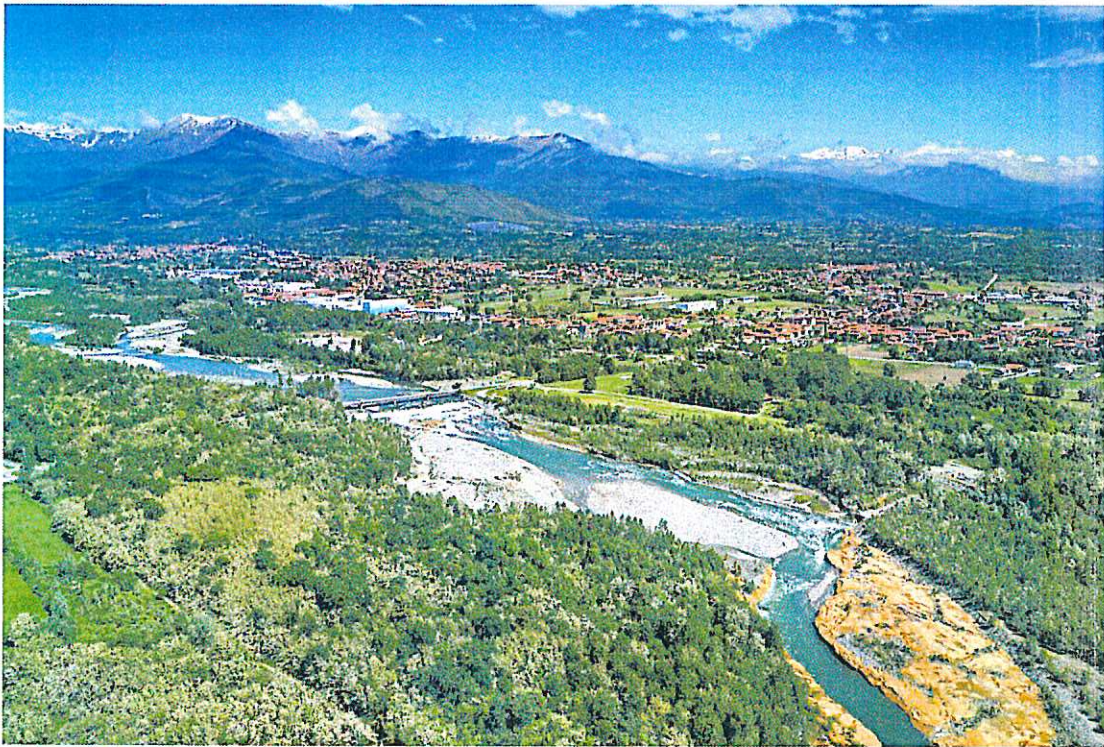


BLUE GREEN CITY

Blue and Green Infrastructure for Sustainable Cities



Action Plan

Regione Piemonte

Produced by Piemonte Region, this Action Plan was prepared as part of the second phase of Blue Green City and sets out the main actions that Piemonte Region proposes to undertake to help meet the objectives of Blue Green City to improve policies that promote the value of Green and Blue Infrastructures (GBIs) as an integral part of a local or regional natural heritage preservation strategy.

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Executive Summary

The Blue Green City project aims to improve policies that promote Green and Blue infrastructure (GBI) as an integral part of a local or regional natural heritage preservation strategy and climate change adaptation and mitigation strategy. The project aims to contribute to the implementation of the EU Green Infrastructure Strategy¹ and the EU 2020 Biodiversity Strategy², which emphasize the important role that GBI plays in protecting, conserving and enhancing the EU's natural capital, by reconnecting fragmented natural areas and improving their functional connectivity.

The need to tackle both biodiversity loss and climate change has been made even more urgent by the Covid-19 pandemic, which has highlighted the need to strengthen the link between environmental policy and health. Defining an agenda focused on healthy living, sustainable society and a circular economy can address all the dimensions of sustainability. The preservation of biodiversity and healthy ecosystems will ensure the supply of ecosystem services that are essential for helping people adapt to the impacts of climate change and disaster risks, while at the same time guaranteeing prosperity, well-being, social and economic benefits, the reduction of environmental degradation and resilience to climate change. To reach these objectives each participating city/region has addressed a policy instrument and developed an Action Plan to improve or develop GBI strategies shaped by the interregional policy learning process carried on by the Blue Green City project.

PART I – General Information

Project:	Blue and Green Infrastructure for Sustainable Cities
Partner organisation:	Regione Piemonte - Environment, Energy and Territory Directorate - Division of Strategic Planning and Green Economy
Country:	Italy (ITALIA)
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PART II – Policy context

The Action Plan aims to impact:	Investment for Growth and Jobs programme
Name of the policy instrument addressed:	ERDF Regional Operational Programme Piedmont funds 2021-2027 - PO 2 A greener, low-carbon transitioning towards a net-zero carbon economy. SO Enhancing biodiversity, green infrastructure in the urban environment, and reducing pollution.

¹ COM(2013) 249 final.

² <https://ec.europa.eu/environment/nature/biodiversity/policy/>

2.1 Overview of the policy

The project application addressed the ERDF Regional Operational Programme Piedmont funds 2017-2020 Priority axis 5: ENVIRONMENTAL PROTECTION AND ENHANCEMENT OF CULTURAL RESOURCES AND ENVIRONMENT - Preserving and protecting the environment and promoting the efficient use of resources - Conserving, protecting, promoting and developing natural and cultural heritage (6.c) - Action V.6c.6.1. Due to the Covid-19 outbreak, the Piemonte ERDF was reprogrammed to implement a series of actions in response to the emergency. The amendment to the European Commission aims to move the largest part of unallocated resources supporting all the necessary interventions, through the strengthening of intangible, material and digital infrastructures, services and equipment, materials and medicines for health, medical and protective devices. The investment priority, through this instrument, is to promote research and innovation, developing links and synergies between enterprises, research centres and the higher education sector in key enabling technologies. Thanks to this provision, it is also possible to support the costs for the recruitment of personnel directly involved in the management of the crisis. Concerning Axis V, approximately 21M € (including the ERDF Performance Reserve) migrated to Axis I in support of health interventions. The remaining approximately thirteen million euros went to cover the two measures already activated in Action V.6c.7.1 (focused on cultural heritage). Action V.6c.6.1 was completely eliminated. Consequently the initial policy instrument was no longer influenceable as it was deleted in July 2020, and no funds were available for the only one measure activated but not implemented.

Therefore it is necessary to address the new programming period (2021-2027).

In addition, during this period the Piedmont Region has designed the Regional Strategy for Sustainable Development (Agenda 2030), while the Regional Climate Change Strategy is also being defined. Both policies will shape the next programming period and underline the need to improve GBI to protect ecosystems and vulnerable landscapes in order to prevent biodiversity loss and soil degradation and further compromise of these natural assets. Furthermore, Green and Blue Infrastructure (GBI) can make a significant contribution to the implementation of many Regional sustainable goals, especially as regards climate change, disaster risk management, agriculture/forestry and the environment, making cities and settlements inclusive, safe, resilient and sustainable, and social and economic development. Moreover, the need to amend the regional territorial and urban planning law emerged. It will support the mainstreaming and integration of GBI and ecosystem services (ES) into spatial planning and will translate the Regional Strategy for Sustainable Development into planning as a clear response to the territorial needs. Accordingly, this Action Plan wants to enable Green and Blue Infrastructure as a standard component of territorial development.

Why should it be improved?

The lessons learnt during the previous programming period are that, generally, in the ROP Piemonte ERDF 2014-2020 GBI and ES are not core issues. They remain in the background of the programming strategy, without even investigating whether some actions may lead to possible trade-offs on the main environmental matrices and the consumption of non-renewable resources and natural capital. The socio-economic scenario led to the definition of a programme focused on supporting manufacturing to bring this sector back to the centre

of economic policies and development processes. From this perspective, the programme supports the enhancement of tourism as a productive activity of renewed competitiveness. Consequently, the blue and green infrastructure objectives were implemented only in the metropolitan area of Turin, in the framework of the Corona Verde project, and only one action was activated.

Action V.6c.6.1 promotes the enhancement of natural sites considered strategic to improving the competitiveness of the Region, instead of promoting GBI and Nature Based Solutions (NBS) across the whole regional territory and as complementary actions of the other ERDF Axes. Due to this approach, the policy is not effective for reaching the declared objective to achieve climate adaptation and mitigation and Agenda 2030 goals.

Whilst the Covid-19 pandemic highlighted that it is possible to act suddenly when faced with a global emergency, it could lead to a long-term economic and social crisis. The risk is having to compromise in the allocation of resources between short/medium-term planning and sustainable development policies that require a longer time horizon. Indeed this is what recently happened. The only measure activated and related to GBI was deleted and no more were implemented (Action V.6c.6.1). In addition, the Piemonte ERDF sustainable urban development measures are focused on energy retrofitting public buildings and systems and the development of intelligent solutions for the efficient management of energy and smart city services.

The 2021-2027 Regional Unitary Document (RUD) illustrates the priority lines of action for the Piedmont Region for the use of community resources over the next seven years, including ERDF-ROP funds. Drawn up in a period of great uncertainty and with heavy social and economic impacts due to the Covid-19 pandemic, it tries to take into consideration the overall scenario of the usable tools and the available resources in the medium/long term. Moreover, the pandemic has only exacerbated an already critical and unstable national and regional scenario, marked by the rapid advancement of the effects of the economic crisis, social inequalities, environmental and especially climatic criticalities.

For the ERDF, the proposed EU Regulation confirms the principle of thematic concentration of investments in favour of growth, research and innovation and employment, providing that resources are dedicated (in the case of Italy) for the most part to OP 1 - Smarter Europe (45%) and OP 2 - Greener and low-carbon Europe (30%), while at least 6% of the ERDF resources available at the regional level must be allocated to sustainable urban development, delivered through local development partnerships.

The goal of a carbon neutral Europe set by the European Green Deal is very challenging. Economic growth needs to be decoupled from resource use, boosting the circular economy and renewable resources. Compared to the previous programming period, the characterizing elements are: the pandemic scenario and the necessary synergies and opportunities, still being defined, offered by the National Recovery and Resilience Plan (RRP) supported by New Generation EU (NGEU) funds; and a territorial dimension of resources based on the Regional Territorial Plan (PTR). The PTR can shape the correct specification, design and programming of the various interventions; the reform of the regional planning law for territorial governance can be the reference regulatory framework to achieve the territorial

dimension of the next programming period, integrating the objectives of the Regional Sustainable Development and Climate Change Strategies.

In the draft of the Regional Unitary Document, the achievement of the decarbonisation objectives is a priority for Cohesion Policy Objective 2 - A greener, low-carbon Europe. Investments will therefore focus on energy efficiency measures for public buildings, and the development of energy networks, structures and storage facilities. The document stresses that promoting climate change adaptation, risk prevention and disaster resilience is particularly relevant for a region like Piedmont, located in the Alpine area (one of the places where change is proceeding fastest) and characterized by the prevalence of sloping areas and hydrogeological risk. The RUD identifies the Development and Cohesion fund as the most suitable support instrument to face these issues. It is oriented towards infrastructural interventions and it is more flexible than the European Funds in terms of implementation, possibly supplemented by additional resources from the Recovery and Resilience Plan (RRP). The Development and Cohesion fund should then be flanked by the Rural Development Programme (RDP) with complementary actions of preventive defence and restoration from catastrophic events, as well as with actions aimed at reducing greenhouse gas emissions. The RUD, in its first proposal, does not provide information on the possibility that the safety of the territories, humans and natural resources also contemplates the widespread use of NBS and GBI.

2.2 Other policies

Until now, Green and Blue infrastructure planning has not been a strategic element in the Regional Planning policies: the Regional Landscape Plan recognizes the ecological network as fundamental for the active conservation of biodiversity and provides rules for enhancing and protecting it. Regarding the implementation of green infrastructure and ecosystem services, the plan asserts that their implementation is a tool to achieve an integrated and sustainable management of territory and landscape, boosting at the same time green growth. Nevertheless, the Regional Landscape Plan recognized the strategic importance of the Corona Verde Project and the experience of Contratti di Fiume (Rivers Contracts) but it does not provide rules for the implementation of GBI in other urban and peri-urban areas.

In the Piedmont Region there is a clear lack of a strategic approach to GBI and ecosystem services in other planning policies. The Rural Development Programme is more oriented towards small-scale elements of the ecological network (e.g. funding for planting hedgerows), and the Development and Cohesion fund is focused on waste management and on the quality of water resources and supply. In addition, it works to apply the EU Commission infringement procedures related to the treatment of urban wastewater and waste management, rather than to plan GBI as multifunctional areas.

Furthermore from the results of the Programming period 2014-2020, at the national, regional and local level, a clear need emerged during the consultation to define a new Partnership Agreement: to territorialise cohesion policies through effective support tools, and to identify an effective and necessary link between economic planning and territorial planning.

On the other hand, the challenges of climate change and Agenda 2030 and the pandemic require new territorial and urban planning tools able to address environmental, social and

economic development and to ensure well-being for all. Also, a new model of territorial governance is necessary to ensure a democratic and participatory approach and have more flexible planning tools.

The present regional planning law is based on a hierarchical system of plans, traditional functional zoning and on a rules system that takes a very long time to re-adapt the plans. So the Environment, Energy and Territory Directorate of Piemonte Region started, during Phase 1 of the Blue Green City project, to amend the regional urban and territorial planning (Regional bill 'Provisions for sustainable governance and enhancement of the territory'). The regional bill is an objective of the directorate to achieve by the end of 2021.

In addition, during Phase 1 of the Blue Green City project the Environment, Energy and Territory Directorate of Piemonte Region participated in the draft partnership agreement of Cohesion policy programming 2021-2027 sent to the European Commission. The joint efforts of the national working group made it possible to include the theme of green and blue infrastructure in the Climate and Risk objective (specific objective 2.IV) and in the Biodiversity and Pollution objective (specific objective 2.VII).

2.3 Key elements that have influenced the Piedmont Region Action Plan:

The key elements that have informed this Action Plan were lessons learnt before and during phase 1 of the project implementation, in particular:

- the results of the strategic Corona Verde project and of the LOS_DAMA! Alpine Space project;
- the mutual learning process among the partnership and the engagement with local stakeholders;
- the experience and analysis of the ROP ERDF 2014-2020;
- the Covid-19 pandemic.

In the mutual learning process with the partnership, we have drawn the most inspiration from

- *Regional Spatial & Economic Strategy for the southern region of Ireland* (Southern Regional Assembly - Policy instrument);
- *Identification and sharing of local projects* (Southern Regional Assembly - On-line meeting October 2020);
- *Plan how to strengthen ESS in the spatial planning and building process* (Växjö municipality - Policy Instrument);
- *Creation of a 'cookbook' of GBI and NBS* (Southern Regional Assembly - On-line meeting November 2020);
- *Light pollution mitigation in the whole metropolitan territory* (Metropolis Nice Côte d'Azur - Good Practice);
- *Animal-Aided Design* (City of Ingolstadt - Good Practice).

2.4 Principal Actions overview

The ROP Piemonte ERDF 2021-2027 is under definition and the exchange process allowed us to acquire new ideas to improve the 2021-2027 policy to act in supporting the ROP ERDF

Managing Authority in addressing resources towards the creation of green and blue infrastructure across the whole regional territory. The Action Plan aims to improve the policies referred to in Part II as follows:

- directing the use of resources that will become available, with recommendations for implementing GBI across the whole regional territory (Regional Unitary Document; recommendation for the allocation of resources in the next programming period to mainstream GBI).

Preparatory activities undertaken during the phase 1:

- defining the most suitable territorial dimension to boost GBI via the ROP ERDF measure and to territorialise resources in order to create an effective link between economic and territorial planning, by conducting a pilot project (identifying local needs and potential GBI locations for green infrastructure as a strategic element in territorial deployment, governance aspects)
- following the pilot project, drafting guidelines for the sustainable planning of GBI to provide locally-led technical references for the Recommendation. At the same time, the guidelines could support the Managing Authority in designing specific Actions and monitoring their implementation. In addition, the guidelines will provide local public authorities with a locally-led understanding of GBI opportunities and technical knowledge to improve the capacity to apply to ERDF tenders.

Part III – Details of the actions envisaged

ACTION 1

Recommendations to improve GBI as a priority in the ROP Piemonte ERDF 2021-2027

3.1 The Background

The project has identified a lack of a strategic approach to GBI and ES in the previous and in the forthcoming ROP Piemonte ERDF and in the regional planning tools that can support its territorialisation. The internal comparison with the sectors of the Region that manage the resources of the ROP Piemonte ERDF 2021-2027 highlighted the need to define the criteria to be used for allocating resources for the implementation of GBI across the whole regional territory. The Regional Strategy for Sustainable Development (Agenda 2030) that will shape the next programming period needs to be supported by the new planning law to mainstream and integrate GBI and ES into spatial planning. There is a need to territorialise cohesion policies through effective support tools in order to create an effective and necessary link between economic planning and territorial planning. On the other hand, in the discussion with the Blue Green City partnership and local stakeholders it emerged that not only does planning law fail to recognize and regulate GBI and ES but it is also necessary to find new ways to address responses to climate change at an appropriate scale and to achieve the sustainable development goals using GBI as the strategic answer. These two aspects have to be matched if the implementation of GBI is to be effective.

In addition, a common gap in technical knowledge and awareness by local institutions on the issue of implementing GBI emerged during the mutual learning process and the stakeholder meetings. The knowledge gap generates for local institutions both the inability to seize the opportunity to develop integrated green infrastructure projects and the inability to respond to funding calls for NBS and GBI projects. Moreover, we recognized a gap in linking the benefits of GBI with the real vulnerabilities of the socio-ecological systems, so consequently the development of GBI is not effective.

In the mutual learning process with the partnership, we have drawn the most inspiration from

- *Regional Spatial & Economic Strategy for the southern region of Ireland* (Southern Regional Assembly - Policy instrument). The Southern Regional Assembly in the Regional Spatial & Economic Strategy (RSES) adopts a territorially differentiated and place-based approach to regional planning and economic development, embracing the spatial development opportunities specific to each territory. This requires choices to be made which reflect the differing needs and potential within the Region.

Even if the Piedmont territory and planning system is very different from the Irish one, there is transferability in defining recommendations to improve GBI as a priority in the ROP ERDF, with a clear link to the Regional Strategy for Sustainable Development and the new territorial and urban planning law: the allocation of resources needs to be guided by criteria and cross-compliance in a clear response to the territorial needs. On the other hand, the new programming period needs to identify a strategic GBI project that can be implemented during a period of seven years. The amendment of regional and urban planning law needs to identify the most suitable territorial dimension of this strategic project.

What do we need?

- Teamwork is needed between the regional departments to define the priority of investment related to GBI and the territorialisation of resources;
- Key stakeholder involvement for including the topic of green and blue infrastructure and ecosystem services in the ROP ERDF 2021-2027 taking into account the needs of the territory (governance aspects, vulnerability, administrative capacity and administrative practice);
- Work in synergy with all the interventions and the governance experience of the Corona Verde territory. The Corona Verde had tangible effects not only on the multilevel governance of the Turin Metropolitan area but also the local municipalities involved changed their town planning practise to embrace new ideas and opportunities.

In addition to designing sound recommendations, as also explained in paragraph 2.4, we need to implement two preliminary actions. For these actions, in the mutual learning process with the partnership we have drawn the most inspiration from:

- *Identification and sharing of local projects.* Each local authority has identified one or more projects in their own functional area, in the planning or development phase, where there was the willingness to incorporate GBI and NBS. These projects were examined internally and shared with the working group to provide, through the sharing process skills, user inputs for their improvement (Southern Regional

Assembly - On-line meeting October 2020). This approach demonstrates how to start from the analysis of the planning process to identify which activities or tools can strengthen the implementation of blue and green infrastructures and ecosystem services (Växjö municipality - Policy Instrument);

- *Creation of a 'cookbook' of GBI and NBS* (Southern Regional Assembly - On-line meeting November 2020). Production of a 'cookbook' with recipes for GBI and NBS for various types of projects e.g. greenway, public realm improvements etc. This would prove to be a better, more understandable communication tool and platform than traditional Government guidelines and it would be of more practical use. It would also be more engaging for community groups and give them ideas of what can be achieved and who they can potentially work with.
- *Light pollution mitigation in the whole metropolitan territory*. The interesting aspect of this good practice is the demonstration that a single action can have multiple benefits: reduction of light pollution, improvement of biodiversity in the metropolitan area and reduced energy consumption resulting in economic savings (Metropolis Nice Côte d'Azur - Good Practice).
- *Animal-Aided design* (City of Ingolstadt - Good Practice). Animal-Aided Design (A-AD) is a methodology that reconciles wildlife conservation and urban design at the local scale by planning for the presence of target species. A-AD is a methodology for the design of open spaces which combine landscape architecture (aimed at humans) and nature conservation (aimed at biodiversity). The basic idea of A-AD is to include the presence of wild animals in the planning process, such that they are an integral part of the design. The requirements of the target species, i.e. their life cycles, then set boundary conditions and serve as an inspiration for the design.

3.2 Steps

The main objective of action 1 is to support, through a participatory process and the drafting of Recommendations, the Regional Management Authority ROP Piemonte ERDF for the improvement of the policy instrument to allocate resources for the implementation of green and blue infrastructure and ecosystem services as an integral part of a local/regional strategy for the conservation of natural heritage.

During phase 1 of the Blue Green City project, preparatory activities for action 1 were carried out:

- a new pilot project to define an inter-municipal planning scheme for the design of green and blue infrastructure. Starting from the results of the LOS_DAMA! Project, a supra-municipal planning scheme was developed by involving the municipal stakeholders of the Blue Green City project in a participatory planning process following the URBACT guidelines;
- a Memorandum of Understanding was signed between the municipalities involved, the Piedmont Region and the Metropolitan City of Turin to draft a new supra-municipal planning tool for the New Regional Urban Planning Law in which green and blue infrastructure is one of the planning drivers;
- guidelines were drafted for the sustainable planning of green and blue infrastructure suitable for improving ecosystem services.

The preparatory activities have multiple functions:

- to find a new way to plan green and blue infrastructure at an appropriate scale that can be used as a framework on which to base ROP Piemonte ERDF recommendations;
- to provide tools to bridge the technical gaps in the implementation of green and blue infrastructure as a support tool for both Regional Managing Authority ROP Piemonte ERDF Funds and municipalities to respond to tender.

During the second phase of the Blue-Green City Project, the results of the preparatory activities described above and of the partnership exchange will form the basis for proposing resource allocation criteria in the recommendations shared with the Regional Managing Authority ROP Piemonte ERDF Funds.

Step 1: Key stakeholder involvement for including the topic of green and blue infrastructure and ecosystem services in the ROP Piemonte ERDF 2021-2027, taking into account the needs of the territory (governance aspects, vulnerability, administrative capacity and administrative practice) started during Phase 1 of the project and will continue to be implemented until the end of the project and beyond.

Step 2: An intense process of exchange between regional Directorates and Sectors started during Phase 1 of the project and will continue to be implemented until the end of the project and beyond. The work involves the regional departments in charge of managing the ROP ERDF 2021-2027 and the amendment of the regional territorial and urban planning law. This will ensure that the Regional Unitary Document (RUD) of the incoming Programming Period 2021-2027 will be amended, introducing blue and green infrastructure and ecosystem services as investment priorities to ensure a better future and make cities more resilient to climate change, more healthy and more inclusive.

Step 3: Starting during Phase 1, participation in drafting the regional bill 'Provisions for sustainable governance and enhancement of the territory' to insert the first suggestions from the new pilot project (supra-municipal planning scheme) and the working group relating to the signatories of the Memorandum of Understanding. The activity is crucial to mainstreaming GBI in the regional planning tools, supporting the territorialisation of ROP ERDF 2021-2027.

Step 4: Preparation of draft recommendations to improve the ROP Piemonte ERDF 2021-2027 in order to implement GBI resulting from the mutual learning among the partners of the Blue Green City project, from the analysis of the Policy Instrument state of the art, from the involvement of stakeholder groups and the preparatory activities implemented during the Phase 1 (new pilot project, guidelines for the sustainable planning of GBI and results of MoU working group).

Step 5: Activation of an internal review within the sectors of the Piedmont Region that manage the funds of the ROP Piemonte ERDF 2021-2027 and the other stakeholders, to discuss the recommendations.

Step 6: Final version of the recommendations to improve the ROP Piemonte ERDF 2021-2027 with the definition of the criteria for allocating funds for the implementation of GBI.

Step 7: Awareness raising and dissemination events and activities (seminars for local and regional technicians, publication on the regional website and other means of dissemination) of the main results of the Blue Green City project: pilot project, guidelines and recommendations.

3.3 Players involved in Phase 2

- Piedmont Region Departments and ROP ERDF Managing Authority:
 - Activation of an internal discussion and analysis within the sectors of the Piedmont Region;
 - Drafting Recommendations to improve the ROP Piemonte ERDF 2021-2027;
 - to organize dissemination events and activities;
- Key stakeholder of BGC project (Metropolitan City of Torino, Inter-University of Genova - Torino -Milano, Italian Institute for Environmental Protection and Research -ISPRA, municipalities of the Corona Verde area):
 - support in identifying priorities and criteria for the Recommendations to improve the ROP Piemonte ERDF 2021-2027;
 - attending dissemination events and activities.

3.4 Timeframe

The key stakeholder involvement for including the topic of green and blue infrastructure and ecosystem services in the ROP ERDF 2021-2027 is already in development alongside the Blue Green City project Phase 1. The DSU document (step 2) was defined by the Piedmont Region during the first months of 2021 and adopted by the Regional Council with Resolution no.1-3488 - 9 July 2021.

	Phase 1	Phase 2											
		M 01	M 02	M 03	M 04	M 05	M 06	M 07	M 07	M 09	M 10	M 11	M 12
Step 1													
Step 2													
Step 3													
Step 4													
Step 5													
Step 6													
Step 7													

3.5 Costs

Cost of regional staff for organizing stakeholder involvement activities; cost of workshops

and dissemination events; cost of regional staff for drafting the recommendations from the first draft to the final version.

3.6 Funding source

All activities in Phase 2 will be met from the regional budget.

3.7 Performance Indicators

- Amendments of the Regional Unitary Document (RUD) (already achieved during phase 1 of the project)
- Recommendations to improve the ROP Piemonte ERDF 2021-2027 with resource allocation criteria identified through the Blue Green City project
- At least 2 meetings with the Managing Authority and the key stakeholders (in addition to the ones already held during phase 1)
- Publication of Blue Green City results on the regional official website
- At least 2 events to disseminate the project results.

Date: 25/02/2022

Signature: IL DIRETTORE REGIONALE
ing. Stefania CROTTA 

Stamp of the organisation: DIREZIONE A1600A
AMBIENTE, ENERGIA E TERRITORIO



