



**Urbanistica n. 128**  
September-December 2005

Distribution by [www.planum.net](http://www.planum.net)

---

*Federico Oliva* A program for INU

---

*edited by Mariavaleria Mininni*  
*Mariavaleria Mininni*  
*Pierre Donadieu*  
*André Fleury*  
*Serge Bonnefoy*  
*Paola Branduini*  
*Francesco Coviello, Giorgio Ferraresi*

**Problems, policies, and research**

From agricultural space to urban countryside  
Not city nor yet countryside. A third territory for a landscape society  
From a utopia to a real urban countryside  
Stakes of new agriurban territories in Ile-de-France  
Agriculture and the rights of citizenship  
The agricultural area in the peri-urban Italian parks: towards new models?  
The vitality of the agricultural park and ongoing re-interpretations

---

*edited by Andrea Di Giovanni, Marina La Palombara*  
*Fabiano Belcecchi, Daniele Olivi*  
*Patrizia Gabellini*  
*Alessandro Balducci*  
  
*Vincenzo Zenobi*  
*Pier Carlo Palermo*

**Projects and implementation**

Jesi, an urban operation which constructs the policies  
A strategical challenge  
Aims, framework, and direction of work in Jesi  
Sensemaking  
Summary of cards: documents produced and actions taken  
Planning change. Note on efficacy, agreement, and relationship in Jesi  
Local action in urban planning and system strategies

---

*Chiara Mazzoleni*

**Profiles and practices**

Changes undergone by the legal framework of town planning schemes and the evolution of the discipline of town planning. Part I

---

*Anna Laura Palazzo*

**Methods and tools**

Planning and evaluations

---

*Pier Luigi Paolillo*

Dispersion of urban areas and indicators in the spread area SEA: the Gini index

---

**Received books**

**Aims, framework, and direction of work in Jesi**  
*Patrizia Gabellini*

One of the first actions taken during initiation of work in September 2003 was recognition of the documentation transferring the railway goods marshalling yard from the commune of Falconara onto commune of Jesi territory. So a transformation process was activated which also initiated discussion on the new character of a 'small compound city', which fuelled the development of the preceding town development plan. The following factors immediately loomed as a unified group of significant phenomena: the arrival of the interport followed by the goods marshalling yard, substantial expansion of the Zipa industrial area, the growth of the nearby Falconara airport with its new station providing an underground railway service, the multiplication of huge commercial and sporting structures, the location of managerial centres belonging to several banks, the increased traffic along the highway in the form of both goods and people, and the strong development building pressure. This diffusion of value adding functions throughout a 'web of value' was required in Jesi so that it could become a fully interconnected component in the process of transforming central Italy, and more specifically, inserted into the corridor which connects the Adriatic to the Tyrrhenian Sea. The proposals in the Piano idea, refined through the *Approfondimenti* and the *Bozza del Progetto comunale del suolo*, are meant to represent this new character of Jesi as a provincial 'administrative centre', 'widened centre' of an extensive territory, outlining a future focusing on the simultaneous

presence and quality of various territorial resources: broadly speaking, infrastructure and scenic panoramas. The development plan for a specific territory is fraught with difficulty as it attempts to adapt the shared rhetoric and objectives to the context within a specific period of time. In Jesi the first territorial translation of what today are recurring motives (accessibility, polycentrism, habitability, sustainability) takes shape in the Piano idea, manifesting themselves in the recognition and consolidation of a differentiated road network i.e. the creation of a system of local subcentres. This contains the compact fully built-up city to the west, the discontinuous additions to the east, and developments in villages with good accessibility; restructuring of weak parts in the lower city, and restructuring of rural areas in terms of economy, nature, and as a place to live; lastly, significant large partitions of the territory in order to make ecological corridors. *Approfondimenti* on the public city, mobility and housing policy, plus the *Bozza del Progetto comunale del suolo*, have progressively refined these orientations and brought about the nodes and connections that now characterise the new urban and territorial structure, managing several points in doing so: the 'Esino Corridor'; the 'ecological network'; the 'historic city'; the 'villages' of old hamlets and new developments; 'viale della Vittoria' and 'l'Autostrada' (the Motorway); the 'west ridge'; the 'railway axis'; the 'public city'. The Atto di indirizzo (Planning Policy Guideline) with which the Commune Government activated the development required "Learning from the requirements of the Secchi plan", considering this plan

to be 'the reference point'. In effect, this plan has been a legacy with which to confront the following from various points of view: incidence on the urban structure; the value system introduced; the regulatory framework defined. The Secchi Plan has interpreted the incipient dynamics of manufacturing re-conversion that will make ample industrial areas available for other uses during the course of the next few years. The localisation of old mills and works in the lower part of the city decisively favours infrastructure, new residential development, and tertiary uses to the south, and the stopping of the dynamic expansion of large residential areas on the hill to the north. In particular, the mobility system and the relationship with the historic centre have been radically modified. This profound upheaval is not shared by all, is not completely inclusive, and has not been concluded yet, leaving problems for the new plan to solve. The Secchi plan identified urban and rural areas possessing differing characteristics, values, and projects, listing as many projects again based on the morphological and typological studies and the meticulously detailed layout of the open spaces (for the first time progetto di suolo is spoken of). The Secchi plan's greatest legacy is that this group of values has taken root in Jesi. "A compound city with parts", "The city within the city", "Planning the margins", "Crossings" are synthetic expressions of this value system around which the Piano idea revolves by interpreting these values. Problems are sorted out in the daily management of the Prg, especially the activation of the morphologic regulations. This has produced a large number of both substantial and insubstantial variations

concerning the 'project specifications and schedule' and other articles in the standards and regulations. Reforming the regulatory framework is among the main aims of the Progetto comunale del suolo. In terms of the direction desired, confronted, and organised by the urban planning operation, the choices in the Piano idea have run into obstacles. It took eight months to resolve the impasse (consigned at the end of July 2004, the Piano idea was brought before the communal Council at the end of March 2005). This was made possible by the decision to approve the choices on which there was agreement and to postpone the other three *Approfondimenti*: mobility, housing policy, and the public city. The concomitant decision of the Council to develop a *Bozza* in advance of the *Progetto comunale del suolo* recognised the need to confront and compare so that other relevant choices could mature before the definitive version of the town development plan was produced. *Approfondimenti del Piano idea* and *Bozza del Progetto comunale del suolo* have occupied the logical and temporal space with new studies, proposals, and projects which are to be found in the strategic-structural plan and the development-operations plan (i.e. the Piano idea and the Progetto comunale del suolo), attempting to cover a distance considered excessive. If the Piano idea had concentrated on modifying the new character of Jesi, indicating the general aesthetic lines and the directions to be followed from a strategic point of view, the *Approfondimenti* were used to reopen the cognitive phase in which improved understanding, specification, discussion of the merits of solutions, and comparison of alternatives was required. The *Bozza*

has completed the framework of expected transformations, verifying previously formulated hypotheses and carrying out other planning explorations aimed at identifying irrefutable quality needs, and continuing in some cases to look for alternatives. It has also provided initial findings for zoning criteria and for the equalisation model.

The *Progetto comunale del suolo* must complete the process of developing the new town plan by identifying different 'situations' to which the urban design and planning rules can be applied, regulating the land and property rights.

Compared to the form a town development plan is usually presumed to take, several 'anomalies' can be recognised in the documents articulating work in Jesi.

Contingent factors, together with the conviction that the investigation 'for' the plan should be explicitly explanatory and developmental, are presented in dossiers.

These are folders containing a variety of information on the same aim or theme. The 13 dossiers of the Piano idea contain studies into the new phenomena, involved the reading of pre-existing plans and projects, several exploratory studies and the initial development of relevant aspects of these, and contain the variations, plans, and programs to be activated.

The reasoned nature of the Piano idea has influenced the composition of the tables, becoming 18 manifestos. A pilot for the theme and for the arguments, montages of designs, tables, and explicative text have transformed the tables into communications of the meaning of the idea, potentially self-sufficient compared to the report. The manifestos select arguments and present them in clear themes so

that not only the proposed structural plan is obvious, but also the urban and territorial strategies too. The program does not 'cover' all the territory in the commune, and preferential aims have been developed on all possible and required scales given the degree of widening achieved for each of them.

Compared to the Piano idea, the presentation of the *Approfondimenti* and the *Bozza* is 'plain, simple, and unpretentious': a concise report with emphasis on guiding the reader interested in 'the essentials', which is provided with easily understood tables and graphics. The intermediary nature of the papers is also marked by their format. The differing roles which the *Approfondimenti* and the *Bozza* respectively play as the *Piano idea* and the *Progetto comunale del suolo* are reflected in the type of designs. Papers in the *Approfondimenti* are nearly always in map form with the data being obtained from GIS, or are composed of data used to concentrate on the objective so the vague schemes in the manifestos is replaced by focus on boundaries, use, and procedures. Plans and urban material in the *Bozza* almost always determine this beforehand, being based on reliable measurements and quantities, abstracting that which suffices to express its true interlocutory nature. In addition, for the first time there is a table based on 1:5,000 scale aerial photographs in which the transformation of the urbanised territory as a whole is portrayed, with all the individual operations also being recorded and enclosed.

Now arises the problem of recomposing all of this into a single instrument of urban planning for the new regional urban design and planning laws are not yet in place with the current urban design and planning laws

still surviving, and with the investment made being too great to waste.