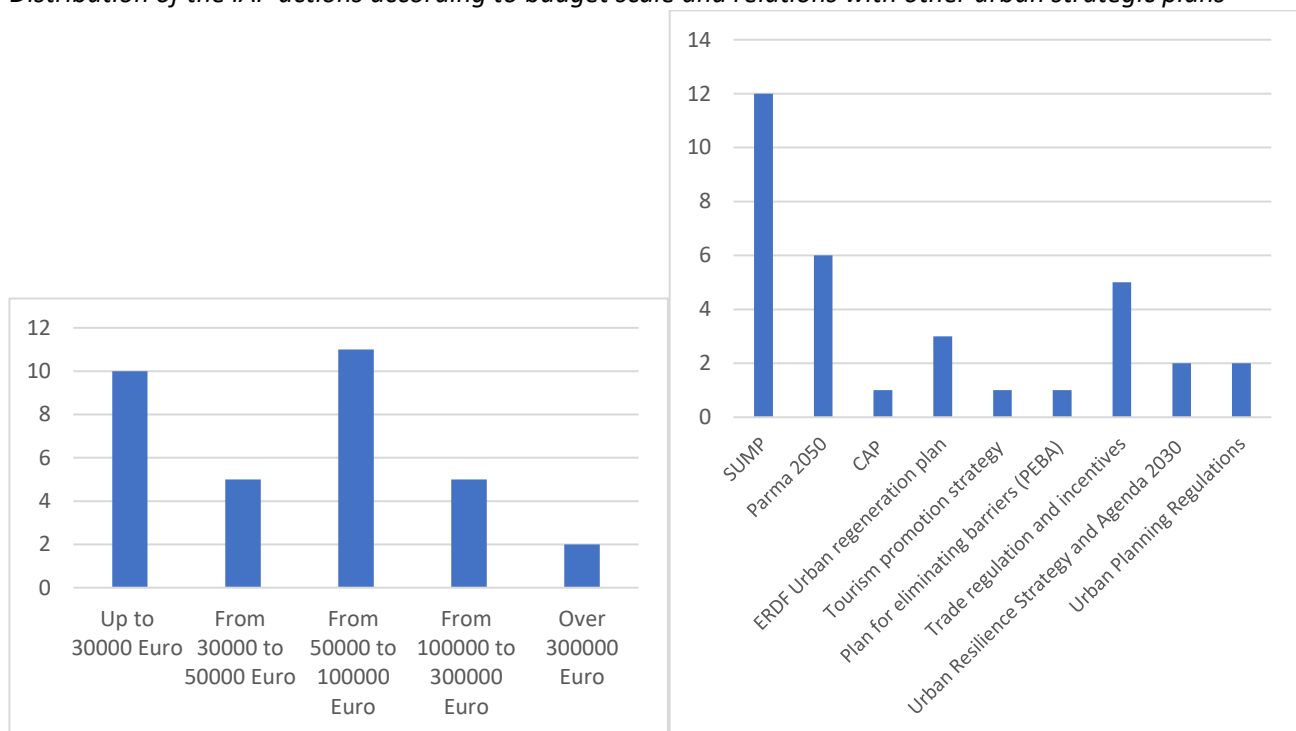
## 2.3. Proposed actions

The IAP is articulated into 32 actions, the most part of them of limited amount (max 50000 Euro).

Figure 2.3. shows a classification of the actions by economic scale and by references to the strategic plans already in place in the Municipality of Parma.

Many of the actions are already included in the general strategic plan for Parma and this allows to have a feasibility path that is guaranteed by the financial coverage from the resources already available in the municipal budget.

*Distribution of the IAP actions according to budget scale and relations with other urban strategic plans*



## Action Plan

Strategic objective	Areas of Intervention	Actions	RESPONSIBLE BODY	IMPLEMENTATION SCHEDULE	COST	FINANCIAL SOURCE	COHERENCE WITH OTHER URBAN PLANS
SO1 Better sense of identity and placemaking	1.1.New places for community life	1.Thriving Squares in Oltretorrente: make the squares a focal point for social and cultural life all year long and connect them in a network of places and routes also for visitors and tourists . extend the impacts of the regeneration of the Old Hospital to the whole Oltretorrente	Municipality; CCV Oltretorrente and local associations	2022-2027	30.000-100.000	Municipality own funds	Urban Decor Regulations; Urban planning regulations (including the 15 min approach); Old Hospital ERDF regeneration (city museum)
		2. Set up playgrounds for children: . create small play areas with traditional, and inclusive, plays that fit into the limited space of Oltretorrente . design 'play routes' using street art and graffiti	Municipality; CCV Oltretorrente	2022-2026	50.000	Municipality own funds; Crowdfunding and donations	The current plan of the Municipality for the maintenance and installation of playground throughout the city, with funds allocated for 2022-2024 does not include Oltretorrente. Only in the adjacent Ducal Park, subject to major renovation.  Traffic laws.

		3. Improve accessibility of public spaces: . make pedestrian path accessible for all . improve visibility . improve safety from traffic . provide possibility to sit and rest . improve maintenance of pavements	Municipality; CCV and associations of elderly and disabled	2022-2026	100.000 – 1.000.000	Regional and national funds; ERDF SUS 2021-2027	PEBA (Architectural Barrier Elimination Plan)
		4. Regeneration Plan for Kennedy Street to eliminate a barrier between the Ducal Park and Oltretorrente and improve security around the Old Hospital	Municipality	2022-2026	300.000	Municipality own funds; <b>ERDF SUS 2021-2027</b>	PEBA (Architectural Barrier Elimination Plan); New regulation for the green areas; Regeneration plan of Ducal Park; Old Hospital ERDF regeneration (city museum)
		5. Youth Thriving Booster Labs- for the 15 minutes city. Through a participatory process for youth 12-18 years old, plan actions for making Oltretorrente a teenager-friendly area	Municipality	2022-2025	30.000-50.000	Municipality funds; Regional and national funds for youth; <b>Erasmus +, EUROMED, National Plan for the Youth</b>	
		5. Promote Oltretorrente with a positive story telling and communication to counteract the negative communication	Municipality; CCV	2022-2026	50.000	Municipal funds	
	1.2. Help local business to thrive	6. Streets of retail: . continue the incentives of the 'streets projects' and their bottom up approach . support quality activities	Municipality & trade associations	2022-2027	100.000	Municipality own funds; regional funding	Street projects (call for proposals providing incentives for redevelopment and promotion actions presented by the



							majority of commercial activities of a street); New regulation for the artisanal and commercial activities and for food and beverage in the historical centre (adopted on an experimental basis for a period of 9 months from Spring 2022)
		7. Temporay uses strategy. . design a year long strategy to use bigger and smaller spaces . cooperate with schools to use their premises as palces for youth and community after school time (in cooperation with the school streets initiative)	Municipality; CCV, local associations and schools	2022-2023	30.000	Municipality own funds	Urban planning regulations; New regulation for the artisanal and commercial activities and for food and beverage in the historical centre (adopted on an experimental basis for a period of 9 months from Spring 2022)
		8. Bench-learning among local retailers: learning from local successful shops and artisans	Municipality; trade associations	2022-2027	20.000	Regional or national funding; European funding	New regulation for the artisanal and commercial activities and for food and beverage in the historical centre (adopted on an experimental basis for a period of 9 months from Spring 2022)
		9. Ethic and ethnic retail strategy: improve and better integrate the shops and activities of migrants in Oltretorrente	Municipality; trade associations; local associations	2022-2023	50.000	Municipality own resources; European funding; Regional or national funding; Bank Fundation and Association Parma Io Ci Sto	New regulation for the artisanal and commercial activities and for food and beverage in the historical centre (adopted on an experimental basis for a

SO2. Reduce car dominance							period of 9 months from Spring 2022)
		10. Festivals and fairs: assess the possibility to increase the events in Oltretorrente all year long	Municipality; local associations; CCV	2022-2027	50.000	Municipality own resources; Reward crowdfunding	Old Hospital ERDF regeneration
		11. Street markets planning: reassess the current locations of the markets in Oltretorrec and their impacts on the area	Municipality; trade associations	2022-2023	No costs	Municipality own resources ( Staff costs)	Urban planning regulations
	2.1.Improve public transport	12. Knowledge hub on innovative and smart mobility: . enhance the actions of environmental and security education in schools . continue the knowledge exchange on good practices of European cities	Municipality; University of Parma; local police; ARPAE	2022.2025	250.000	Municipality own resources; Regional or national funding; RRF	SUMP; Mobility management (home-work travel plans)
		13. On-demand services for improving the mobility of elderly and disabled	Municipality; CCV and local associations	2022-2025	120.000	Municipality own funding; Regional or national funding	SUMP
		14. Interactive attractiveness of public transport	Local Transport Company	2022-2024	50k	National Plan for Smart Mobility	SUMP; Home-school travel plans
		15. Intermodal hub and parking area in Piazzale della Villetta, esp. for the seconday school hub	Municipality; CCV; TEP, Infomobility	2023-2026	300.000	Municipality own resources; Regional or national funding	SUMP
		16. Parking management: . assess the effectiveness of the current regulations for parking . reorganize the number of parking spaces especially for	Municipality; CCV	2022-2027	200.000	Municipality own resources; Regional or national funding	SUMP

		residents, according to the plan presented by the CCV					
	2.2 Reduce the impact of private traffic and parking on the neighbourhood	17. Data collection and sentiment analysis to manage the switch from private cars to alternative transport modes: collect data and evidence on the traffic flows within/in/out of Oltretorrente	Municipality	2022 -2023	30.000	Municipality own resources	SUMP
		18. Increase the bike racks in the neighbourhood and improve bike mobility to reduce thefts, improve decor and accessibility	Municipality + Citizens	2022	30.000	Municipality own resources	SUMP
		19. Gamification in primary schools to encourage active mobility	Municipality and Public Schools + University	2022-2024	8.000	Municipality own resources; Regional or national funding	SUMP; Home-school travel plans
		20. Nudging actions to reduce private cars use	Municipality	2022-2027	60000	Municipality own resources; Regional or national funding; ERDF	SUMP; Home-work & home-school travel plans
		21. School streets and alternative mobility solutions for students: create school streets in Oltretorrente for primary and secondary schools to improve safety, quality public spaces and community	Municipality	2023-2027	100.000	Municipality own resources; Regional or national funding; ERDF	SUMP
	2.3. Improve safety for bike and pedestrians	22. Expand the low speed area (20 and 30 kmph)	Municipality	2022-2027	100.000	Municipality own resources; Regional or national funding	SUMP
		23. Awareness campaign on road safety	Municipality	2022-2027	30.000	Municipality own resources; Regional;	SUMP

O3. Oltretorrente as a destination						ERDF or national funding	
	3.1. Make Oltretorrente more attractive for tourists and temporary citizens	24. Visual identity and interactive fit-for-purpose street signals	Municipality + Street artists	2022-2027	100.000	Municipality own resources; Regional or national funding; ERDF	Parma 2050
		25. Colour and materials regulatory framework to promote Oltretorrente: . as an Instagram destination . to promote the whole area to visitors . use the colour (street art etc.) to design routes, encourage walking, improve public spaces	Municipality	2022-2027	300.000	Municipality own resources; Regional or national funding; ERDF	Urban planning regulations; Old Hospital ERDF regeneration (city museum); Traffic laws; Parma 2050
		26. Tourism promotional and commercialisation strategy for Oltretorrente	Municipality	2022-2027	120.000	Municipal own resources and national funding	Tourism promotion strategy of the City of Parma
		27. Thematic routes and get your guide initiative for Oltretorrente	Municipality + University	2023-2027	100.000	Erasmus + ESF Regional Operational Programme	Old Hospital ERDF regeneration (city museum)
		28. Tourism transport service between the Oltretorrente, railway station, city centre (electric train TBD)	Municipality	2022-2027	TBC	Municipality own resources; national funding;	SUMP



	3.2. Urban decor and user-friendly city	29. Oltretorrente decor and beauty: . improve the waste collection . improve the regular cleanliness of streets . cooperation with bars and caffè . install public toilets	Municipality; IREN	2022-2027	80.000	IREN funding	Regulation of urban decor; Old Hospital ERDF regeneration; Parma 2050
		30. Green heat shields	Municipality	2022-2027	200.000	National, regional, European	Current initiatives for climate change; 100 climate neutral cities
		31. Microtemporary interventions to improve local spaces: . guerrilla gardening . street art	Municipality + Local associations	2023-2027	30.000	Crowdfunding	Urban Resilience Strategy and Agenda 2030

		32. Oltretorrente Social Mapping	Municipality + Local associations	2023-2024	100000	ESF National Funds	Parma 2050

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## 2.3 The GANTT Chart

The actions are distributed over a time horizon of 5 years but all provide for immediate start, given the possibility of linking them to planning tools already adopted by the Municipality of Parma and for which there are already available financial resources, as shown in previous pages.

## 3. Implementation framework

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### 3.1. Framework for the delivery of the IAP

The IAP will be implemented by the Municipality with the strong cooperation of the CCV (Citizens Committees) in Oltretorrente, local associations and the wider spectrum of stakeholders who are already active in the process for the new Urban Strategic Plan "Parma 2050".

The IAP could origin a dedicated Decidim page that will be used for monitoring and imokementing the IAP. Decidim [<http://decidim.org>], from the Catalan "let's decide" or "we decide", is a digital platform for participatory democracy. More specifically, Decidim is a web environment (a framework) produced in Ruby on Rails (a programming language) that allows anybody to create and configure a website to be used in the form of a political network for democratic participation. It is built entirely and collaboratively as free software.

The platform allows any organization (local city council, association, university, NGO, neighbourhood or cooperative) to create mass processes for strategic planning, participatory budgeting, public consultation, collaborative design, etc.

It also makes possible to connect traditional in-person democratic meetings with the digital world: sending meeting invites, managing registrations, facilitating the publication of minutes, etc. In addition, Decidim enables the structuring of government bodies or assemblies (councils, boards, working groups), the convening of consultations, referendums or channelling citizen or member initiatives to trigger different decision-making processes. Yet, the Decidim project is much more than that.



## What is DECIDIM?

**Decidim** is a public-common's, free and open, digital infrastructure for participatory democracy.

By "participatory democracy" we mean that form of "government of the people, for the people and by the people" in which people take part as equals or peers (from latin pars, part, and capere, to take). By taking part we mean that, under the current political model, people take the part of the sovereign power that belongs to them. And this should be an equal part for each. Moreover, we also mean, under an alternative model, to take part in the autonomy of the social and political life, in the construction of collective potency: the capacity to coordinate and commit to collective action.

The term "digital infrastructure" makes reference to a set of tools, resources, data-sets, documents, codes (legal, computer, etc.), interfaces and services that are digitalized or made accessible by digital means. This infrastructure is primarily a software platform for participatory democracy.

Participants can create proposals, sign and support them, comment, receive notifications, attend public meetings or receive the minutes of the session. Administrators can design participatory processes, define the structure of democratic organs (like councils or committees), configure types of initiatives or set up consultations. The infrastructure also includes documentation, design (icons, images, logos, etc.), legal documents, datasets or training resources, among others. All these make possible to deploy a participatory democratic system in any organization (be it a municipality, a cooperative, an association, a union or a community).

By "free and open" we mean that the project's goods (the assets of the infrastructure) do not fall under the form of private property that excludes others from accessing, using, copying, modifying and re-publishing or reusing these resources but, instead, displays all the legal, technical and social means necessary to share them and open them to collaboration.

Finally, the term "public-commons" indicates that the project is mostly financed and made possible by public institutions and is managed and designed by an open community constituted by public-servants, members of different associations, university researchers and students, activists and staff from foundations, workers from different companies or simply volunteers that commit to the principles of the project.

For this infrastructure to be a common's it is important that these partners organize democratically in relation to the project. In this sense, Decidim is a reflexive infrastructure that uses the very infrastructure to democratize itself through the MetaDecidim community.

## 3.2. Resourcing and funding

It is a priority for the development of the city to make the best use of the available development resources in the implementation of the IAP. The resource mix can be broadly grouped into three main categories according to the origin of the resources, which can be further subdivided:

### **I. European Union Funds**

- Available resources of relevant Operational Programmes in the EU Structural and Investment Funds (e.g. ERDF ROP Emilia Romagna and National Programmes)
- Financial aid linked to the EU Structural and Investment Funds (Recovery and Resilience Facility (RRF))
- International projects, usually from interregional programmes (e.g. Interreg ADRION, Interreg EUROMED, Interreg Central Europe, Horizon 2020, PRIMA, LIFE, Creative Europe)

### **II. Domestic financial resources**

- The National Fund for Cohesion and Development
- other national funds (e.g. for innovative education programmes)
- Development funds from Ministry of the Ecological Transition

### **III. Own resources for development**

- own resources from municipal revenue
- own resources of municipal companies
- capital from private investors (like institutional donors: i.e. Cariparma Bank and the association Parma Io Ci Sto)

All the key actors that can be involved in the financing of urban interventions/areas of intervention can play a threefold role:

- provide funding for a specific intervention/intervention area, but the implementation is carried out by the Municipality
- provide funding for a specific intervention/intervention area and become the implementers themselves
- they do not provide funds for a specific intervention/intervention area, but they act as operators for the asset created as an investment

The table below identifies the actors according to the types of development resources presented:

<b>Available resources of relevant Operational Programmes in the EU Structural and Investment Funds</b>	<b>Ministries, Emilia Romagna Region</b>
<b>Financial aid linked to the EU Structural and Investment Funds (Recovery and Resilience Facility (RRF)</b>	<b>Ministries</b>
<b>International projects</b>	<b>European Commission (its designees)</b>
<b>Tourism development</b>	<b>Italian Tourism Agency - ENIT</b>
<b>innovation-research area</b>	<b>NRDI Fund</b>
<b>own resources from municipal revenue</b>	<b>Municipality of Parma</b>
<b>Own resources from municipal companies</b>	<b>IREN (Multi-utility company)</b>
<b>Private capital</b>	<b>Private investors</b>
<b>Crowdfunding</b>	<b>Ginger platform and EPPELA</b>

### 3.3 Overview and analysis of risks

**Risk assessment table**

RISK	PROBABILITY <sup>1</sup>	IMPACT <sup>2</sup>	MITIGATION PLAN
Changing of political strategies and objectives	Medium	High	Maintain the focus and political interest in the challenges of Oltretorrente after elections, engage with deputy mayors and councillors. Have the IAP formally approved by the new city council.
Reorganisation of the municipality, change of staff	High	High	Engage with new heads of departments and tema leader
Declining interest of the responsible bodies for the actions	Medium	High	Continue with meetings with the ULG
Lack or scarcity of funding	Medium	High	Search for alternative funding, explore all funding possibilities and integration with existing and already secured funding, including the recovery fund. Search for meetings with funding agencies.
Changing legal environment	Medium	High	Close co-operation with institutions setting legal and regulatory requirements should be continuous. In addition, changes in relevant legislation and procedures should be kept under review.
The cost of the developments exceeds the original budget	Medium	High	During the preparation of developments, costs should be carefully planned and, where possible, cost- effective solutions should be sought.
Road safety is not at the level considered enough to shift from car dominance	Low	High	During the development of the actions, safety nets by using urban furniture and green spaces will be created and nudging solutions will be implemented to avoid risks of not compliance from car-drivers
Inclusion of new migrants and temporary residents is made difficult by local resistance	Medium	High	The population and local associations will immediately report the critical issues and the participatory table between citizens' committees and migrant associations will be activated to eliminate tensions



Delays in construction	Medium	Medium	An appropriate implementation schedule should be defined. In the business contract, a penalty that covers the risk of the local government must be set.
Civil resistance	Medium	Medium	The population and non-governmental organizations are already involved in the process of creating the strategy; during the preparation of the developments, the population had the opportunity to submit their development proposals to the city management.
Excessive use of individual motorized mobilization	High	High	Influencing transport habits through raising awareness.
The service mix cannot keep up with the residential needs	Medium	High	The needs of the population must be constantly monitored and changes have to be made accordingly.
The city devours (incorporates) green, untouched areas	Medium	High	It is necessary to apply "brakes" in the regulatory environment. The conscious planning of green spaces, the preservation of the natural values, and the avoidance of overuse have high importance.
The livability of public spaces is declining due to the unfavorable development of the urban microclimate.	High	High	Urban planning can have a positive effect on the microclimate by reducing street and indoor heat stress, creating green, spacious open spaces and airflow, planting trees, increasing albedo, and reducing anthropogenic heat production.
The spread of the city has a negative impact on intra-city traffic	High	High	Regulatory measures must be taken to prevent the further spread of the city, and the development of the infrastructure of already inhabited places must be planned and implemented taking into account public services.
Deployment of urban digital data integration systems and continuous data updates are at "infant" stage.	Medium	High	To support urban data-based decision-making and the development of digital services, it is justified to explore, digitize, automate and, where possible, manage urban data generation processes in a GIS system.