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Paolo Avarello

What is the point ...

*edited by Manuela Ricci
Valeria Di Palma
Laura Forgione
Giulia Rota*

Problems, policies, and research

Demolishing and rebuilding to upgrade parts of cities
City regeneration to Berlin: the district Marzahn-Hellersdorf
The agglomeration of Clichy-Montfermeil, a complex site of *politique de la Ville*
Problems relating to the upgrading of public property through measures of demolition and reconstruction

*edited by Maria Valeria Mininni
Simonetta Volpe
Giovanni Dispoto
Agostino Di Lorenzo
Simonetta Volpe
Ferdinando Gandolfi*

Projects and implementation

The challenges of urban planning in the urban countryside
Added value in the metropolitan agricultural areas of the Campania Region
The countryside's rule in the new master plan of Naples
Rural landscapes and ecological networks in the urban context
The 'Extramet' project and the case study of Campania
Structural works, multifunctional and self-supporting ability of agricultural firms in the urban context
Landscapes and plans: new settlements models and innovative planning approaches
Scenarios of land reconstruction based on neo-agriculture and new lifestyles and consumption patterns

*Biancamaria Rizzo
Giorgio Ferraresi, Francesco Coviello*

*edited by Alessandro Balducci, Paola Pucci
Paola Pucci
Sebastiano Carbonara, Valter Fabietti
Fabio Manfredini
Valeria Fedeli
Luca Romano*

Preliminary document for a territory to be reconceived
Building consensual scenarios: settlement environments and strategic projects
Towards a definition of a Vas protocol
Mapping projects and policies of the Vicenza Province
An Atlas as a way to approach the territories of Vicentino
The plan as governance of fragmentation: the territory of the Vicenza area

Antonella Manicardi, Luca Martelli

Profiles and practices

Precautionary measures against earthquake: risk representations in the Ptcp (Provincial plan)

Augusto Mercandino, Francesca Cassaro

Cambridge Futures: a referendum on sustainability

*edited by Francesco Gastaldi
Francesco Gastaldi
Simone Ombuen*

Strategic plans in Italy
Strategic plans: risks and critical issues
Strategic planning and governance/government of the territory

Anna Laura Palazzo

Methods and tools

Sustainability and urban form

What is the point...

Paolo Avarello

What is the point of an urban structure plan if it doesn't grant, or deny, development rights? This is what is usually asked by those who assume that the main task of a plan ought to be to limit the 'land income'. Urban master plans grow out of a desire to organize the process of urbanization, and therefore the activities of the relevant administrative organs according to their needs as well as to their economic capacities. This, at least, was the situation until the Law of 1942, which 'authorized' to produce the urban master plan, and requested a 'financial plan' to go with it. This is the reason why it has always been held necessary to have a 'design' drawn up that points to the future: defining and 'quantifying' the tasks and duties of the administration as the goal of the plan, even if the plan and its regulations were also the point of reference for private initiatives. Over time the urban master plan has been burdened with other tasks, metabolizing the regulations; and in order to respond to specific local references and requirements, these regulations have become more rigid and bogged-down with designs that are more and more detailed. Thus law 1150/42 and its implementation mechanisms were betrayed. They have become practically useless, except in order to 'amend' the plan, while lengthening the time required, immediately raising interests and desires that the plan only foresaw after twenty or thirty years. This type of plan was complicated and burdensome already by the '60s, but it seemed the only feasible plan. Attempts at reform in those years did not update the plans but rather tended to modify the

legal statute of land values in order to legitimate them. And this type of plan was codified by the 'bridging law' (legge ponte) and by decrees regarding standards that rendered obligatory the 'best practices' of the day. Drawing up the urban master plan and gaining approval for it ended up being considered an administrative formality, with the progressive decline of its technical as well as 'political' contents. With this the master plan lost its original functions, being limited to 'dictating rules' for utilization with (private) construction of 'developable areas'. Following on from the wellknown constitutional remarks, the duration of the master plan was reduced, down to the level of buildings rather than at the level of urban transformation. What objectives can be seriously considered with only ten years to hand and scarce resources? The structure plan therefore serves above all to reclaim the real significance of urban planning, setting forth choices and objectives over longer times, without immediately deploying the 'land supply', neither positively (buildability), nor negatively (expropriation). But the structure plan also serves to establish a dialogue with the other institutions that engage in urban planning: the Region, the Province; and the question becomes highly important in a system in which the institutional 'hierarchies' have declined, but culture, politics and techniques able to compensate have not yet been developed. It will have to be taken into account, as well, that the large builders and operators of infrastructures can no longer be assimilated with 'public institutions'. This should be discussed, and not (only) about who is doing the building or not, how much and where.

The third function of a structure plan is to give direction for the transformational choices to the relevant parts of the territory that will be invested in, or to fix the respective criteria with which to evaluate individual interventions, whosoever should propose them. It is clear the difference between old local plans ('conforming' to the design and to the regulations of the master plan, or instead 'amending it') and the new modes of verifying the compatibility and coherence of the proposed transformations to the master plan, but also their contribution to reaching these objectives. There is no doubt design activity and evaluation are today much more articulated and complex than the 'verification of compatibility' once used, and they require different capacities than those of the professions deployed until now, requiring also a greater responsibility on the part of those actors involved in the process. It is this that seems the weakest point of the experimentation of these years, in the Regions that have embraced this model, but bringing with it, unfortunately the remains of the old master planning. From here, perhaps, comes the nostalgia for the 'master plans of old', often formalist and often unmanageable, but also perhaps more reassuring. The 'planning process' only works if it always brings us to the same type of plan, but not when it forces one to consider alternatives, to evaluate them and to motivate one's choice. "Is Urban Planning a public policy that is technically assisted, or is it a technique politically assisted?" A minimum amount of respect for democracy suggests the response, but the question also takes into account the difficult relationship of urban planners with political decisions, and therefore of

the difficulty to abandon the false, but consoling, certainties of the past.

Demolishing and rebuilding to upgrade parts of cities

Manuela Ricci

In Italy having recourse to demolition is a sporadic occurrence. At the beginning of this century, people started talking of 'urban rehabilitation programmes'. Art. 23 of the 'rider on infrastructures' to the Budget of 2002 expressly foresaw the promotion of these programmes, which however did not take off due to the failure to allocate financing. Such measures have not been promoted in Italy on a massive scale for reasons of two kinds. Because demolition is not part of our culture and because, at least for the time being, instances of advanced dilapidation have not occurred in Italy together with social risks as serious as in other parts of Europe. Today, however, there exist some clear situations that could potentially denote the necessity of resorting to demolition: in districts, now largely dilapidated, where the owners rent out their premises to persons in low-income social groups; this enables them to feel that they do not have to carry out maintenance operations but to obtain in any case revenues even more than proportional to the value of the premises. Time will provide answers to these doubts; but it will also be important to reflect on two elements: the comparison between the costs of an upgrading operation without and with demolition, and the distribution of said costs among the various actors concerned; the 'freeing' of the land revenue which generally accompanies demolition and reconstruction operations, especially if these occur in urban sectors well connected with the consolidated city. The problems to be addressed

regard the need for public management and, in cases of private accommodation.

French policy: from Prus to Cucs

France has put into effect a policy of urban renewal (rénovation urbaine) with demolition and reconstruction measures based on the Borloo law (August 2003) - loi d'orientation et de programmation pour la ville et la rénovation urbaine - with the aim of reducing social inequalities and territorial development differences by means of the promotion, by the State, of the territorial communities and of the Etablissements publics, of action programmes of orientation pour l'aménagement et le développement du territoire for 'sensitive urban zones' (Zus). The law foresees, in the social housing sector, a fresh supply of 250,000 housing units and the rehabilitation of 400,000; and the demolition of 250,000 units in the period 2004-2011. The government has allocated 4 billion euro over 8 years. To implement the plan a National urban renewal agency (Anru) has been established; this, through a sort of 'guichet unique', handles the funds set aside by the government and by the public and private partners involved in the plan which is carried out through Urban renewal projects (Pru). By July 2006, Anru had validated works, for the forthcoming 5 years, worth 21.9 billion euro: 188 priority districts, added to which there are 341 supplementary districts, have already benefited from this action (cfr. Plate 1). Accompanying these grandiose measures there have been no few problems. The meagreness of the resources earmarked for social accompaniment compared with those set aside for demolition and reconstruction; the

weakness of the integration between the financial channels for social accompaniment and for building and the lack of integration noted also within the social accompaniment channels; the considerable weight of the 'expulsions' from the districts coming under the Prus of the weak population sectors in order to favour 'social mixité', with burdensome problems of rehousing; the little importance attributed by the renewal policy to the intermunicipal dimension, which appears the most pertinent one above all concerning habitat policies and taking the urban management of 'proximity' into account.

An important question brings us to consideration of the timing: to the non-coincidence between the times of the Anru and the times of the decision (by the administrations and by the population). The community would need to do preparatory work on the memory of a district, and the administrations would need to devote themselves with greater attention to programming. One last question arises: the districts outside of the Prus must not be forgotten about and not be left to become run down, otherwise the risk will be having to intervene with costly actions in the near future.

In relation to these nodes, the government has launched a new contract instrument for the Zus: its Urban contracts of social cohesion (Cucs) to be stipulated between State and municipalities (which ought to be active as from 1 January 2007). A new agency is set up, called the Agence nationale de cohésion sociale, which deals with the human aspect, as opposed to the Anru, for which instead is reserved the built aspect. The Cucs is a strategic action document drawn up by the local partners. It defines the urban and social

project to be promoted to reduce the development wastage between the priority territories and their urban contexts, with the aim of a better integration of such areas into the city. The Cucs, which is based on a 'diagnosis' drawn up by the promoting partners as a whole, specifies the objectives to be reached accompanied by detailed indicators, at the same time defining the action programme. Recently the Div (Délégation interministérielle à la ville) has issued a methodological guide for drawing up Cucs, stating that the cohesion contract cannot be regarded as the mere addition of a social action programme to the operations of urban renewal. Hence, it is a question of strengthening the synergy between urban renewal operations and social development actions.

City regeneration to Berlin: the district Marzahn-Hellersdorf *Valeria Di Palma*

Among the many effects produced by the German unification, the urban crisis of the weaker east regions is surely not negligible. The extended decrement of the population has caused an increasing number of lodgings to be exceeding with respect to the capability of the inhabited market to absorb the patrimony not used. In 2001 more than one million apartments (about 16% of the whole inhabited stock of the east Germany) were free and this has brought to a wide scale demolition policy financed by the State and, as consequence, about 350.000 lodgings, for the most part realized with prefabrication techniques (Plattenbauten), had to be destroyed. In the area of Berlin such a situation can be observed in the X° District, situated in the east periphery of the city. The district was created in 1979, when the population of Biesdorf, Marzahn, Hellersdorf, Kaulsdorf, Mahlsdorf and other smaller areas were unified until reaching a demographic threshold of approximately 50.000 inhabitants and a surface of 61 kmq (at least an half of the whole area is now occupied by the Marzahn district which is, by the other things, the core of the demolition and substitution intervention described below). This district has been constructed between 1976 and 1989 and includes 58.500 lodgings constructed with the prefabrication technique. Its urban system was based on the rational principle which implies the separation among the primary functions. The entire urban renewal is articulated in fields of action:

- the improvement of the economic conditions

through courses of professional qualification;

- promotion of occupation on wide scale;
- stabilization of the district structure thanks to social initiatives and measures;
- renters turnover, in this way improving buildings and infrastructures;
- promotion of the image of the district;
- integration of Russian-Germans immigrants through the constitution of a forum.

Though the renewal interventions and the great engagement to create a compact social structure, the quarter still appears marked from the rigidity of the original urban system, also because the complicated disposition of the buildings seems to cause important problems of adaptability to the new needs and to the realization of common spaces. Only some buildings 'symbol' of the renewal, as Eastgate (the new trade centre) and Freizeit Forum (that includes some social structures), and some new parks supplied with facilities, have been able to improve the image of Marzahn. This shows that the demolition and substitution policies, when they are not supplied with a planning of elevated quality can't correct the distortions generated by a previous and worried season of urban growth.

The agglomeration of Clichy-Montfermeil, a complex site of *politique de la Ville*

Laura Forgiione

Clichy-sous-Bois and Montfermeil are situated about fifteen kilometres east of Paris, in the Seine Saint-Denis area.

Their agglomeration represents the phenomenon of copropriété, including two of the ten copropriété recognised in October 2000 by the Comité interministériel à la ville as being sites 'suffering difficulties', namely: 'les Bosquets' in Montfermeil and 'la Forestière' in Clichy-sous-Bois.

Following a private sector initiative, these two sites were constructed between the end of the 1960s and early 1970s, in order to respond to a strong housing need. At present, they are under attack by a number of degrading factors. The average construction quality, the fabrication defects (waterproofing of the façades, humidity, etc.), management problems and, above all, failure to construct a linking highway, have brought to rapid dequalification. In fact, their original project foresaw the construction of a highway that was to link the sites to two important employment basins: Roissy with its airport and 'la ville nouvelle' of Marne-la-Vallée, where Euro Disney is situated. The weakness of connections with the rest of the Paris region resulted in isolation, with consequent difficulties in the marketing of houses. From here onwards begins a long story of marginalization and degradation.

A long path to requalification

In the abovementioned context, at the end of the 1980s the Government began a process of requalification of the site, through its Hvs program

(Habitat et vie sociale), and later through the Dsq (Développement sociale des quartiers) in 1989-1993.

Initially limited to the neighbourhood of Bosquets in Montfermeil, the perimeter gradually extended to bring into force the Grand projet urbain (Gpu) stipulated in 1996 and the Grands projets de ville (Gpv) in 2001.

At the same time, two contracts de ville implemented the social aspects of the public intervention and in 1997 the Zone franche urbaine (Zfu) procedure was applied.

Further, in the 1990s the Urban I (1997-2000) and Urban II (2001-2006) programs were also put into practice, aimed at kickstarting economic and commercial activities in the neighbourhoods and providing employment for residents.

In 2002 another development occurred owing to projects provided by the Borloo law, which came into force in 2003. This represented a further chance to revisit the program entirely, to modify once again its operators and the means of cooperation amongst the various parties.

The new Projet de rénovation urbaine (Pru) represents a new territorial development project: it modifies the Gpv objectives and modifies the scale of intervention significantly. The Project is based on three fundamental principles:

- profound renewal of the neighbourhood: starting from the physical aspect and, differently from prior experiences, undertake composition of the economic and social texture;
- reinforcement of economic and social policy cohesion (economic development, employment, local development, security, etc);
- end the enclavement nature of the site.

The starting point of the

requalification is an extensive demolishing program, in order to respond to a two-fold need: resolve the problems of building degradation and at the same time represent, for its residents, the start of a deep change, via the redesigning of the urban form. In fact, in comparison to the previous projects (Gpu e Gpv), the demolitions no longer include only les Bosquets, but involve the grand ensemble in its entirety: 1.624 housings of which 650 in Bosquets and 500 in la Forestière; the remaining 474 are social housings owned by the Hlm Orly Parc Company.

As concerns the reconstructions, 1.488 new housings are estimated, essentially buildings of smaller dimensions (3 to 4 floors). This new offer shall be completed in the second phase (2010-2015), with 450 new housings being constructed. Further, the project foresees reorganisation of the existing commercial offer, with demolition and re-localisation interventions, aimed at obtaining improved management.

The main objective of the Pru is to ensure the area is 'present on the real estate market and re-launch a residential mix'. This objective is obtained by improving the conditions of existing housing as well as introducing new housing in view of a social mixité. The mobilisation of the financial means is considerable: the cost of the first phase of the project, completion of which is expected before 2010, is estimated to be in the amount of 460 million Euro in 5 years, of which 333,5 million Euro were already financed in 2004.

A first evaluation

At time of writing the new Projet de Rénovation Urbain does not appear to be in line with the objectives declared by public action

renewal. In fact, this intervention is hardly different from prior procedures, which have privileged urban transformation over improvement in management and social standards.

Further, it appears that the demolition/reconstruction program is not inserted within any wide or integrated policy. This is shown by absence of provision for any linking infrastructure or the provision of high speed public transport to increase the value of the grands ensembles' barycentric position. The risk is that the desired social mixité will not be achieved, owing to the isolation of the neighbourhood, which will likewise characterize the new project.

Problems relating to the upgrading of public property through measures of demolition and reconstruction

Giulia Rota

With local finance disrupted and a growing national debt, Italy is the country that possesses the most extensive amount of public property in the world in terms of areas and buildings. It is the task of the public administrations to restore value to this property, promoting measures that appeal to the market.

The difficulty lies in reconciling conditions of project sustainability from the standpoint of public and general interest with conditions that permit an adequate economic return on investments for private entrepreneurs.

The starting point for this is correct programming by the Public body that assumes, directly or through design contracts, the task of preparing the preliminary design of the measure. The programme for the measure has a greater probability of success when some amount of public resources is present, insufficient to sustain the costs of the entire upgrading operation, but important for keeping down the costs of operations not otherwise attractive.

The cases examined regard a District contract in the municipality of Lissone and an Urban rehabilitation programme (Pru) in the Municipality of Pieve Emanuele.

In the case of Lissone the project proposal regards the upgrading and rehabilitation at urban scale of a sizable part of municipal territory, today lacking in identity, by improving road and pedestrian relations, increasing and upgrading the services, green areas and social housing (the total demolition and reconstruction of the district

owned by Aler, the upgrading and rehabilitation of municipally owned housing, and the increase and typological differentiation of housing, constructing new housing units on an assisted basis). Completing these measures are the construction of underground garages, and a significant increase in the services (a civic centre, a multifunctional gymnasium), the upgrading of the existing commercial structure with neighbourhood shops and a medium-size food market). The strong points of the project, able to attract a significant share of co-financing by private sources, are the assisted-type housing, the commercial structures, the privately-run services and the remote heating system, larger in dimension than that required solely by district users. It is also envisaged that the central heating station will in future house other cogeneration modules.

The means of implementation chosen is known as the integrated contract (Art. 10 of the Merloni Law), able to be subdivided into the two sequential phases of programming and the preliminary design of the measure, inclusive of feasibility studies and of the technical performance specifications for presenting the proposal to the market, and the tendering phase for awarding the execution and management of the measure.

The private operator will in part carry out the public initiatives, as a traditional contracting firm, and in part be responsible for the construction and the management under concession of the housing units, and the commercial and service structures. He should derive an operating profit from the sale and/or management of these structures which can make the whole operation remunerative and

sustainable within the times laid down.

All the operating conditions will be set out in a conventional agreement between administration and operator.

The operation concerned is a very complex one from the standpoint of economic/financial feasibility, considering also the risk factors connected with carrying out a number of measures and respecting the established times, with particular reference to the demolition and reconstruction operations and the linked problems of managing the mobility of the inhabitants to allocated elsewhere.

The case of the Pru of Pieve Emanuele is a different one. In this the district concerned consists of 8 derelict 9-storey buildings, for tertiary use, and 4 long, low buildings, also partly derelict, to be used as deposits and workshops on the ground floor and offices on the upper floors. The high building density, the anomalous orientation of the structure with respect to the urban mesh, the mono-functional use, the derelict state and the lack of services characterize it as a largely run-down urban area.

The settlement transformation proposed by the Pru makes it possible, through an operation of partial demolition of the existing buildings and of the simultaneous building of adjacent municipal areas, to reduce both the average height and the density of the sector, bringing about the integration of the future renewed district with the surrounding urban fabric. The mono-functional use of tertiary type will be replaced by residential use, for various typologies of users (social building, assisted building and free market or private building) associated with commercial structures, offices, service handicrafts, and integrated by urban and

district public services, leisure amenities and a completely renewed road system, with differentiated automobile, pedestrian and cycling flows.

As for the Lissone measure economic sustainability is guaranteed not only by free and assisted building, but also by the commercial part of the measure, with the joint presence of a large sales structure, medium-size commercial areas, public businesses, catering and service handicrafts, to which are added office areas, a number of sports facilities and leisure amenities, and the cogeneration station for heating and the supply of hot water to the whole district.

The choice of developing the system of public spaces at different levels enables aggregates obtained from demolition operations to be used in loco, with a noteworthy lowering of costs of disposal.

The carrying out of the measure is assigned to Asset srl, which has recently acquired the ownership of the area; this is a new company of the Azienda lombarda per l'edilizia residenziale di Milano (Aler Milano), set up to promote and carry out integrated projects, co-financed by the public and the private sectors. Asset contributes the design, the ownership of the areas and adequate guarantees on the financial market, based on its vast range of properties.

On this basis it seeks operators interested in carrying out the measure in ways yet to be defined (in a direct way, or through tendering or by means of sale of assets).

The typology of implementing the measures examined is a new facet of negotiated programming which in the last few years has made great strides forward in the management of urban upgrading operations promoted by

private actors.

In these operations, which stem from private proposals, the task of public administrations is that of assessing the urban and environmental sustainability of the measures and verifying the congruity of the counterpart in infrastructures and services offered to the community. In the operations of developing public areas with recourse to private capital, on the other hand, an error in setting up the measure spells failure.

The challenges of urban planning in the urban countryside

Maria Valeria Mininni

Throughout the second half of the last century, the spaces around the city acted as the ground reservoir on which to build new urban expansion. The pictures of the Ina Casa settlements are emblematic of this tendency; they stood out against a rural countryside in the prevalently rural society that was Italy immediately after the II World War, beacons of the rapid modernization process that was to ensue. Today, in those spaces, we can read the shorter term movements of the new internal migration phenomena, exoduses against a background of huddles of resistance and immobility of the countryside. At this moment in time, these spaces offer great chances for the city, depending in particular on their ability to compete by proposing new sustainability solutions, featuring a parsimonious use of resources but not excluding even being able to reproduce resources. Urban planning is facing the challenge of blazing a trail in unknown territory, with no recognizable landmarks, at this present time when the possibility of operating social mediation in the urban spaces has declined, people are less and less informed about what is happening around them and few strategies have been identified for collecting and orienting common knowledge. It seemed useful to start from some concrete cases of Italian experiences that have endeavoured to build a city plan involving the periurban agricultural spaces, as a basis on which to draw a preliminary atlas of the state of the art in Italy deriving from these experiences. Some recurrent themes

seem to be apparent in this *besoin de campagne*, where the demographic population reserves of the rural world on which the city relied in cases of need in the past are now being transformed into social groups that are somewhat hard to define, but that show signs of communities. The issues raised up to now can be classified under some general headings: the ability of agricultural functions and farmers to survive in the proximity of the city and to offer an innovative cultural and economic project; the sustainability of the city and the prudent, parsimonious use of its resources in order to guarantee the quality of life and health of its inhabitants; the ability of the landscape concept to act as a heuristic category promoting community projects and territories seen from an agriurban perspective. The last issue is that of determining whether, within the landscape field, more strongly oriented than the urban planning field but still currently suffering from the same disciplinary weaknesses, an extension of the field of action is occurring, exploiting different spheres of knowledge, remodelling the profession and culture into that of the landscape designer, and grounding this professional figure in a specific field of competence.

Proximity and periurbanity

Geographers and sociologists have reported that as cities continue to sprawl, the relations between near and far become blurred, making the spatial and social borders of a city ever less conventional and more variable. The residents are no longer representative of the urban population, and people entering or leaving the city no longer have the feeling that they are moving out of one environment, city or

countryside, and entering the other. After the suburbanization phenomena of the 1970s, there now seems to be a growing tendency to lighten the settlement burden in the central areas of the city (core), progressively redistributing the population inside the metropolitan space more evenly around the city and surrounding areas (ring) but also in the agricultural matrix that contains them. In the economic and social set-up, spatial proximity is losing its importance and cities are taking on the role of devices that can foster the organization of multiple indirect interactions among people. Instead, the proximity between the city and the countryside could constitute one of the forms of that multiple spatiality in which the relations between near and far are blurred but the community living there once more expects to forge neighbourly, or more correctly speaking, good neighbourly relations. This community is considered to be based on the familiarity characterizing face-to-face communication, going back to the line of interpretation of the City beautiful movement that attributed socializing and positive outcomes to meetings in parks, squares and gardens, as well as those on the occasion of local festivals. Can it therefore be presumed that this idea of community could be identified with the landscape society, in the sense of a social group that shares an idea of well-being based on the creation of a better living context? What reflections are stimulated by the urban plan inside the periurban spaces? The activities of direct picking promoted by periurban farms, allowing people to pick ripe fruits of various different plants in season, repropose a face-to-face communication that

reinstates a physical presence as the mediator of the senses of touch and smell in a real, non virtual system of relations. A proximity plan requires the urban planner to draw up policies regulating public spaces and creating an intercommunity culture, this being the only solution that can view interwoven agricultural spaces as autonomous spaces. The ability to plot the periurban agricultural space is the first step toward its management and design, but to do this, forms of direct negotiation need to be successfully carried out. The municipal scale will also need to assess the true efficacy of the norms and regulations established, but it must be noted that recent plans pay much more attention to rural space than was previously accorded, and now introduce precise, detailed clauses. How many farmers, when reading that their fields need to be delimited by hedges, and that slopes and terracing must be restored, will conclude that their job as food producers has been exchanged for that of landscape gardeners?

Conditionality and good practices

In the near future, the fate of peri-urban spaces will depend more and more on the results of the new EU agricultural policies and the evolution of urban norms accordingly adopted by the various member States. These new European union policies have introduced three new principles that will undoubtedly condition the fate of periurban agricultural spaces: the principle of 'uncoupling', that of 'compulsory modulation' and that of 'conditionality'. The impact of the combination of these three principles on the periurban territory is not really predictable, but some scenarios can nevertheless be hypothesized. Farmers and agricultural activities are sure to take on

a new importance in the management of extra urban territory, as rural development policies continue to attribute them a more strategic role.

Those establishments that succeed in proposing creative circuits, combining innovative productions with multifunctionalities, will be off to a head start.

The impact of the Pac reform on the processes of territorial governance and planning is less easy to foresee, because there is no rooted tradition of integration of sectorial policies, nor of the activation of multilevel co-planning processes and European union, state and municipal policies, especially at intermediate levels like the intermunicipality scale.

A few final remarks

Landscape design is a spatial composition project and, in some contexts that have already experimented with forms of concerted agreement, promotes a more lively local development. In the long history of the city, it has always given rise to projects and utopias in the everlasting search for an ideal human habitat. In each age, definite forms have been identified but we know less about the societies that inhabited and produced these spaces. This is one of the challenges of 'describing a society without describing its spaces, as well as of the problem and need to conceive a society that is not always coherent with its spaces and itself'. It is an important challenge and research line that can link sociological abstractions to space and offer some new tools to those concerned with designing and building urban landscape.

Added value in the metropolitan agricultural areas of the Campania Region

Simonetta Volpe

Safeguarding and reclaiming the environment are among the central issues underlying the urban policies promoted by the Campania Region in recent years.

This strategy is pursued along a single, organic design pathway, that covers an ample system of actions and tools. Great importance is attributed to choices giving added value to unclaimed areas of the Region, regardless of whether they are agricultural, fallow or wooded.

Defining the issue

Urban agricultural spaces are areas that link the true rural world to the urban world, preserving the fundamental characteristics of the former but undergoing attraction by the latter. It is nevertheless possible to identify some common aspects present in all urban agricultural spaces, i.e. territorial, environmental and social precariousness.

Although the economic function is essential to maintain agricultural spaces and their future, it is limited by the urban pressure they undergo, and the minor productive importance they are attributed in the overall economic framework of urban zones.

Instead, in metropolitan zones, the environmental, social and cultural functions exerted by agricultural spaces take on a greater relevance than in the rest of the territory. In these zones, agricultural land acts as a green lung for large cities; they are a fundamental asset in the territorial set-up, because they act as a barrier against uncontrolled growth of the city, meanwhile creating landscape and making the

urban environment a more human habitat.

The genesis of an 'integrated harmonic' project

In Campania, a system of actions has been set in motion, that aims at transforming urban agricultural spaces from waste areas emarginated by urban development into prime movers of strategic planning. This system uses their need for safeguarding, added value and development as a lever, regarding the environment as an absolute value not a relative parameter, and guaranteeing a dynamic, sustainable development of peri-urban agriculture and the spaces where it is practiced.

Basically, there are three leaders of this 'harmonic' project: the Naples Municipality, the Campania Region, the Hills of Naples Metropolitan Park.

The priority goal of the project is to prevent the urban agricultural spaces from being subjected to an urbanization process, by introducing the social concept of a 'culture of the land', seen as a limited natural resource, and by recognizing the existence of these areas on the social, political and administrative planes.

The project was launched by the Naples Municipality when the urban manoeuvre of the 'Variante al Prg' was introduced in 1994, and approved on the 11th June 2004. This stipulates that the 'safeguarding and reclaiming of the physical integrity and cultural identity of the territory' is one of the main goals of the project, that considers the agricultural landscape and the hills to be a structuring component of the natural conformation of the Neapolitan territory, and an integral part of the history and urban set-up of the city of Naples.

The innovation produced by the Variant consists, on one

hand, of the attribution of a central role in the plan to areas that would otherwise have been fated to be *res nullius*, 'unclaimed' areas awaiting building plans. On the other hand, the issue of nature in the city and the preservation of green areas is not dealt with in a restrictive spirit but on the contrary, has the overall objective of guaranteeing active safeguarding of the environment and attributing added value. Safeguarding the environment is the prerequisite in any decision relating to territorial transformation, and at the same time the underlying assumption in all definitive decisions, respecting the main goals of the urban planning strategies and the resulting choices, i.e. setting a limit to urban sprawl, containing land consumption, preserving and reclaiming the old town and the environmental dimension of the landscape. These reclaiming actions are extended, by means of urban restructuring plans, also to the ex-industrial areas to the west and south of the city.

The actions of the Campania Region have focused on several fronts. In the framework of the Piano territoriale regionale (Ptr), a strategic territorial plan that awards a central role in the sustainable development policies of the Campania Region to building an ecological network, the Aldermanship for territorial governance has worked to support the role of natural ecosystems and habitats on the basis of the 'rural' policy measures and models established at European level. The importance of involving the municipal administration level in planning the building of the ecological network and pursuing the landscape quality objectives is stressed.

While the Ptr was being drawn up, and coherently with its aims, an important step in accomplishing the

proposed strategies was taken with the approval of the Lr 17 of 7 October 2003 when, in line with the most advanced national and European experiences, the Campania Region identified the system of urban parks of regional interest as: a) urban parks; b) metropolitan park. The system of urban parks of regional interest consists of the entire set of green areas endowed with an environmental and landscape value, or having a strategic importance for ecological restoration of urbanized areas, located in urban contexts.

Moreover, the Campania Region also decided to take decisive action as regards stipulating the permanence of agricultural use, in the sense of requalifying the newly appreciated city-countryside relationship.

The Aldermanship for agriculture, with the Settore Sirca, has created a new tool that enables the preservation of the agricultural zones and their environmental value thanks to boosting development, because an efficacious safeguarding of these zones cannot be divorced from the economic viability of the agricultural firms. The main lines of intervention are:

- structural intervention to adapt agricultural and built-up zones to the new need for revitalization, harmonizing this with the primary need to rebuild the landscape and actively maintain the territory;
- multifunctional development, reinserting agricultural firms-enterprises in the urban context, and thus creating new income, even as the prevalent sources, from teaching activities, agro-museums, tourist and cultural activities, etc.;
- promoting self-supporting activities, in the sense of management models able to produce satisfactory, stable earnings over time by means of the above-described activities.

In the Hills of Naples

metropolitan park the above policies have been applied by means of the pilot project 'Hortus Conclusus', that can be replicated in other urban agricultural ambits in Campania.

The Hills of Naples metropolitan Park, in collaboration with the Municipality, is carrying out territorial governance and management activities by means of a significant involvement of the citizenship in the territorial transformation and reclaiming choices.

In fact, by instituting the 'Sportello comunicazione e partecipazione' (Communication and participation desk) the Park Body is acting in conformity with the Agenda 21 Local pathway activated in 2002 for the city of Naples, by promoting responsible action directed mainly by the inhabitants of the area. The intention is to operate on a dual level of agreement (one open to so-called bottom-up instances and the other to particular associations, public bodies, the entrepreneurial and the cultural worlds), setting up a systematic combination of the input from the different social actors and different types of beneficiaries taken into account by the management.

The outcome of these actions will be a new guidelines package (action plan) that will help to achieve a correct definition and application of the Park management plan.

Finally, within the context of the Progetto Interreg III B 'Extramet', the Region, the Naples Municipality and the Hills of Naples metropolitan Park, intend to share their experience with other European nations and to deal with the various problems on a trans-national scale, building up an experience that can then be transferred to institutional activities. The project aims to pave the way for experimentation of a common innovative

methodology, focusing on 'urban-rural' space. Through extramet, the partners (the Liguria Region, Piedmont Region, Sardinia Region, Campania Region, Ministry of Macedonia and Thrace, Thessaly Region, General Council of Hérault, Murcia Region and Alentejo Region) propose to introduce a new approach to analysis of the metropolisation phenomena.

The features of a heritage asset and the values to be defended

In the metropolitan area of Naples, we are surprised to note that the 'survivors' are, even in the capital city, much more than just residues and that there are still extensive agricultural areas with an interesting agricultural set-up, that express a value system that is both different and complementary to the economic value, being linked to the ecological and ethical-cultural dimensions. For example, in these areas, progressive isolation has resulted in the conservation of a high degree of traditional crops, in terms of the ecotypes grown (ancient varieties of bushes and trees supplanted elsewhere by new, more productive cultivars) and cultivation techniques, with a limited use of chemical ingredients, as well as a strong spread of consociations that have contributed strongly to the definition of the landscape. The urban companies, featuring subsistence agriculture of the family nucleus on a tiny strip, unaffected by so-called improvement processes, can be regarded as true biodiversity tanks having a high ecological value. Moreover, the traditional cultivation methods and/or typical crops, albeit no longer competitive, have led to a persistence of cultural values connected to the historical use of natural resources, our human ability to use them and the history

of creation of the landscape.

The countryside's rule in the new master plan of Naples

Giovanni Dispoto

In the iconography of Naples the countryside is a peculiar aspect of the town landscape like the seaside and the volcano Vesuvio. Naples is represented like a town showed on the gulf, rich of gardens and agricultural areas both in the historical centre, both up along the hills.

The last witnesses of this landscape are the small gardens in the historical centre, Posillipo's countryside, and of the other hills which surround the town. This ideal geography of the Neapolitan greenbelt is completed by kitchen-gardens that still remains in the oriental side of town, where until the half of the 1900's the Sebeto river slid, and now there are oil plants and brown fields. The urban planning started with the Prg variant in 1994, characterizes in the 'protection and the restoration of physical integrity and the cultural identity of the territory' one of the main purposes of the plan to get 'by the restoration of the historical centre and the valorisation of landscape' also promoting the urban agriculture. The countryside is considered in Prg variant as a very important element of natural, historical and urban Neapolitan landscape.

The master plan variant, recognizing the landscaped value and that ecological metropolitan scale, assign to the hill areas not built, and in particular the agricultural areas, to green of city and territorial scale, assuming the formation of 'green belt', between the city and its surrounding areas, to find through the conservation and the development from part of private of existing agricultural and forest activities and integration of

these destinations with uses and compatible activities connected to free time and the restoration activities.

From the examination of the previous general planning instruments of Naples city from the '39 today, the agrarian landscape is identified mainly with the idea to conserve the hill morphology not built, a balance between building space and areas to conserve, substantially coinciding with the hill agricultural areas. In the case of the plan of 1939 by Piccinato, the agricultural spaces of the hill areas, was compromised in the decades succeeded you from an illegal expansion building, are assigned at the creation of a natural reserve with particular reference to the Camaldoli hills. The master plan approved by the higher public body Council in 1972, has had the merit to bind the remained agrarian landscape, in order to assign it to parks of particular landscape interest (I1 sub zone), to green to public park (I2 sub zone) or, like in the case of Posillipo, to bound private green (L1 sub zone). Today more than fifth part of the city territory it still turns out constituted from cultivated lands, in part woody lands, some part uncultivated or abandoned but however not built. The main choices of the new general urban instrument: the safeguard of the structuring elements of the natural territory conformation, and with it the restoration of physical integrity and the cultural identity.

The recent urban planning action in the 1993 with the first direct election of the mayor. In that time we made other planning actions have been determined the protection of the landscape and the atmosphere to city scale: in 1993, with the approval of the regional law n. 33, it comes temporarily defined the perimeter of the Flegrei fields park, a rich

territory of volcanic phenomena, archaeology and mythology, that it included also a part of the western territory of Naples; in the 1995 the Posillipo landscape plan and Agnano-Camaldoli plan. In 2002 becomes operative the plan by the authority of basin of Naples western North, in order of the law of the 183/89 for the ground defence. The scheme of municipality urban planning is completed with the new regional urban planning law n. 16 of December 2004, the proposal of Regional territorial plan of february 2005, and the Territorial plan of the Province of Naples, already adopted in 2003 and today in course of elaboration. At the end of the work planning, in 2005, with the general variant approval, and the process for the new metropolitan regional park of hills is completed.

This park, inside the city borders, is the result of a variant process that has considered with of the hills territory like a green belt of the city, finding the landscape values characterized from the plan of 1939: a regional institution park planned from the choices of the urban planning.

The green area crown introduces in the relationship with the city centre an articulate development from the presence of areas that penetrate deeply in the heart of the city until connect the historical centre. The new plan has exalted the value of the existing historical relationship between the city and its surrounding finding areas in the geographic and land reasons the forma urbis and with it a new definition of the limits of the built areas and the neighbourhood. On this idea the Municipality is testing new management models of the green city that, conserving the agricultural productivity

characters, the image of the historical landscape and also the private property, they promotes at the same time the public use with finalized initiatives to assert the character of multifunctional city agriculture in agreement with the recently Community agrarian directives.

Rural landscapes and ecological networks in the urban context

Agostino Di Lorenzo

In the context of European policies, the issue of landscape building in the contemporary city is a very 'hot' topic. Landscape is used in this sense to mean the territories forging a link between the inhabitants and the environment where they live. It plays a key role in ensuring social well being and a better living context from the standpoint of a sustainable habitat. The fundamental issue on which this reflection is based is the relationships, within the city, between built-up spaces and peri-urban or urban agricultural spaces. It is from this standpoint that the city must accept the responsibility of safeguarding the countryside so as to save the natural values inherent to agricultural activities and to allow the citizens to regain a feeling of belonging to a community.

The territorial project of the hills of Naples metropolitan park is an example of progress in this direction

The hills of Naples metropolitan park. The park extends for 2.215 hectares to the north-west of the city, covering more than one fifth of the entire municipal territory. It extends from the slopes of the Camaldoli hill, lying beside the valleys of Pisani and Pianura, up to the Selva di Chiaiano wood and the Vallone di San Rocco valley. At some points it reaches into the old centre, and in fact these points now act as gates opening onto the protected area. The elements characterizing the landscape of the park include: the rural farmlands and smaller old town centres; the wood, where deciduous chestnuts mostly grow; the quarries, situated

inside the perimeter of the park, dating back to when stone mining was one of the main activities in the Campania region. Many of these quarries are now disused.

In short, eight territorial areas have been identified within the park, largely coinciding with the territorial ambits dealt with in the 'Piano regolatore generale' of the city of Naples, i.e.: Conca dei Pisani, Bosco dei Camaldoli, Masserie di Chiaiano, Selva di Chiaiano, Scudillo, Vallone San Rocco, S. Maria ai Monti, Collina di S. Martino.

The Park project

The scenario to be attributed added value by the Park project is inserted in a wider context of safeguards and added value planning, promoted by the urban planning policies of the Campania Region for the unclaimed regional areas, regardless of whether they are agricultural, fallow or wooded.

Reversing the urban planning approach, this starts from the preexisting environment, the park areas, and considers the built-up areas present in the park area as potentially able to redefine, by means of an executive urban plan, the borders of the districts they currently border, and that can be transformed into buffer areas, turning them into the gates of entry to the park. The park will be the prime mover of the process of urban reclaiming of the buildings inside the area and, more generally, of the districts where they stand. Among its various functions, the park will be a meeting-point between the different sites and elements, aiming to establish a balance between private activities and the new goals inherent to the very presence of the park.

New participatory approaches to defining the park management plan

Having instituted the Sportello informativo e partecipativo (Sip) (Information and participation desk) the park is inserted in the context of the Agenda 21 Locale, activated since 2002 for the city of Naples. This promotes the active involvement and direct responsibility of the citizens for the area. The Forum, the laboratory of Agenda 21, provides a concrete opportunity to set up a successful relationship between the real instances of the citizens and of the administration, helping the municipality, the Regional and the Provincial administrations to define the scenarios in the area. The outcome of this action will be a package of guidelines (action plan) that will serve to guarantee the correct application of the park management plan. In addition, and ensuring the greatest possible involvement of the territorial communities, starting from the schools, the desk will draw up the 'Statute of the hills of Naples municipal park' (Landscape statute), applying and conforming to the European landscape agreement.

The communicative activities that have already been successfully instituted in these first years of activity include the notable program of guided tours, events and laboratories denominated 'May in the Park' organized in the context of the May Monuments program, as well as the international poetry exhibition 'Napolipoesia nel Parco'.

The Park laboratory 'open' to environmental sustainability

Facilities like the 'Casa del Parco', a centre of excellence for environmental education in the Parco dei Camaldoli,

together with the network of multifunctional farming companies, the naturalist footpaths and the itineraries of historical architectural interest, will make the Hills of Naples Park a true 'open-air laboratory', welcoming citizens of all ages, even from outside Naples, to study the principles of environmental sustainability and landscape education.

"Metti a frutto le tue idee!!" (let your ideas bear fruit!!): the participatory laboratory for the area of the Selva di Chiaiano

Action set up for the area of the Selva di Chiaiano, in collaboration with the Naples municipality in the context of the Extramet project, on the occasion of the III edition of the National competition on participatory and communicative planning Inu, Wwf, Anci and Upi.

The competition focuses on drawing up a statute of ssites, indispensable as a means of gaining a knowledge of the localities (Local identity), and drawing up guidelines to restore the existing footpaths and reclaim the access points, Tirone and Cesinelle or Belvedere delle Cave, from the town of Chiaiano.

The Park territorial laboratory 'Let your ideas bear fruit!', that was active from february to may 2006, also operated by experimenting an innovative technique for involving the community in reflections on the Landscape theme, i.e. the Village design statement, a method that has already been successfully applied in hundreds of British villages and was adapted to suit our own territorial context. The activities conducted up to now have given strong impulse to the work of involving and sensitising the territorial community, and above all the state school pupils in the zone, and their families. The concrete results of this participatory

work phase, conducted in harmony with the planning studies participating in the competition, consist of the Atlas of local identity, the first step taken towards drawing up a statute of sites.

The 'Extramet' project and the case study of Campania

Simonetta Volpe

Extramet is a project co-funded by the European commission, within the interreg program III B Medocce. It has the aim of experimenting an innovative method for enhancing the spaces that act as buffers between the 'city' and the 'countryside'.

The joint work of the partners proposes to trigger a series of innovative, correct development actions according to which rural and metropolitan spaces are no longer seen as opposed but as a unique process of transformation and territorial growth.

The resulting concrete actions will surely yield a set of planning actions, that will enable medium/short term production and activation of integrated approach tools combining a clear picture of the issues and problems, planning skills and economic-financial planning abilities (Fesr, Feoga, Fse, national, regional and local public and private resources), as well as the ability and will to activate concerted decision making processes (State, Regions, Provinces, Municipalities, Bodies...) with local participation.

A classic s.w.o.t. analysis has oriented both the transnational planning actions and local projects:

Strong points

- The emergence of valuable environmental, cultural and historical-architectural features present in the suburbs, rural bordering zones, interstitial spaces;
- The presence of cultural identities to be salvaged and the widespread need felt by local communities to restore a central role to marginal areas, by means of innovative and pilot projects or cooperative actions;
- The presence of strongly

differentiated metropolitan areas and small and medium-sized urban systems;

- The spread of successful experiences of economic and cultural animation over the territory.

Weak points

- Insufficient competitiveness of the system of allocation of space and poor earnings in the agricultural areas;
 - Competition among the different areas and lack of targeted economic policies;
 - Fragmentation of the territory, population drift and ageing;
 - Loss of cultural identity and lack of professional skills;
 - Hydrogeological imbalance phenomena and abandonment of the areas.
- Drawing up local projects and the consequent exchange of experiences will make it possible to define and set in motion a shared, agreed management model of the metro-rural space and above all to create networks of institutional subjects and local actors.

They may then collaborate to analyze issues of territorial development and promote rigorous research into territorial planning and reclaiming metro-rural spaces.

In this perspective, therefore, and awaiting the revisions of the Pac and Sdec, work is ongoing to draw to the attention of the European union these problems related to the status of metro-rural spaces, with the aim of achieving their recognition as areas worthy of targeted planning actions.

The local project of the Campania Region has individuated a territorial ambit where experimentation will be carried out, being a particularly critical area and hence where an adequate solution giving rise to reclaiming and added value processes is especially urgent. This ambit,

recognized to pose the greatest problems, is the Naples Municipality, and in particular the agricultural spaces falling within the perimeter of the Hills of Naples Regional Park, established by Lr n. 17 of 07/10/2003.

In the wider context of the provincial rural system, these areas are strongly representative of the different, complementary values linked to 'rurality', as well as of the important role they have always had and still have in building the landscape and preserving the original morphological features.

On these bases, the local project partnership is, therefore, univocally established: the Park, as the Body that by its very nature pursues these aims, and the Naples Municipality that, with the approval of the 'Variant for salvage' and the 'Variant for the west zone', has attributed a strategic role to the preservation of agricultural activities in the city.

A priority aim of the project is to individuate 'correct' models of use of the rural territory. Such a definition is taken to mean a model that takes into account two fundamental elements:

- setting up innovative development programs in which rural and metropolitan spaces are not seen as opposed but as mutually involved in an integrated process of transformation and growth;
 - focusing attention on residual rural areas in the metropolitan ambit, attributed a strategic role in environmental reclaiming and urban planning of the city, and especially of the suburbs. This is achieved by recapturing the different, complementary values expressed by rural spaces in strongly urbanized coastal areas, i.e. the values linked to their ecological and ethical-cultural dimensions.
- Thus, the local project, thanks to an articulated

system of actions, provides the opportunity to solve three essential difficulties:

- the problems inherent to public-private management of these areas;
- maintenance of 'correct' use of the residual rural space through agricultural practices and mores;
- the problems of use and access to national and European funding channels by small landowners and farm managers.

The actions currently underway include:

- a feasibility study: this document aims to build an economic-legal proposal for self-supporting agriculture in the metropolitan context. It contains a proposal for modification of regional law n. 41/84 to introduce a special category for cultivated areas in the urban ambit, and institute a macro-economic analysis of the advantages of urban agriculture, also studying a 'financial pathway' for use by metropolitan agricultural operators and, finally, guidelines or a user manual for sustainable use of rural spaces.

- participatory planning: in an area of the hills of Naples park, identified as a morphological unit, a pilot participatory project has been set up aiming to spread information about the ongoing initiatives and involve citizens, private operators, associations of categories, Ngos, etc., in the strategies drawn up by the three administrations, as a means of reaching a shared, concerted planning campaign at the various levels among private and public partners.

- internet site for education and information: a web site will be designed and activated, dealing with the issues of urban agriculture. It may be managed by the 'Casa della città' (Home of the city), a centre for documentation and initiatives run by the Urban planning service of Naples municipality. The site aims to contribute to activating a

network of informed,
knowledgeable subjects.
- a territorial marketing
program: aims to forge
relationships between the
city and countryside,
highlighting the problems
inherent to these areas and
sensitizing the citizenship to
the complex role they have
for the community.
These actions, of an
experimental nature in the
hills of Naples regional park,
can be extended to rural
urban areas in other cities
in Campania and promote
common reflection on a
wider scale, through the
transnational network.

Structural works, multifunctional and self-supporting ability of agricultural firms in the urban context

Francesco Gandolfi

With the Dgr 3909 of 31/12/03, the Campania Region set up a self-supporting management model, experimented in areas that could be defined as rural in the traditional sense but applicable to agricultural firms in the urban context. This model aims at:

- bringing these firms in direct contact with consumers, engendering a climate of trust;
- establishing rules and monitoring their observance;
- highlighting and giving added value to the commitment of those who work at the various levels to obtain high quality products;
- giving added value to the resources: tradition and culture, expressed by agricultural firms in the various contexts of the regional economy.

The attribution of added value to agricultural firms is achieved by the use of a quality certification system, that engenders a feeling of trust in consumers, as well as creating a more direct relationship between citizens and the agricultural firm, encouraging direct purchase at the source ('shopping at the farm'). Moreover, the typical concept of a restaurant has been redefined, associating the correct preparation of traditional recipes to the use of raw materials produced in the same territory. This encourages the creation of a short production line, in other words the supply and use of raw materials at local level.

The adoption of quality certificates directly involves the Regional body in the creation of a climate of trust between producers and consumers, by means of a voluntary control system set up through the Is.Me.Cert.

(third party body, operating in conformity with the European norms En 45011 and 45012), and depends on the agricultural firms' commitment to supplying products and/or services conforming to the stipulations in the 'Regolamento per l'uso del marchio Sapore di Campania' (Regulations for the use of the 'Taste of Campania' quality mark). Control and monitoring of the different activities is entrusted to a 'Consulta di Partenariato' (Consultancy partnership), officially instituted by legal provision, that includes representatives of the Aldermanships involved (agriculture, tourism and productive activities), of Professional agricultural organizations, of Associations of the categories involved, of Consumer associations, municipalities, Park bodies and Mountain communities. One of the essential aspects underlying the adoption of the quality certification system has been shown to be the training requirements. Specific training paths have been identified, and are currently underway, featuring some modules common to all the different firms while others are specific to the productive field. Particular attention has been paid to the training of the technicians working in the Agricultural development services of the Aldermanship, notably widening the initial skills, thanks to instruction by different professional figures, both of institutional type and pertaining to the specific production field.

Previous experiences

The intention to restore urban agricultural areas is not confined to the Campania Region. In fact, many such experiences have been conducted at national and European level. Some have been highly successful, and are

now a part of the folklore of the cities where they were achieved, such as: 'le dernier vigne de Paris' (Vigne de Montmartre) and the Austrian heurigen. Another fine example as regards choice and evolution is the pilot project 'Elaborating technical-normative proposals and setting up pilot projects for the preservation, improvement and attribution of added economic value to the peri-urban agricultural zone of the metropolitan region of Barcelona'. The actors promoting this project were a professional agricultural organization (Unió de pagesos de Catalunya) and two local administrations (Diputació de Barcelona and Consell comarcal del Baix Llobregat). The area involved was the region of Baix Llobregat, that surrounds the metropolitan area of Barcelona. Here, agricultural zones, the river and natural or naturalized spaces vie for space with a wide built-up surface, strong anthropomorphic pressure and the resulting environmental consequences. The agricultural park has renewed the confidence of most of the agricultural firms, promoting quality products at low environmental cost. The success of the program is demonstrated by the fact that new cooperatives have been set up and young people are entering the agricultural firms. Meanwhile, society has regained green spaces that otherwise risked extinction.

The project

Hortus conclusus

In July 2004 the hills of Naples regional metropolitan park, the Naples municipality and the Aldermanship for agriculture of the Campania Region stipulated an agreement to set up the project *Hortus conclusus* adding value to agricultural activities in the

urban context, along the lines defined by the already existing program 'quality products and development of local systems' described above.

The promotion and attribution of added value to agriculture in the urban context of the Naples municipality currently has a strategic value that goes well beyond the simple economic or environmental landscape values. Urban agricultural areas offer a unique opportunity to create a closer dialogue and relationship between a 'rural' type culture and the metropolitan culture. They may therefore take on the role of 'laboratories' for new social, economic and production relationships. The most recent Istat data (October 2000) indicate that in the territory of the Naples municipality there are no less than 1.318 agricultural firms, about 79% of which have an Agricultural surface occupied (Aso) of less than 1 hectare. The mean extension is 0.59 hectares, demonstrating the prevalent subdivision into strips of the Neapolitan agricultural territory. The most common crops are vegetables (63%) and the firms are mostly family-run (88%). The agriculture in the selected zone is of a peri-urban nature due to the presence of the metropolitan territory, which is responsible for a series of restrictive impacts. These include above all the subdivision of the land into small strips penetrated by bordering activities not related to agriculture, the rising prices of land in view of its potential value, unauthorized building, polluted air, water and soil, theft, destruction or alterations of agricultural infrastructures, difficult access to agricultural zones, continual expropriation to allow the passage of infrastructures or service networks, resulting in further subdivision of properties.

Agriculture plays a determinant role in defining the Neapolitan landscape, despite the fact that the resource is largely ignored or at best passed over by the citizens. The agricultural firms that survived the building boom suffer from such serious structural and sales problems that their very existence hangs in the balance.

Above all, the firms are handicapped by too small an economy, too high a mean age of their managers, poor facilities that in some cases are seriously degraded. On the other hand, their progressive isolation has resulted in a high grade of conservation of traditional values, in terms of the ecotypes grown (so much so that these firms may be seen as true biodiversity tanks) and the cultivation techniques, that make little use of chemical products. Finally, consociations are widespread, and have contributed greatly to the definition of the landscape. To deal with these problems satisfactorily, strong reliance has been made on an innovative tool serving to ensure the preservation of agricultural zones and their environmental value, salvaging agricultural activities by finding new sources of income. The project Hortus conclusus proposes to lay the foundation conditions for creating socializing spaces and increasing the attractions of the territory, by means of targeted interventions on urban agricultural areas. These aim to foster the implementation of economic activities linked to the development of urban rural tourism, and more generally, to widening the opportunities for enjoying rural spaces in the urban context. For these purposes, three orders of needs have been identified, and hence three corresponding lines of intervention:

- structural work, to adapt the land and buildings to the new needs for revitalizing the agricultural activities, harmonizing them with the primary needs to build the landscape and actively maintain the territory. To this end, a tool for structural intervention has been set up, conforming to the Eu norms, that provides incentives for firms to endow themselves with better equipment, adapt pre-existing facilities and convert them to suit the new activities.

- the promotion of multi-functionalities, reinserting agricultural firms-enterprises in the urban context. They need to become economic resources and development motors, creating new income, even as the prevalent source, from teaching, agro-museum, tourist, cultural activities, etc. Above all, in accordance with art. 15 of the Dlgs. 228 of 18/05/2001 (orienting and modernizing the agricultural sector) the agricultural managers in the zone must be entrusted with the maintenance of public green areas and agricultural zones, being given the charge of managing restoration and maintenance activities in the park. This possibility creates concrete sources of income without requiring conspicuous investments, thanks to being able to rely on the normal farm equipment, and on training programs for the managers that may allow them to carry out naturalist engineering works, for example.

- the promotion of self-supporting abilities, in the sense of management models that can guarantee satisfactory, stable levels of income thanks to multi-functionalities stemming from a wider field of activities adapted to suit the urban context. A survey of the agricultural areas is being carried out jointly by executives of the Agricultural development services Aldermanship and

technicians of the Urban planning department of the Naples municipality, which is now at an advanced stage. This survey has the aim of assessing the state of advancement of improving works, of the crops and the types of cultivation practiced, the title of ownership (one of the main problems is the impact of the crisis of farming contracts, which for obvious reasons is particularly acute in this area).

In fact, the following information is requested of the managers (i.e. those in practical possession of the areas):

Section 1) general data about the firm: surface devoted to cultivation, animals bred, legal status, membership of associations, title of ownership of the land and buildings, presence and quantity of agricultural machinery;

Section 2) location of the cultivations: land map reference coordinates;

Section 3) characteristics of the crops, distinguished by species, variety, year of planting, type of cultivation method (biological, integrated, conventional);

Section 4) information on the types and methods of cultivation: principal problems of phyto-sanitary type, cultivation techniques adopted;

Section 5) the firm's property and facilities: the presence of habitations, cellars, deposits, refrigeration cells, grottoes, stables, the conditions of internal roads or lanes, information on the age of the buildings, their state of use and preservation, materials; water supply sources;

Section 6) information on the entrepreneur and family: age, family nucleus, prevailing employment, academic qualifications, professional qualifications, updating courses attended;

Section 7) lifestyle of the head of the firm: management of working

hours and leisure time; Section 8) data on employment in the firm's activities, type and origin of the workforce;

Section 9) promotion and sales activities of the firm's produce.

As can be seen, a large quantity of information is requested, of complex quality and type, which took more than a year to collect, in a collaboration by the facilities and Bodies involved. The first results will be available on 2007.

Pilot actions

The project aims at developing multifunctionalities, recreating a place in the urban context for agricultural firms, that need to become economic resources and development motors, creating new income, even as the prevalent source, from teaching, museum, tourist and cultural activities. Three different pilot activities have been identified, that have a largely demonstrative purpose, to be conducted in three firms selected on the basis of the interest they arouse. The pilot activities will involve minor structural work, to restore the functions of preexisting spaces and buildings, replant and restore traditional vegetable species and cultivation methods, re-open footpaths, rebuild dry stone walls and protective plants (pergolas and 'pagliarelle', thatched coverings).

The management of these areas and of the restoration work will, where possible, be entrusted to the agricultural firms themselves, in conformity with the current legislation. The first pilot action consists of creating spaces and facilities equipped to receive school trips, offering practical teaching experiences on the issues of environmental and nutritional education, under the guidance of specialist

teachers and staff. These are linked to the activities already conducted by the Aldermanship, together with the Fondazione Itis at the city of science, in Bagnoli (Naples) in the context of the Food education program addressed to primary and middle schools.

The second pilot action is that of creating a multi-functional space devoted to cultural activities of various types, promoted by the Naples municipality. This includes specific programs of events as well as activities inserted in other programs, such as the May monuments program, for example.

The third pilot action, carried out in collaboration with a Consumers association, adapts selected agricultural firms facilities to fit in with the 'Shopping at the farm' project. This involves direct sale to the citizens of the firm's produce, as well as additional services of various types (information leaflets about the nutritional and dietary value of the produce, traditional recipes, etc.).

The quality mark 'Sapore di Campania' (the taste of Campania) now numbers 1,300 members, including agricultural firms, restaurants, transformation firms and sales outlets, located in Campania and outside; of these, 161 have qualified for permission to use the mark.

The project *Hortus conclusus*, which is the vehicle for this quality mark in the hills of Naples regional metropolitan park, has a particularly important role in view of the special characteristics of the firms involved and the strategic interest of the areas included. Ten among the best restaurants in the city of Naples now offer a 'Sapore di Napoli' menu using raw materials produced by the agricultural firms inside the park, also included among those qualified to use the mark.

The improved lifestyle of the populations in the city of Naples and the preservation of the Neapolitan landscape, safeguarding the environment and hydrogeological profiles, are all essential steps along the pathway to improving the quality of life of all the citizens, who are called upon to revive the embers and forge a more balanced relationship with their history and traditions, that are still alive but currently running a grave risk of being lost and forgotten. The agricultural firms, in their turn, have the important responsibility of highlighting the importance of their work for the well being, health and safety of us all.

Landscapes and plans: new settlements models and innovative planning approaches

Biancamaria Rizzo

From the middle of the last century, a huge process of urbanization occurred in many places of the Italian territory, originating different and differently named space layouts.

The viewpoint proposed in this study, although close to morphological studies, doesn't stop with them, but goes further taking the element of transformation in it.

In this way we can distinguish landscapes more dynamic than others and, according to the identity left after the modification, susceptible of new transformation.

The indicators used to describe these new suburban landscapes are: the growth of urbanization density, the insertion of new functions and the transformation of agricultural structures.

The choice to use indicators that are mainly reported in urban processes (urbanization and multifunctionality) is only apparently contradictory; in fact assuming as reference term not the 'urban' but the 'rural', make the study specific for the landscape. In this way elements that will assume a positive value referring to urban, will discover themselves as negative when looking at the rural past. So the urbanization density from little (as for urban habitat) becomes great (as for rural habitat); the open space from empty (as for urban habitat) becomes full (as for agricultural use); the great road infrastructure from link (as for cities) becomes an element of separation (as for rural morphology); and so on.

From 'campagna urbanizzata' to 'paesaggi della diffusione'

The arrangement of these indicators leads to an early description of the suburban landscapes patterns which often merge among them, since they are in constant transformation; the main patterns recognized are two, even if they put together very different landscapes, according to the regional peculiarity: the 'campagna urbanizzata' (urbanized countryside) and the 'paesaggio della diffusione' (spread out landscape).

The term 'campagna urbanizzata' suggests a pattern that groups different rural landscapes very structured, that are not completely erased as for other parts of Italy. The main characteristic of this pattern is high level of recognizability of the rural background not only in terms of morphology or cultural aspects, but also according to the human habitat (as the shape and position of the buildings, closeness or distance relations, layout rules, ...). Basically this pattern is located between the traditional landscape pattern, with very few transformation, and the new suburban landscapes, which have had many transformation (mostly exogen) that have completely erased the original rural pattern.

The second term 'paesaggio della diffusione' groups all the landscapes located in the plains, around the great metropolitan poles, along the main infrastructures and the shores. In this pattern the ancient rural background is nearly erased by the confused forms of urbanization. According to density the spread out rules can be compared to those seen in the 'campagna urbanizzata' pattern, but the main difference is that in this second pattern these rules are unrelated to the original background, and are completely exogen. In

this way we don't have a 'growth' that follows same rules of the existing habitat, but a 'juxtaposition' of a new habitat completely different from the original. The distinction between the different types of the 'paesaggio della diffusione' refers mainly to their localization. The urban sprawl follows only convenience reasons due to closeness with territorial structures (urban poles) that work as an attraction, holding functions lacking in new landscape, or due to closeness to great territorial connection structures. With a further synthesis we can divide this lost pattern in two most recurring types: 'paesaggi della diffusione lineare' (linear spread-out landscapes) which groups those placed along the main infrastructures, and the 'paesaggi della diffusione centripeta' o 'campagna metropolitana' (centripetal spread-out landscapes), which describe those next to metropolitan or great urban poles.

Landscapes and plans: some innovations and different planning ways

The general attitude of the most recent plans in Italy is a renewed interest for the rural landscape, either it has conserved its traditional traces (e.g. Urbino, Siena) or not (e.g. Bergamo, Reggio Emilia, Napoli). This interest is translated into specific 'landscape viewpoint', that we can define in different ways: aesthetic/visual, historical/structural and ecological/environmental. The aesthetic/visual viewpoint inside some new plans, brings to the creation of new specific instruments for landscape. This instruments study in depth the formal and visual aspects of the landscape, fact that is unusual in the Italian urban planning (e.g. Urbino plan).

The historical/structural viewpoint tries to interpret the rules and the

planning/buildings principles that define the inner structure of the landscape (e.g. Siena e Bergamo plan).

The ecological/environmental viewpoint is used especially in plans regarding landscapes with a high degree of transformation, where the compromise of the rural site brings, almost ever, to an alteration of the ecological balance. Effectively the new plans use different operative viewpoints, that often don't manage to integrate themselves in a unitarian solution. The positive fact in the co-existence of different viewpoints inside the plan, is in the admittance of the complexity of the landscape, with all the problems linked to it. The attempt to solve the problems of the new forms of landscape and the demand of a structural transformations of the municipal plans are the necessary assumptions of the experimentation made up today. It would be very interesting to verify the results of these plans in the landscape, tracing the difficulty of its management.

Scenarios of land reconstruction based on neo-agriculture and new lifestyles and consumption patterns

Giorgio Ferraresi,
Francesco Coviello

We are living in the middle of a territory destructuring going towards a degraded dissemination of urban settlements to cover the land 'space' (where nothing belongs to the city and nothing to the countryside); a spatial form translating the parallel destructuring of the fordist industrial shape of the organisation of economy as well as of its metropolitan organisation.

Thus we are experiencing a change which shows the crisis of the roots of 'a project of modern life' which permeated the last few centuries and based its assumptions on a boundless 'transforming pretension' supported by technology (deriving on its turn from an absolute 'cognitive pretension' typical of the deterministic science). A domination of instrumental reason which has caused discontinuance in the slow and millenary construction of the territory and an unsustainable speed in its change.

The basis was the extraordinary reduction of the complexity of the territory transformed into a boundless space organised by functions.

This destiny has caused a 'genocide' in the world of farming, rural production and countryside culture, the deportation and reduction to a sorry state of the subjects cultivating land while the social value of their work was completely disregarded. This deserted and depopulated the countryside in the industrialised regions and changed the rural land only into 'open space', non competitive as a place for agriculture, thus not self-generating and self-reproductive, merely a

resource of space for the territory of industrialisation and urbanisation.

The degradation of open spaces, resulting in degradation of the territory, is caused by this structural reason.

It has to be pointed out that the 'environmental question' itself and certain well-known accepted meanings of environmental culture and policies paradoxically confirm such a picture (though they want to improve and mitigate it), by assigning to the open space the role of 'extra' environmental compensation for the naturalisation of islands (or systems of elements in ecological networks, which is more advanced) 'in the' model of development that generated the same degradation of self-production of territorial quality in such spaces without discussing that model through strategies and processes of alternative change.

In particular the concept of a functionalist and rationalist park (and its empirical translation) is still prevailing and is very clear. We are dealing with one of the functional scanning of space corresponding to 'loisir' in the 'Athens Charta', the function of refreshment, of remedy as to the degradation of development which prevails somewhere else and extensively in more general terms under the sign of 'production', of 'movement', of 'dwelling' (that is 'loger', the term 'habiter' used by Le Corbusier shall be corrected).

Thus the proposals and experiences concerning the figure of the 'Agricultural park' are essentially based upon awarding again an intrinsic value to the countryside land founded on agricultural production which contemporaneously produces the territory. A scenario of self-generation of the territory, of endogenous exploitation

and improvement, which reconstructs the sense and role of farmland areas saving them from their structural weakness in the soil market that allows the process of destruction and their degradation.

In such a framework a concept of the 'Agricultural park' as a territorial facility based on a deep relationship between 'care and cultivation' of land has developed; or better an intrinsic assumption of care in farming activity, at least in its most strict expressions. Care intended as a tool of expression and action typical of living worlds, of the ecological approach, of the communicative reason contaminating the instrumental rationality of production; production intended as cultivation and culture producing adequate primary goods for the market and collective goods (landscape, environmental quality).

Il parco come cura e cultura e coltura del territorio is also the title of a text (edited in early eighties by the person writing these remarks) containing a wider definition of agricultural park pivoted on this relationship care/cultivation.

It has to be pointed out, however, that the programmatic topic of the Agricultural park as 'good production in the territory and for the territory' has already been translated in various fields and policies into different forms of specific and 'dedicated' park and in other figures, facilities or methods.

The first strict conception and the above-mentioned text constituted the 'gene' of the setting up process of Parco agricolo sud Milano which is the first and the largest Agricultural park in Italy and one of the main parks in Europe, where the topic developed (as mentioned before) as a redefinition of the city/countryside relationship in the process of metropolitan extension in a

large area and in an important position of antagonism as to the peripheral extension of urban areas, through the reintroduction of agriculture as a complex co-production of multiple goods intended for the regeneration of large suburban open spaces. The laws pertaining the park (promulgated in 1990) and the real formation of Parco agricolo sud Milano show however contradictions in the management, but also strong changes in the facility conception (which will be examined later in more general terms) as the 'farming project' lost its centralness.

As for other experiences of farming projects in open spaces, reference is made to the previous repertory (in *Urbanistica* no. 128) which concerned:

- smaller projects including partial experiences, even in the context of Parco agricolo sud Milano, such as the Ticinello park (1988), the project regarding the historic area of Chiaravalle, a project on water purification and the landscape project of Vettabia valley (2003);
 - scenarios of large-scale strategic reorganisation such as the project of 'reclamation and land improvement' for the basin of Lambro, Seveso and Olona rivers and the relevant specific projects in the valleys of the rivers involved (River agreements);
 - the direct resumption of the Agricultural park proposal in the context of monte Netto and other proposals just started;
 - other projects on agriculture in other regions: Fiorenzuola d'Arda, 'A Countryside for Living', Piacenza, etc.
- A few experiences deal with farming in a structural way as well as with the reconstruction of the territory and leave certain deviations and reductions of other field experiences. In fact, a few regressions

toward the concept of a traditional and defensive park, incapable of assuming the value of new production, have appeared also for Parco agricolo sud Milano and for its management, as mentioned above. They were often cases of morphological, landscape 'projects' and not processes for refounding an appropriate production. Even certain 'strong' projects of reforestation (not mentioned here) contain deviations of this kind which deny the role of agriculture and propose once again the park as compensation for urban settlements. It would be useful, besides these references to experiences and projects, to deal as well, on another occasion, with the recent resumption of systematic research on such themes: in theoretical terms a structural proposal and a new social phenomenology. This essay is part of it, also with reference to the following points. Thus, this project of the 'Agricultural park' constitutes an interpretation, in different ways and contexts, of the relationship between care and cultivation of the territory, which is a recurrent topic. The limitations that marked this process have been identified: ineffective declaration of the role of agriculture, mainly urban or landscape treatment of actions, restriction-regression of the treatment of open spaces. Limitations and contradictions which in reality have revealed the persistence de facto of a subordinate role of agriculture in a process dominated by praxis and by the pervasive ideology of industrialistic, metropolitan, town-centered development. Now we are in the middle of the post-fordist crisis of the organisation of production and land described in the remarks opening this contribution (see the first point of the document). In such a context the

original matrix of the project for a new agriculture reconstructing the land in order to find alternatives to the patterns of growth under crisis, changing the references, subjects and methods of production and spatial organisation, strongly comes out again. Here agriculture can play a central role as a basic component of 'another way' of production and spatial organisation if it is acknowledged that the crisis of the model under way is mainly caused by the unsustainability of consumption and the systematic destruction of land resources (as well as of the long-term heritage of environments, kinds of knowledge, cultures, productive social capitals and forms of civil organisation). And people become aware that it is impossible to overcome the destructuring of land and open spaces if the city-countryside relationship is not recomposed in new terms, giving dignity and self-reproductive capacity to the countryside. In the Italian social context (especially in certain areas and experiences, but the phenomenon is wider and more disseminated even at the international level and assumes different forms) important processes of redefinition of foodstuffs demand are under way passing through the quality, the typicality of goods, the certification of the place of production as well as of the methods used for food production and transformation, which emphasises in reality the expression of a need (of a 'social volition') to redefine the nature itself of food and the way in which we eat. The 'slow food' against the 'fast food', the local product and cooking versus the homologated products of the global market. In many cases even the procedure of exchange, marketing and purchase of products is debated and

practised in another way, going towards a direct relationship with the producer and a cooperative organisation to acquire in chains and social groups. We are dealing with phenomena concerning changes in lifestyles, ways of life and living times and involve as well how and what we eat, how food is produced, found and shared, how a convivial culture is set up. Besides presenting new configurations for dimension and extension, the processes under way tend to create entities structured and organised in new forms of network. These networks are sometime rooted in the popular history but also adapted to the contemporary context such as the 'slow food' movements which are related (through Arci and communist party headquarters) to the historical co-operation of the Italian political and social left together with the environmentalism and components of peasant co-operation. They also develop in completely new forms of network, such as the Groups for joint purchase (Gas: Gruppi di acquisto solidale), the Networks and the Districts of solidary economies related to forms of mutual credit and ethical finance. These networks directly follow routes for social reappropriation of the distributing and trading process (questioning the ruling intermediation agencies) and arrive to tackle even radical problems concerning the nature of production (its contents, its methods and subjects) aroused by redefining the relationship between production and consumption. In the same way the environmentalist components of such experiences tend to redefine the nature of the

product through the process of bioagriculture, but the networks pose the subjects of biodiversity and of the 'differences' in a wider and more radical way. Thus social processes and these networks bring about elements of general theory on economic fundamentals and lifestyles, outlining plans of new economy at least for primary production and its commercialisation. First of all they mingle and they actively collaborate with the cultures which criticise and propose an alternative to the ruling models of development present in the world (in this sense it is increasingly clear that they are leaving their niche). In particular the culture of diversity, of how local and distinctive productions are important and valuable, which permeates the quality research and the experiences of another consumption and another trade, share a fundamental common knot with the 'alter-globalist' social movements that express alternative policy lines to the processes of neoliberal globalisation as well as to the single market/thought structuring them. Thus the change in social subjectivity we are pointing out turns out to be capable of structuring networks resulting in cultures, alliances and relationships that interact with production experimentation and arrives also to define a 'prescriptive route' inside these relationships, which further shows how the actors' networks are potentially capable of covering a non marginal role (deeply rooted in shared rules) in the relationship between lifestyles, critical consumption and local quality production. The prescriptive route concerns a definition and 'decreeing' shared by and between many social, economical and institutional actors certifying the product, its origin, how it is produced

and exchanged. All this consolidated in clear 'codes' that constitute a new rural economy which also expresses a more general and significant 'culture of land' and a better exploitation of the creative work of the people producing on the land, in the territory, as well as an alliance between conscious social networks and producers round municipal spaces to reproduce territorial values and to repopulate and live the territory.

Reference is made in particular to the thought and action of Luigi Vigorelli, an extraordinary figure (already mentioned at the beginning as a 'mark' of reference) and of his working group (unfortunately not his review which is now possessed by very different people) continuing his action through the movement 'Terra e Libertà/Critical Wine' together with the networks which have collaborated with this centre of initiative.

The first foundation of the local product 'statute' is the certification of the production/territory bond, that is the Municipal name. The other hinge of the decreeing, which concerns more properly the process of exchange and commercialisation, is the 'Source Price'.

These proposals and practices, which are increasingly spreading, allow to explain 'the complex system of social and environmental relations which are expressed in the goods' and to search for other responsible and effective configurations in the processes of exploitation of local quality productions carried out in the territory.

Obviously this phenomenon closely relates with the more general and structural topic of land improvement and it is clear as well that the networks of social, economic and basic institutional actors are

correlated in a process of endogenous regeneration of the territory.

Preliminary document for a territory to be reconceived

Alessandro Balducci,
Paola Pucci

We received the assignment to develop the studies for the Preliminary document of the Provincial territorial plan after a positive feed back of a previous project concerning the experimentation of a new policy for the containment of productive sprawl. Provinces, as we know, are weak subjects in the Italian governance landscape. Since 1990 the long experimentation which has followed the law 142/1990, which introduced the planning powers of a renewed province, has not given a clear indication about the interpretation to be given to the new provincial territorial plan. The province territorial competences are in fact squeezed between the strong autonomy of municipalities and the neo-centralist attitudes of regional governments. Although we know that the intermediate level of the provincial government is the right one to develop policies for growth management, environmental protection, transport services, economic development and so forth. This problem is particularly serious in Veneto where in the field of planning the Region has always been very active even in the framework of the previous regional law. This had risen many conflicts between the Region and the Vicenza Province in the past. Nowadays, with a new planning law (n. 11/2004) which has redesigned the contents of the different plans and the procedures to form and approve them, a new situation is in sight. The law is quite innovative following Inu proposals and the disciplinary debate. Central themes are the subsidiarity, the co-planning

between municipalities and higher levels of government, the separation between a strategic document (*Piano di assetto del territorio*) and a more operative tool at the local level (*Piano degli interventi*), the introduction of the Preliminary document as an initial stage to prepare the Provincial territorial plan. All along the new law there is an emphasis on the participatory processes that must characterize the formation of the different planning documents. The idea is also proposed of 'concerted actions' between groups of municipalities and the province to start intercommunal planning tools. It is a very interesting innovation because it tends to identify a role of the Province as a facilitator of inter-communal cooperation. Even though there is a limitation to this innovative idea: the Province will become a formal and real interlocutor for municipalities only when the Provincial territorial plan will be approved. On the basis of these considerations we have interpreted the preparation of the Preliminary document as course of action which not only should have made the participatory approach operational, but also as a way to experiment and practice a new role of the Province as enabler of a cooperative effort and as the connecting agent between municipalities and other bodies of government. A role which is not easy to interpret because it presupposes an open recognition of the relative weakness of the Province, and the capacity to demonstrate that this weakness can be turned into a strength: to overcome the failure of hierarchical planning the Province can act as a strategic actor who tries to favour cooperation offering a vision which is a general framework encouraging municipalities

to work together and offering opportunities to meet and develop common policies. It is a difficult challenge, but very important to test a new approach to provincial planning. The basic idea is that of a Preliminare which is more than a document which declares the objectives and presents the methodology to be followed in the preparation of the Plan; it is rather a kind of policy statement which presents an interpretation of the territory and describes a new role for the Province in the planning process. Three are the main direction of work we have followed: the construction of a vision of the Vicenza territory as part of a polycentric metropolis; the experimentation of forms of co-planning with municipalities; the development of implementation programs for strategic projects. The *Preliminare* presents a thick description of the provincial territory in which we try first to recognise different 'settlement landscapes'. This is based upon the interpretation of physical aspects, the analysis of social and economic trends, the examination of local spontaneous forms of collaboration and the recognition of relevant local projects. For each landscape we propose a profile in which problems and resources are presented in order to favour the development of the cooperation between municipalities for the production of a number of local intermediate projects. In to anticipate cooperation the role of the province is double: the facilitator of cooperation and the subject which is capable to select it is important also the proposal to anticipate the cooperation in the current phase, when municipalities have to produce new plans in order to comply with the new planning regional law.

Strategic projects. The third pillar of the approach proposed by the Preliminare is the presentation of a methodology to deal with a number of strategic projects, from infrastructures to great services like the new Fair, which are often blocked for technical, financial or political reasons. Each project is dealt with analysing all the information available about the state of things, the problems encountered, the opportunities to link projects at different scales as a mean to treat in a proactive way the issue of acceptability. For each project a possible path is designed in order to guarantee conditions of feasibility. We think it is useful to present here in *Urbanistica* the materials of this experience because, beyond the actual outcomes which, as explained elsewhere, have seen the Department exit in the phase of transition from the Preliminare to the Piano territoriale, they could offer in the disciplinary debate a possible interpretation of the role of the Province in the planning system. We have tried to go beyond the rhetoric of participation, to explore what this could mean in practice; in this attempt we conclude that this is the only difficult way to deal effectively with a problem of designing a new role for the Province in the planning system and of trying to be effective in pursuing sustainable development.

Building consensual scenarios: settlement environments and strategic projects

Paola Pucci

With the preliminary Ptcp Document of the Province of Vicenza it has been resolved to create the basis for an integrated territorial project grounded upon concerted development and consensual ideas relating to the future of the Vicenza territory. It is in this sense that the preliminary Document has been given a 'process function' and a 'strategic' significance which will be put into effect thus through:

- the formulation of an image of the Vicenza territory which will strive to restore its 'multiple nature' and the specific developmental potentialities of the various settlement contexts (which we have termed 'settlement environments') proceeding from the ascertainment of 'planning from below' which indicate the diverse ways in which a given territory may be lived in;
- the restitution of territorial transformation processes currently underway through a 'census' relating to the project, that is opinions expressed by a range of local or non-local persons for whom the Provincial government can be perceived as having, and in fact should have, the role of 'director';
- the identification of a 'group' of integrated projects having a transversal nature, namely involving both institutional and non-institutional persons, private and public subjects, capable of taking on a strategic attitude towards the creation of consensual approaches around which to organize a 'territorial project' whose effectiveness is evidenced by bringing together pathways and objectives on a territorial scale with local projects that are to be sustained and valorized in

that they are 'selective agreements' with which to 'territorialize' and 'institutionalize' the multiple image of the proposed Vicenza territories. The recognition of settlement environments is therefore to be understood from the perspective of building up a 'multiple' image of the Vicenza territory which restores variety to the territories where problems, questions and common interests have, or are currently, generating projects and scenarios, with local government support, of territorial transformations or wherever relevant project subject matter is forthcoming.

With the identification of settlement environments it is therefore understood to restore the presence, within the Vicenza territory, of a clear-cut assembly of figures from the sphere of urban planning and environmental systems where the original structure and transformational processes have defined particular socio-settlement conditions and have combined to trace out specific development itineraries, the outcome of diverse operations by local and non-local persons, bearers of a series of interests and projects to be 'put on the network'. For some of these domains, in fact, come in existence certain construction processes having a more complex territorial identity which, in some cases, lays the groundwork for the definition of forms of institutional co-ordination and models of governance that at times take shape in different landscapes and forms of living and mobility and about which we have endeavoured to give some account. Settlement environments are the outcome of interpretations formulated both on the basis of the identification of profiles and potentials on a territorial scale by means of which we

can define the specific features, possibilities and critical aspects that emerge for certain discreet areas of the territory and the mapping out of projects relating to infrastructure, environment and settlement as well as the identification of the coalitions for which they are promoters. They are also the outcome of the assessment of initiatives addressed to the reinforcement of internal cohesion, to making the most of local identities as well as to the associated management networks and existing projects of an institutional and 'functional' kind.

Restoring the image of the Vicenza territory as a location for settlement environments in order to 'give a name' to agreed-upon objectives, has enabled us to indicate, for each settlement environment, significant schemes for the government of the territory and for the formulation of an overview of issues that might crop up in the local political and institutional agenda.

At the stage of coming to grips with the community and local administrators, the settlement environments are faced with the opportunity of coming together as 'project territories' and of mapping out the direction for those policies and projects that are in a position to transform choices into a physical space, thereby enabling us to control the physical features of these transformations into Ptcp. Getting this stage underway has generated a preliminary comparison between the significant planning schemes contained in the 'agenda for territorial policies' of each settlement environment and the political intentions of the Provincial council with the purpose both of acquiring projects already underway, integrating with the strategic policies of the Provincial

council, and to redirect those policies that are in conflict with the general provincial objectives and strategic choices. Alongside the recognition of policies formulated with specific reference to settlement environments, which combine in the formulation of the administrative policies for the provincial territories according to principles of equity and sustainability, conceived by us as a consequence of the institutionalization of the ability of the operators as a whole to create agreed-upon choices, there have also been identified certain projects which we have defined as strategic Projects identified as being strategic policies touch upon diverse and interrelated dimensions of territorial transformational processes, involving institutional and non-institutional subjects, both public and private, this being a condition that often poses a problem in terms of building up consent and the integration of operations. The purpose is to treat these projects as 'integrated territorial projects', namely as opportunities for the development of the Vicenza territory, inserted into itineraries of the 'reformulation' of sectorial policies which also guarantee additional resources that are not only of a financial nature, and for which to point out 'process mechanisms' useful to ensure their consensual implementation. As regards the complexity and transversal features of the selected projects, a methodology appropriate for the definition of operative methods has been proposed, starting from a preliminary distinction between the various strategic projects according to their typology and hence:

- to create a preliminary investigation document, useful to define the state of the project and the related problems;

- to identify the operators and counterparts the involvement of whom becomes necessary so as to guarantee the feasibility of the project and the effectiveness of its operation, and hence it may be described as 'an integrated territorial project';
- to identify the tools useful for the starting up of the project and/or for the creation of a consensual approach.

The grid, formulated for every settlement environment, provides:

- settlement form and territorial matrixes as regards residence, production, the system of infrastructure, open spaces, agricultural areas, the system of protected areas and objects of historical and monumental value;
- socio-economic profiles;
- territorial-scale projects (parks and natural areas, infrastructures, important functions...);
- territorial geography and local project schemes;
- themes and questions relative to the administration of the territory;
- a preliminary agenda for territorial policies.

Towards a definition of a Vas protocol

Sebastiano Carbonara,
Valter Fabietti

The preliminary Document of the provincial territorial Plan gets underway with the recognition and definition of local settlement environments (Ail) which become areas of special reference for consensually formulated projects and scenarios for local government. Such an approach would regulate environmental assessment procedures so that they might pursue a similar course and therefore to deal with settlement contexts defined in the preliminary section of the plan, the analysis, drawing up comparisons and the outlook for possible environmental scenarios in the future arising from suggestions set forth in projects and from transformational operations at local sites.

The assessment requires two preliminary steps focused respectively upon that way in which the acquired knowledge may be defined and upon the tool used for such assessment:

- definition of the environmental system under examination, namely the arranging of an environmental relationship relative to the entire provincial territory and articulated according to single Ail;
- definition of the metrics of assessment, namely the definition of a system of reference indicators through which individual project operations may be measured and the setting up of consequent environmental scenarios.

The assessment procedure starts off from the creation of an environmental Report (through the selection and measurement of the indicators) and defines a matrix of the territorial context; it develops through a synthesis of relations

between territorial and planning operations (matrix of territorial coherence), taking stock of the impact level of the projects (critical matrix). Such a course which provides for verification feedback and winds up with some indicators on the eventual remodelling of the projects based upon foreseeable impacts (sustainability matrix) and is articulated stage by stage. The first stage provides for the reformulation of the environmental framework, identifying in this reformulation discreet domains and reference sectors (air, water, soil...). The selection of a set of reference indicators will allow us to assess the state of resources and the effects that might be generated by implementing the plan. The assessment of the environment, to be carried out through the set of indicators chosen, is developed through specific operative cards. The cards contain, for each macro indicator (and for each of its components) information relative to the consistence of the phenomena investigated, to the relative weight of the various components, to the relative positioning of the indicator (for the entire province or for single Ail) as compared to the reference value. Subsequent to the description, detailed through cards, as well as to the ex ante condition of the environment, it is possible, and opportune, to carry out a synthesis of the reference environment. For this purpose the tool used is the matrix of the territorial context, a framework of synthesis which contains the information relative to the state of natural resources in relation to pressures bearing down on them by anthropical and productive factors, expressed through key indicators organized according to environmental themes (air, water, soil and

subsoil, refuse, natural ecosystems, etc.). The assessment model finds expression, therefore, through a series of tools that are easy to apply and to understand. This necessarily involves a limited number of indicators relative to the various environmental components: rather than build up matrixes which tend to be exhaustive at the formal level, yet overly complex, it is preferable to identify a limited number of indicators relative to the strategic components in the transformations. The choice of indicators is thus conditioned by the need to point out, singularly or in combination with other parameters, the major features of the territory and its components.

The second stage, starting from the context matrix and from the cards, will yield an initial assessment of the environmental compatibility of the various operations (as well as their priority), in relation also to their 'strategic positioning' in the Plan. In other words, the information will be classified both in relation to the level of environmental impact produced by the implementation of the projects and in relation to the importance they take on in the framework of the Preliminary of the Ptcp. In this way a reading of the information will be possible which will tie in the environmental assessment with the importance of the resources involved and the relative projects.

The operative outcome of the second assessment stage will be the creation of project scenarios made up of selected works on the basis of a dual criterion as set forth previously (resources involved/strategy) and synthesized in a Matrix of territorial coherence. The third stage provides for an assessment on the part of persons with territorial interests (substantially sub-

provincial local bodies) of the proposed scenarios. The construction of the scenarios and the assessment of strategic projects that make them up gets underway, at this stage, by the interference they bring about *vis-à-vis* the environmental system, as described in the matrix of territorial coherence. The effects, whatever they might be, represent an unquestionable sign of interaction between the Plan and the territories concerned. Evidently the presence of a negative effect would have to be, wherever possible, eradicated or at least mitigated whenever the project indicates that it cannot be deferred (invariably within the limits of its encumbrance on the environment as allowed for by legislation and by common sense). A case, however, may arise where, faced with a degraded environmental situation caused by pressures extraneous to the Plan, or a condition of suffering of particular biotopes, the preliminary Document does not pronounce any judgement. The short shrift given to themes of risk or environmental degradation, although not classifiable among the effects determined by the strategic projects, represents however an element of weakness in the Plan itself, a factor which must be pointed out within the assessment process. For this reason from the Matrix of territorial coherence emerges an assessment specification expressed again in a matrix form and defined as the Critical matrix.

Mapping projects and policies of the Vicenza Province

Fabio Manfredini

The drafting of the Preliminary studies for the territorial coordination plan of the Vicenza Province, was carried out by a group of Diap experts. It required the updating of projects and policies undertaken by the Province itself and the creation of new representations of the territory more related to the specific contents of the studies. The three maps produced for the studies concerned the system of services at the provincial level, the infrastructural system, and the system of protected areas.

The regional planning law adopted in the year 2004, n. 11, defines the information framework as an element of the provincial plan, together with the plan document, the plan prescription and the maps. The information framework is the system of integrated knowledge and data necessary for the comprehension of spatial and territorial dynamics, required for the provincial plans.

Maps and data produced in the studies were built using the methodology and the procedures provided by the regional law, allowing to understand advantages and drawbacks of the approach chosen by the Veneto Region for data management and representation.

This paper describes the regional indications for the creation of the information framework and the integration of those prescriptions in the data management and maps making process of the preliminary studies.

The information framework is a database aimed at the systematic knowledge of demographic and socio-economic dynamics, of environmental phenomena, of physical constraints from

the sustainability perspective. In order to organize the amount of data able to describe the state of the knowledge on the territory, thematic matrices were identified. The matrices are: air, climate, soils, water, vegetation, biodiversity, population, cultural heritage, archaeological heritage, architectural heritage, human health, planning constraints. Every matrix is then composed by many information levels corresponding to thematic layers of a Geographical information system, to be acquired from existing data sources or originally constructed, depending on the specific content of the plan. The law identifies up to 100 themes that must be treated in the information framework and in the plan. The Veneto Region forced provincial administration to manage the knowledge on their territory using information techniques for data collection, data updating and maps creation which becomes a representation derived from an existing database not a primary source of information.

This kind of approach requires the definition of standards in the use and format of digital data which are not so widely used. Each thematic layer must be associated to a meta-data, a scheme necessary for the correct interpretation and use of the data which contains the following information: description, purpose, scale, source, projection, datum, validity, accuracy, type, use, dimension, geographic extension, attributes, users, author.

The format proposed for the geographical database is the shapefile, identified as a universal format and a detailed list of information to provide is available. The purpose of the regional law is to have data and plans which are composed by high quality data and which

are comparable and harmonized. On the other side the quantity and the typology of information required risk to increase the difficulty of administrations in building an information framework acceptable and updated, which is a requisite for the approval of the plan by the region.

The procedure designed by the region requires a data flux from municipalities, provinces and region in order to build a common and harmonised information framework but data often do not exist or are not usable or are difficult to obtain.

In our work we face all these issues and we underline some advantages and drawbacks of the regional methodology. During the preliminary studies, the Diap group collected a big amount of data which have been used for elaboration and for the final maps production. Data useful for understanding the main socio-economical dynamics, the settlements patterns, the morphological and environmental constraints, regarded a lot of themes on which the information framework requires to be organised and updated.

The three maps of the preliminary studies are: the Map of services at the provincial level with the localization of existing and designed strategic functions, the Map of the infrastructural system containing existing and designed infrastructures and the Map of the protection and the promotion of environments and landscapes.

For each theme of the three maps data have been acquired and updated and their respective metadata have been compiled in accordance with the regional prescriptions.

An other innovation of the law regards the way in which the maps of the plan must be prepared. The maps become the graphical representation of the

information framework. The content of the map is described, such as the graphical symbols to be used.

The Region requires to provinces the building of plans with an higher level of homogeneity and harmonisation than today, with respect to both the database implementation and the maps making process.

The declared aim is the reduction of dishomogeneity and differences between plans, increasing the use of standard formats and procedures which must be validated by the Region itself.

The risk of a too strict application of the system proposed by the regional law could be to indirectly weaken the emerging of territorial specificities, to use information mainly provided by higher level administrations, to reduce the importance of local actors and territories which could provide elements for implementing adequate projects and policies in the plan. Moreover the definition of graphical standard for each element of the maps legend can lead to the realization of very similar provincial plans, reducing the possibility of innovation in the communication process. The table represents the compulsory information to provide for every vector thematic layer in the information framework such as description, purpose, scale, source, projection, datum, validity, accuracy, type, use, dimension, geographic extension, attributes, users, author.

An Atlas as a way to approach the territories of Vicentino

Valeria Fedeli

The Atlas of territories and actors, part of the preliminary studies for the Ptcp of Vicenza, is meant as a tool to approach, get in touch with and discover, the territories composing the Province and at the same time as a way to approach one territory to another, a way to develop the spaces for inter-institutional cooperation in the field of planning among the provincial administration, the municipal administrations and relevant economical and social local actors.

Approaching territories, so far, in a double sense

On one side the Atlas has been thought as a central space for encountering territories and use this encounter 'to probe' the interpretative frame built, within an expert approach, with the technical analysis displayed in the preliminary studies. Through the Atlas, the contents produced throughout the work, has been discussed with actors able to produce, for the public role they play, representations of their territories: mayors, presidents of forms of intermunicipal cooperation, representatives of economical association and trade unions have been interviewed in order to compare their points of view with the outcomes of the analytical studies. Starting from the perception of an advanced level of maturity of the public local reflection on the processes of transformations occurring on these territories, experienced throughout the *Progetto terzo millennio*, the group of experts of Diap, charged to develop the preliminary studies has opened this space for discussion and interaction with the local context, in

order not only to improve the outcomes of this exploration, but also to contribute to launch the debate among local actors. On the other side, it has been built as a way to make territories (as social and political construct, and thus institutions and actors) closer one to each other. In which sense? In the perspective of promoting a renewed approach to interinstitutional cooperation. Several have been in fact in the last decades the attempts to promote horizontal and vertical cooperation in Italy: the majority of them have been unsuccessful. Often based on a narrow vision of decentralisation, or on a general hope in the possibility to find out homogenous areas for the efficacious functional organisation of competences and power, most of them have shown their limits in the light of new problems and processes obliterating the meaning of municipal boundaries. Most of these precarious solutions often provided in the absence of forms of cooperation based on association around problems and interests and based on the constitution of new levels of government, have shown to be unable to offer interesting answers to the crisis of the relationship among territoriality and sovereignty. This is especially the case of a reflection offered by the tool for planning assigned to an institution like the Province: an institution whose main role is that of coordination, and which as far as now, in Italy, has failed to find out forms and ways to achieve cooperation. The Atlas aims, so far, to offer materials and, at the same time, methodological suggestions, able to contribute in this search for cooperation; enlightening the existence of different forms of associations of local actors built around problems, interest, and

coalitions, it aims at proposing a different approach to this problem, able to move from a normative dimension to innovative paths of institutional innovation. With this general objective in mind, the Atlas is constituted of maps of cooperation, collections of discourses on possible relational approach, with a special focus on the field of planning, and finally of fragments of agendas: in so far it tries to develop a map of possible, eventual and existing processes of engagement of public actors around problems and opportunities, inquiring them under the light of a general question: which is the role local can play in a moment in which the territories of Vicentino are suffering not only from a crisis of the traditional production model, but also a crisis concerning the role of public and private actors at the same time of a general condition of sufferance of the territorial model? The article focuses on three different materials in order to answer this question. The role assigned by the regional legislation to territories in the field of local development public policies; the changing landscapes of local institutions and finally the solicitations to the public agendas proposed in the discourses of main economical and social actors (economical associations and trade unions, in particular). The picture sketched by these materials is a rather problematic representation. On one side the local results still central in the regional policies. There has been in the last decade a renewed investment on it, in order to encourage the formation of networks of actors able to promote projects and policies. Nevertheless the recent regional legislation recognises, as a result of processes of reterritorialisation, the fading

of the traditional economic, social and political geographies. Asking for a new definition of districts as actors of local development based on the empowerment of economical and institutional actors, at the same time, deconstructing, so far taken for granted the forms of organisation of production, the law ends with stressing the geographies of local actors. Actors which appear in general already disoriented and looking for new description of their territories able to allow the production of policies and the reproduction of economical, but also social capital. On one side the Atlas maps the stress which local institutions are undergoing. Municipalities in particular have developed a new conscience of the inefficacy of an action based on their traditional boundaries in order to solve the problems produced so far by the economical and social. They are experiencing forms of cooperation, which, though are still weak and in particular unable to move towards the field of decision-making in planning; while in general these same forms show evident limits, remaining as a matter of fact, very weak kind of ties, though felt as very engaging. Both the Unions of Municipalities and the Comunità Montane are showing this lack of consistency or strategic vision: some other forms of less institutionalised cooperation show interesting outcomes. In general we could conclude there is a spreading conscience of the necessity of cooperation but the capacity of dealing with a relational dimension of autonomy still seems far from simple to be achieved. On the other side economical and social actors declare a deep concern related to the situation: what once was conceived as a bunch of

problems to be locally solved by the local actors, is now looked at as a problematic mosaic which must be strategically faced. At the same time economical actors lament the problematicity of the context, and come back to ask for the intervention of those public actors which once they looked to with distrust, they discovered the weakness of public actors to which they have contributed to, in promoting a model of local society based on individual action and to a model of growth and development uninterested to the reproduction of public good and resources. At the end of the day, the article concludes, the Veneto laboratory and in particular the context of Vicenza seems to be exposed to a risky condition: territory and territories seem to be again at the center of the general attention. At the same time processes of deterritorialisation and reterritorialisation are stressing territories and with them actors and institutions, and the society as a whole. While consolidated geographies fade, the roles of public, and private actors, so far taken for granted, are no more clearly defined. The result is a contradictory situation, in which there's a general reduction of trust in the private solutions to problems and the search for public action seem to be widening. At the same time there's still a condition of distrust towards institution, as shown by datas of Fondazione nord-est. Institutions don't look to be able yet to respond to the call of economic actors: while majors are asked to strategically produce answers to the problematic situation, they spent their time receiving citizens looking for a job and entrepreneurs looking for resources to keep alive their activities. On the other sides, economical actors, apparently unable to

represent their problems and to find out solutions, look at institutions with great expectation, though recognising their weakness and exposure to the blackmail of the necessity to rapid solutions to urgent problems. The recent experience of a related declination of the concept of autonomy, they can count on, result in a unease position of local. Suspended among compromise and reinvention, among the fading of a myth, with its most dangerous risks of hypostatisation and, as far as now, limited capacity to renew the meaning of a season of economic development.

The plan as governance of fragmentation: the territory of the Vicenza area

Luca Romano

The problems related to planning the territory of the province of Vicenza are coloured with vaguely paradoxical tones: one of the most extraordinarily open economies of our country, in the process of selective integration with global markets, has its feet stuck in a territorial organization which in the space of just a few years shows alarming signs of wear. The basic reason for this is that the exhausting practice of widespread spontaneousness of growth gives rise to phenomena of congestion and paralysis. The history of this economic miracle is wellknown. In historical districts, such as textiles, clothing, leather tanning, gold jewellery, mechanical and ceramics, thousands of small businesses specialized in one stage of the process send one another thousands of vans, transforming roads into the assembly lines of widespread industrialization. All roads are used promiscuously, becoming carriers of urbanization to reduce the costs of parcelling out. The scattered growth of urban sprawl completes the picture of an extensive use of the territory's horizontal dimensions, which moreover has a very dense network of council and local roads, an incentive towards an anthropization which is in turn widespread. Residences and industrial sheds lead to a sort of emptying of the urban dimension, further exacerbated by positioning large shopping centres in rural areas. In years of noteworthy economic decline, with the fall of the export market for the gold, tanning and textile-clothing sectors, the mechanisms of

proliferation of building continue relentlessly, not to meet demand but due to a sort of inflationary growth of the offer: tax incentives, the search for non-depreciable assets, industrial sectors that diversify investments. In the residential sector the demand is however real: the choice of a detached or semidetached house is the expression of a culture of being close to the country and a safe asset for the savings of many families of workers. However, indiscriminate proliferation has a very high price: the 'new' production areas are located without town planning and infrastructural criteria, with extremely low fixed capital investments: often they are not sufficiently accessible and their position obliges articulated vehicles to travel through residential areas in order to reach the main road networks. Condensing of all these levels of intensity of the crisis obliges a response of high political culture, summarized in the planning intentions of the project *Vicenza in the third Millennium*. Research performed within the scope of this project has delivered three messages: respond to the crisis of localism by reinforcing the largest settlement systems than the single commune; govern the change in economy with immaterial infrastructures: training, research, networks and innovation; introduce sustainability as a criteria directed at revalorizing the territory.

To respond to the crisis of localism, the main choice of territorial politics consists in involving local authorities by dividing the territory into 'homogeneous intermunicipal districts'. Localism was not only the basis of a specific organization of the territory, but for about thirty years was a model of social regulation, of economic self-organization and of community identity.

Basically, what is proclaimed as a question of ambitious reorganization of town and territorial planning refers to a vaster plan, in which it is included, a true political and economic localization project. The local project is built with tools that are not deduced from the place but from the intentional will to create and operate a public actor for localization. In this case, the difficulty lies in the fact that the public actor capable of regulating conflictual and unsustainable uses of the territory is an objective rather than a reality.

The specific precipitate of this entire stage is found in the Preliminary document to the Ptcp which valorizes the whole of the intense path of prior research. The design that takes shape is based on a few benchmarks:

- construction of the intermediate road network grid and connection between the large European infrastructural system and the minor road network;
- actions for productive areas, in order to qualify, and reduce them in number, regulating growth with at least minimal criteria of territorial reorganization;
- a network to protect and connect non-renewable environmental resources by delimiting ecological corridors;
- organization of polycentrism without changing its nature, but also without allowing the most anarchic forms to prevail, by strengthening the most urbanized junctions with services, infrastructures and public transport systems.

The working hypothesis of entrusting the solution of the crisis of the local project to a settlement community covering a vast area able to create a 9 (Appadurai): territorial configurations as a sharing of very dynamic collective identities, with strong incoming and outgoing migratory flows. The new unit of analysis abandons all myths of the self-centred settlement that

grows through radiation and in opposition to rural.

Two tools have been outlined in the territorial plan to deal with governance of the project territories. The first consists in identifying some strong and negotiable grids for reorganization of the territory according to requalification and sustainability, with ecological corridors, landscape contexts of the Venetian villas, protective buffers along the infrastructures of higher rank, expansion of productive and commercial areas only in conditions of adequate localization and where all infrastructures can be guaranteed. The second is a conception of the project territories with variable geometries, provided with relative autonomy from settlement environments, in order to identify problem areas with institutionally shared and organized strategic objectives through Pati (intermunicipal territorial layout plans) in which both Province and Region participate. This greater flexibility also allows the regulatory criteria grids to be used without being conceived as restrictions, but adapting them with a strategy of interinstitutional negotiation in the various planning contexts. The risk of excessive pragmatism is greatly reduced by the use of Sea, which prearranges measurement protocols so that negotiation of restrictions is offset by renewable resources and by the decrease in pollution. In this way authorisations are subordinate to accreditation of a positive environmental balance sheet within the context of planning (Pati) taken as a whole.

Precautionary measures against earthquake: risk representations in the Ptcp (Provincial plan)

Antonella Manicardi,
Luca Martelli

Current legislation requires Territorial administrations to issue indications for seismic risk reduction even at urban planning level. In particular, assessment of local seismic hazard is required and the latter must take into account both geological and morphological considerations.

The seismic hazard of a given area depends not only on the type, dimensions and depth of the seismic sources, energy and frequency of earthquakes, but also on the terrain and type of land forms; some types of deposits and morphologies may favour amplification of seismic movement on the surface and effects such as subsidence, landslides, liquefaction or densification ('local effects').

Territorial seismic zonation based on such effects constitutes an effective seismic risk reduction tool, especially when adopted right from the earliest urban planning stages; it enables us to identify low-risk areas, establish which more detailed surveys and tests are required and outline permissible interventions, both in urbanized areas and in areas earmarked for potential urban development.

In order to make such maps available right from preliminary planning stages, Emilia-Romagna Region proposed a quick and cost-effective method for the description of local seismic hazard to a provincial scale. The first mapping level produces cognitive geothematic maps. A subsequent elaboration enables us to compile maps based on expected local effects; these can be used to inform planning choices and to define measures to

be taken to reduce seismic hazard, in line with current regulations governing both urban planning and works planning and design. The territorial knowledge available to us today thanks to geological maps and the relative databases, geological surveys produced for planning tools, topographic maps and digital terrain models, enables us to quickly characterize those geological and morphological elements of a territory which, in the event of an earthquake, might determine 'local effects'.

Availing of Gis technology, we are able to quickly and cost-effectively produce maps of areas subject to local effects.

- based on geological maps, mostly compiled using the criteria of lithostratigraphy, maps of outcropping lithotypes are produced.

- based on the lithological map, by selecting and including the relevant deposits we can obtain a map of deposits susceptible to local effects.

- using detailed topographic maps we can identify morphological elements of interest; selecting land forms is undoubtedly quicker when we avail of a digital terrain model to a suitable scale; based on the digital terrain model, Gis can be used to produce a slope map.

- the final cartography of areas susceptible to local effects, therefore summarises both the map of deposits and that of morphological elements
- Since the subsoil of alluvial plains may contain non-outcropping geological elements which nonetheless have the potential to alter seismic movement on the surface, it may be necessary to compile a map of buried geological elements).

These maps are useful for planning since they identify territorial characteristics which might determine "local effects". Nonetheless,

as can be deduced from the legend, interpreting them also requires a certain knowledge of geological matters. Moreover, because local seismic hazard within the Apennine chain may be due to lithological and morphological factors, litho-morphological combinations with the potential to determine "local effects" are more numerous than the various classes identified. However, from analysis of these combinations we can deduce that the same effects can be expected in a number of cases; it is therefore possible to include these combinations based on the expected effects. In this way we obtain a simpler cartography which can be more readily used inasmuch as it summarizes surface and subsurface data in one map, with a lower number of classes and does not require specific geological expertise.

It is important to stress that this is not a seismic microzonation map since it is based on qualitative information and not on quantitative surveys and assessments of the behaviour of terrain in the event of an earthquake. Nonetheless, it constitutes a fundamental level of preparatory knowledge since, by identifying areas of differing seismic hazard, it provides indications for the localization and type of tests and surveys to be carried out for seismic microzonation; in this regard, it constitutes the first level of study for seismic microzonation.

Moreover, since it is derived from large-scale data, this cartography is considered useful for planning at a sovramunicipal scale. On a municipal scale, the data available may not enable the automatic elaboration of a fully documented, reliable map. At a municipal planning level, more in-depth studies must therefore verify the actual presence and extent of conditions with the potential

to determine local effects. This cartography also enables us to provide indications on measures required for the assessment of local seismic response at the planning and realization stages of works.

Lastly, it can improve the elaboration of damage scenarios for emergency planning (civil protection plans) since it allows us to consider the distribution of the effects, also taking into account the physical characteristics of the territory

Cambridge Futures: a referendum on sustainability

*Augusto Mercandino,
Francesca Cassaro*

In 1996 an independent association, made up of business people, politicians, local government administrators, professionals and academics, established a study group called Cambridge futures. Its object was to understand what kind of environment the people of Cambridge would like to live in over the following 50 years. Cambridge is a sub-regional centre, which, for reasons of employment, shopping or tourism, attracts a large number of people from a very extensive reservoir of potential users. The city's economy is based on knowledge, the rapidly expanding nature of which necessitates continual adjustment to constant transformations. Over the last fifty years Cambridge has been strictly administered in accordance with a policy aimed at preserving its character as a university town situated in a rural context. This has taken the form of the strictest possible limitation of urban growth and the preservation of a green belt within which no form of development has been permitted. As a consequence, a large number of the working people have been obliged to reside outside the green belt in isolated settlements necessitating the use of a car to access the city. Moreover, the isolation of Cambridge has been reinforced by the presence of a network of motorways designed to keep traffic out of the city, a solution that has led to a considerable amount of traffic congestion, a growth in property prices, pollution and various forms of social segregation. Cambridge futures focused on the area called CambsTec, an area that

includes south and east Cambridgeshire and Huntingdonshire as well as the city of Cambridge itself. The group produced 7 planning proposals, that were identified as follows:

- Minimum Growth, the objective of which was to preserve the existing state of affairs, preventing any substantial change to the city and its surrounding areas;
- Densification, the objective of which was to concentrate development where demand was highest (the city centre);
- Necklace development, the objective of which was to preserve the city and the surrounding areas, though permitting a limited amount of development in the form of small settlements outside the city;
- Green swap, the objective of which was to allow the development of a certain number of settlements within the green belt in exchange for the recovery of certain agricultural areas in the surrounding region;
- Transport links, the objective of which was to preserve the existing state of affairs in the city and surrounding areas, preventing any substantial change by way of improving the transport network;
- Virtual highway, the objective of which was to realise an effective network of electronic communication capable of minimising the effects of commuting;
- New town, the objective of which was to concentrate all new settlement in a single, new urban development situated outside the green belt.

The methodology

In general terms, the common objective of the proposals was to integrate a sustainable development of the city with its traditional functions. In any case, the solutions reflected the theory of the 'garden city' and the Abercrombie plan for Greater London. The seven alternatives were

evaluated dynamically, with reference to a set of future planning prospects fixed at intervals of 5 years (from 2001 to 2050) and making use of two models called Mentor and Saturn. The examination of the results provided by the models, compared in terms of economic efficiency, social equity and environmental quality, made it possible to evaluate each proposal.

So far as economic efficiency is concerned, the results included an index of the cost of living, in respect of the type of family, and an index of the cost of production, in respect of the type of industry. In this way it was possible to classify the proposals in terms of the level of the production costs of the activities that constituted the economic base of Cambridge. So far as social equity is concerned, the model identified the location of settlement in terms of socioeconomic group, thereby furnishing an index that measured social segregation. Preference was accorded to policies that produced less segregation, with special attention being paid to those that increased the quality of the settlements. Finally, in regard to environmental quality, some simulations were effected evaluating the energy consumption and the pollution produced by transport. To these were added more subjective evaluations of the results in terms of the availability of open space, security and bio-diversity. On the basis of these major criteria each proposal was assigned a numerical score which summed up its sustainability.

The involvement of the residents

As indicated above, the inhabitants were involved in the evaluation of the proposals. To this end Cambridge futures produced a pamphlet, a travelling exhibition and a

video which, in accordance with the various planning hypotheses, showed simulations of the possible future transformations of Cambridge. Visitors to the exhibition were able to express their own preferences, completing a questionnaire. A total of 650 people responded. The results of this initiative made it possible to identify certain constants, bringing to light the overall attitude, or the inclinations, of the majority of the population. In general, the public expressed an unexpected orientation in favour of the hypotheses proposing growth as well as a marked preference for public transport. At the same time it rejected the idea of indiscriminate growth. The opinions expressed can be summarised as follows: minimal desire to maintain things as they stood. The Minimum growth and Necklace development proposals met with very little support.

Widespread agreement on principles. There was a very high level of agreement in relation to the planning of the region. Improve public transport. The transport links proposal won more support than any other. Reduce traffic to the minimum. The most sorely felt problem was traffic congestion. The proposals that envisaged reducing it were preferred over those that would not have any impact in this respect. On the other hand, there was also a moderate degree of support for the two proposals that offered alternative solutions to the problem. Quality of life. A clear preference was expressed for those proposals that privileged the quality of life: the people that lived in the city preferred the proposal to develop the green belt while those that lived outside the city preferred the proposal to promote higher density living in the city. The New Towns

proposal met with much less support from people living in the areas where the new residential settlements were to be placed. Support for competitiveness and economic growth. Although not being perceived as a priority as important as the reduction of traffic, the respondents were in agreement that prosperity and economic growth should be encouraged. The proposals that could result in a reduction in competitiveness did not receive support.

The point of view of the residents

The respondents to the questionnaire expressed the desire for a balanced growth in Cambridge and in the region. The consultative process brought to light a preference for a planning strategy that aimed at the growth of Cambridge as well as growth outside the city, to be based on networks of public transport and capable of satisfying the future needs of the inhabitants. In particular, so far as the seven proposals are concerned, the consultative process produced the following results:

Minimum growth. Only 16% of the respondents expressed support for this proposal, advanced in terms of providing protection for the city from congestion on the access roads and from stagnation in the region. Densification. Like the green swap proposal, the proposal for higher density living in the city involved a stabilisation in the cost of living and the promotion of prosperity in the region. The growth in house prices, then, was of great importance and the respondents showed that they viewed favourably a development in which demand was higher but in which, at the same time, there was a guarantee of a higher quality of life. Necklace development. This strategy, which was the one

in place at the time, was the least popular. This leads to the conclusion that the respondents agreed that things could not continue as they stood and that new policies were necessary to reduce traffic congestion without renouncing increasing prosperity in the region.

Green swap. The component of the respondents that expressed itself in favour of this proposal was slightly smaller than the component that expressed itself against it. It is interesting to note that these differences were independent of the location in which the respondents lived. In spite of the fact that this proposal involved an increase in traffic congestion, 42% of respondents expressed a preference for it in that it also involved a diminution in the cost of living.

Transport links. This was the most popular proposal (preferred by 78% of the respondents). This proposal would lead to a reduction in the use of cars, thereby reducing traffic congestion and pollution. It would also result in an improvement in the quality of life within the city as well as in the surrounding areas.

Virtual highway. The component of the respondents that expressed itself in favour of this proposal was slightly larger than the component that expressed itself against it. The majority of the respondents showed itself to be undecided about it. This leads to the conclusion that the respondents did not fully understand the proposal. It was supported because of the fact that it would contribute to reducing traffic congestion.

New Town. This proposal was favoured by 28% of the respondents. It was received very unfavourably by those people who lived in the area where the proposed new settlements were to be placed.

Evidently, the substantial

increase in the amount of traffic that such a solution would imply had the effect of inducing a large number of the respondents to reject it. Nonetheless, a certain number of people favoured it because it would make available lower cost housing in the new settlements.

Finally, in regard to the objectives, the consultative process produced the following results:

Public transport. 86% of the respondents agreed that it would be better to invest in public transport rather than in the road network.

Social equilibrium. 81% of the respondents expressed the opinion that it was not desirable that only high-income earners were able to live in the city. This group was concerned about the growing cost of houses and its consequences on social equilibrium.

The growth of high-tech industry. 78% of the respondents agreed that high-tech industry should be encouraged.

Tolls. 59% of the respondents agreed that commuters should pay a toll to enter the city. By the same token, they expressed the view that, if the objective was to reduce traffic congestion, such a measure should be accompanied by efficient alternatives in the form of public transport.

Widening the motorway. 52% of the respondents agreed that the A14 should be widened. Here too it is evident that the key concern was traffic congestion, with some people believing that new roads could reduce the problem.

The growth of Cambridge. 47% of the respondents expressed the view that an increase in the number of inhabitants would be advantageous. On the other hand, more than half was either un-decided or thought that Cambridge should incorporate new inhabitants by way of both higher density living and territorial expansion.

Renunciation of part of the green belt. 41% of the respondents expressed the opinion that part of the green belt could be used for further development. Some people expressing strong disapproval and others favouring the Green swap option.

Preserve Cambridge in its existing state. Only 18% of the respondents expressed the view that Cambridge and its surrounding areas should be left in their existing state. The bulk of the respondents did not accept this position.

Conclusions

On the basis of these considerations the County council produced a preliminary plan. This took into consideration a certain number of the options laid out in the study, drawing out from them a further set of carefully developed options, including higher density living, an environmentally sustainable, an incursion into the green belt, a new settlement and the promotion of the development of commercial "corridors" well-served by public transport. The preliminary plan, which was under-pinned by a planning process in favour of sustainability, constituted an initiative that was highly innovative, thanks, in particular, to the nature of the followed procedure. In fact, the work groups applied a methodology which, unfolded in the following way: they put forward a range of planning alternatives, 'playing' with creativity and programming, evaluated, in respect of each alternative, the overall costs, analysed the costs in relation to needs, and, finally, adopted solutions with the highest added-value, fixing the objective of maximising performance and reducing 'unnecessary costs'.

Strategic plans: risks and critical issues

Francesco Gastaldi

According to a survey recently promoted by Censis-Rur, there are about 70 strategic planning projects currently under way in Italy, being at different stage of development. These figures represent a surprisingly data, even for the most attentive observers of this new form of territory governance, who would have never imagined such a widespread and rapid diffusion over the last few years. Such diffusion could be a positive sign if it stood for, for each area involved, a greater consciousness on the territory potential and on the different possible pathways of future development. Unfortunately, this is not the standard situation currently taking place in Italy: if we carefully analyse case by case all the projects under way, we can find out that homologations, imitations and quite limiting interpretations are prevailing.

Diffusion

The diffusion of strategic planning practices can be considered as a 'heritage' of the increasing attention generally paid to local development typical of the last decade. This phenomenon is the result of the new role played by local actors in building their own destiny, being conscious that the challenge launched by international globalisation and competitiveness can be won only sharing as much as possible a guiding ideal aiming at a common and harmonious development, resulting from self-reflection on the potential as well as the resources a given area can count on.

Turin, a pioneer city, whose experience was inspired by other European cities, followed and implemented a pathway marked by a strong territory marketing. Turin

has already designed a second strategic planning project. Other cities, such as Rome and Trieste, gave up their projects while La Spezia, Trento and Piacenza started a new 'thinking phase'. Innovative experiments are now carried out in Florence, Pesaro, Jesi and Verona, while some big cities in Southern Italy, such as Naples, Bari, Messina and Cagliari have recently started to develop their own pathway. Strategic plans often aim at creating new forms of collaboration and new methods of territory governance, affecting local governments as well as metropolitan areas: it also attempts to overcome the traditional administrative constraints in a perspective of integration of sector actions within an overall and coherent programmatic frame. In some cases the Province play a role especially active in elaborating and developing the plan (as in the case of the Province of Milan).

Critical issues on existing experiences

Having set these premises, we are now attempting to point out some considerations, especially stressing the risks, the critical issues and dangers that are often linked to some aspects especially recurring in those strategic planning processes activated in Italy. We analyse now the main critical issues.

Elaborating without innovating

By analysing the experiences currently under way in Italy, it is evident how the formulation of addressing lines/lines of action is not up to the innovation expectations that the projects themselves tend to promote. The projects, not often resulting from concerted decisions, could merely end up in a 'sum' of single projects, often fragmentary and heterogeneous, not

ascribable to a recognizable and coherent strategy. Sometimes, strategic plans act as catalyzers of existing projects (previous or currently under way initiatives) and only in a few case the guiding ideas are really innovative.

Sometimes the strategic plans merely end up in marketing and communication operations aimed at a sterile search for consensus, thus boiling down to generic and scarcely selective documents, lacking in the necessary scientific investigation and not tied to actual decision-making procedures (current or future) or to actually implementable future planning schemes. Some strategic plans seem to be very far from reality, both for the financial possibilities available as well as for the planning scheme at other levels of territory governance.

Too ambitious processes
I had already clarified how strategic planning generates great expectations, being sometimes considered as a solution for all existing problematic issues.

Strategic planning results sometimes too ambitious if compared to what can be actually done because it scarcely take into account the real resources available (not only financial resources). Too ambitious plans for territories not able to acknowledge them properly, or plans too distant from a territory's reality are a prelude to insuccess. A strategic plan should be deeply rooted in available resources and be in tune with the existing projects (at various stages of definitions), not to run into failure and resistance.

Weak diagnostic and territory examination phase

To be effective, a strategic plan must stake on the unexpressed local potential, not yet or not adequately enhanced. These potentialities could be environmental or territory

resources, local cultures or development ideas, knowledge or abilities that are often latent and that must be therefore activated and developed. The issue in the promoting policies often lies in identifying such potentialities, in finding the reasons for their missed expression and in choosing where to address them. In order to recognize the peculiarities a given territory can count on within a competitive frame, it is therefore essential a careful territory examination. In order to make the resources usable, it is necessary to make them interact with local or market needs, to support those activities that are spread and dispersed throughout the territory, to integrate internal investments and weak production systems through external funding.

Search for

'ready to use' solutions

Strategic planning does not come from specific prescriptions: this leads to a proliferation of different experiences, pathways, interpretations and methods of approach: every single local case should elaborate a peculiar line of development, as much as possible targeted and coherent to the social-economic and political-institutional features of the area involved. In Italy instead, especially in the most recent cases, quite standardised procedures are now prevailing.

The increased number of manuals and "guidelines" on strategic planning do not allow us to be optimistic. On the other hand there is an undeniable trend in local governance bodies to ask for 'ready to use solutions', thus risking to change strategic planning into a sterile mechanism, reduced to some necessary formal duties' fulfillment. The population's involvement is then just a rhetorical expedient to legitimate decisions and choices already made elsewhere.

Overextended times of definition

In a previous contribution, I had already argued how concertation stress and fatigue are bitter enemies of bottom-up territory promotion policies. Furthermore a special attention must be paid not to extend too much times and ways of building up forums and concertation meetings. It is then essential to avoid the dispersion of a certain 'propulsive' drive, the 'glue' that keeps actors joined one another, the enthusiasm that generally follows start-up phases. An uncertain situation must not lead to difficulties or frustrations in the involved subjects (generally a vast and heterogeneous audience of actors), thus resulting in giving up and renouncement in a process that should produce fundamental and motivated choices, deeply rooted in the territory. In order to add confidence and credibility to the decision-making process, short term results, even the simplest, are needed.

Sterile participation mechanisms

A further critical issue lies in a possible hegemony in strategic planning process by lobbies or strong local subjects. This could lead to a 'fake' participation by legitimate and weak actors in favour of hegemonic and non pluralist subjects. If participation mechanisms are not so fertile and widespread, decisions and objectives can be legitimated in improper sites or, even worse, imposed by strong economic actors or partisan interests. It is very difficult for a strategic plan to take into account also opinions of weaker parties and of all the different social situations that can be found in a city or a territory. It is natural, in multilateral decision-making processes, that strong subjects prevail, it is at least necessary to avoid the implementation of

strategy falsely concerted and unanimous just for rhetoric and appearance.

Conclusions

Strategic planning is risking today to be 'artificially' funded, thus becoming 'codified', or, even worse, imposed by law. A strategic plan must instead be the result of reflections on a territory's features by local subjects. The plan should help to unveil existing potentialities and resources that are not yet identified, changing them into economic activities. The strategic planning building phase should be an occasion of institutional learning, a chance that can generate other initiatives. If these premises are lacking, we risk to run into fake and meaningless consulting and concerting sessions, thus leading to necessarily unsuccessful development strategies. Furthermore, since the plan creates a great expectation, in case of failure, it can trigger a chain reaction, making local policies less credible.

Strategic planning and governance/government of the territory

Simone Ombuen

The progressive diffusion in Italy of practices of strategic planning, on its way in great and averages city of the northern and central Italy from the end of the years '90, have produced a remarkable debate, both in the world of whom practises the urbanistic planning and among the experts of politics of development of the territory.

The importation of conceptual models from the anglosaxon world has produced some confusion on the same sense of the diction 'strategic planning'. The English meaning of the expression is in facts partially different from the Italian *pianificazione* (*urbanistica*), which have a mostly correct translation in urban design, while the term planning is more near to the Italian term of *programmazione*.

It goes considered however that, also modifying the Italian denomination of the practical one in strategic programming (that is finalized to specific and important objectives) remain however several complex relations between this and the activities of urban planning. It is for this partial semantic shifting that some witnesses of law of the greater Italian regions has gradually inserted 'the strategic' attribute, reporting it to the planning of structural level.

Also sharing the general judgment that attributes great importance to the strategic planning, it marks it however the great differences that notice between this and the structural planning. Like already authoritatively supported (Avarelo, Piroddi), 'the strategic' attribute is suitable better, very to see, to practical of transformation concerted between private and public

sectors, who in years '90 has given body to the season of the complex programs, that is to the cases better than the neotiated programming territorial and of programming for local development, rather than to the structural planning, species if to this the value of 'fondativa description' is attributed.

The answer to the dilemma if to more attribute strategic valence to the structural member, that is that operating one of the planning, is contained in the assumption of a different intellectual perspective. It is conceptually wrong to try to attribute strategic valence to a single one of the two members who the 'urbanistic reforming policy' has by now for a long time indicated like the more corrected model for the territorial and urban planning.

On the contrary, the contents, the operating abilities and the relational qualities that characterize in particularly meaningful way the strategic planning, rectius strategic programming, are just the elements that lack in the traditional urbanistic-territorial planning, above all in assuming the amplitude and the variety of registry keys that they correspond to the concept of 'governance/government of the territory'.

Although the large one to speak that of ago, the activities of government of the territory are of fact (and unfortunately) little practiced from the majority of the political class that of the administrative staff of the territorial agencies. To govern the territory means to face new problems every day, to put in issue the own knowledge and identity, to study and to learn continuously, to converse with wide groups, to construct consent, to know to say yes and not in argued and convincing competent way, and never

give for discounted the own convictions.

The present time instead is crowded, not only of persistent zonings with exclusively building purposes, but also of operative plans totally predetermines and incapable to define regimes of competition among private subjects to increase the resources quota to dedicate to the production of the public assets. And of conceived 'structural' plans designed with such meticulous detail to often turn out much more rigid of the Prg that have replaced, and able to strangle the indispensable autonomy of the operative plan.

And, at last, of strategic plans in which is possible to meet crowdly alarms to you for a contemporarity perceived like unknown and threatening, but also cognitive pictures unable to complete deepened prospectings of the resources (of those human's) that they characterize the local contexts. And without an understanding of the 'points of strength' the transformation necessary in order to pick new opportunity is always impossible.

The extreme variety of the experiences is to demonstrate that of fact an only relationship between the various shapes of planning doesn't exist, but that all serve indispensably to build up the government of the territory. Therefore a structural outline of along period, indispensable to clarify the ties between the essential resources presents, and evidencing their availability, to which eventually couple expectations of development and transformation. And so also the formation of an agenda of the greater strategic options shared from the greater number (and the more important) stakeholders that they characterize the local

milieu. And at last operative instruments flexible and express, in a position to give back to the urban planning management the effectiveness and the conviction that are indispensable bases of the credibility of the public action.

If these reasonings turn out convincing, it would have some to derive that the insertion of the strategic modality to flank of that structural one and that operative one is an essential task of whichever engagement of writing of one new law picture for the government of the territory. Above all because just the strategic modality is the carrier of the strongest requests than selectivity and effectiveness, and of a stronger anchorage to the shared will of the subjects. From a certain point of view the fact that the strategic planning, been born like a voluntary activity, does not have a prefixed legal frame can be a great good, species in a country in which the legislator is plagued from normative excess, and expects to exactly fix by law the behaviors of all, rather than to limit to shield the operativity and the effectiveness of the guarantee rules that must be valid for all.

Also the fact that the tries to introduce criteria of operativity and effectiveness in the legislation must be testifies nearly only from the awkward ones today and unconstitutional apparatuses of the Law-objective I find it personally unrepresentable, and symptom of one authentic total immaturity of the country to undertake the way towards the modernization that is claimed as a general objective towards which to move the active forces of the country.

Sustainability and urban form

Anna Laura Palazzo

Among the various operational transcriptions of sustainability, those based on 'time' as a conceptual basis of analysis, are increasingly focusing on two main aspects: land use regulations and regeneration of resources, which are supposed to "meet the needs of the present without compromising the ability of future generations to meet their own needs" ; on the other hand, those carrying the integration of the ecological principles into a different organization of spatial settlement patterns seem to overcome the idea of planning as a mere question of an a priori definition of rules. The second line of analysis encompasses several theoretical and empirical experiences coming from the anglosaxon planning tradition, conceived mostly in the direction of a performative correlation between 'sustainability' and 'urban form'.

What seems remarkable, in contrast with the past, is that these institutional policies are being progressively accepted also by the developers. This is what emerges from the well-known Report of the urban task force of the *United Kingdom, towards an urban Renaissance*, and from another document, called *Liveable Neighbourhoods*, which is about the experience of the Western Australia government, that stress the importance of the relation between urban regeneration and social responsible practices, also in the sense of a deeper environmental awareness in collective behaviours. Similar considerations come also from the US. According to smart growth, empirical comparisons between different US metropolitan areas (Msas) show the

increasing (socioeconomical) unsustainability of urban sprawl as the main form of socio-spatial settlement. *Future forms and design for sustainable cities*, a recent book referring cases from the Far east, United States and central Europe, offers a rich analysis of different approaches to 'urban form'. Starting from a great variety of situations and approaches, the book stresses some remarkable issues related on the one hand, to the topics of 'urban intensity' (understood as functional mix and density superior to critical thresholds), and on the other hand, to the topic of 'optimisation' of urban performances. Uncertainty due to social practices and individual behaviours is now analysed with simulation programmes, that are much less deterministic than cybernetic models in vogue in the last decades. What kind of operational suggestions emerge from such a renovated attention to 'urban form' for the Italian debate, generally concerned with the effectiveness of planning? According to last Census (2001), more than 80% of italian population live in communities with more than 5.000 inhabitants. This new 'urban countryside' shows little possibilities of converting itself into a kind of denser or more compact settlement space. Starting from these assumptions, a sustainable Agenda for our territories has to deal with the complexity of a more coherent coordination between different urban policies acting at different scales. Some concerns coming from the already mentioned reports point out the image of the 'city-region', partly intended as a legacy of the systemic approach. At the district and regional scale, since the Greater London plan (1944), the most interesting experiences

suggest significant correlations between 'form' and 'structure'. Current planning experiences use ideograms and drafts to put in evidence the general urban framework, in order to emphasise the 'structure' and make it perceivable and usable.

Nevertheless, form has an explicit relation both with 'feature' and 'size' of urban settlement spaces, such as in the conception of greenbelts attempting to limit the urban growth of metropolitan regions, or of wedges between self-sufficient clustered cells of urbanism as to specific urban equipments.

In Italy, through the increasing application of Master planning and the affirmation of local Agenda 21 governance processes, the notion of 'urban form' is putting in evidence significant environmental issues, such as ecological networks. Urban countryside can be an appropriate fieldwork for subsidizing 'top-down' compulsory policies of implementation of the main ecological networks, with the help of 'bottom-up' practices regarding local connections, related to private action.

In Northern Europe, where 'urban form' is intended as a transcalar concept intersecting the regional as well as the architectural scale, new experiences in energy-saving policies are involving a deep adjustment in architectural and planning languages. At the urban scale, the anglo-saxon tradition of 'neighbourhood planning' remains largely concerned in 'quality' and 'size'.

In conclusion, a 'weak' approach to sustainability, connected with the notion of 'urban form', can improve the performances of spatial settlements by means of policies, practices and actions whose evident effectiveness can give partial but tangible evaluations and audits,

rather than global, intergenerational and abstract objectives. If the challenge in urban design theory and practice is open, an idea of governance more coherent with these assumptions needs to be open and flexible too.