



**Urbanistica n. 131**

September-December 2006

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

*Federico Oliva*

The reform we want

*edited by Rosario Pavia, Matteo di Venosa*

**Problems, policies, and research**

City-ports. Plans and projects  
Guidelines for port planning regulations  
The maritime transport situation  
Urban planning for waterfront redevelopment  
The port-city interface as filtering line  
The port as a park  
Maritime traffic in the Mediterranean and Mediterranean issues  
Port planning in the minor ports of Emilia-Romagna region  
Emilia-Romagna ports  
Tourist ports and urban development

*edited by Federica Alcozer, Bruno and Simona Gabrielli*

*Roberto Ubaldi*

*Bruno Gabrielli*

*Federica Alcozer*

*Simona Gabrielli*

*Ugo Baldini*

*Andreas Kipar*

*Ugo Baldini*

*Marina Bassi*

*Simona Gabrielli*

*Maurizio Cazzulo*

*Pietro Cozzani, Daniele Iselle*

*Pietro Cozzani, Daniele Iselle*

*Paolo Boninsegna*

**Projects and implementation**

Verona sud. The "Cardo massimo"  
To imagine south Verona  
South Verona and the 'style of the city'  
The interpretation of a context for the construction of an urban plan  
The street as a settlement rule. The project as a new identity image  
The outline director for mobility and for public transport  
The matrix of the landscape: the 'Cardo massimo', the sequence of the open spaces  
The environmental strategic assessment  
Land uses asset: a description along the axis  
The guide criteria for the street plan and the seven drafts of the Cardo  
Project deepening: two 'threshold' spaces along the 'Cardo massimo'  
The normative structure  
The perequative model  
The quantities for the Variante

*edited by Anna Campeol*

*Antonio Malaguzzi, Andrea Bondonio*

*Andrea Bondonio*

*Stefano Mancuso, Alberto Giuntoli*

*Benta Wiley*

Reggio Emilia: project, perequation and implementation  
An international design competition for a Masterplan by private developers  
Urban plan for parco Ottavi: from the competition to the definitive plan  
Parco Ottavi: the design of the green areas  
Communicating parco Ottavi

*edited by Franca Balletti*

*Kim Leslie*

*Franca Balletti, Silvia Soppa*

*Marialessandra Signorastri*

*Sofia Morgado*

**Profiles and practices**

Tools for shared representation of sites. From "Parish maps" to "identity maps"  
The project Parish Maps in West Sussex  
Identity representation and participation: a Genoese periphery district experience  
Children and identity representation: two maps for Savona town  
  
Lisbon: five metropolitan states from unoccupied space

*Adele Semeraro, Simona Rappuoli*

**Methods and tools**

The management of the changes in the agrarian landscape, challenges and innovations of Siena Ptc

*Silvia Viviani*

*Mariella Zoppi*

*Romano Viviani*

*Massimo Morisi*

*Leonardo Rignanese*

Towards the territory orientation plan of the Tuscany Region  
Town planning and upland areas  
Good town planning: a question of culture  
Effectiveness as a quality in public planning  
Interview with Riccardo Conti

## The reform we want

*Federico Oliva*

In the last months, Inu tried to press politics for a speedy passage of law about general principles of government of territory. This law completes the reform carried out by regional laws. Two outcomes have already been achieved: the promise of president of Environment commission to start a discussion about it, in order to pass the law within 2007; the presentation of a reform text, to which Inu worked and, therefore, quite shared. There are five law proposals brought in until now: the possibility to get an unified text of the law seems to be quite real by reading all the proposals. So, we can be confident about law procedure, even if we can't pass over politics. Inu, however, keeps on working in order to get proposals better and to align them with principles and solutions summed up below.

### Which law

Law is a 'principles law', essential and without descriptive and normative elements; but it has to be effective and able to replace in full the old national law. Its main task consists in strengthening innovations introduced by regional laws and, at the same time, in urging other Regions to bring about the reform. It has to be about not only planning, but it has to consider the general dimension of territory government, concerning the several specialist and sectorial planning present nowadays. It's a question not only of a simple coordination, but of the compulsory participation in plan drawing up by all the actors who now give their opinion only in a second time.

### Planning levels

Different planning levels and plan features are, however, the most important contents

of the law.

Provincial structural planning plays an institutional and reference role for municipal level, while regional strategic planning has to grant the link between structural, European and national funds.

As regards municipal level, the law is going to strengthen what Regions tested by splitting plan in three different components:

- a Structural plan, not prescriptive and not ruling owners' rights, with not time limit;

- an Action plan, relevant to urban planning transformations, prescriptive and normative, valid for five years;

- a Planning code, relevant to existing buildings management, prescriptive and normative, with no time limits.

### The implementation

As regards implementation, public finance situation makes private actors' contribution necessary; therefore, the matter of private participation in public utilities and infrastructures implementation has to be clearly solved, in order to grant the contextual fulfilment of 'public city' and 'private city'.

Urban planning equalization should be the ordinary way of implementing plan actions and, in particular, of acquiring public areas; expropriation, necessary for public utilities realization, should be used as extraordinary measure and only when equalization is not possible. A careful attention should be paid in territorial equalization, in order to grant the necessary financial clearing between the different administration involved in intermunicipal choices.

### Territorial equipments

Regional laws have to define quantitative and qualitative public endowments, even if constitution give to the State

the task to grant the essential limits of utilities about civil and social rights for whole national territory. The best solution seems to be suggesting, inside the principle laws, the essential parameters about public quantities to grant, and leaving to Regions the discretionality in specific decisions.

Public housing has to be included in public utilities; an additional volume share is therefore assigned to social buildings. In this way, public housing should be built integrated in every urban transformation and not in peripheral areas, as in the past.

### Planning taxation

Local planning taxation should pay an important role, characterizing by a particular and aimed approach:

- Local taxes of real estate should be levied only upon defined and not planning forecasts;

- Volume transfers inside and between equalizing areas should not to be taxed, in order to help equalization;

- Fiscal benefits and disincentives should be defined, in order to support redevelopment and transformation actions, characterized by great public interest.

## Guidelines for port planning regulations

Rosario Pavia

The guidelines for port planning regulations have finally assumed the form of a Guideline memorandum. This document intervenes in some areas which have long been neglected: the relationship between port planning and the planning of urban and land areas, the complexity of the process of approval for port plans and the distinction between the stages of drawing up the plans and the stages of evaluation for environmental impact/compatibility. The recent memorandum is also a great help in methodological and operative planning, underlining the necessity of finding a true integration between port, city and territory through the effective coordination of stages of decision making and the methods of planning and programming. Through this planning agreement, the consultation of services between local administrations, central administrations and local authorities of infrastructural networks and understanding between port and council authorities become strategic steps. To almost reaffirm the need to join port planning to the more general urban planning, the memorandum defines port plans in both structural and operative terms, thus standardising them with the more advanced trends in council urban planning found in current regional regulations. The structural port plan includes the strategic choices for urban and land planning around the area of the port: on the one hand there are environmental, scenic and other identifiable invariables, while on the other hand, there are the infrastructural systems of which the port is an integral part. Other than the sphere of the port itself, the structural plan also

identifies two subspheres: the first is relative to the operative port, or rather, those areas necessary for the efficient functioning of port activities; the second is the area of interaction between city and port, that is the areas overlapping and connecting between the port itself and the structures of surrounding urban areas. The operative plan defines, dimensionally and technically, the morphological and functional order of the port, its interconnections, its equipment and the singular destinations operating. It also defines the criteria for verification in which plans and operations are evaluated from an environmental point of view as well as technical-economical feasibility. The subsphere 'operative port' is directly responsible to the port authority, whereas for the subsphere of port-city interaction, the memorandum indicates methods of intervention concentrated between both the port authority and the local council. The memorandum also provides a check list for analysis and plans which endeavours to unify the designing of port plans and describes a methodology for writing up environmental impact evaluations. This section of the memorandum, written with the environmental ministry, is very important as it underlines the inefficiency of environmental evaluations done ex post, favouring an evaluation process which is developed in the context of defined technical and economical choices when planning. Consequently, the Guidelines for port plan regulations open up a new phase for policy making and the orchestration of operations in port areas. City councils will be brought more naturally to include port planning in their urban planning, and Regions to integrate the theme of port

planning into their laws and directives.

## The maritime transport situation

Matteo di Venosa

In recent years, Italian ports have recorded a noticeable phase of growth. Analysing traffic in the major Italian ports from 1996-2000, the Censis has revealed very positive growth, reporting on the three main typologies of traffic (general cargo, container and passenger). This trend is confirmed also in more recent years: (2002-03) both the National calculations for infrastructure and transport (Cnit) and associated surveys, show almost the same results for growth as those indicated in the period 96/00.

From 1996 to 2000, overall traffic has increased in Italy with percentages notably higher (84%) than those recorded for other ports in the Mediterranean and ports of the Northern range.

The good condition of both passengers and goods, compared to the rest of Europe, is evident in another recent survey by Eurostat: with minimal differences, compared to the results of the 1999 Censis, Italian ports are in first place among Eu ports. Additionally, Italy is at the head of classification for general cargo. The significant growth of maritime traffic sustains a very prosperous economy, especially in comparison to other national economy sectors.

This phase of development of Italian ports exists together with the favourable economic situation which has allowed a significant increase in maritime traffic. At an international level: the globalisation of the economy and the growth of commercial trade between Asian countries and Europe; the intensification of traffic within the Mediterranean sea, in particular, the relationships between Italy and north Africa; the growth of short sea shipping and

supportive political communities of sea 'highways'. At the national level: the resumption of industrial production and exportation; the positive effects of Law 84/94 which, despite its limits, has contributed to creating conditions for improving port performance.

A further phase of evolution in this current cycle risks, in any case, to put the national productivity of the port sector into crisis. In coming years, this accelerated process of growth will create a dramatic increase on the demands of transport (goods and passengers) for the entire global port system, but in particular for the cluster of ports found in the Mediterranean. In Italian ports, which are already at saturation point, such processes will amplify the split between actual capacity and predicted demand, caused by the substantial absence of relief projects and the length of time predicted for the implementation of projects. Naturally, the relationship between the infrastructural capacity and potential demand will be verified with respect to the estimations for single typologies of port traffic. The main criteria which create obstacles for the development of maritime ports and which influence their competitive capacity will be assessed one by one. The ability to respond quickly to necessity and opportunity will emerge in this study and will determine the perspective taken for the development of the Italian port system.

This means that every single port will develop a 'systems' point of view in meeting requirements at different territorial levels, offering a total service, which is of particular importance when discussing the 'competitive capacity' of a port system.

The infrastructure of ports facilitates a number of services (public and private) which involve different

factors, but which need to be planned in a coordinated way. The efficiency of these services cannot be measured only by the technical needs of the port community, but also by the values of the local community in which it exists.

From this perspective, the port-city relationship could be understood in terms of cooperation, rather than reciprocal limitation. The compatibility of services in different port sectors with urban 'fabric' depends also on the quality of the spatial interrelationship which they are able to create with the city and its system of public spaces.

The coordinated solution to such problems requires strategy and action on different scales. At the local level, port planning tackles the task of a challenging solution: on the one hand, to guarantee the autonomy of operations and efficient services for some functional sectors of the port; on the other hand, to encourage a more compatible integration of the city's cultural resources and the port's activities with the life of the local community.

## Urban planning for waterfront redevelopment

Rosario Pavia

In Italy, the subject 'waterfront' has been given new meaning only since the implementation of the 84/94 law which signalled a turning point. Here are a few of the key points:

- the establishment of a port authority in the major ports, like a governing body for the port;
- the liberalization of port activities, but maintaining the public role of the maritime state property;
- the establishment of a port committee, an organisational body for planning and management of the port area.

The new scheme called 'port planning Regulations', takes on a new dimension: no longer a mere 'work plan' but rather an actual functioning plan - economic, managerial, urban, environmental and infrastructural. With this view, the procedure of the Agreement between port authorities and the local council is very important. On one hand it opens up the integration between port and urban planning, while on the other hand it reveals the conflict between the port's needs and those of the local administration. Law 84/94 reflects a great transformation in maritime transport: the international dimension, which is part of a globalized market, needs technologically advanced infrastructure and competitive services. The growth of maritime transport has enormously favoured an increase of traffic in the Mediterranean, offering Italian ports new opportunities for development. Within only a few years, the port authority has had to deal with forced modernisation of port areas, made even more difficult by the scarcity of resources and the lack of effective autonomous financing.

A port has its own identity and needs a functional autonomy which permits it to organise itself logistically. It is for this reason that ports tend to close themselves off from the city; and for this reason the port authority defends 'its' territorial concessions, even when some areas are underused or unusable. The city's position is that it tends to push towards the port, to move towards the sea and to re-appropriate port spaces which were once used as public spaces. In Italy there have been numerous attempts to recuperate urban spaces, with projects for the redevelopment of areas around the port, the results of which have been modest. It needs to be underlined that before 1994 the council administrations weren't clear stakeholders, whereas today, a new synthesis between city and port has been established. Between the Council administration and the Port authority there exists the possibility of a new dialogue. Ports continue to be separate from their cities. The line of separation between city and port is a line of tension, conflict, opposing interests and the interaction of often incompatible realities. In many port cities, this line materialises in barriers, fractures and impassable divides which impede the port's own view of itself. How can we transform this line of separation into opportunity and resources? How can we bring the city back to the port, at the same time, guarantee the port its autonomous function? This is the theme of waterfront redevelopment in Italy. A process in which the redevelopment of the waterfront proceeds slowly, with difficulty and scarce results. The cause being that it hasn't yet understood, specifically, what is the 'port area'. It still isn't understood that the 'waterfront' is a space in-between two

different realities - both active, both dynamic and both vital for development. From this interpretative perspective, the line of separation between city and port is understood as a space of conflict which could interact positively with both port and urban areas. It is for this reason that many, by now, consider the line of separation as a filtering line. Some Port authorities have begun to promote project agreements which deal with recuperating the waterfront: at Trieste, Marina di Carrara, Civitavecchia, Genova and Napoli. Still, this process has just begun. It is a difficult process, above all if the Council administrations and the port authorities don't reach understanding. This mutual comprehension is essential for interventions to function well. An economic, institutional and cultural game is played on the waterfront. The latter has to do with the complex identity of port cities, in which two identifiable systems interact: that of the urban centre and that of the port. The redevelopment of the waterfront is thrust into this new scene, which involves not only public operators, but also private. For a long time, they (private operators) have singled out port areas for new urban centres for real estate businesses and for cultural, management and leisure activities. The waterfront is strategic in the functioning of our ports and for the standard of living in our cities. Through redevelopment projects for the waterfront, the centrality of the coastal territory is restored with new economic and cultural resources, public spaces and landscapes.



## The port-city interface as a filtering line

Matteo di Venosa

The relationship between city and port in Italy still appears to be marked by strong conflicts: between institutional figures, decision-making bodies and space and land use. Often such conflicts emerge in the area which defines itself as a border line and intermediary between the urban network and port activities.

This border between city and port is defined as 'the interstitial periphery' or 'the abandoned threshold', highlighting the marginal conditions and the nature of the frontiers between the different systems and spatial organisations.

In Italy, within the main harbour cities, it is difficult to find an abandoned space, which is available to be functionally and spatially converted in an 'organic' way. The connotation of this complex spatial context isn't so much a composition of heterogeneous and fragmentary objects, but rather the concentration of different channels and mobility networks, reflected in the multifaceted activities found in the area.

The area linking city to port could be interpreted as a potent, but imperfect 'connective space', within which the actual flow of traffic which serves the port and city moves at deferent speeds, and with strongly differentiated needs. This flow of traffic also serves the virtual commercial trade network and financial transactions, which, in turn, enhances the harbour centre and its broader interrelationships.

All in all, the conflict between city and port is largely unavoidable.

Knowledge of this fact may help guide a more innovative path which experiments with the integration of various flows of traffic in an attempt to

repair the port system with that of the city. From this perspective, the area between port and city could become a place of dialogue and cooperation, a type of new urban frontier and a filtering line for mediation. A filtering line is an unstable frontier. It is one which is continuously evolving and must accept imposed changes on/from both port and city, without modifying its internal organisation and functionality. The urban plans for waterfront re-development for the Marina di Carrara, Napoli and Pescara, are, in fact, experimenting with the effectiveness of this type of project.

## The port as a park

Rosario Pavia

The demand from coastal cities to regenerate their relationship with port areas and the sea, and the difficult process of recuperation of the waterfront (but also some experiences of success, like those in Barcelona and Genoa) induce and introduce into the complex discussion on the modes of interaction between ports and cities, a new operative notion: the port as a park. Not a homogenous theme park where the international style of the marina and waterfront transform the local reality into no-place on the global circuit, but rather a park that is public property, a resource which is open for the community to appreciate, for the 'pleasure of the people'.

### A denied landscape

The European convention on landscapes (Florence, 2000) has expanded the idea of landscape within the territorial system.

The way in which the European convention has been interpreted by our Code of cultural treasures and recent regional legislative measures doesn't reflect a full understanding of the cultural and operative course of Europe's choice in making landscape a pivotal issue in the politics of development and cohesion. Land becomes 'landscape' when it is identified as part of the cultural and economic life of the local population and of the workers who are involved in the use of such areas. Many attempts to transform production and industrial areas into 'landscapes' have come from the common belief that it refers to disused and environmentally degraded areas available for optimization programmes. Up until now, models of intervention have promoted the creation of archaeological industry

parks. New green areas integrate the existing parks, compensating for the urban outskirts and connecting parts of the city to the surrounding territory. It still needs to be highlighted that these interventions have produced new landscapes which haven't reached into operative industrial and production zones.

So too with the ports: up until now, redevelopment programmes in port areas, have invested in disused areas, creating parks (e.g. Baltimore, San Francisco, Barcelona, Genoa); the Port-side park of Yokohama or South Cove in Manhattan are gardens and places for leisure. In some large ports (e.g. Hamburg, Rotterdam) there are ferry information systems and services for visitors to the harbour. However, it is still not enough. In its operative reality, the port remains impenetrable, an estranged body and its space isn't a 'landscape'. In the port 'landscape' is denied: its separation from the city and land impedes its recognition and use.

### Parks as a strategy

A great question regarding 'landscape' is posed by the situation of territorial disorder, lack of identity and homogeneity.

'Landscape' means increasing reconnection and reintegration of the separate parts of dispersed areas. It means re-entering the greater geographical and environmental systems of territorial and urban politics. Park landscapes have the responsibility of spreading a network of natural components into dense cities, or into the sparser urban areas. Parks increase, not only the environmental component, but also the cultural one, thus making the heritage which they represent more accessible. In this way, landscape becomes an important parameter in the evaluation of plans and projects.

## Guidelines

### for the port park

A park is intended to transform a port space into a landscape, making it recognisable by form, functional elements, infrastructure and operative processes.

Françoise Choy, during a lecture on traditional urban parks, highlighted their important role in 'consciousnesses'. From the heart of the city, the park communicates the temporal dimension of natural processes. This function is at the base of the notion of parks, and that of port parks.

The port's identity exists and finds its roots in this exchange and location. And, at the same time, it becomes a part of a global circuit. Understanding this double identity means entering into a complex system, made of both natural and artificial elements. The port is also linked to the city's cultural heritage and the environmental renewal of the coast. The understanding of intertwined economic, transportation, cultural and environmental facets is needed to transform an anonymous, separate territory into a park, a landscape. In moving in this direction, the port is no longer just a nexus of transportation and urban centrality, but also an environmental and cultural network.

Something of the sort is beginning to develop: it is evident in the new proposals made for waterfront re-development. Port planning could also be orientated in this direction - for example, in the perspective given in the Guidelines for port planning: a specific subsphere of intervention in interactive city-port areas is indicated as an area where port activities could be made more compatible with urban areas, and the city could reunite with its port. And in cases where it is impossible

to distinguish interacting and overlapping areas, the urban centres themselves could open towards the port.

The point is to not interfere with port operations. There is a correspondence between protected natural park areas and port park: the former is an integrated reserve, so too, the port park needs to be individuated and delineated into operative areas of the port and separate 'park' areas.

However, the port park refuses to be organized into physical zones; rather it is a network system: an infrastructural and environmental network to be included in ordinary urban planning or even at a more operative level in the political arena of public works. At the base of the ideas presented herein about 'parks', is the proposal of 'port' as a public resource. It is to be valued and developed both economically and functionally, but also to be paid back in full.

**Maritime traffic in the  
Mediterranean and  
Mediterranean issues***Matteo di Venosa*

In recent years, the Mediterranean has undergone a revolution in maritime transport, becoming one of the leaders in global commercial communications. The Suez-Gibraltar connects the Mediterranean with the large Atlantic and Far Eastern markets and is opened to the Middle east and the former Soviet Republic via the Black Sea. Criss-crossed by the world's ships, the Mediterranean is a strategic geographical space for Occidental commercial trade with emerging countries such as China and India. Additionally, from the year 2010, it will become an area of free trade, opening Europe to more intense economic and cultural exchange with North Africa. All of this is indicated for Italian ports. In particular, southern ports will find themselves in a situation full of development opportunities. International maritime traffic is destined to grow in the next ten years. This eventual increase of traffic in the Mediterranean had been newly labelled "the Mediterranean matter", and if placed within this network, the cities of Southern Italy, could become not only point of logistic importance, but also leading centres of industry and production.



**Port planning  
in the minor ports of  
Emilia-Romagna Region**  
*Rosario Pavia*

Even though the Region of Emilia-Romagna has been busy with territorial and urban planning, it continues to have a level of carelessness towards the details of port planning. Port planning falls under ordinary urban planning, generally within the planning particulars, and more recently, integrated planning. This peculiarity can probably be attributed to the traditional autonomy of local authorities in this Region and their established urban culture. Additionally, the historical and morphological characteristics of coastal urban centres are naturally structured along the man made canals which run towards the sea. Unlike the major ports where there is clear separation between the urban and port areas, the ports of the Emilia-Romagna Region are completely overlapping. Such complexity means that these areas cannot be organised with ordinary urban planning. From a certain perspective, the activities which are present in regional ports seem compatible with urban activities. However, they both have their own technique of control - specific micro logistics. Consider the activities of a fishing boat - from the transportation of its catch to security needs for safe and suitable fishing areas without interference. Compared to urban contexts, the planning required for such areas is indeed complex and difficult. Urban planning is inadequate for dealing with port logistics as is evident in many of the legal guidelines at the regional level. Even in Emilia-Romagna, the regional law n. 20/2000 states "General guidelines

for controlling land use", but doesn't define specific legal elements for the evaluation of port plans. This is the case even when a law contains some mechanisms which could have connections to the indications in law 84/94. Additionally, in the sphere of council planning, it is possible to find references to innovations for the methods of port planning. Council plans are defined and divided into two levels - structural (Pcs) and operative (Poc). Such a method could be very useful in overcoming the separations between city and port planning. Town council structural planning (art. 28, law 200/2000), specifies "the more relevant infrastructure and equipment by dimension and function" and "defines the spheres of council territory characterised by different policies of intervention, evaluation and various functional orders...". Town council structural planning should therefore also contain the plan (Structural) for the port area. In defining this area, the work necessary for its development should be created through operative planning for that sector and in some cases, through implementing specific plans. The Poc takes care of public works which are locally programmed and implemented. It also has jurisdiction over foreseeable territorial plans, including requests and agreements. Operative planning of the port areas can therefore carry out urban and territorial developments, guaranteeing a complete vision for the relationship between provincial and regional plans.

## Emilia-Romagna ports

Matteo di Venosa

In Emilia-Romagna there are five ports which have regional responsibility: Rimini, Cesenatico, Cattolica, Porto Garibaldi and Goro. The planning for port areas isn't subject to a specific planning (port planning) but rather is included into council and other planning. Results from a study conducted in the Emilia-Romagna Region reveals an abundant production of urban and public planning which, to various degrees, involve the functional areas of the port, determining its order and organisation. Even though the organisation of the port is part of ordinary urban organisation, urban planning often seems incapable of governing the processes of transformation in port areas or to deal with the different port logistics. Investigations have verified the uncomfortable conditions of the fishing and construction subspheres which are forced to operate in spaces which are continuously cut back and difficult to access. Often, the progressive reduction of operative port spaces corresponds with an increase in reception and tourist activity. These activities are located alongside the port and require an increase in construction (real-estate) in the port area. The overlapping of functions and activities also creates conflicts among the many streams of port traffic. To varying degrees, such problems affect all port sectors, in particular, fishing - when unloading, sorting and transporting the catch. Additionally, the fishing sector relies on the various urban networks which are already very congested. The systems which govern micro logistics of fishing should be contrary to internal strategic activities and in favour of a port planning process which

is more aware of the importance of this sector (fishing) for the local and regional economy. In time, port planning should designate adequate spaces for the port/city relationship and activate measures which are aimed at repairing the 'fabric' between port and urban areas.

### Guidelines

#### for port planning

In accordance with the indications found in the Memorandum for writing port plans (Ministry of infrastructure and transport) the defining of port areas is verified within the plans for urban structures. Such steps are very important and result in a wider consultation between operators and port associations within the agreement process between Council and maritime administrations. In brief, the content and guidelines which are used to define the port area are as follows:

- coherence of port planning (structural) to regional transport planning;
- correlation and integration between port planning and the Psc;
- demarcation of the port area, distinguishing ownership lines of various areas (public, private, etc);
- identification of the operative/technical and relationship sub spheres;
- individuating development strategies for the port area in relation to plans for the city and surrounding territory;
- individuating infrastructural and maritime works, defining the dimensional and morphological characteristics;
- defining general layout of the techno-functional areas of the port, individuating the admissible groups of port activity;
- defining the levels of port flexibility and the individual measures for carrying out port plans;
- verification of the consistency with overriding plans;

- verification of environmental compatibility of the development policy and planned operations (Vas/Valsat).

## Tourist ports and urban development

Rosario Pavia

In recent years, the redevelopment of Genoa's old port has revealed a tourist attraction for big port cities and port areas. After ten years of closure and exclusion (major ports are today still separated from the city by barriers and fences) and thanks to the decentralisation of commercial traffic in the new areas of Voltri, the old port has rejoined the historical city. Decentralisation has not only allowed the recuperation of storage and pier areas but also a more urban-compatible utilisation of the port. In the space of a few years, the old port has been transformed in to large urban square and is on of the more significant urban centres in terms of symbolism and beauty. Despite the presence of the highway, Genoa has renewed its relationship with the sea. Doubtlessly, the success of this initiative is evident in the sheer size of the tourist port. This situation in Genoa demonstrates that port activities can exist alongside the urban lifestyle. This port offers its city and visitors a beautiful and fascinating waterfront. And the relationship is reciprocal - with a quality historical centre, the city can, in fact, take the opportunity to connect with the seaside in a way that is impossible when marine areas are dissipated along the coast line and far from urban centres. However, the example found in Genoa is indicative of a tendency, not a rule. In the big port cities of Italy, the process of urban redevelopment proceeds with extreme difficulty. The presence of tourist ports in the heart of the city is an important starting point for the complete redevelopment of the

shoreline.

One statistic highlights the marginality of port activities in the big Italian ports: of the 116.873 available boat spaces in Italy (2002), those found in tourist ports and connected in some way to the historical city, are only 8.000-9.000.

What causes this marginalisation? In the big coastal cities, the port authorities manage the port area. For this reason, the priority is given to activities connected with cargo and passenger traffic. The continuous increase in maritime traffic has created a strong demand on port areas and advanced technology for the logistics and movement of goods. The port has become a specialized system which requires autonomy, efficiency, security and control.

Under such conditions it is difficult to imagine that the port authority could consider space for port tourism. To do so would require new quays, new catchment areas and a new maritime infrastructure. Furthermore, the decentralisation of port activities in Italy is blocked by intense urbanisation along the coast: eventual policies for decentralisation are connected to the development of new seaside infrastructure and to the reconvertig of disused and industrial areas within the port zone (as seen in Brindisi and Taranto) and a complex operation of rationalisation and specialisation of port systems.

Today, port authorities and Council administrations are faced with the often conflicting developments needed for port areas. On the one hand, the primary consideration for port areas is that of logistics, but alternatively the Council tries to win parts of the sea for the city. Still, in recent years, an increased sharing of objectives between the two sides has been noticed: both have understood that

the port economy is connected not only to its maritime function, but also to that of other sectors: service, industry, commerce, real-estate development and culture and leisure activities. By now, the real-estate, urban and employment effects of redevelopment have been noted: not only in the ports of Barcelona and Marseilles, but also in Amsterdam, Hamburg and London. In these cases, the cities have rediscovered the sea as a resource, while the port has opened towards the city and surrounding territory. Such examples sustains the recent attempts to find a point of balance between the needs of the city and those of the ports in Italy. It is from this point of view that tourist ports can carry out an important role in the reconnection of city and sea.

**To imagine south Verona***Roberto Uboldi*

Verona municipality is about to approve the new city plan: the most significant part regards wide unused areas in the south part of the city. For this a specific Masterplan has been requested to Bruno Gabrielli.

On one side there are the interests of the developers, on the other the capacity to combine these interests with public facilities, green areas... that is urban quality as public value to defend. In the historical Zai (that means agricultural-industrial zone) new functions are increasing (such as offices and commerce) through a not governed process. The aim of this Masterplan is to survey and to guide this process, through a public control of the land use, in order to grant collective utility.

The Zai is now between residential quarters (65.000 inhabitants) that now can be regenerated. It's not just a question to balance differences, but it represents the occasion to create, through qualified east-west connections, a new unique part of the city.

The general lines are:

- south Verona will offer good quality housing that will be connected to the neighborhoods in the east and in the west;
- the public green areas will grant sustainable development and life quality;
- the integration with the old city center will be made through the new functions (offices, financial centers, public institutions), all qualified;
- the road network takes into account of the present and future situation, also with the transport public system on rail between Porta Nuova and the big car park near the motorway door.

## South Verona and the 'style of the city' *Bruno Gabrielli*

A change (variante) to a master plan often seems to be a betrayal that creates a new master plan; more often it is just a way to implement to adapt the plan to modified conditions.

The Masterplan of south Verona is something different for many reasons. As far as the formal design is concerned, the aim is to put together, in a wide and complex area, different parts, made by defined and approved projects, suggestion and proposition plans, buildings to preserve; these parts included in the Masterplan have to be in connection with other strategic areas, such as the railway park area of Verona Porta Nuova and the junction area of the motorway. In this context, the theme of the public space and urban quality becomes the central element, together with infrastructures and public transport.

To ensure urban quality, the Master-plan of south Verona puts special attention on the urban design aspects like alignments, lying positions, heights of the buildings. The urban space, made by dense and empty facts, has to reflect a drawn control that is represented in a catalogue that designs all the elements that compose the large pedestrian street of 25 ml designed along viale del Lavoro. The same care has been placed in the rules for the green areas. Another interesting element is connected with the choice to give a new monumental image to this part of the city: a big mall to get into the historical town, with a defined urban design, very different from the historical identity of the ancient Verona.

The master plan sets the new north-south axis that leads from Porta Nuova to

highway door of south Verona. A strong axis, that links the historical centre to the new part of the town: the only urban element able to characterise and to give order to the settlements of the last century. Around this main axis, there are still the signs of the old connections from the countryside to the urban area, that design a fan from west to south and east. But none of them can be such important as viale del Lavoro. The occasion to build again this axis through the development of many areas that were industrial represents a strategic choice for the future of the city.

The physical configuration of the historical town is characterised by the Adige river, by the surrounding hills, by the walls and the doors of the old city. Inside, the walls, the squares, the monuments, and many smaller architecture specify the identity and the morphology of Verona. In this context the project want to design a new important street, architecturally defined through cadences, rhythm and architectural fronts, to give a different, contemporary and clear identity. An ordered system that leads to the complexity and architectural richness of the historical centre.

Another big theme concerns the building of the principal infrastructures and urban facilities: the turnover of the motorway gate, the implementation of a subway system for public transport, the building of a new transversal east-west street. As far as this is concerned, the implementation is controlled by specific rules, that bind the public works for the public transport gallery, and the public pedestrian areas above (25 meters large) to private development interventions. Then an additional contribution is previewed by other private developments, also in areas not so near to the main street but included

in the Masterplan.

According to this philosophy, the Masterplan controls and designs the urban project, the distribution of the land uses and functions, of the maximum quantities of new buildings, the morphological rules for the public spaces, for the green areas and for the architectures that will be built, and the implementation model to follow the whole process.

## The interpretation of a context for the construction of an urban plan

Federica Alcozer

A good urban project is the result of a good plan, but also of a good design that uses various planning, programming and financial tools with a clear line of government. Some recent Italian cases show how important is the theme of urban regeneration in public policies together with the design of infrastructures and public services. These are essential to grant a good 'urban project' also from a private development. This case study is significant, considering the local context.

### The planning framework

Town planning in Verona shows different instruments: Veneto Region has drawn up a plan, called *Piano d'area del Quadrante Europa*, to examine in detail the matters about settlement structures organization and their compatibility with environmental resources. It is organized in: settlement system, mobility system and environmental system. The municipality of Verona started a new General city plan in March, 2003; at the same time the process of a Strategic plan and of a Preliminary project started, with the aims to define the principal choices and strategies of the new city plan; examine in detail the strategies of the southern part of Verona; safeguard the territory; proposing a debate with the town on its own future choices. The *Piano per l'assetto del territorio* is the result of this planning process. The area of the variante have a surface of approximately 2.200.000 square meters, 1.100.000 of these are productive areas no more useful for their original use. The dimension is a central factor because it

represents an unique occasion in order to define the strategy of the city and to pay attention to the role and the real feasibility of the development, as far as times and modalities are concerned.

The area is organized on the axis *Cardo massimo* that connects the highway door of south Verona to the historical centre. The matrix of this urban system was born at the beginning of the nineteenth century, and was closely tied to the development of agriculture and its business activities. In 1948 the area is called agricultural-manufacture zone (Zai).

From the point of view of the transport, *Cardo massimo* absorbs approximately 30% of the traffic flow in entrance in the city from south and all the mobility system marks the morphologic and functional organization: the motorway infrastructure constitutes a limit of the city consolidated that look towards the diffuse/sprawl landscape (city-rural) and at the same time it is next to the city center. On the axis there are also the main traffic flows in the direction east-west.

The area turns out strategic not only for the impact that the new plan has in the whole north-south system, but also for the potential connection and integration between east and west. The quarters of Borgo Roma, Golosine and S. Lucia count approximately 60.000 inhabitants in two urban parts that can be read as islands separated from the Zai in two different urban and social contexts. In this interpretation the planning of the axis and of the areas along it assumes primary valence in the transformation of a wider part of the city.

The last aspect of extreme relief is the role of urban landscape that the *Cardo massimo* gains: the street system viale delle Nazioni-viale del Lavoro offers a

perspective cone defined by the lateral sequence of the existing industrial buildings and that has Porta Nuova and the historical centre as a background.



**The street as a settlement rule. The project as a new identity image***Simona Gabrielli*

The north-south street is a significant spatial element that indicates the heart of the historical centre: the project along a 4.700 m street represents something unique for the city and significant in the contemporary debate on infrastructure design. The project intends to overcome the idea that the street has just a functional role, but it aims also to rebuild significance to the relationships between settlements and infrastructures through many values that can be recognized by society at different scales. This objective relates to the lack of identity and to the research of context specificity. The street design is morphogenetic in the sense that it has to create transformations in the urban structure. But this assumption is now not so accepted: the contemporary crisis of the strict relationship between street trace and the buildings along it, between empty and built spaces means the street is losing its own meaning of structuring settlement rule. On the contrary, this project tries to design the figure of the street with a specific identity able to order built, open and relation spaces. In this urban design the street is built through surfaces, borders and limits that in the different tracks are recognizable by different morphology and functions. The dynamic perception of the space intends street as visual and esthetical experience in the landscape offered through movement. The tracing is shaped like a road with two different fronts, since it introduces a various connotation depending on the two ways, that have different level of

urbanity. The lack of balance of the street section introduce an urban character in the east front, getting into the city, and a remoter and tree-lined built front in the west, escaping Verona. The different conception of the road in the two directions presupposes also a different speed, which corresponds to one slower cinematic vision during the arrival in the city and which offers a quicker vision towards the motorway.

In this way the dynamic vision becomes instrument of construction of the shape of the road. The road is different in every moment in relation to the movement of the subject and the road becomes a series of events in succession.

The design of the section is an important planning instrument that underlines a fundamental aspect in the reasoning: the plan not only has to study the street order and its margins, but also it has to design street from the inside, also through light modifications of the ground. The built up margin is not a defined limit, it is the plan conception of the road to determine the nature of the edge. Consequently the design of the green areas and of the open spaces becomes integrating part of the plan beginning from the study of the road section.

## The outline director for mobility and for public transport

*Ugo Baldini*

The reorganization of the mobility system constitutes one of the more important keys of the Masterplan of south Verona and of its horizon of sustainability. The plan of the mobility net involves a deep transformation of the existing net, that would not be in a position to supporting the new flows of traffic. Here's the importance of the public transport.

### Public transport system

The system of the public transit is centred on a new line of Mass express transport (Trm). The system intends to supply a high capability net and an elevated level of service able to be a real alternative to the use of the private car. The system is organized on a principal underground line of transport that goes along the Cardo massimo and that, beginning from the station of Porta Nuova, station for High speed train, will connect all the main poles, until being connected with the great parking near the motorway door. In the meanwhile, the system of public transit by wheels will be reorganized on lateral roads, connecting the quarters of Borgo Roma and Golosine with the stations of the Trm line.

### The line of Mass express transport

The proposed solution is articulated in two main directions:

- one east-west direction with function to support city mobility and the poles of the equipment (university, schools, hospitals);
- a north-south direction with function of exchanging alternative mobility means to private cars coming into the city, in along a tracing of 10 km.

The line of Trm previewed

as service of south Verona constitutes a first extract of this last point. The stations long the street will represent important points of exchange between different means.

### The reorganization of the Local public transit

The total system of Public local transit (Tpl), as a result of the realization of the line of the Trm, will have to be reorganized, so to enable the adduction and the capillary distribution of the movements.

The organizational model of the Tpl previews a primary line of transport that will connect all the poles and a secondary net, by ordinary buses, that will offer the territorial cover in the zones not directly served from the Trm.

### The reorganization of the street network

The plan of the mobility model has important implications also for the reorganization of the street network, with four principal objectives:

- make easier the exchanges and the integration between the movements on private means and those carried out by public means;
- adopt technological configurations and solutions able to separate main traffic flows;
- create a hierarchy of street axis able to condition and to influence the choices of the roads, in order to obtain a good use of all the net;
- induce the movements on private means from and towards the great existing practicability, freeway and Mediana in particular, making them easy to exchange means towards the central areas.

### The net of the cycle and pedestrian paths

The new model of mobility for south Verona is based also on cycle mobility. The criterion that leads the plan of the cycle-pedestrian net is to create a continuous net

of distances with various function, characterized by an inner hierarchy, with the aim to allow the integral use of the area and of the others interesting parts of the city. The net of the cycle-pedestrian paths will concur to establish a system of connections extended beyond the perimeter of the variante, putting in relation the quarters of Golosine and Borgo Roma, both inside, and to the main facilities in the historical center of Verona. The plan previews to create, on the net of the already programmed cycle tracks, three new categories of tracks, for a total of approximately 20 km:

- the Greenways system, the network for free time and for environmental walking;
- the system of the Cardo massimo + Green decuman, whose cycle tracks carry out the function of urban primary net;
- the net of the paths of the 'microcities', destined to represent the whole tracks, diffused on the urban territory.

The plan of the net of the cycle tracks will offer, especially along the tracing of the Cardo massimo and along the Green decuman an important alternative for inner mobility.

## The matrix of the landscape: the 'Cardo massimo', the sequence of the open spaces

Andreas Kipar

The approach of the discovery is now stronger than the politics of new conservation and transformation of the places, above all as far as the open spaces and its natural residual parts are concerned in relationship with their own original landscape.

This research has brought to light a strategy of construction of a new city image based on the creation of a system of public spaces articulated on different scales: a landscape made of spaces inside urban system but able to regain meaning, a value, one own perception, connected to a diffused pedestrian accessibility. Landscape becomes a potential instrument in order to improve 'health' conditions of Verona also outside the historical centre and making real, at a wider scale, the continuity between historical centre, suburban and rural space. Schematically the plan of the green system is composed by the following parts:

- the *Cardo massimo* (Esplanade);
- the exposition park;
- the urban park;
- the pocket parks;
- the agricultural park.

The plan tries to rebound the various city fragments through a design of reconnection and of unification.

### The *Cardo massimo* (Esplanade)

The plan tries to strengthen the connecting urban texture with the various architectonic new developments.

The vegetable structure of the plan becomes the 'frames' of the tree-lined avenue that leads into the city; inside this structure

there are cycle-pedestrian tracks able to facilitate the movements in the city by not polluting means. The big roundabouts are mitigated by evocative and suggestive architectures, through green and water games.

### The exposition park

The plan previews the interpretation of the old railway tracings that become the guide lines for the design of the new park: the old railroads are delimited by areas with trees and with the 'islands' of grass, as a place that can accommodate pavilions and/or flower-beds during the expositions.

### The urban park

The urban park becomes the element of real connection between the new office buildings and the new and existing housings: a place equipped for freetime and sport activities and, simply, a space to take a walk in.

The green plan propose a unique design that 'vanishes' with different kinds of vegetables essences, so to follow at best the various uses previewed in this area.

### The pocket parks

The pocket parks correspond to different equipped green areas of various amplitude, situated along the traces of the existing historical streets and therefore organized with the aim of complete just one urban plan.

The idea of the pocket parks is a plan of diffused pedestrian areas to insert among the existing small empty parts. All the pocket parks will be put in communication, through sidewalks and tree-lined cycle paths.

### The agricultural park

In this southern area the plan exalts the quality of the agricultural space through the qualification of the tree-lines and of the existing arboreal material. Such park

corresponds to the ideal attempt to create a green belt around Verona, according to a tracing that connects different 'piazzeforti asburgiche' present on the communal territory.

## The environmental strategic assessment

Ugo Baldini

Regarding the variante Masterplan for south Verona, the municipality decided to commission the environmental strategic assessment (Vas). Why? It has been a matter of a caution suggested by the great territorial, environmental, social and economic importance of the variante. The Vas already prepared for the urban Masterplan (Pat) details the sustainability evaluations in one of the most significant and critical area, both at a metropolitan and regional scale.

The first element to be assessed is the critical environmental aspects (social and economical too) to which the Masterplan applies the strategies, the politics and the actions to contrast them, to compensate them.

For the area of south Verona the principal negative aspects regard the settlements, the inadequate systems of water collection, the impacts on the hydrogeological system, the lack of green spaces, the traffic badly distributed and however important with the consequent acoustic and air pollution.

Within a process of integrated assessment, the map of the critical elements, central point in the diagnostic phase of the appraisal, is connected to three main groups of topics, object of specific analysis, in consideration of the variante Masterplan contents.

The *mobility system*: analysis of the characters and impacts of the infrastructural and technological choices at a city scale and at the level of the local communities (quarters) in terms of congestion, safety, quality of the air and acoustic climate; the *water integrated cycle*: analysis of the impacts on

the geologic and hydrogeological system in a context of elevated vulnerability; the *green system*: analysis of the role in the city ecosystem and in the ecological net also to aim to an urban regeneration.

### The issue of the alternatives

Task of the Vas is also to analyse and to estimate the alternatives that carry to a 'sustainable plan'. The programming of the variante therefore has made in progress appraisals of alternative scenarios of transformation of the area, in particular as far as: the technological alternatives for the local public transport; the alternatives of configuration of the *Cardo massimo*; the alternatives in the configuration of the water collectors system; the presence of the big sale structures; the movement plan of the door highway of south Verona; the parking and the green spaces.

As method of analysis and appraisal, it has been chosen to analyze a limited set of pointers of state (S) and of pressure (P), 'sensitive' because they concur to verify with effectiveness and immediacy the answers introduced with planning and programming measures.

Naturally, like all the mental schemes, also that one here told is debatable. It is however proposed mainly for two reasons: for its simplicity and because it puts in evidence the systemically and structural nature of the conflicts between objectives and priorities, all of them legitimate, equally own of one community.

This representation helps therefore to remember as every programming action has collateral effects not always expectable neither desirable; as the pointers have intrinsically ambivalent meaning, they must be used like comprehension and

assessment instruments within an apparatus articulated oriented to the search of complex equilibriums between opposite requirements. Therefore: pointers are to be intended as instrument of social communication and of political appraisal, rather than of presumed 'technical optimization'. The guideline is to select few pointers particularly significant, because strongly connected to the characteristics of the plan and of the context, omitting the long lists where it is easy to lose the essential things. In particular the environmental pointers have been chosen in order to analyze in integrated way the various aspects of the sustainability.

**Land uses asset: a  
description along the axis**  
*Marina Bassi*

quarter more services and  
green areas.

If in the south part we can find properly infrastructural plans (the Magnet and the highway door), towards north we begin to meet more urban uses, such as the Adige workshops planned by R. Rogers. Continuous monumental building to constant height (35 m) tries to find a tie between the two near residential quarters. The axis becomes the element of convergence of the two urban parts, a new city pole with: residence, commerce, offices and facilities, public space, a large sidewalk on the east part of the road that collects the city uses: the metropolitan stops alternated to trade spaces, kiosks, etc, the cycle track, the pause zones.

The reduction of the height of the buildings from the road towards the inner areas near the existing quarters corresponds to the substitution of mostly directional and commercial functions with the housings.

On the east side the connection is guaranteed by the continuous (prescriptive) pedestrian paths that interrupt the buildings, the green of the tree-lined avenues until the great urban park.

The park is a great green container of equipment, facilities and free time spaces for the new and existing residential areas.

On the west side, a continuous green ribbon of 25 m, runs as filter between the buildings and the road.

The railway port gives back to the city an area of approximately 57 hectares on which the plan creates a great green area. In this exposition park the new development amounts to approximately 160.000 square meters, mainly used as housings in order to integrate the new part with the quarter of Golosine-S. Lucia, and to give the

**The guide criteria for the street plan and the seven drafts of the Cardo***Simona Gabrielli*

Inside the linear urban system of the Cardo massimo it has been possible to identify seven different homogeneous drafts, distinguished for analogous morphologic, insediative characteristics and uses. The road is different in every moment in relation to the movement and it is shaped like a series of events in succession. Along the axis you can think the windows as 'scansions' of a perception from the car in deceleration from the motorway door going towards the center and in acceleration in escape. The perception of the objects along the street edge is the relationship between the height and the occupied surface. The reflection regards the relationship between the length and the height of the built up fronts where the largeness of the objects changes directly according the speed, since the degrees of the visual angle vary when the distance varies.

Just under the net structure near the street, there is the gallery destined to receive means of public transport conceived not to interfere with the street tracing and at the same time to guarantee the feasibility and the implementation of the transformation planned in the areas along the axis. A big importance is given to the lighting system regarding the night vision, the quality of the light, its various intensity depending on the distance from the city; the lighting plan takes into account also the height from the ground and the cadence of the elements that become material measure of the space in the night vision. The seven drafts of the Cardo record gradually a

built up curve, similar to a parabola that, at a general scale, is given by greater density in the intermediate part (from the Adige workshops to the Manufacture tobaccos) instead of the two extreme south and north drafts.



## Project deepenings: two 'threshold' spaces along the 'Cardo massimo'

Maurizio Cazzulo

The plan analyses in detail two infrastructural nodes: the graft of the *Cardo massimo* with the highway door of south Verona, and the roundabout of Porta Nuova that intersects the Median road. In order to give urban identity to every 'node', the functional integration between infrastructure, settlement and environment, acquires important significances.

### The Magnet

The first node, defined Magnet from the Piano d'area, is outside of the physical limit of the contemporary city delimited by the highway, that it turns out to be a real watershed between urban and rural territory. The project relates to the territorial scale, to the system of the agricultural fields rather than to city, with the aim of preserving the existing natural areas and create a green belt around the city. The program integrates the highway functions and the public transport (parking, underground station as terminal, areas for public transport, etc) with the 'agricultural park'. A border of the park is raised and it attenuates the height of the modular blocks of the structure of the parking, receiving to its inside the functions of the terminal. The parking can be made in different phases, until the maximum dimension of 10.000 cars.

### Draft 7, between via Tombetta and Porta Nuova

It's a space of threshold to the historical city, an interval, crossed from the green of the railway park. The infrastructural design of one great oval roundabout (large 200 m per 130 m) is the occasion for the definition of a new architectonic landscape

project, one new door that reminds to that urban one of Porta Nuova. The street crosses the Median and the Thistle.

The flow, from north, passes in tunnel. In the underground, there's also the gallery for public transport pass, with the station in the centre of the pedestrian space, at a level of 4.50 m; this reduces visual impact and acoustic pollution produced by the cars; the inferior level connects the pedestrian way to all the areas around. An office building, 40 m high, represents the element of mediation between historical and modern city.

## The normative structure

Pietro Cozzani,  
Daniele Iselle

The normative apparatus subdivides the territory in urban zones (Ztio) according to a type-morphologic analysis and it proposes 'norm scheme' (schede norma). The aims are:

- a clear language;
- behavioural norms able to orient rather than to impose;
- not to refer exclusively to the homogenous zones as defined by Dm 1444/68;
- to work through plans paying attention both to local and urban scale.

The norms can be:

- directives, destined to orient and to condition the planning of the Pua, of the single parts and of the direct build permission;
- prescriptions and bounds, that have to be entirely respected.

The normative table distinguishes: Units minimal of intervention (Umi), subject to implementing urban plan, and the other areas, subject to the regimen of direct build permission.

The Umi are defined second the following criteria:

- areas that play a strategic role in the redesign of the city axis *Cardo massimo*;
- areas that play an essential role in the redesign of the green system and the urban equipment in the area to regenerate;
- areas with large dimension (at least 1 ha);
- areas on which it is already in course a plan of transformation (Prusst, Piru);
- areas on which it is possible record a 'disposability to transformation'.

In the Umi is necessary one implementing urban plan.

For each one a 'norm scheme' has been drawn that supplies all the indicative and prescriptive elements. These are constituted by:

- an indicative morphologic design;
- a plan with detailed prescription.

In order to define urban regeneration the normative structure indicates two criteria:

- functional criterion;
- density criterion.

The first one guarantees a mix in land uses and without homogenous zones.

Maximum and minimal percentages have been defined for each function, and the sum is always more than 100%, so that the development can adapt to different combinations according to the 'question of transformation'.

As far as the density is concerned, the Masterplan proposes build indexes equally diffused (plafond) in all the zones with similar characteristics. The acknowledgement of the build right could be usable directly, or in some cases could be sold concurring with the property to concentrate the volumes recognized by the plafond (the index base) in a reduced part of the area total, using the remaining part to public green area, parking or to other facilities without having to resort to the expropriation.

## The perequative model

*Pietro Cozzani,  
Daniele Iselle*

The Italian 'perequation' is an urban planning instrument proposed by the variante in order to obtain a fair distribution of the rights to build and of the burdens deriving from the implementation of the territorial equipment, among the owners and the developers of the interventions.

The perequative proposal that has been adopted for this variante intends to face the legal and economic nodes of the development regimen, recognizing at the market its own requirements, but introducing general rules that can stimulate, rather than suffocate, the initiatives and that can reduce most of the possible distortions of the private and single interest, safeguarding the general interests of the society.

The main rule of the perequative model is connected to the classification of the land:

- location of the development areas;
- indifferent positioning of the potential new volumes;
- perequation of the territorial build index;
- implementing modalities;
- acquisition of areas for public facilities and infrastructures;
- these areas for public equipment are included in the territorial build index.

This means that in this new model the neat separation between the building areas and those bound to public facilities does not exist any more.

With this model every area has one 'objective build right'; that is given to all the areas, even to the areas destined to public interventions.

The Masterplan characterizes moreover two strategic public works of urban scale.

The big parking of south Verona represents a strategic infrastructure of mobility in order to limit the direct access of the vehicles inside the city and to transfer the customers through rapid public transport. Also the municipal areas of the car parking participate to the application of the institute of the perequation through the attribution of new building capacity.

The urban exposition park is the privileged node of the green system in the within of the municipal ecological net. The perequation model is used also for the developing areas of the National railways.

An additional contribution for the implementation of the public transport infrastructure will be paid by the developers that will build along the street.

## The quantities for the Variante

Paolo Boninsegna

The dimensioning of variante has been made taking as references the studies, the demographic analyses and the consequent dimensioning of the *Piano di assetto del territorio* (Pat). For this area the Pat previews a total amount of new volumes of approximately 3.715.000 mc of which 935.000 mc for housing and 2.780.000 mc for offices and commerce. The variante Masterplan accepts these dimensions, but it adopts the surface as parameter in order to indicate the building amounts, in place of the volume. From the conversion of the data it turns out that it previews a theoretical new surface of approximately 1.064.000 sm. Considering the total surfaces of the developing areas, it means that the variante proposes a territorial index of 0.75 sqm/sqm.

Main developing areas lie in the eastern part of *Cardo massimo*, where the new buildings should create a continuity with the Prusst plan and an integration with the adjacent quarter of Borgo Roma. The areas along the street axis have a territorial building index of 1,35 sqm/sqm, evaluated in relation to the necessity to gain the necessary resources for the infrastructures and of the services of the street. In the remaining areas the index is 1 sqm/sqm.

The facilities areas propose green spaces, parking and services, with an organic design: 'the system of the green areas', a continuous configuration of spaces that connect the single parts of the new settlement and this with the city and the principal urban equipment. The green areas will develop from north to south leaving from the great park, 150.000 sqm wide,

previewed in the railway park, connected on one side to the close Spianà park and on the other side, to the green area inside the Cartiere area.

The total amount of the urban standard areas (required by Italian laws) is about 950.000 square meters, composed by 454.000 sqm of primary standards, 116.000 sqm of secondary standards and approximately 380.000 sqm of other facilities areas. These amounts are quite high that will work for elevating the total equipment of south Verona, in particular for the residential part. As far as the directive functions the plan intend to limit the traffic flows in entrance and to create most of the necessary parking in the structures near the motorway door of south Verona.

## Reggio Emilia: project, perequation and implementation

Anna Campeol

The strategies of Reggio Emilia's town-planning scheme, adopted in april, 1999 and which came into force in july, 2001, are based on the enhancement of the ecological-environmental quality of the builtup and free areas, urban requalification, and the reorganization of the mobility system. The new face of the city depends on the development of the transformation zones and areas outlined as requalification sites ; those already built up or free but requiring a requalification in order to grant them a more formal and functional quality, also helping as a rebinding or joint nodes for the city, specific polarities interconnected between themselves according to a complementary logics. The ecological-environmental dimension represents the central aspect of the choices developed in the project and it embodies the following subjects: the increase in the permeability of the urban soils and their use as green areas with a greater number of trees, shrubs and hedges; the integration of road and railway infrastructures into the landscape; the integration between both edified areas and technological networks; the implementation of a system of open spaces, services, environmental and cultural resources; functional integration in order to avoid the risks arising from the monofunctionality. Finally, the new infrastructure system, foreseen in the Prg, assumes an important role in the reorganization of the territory on both a vast and local scale. Since local philosophy and praxis have always been, to

a certain extent, oriented towards a process approach, integrating different thematic levels, the choice was to treat the passages towards the implementation of the 'plan of action' with a specific method. Creating a situation where implementation implies constant controls regarding consistency and coherence with local programmes and strategies, as set out during planning. Consistency, but also constructive feed back, within the flexibility margins set out by the Prg, together with a warning that this text 'explodes' perhaps a possible way of reading and interpreting the Prg: the city of the transformation and perequation. The decision of implementing the Prg, by applying the practice of perequation to all the transformation areas, named in this way because most of them (62%) result from changes in the previous Prg, was based on the pursuance of better environmental tenability, in all its social, ecological and economic aspects. Although perequation represents a method of activation and implementation, such a procedure, if properly interpreted, contributes to building a vision of the city that a community both wishes and expects. In the case of Reggio Emilia, the process of perequation also allowed to resolve some of the issues existing in the disciplinary praxis and to improve urban quality, in accordance with the local political program. In particular, the principal issues that have arisen within the territory of Reggio are as follows: The perequation process as an attempt to resolve the previous lack of public green areas, as well as a way of meeting the necessities of new settlers; The overcoming of the traditional idea of "minimum standards", connected to

the implementation of zoning plans, with an approach which greater deals with private and public necessities; a realistic approach to existing problem of reiterated constraints, which set expropriation limits at 65 hectares for green areas re located in zones deemed free from rules of the compensatory perequation; Perequation offers a great opportunity of urban regeneration, especially when it is applied to abandoned areas set within those urban tissues quite densely populated, where the volume concentration is limited to 30% of the total area and 70% is allocated to public and private green areas; the need of a different design and functional approach, in order to overcome the low quality urban structures, badly integrated within the environment and mainly mono-functional; the need to affront the problem of subsidised rental apartments within the perequated areas to meet the needs of the middle classes (i.e. young couples) which, due to their income, would not have access to either public housing but on the other hand have difficulties buying or renting on the open market. Reggio Emilia is a city already in quite good state and it offers efficient services well diffused through out it's urban tissue (the excellence of the nursery schools are an example): the new Prg will complete the network of services, both public and private, provided by the city to the citizens. The real difference in quality will be obvious with the increased in green areas. The outline in the new town plan for approximately 578 hectares (besides the 35 squared metres/per habitant, versus 13 squared metres/per habitant in 1999), of which only 65 hectares is to be acquired

through expropriation and the remaining 329 hectares from free concession, will make a real breakthrough. Perequation allows the implementation of a true project for a public city, following the idea of 'network' which connects existing and planned public areas (parks and urban gardens, public and equipped green areas, public services and facilities) through tree-lined avenues, cycle tracks, and the design and integration for the road system. The individuation of passage ways for environmental connection is supported too by natural passages (water ways), artificial passages (the cycle tracks already existing and those planned, the belts set for the new road system, the existing road system that will be requalified, etc. and green networks, in order to permanently connect the existing public green areas with the planned public green areas (granted and expropriated) and the areas for services and public facilities. From this point of view the perequation plan for Reggio Emilia assumes an even greater strategic value, since what matters is not only the implementation of the project, in accordance with the rules already set down, but, above all the idea that such implementation must be consistent with declared assumptions. Such implementation represents a planning process, and because many projects will result from this process including private interventions, these must also be oriented towards the construction of a city of quality: both structurally and environmentally. The Pp for parco Ottavi, approved in 2005, provides a free disposition of (public green areas) equal to 44% of the territorial surface (more than 230.000 sm), which in part will form a city park in the West city area.

Half of the remaining area include that suitable for building (Se) and the other half is assigned as ecological private green area: essentially 70% of that area is assigned as green area, both public and private, along with site development and sports facilities. The owners, in agreement with the Town Council, called for a tender on this area and the project won by competition, by Studio Isola and latter joined by the Ccdp, is the result of a truly shared construction of the project.

Since this area is of great strategic value, among the projects themes it should be outlines: the important integration of the master plan within the existing context, the construction of private buildings and of subsidised housing, the execution of a new rail stop, the internment of the high voltage electric line, the relocation of some public services (crèches and primary schools) which will act as a centre point and create a certain identity to this large area of the city.

A very interesting project, both for the quality of both public and private buildings and areas, and for the fertile collaboration between private and public subjects towards communal aim: greater urban quality.

The public administration, aware of the fact that transformation of it's territory is of general interest, and in order to solve the problem of management and foresight, outlined ad hoc a special procedure on which the authorization to submit private development plans must be based beforehand on the production of an accurate and agreed pre project plan (which follows the town plan act).

Some of the most relevant experiences, demonstrating the delicate role of public direction, have had (due to their location, dimension and context) a special strategic importance for the

city, because they contributed in affronting existing needs and, at the same time, anticipating too future town-planning, social and environmental needs. Perhaps the most relevant one is the area called 'Parco Ottavi', located in the west quadrant of the city, this area has been always considered as suitable for building and it has been changed by the Prg according to the perequation rules.



## An international design competition for a Masterplan by private developers

*Antonio Malaguzzi,  
Andrea Bondonio*

In front of the increasing necessity for confrontation regarding themes related to the transformation of complex areas within our cities, the decision to implement design competitions to chose solutions to urban questions has often provided deluding results. Difficulties arise in particularly within the connate separation between the management of the design process itself and the management of the realisation process and subsequently the outcome results in scarce definitions of the initial objectives of the competition.

The exemplary experience however of the urban project for the areas Ti2-7 e Ti2-8 of the Reggio Emilia town plan derives not only from those favourable conditions particular to the site and the different participants involved but above all from the participated work method characteristic of each phase of the design process: the choice, quite unusual in Italy for a private promoter to organize an international design competition for an urban areas development, as too a design competition applied as an instrument of research ensuring the high quality of all the architectural and urban solutions employed with the support of the public administration from the initial phase of drafting of the competition outlines itself is most certainly a particular and interesting circumstance. The reasons behind the choice to hold a competition, certainly more onerous and complicated for a private developer than the direct nomination of an architectural office for the intervention in such a large

urban area, can be identified within the convergence of different factors related to the area; both virtuoso and necessary. The fortunate coincidence that the areas owner was also the promoter of the competition and would then subsequently be the developer of the urban works for the site as outlined in the town plan led to the decision by the owner, in agreement with the public administration to connect, by way of a single unified project, two areas of urban transformation quite distinct in the existing town plan. The important dimensions of the area and the complex problems related to the management of the process also helped orient the developer towards a process quite experimental in its methods. The public administration was incredibly interested in the future of this area as it is considered a strategic area of urban transformation in the new Prg, both for the relevant dimensions (almost 55 hectares ) greater than other areas outlined in the town plan by about (5/6 hectares). Interest was also high because it was the first of these strategic areas to be presented for implementation. The public administration believed too that an international design competition would be the most transparent method for guaranteeing the quality of the development of the area and it suggested this to developer.

Following the choice to hold of a design competition it became necessary to individuate a project manager to ensure a unified and efficient coordination of the entire development and design processes: this figure would then control the drafting and communication regarding the competition outline, the choice of architects to invite and later assist in the decision making process relative to

the choice of the winner. The drafting of the competitions outline became an important moment for an indepth study of the area in question and in particular the occasion to investigate the expectations of the public and private spheres present in the area, together with a study of the technical and economic objectives of sustainability needed to activate the project.

This phase beginning in march 2001, lasting 5 months began with an in depth study of the technical regulations regarding the application of the town plan regulations, and together with the public administration an analysis of the dynamic application and interpretation of these regulations.

At the same time an intense period of planning together with the owner-developer and public and private operators involved in the urban transformation began. Around ninety representatives of the companies that were or could be providers of infrastructures and services in this area were gathered. Dialogue was established and coordinated between the two urban and administrative chapters that would be united by the project and that up to this moment had not openly discussed those urban and infrastructural projects that were concretely to be realised within their territorial boundaries. These interviews and testimonies gathered a series of unexpected aspirations and suggestions and worries regarding the plans for the area and it was an incredibly constructive phase of the development process.

Along with this period of planning a series of historical and environmental investigations and studies were also carried out. This material comprised an important part of the informative package that

would then be sent out to the architects invited to participate in the competition. Such a rich and articulated quantity of material as a base on which to develop the competition outline, anticipated a step that is more often part of a successive phase, beginning after the initial design competition is held, and this was perhaps one of the most important factors characterising this aspect of the projects development. Such an articulated and studied brief accompanying the outline for the design competition allowed the designers an articulated vision of all possible aspects and complexities involved in the development of the area. Also allowing the designer to elaborate projects with concrete feasibility and well defined objectives.

Coherent to this work method the competition was envisaged within a 'participated optic' a type of experimental perspective on which the competition was structured in the eight months of elaboration. the first state characterised by the initial design phase was based on the proposal of the different design schemes by the different architectural offices followed by discussion and confrontation with the developer and the project manager, a second phase saw the modification of these proposals and in the last phase the schemes were presented officially to the city. This occasion was an important moment for dialogue and confrontation with the real expectations of the citizens, and an obvious search for solutions of true quality in all aspects for the area.

4 architects (offices) were invited to participate in the competition, offices all renowned for their design and planning excellence but with true differences in their approach to urban problems: Aimaro Isola (Isolarchitetti), Oriol Bohigas

(Mbm), Mario Cucinella (Mca) e Alvaro Siza. Regardless that the winner was to be announced by the developer (obvious in a private development operation, the decision was matured and consciously shared by all actors involved in the entire process) the project manager, technicians, the city council. The general quality of the design solutions provided and the interest surrounding all three projects presented was great, however the choices and solutions offered by Studio Isola resulted the most convincing. Isola's design resolved, better than others, the question of integration between the two urban zones at the moment divided by infrastructural barriers. Isola's solution was specifically interesting regarding aspects of autonomy of construction of the different areas of the masterplan, and its general flexibility in the case of eventual modifications deriving from the implementation of the actual detailed town plan. It is this last aspect that, together with the desire by the developer to confirm, in a second phase of the work a shared work plan between all the investors and actors involved that was most convincing, a scheme flexible whilst maintaining the quality and efficiency of the design and planning solutions as suggested in the town plan.

## Urban plan for parco Ottavi: from the competition to the definitive plan

Andrea Bondonio

It is a widely shared opinion that for real improvement to the quality of our cities, the re-qualification of that large part of the territory comprised between the periphery and the sprawl city is perhaps the key. In Reggio Emilia the project for the transformation of parco Ottavi into a new precinct for 3.000 residents in the west section of the town's limits constitutes an unedited case for Italy, that particular responds to this strategic need. One of the main outlines in the design competition guidelines for the site, was that a large part of the area must be designated to city park, a green lung of around 9 hectares aimed at connecting the new master plans system of greenery, as proposed in the new design, with the existing agricultural countryside (a true priority to conserve this type of landscape is well defined in the existing town and county plans). Today the site presents itself as a large agricultural inlet of some 50 hectares, comprised between the directory of urban expansion of the via Emilia and of via Gorizia (Fig.1-2). Mostly thanks so far, to the careful attention paid to the existing indications as laid out in the town plan in act and the fact that the area belongs to a sole proprietor. The winning design solution is conceive around a large almond shaped green centre that will become the heart of the master plan site, this park becomes the most important net of connection-almost a focal buffer zone between the other functions that will include: residences, a shopping centre, tertiary area, a sport centre, and a scholastic complex. The shape of the park recalls the

elliptic form of the original gardens surrounding old villa Terrachini with an axis longitudinally crossing the site, existing agricultural area plasmas this form. From the central park the green network will connect itself with another two urban parks as foreseen in the town plan and to be developed in the adjacent precincts: 'Orologio' and 'Peep Pieve' and it is well inserted in the surrounding urban landscape. The project aims on developing an articulated and continuous series of green rooms able to provide a type of identity to the open space, closing the gap between the new built up area and the agricultural margin.

A second theme, crucial to the design competitions outline and carefully addressed in the project is the problem of overcoming the actual infrastructural barrier that divides the site into two separate sections, constituted by the local train line heading for the village of Ciano d'Enza. This track will become the future light metropolitan line, as foreseen in the prg and later will be sided by the new vehicle penetration axis towards the cities centre. With the design of a large artificial hill, risen some 7 meters above the countryside's existing level, a vehicle and footbike path is provided joining the actual asseveration of these two areas of the site. On the top of the rise a central piazza will be formed surrounded by commercial and tertiary use-and within the hills mass the train station and two floors of in ground parking will be built. (Fig.4).

The layout of the residential pattern is quite apposed to the idea of a monolithic 'grand ensemble', but is rather envisaged a series of small unit buildings, huddled around their court yards. Each court is comprised prevalingly of apartment blocks of different heights,

organized around connecting spaces and access routes for both transit and play (protected from traffic). These protected passageways also respond to the developers brief regarding the architectural language; to create a contemporary re interpretation of the typical rural agricultural courts of the territory.

The necessity to create a unified built up landscape is one of the crucial principle in the local applicative building regulations, in which it is also outlined the necessity to use local designers for much of the work. These regulations; with parameters that are more quantitative then qualitative provide guidelines that each individual designer should follow for their constructions, responding with solutions, that although varied should be coherent with the overall design of the area. On an architectural scale the buildings should follow the overall map of the master plan and respect the delicate rapport with the territory. The shared theme remains however to aim for an overall 'quality of the design' and living environment, with particular attention to detail above all to the transition zones, loggia, porticos, basement and border areas.

## Parco Ottavi: the design of the green areas

Stefano Mancuso,  
Alberto Giuntoli

The project consist in the transformation of a large green area of around 36 hectares, to be created out of a formerly agricultural area of the territory, this site is, at the, moment mostly covered by grass and trees and surrounded by existing buildings. The project of almost 23 hectares will be designated to public green space and the remaining will be articulated as private green.

Such an extended green area, intensely planted with trees, will highly improve the microclimate and the environmental quality of the entire territory. The benefits directly connected to this new green lung will have effect on the whole community.

The planning and layout of the Parco Ottavi's green system will fulfil, not only the desire for a more beautiful landscape, as is normally associated with the addition of plants and trees to an area, but also respond to specific environmental needs. The choice and quantity of the species, their exact location, planting and care are all factors aimed at the improvement of the overall environmental quality and the areas liveability.

Plants effect the environment of cities: they filter and purify the air from dust and pollution, they help reduce the use of energy, and play an irreplaceable role in the water cycle. Plants offer an ecological continuity between countryside and urban development allowing the diffusion and protection of a many species of Flora and Fauna.

The planning of the large park and of the green areas assigned to social, commercial and sports purposes, parking lots and of the green zones

surrounding the school and the crèches, have all been carefully integrated. If on one hand the benefits of plants on the environment are quite well-know, it is not yet as acknowledged as those effects that plants have on human well-being. Much research made during the last 20 years, explains the rapport between the presence of plants and stress reduction: the mere sight of plants is enough to bring people to a state of relaxation which is physiologically measurable (Honeyman, 1991); periods in hospital spent in rooms facing vegetation are about 20% shorter than those spent, in rooms without a view on a green area (Ulrich, 1984); school and pre-school aged children show a higher capability in paying attention when schools are surrounded by green spaces (Mancuso and others et al., 2006). Parco Ottavi's site will shelter more than 2000 trees together with some 3000 shrubs. All together these plants will create benefits on environmental quality, some of the most important ones are described below.

### Effect on air temperature and on energy saving

The fast growing urbanization of cities during the last 50 years has resulted in the constant increase in air temperature in the city's centres which varies from 0.1 to 1.1 °C each decade. It has been estimated that a quota from 3% to 8% of the use of electric energy during the summer period is required in order to balance this effect, which is usually known as 'heat island' (Akbari et al., 1990). The rise in urban temperature entails further implications such as the increase in the carbon dioxide due to this high demand for energy, as to the use of water, the concentration of pollutants in the atmosphere and,

finally, in the increase of many human pathologies. Vegetation can reduce the 'heat island' directly, by shading the surfaces which absorb the heat, and indirectly through evapotranspiration (Chandler, 1965; Herrington and others et al., 1972, Oke, 1989). The selection and the location of those species which will form the green system of parco Ottavi, have been planned in order to assure a significant reduction in summer temperatures and therefore subsequent energy saving. The plants' positions, near houses, parking lots and buildings with surfaces absorbing heat, will help guarantee a relevant decrease in temperature of this area, especially in the hottest hours of the day. A preliminary computer-based simulation of the cooling effects of trees on buildings located in the area (Usda 1998), allows us to estimate that about a 10-15% of annual energy saving, which could be attributed to a shrewd utilization of the plants. It's interesting to outline that the expected 36 hectares of green space will absorb, through the perspiration process, energy amounting to 80-120 billion of Kcal, which otherwise would be transferred to the environment.

A proper layout of the trees within the parking lots, to obtain the most shade possible during the summer period, will allow us to considerably influence the local microclimate by preventing the creation of those little 'heat islands', that are usual in the parking lots.

The 2000 or more trees, once grown, will assure within the climatic environment of Reggio, an overall energy saving calculated within the range of 120,000 to 250,000 kwh per year, assuming the utilization of those species recommended by the environmental council for

Public Green Space of the Municipality of Reggio Emilia (Pellini, 2002).

### Effects on the quality of the air

Plants can purify the air from a number of air pollutants. The most important primary pollutants, that is to say those that are directly released in the air, are emitted during combustion by carbon monoxide and dioxide (CO e CO<sub>2</sub>), azote oxides (mainly in the form of azote monoxide, NO), together with dust and unburnt hydrocarbons. Furthermore, when fuels contain sulphur, there's an emission of carbon dioxide (SO<sub>2</sub>). Among the secondary pollutants, ozone (O<sub>3</sub>), which comes from the primary pollutants, and therefore, broadly speaking, from the vehicular traffic, from combustion, etc. has also to be mentioned. Plants develop their effect towards gaseous pollutants (CO<sub>2</sub>, NO, CO, SO<sub>2</sub>, O<sub>3</sub>), on the basis of separate mechanisms, both through the leaves and, generally, through the different plant tissues.

This effect achieved in four steps: i) direct absorption of pollutant substances such as ozone, azote and sulphur oxides, through the surface of leaves, ii) interception of the atmospheric particulate (dust, ash, fume and pollen), iii) oxygen released through photosynthesis, iv) evapotranspiration and shading of surfaces, which decrease the temperatures of the air and, therefore, the level of the ozone (Nowak, 1995, 2002).

During the last years the adverse link between the concentration of particulate (PM<sub>10</sub>) existing in the air has become increasingly more evident and the number of many serious human pathologies, most of them concerning the respiratory apparatus has grown. A large number of research has confirmed that pollution deriving from

particulate is far worst found in our cities. Without magnifying the problem, it should however be outlined that on the basis of a survey made by the World health organization, each year in Europe more people die for particulate pollution than for car accidents (Seaton and others et al., 1995; Epaqs, 1996).

It is common knowledge that trees represent the only possible defence against the particulate because they act as filter (Freer-Smith and others et al., 1997). The deposition of pollutants both gaseous and solid (particulate), like those existing at the moment in Parco Ottavi's area, is larger on trees than on grass (McPherson et al., 1997). The capacity of trees to filter large quantity of air and to purify it from particulate, which settles both on leaves and on the bark, it is significant. Therefore, also in this occasion, a shrewd choice of the species and their layout will guarantee an excellent effect on the improvement of the quality of the air. We can believe that the trees, when grown up, could get rid of around 300-800 kg of particulate per year, on the basis of the species of trees and of their layout. Just to give an idea, let's think that one m<sup>3</sup> of air in Reggio contains, on the average, around 50 µg of PM<sub>10</sub> (Arpa, 2002), so assuming, as a theoretical target, the reduction to a half of such a quantity, then parco Ottavi's trees, when matured, could work on 15-30 billion of mc of air. Such a large number of trees and shrubs will highly contribute to the improvement in the air quality in a large area of Reggio Emilia, as too with respect to others environmental pollutants. Special measures will be adopted in planning green spaces, in choosing the species and in the plant setting in order to assure the most efficient environmental effect.

For example, the execution of parking lots shaded by trees will assure, through the change of the micro-climate, a large reduction on the azote oxides, carbon oxides and hydrocarbons produced by the cars especially during engines' ignition and turning off (Scott and others et al., 1999).

On the whole, taking into consideration matured plants, it could be reasonably expected the elimination from the atmosphere of some 200-450 kg/year of ozone, 70-130 kg/year of ozone dioxide, 50-110 kg/year of carbon dioxide and of 25-50 kg/year of carbon monoxide thanks to the new vegetation planned for the Parco Ottavi area.

#### **Effects on water cycle**

Trees play a frequently underestimated role in the retention of waters, effectively helping the reduction of water flow through the earth (Larsen and others et al., 2001). The choice of the species and their correct cultivation seems fundamental for the improvement of the water cycle: leafless plants also have far minor effect than plants with luxuriant foliage. Furthermore the evergreen are more effective than the plants that seasonally loose their leaves, since as they keep the leaves also during the winter periods they are more subject to rain discharge (Xiao and others et al., 2000). A careful planning and design of the green area for parco Ottavi will allow a relevant reduction in the level of the water flow through the whole area. It is difficult however, under present conditions, to give figures regarding the actual quantity of water intercepted by the plants. However, some information could already help in giving an idea of magnitude: For example, only one medium-sized adult tree, such as a hackberry can reduce the

quantity of water dispersion after relevant meteoric events of at least 15-20.000 litres per year. Therefore, also in this case, the planned vegetation will create significant benefits for the whole Reggio Emilia district.



**Communicating  
parco Ottavi**  
*Benta Wiley*

Is communication a fundamental ingredient in the design process or a rhetoric key for possible exploitation. In the case of parco Ottavi it seems that the first hypothesis may be true: in Reggio Emilia the project for the master plan has been possible thanks to a delicate dosing of the component-communication. This 'sensitivity' in the various phases of the project has fostered some particular synergies that have consented that parco Ottavi (beginning with the initial idea of the owner developer over 6 years ago) to be approved by the city council and it is actually in a phase of construction. In the story of the design and planning of the parco Ottavi project, communication has had a central and relevant role in the entire process. This is important above all if considered within a national scenario where many large urban projects have real difficulties in realising themselves in the first place or later completing themselves in an adequate way. The design and planning of the master plan (up until approval) has so far concluded itself in a relatively short period and with substantial consensus from all the actors involved, and it is this perhaps the most interesting characteristic of the 'communicative' process undertaken up until this moment: The diffused awareness that communication must play an emphatic role and that it is able to add value to the different phases of the planning and creative process. Beginning, as is the case for parco Ottavi, with the organisation of the contents of the competitions guidelines and of the choice of the designers that should be invited. This

understanding that communication can be adopted as a true work method, has accompanied the projects development; a way for the architects and administration to explain both choices and content, and thus becoming a decisive component in the design and planning choices made.

This method of 'design communication' adopted in the beginning by the project manager Ccdp (Reggio Emilia) does not configure itself as a clear example of 'participated design' or yet as an approach of urban marketing, rather it is a work method able to transmit a clear and structured view of the transformation process of the area. Certainly the time will come when, for the economical viability of a real estate development of this size, an adequate and efficient operation of promotion will be fundamental. Up until now however, the process of communication and design for the parco Ottavi master plan has not necessitated a strong implementation or strategy of real estate marketing. Reflecting on the experiences so far characterising the situation, we can attempt to identify some critical passages fundamental in the 'communicative process' that have characterised the first phase of the project for 'Parco Ottavi'.

**Communication for  
consensus**

Communication as a method for arriving at consensus and mutual agreement between constructors-developers and the public administration for the development of an area. In this case the choice to appoint a local office (Ccdp) as project managers was an important passage guaranteeing to the entire process of development and integrated coordination of the overall plan, ensuring coherent choices of both

method and approach, in line with the declared objectives of quality pre announced. The role of the project manager as sole interlocutor between the developer and the public administration, as is the tradition in many Anglo-Saxon countries, revealed itself decisive.

The first fundamental steps in the communicative 'story' for the area was the study and articulation of the competitions guidelines, the choice of the architectural offices to invite and the revision in progress of the designs as they evolved, all these elements helped guarantee that in the final phase of the competition the architectural projects that had been elaborated by each office were all truly characterized by a certain 'feasible quality'.

The project manager, had also the explicit role to communicate to all the actors involved, the different passages of the planning and design process, organizing meetings with the public administration, before even beginning to elaborate the initial draft of the competitions guidelines. This attention allowed that the needs and expectations of the developer and the public administration were quite explicitly and obviously expressed within the competitions guidelines: a first step and very significant when assumed within an optic of evaluation of the communication between architect-citizens-owner-developer and public administration.

Certainly to it should be mentioned that such a detailed set of guidelines, specific in its qualitative and quantitative requirements influenced the architects (participating offices) in their design approach, and their methods used to interpret and respond to the series of regulations and expectations clearly outlined within the document. These guidelines were however all coherent with an urban

philosophy backed in the past in different occasions by the towns administration, starting with its important studies for urban planning commissioned to the arch. Campos Venuti.

The different designers all adequately interpreted the indications specified in the competitions guidelines, translating them into interesting solutions. The three proposals presented, each different to the other, but each able to communicate in a clear and strong way their particular choices and strategies, all very clearly characterised by a significant and 'feasible quality'.

**Communication as a  
method for design  
adaptation (adjustment)  
and to maintain quality**

The second phase of the project was articulated in a period of time lasting some two years, from the declaration of the winning project; by studio Isola, up until the end of a period of overall adjustment and adaptation of the winning design, where in the initial plan become an executive project (this phase was coordinated by the project manager together with the public administration and designers). The willingness of Studio Isola to both listen and reinterpret their original ideas, above all in this very difficult moment of delicate and open discussion and 're work' of the 'Masterplan project' was critical. This was the moment in which between all the parties a true network of internal relations was developed, necessitated by the ever growing need to verify continuously the choices as they were made and to monitor the coherence between the expectations expressed in the first phase the development process and the master plans transformations as they became growingly articulated. Between Studio Isola and the Ccdp. It



instinctively entered into use a specific type of work method to better communicate and transmit the different solutions and designs. A method that allowed the parts to overcome the situation where, in this phase, the project was being elaborated by many different people in many different places: Turin and Reggio Emilia above all but also through consultants in Bologna, Firenze and more recently in Parma, etc. It was natural too in this phase the transformation of the role of the Ccdp from sole project manager to codesigner together with Studio Isola. An evolution in its role related to the complexity of the choices and technical solution required and specifically related to the site with all its problems and solutions that slowly one by one surfaced. This 'conceptual correspondence' between the different actors, and the continual dialogue and confrontation between designers, developer and public administration generated an important pile of graphic material. Images and sketches. Each designer was called on to express their own opinions using a language that could be easily understood and adapted to this phase. The interesting result, developed by the team, was clearly the evolution of the communicative process as it adapted itself, not into an architectural Esperanto, but rather into an ever more clear and almost basic communicative design language, of easy and immediate interpretation. This was important not only for the developer but for all the participants in the process, citizens included (the Ccdp organised a series of meetings with the citizens of the different suburbs that bordered the site to illustrate the project's articulation). From this point of view, it could also be said that the

project for parco Ottavi saw an almost strange but true re-visitation of the role of paper, drawings and painting utilized to translate and elaborate problems and solution through the communication/illustration and systematic discussion of each strategic choice.

### **Communication as a method to verify quality**

Parallel to this phase of adaptation and verification, and whilst waiting for final administrative approval of the definitive design, a series of opportunities and offers arose. The first being the invitation to the developers and designer to present the project at the festival of architecture in Parma, and so began in an almost spontaneous way an operation of external verification of the design choices far beyond that of the local audience (the towns residents by now completely aware and well informed on all aspects of the plan). Specific attention came from the academic world, real estate developers, architects and urban planners from both Italy and Europe. Resulting from the accordance between developer and designers regarding the communication of the project and the delicacy and importance of this ingredient, the decision (for the festival of architecture in Parma three years ago) to prepare an exhibition focused on illustrating the design evolution of the project from the competitions beginning until council approval was taken, and thus the itinerant exhibition was planned and built. The exhibition after Parma was presented in Rome guest of the Darc (Direzione generale per l'architettura e l'arte contemporanea), and again in San Marino thanks to the Fondazione della Cassa di risparmio. The exhibition includes a series of videos and dvd renderings. The

choice however to invest in the preparation of a film documentary with a series of interviews was particularly based on the desire to tell the story of the project's birth and evolution and not merely as a descriptive tool of design promotion. The creation of the documentary was also an important instrument for the conservation of a period in the project's evolution. Different requests from local administrations and architects' boards have subsequently arrived testifying the interest that the parco Ottavi project is evoking in particular when related to the delicate rapport between perequation, project, town plan. The interest on the other hand from the academic sphere and other cultural and scientific bodies has been above all in relation to the particular method and processes so far adopted.

All this attention has had a two fold result, the diffused attention regarding the project has contributed in guaranteeing, above all at a local level, a sense of communal responsibility in bringing to term with success the master plan. By now we could almost acclaim it as a type of best practice at least nationally, and at least for those aspects related to the quality and coherence in the design's evolution and communication. On the other hand too the communicative process for parco Ottavi has influenced the behaviour of the developer, greatly 'responsabilised' by this attention and encouraged to maintain the quality of the design in line with their initial declarations. A situation that will most certainly help in the completion, of a project so long and complex. In the next few years it is also obvious that the methods and ways of communicating will evolve progressively towards the

specific need of the developers as the construction in the area reaches conclusion and the commercialization of the building becomes necessary. It will hopefully remain of central relevance the important dialogue between developer, citizens and the town council regarding the communication of the site's construction. It should also not be forgotten the strategic importance of this project above all for its dimensions in a city like Reggio Emilia. The knowledge that a strong 'image' of the project has slowly evolved through out the years and that can be counted on together with the precious communicative experience at its base, to guarantee transparency and quality as the main guidelines for the future evolution of the project.

## Tools for shared representation of sites. From "Parish maps" to "identity maps"

Franca Ballelli

The paper deals with which knowledge of the territory and sites is useful for processes of urban policy that are considered as central for the inhabitants' role, their expectancies, knowhow and memories; which knowledge is important to consider for the same project as a 'future's tale', but also to place it in the focus of rules that tend towards rebuilding or reinforce 'feeling community' (Appadurai 1990).

Which knowledge of the territory and sites is useful for processes of urban policy that are considered as central for the inhabitants' role, their expectancies, knowhow and memories? Which knowledge is important to consider for the same project as a 'future's tale', but also to place it in the focus of rules that tend towards rebuilding or reinforce 'feeling community' (Appadurai 1990)?

Different approaches point out how the question of territorial representation is raised by regulations and essentially must be studied as a problem of the interaction with the inhabitants; where the target is the building of a 'shared knowledge' that is able to make the expert's knowledge, expertises and common knowledge all interact in a virtuous way. One of the less explored aspects in the 'representation' of sites is the one that refers to the inhabitants' perception of resources, values and local critical aspects. This aspect revalues "the power of perceptible knowledge compared to the supremacy acquired by conceptual knowledge restoring to favour symbolic, provocative, imaginary, expressive languages"

(Decandia 2005). This knowledge is about building performance documents in which a creative and poetical aspect can be recognized as an opportunity to think about the space with new schemes, according to different 'concepts and space temporal connections' (Cosgrove, de Lima Martins, in Picone 2003). According to Guttenberg, even the poetical procedure of territorial subject is at stake, the one that probably "takes effect on others [...] changing their knowledge's space".

### Representation experiences of 'perceptible knowledge'

Some theories have suggested to place side by side representations of technical knowledge and perceptible, emotional affective analysis of urban environment, but to make the choices to transform the territory, they have had little importance and not even the relationships and interconnections among different ways of representation have been analyzed.

Even if innovative both in content and representation techniques, interpret perceptions, feelings and expectation of inhabitants, the final reading is often synthesized by 'experts'. The lack of 'other maps' directly built by inhabitants is clear.

A first attempt of classifying, absolutely not exhaustive, refers to some threads: a) representation that derives from psychological-environmental and psychological-geographical research; target is to clarify the methods used by people process spatial information. In this field 'maps of knowledge' and 'perceptible maps' are produced. The first ones are individual mental images of space that are beyond the physical information about a place, but apart from intrinsic qualities and vertical dimension of the territory,

they are useful especially for orientating. Perception maps are an attempt of finding rules to direct town's physical configuration quality through survey of the feelings of those who use the territory (Lynch 1960).

Other representation, such as the 'atmosphere maps' proposed in the field of the psychological-geographical research, points out the effects of the geographical environment on emotions and on people's behaviour (Debord 1981).

Representation, as 'social interaction space', directly built by the inhabitants using a different level of importance than the technical knowledge.

A first group of experiences, that appears more useful within processes of territorial politics on a large scale, suppose a huge utilization of informatics tools. In some cases, e.g. the 'kinaesthetic maps', the 'community mapping' and the 'long-lasting cartography', it's about 'open maps', interactive, reviewed and implemented using the Internet environment; in other cases such as the 'green maps' (Modern world design, New York), informatics is used to collect information and to draw an icon map of territory.

A second group of experimentation, more interesting for a local approach to territorial management's problems, is to make a provision for the creation of maps through a deep interaction with local inhabitants and the processes in order to reinforce the communities' culture, power and capability to directly take part in the project's plans and decisions.

Besides 'Gullivers' maps' (see E. Trevisiol, *infra*), the most stimulating experience is offered by 'community maps' that, even if built according to context and specific purpose, derive from the English 'parish maps' (Common ground,

west Sussex County, see K. Leslie's article, *infra*). Their peculiarity is that they are elaborated by the residents 'with their own capabilities and knowledge' and "are focused on identities and on local differences, on features that bring make a place different from any other". In Italy an analogous project has been developed by EcoMuseums (see card, *infra*), by building 'identity maps', suggested by university researches that found agreement at local and institutional levels. In particular this agreement was found within the processes of shared town planning and cooperation with teaching methodology of primary and secondary schools (see F. Ballelli, S. Soppa, M. Signorastri, *infra*). Regarding Parish maps and EcoMuseums' community maps the representative dimension of the territorial identity prevails as 'state of the art' in a particular historical period in order to 'restrict' what can't be missed. The identity maps are mainly thought and built as support for the direct democratic processes, assuming the role of governance tools. Identity cartography, beside identity physical factor, inserts 'identity spatial factor': location names, traditions, rules and material culture, local knowledge and legends.

Maps built by inhabitants, as far as those that want to have a dialogue with inhabitants, are visually far from those related to technical knowledge. They rediscover graphical techniques bound to ancient methods of cartographic drawing, full iconic shapes that can be easily read and ethical and pictorial interpretation, but they can also use hypertexts and digital cartography.

The identity maps give a look toward the future. If, as Farinelli wrote, "each map is a project about the world and the project of each map is about transforming the

face of the Earth according to its own image", the identity map wants to get a main role disclosing a future vision that doesn't tear to shreds the plot of meanings and relationships that keep the evidence of the transforming process of the life's places.

The map's legitimacy is provided by the process quality and by the approval, contrary to what happens, of the images produced by the planning for which the 'objectivity of technique' is needed (Schon 1983).

## The project Parish Maps in West Sussex

Kim Leslie

Firstly to define the term 'parish map' as we in England understand it. This type of map might otherwise be called a 'community map'. Different words but they mean the same thing. Parish - or community - maps are defined by the following characteristics:

- They are made by local people who know all about where they live. They are not - in most cases - professional cartographers, professional environmentalists, professional planners, professional architects, professional artists, professional historians, professional naturalists.

They are amateurs. Their skill is that they know about living in their community, they know its details, its everyday life and about its main features. Significantly they are residents with their own skills and knowledge, with their own feelings about where they live.

- They are about local identity and local distinctiveness, about the features which make one place different from any other, the features that make it special.

- They record three types of information: The Past, The Present, Wildlife.

What is unusual about these maps is that they show parishes through the eyes of local people. Unlike other maps usually produced for official, business and legal purposes, these are essentially democratic expressions of what people think about the place where they live; they are value judgements about the importance people attach to features within their communities.

They record psychological, emotional and social values. This is what makes parish maps such an important environmental, sociological

and historical record of our time. They are the bottom-up view of the local world. They have the potential to involve people in an active way as participants, rather than spectators.

Importantly the parish map is an ideal way to define and strengthen local identity. Its various elements come together to create a place with a unique identity, a place that is special and different from anywhere else, making a place that is 'somewhere' rather than 'nowhere'. Parish maps are 'place-makers'.

Parish maps have the potential to link together all aspects of a specific territory. So these are maps with very different, but interconnected, layers of information.

They thus emphasise the unity, or wholeness, of a place within a distinct geographical setting.

Some benefits of making parish maps

In England these maps can be a potential source of evidence for planning decisions. New legislation - the Planning and Compulsory purchase act 2004 - is putting an increased emphasis on the need for community engagement in the planning process. In the past there have been opportunities for the public to comment on planning matters, but new requirements now mean that planning authorities must prepare a Statement of Community involvement to demonstrate that consultation has taken place at each stage of policy development. To do this planning authorities must prepare a series of documents that detail, inter alia, the nature and extent of the community involvement and engagement techniques used.

One of the policy documents available for consultation is called the Parish plan, an action plan for the future based on the views and opinions of the

local community. These plans can include parish maps. What is so useful is that the maps can sum up, for an outsider (i.e. a planner or inspector), the feel for a place. From just one sheet of paper - not a long report - the outsider can learn instantly about the place, about its characteristics, its local identity, what the people treasure most about its distinguishing features as seen by local people. The parish map can be a bridge carrying local perceptions into the technical world of the planner.

Since speaking at two other conferences in Italy - in Turin in 2002, and Biella in 2003 - several initiatives have followed with the sharing of information about the west Sussex Parish Maps project with:

- Ecomuseums in Italy - Ecomuseums and parish maps are both about local identity. Indeed they have been called 'identity museums' by Giovanni Pinna in Ecomuseums in Europe: What they are and what they can be (Ires, Turin, 2000), p. 5. The involvement of a local community with its ecomuseum is a strong element in the museum's success. Community maps, following the west Sussex example, are being made in Italy to involve and strengthen the bonds between people and these museums.

- The International Cooperation for Development - through the University of Turin - has been supplied with information from West Sussex in working on a project in the Cape Verde Islands to help build identity amongst local people for which it is planning to use parish maps as a tool.

- The World conservation union working through The Theme on indigenous and local communities, equity, and protected areas (Tilcepa) has expressed an

interest in community map making for Community conserved areas, and is liaising with west Sussex. This work is about giving protection to indigenous and mobile peoples and their lands. The role of community map making in engaging with local people is on Tilcepa's agenda.

- Kobe in Japan was devastated by an earthquake in 1996, creating enormous losses and the need to rebuild. A European firm of consultants based in Belgium has been involved in 'participation planning' to ensure that the views and feelings of local residents are taken into account in the city's reconstruction. An important tool in this approach is in community-made maps to discover what local people remember about pre-earthquake features and want to carry over in new plans for their homes and neighbourhoods.

- A leading influence in this field is Guan Ursi from Belgium who has created a new word for parish or community maps. He acknowledges the debt to the English - Common Ground - type of map and has been to West Sussex to research how these maps are made. He calls them 'softmaps' which are about feelings and attitudes about a place, as distinct to what he calls 'hardmaps' which are official maps about the facts of a place, indicating the state of the land from a surveyor's, planner's and geographer's view. This is what he says about softmaps: Neighbourhood people 'could draw the buildings and spaces they know [...] People could write down the happenings that take place every month or year at their marketplace. They could mark the important items of their street, the beautiful old trees that bloom every spring, the old factory where their grandparents used to work, the bridge where their

kids are meeting their friends. It would be a map with tons of sociological information about the neighbourhood. It would reflect social behaviour, psychological links and attachments, schizophrenic situations and anthropological expressions that residents carry in their minds and hearts [...] His book is called Softmaps: A Planning strategy for complex societies and hazardous areas (unpublished draft, UrG Consultants, Kobe, Japan, 2001).

There is enormous scope in this approach to planning if people are to have a say in redevelopment after a cataclysmic tragedy. There are implications for using these methods for engaging with dispossessed peoples in the aftermath of the recent Asian Tsunami disaster in late 2004.

## Notes

1. The article is an abstract of the participation that Kim Leslie presented at the international Seminary of study "To know technician and to know premises for the construction of scenes of plan" (Genoa, 18 february 2005). Kim Leslie is director of the west Sussex Parish maps project in England in which over 100 parishes have been recorded by 2,500 volunteers. The west Sussex project set out to create a record of the county, parish by parish, for the millennium period around the year 2000. Common ground's website: [www.england-in-particular.info](http://www.england-in-particular.info)

2. The idea of these parish maps was originally devised by the environmental organisation Common ground in the mid 1980s. The original project took four years - from 1998 to 2001 - producing a total of 83 maps and involving at least 2000 volunteers. Since the millennium other parishes have wished to make a map and so the project continues today. Now over 100 parishes are covered by these maps which have involved 2,500 volunteers in their production.



## Identity representation and participation: a Genoese periphery district experience

*Franca Balletti, Silvia Soppa*

The Saint Eusebio district case gives rise to highlight some features both theoretical and practical about the approach described in this section, comparing the choice of method and experienced usual procedure; to stretch an abstract of the planning's features given to the work:

- following targets of effectiveness in researches about the territorial knowledge, in the highlighting of targets and in the research of actions strategies for the local area. The local scale becomes the layer on which appropriate shapes of knowledge can be built, on which new interpretations of territorial asset can be produced. It becomes a go-between to answer in reality to the general information on territorial policy.
- opting for a shared approach, seen as added value compared to other possible guidance, even with awareness of the ambiguity of this option: approval's building necessarily goes through the recognition of shared choices compared to expectations and needs of inhabitants, as well as territorial policy planned and not by the simple legitimization of choices taken in institutional sitting a priori.
- researching a 'good practice' of communication/interaction among different subjects, that could be effective in the local context of study and according to the assumed conceptual basis. The 'Identity Maps' have been considered as a tool able of making different parts of territory (material, social, economic) interact for building original shapes of "collective and connecting intelligence (Paba 2003), in

order to start initiative and project's action for the district. All the experience in Saint Eusebio is characterized by having the inhabitants as active and protagonist subjects, who have given real inputs to their expectation. The University involvement through a degree thesis, introduces the acquisition of some techniques of "wide communication", finalized to make easier enlarge the number of players. Appealing to "Identity Maps" allowed to consider some contents and important aspect to plan shared projects for this territorial field and the aims of building the Map can be summarized in having at our disposal a tool that:

- allowed to produce a "thick description" of territory, of its propensity, attitudes and transformations, in order to anchor the ordinary knowledge of the local communities to their historical-cultural asset (Magnaghi 2005);
- could build up a simple, but introductory for the action, and easy understandable reading method, overcoming the meaning of representation map according to an exclusive technical purpose;
- held a role of knowledge spread, aware of its own territory, effective for the project, understood as a collective learning project able to develop meaningful outputs (Weich 1995);
- activated emulation processes, including wider part of the territory and more difficult to urge to build a shared process - this point explains the will of giving the map a 'winning' shape using its further digital processing ;
- drew an ancient, current and future 'vision' of the territory able to have a confrontation in an active and constructive way with the territorial policy and the foreseen direction of development. Inside this view the local reference constitutes the not to be

ignored frame through which the role of social interaction with territorial and urban matter and policy can be checked. The originality of the experience can be also identified in having spurred on suggestions of environmental requalification, that have been formulated and ripened according to those needs inhabitants had expressed for improving their 'life environment', needs that have shown themselves particularly careful in giving quality to public everyday spaces.



**Children and identity  
representation: two maps  
for Savona town***Marialessandra Signorastri*

Reading historical and cultural values it's considered interesting to place side by side the traditional way of documenting, impressions and suggestions and a nontechnical audience, who attributes values to things that the common sense can recognize.

In particular recent studies highlight a specific expertise in analysis and project of space of children and show how they could become protagonists of new sharing experiences allowing a family's involvement.

The primary school's sphere is considered stimulating, because children are in a growth's phase and continuous learning and they are an appreciable group of a town's inhabitants; furthermore their training allows them to remove all the stereotypes of an almost consolidated culture, favouring a choice of element which are considered more exciting, assuring more freshness and spontaneity both in theme's choice and graphic representation.

It has been considered as fundamental maintaining the characteristic interdisciplinary approach of the "parish maps", involving children in an emotional way in order to let them integrate, review and even replace subjects in a different way from the one adult authors could choose. From a teaching point of view the project constitutes an opportunity of disciplinary developing activities, enriching the specific skills and the ability in researching. Furthermore it is worth for the scientific point of view because the children's 'short' and instinctive knowledge could become a 'mature and skilled' with teacher leading (Tonucci, 1996, Paba,

1998).

During project's development different ways of thinking about things to add to the maps arose:

whereas a group has realised a 'map of local identity', highlighting elements of the local history, the local culture and the local identity, the other attached more importance to emotions, so as to define their works an 'emotional map'. I would emphasize the difference of representing and content which emerges from the works of the two groups which had the same common starting knowledge. In fact, studying in depth the two works, it can be noticed that there are just apparent differences which are seen only if works are seen in a superficial way.

It is clear that, dropping the chosen procedure to realize the works, the deep knowledge of the history and the research of the town's local feature, two apparent discordant views, can throw light on the same elements, considering them as strata due to a long time process.

The different results are due to the fact that external interferences have been avoided, favouring local expertises and the experimental feature of each experience. The originality of each project is more evident considering that children are the protagonist: "involved expertises of these subjects are more specific, more local than the ones of adult participants" (Giusti 1998).

## The management of the changes in the agrarian landscape, challenges and innovations of Siena Ptc

Adele Semeraro, Simona Rappuoli

The active and direct management of the agrarian landscape, run by those who operate changes, is one of the main challenges of Siena Ptc (Siena coordination provincial plan); the provincial town plan tries to transform the subjects from "transformers into managers of the landscape". The management tool which so far proved to be the most suitable one for this purpose was the Programme of agricultural environmental improvement (Pmaa). The Pmaa is a tool provided for in the local regional law n. 64/95 for the company development, which is proposed by the agricultural companies to the Local government in order to be approved. The programme focuses in particular on the economic and structural aims the agricultural company means to achieve, finding out the necessary agronomical, environmental and building changes to pursue them. The local government makes use of the advice, within the competence of the province, on agronomic, hydrogeological and landscape-environment aspects which lie and in conformity with the Ptc. Now, let's try to reflect upon the concrete application of the "rules" introduced by the Coordination provincial plan for the active maintenance of the agrarian landscape, as far as both the regulative laws to the Municipality and the prescriptive planning to the private are concerned. From a first reconnaissance on the rural landscape, it is evident that an effective coordination of the relating policy was missing, together with a clear way of acting shared by all the local

subjects, public as well as private. These could have made, through their actions, some meaningful changes in the agrarian landscape. Two factors strongly influenced the results of the application of the structural rules of the Ptc in the management of the agrarian landscape and the specific local resources: one is the fact that "there are a lot of subjects who can make some changes in the landscape, but no one in particular is qualified to manage it"; the other is that the usage of financing in this sector usually consists more in ordinary procedure of environmental protection rather than in specific acts of exploitation of local resources.

The most recent experiences of municipal planning show the difficulties met in the management of the changes in the agrarian landscape, while more remarkable results have been recorded in the accurate promotion and protection of historical-architectural properties which are present in the open territory, since a culture of environment requalification in those General town plans (Prg) and redevelopment plan made before the Coordination provincial plan (Ptc). A first questioning about the way of interpreting the tendencies and the objectives of the management of the agricultural landscape of the Coordination provincial plan by those subjects involved in the government of the territory confirms the first impression on the applicative difficulties of its contents.

The most meaningful innovations of the Siena Ptc consist in:

a) the holistic approach of the knowledge of the territory; Siena Ptc chose to make landscape changes starting from the holistic idea of its territory and set "the basis, built with an

inclusive method, to form structural plans, through which it could be possible to open, together with the local governments a new didactics of the territory and a more conscious planning approach";

b) the proposal of specific rules, motivated by a quite good survey as for the water-bearing beds, hydraulic risks prevention, erosion and hydrogeological instability containment, dynamic and functional keeping of the ecosystems, reduction of different forms of pollution and landscape;

c) the legalization of the choices of the town Prg, which diverge from the regulative laws and prescriptive planning of the Ptc through the institution of the evaluation to check the coherence with the objectives of the Ptc. Such contents were shared by the local governments during the creation of the Ptc, but, after the Ptc was in force, they were only partly taken into account in the daily change interventions. That is partly due to the fact that the specific contents of the Ptc were enough widespread among the subjects involved in the territorial administration, be technicians, politicians and operators. As a matter of fact, the contents relating to the management of the open territory, and particularly of the agrarian landscape and its emergencies, showed such innovating results, compared with the town-planning daily practice, that they proved to be complex and have almost nothing in common with the usual procedures and local decision-making methods. A new opportunity to investigate the degree of dissemination of the environmental protection principles and the enhancement of the resources, in order to face the cultural spread of a holistic method of knowledge of the territory and of an active

management of its resources, sets to the Province, with the revision of the instrument according to the Regional law 1/2005. We hope the citizens will take part more directly in the provincial territory policy and in the creation of a new Ptc, and their continuous involvement in an active management of the landscape, which the present Ptc is a promoter of.

The question which still remains is of how the management landscape planning of the Ptc can find other operating instruments, better if cross-party ones. They should be able to support efficiently the managing of the landscape changes, maintain practically and lead the choices of the subjects which operate these changes.

"The Ptc meant to give some indications on the way the survey was done. It was necessary to the Local government to specify the regulation of the vast area in the local peculiarity of its own town-planning". The great experience in the application of the Ptc leads to promoting the introduction of its landscape contents and to maintain its methods and tools of knowledge of the resources, not only in the General communal town plans, but also in the daily practice of evaluation of the changes afoot by technicians, institutions, local operators and citizens; all of whom inevitably involved in the management of the territory. The administrative practice of management of Siena Ptc showed the potentialities of the Programme of agricultural environmental improvement (Pmaa, Regional law 64/95), which proved to be the only tool at our disposal, among the applicative instruments of town (though proposed by privates) planning, able to operate directly, precisely and efficiently to upgrade,

protect and promote the rural characteristics of the open territory, both for its peculiarity of being a programming and time-management instrument, specifically in building, agronomical and environmental works, and for the fact that the application of regulative laws and prescriptive planning of the Ptc takes place, in case of a Pmaa, directly, without any other decoding of the local laws, except the acceptance by the Local government of the Provincial advice. As for the rural territory management, the Province is directly called by the Regional law 64/95, which remained in effect together with the Regional law 1/205, to indicate, in its own Ptc, guidelines, criteria and parameters for the management and regulation of the urban, agronomical and environmental changes of the rural landscape and so it takes part to the decision-making moments with its own advice<sup>3</sup> which concerns building, agronomical and environmental changes proposed in the Pmaa. The writers of the Ptc understood this instrument was suitable to manage in general and in details the changes in the agrarian landscape and took care of providing the rural territory manager-operators with the instruments and methods of environmental planning and upgrading. We can find clear evidence in the introduction to the paragraph Q 'Regulation of the areas only or mainly used for agriculture', included in the report of the plan: "Siena provincial administration believes that the Pmaa are potentially very effective instruments in the management of the agricultural areas, and in this way it has oriented the regulation of the Ptc in such a way as to make the procedure of creation, evaluation and approval ... omissis ... easier. With this

kind of approach we think we found a satisfactory point of balance between the Pmaa, devised as a working instrument for the operators and as almost the only instrument we can use today to get the private involved in the territory and landscape active maintenance".

## **Towards the territory orientation plan of the Tuscany Region**

*Silvia Viviani*

After a decade of regional laws on planning reform, which since 1995 have embodied the shift from town planning to governing the territory, Tuscany is now pondering their effectiveness, studying their consequences, calling a halt and turning the page.

The new law of 2005 opens a new scenario of reference to administrators in their job of governing complex urban and territorial developments. The new plan provides internal coherence among its sectoral policies, its development programme and perception of the territory. But above all it is the means for fostering a stream of self-generated, recognizable and coherent responsibilities and capabilities of government. Drafting the territory orientation plan provided an opportunity for a full agenda of debate which not only covered institutional issues. There was a series of conferences on the major issues of the new plan which aimed at resolving the complex problems that call for political and professional acumen and 'oblige' practices and tools to combine protection with development, rigour, effectiveness and flexibility. Since the outset, Inu Toscana has worked alongside the Region in promoting, organizing and taking part in the five conferences scheduled between July and December 2006 on 'Town Planning and Upland Areas', 'Good Town Planning', 'Effectiveness as a Quality in Public Planning', 'New Planning in Tuscany', 'Tuscan Public Administrators for the Good Government of the Territory'. The intention of Inu Toscana was to make its mark in this process and initiative by

fostering the idea of the centrality and effectiveness of public planning, the unavoidability of the interests of the whole, the ambition to achieve disciplinary and professional excellence in planning and urban development, the capitalisation of rigour and rules as the basis for a renewed process open to the dynamism of change, the capacity to criticise the production of plans and projects that pay scanty attention to the territorial resources which are the heritage of this region. Furthermore, to wonder what response Tuscany might give to strong, hard to contain pressure involving upland areas.

The process of integration that tends to resolve the tensions between development and identity, local and global, between private and public actors who promote and implement economic and settlement processes has achieved significant dimensions in the territory. It is in this scenario that the tendency to territorial governance has taken root in a context where institutional cohesion and a virtuous practice of subsidiarity also involve the abandonment of badly defined co-planning and where, instead, there is an attitude of technical collaboration and political exchange.

Drafting the regional plan also provided the opportunity for repeating the call for a nationwide law on the principles for governing the territory: a concise, streamlined law that gives Regions and local government legitimate working tools that prevent running the risk of having acts and ambitions annulled.

Inu Toscana requested and supported a leading role for the Institute alongside the Region for a new nationwide law which we trust will have a positive outcome.

## Town planning and upland areas

*Mariella Zoppi*

Protecting the landscape is an arduous task. A balance must be sought in the dynamics between its evolution and the conservation of its historic and aesthetic traits. A territory that identifies conservation with the absence of development is doomed to a more or less rapid decline, just as a territory that does not consider the ethical aspects of development is destined to swallow itself up and run out of its wealth and resources in a very short time. The issue of development is essentially linked to ethics in town planning and behaviour in which responsibility in use and maintenance of resources is a fundamental and necessary factor. The whole philosophy of sustainable development derives from this - we have known it for many years despite the state of the territory sometimes raising doubts as to our actual awareness of it. Seeking this equilibrium is essential for Tuscany - the areas to be protected are many and the environmental and historic and aesthetic values are still very much to the fore - but there is also a need to review the many areas compromised by excessive and incoherent urban development. This is particularly evident in hilly areas where the region's morphology is even more fragile and prestigious and which evoke everyone's image of the Tuscan landscape. Today, the Tuscan hills are being continually eroded by widespread construction all throughout the Region which is seen as a vast tourist area able to offer (not inexpensive) hospitality to people from all over the world seeking fantastic views, good wine and excellent food and works of

art. For this reason, some consideration is necessary and pressing on how to proceed in these delicate areas. From the year 2000 onwards, every Coordination provincial plan for Tuscany has tackled the issue of the landscape and, in part, the hilly areas. Their respective approaches were all interesting but they were very different one from the other in terms of the objectives aimed at, and few had planning indications that could give municipal planners more than very broad indications as to whether the vocation should be agricultural or agriculture, and tourist-oriented. Despite concern for the landscape, control leans mainly on constraints which are the simplest way of exercising safeguards. Constraints make sense and are effective when they are applied to something specific and historicised; if they are applied to vast areas including nature, culture, human activity and residency, constraints are reduced to a system of notices to monitor, recommendations to manage and a complexity of orientations to apply correctly, where 'correctly' means a series of concepts: protection (for passing on), policies for guaranteeing quality (history of places and prospects for the population which are never separated), management (harmonizing the transformations implemented) and enhancement (restoration, renovation and replanning the territory). All this does not mean doing without constraints but making good use of them, verifying them and making them active. The Tuscany Region has implemented georeferencing the constraints of the Regional Technical Map, which enables an instantaneous control on the state of protection (area, entity and

extent) of the territory and to monitor reality and its transformation. The studies we have available, and the Ptc paint a reassuring picture that the issue is being taken seriously. But what is still lacking are the operative indications for actually implementing rules and tools. This is where the Pit must make a clear innovative contribution, shifting the relationship between landscape and town planning, seeking to combine conservation with development by means of initiatives in the territory which are positive and integrated.

## Good town planning: a question of culture

*Romano Viviani*

If Tuscany deserves praise in how it organises and uses its territory, it is thanks to those who knew how to govern the changes in economic and social development with skill and long-sightedness, consolidating a territorial structure which is still the most precious asset to count on.

This is the political and cultural project that parties, intellectuals, professions, public officials and trade unions contributed to and which has gone to make up the Tuscany model of territorial planning which is not a matrix for mechanical reproduction.

If the Tuscany model is a political and cultural being, it must be revitalised and started up again because as a political and cultural model it is still very much alive.

Over time, the Tuscany experience has produced a recognisable planning profile which has also given shape to the Tuscan territory, the Tuscany of the collective imaginary of today and as it is universally perceived by both visitors and its resident population. Tuscany has a shape, a design and an image which has been constructed, and which is the consequence of town planning having kept itself aloof from economic planning in order to create the design of the regional territory.

Town planning must regain autonomy and resume a role which is not subservient to mere planning and shift to a level of comprehension, analysis, a political-cultural project and the design and shape of the territory.

Separating territorial planning from town planning has dispersed town planning and voided it of form, territorial profile and design, the means of

composing space which came from the great tradition of Italian urban architects: Giovannoni, Piacentini, Piccinato, Quaroni. Edoardo Detti said that a beautiful plan is necessarily a good one. The regional law of 2005 enshrines the clear separation of territorial from town planning, of plan from project and the abandonment of the model of a plan composed of a structural part and an operative part.

The idea is to remove the strategic content from the tools of territorial planning (Pit, Ptc, and Ps) and divest the urban regulations of their planning connotation to make them more a series of town planning and building rules.

The tool of territorial planning is embodied exclusively in the statute of the territory, which is changeless, and identifiable with the culture of the territory of Tuscany and in the awareness of its historicity. The statute of the territory is a complete tool of territorial planning; it contains the structural invariants which are the lynchpins of the identity of places, it pursues the safeguarding of the territory towards sustainable development, it identifies the territorial and functional systems which define the structure of the territory, and it has the status of a plan for the landscape.

The strategies of the planning tools can be rebutted and contested and subjected to shifts even at short notice. Only the statute of the territory is public, and is part of the social whole. The statute of the territory (the public plan) must be blindfolded vis-à-vis the initiatives, programmes, projects and use of resources for development and vis-à-vis the performance that it expects from them and, in general, vis-à-vis the objectives and actions of public and private subjects

operating on the territory. The projects (public or private entrepreneurial programmes) are not in the plan. They respond to the needs and interests (strategies) of those (of the private or public sector) who promote them whether or not in competition with each other. They come to terms not so much with the availability of assets as the capacity and functions that one is able to (capable of) effectively exercise with these assets and resources.



## Effectiveness as a quality in public planning

Massimo Morisi

Measuring effectiveness of local government is a complex procedure. These short remarks must therefore keep to a minimal concept, namely effectiveness as an evaluation of the ratio between what you want to do and what you are actually doing. A number of considerations which are as fundamental as they are prejudicial immediately spring to mind which albeit with some abstractions can be taken as the conceptual premises that give sense and measure to a given set of tools of government.

1. Good territorial government is first and foremost a political-administrative issue. And like any function of government it is legitimised by the political capacity it is able to express in reaching its objectives; it is the quantum of problem solving discernable in the exercise of government from the standpoint of who has the right and responsibility to govern.

2. But government action is also legitimised by the institutional yield it can produce in favour of who is being governed; through the impact of government action in areas of intervention and crucial public sector policies. These include the quality of government of the territory both in terms of its town planning or specifically landscape or infrastructural achievements as well as the other, no less important results it obtains such in hospitality and attractiveness, its organisation in networks of functions, services and integrated and integrating opportunities, its capability to safeguard and renew the worth of its environmental, cultural and productive resources and the skill in declining the citizenship as the outcome of social and

territorial cohesion.

3. Political capability and institutional yield are very thorny issues which stem from the complexity of the modern-day political and administrative system. This complexity makes obsolete any claim on the part of legal tools or of the governing authority or of the power hierarchy to become the legitimate public authority or the public and private 'obligation' it is based on which it must in any case create. The mere formal and technological rationality of the juridical command, and its permanent anchorage to some kind of sovereign voluntas is not enough to ensure that 'constraints', 'prescriptions' and 'conformity' are sufficient to guide and drive the use and enhancement of the resources and the assets that go to make up the common heritage and the social capital which we call territory.

4. It follows that effectiveness must be taken to mean the extent to which the public power, and public planning is capable of 'social regulation'; mediating between the multi-faceted objectives, values, interests, powers and conflicts which are both individual and of the community, public and private, territorial and categorical, economic and cultural, among local, regional and national government perceptions, among demands and local and translocal opportunities; and coordinating human activities and relations between individuals, the action of social actors and that of the institutional authorities within their becoming, and of the relationships they act within.

5. It also follows that 'politicking' by governing the territory must necessarily make use of clear and known practices of governance, a mechanism that is juxtaposed to the modality of government.

6. Faced with so much

'liquidity' in the processes of governance, the quality of a territorial government becomes the congruity of expectations and decision-making processes that the plan can feed and guide through the various levels of government, amidst the multiplicity of market dynamics, social settings that it wishes to correct and compensate, without falling for the illusion of their promptitude. In other words it is a plan which is fully aware of how 1) it is impossible to know in advance the social consequences of the spatial decisions it makes; 2) it is not plausible to take the effectiveness of a plan as being merely some effectiveness of its effects; 3) it is inadvisable to confuse the formulation of a plan with its implementation. And, 4) effectiveness is firstly built by the same process as the plan and then evaluated.

The response of the Pit lies in the self-coordination of the institutional 'stream' in building the Plan as a 'pact'; within competition as a tool for selecting private planning offers aiming towards its effectuality; in norms as a contractual resource and means of intergovernmental cooperation; in integrated assessment as a technical presidium of the Plan's effectiveness as a binding fabric for social innovation and for active conservation of the worth of territorial assets.

## Interview with Riccardo Conti Leonardo Rignanese

**Question:** The Territory orientation plan is considered a basic instrument for governing the territory; it outlines the strategy of territorial development closely linked to the regional planning tools.

**Answer:** The aim is to produce single, unified documents which lead to across-the-board discussions. We are producing these highly ambitious planning documents to fill important gaps in the political debate. This is why the Tuscany Region has put forward the Prs (Regional development plan) and the Pit (Territory orientation plan) as two closely coordinated products within the same overall strategy to compensate for this weakness with a more ambitious, concise institutional framework.

**Q:** Why a new Pit after six years?

**A:** Tuscany is different today from how we imagined it at the dawn of the new century and as we saw it in the 1980s and '90s. In the early years of this century, the Prs was based on 'wellbeing' - its title was The Tuscany of wellbeing - in which Tuscany was described by and large as well-off, based on decades of growth that had built it into one of the most advanced regions, and an interesting example at international level.

Wellbeing and awareness of a region which had acquired personality and which could, with a certain degree of satisfaction, boast a strong identity.

Today, just being Tuscany is no longer sufficient; it needs government. It is one of the regions that has suffered most from globalization. The system of localised economies seems to have

run out of steam and the urban system is not competitive at European level.

**Q:** What is the idea of Tuscany that emerges from this change in direction?

**A:** The image that is set forth in the two documents is of a large, rural Tuscany - the modern rural Tuscany - in which the system of cities is set - the polycentric city of Tuscany - as a polycentric system composed of metropolitan areas and conurbations. The accent is on the relationships between Tuscany and Italy, Europe and the world.

This is a perception that emerges from the need that Tuscany has of a major overhaul to free the seized-up mechanisms of development and interaction among economy, territory and sustainability. Tuscany is a Region in which progressive political forces enjoy a healthy majority. It is this strength that enables us to invest in reforms and in the risk that reforms imply. With the country still uneven nationally, we could be a laboratory - for the centre-left forces especially - and a driving force despite the risks involved.

**Q:** What does the challenge for innovation involve?

**A:** The historical and environmental heritage is a resource to be strenuously defended. Active conservation is dynamic. It calls for plans which are the tools which enable the resource to reproduce. You must remember that the resource of the environment, the environmental heritage is never a natural resource but the outcome of man interacting with the territory. The Val d'Orcia is perfect example of how a wooded area was turned into arable land.

Tuscany has a deep-seated tradition of welcoming outsiders and of

cosmopolitanism. Hospitality for us is a resource that has to look ahead and encourage change. We had the courage to reclaim the countryside but we have to move on because it has all been reclaimed.

Active conservation is also change, no landscape reproduces itself except through change. Local authorities are crucial for implementing this reform because they govern the territory day by day. This is a clear-cut strategy that needs government, collaboration, cooperation and also disciplinary mechanisms.

**Q:** How do you combine sustainability and development, conservation and transformation?

**A:** It is important to identify the proper approach for Tuscany and so also for its environmental heritage which can be summed up by the slogan: 'income not profit'.

Development generates profit; if it is of a very high quality and sustainability like in Tuscany it generates even more. Development like this tends to treat the resource as a mere source to exploit for short-term gain. Terraced housing on a hill in Tuscany generates a highly attractive short-term profit, so in Tuscany we have to combat tourism that generates profit but not income.

The issue of the sustainability and quality of interventions is crucial but what is equally so is their economic and social usefulness. You have to recognize the worth of the people you're talking to and the policies which discern which investors are useful and which can attract those who, in pursuing their own interests, produce plans backed by an economic or industrial project that can create economic and social usefulness.

In addition, you have to factor in quality urban and architectural composition

together with criteria of sustainability and here urban planning has to make its contribution to the project. Up to now the procedural aspects have been played down but now the project has to be given due centrality and this involves quality of the offices, challenging knowledge and the way projects are developed. It also involves politics because no project can exist without politics.

**Q:** The documents presently going round seem to point to regulated liberalisation?

**A:** The great challenge facing the reformer is to produce simplification through reformation, 'when it's possible, do it'. This requires defining conditions, tools and procedures for easing development and quality; enabling those who want to achieve a goal to do so within the constraints of sustainability principles and in accordance with the general strategy orientation - defining guiding norms and good practices.

The regional plan must be the starting point of a stream and not the tip of a pyramid. It should be able to expand horizontally and provide adequate normative and disciplinary resources for them to expand. Words like conformity and prescriptions have to be completely rethought because everything works differently horizontally. You have to think in terms of coherencies.

In order for the stream to function properly you need a public plan that goes as far as those who act in the territory, and which provides highly flexible tools: government acts and ways of implementing them. You proceed by practices. You need policies that are open and flexible, and good investors from both the public and private sectors because it is they who implement the plan. This is what the relationship between public and private

is all about, but you need to make a cultural leap to work this way.

Q: The Pit is strongly slanted towards urban Tuscany?

A: Rural Tuscany is inseparable from urban Tuscany. Since Tuscany's greatest weakness lies in urban competitiveness we need an urban network of excellence that raises us to a higher, more European level.

Here again, hospitality is the starting point; getting people to come to study and gain experience. For hospitality to become an economic stream that generates income, and for the cities to become a strongpoint you need to have something to teach. Monuments and landscapes are enough to attract tourists but for hospitality you need to provide something contemporary, starting from the safeguarding and growth of the functions of excellence in our territory - putting the university and the health facilities on line and so on.

The 'polycentric city' is a single major city which is at once a city by the sea and a city of art; a city that has a large port, one of the most important of the Mediterranean and which, with the high speed train, has an crucial infrastructural junction around Florence. An infrastructural design all made of networks, a Tuscany made of networks incorporated into the European network of cities within the network of Europe.