



**Urbanistica n. 134**  
September-December 2007

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

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## Planning the risk

Paolo Avarello

There are risks, to which most of the Italian territory is exposed, that cannot be avoided. However, one could try to minimize their effects by reducing the damages that they can provoke. This could be done by knowing the territory better, finding out the critical points, the escape paths and the safe places. In addition, it can be achieved by selecting those buildings and infrastructures which security must be guaranteed. It is a must, but not an easy one to accomplish: in fact, how could a mayor select which buildings to save and which other ones to leave to their destiny? Moreover, with which resources? However, resources appear miraculously after 'adversities'. Therefore, they nourish the rhetoric of the 'great opportunity' to 'foster' the development in the affected area and, sometimes, they encourage 'questionable' aspirations. If we calculated the present value of costs of not preserving the territory, we would clearly figure how investing in maintenance is in fact a convenient deal. Thinking of - and inducing the thought of - potential disasters may sound unpleasant. That is way the medias cover the topic only after they have happened. However, we could work at making difficult choices less difficult by implementing public awareness policies, as a few 'small-scale' experiences show. Knowing the territory is a fundamental condition for any possible provision aimed to reduce or eliminate risks. Public awareness of risks is fundamental condition to share any prevention goals, while making costs and necessary choices on investment targets more acceptable. In Italy, there are laws, of

course. They are usually contradictory, seldom up to date (particularly so at the level of new autonomous administrations, at the regional and local scale), hardly ever adequately financed but very detailed regarding administrative procedures. Our French 'cousins' make fun of us by saying that when Italians have a problem they make a new law (instead of solving the problem, that is). There are risks that could be possibly avoided or reduced, in any case, in terms of frequency and magnitude. This is the case of hydraulic and hydro-geological risk, to which some 70% of Italian municipalities are potential victims. There are laws in this specific field, too. One of them (L. 183/89) introduces the 'valley plans' and related authorities, another one (Dpr 18/7/95) is the deriving 'implementation guidance act', another is the so-called, 'Sarno' decree, and other ones should protect the water bearing strata. The Law 183/89 was welcomed with great consideration, also by planners, as a way to overcome the prevailing 'hydraulic' attitude and achieve a new vision, if not a holistic one at least one more careful for territory, populations, administrations. What has this law produced? Few years ago, a study of the Senate has indicated a negative evaluation of its (in fact omitted) implementation. This negative evaluation has produced no follow up, though, apart from the 'Sarno' decree, the outcome of an 'emergency' which, however, does not seem to be able to solve fundamental, institutional and substantial problems. Issues about risks do not seem to enjoy adequate attention by 'political decision makers', neither State ones, nor Regional

ones, nor local ones; in any case, not enough to actually deal with the functionality of the responsible bodies and institutions or with the organization of a system able to control, preserve and manage waters. There are more risks that can be avoided, apart from the inevitable residual percentage of risk, due to fatality. They are the risks deriving or related to human activities, particularly those related to industrial production and caused by not-knowing, or rather negligence, more or less culpable and, sometimes, criminal. The 'industrial areas under risk of relevant accident' (as for the Seveso I and II decrees) that have actually been singled out are still few: they are the tip of the iceberg, only. It is also for this reason that in only few cases there have been earnest actions not only to formally follow the legal rules but also to actually reduce risk factors. In the mean time, conflicts between administrations, at different levels, as well as between more or less 'organized' citizens and their administrators flourish about degasifiers, refuse incinerators, polluting or hazard material disposal sites (but also common garbage collection sites), etc., which enjoy the highlight of the medias, at least for a few days. More or less the same way it happens when 'real estate scandals' are at stake, provided that they are adequately 'visible'. In the mean time, land erosion, corruption and (useless) consumption continue almost everywhere in silence. From illegal waste disposal sites to car accidents, to summer fires, etc., when the public opinion gets shocked, the political reaction is aggravating the punishments: for 'criminals' that will never be identified or, if they are, would be able to escape judgement, and that unlikely will actually

undergo any term of punishment. In Italy, we can count on several laws, but who cares about the 'health' of the territory and the safety of the citizens? We would like to be able to say that urban planning does it. Nevertheless, how frequently is this subject recurring in the urban plans that in fact are produced? How frequently is it considered in the scientific and cultural debate of the planners?

## Seismic risk and urban planning process: towards the integration

Irene Cremonini,  
Adriana Galderisi

The attention paid to the prevention and mitigation of natural risks in the international context since the Nineties has reinforced the awareness of the central role that land use planning choices play, either as 'factors' of potential amplification of risk or as an 'opportunity' for effective prevention and mitigation. The rules are, however, mostly sectorial, and the focus is on single hazards while the attention to other risk factors (exposure and vulnerability) is scarce. During the last years, however, the evolution towards the expression of seismic European and national rules relating to performance has come about. Furthermore, the necessity of the integration of environmental assessment into plans and programs was identified and ratified by the European directive 42/01 on the Strategic environmental assessment. In Italy, the central role of sustainability in the most recent regional urban planning laws and the specific reference to the actions to be taken for risk reduction in the *Strategia di azione ambientale per lo sviluppo sostenibile* lay the ground for an efficient integration of the risk analysis in the processes of the territorial government. A recent proposal of the national law on the principles for territory government includes relevant references so as to carry out planning in view of preventing natural and anthropical risks. An important contribution towards the integration was given by some recent research projects: the Project Interreg III B Sisma (System integrated for security management

activities 2004-07) and the National research program (Prin) *The safeguarding of historical and cultural values, along with the landscape in the Italian seismic zones* (2002-04). Both projects pay particular attention to the prevention and mitigation of seismic risk in the historical centres. The projects have the common objective of reinforcing the connection between the expert knowledge in the field of risk analysis and urban planning as well as the awareness in the local authorities, in charge of land use planning at different scales, on the relationship between urban and territorial planning choices and their consequences on risk conditions. They order and clarify the methods and techniques for the knowledge, evaluation, prevention and mitigation of seismic risk, even by means of experimental applications on many case-studies. Only few case-studies have been selected for a detailed presentation, based on their representative characteristics such as: dimension, geographical position and institutional features. Another reason for this choice is that the selected case studies include a synthetic risk assessment. Both projects underline an integrated disciplinary approach, focusing on the systemic characteristics of risk. They also provide a 'revision' of the methods and techniques for seismic risk analysis, favour their integration in the land use planning processes. One of the main results of these projects regard the methods and techniques for the fast study of buildings' seismic vulnerability both as regards the average vulnerability of single buildings and the structural interactions between buildings (induced vulnerability). Particular attention has been paid to the possible

influences induced by the features of subsoil modified by a long period of anthropical use (for example: tunnels, cavities, foundation of urban walls, transferred soil, covered canals and channels) on the vulnerability of single buildings and aggregates and to the network services vulnerability. One of the most important results of the projects is the progress on the systemic vulnerability studies which have not been very well consolidated until now. These studies consider the city as a spatial and functional complex system, looking at its comprehensive behaviour with respect to hazardous events, such as earthquakes. The projects propose three different ways of analysis and evaluation which are likely to be integrated into future projects. The first focuses on the tendency of the most important functional systems for urban quality and for facing emergency to lose their structure and organisation and to reduce their performances after a catastrophic event. The second refers to the capability of the city to face emergency, providing safety spaces, services and performance suitable to the community's necessities. The third focuses on the 'minimal urban structure', meaning the togetherness of spaces which ensure the connections between the strategical functions and the urban fabric. The projects also revise the methodologies and techniques for risk evaluations. Until now these techniques have been focused on 'quantifying' the expected damage expressed through synthetic indexes (economic costs, victims, etc.), taking into account only the physical vulnerability. These estimates are not very effective in guiding land use planning choices towards risk mitigation and

are not very useful for the evaluation of the effects of policies and actions on risk conditions. The case studies show actions of risk reduction implemented through land use planning. They also provide complementary building and urban rules. The case studies underline the necessity for urban choices to be coherent with vulnerability analyses. The results of the projects are still to be perfected and developed, but they already provide parameters and procedures to evaluate territorial and urban risk in a fast way, even though only partially quantitative. Parameters and procedures could even today support the implementation of risk assessment within the Strategic environmental assessments of programmes and plans. The progress of risk analysis methods on an urban scale could and should in any case find further acknowledgement in the rules and regulations. A closer link should be created between the seismic technical rules and regulations and the 'laws of principles' which give power to the local councils. The role of planning (and of related studies) in overcoming sectorial approaches and involving local communities, up until now marginalized, in decision-making processes, should be recognised too.

## Risk, prevention and urban planning

Adriana Galderisi,  
Scira Menoni

An analysis of the European situation shows a persisting gap between scientific achievements in the field of natural hazards and their implementation in current land use plans. Two obstacles can be mentioned in particular: the lack of communication among experts of different disciplines including urban planners, and the difficulties in moving from reactive to pro-active policies. Looking at ways to overcome those problems, the Eu funded Armonia project aimed at connecting experts with various backgrounds, achieving some interesting results: a state of art of current planning practices in hazardous zones in some European countries; a method to link risk assessment to land use and location choices, applied on the Arno river basin, selected as the project test area.

### *State of the art in Europe*

Although the need to consider land use planning as a fundamental component of non structural prevention measures has been widely recognised by scholars and by international agencies, in most European countries natural risks are still emergency driven and fully appreciated only in the aftermath of a disaster. The approach to risks is sectoral and focused mostly on hazards characteristics, rather than being multirisk and attentive to vulnerability issues, that are so relevant not only to determine communities' response but also because they must be the core concern of planners, who have limited capacities to intervene on the hazard itself while influencing the way settlements are developed and organised.

Furthermore, while participation has been increasingly called to support cities growth, transformation and management decisions, it is surprisingly absent when risk is the concern. Nonetheless, the whole blame cannot be put on planners only: analyses provided by scientists often lack crucial information to make sound land use decisions. First, as already mentioned, scientists are still too focused on hazard analysis, aimed at supporting structural rather than non structural measures; second, once exposure is considered, a linear relation between hazard, exposure and damage is assumed without any reference to how differential vulnerability conditions may alter this assumption. Third, once damage assessment is provided, it is in the form of a too synthetic index, as monetary cost or human losses, that are hard to translate into plans, determining the intensity, type and spatial organisation of land uses. Sectoral plans are the only arena where scientific risk analyses and planning actually meet: an example is provided by the Italian watershed plan, the limitations of which, particularly when norms prescribed at the river basin level must be implemented at the local scale, have been widely discussed, also in this journal. The French Plan de prevention des risques (risk prevention plan) is probably the best tool not only in Europe but also worldwide, as it constitutes the closest tool to an ideal translating scientific information into operable planning decisions. The French risk plan addresses the hazards threatening a municipal area and the exposed elements, producing a resulting map showing three risk levels: high, medium and no risk. In the first two cases, a set

of recommendations and prescriptions are provided, ranging from building limitations to architectural and urban design so as to mitigate the potential impact of recognised hazards. Furthermore the map is a reference for the insurance compulsory French Catnat system. The weakest element of the described tool is the lack of a full vulnerability assessment, including not only physical but also systemic and social factors.

### *The Armonia proposal*

In order to overcome some of the recognised weaknesses of the European approach to natural risks prevention, the Armonia project proposed a method to guide planners through a comprehensive risk assessment, including vulnerability, and linking the latter to a variety of planning options. Such a method constitutes the skeleton of a decision support system aimed at assisting planners in their work when compatibility concerns with existing hazards or risks are at stake. With respect to vulnerability, a large effort was made to identify parameters to assess physical fragility with respect to all hazards (while those have been developed mainly if not exclusively for seismic risk) and extending the attention to objects and systems other than buildings (as it has been the case until now). Furthermore some coping capacity indicators have been provided, limiting the attention to those on which land use planning may have some influence. The risk assessment must be carried out at the beginning of the planning process, so as to appraise the present situation, before any decision is made. The latter may preserve current land uses (not necessarily a good choice, if high risk levels have been recognised in the area of

concern) or transform them. In the latter case, the risk assessment procedure must be run again to confront the expected results of the transformation with pre-existing levels of risk. At the end, planners are guided through a set of criteria to verify how compatible are preservation or transformation decisions with respect to existing hazards or risks. While the answer cannot be made automatic, different possibilities are foreseen between the opposite acceptance or refusal of the designed proposal. Alternative mitigation measures may address the various components of risk, hazard, exposure and vulnerability. This way an integrative approach is pursued between structural and non structural measures; in the case insurance against natural hazards exists (the only measure actually addressing risk in terms of expected damage) an integration with land use plans is recommended. The method makes clear that planning tools require a variety of inputs rather than synthetic indexes: depending on the context, preventive measure may address all the risk components or just one or two of them. In order to test the proposed method, an application was carried out in the Arno river basin in a group of municipalities that are part of the Firenze, Prato and Arezzo provinces. One of the most interesting result of the application is a multilayered Gis architecture in which the information regarding risk has been organised in point shaped, linear and plane objects depending on the type of use to be represented (strategic facilities, lifelines or areas corresponding to a given urban function). The method developed within the Armonia project and its application provides

important elements for further research and operational development, that can be summarised in the provision of a path to be followed in a variety of planning processes (aimed at new development, urban restoration and even rural areas preservation) focusing on the vulnerability of settlements and on the coping capacity of systems and communities. This method has been included in a directive proposal to orient future land use planning activities in Europe, recognising not only the need for larger homogeneity as recourse to common recovery funds is increasing but also the transboundary nature of some risks and particularly of their potential impact.

## Vulnerability analysis in the historic centre of Salò

Scira Menoni

The Salò historic centre seismic vulnerability assessment was carried out in the context of an Italian national project to apply a general methodology developed by a multidisciplinary group of experts. Two fundamental concepts guided the latter: on the one hand the need to assess carefully the seismic response of traditional buildings representing an important testimony of the past while being potentially vulnerable to ground shaking; on the other, the idea that historic centres are not made only by monuments but also by places, open spaces, roads, ordinary buildings, and by the relationship between places and people. The following types of vulnerability were investigated in the Salò historic centre: physical and systemic. The first was further split in two fields of concern: physical vulnerability of individual buildings and of blocks. The latter to be considered as a structural ensemble, made by buildings connected one to the other so as to respond to earthquakes differently from how each individual building would do taken separately. The survey tool and the evaluation matrix developed by the National group for seismic response was applied to a sample of buildings. The contribution of the conservation research unit proved fundamental in showing how samples could be better chosen through careful analysis of historic documents and being grounded on the recognition of buildings development over time. Furthermore, historic analysis provides insight on the processes behind present vulnerability patterns, showing which

traditional practices and turning points in history have shaped buildings and blocks as they can be seen today.

A second step in the physical vulnerability assessment regarded structural blocks. Among the new set of parameters developed to survey and assess blocks' behaviour, the following can be mentioned: continuity of floors, presence of rooms and volumes clearly superimposed on the original structure, layout with respect to topography. In order to assess the systemic vulnerability, open spaces, roads and life-lines were analyzed. Those are particularly important in appraising what would be the functional response in case of earthquake, how strategic facilities would cope and how quickly return to normal life can be conceived. Systemic vulnerability permits to link the inner analysis of the historic centre with its wider urban and territorial context, identifying crucial links for social life and economic activities.

The two types of vulnerability assessments opens a variety of risk prevention options, considering not only buildings seismic retrofitting but also improvements in the connection among open spaces, accessibility to the historic centre.

The damage scenario constitute another important support to mitigation strategy decisions. The damage scenario, obtained as the combination of hazard and physical and systemic vulnerabilities, was run in different periods of the year and hours of the day, to take into account the varying exposure conditions in a tourist place like Salò. Not only the rough number of exposed people can vary significantly but also their distribution in places and buildings with different vulnerability levels as well as the pressure they put on

lifelines and other facilities. As a conclusion to this summary, the relationship between risk prevention and sustainability may be recalled, that has been increasingly discussed by scientists as well as by international agencies. In this particular case, it must be pointed out that 'sustainability' does not refer only to the natural and landscape capital that must be preserved for future generations, but also to the historical capital, that can be threatened not only by time degradation but also by natural hazards, as recognised by the project launched by Unesco on 'historic patrimony at risk'.

**The test on a town of average size: Forlì**

*Catia Amadori, Irene Cremonini, Lucilla Sansavini*

In the test carried out for the Sisma project in the historical centre of Forlì, the method for the seismic urban vulnerability assessment defined by the Emilia-Romagna region since 1990 and until now tested just on the smaller villages, has been used in order to verify its applicability to a settlement with more than 108.000 inhabitants.

In this method, urban risk is not only connected to seismic regional hazard, to exposure and vulnerability of buildings and networks, but also to the internal organisation of functional systems (the sub-systems which are most important for urban quality and the sub-systems for emergency service) and to their levels of performance.

Not only the physical damages are taken into account, but also the consequent modification of spatial and organisational patterns, as well as the modification of the flow of resources which characterize the urban system.

A computerized evaluation procedure (2004) allows us to create an aggregate index of physical and functional vulnerability for each sub-system in each territorial unit (Tu) of the settlement, also emphasizing the importance of each single factor.

The method allows us even to foresee the consequences of land use planning choices on the seismic risk levels (Strategical environmental assessment).

The adaptation of the method to the town of Forlì, required:

- the use of existing data-bases, reducing the number of new specific surveys (for example the use of investigations carried out for

- the Masterplan in order to estimate the average vulnerability of buildings);
- the setting up of a fast procedure for estimating the probable structural interactions between adjacent buildings (average induced vulnerability in the each Tu);

- the identification, through a fast process, based on the comparison of historical maps, of recurring vulnerability (direct and induced) due to the historical development of the urban fabric. The previous regional approach to the technological networks system has been changed in order to include detailed evaluation of exposure, standard of performance and vulnerability (direct and induced) of this system. An existing geological study indicates the presence, in the historical centre of Forlì, of paleo river-beds, whose probable 'local effects' have been considered in the evaluation of the urban systems risk in a qualitative way.

*Land use planning choices to reduce the urban systems' vulnerability*

The role of the historical centre in the urban structure of Forlì is emphasized by the number of city users: for this reason it is necessary to improve performance and to reduce vulnerability both of the lifelines and of the system of accessibility to the innermost areas of the historical centre, to improve the performance of the system of escape and rescue routes (e.g. increasing safety spaces and alternative escape routes) where it is possible, urban morphology permitting. It is also necessary to hypothesize an agreement between the municipality of Forlì and the providers of utilities (energy, methane, etc.) for an intervention programme aimed at reducing, in some small sized areas, foreseeable induced

damage from networks. To reduce the high induced vulnerability in the aggregates of Forlì, some urban and building rules have been defined, based on the above mentioned fast method for analyzing the historical development of the urban fabric.

## The experimentation in the historical centres of San Piero and Santa Sofia

Carlo Lazzari,  
Sandra Vecchiatti

The experimentations carried out for the Sisma project involved the historical centres of San Piero and Santa Sofia, two settlements in the province of Forlì-Cesena, on the Romagnolo Appennino (mountain area), on the border with Tuscany. Both have undergone the urban vulnerability and the exposure assessment (using regional methods) and the seismic behavioural study of the building aggregates.

The first assessments aid in defining the strategical choices (along with the set up of the Rehabilitation plans), for the preservation policy and enhancement policy of the public spaces. The second (the seismic behavioural study), in the rehabilitation plans, aims at 'guiding' the building transformation with rules and regulations which integrate the preservation of historical heritage along with seismic strengthening. The study has three elements: 'critical' survey, guide-design, rules and regulations.

The experimentation has used the survey methodology (for the aggregates) introduced into the Rehabilitation plans financed by the Emilia-Romagna Region during the Nineties. The experimentation has improved the methodology, adapting it to the specific context. The surveys are carried out through visual examination of every part of the building, distinguishing the certain elements from the hypothetical ones. The survey includes: geometrical survey; structures and structural details survey; 'critical-stratigraphical survey' (which regard the traces left by the historical

development of the building and the urban fabric); survey of discontinuity between buildings and within the buildings themselves; survey of state of preservation, cracks and failures: each of these surveys produce specific information for the knowledge of buildings' and aggregates' vulnerability. The 'historical' techniques of structural strengthening have also been studied, like for example: chains, corner reinforcement, insertion of internal walls, etc. These techniques have been applied on a wide scale after the earthquakes in 1918: they are easily applicable, have a non-invasive effect on historical buildings and have proved efficient in successive seismic events.

Maps and documents of the Tuscan Cadaster (1826) in the two aggregates in via Verdi and in via Gentili have been used to compare the layout and size of buildings before the earthquakes in 1918 with the current ones. The most important modification carried out consisted in the demolition of the top floor in some buildings, by order of the Surveyors department (Genio civile).

The intervention on the urban fabric and building heritage inside the historical centre are determined by the rules and regulation specific to each and every building. There are general rules and regulations included in the urban plans (Piani strutturali comunali) and detailed rules in the guide-design for the improvement of seismic behaviour in building aggregates.

The guide-design deduces the way in which seismic damage occurs from the 'critical survey' (starting from the lack of the connections produced by the historical development of buildings and urban fabric). Furthermore it identifies (through rules and graphical representations) the

consequent technical measures in order to reduce both direct and induced vulnerability.

The guide-design represents, both in the plans and in the façades, the requirements which are necessary to satisfy in the rehabilitation design of the single buildings. The requirements are: the improvement and safeguarding of morphological and structural regularity; the improvement of the organisation of the system which can resist to seismic actions; the increase of structural resistance.

The designer must take into account these requirements and carry out the necessary verifications. Design solutions which are different to those proposed in the guide-design may be adopted, but it is necessary to demonstrate that these solutions do not damage the adjacent buildings and that the requirements defined in the guide-design are inexistent.

## Urban vulnerability studies in Montone (Perugia)

Massimo Olivieri

Montone is a small town composed by a well preserved historical centre surrounded by a wall system and few recent urban tissues, displaced along the main roads. The research's aim was to develop seismic vulnerability valuation methods based on a urban view; they had to be fast, modular and useful in the planning process. This choices had three consequences. First of all, even though the historical centre was the main topic, its situation has been studied considering the whole city and its relations with the territorial context. Then only usual urban analysis data have been used, with few little integrations to focus on the research's objectives. Lastly, different evaluation levels at different scales have been linked together. In each method different seismic risk components (structural vulnerability, local geological hazard, urban exposure) have been considered. Three evaluation methods have been studied for the structural vulnerability. The 'A' method, at an urban scale, considering the urban block as the minimal reference; the 'B' method, referred to the building type; the 'C' method, based on detailed structural investigations on single buildings. This method derives from a synthesis of a previous research developed by the Faculty of engineering of the University of Perugia, and used the main reference to prove other methods' reliability. In each method different situations have been represented by a simple parametric value scale, from the safest to the most dangerous. Building scale

evaluations have been synthesized in a block value to compare with urban scale method. This comparison showed a good connection between different methods' results. Some overvaluation appear at an urban scale; in few cases there is some undervaluation. It mostly happens when blocks are composed by just one or two buildings, when there's the need to pass from an urban scale valuation to a detailed structural one.

This results show that urban scale valuation methods can be useful in a preliminary phase of the planning process as a guidance for further structural detailed analysis. This is important specially in more complex urban situations, where interventions priorities should be defined, and where historical centre vulnerability cannot be defined without facing a wider urban valuation. Of course, this means valuating urban systems and different urban parts vulnerability. That's why it's useful to single out the urban strategic framework, i.e. buildings, pathways and safe areas fundamental to define the 'urban answer' to the earthquake.

These two moments are not alternative; they are complementary. If on the one hand urban vulnerability valuation can be useful to define diffused intervention practices, mostly private, on the other hand strategic urban framework definition allows to define strategic and unitary interventions based on a publicprivate partnership. Both actions can be linked together in the town planning process. In the Montone's research, this objective has been developed proposing different interventions both for the historical centre and urban tissues and pathways, coming from vulnerability valuation and urban strategic framework consideration.

## The historic centre of Nafplion: urban vulnerability assessment

*Anna Arvanitaki*

Nafplion historic centre (Peloponnese) is one of the best preserved in Greece, which remained of a fully fledged town until the Seventies, when the intrusion of tourism and the urban expansion led to the predominance of the touristic uses over the residential ones. Thus, the historic centre has lost nearly half of its residents in the last 25 years, today accounting for barely above 1,000 people in a city of nearly 14,000 inhabitants (2001).

For the analysis of urban vulnerability, two kinds of digital maps were used:

- those concerning land use data and condition of buildings (field work data per building);
- those concerning building stock data (age, height, etc.) from the 2001 Census (statistical data per urban plot).

The territorial units for the vulnerability analysis were the three successive zones of development of the historic centre:

- the southern zone (A), built mostly before 1828, high on the Acronafplia hill, picturesque urban fabric, narrow streets, residential uses, small hotels;
- the intermediate zone (B), mostly between 1828-31, more regular urban tissue, 'early' buildings of architectural austerity, vertically mixed land uses, domination of commercial uses;
- the third zone towards the sea (C), mostly after 1831, absolute regularity of urban fabric, 'neoclassical' buildings, domination of recreation and tourism.

## Systemic vulnerability and seismic risk in the historical town of Naples

Andrea Ceudech

The consciousness of the multiple damages, not only physical, but even functional, economic, social and systemic, suffered by a city after an earthquake, both in the short and long term, is connected, in scientific literature, to the multidimensionality of the vulnerability concept, interpreted as propensity of the city to be damaged by a seismic event.

The systemic vulnerability concept has different definitions and is generally used to highlight the incapacity of the urban system to cope with the seismic event and is referred to the relationships among urban sub-systems, to the functional dependency of urban areas, to the incapacity of the city to supply the population hit by the earthquake with activities and services. Historical towns like Naples, characterized by dense and scarcely accessible urban fabrics with high population density, many relevant urban activities and high tourist flows, highlight such lacks of efficiency also due to low intensity earthquake. The comparison among case-studies of historical towns hit by earthquakes and the detailed back-analysis of the Naples' 1980 event, allowed us to characterize the systemic damage as lack of efficiency of the urban system due to a demand for activities and services of the hit population, which cannot be supplied by the city because of its spatial and functional features.

The demand shows a 'wave' temporal course with the peak-point within 12 hours from the earthquake and refers to the access of rescue teams to urban areas and to the access of population to safe open spaces and to the main

road network.

The method for systemic vulnerability assessment, developed by the Operative unit of the Dipist within the National research program *The safeguard of the historical, landscape and cultural heritage of the Italian seismic risk areas 2002-2004*, starts with the identification of territorial units homogeneous with respect to age, types and features of urban fabrics, which are drawn with respect to the census units boundaries.

The demand assessment is carried out taking into account the number of users both of residential and tertiary activities and of other relevant urban activities in each territorial unit. The supply assessment is carried out through indexes referred to the functional and spatial features of territorial units, such as the compactness of the urban fabric, the permeability of the road network, the accessibility of the rescue teams. Finally, the comparison between demand and supply allow us to single out 'critical' areas.

The systemic damage assessment requires the setting up of scenario techniques able to describe, in spatial and temporal terms, the chains of events and impacts due to a seismic event. For this aim, a scenario referred to three phases: the earthquake, the first emergency (24 hours) and the first week after the event was set up.

The losses of efficiency referred to the residential system, to the access of the population to safe open spaces and to emergency health-care activities, were developed in the Naples case-study through a night scenario referred to the building damage distribution of the 1980 earthquake. In the last phase of the work, planning strategies for risk mitigation, which could take place by steering the

requalification policies towards mitigation objectives and avoiding public additional expenses, were outlined.

## A propulsive profile for the prevention and mitigation of natural risk

Francesco Domenico Moccia

Risk prevention planning process is defined in its peculiar character. This essay focuses on the participatory dimension and suggests that, in it, an educational process is embedded, due to a scientific knowledge of ecosystems and on the responsibility of collective action. Consequently local government and planners must have a propulsive stance.

In response to catastrophes, specialized organizations has grown to assure effectiveness in saving lives and goods through training and professional competence. After a disaster, we need house and to better social and economic conditions of escaped people. That is why reconstruction plans have more ambition than to rebuilt in the same way everything was before. So we manage disaster in a short and long time span. The former is the realm of Civil protection, while the latter is the proper field of territorial planning. Notwithstanding both perform planning having both to face disasters prevention. This imply to make predictions, to live certainty and construct concepts as danger and hazard. Civil protection makes prevention using the monitoring of natural events and preparing evacuation plans. Vulcanological knowledge of Vesuvius come from the history and from the study of all physical and chemical indicators of eruption. On this bases, an area potentially involved has been defined in the 18 municipalities surrounding the mountain, where more than half million people lives. Predicted an eruption all the inhabitants will move

to temporary, and more stable locations, if needed, according to the evacuation plan. For this the plan uses the usual technologies of transport engineering: network modelling.

Because natural events hardly may be controlled, planning may work mainly on protection of exposed lives and goods. The first tool achieved to pursue this goal has been regulating land use, as Basin Authorities did to quickly have provisions of flooding and landslides prevention, without investing the massive financial resources need to make rivers more safe.

The Basin authority, with their respective plans, have been increasingly absorbed by their authorization function, often making the administrative and legal aspects prevalent with respect to the scientific and of programming one. Nowadays, because of the considerable difficulties in the 'a posteriori' integration of separate planning, both the active prevention of the risk and the integrated approach are frontier lands. The prevention based on the integrated approach lacks in many urban and territorial plans also when they mean to be characterized by a particular environmental sensibility. The Operative Strategic Plan (OSP) for the municipalities of Vesuvius area subordinates to the risk of eruptions (Red zone) is not framed in the system of planning designed by the L.R. 16/2004, but only in the generic category of provincial sectorial plan, as established by an apposite regional law concerning the Vesuvius risk.

Also in this case, the two different times of the immediate application of the prohibition of new residences construction and of an organic plan of safety are interlaced with the pressures of the public opinion and the political changing.

Paraphrasing Clausewitz, we could assert that the plans are the prosecution of politics with other means.

This is not the first case where conflicts are avoided with the promise that a specific discussion of these issues would be addressed in depth in an appropriate plane.

In this case the law conjugates relevant couples of opposite issues that constitute real challenges for the strategy of the OSP and that immediately assume the attractive form of slogans particularly useful for communication: operate so that the mitigation of the risk becomes an occasion of development; elaborate suitable measures to compensate for the defence of building.

The assignment of the OSP to the Province is balanced by the centrality of the municipalities, which, according to the law, must obligatorily be consulted. A representative of three municipalities enters to make part of the 'direction cabin', together with the Province, the Region and the Park Agency, to which, however, only organization tasks are entrusted. The group of advisors reflects the disciplinary complexity and are in charge of ensuring a link with the technical-administrative structures of the involved agencies.

The communication activity inside this articulated organization is a delicate and hard job.

In the framework of risk prevention and mitigation, the strategic method is not used, as in the classical model, for the selection location of objectives; these are established from the analysis of the dangers and of the exposed values.

In our case, the excess of population with respect to the expected times of evacuation in case of eruption has come to attention; but also the higher safety ensured by antiseismic building and

roofs resistant to the weight of lapillus; or with an unflooding water system and landslides control.

The objectives are articulated between the reduction and protection of the exposed values and the adoption of measures of mitigation of the effects of the threat.

The study of the social and environmental resources, based on the SWOT analysis, is close to the planning of the development, and solves a part of that dichotomy placed at the centre of the OSP, although the strategic approach cannot be restricted to each of the various components of this plan taken singularly. The synthesis of all the components appears in the elaboration of the strategies, which are meant as the modalities of reaching the objectives.

The strategy of reduction of the demographic weight, chosen for the availability of the resources and the convergence with objectives of development, was that of changing the destinations of use of the buildings with a system of urban planning incentives; the system of aids to the enterprises has been aimed at the emersion and at the eco-compatibility. The combination of the public and private participation is aimed at breaking off the equilibriums and at injecting confidence through the focalization on program areas of city regeneration, with high capacity of inducing deep transformations of use also in the context.

This multi-acting planning process entrusts the partnership in any aspects and articulation. It involves an investment of resources of the participants whose compensation does not appear to they always very clear. The difficulty is increased by the insufficiency of negotiating relationship between the parts, differently from other forms of planning aimed at

resource allocation. The prevention of the risk demands the passage to the step of the real cooperation, where the efforts of the single actors are directed to the research of innovative solutions and to the advancement of the level of knowledge and of the number of solutions.

## The strategies of planning of the National Park of the Vesuvius

*Amlicare Troiano*

The protected areas are not islands of protected nature but knots of a net that also interests the rest of the territory and that propose themselves as a model of management of the environment and their resources that crosses their borders and influence the choices in planning and environmental development of the vast area today anymore.

The National Park of Vesuvius, engaged in the management of a very appreciated but also very complex territory cause of the important and often problematic anthropic load connected to the strong urbanization and the tourist flows that interest the principal tourist attractors of Campania Region, establishes big part of its planning activities and projects on this principle that implies the involvement of the whole local system for a sharing, convergence and integration of the actions of the different subjects, public and privacies, present on the territory.

The elaboration of the Plan of the Park has been therefore preceded by a long and deepened phase of listening of the questions and the propensities on the territory, and it is continued with a cooperation to political level through a co-planning between Corporate body (Park Administration, Municipality, Province, Basin authority, Region) and among these and the different local actors and to managerial level through projects with Research Institutes, University and Associations.

In the Plan the essential planner objectives dictated by the Framework Law of the protected areas have been reconciled and the strategies for the future

development of the local populations, the trends for the protection of the patrimony of natural biodiversity and the cultural identities, the valid certain rules inside the perimeter of the Park and also the trends of the development for the near areas have been settled.

The Plan is based on a radical inversion of the actual evolutionary dynamics of the territory, that must turn from risk to resource for the local communities; on this principle it is also based the PI 'Vesevo', Integrated Project of the 2000-2006 P.O.R. Campania, of which the Park Administration is Subject Actuator, and that assumes in this context the role of first tool to actuate the planner trends of the same Plan of the Park with more than seventy specific projects, integrated and coherent between them. The strength-idea of the P.I. 'Vesevo' is the "construction of the Park as local system of development to sub-metropolis dimension that coordinates the activities of guardianship and maintenance of the environmental patrimony and catalyzes the natural, social and economic resources of the Vesuvius area, with the purpose to turn the differences into advantage - factors for the increase of the incomes and employment development". These thematic and this cooperative approach have also characterized the actions of the Administration in some international projects of cooperation, in the community Program Interreg, through the information and experiences interchange among protected areas tied by similar problems, and have conducted to a lot of other agreements with other Administrations. Among them, the Agreements with: the Authorities of basin, for the realization of common projects in subject of defence of the ground; the

Ministry of the Agricultural and Forest Politics, for the management of the National Forest Reserve 'Tirone-High Vesuvius', first example in Italy of realization than anticipated from the Framework Law on the protected areas; the Region and the City of Ercolano, for the realization of the so-called "Railroad of the Vesuvius", one of the six strategic projects developed in the Plan of the Park, that foresees the recovery of the ancient little train to rack; the Prefecture of Naples, for the "Protocol of Legality" in the Park; the Prefecture for the Refuse Emergency of Campania Region, the CFS and the Department of Engineering of the Salerno University, for the recovery and the environmental retraining of the caves and the dumps; the Intern Department, for the activation of a pilot project in the Park in the framework of PON Sicurezza (Security); the Region, Province of Naples, and CFS, for the sustainable management of the tourist transportation service in the area of some cities of the Park; the Region, for the repression of the building abusiveness. But the choice of the large agreement has culminated in the Protocol signed between the Campania Region, the Province of Naples and the Park Administration, that melts the directions of the Regional Territorial Plan, of the Territorial Plan of Province Coordination, and of the Plan of the National Park of the Vesuvius. This Protocol, that has activated a vital and synergic relationship with the Institutions, will allow the Park Administration to influence and actively intervene in the territorial politics in agricultural, forest, and tourist field. In conclusion, the politics of the corporate body Park, effected to the various outlooks of planning, have allowed to delineate lines of

managerial directions always spring from a serious and dynamic evaluation, between the social and economic expectations of the territory and the finalities of guardianship of the nature.

**Living with a volcano:  
the real risk lies in not  
having planning  
perspective**

*Carlo Gasparri*

The relationship between planning an extensive area belonging to the commune and integrated planning as well as urban planning is an experience being lived out in the area around Mount Vesuvius and is having interesting repercussions on disciplinary innovation and on the content of the planning instruments used. In fact, transversal stimuli from other disciplinary approaches that affect urbanism and territorial planning, including closely related practical approaches, are an indispensable ingredient in the quality of descriptions and prefigurations as well as in effective decisions making in the management of complex processes. An effectiveness that is continuously discussed in a territory afflicted by a particular and to some extent embarrassing condition of overplanning, which in turn is the source of related conflict. Making the framework even more complex is the need to reconcile the extraordinary nature of a risk that requires demographic decrease and 'living whatever happens' at the foot of the volcano by concentrating on objectives of environmental and urban redevelopment as well as on processes of local development. This operation contains an apparent contradiction - 'if development is planned, why leave?' - which moreover makes it difficult to be persuasive in communications and so for the message to be understood.

*Structural components*

These design the fundamental armor and relationships in the Vesuvian territory and define the system of strong

irrenouncable values to be upheld since they are connected to the structural components in the territory and so to their evaluation and the prospect of being able to protect them. By not being distracted by 'invariables', the interpretation and improved understanding, which identify the territorial structural elements, are not neutral operations in any way, shape, or form, and neither are the objectives derived from the evaluation neutral, but rather they involve planning choices and evaluations. The structural components are therefore necessary in the definition of statutory and component rules and regulations for the Vesuvian territory that must be adopted by the development programs in the form of specific strategies and actions. However, at the same time the plans themselves result in tension between the degrees of freedom of those rules and regulations, through a circular process of progressive refinement, soliciting confirmation or reflection to be submitted for verification, collective sharing and formalization.

*Criticalities*

The theme of risk is historically one of the central questions in the Naples area and so has characterized plans, programs, and policies for decades. In addition to the volcanic danger of Vesuvius, account has been taken of the seismic activity and bradyseism, including the hydrological risk and the risk of accidents in the concentration of gas and petrochemical plants in the industrial area to the east. All these experiences highlight the problem that so many 'risks' cannot be confronted separately or sector by sector. An all inclusive global strategy is required using a multidisciplinary approach, involving simplification and

reduction of the existing overplanning, that is, able to rethink the entire metropolitan territory. The various types of criticality are identified by specific characteristic factors, each forming part of a specific sectorial framework whose interaction maps all areas at risk, highlighting those of greatest concentration that define the places where activating integrated programs is priority.

*Orientations*

Construction of interpretive frameworks, the recognition of the main territorial identity and the risks connected with it intersect in the multiplicity of local orientations, potential or consolidated realities, that is to say, socio-economic development is oriented towards integrated evaluation of the territorial resources. This area has a rich and complex framework composed of the naturally central Vesuvius, the fluvial Sarno park, the places of historical interest with a local identity, historic-cultural and tourist-religious attractions; the centrality of extensive spaces of renaturation, the agricultural landscapes and the seaside resorts for tourists, the managers of businesses of all kinds, the distribution centers, and the port poles: a framework that substantiates the duplicitous role and identity of this territory, forming an ineludable characteristic. The foundation of the interpretation has set the course of the planning project which has been maturing through recent years, i.e. the Plan for the Vesuvius National Park (PPNV) and the Strategic and Operational Plan in the 'Red Zone' of maximum risk (OSP), based on the triangle of strategies - projects - rules and regulations, supported by the irreplaceable role of evaluation in terms of the ability to apply the reference

values and fulfil the objectives in play, the reasons for the choices, and the margins of negotiability of these choices between the various actors.

*Strategic framework and global vision*

The need for a strategic reference framework for the PPNV was above all initially a prerequisite for formulating management policies capable of affecting areas outside its perimeter. This direction - which is also found in the OSP - has emerged as that required to promote and co-ordinate aims, objectives, and development programs based on widely held shared visions. In other words, planning has not only had to express the aims, needs, and objectives, but also direct these effectively, not only legally according to the regulations but above all by demonstrating the ability to orient the choices and behavior of all the actors involved by using concrete planning and projects to do this.

The consolidated global strategic vision has defined a conceptual image that can be divided into three physical scenarios whose purpose is also to incubate local development. Firstly, the fertile slope with local identities and innovative agriculture that coincides with the northern side of the mountain, that is, of Mount Somma.

Secondly, the dense fabric of excellence along the coastal strip that coincides with the coastal side of Vesuvius that is structured in a crowded network of places, many of which are particularly relevant centers. Thirdly, the great attraction of the Park and the star of the environmental directives, which are very closely connected to the strategic role the Vesuvius National Park is playing in the construction of a system of environmental, landscape, cultural,

functional, and economic relationships able to surround the protected area.

#### *Projects*

The presence of strategic projects performs several functions. Above all, projects 'harvested' in the territory are not all inclusive but partial and selective so that they identify the top priority conservation and transformation areas, and the system of relationships that structures and supports these areas, integrating and providing them with meaning. They do not have a prescriptive function but aim to concentrate public and private action on developments whose expectations and objectives coherently agree with the aims of the global strategic plan. However, these do not include the final designs but favor visual-verbal and narrative pictures, that is, capable of being verified and followed by further studies of the new areas in the urban and landscape plans.

The five large scale strategic projects identified in the PPNV favor evaluation of the historic-environmental transversality in order to rediscover, reinforce, and develop the main historical trends that the urbanization of recent decades has sacrificed in favor of ring developments. These actions are carried out under the aegis of the OSP in which the strategic projects identified also overlap into other territorial environments along the valley floor and the coastal strip.

Both the diffuse and targeted development programs refer to them, prioritizing those public developments that have an effect on the private sector through financial and fiscal incentives mainly connected with the regional programming in the 2007-2013 Strategic Community Framework.

#### *Regulations*

Naturally the contents of planning cannot substitute the irreplaceable function of regulation in protecting the sites, the resources, and the landscapes that motivated the very institution of the Vesuvius National Park.

Here it has a special meaning because rigorous defense against environmental uniformity in the Park needs to be reconciled with the very form that this protection takes in upholding the social, economic, cultural, and landscape specificity. In conclusion, the PPNV must not only express the rules and regulations required to protect the non negotiable or barely negotiable values, but also protect the rules and regulations so that interaction between the various actors is good.

Within this fabric, the structural framework of the Park has a central value that is based on the complex of regulations put in place to safeguard and evaluate those components that also have an interpretative function. In a dense and fertile multidimensional meaning, their identification is the definition of 'landscape unit', the result of a fertile convergence of various concurrent descriptive, interpretive, planning, and managerial applications, attempting to make good the deficiency of traditional zoning 'by level of protection'.

In one sense the structural framework of the PPNV and the provision of specific guide-projects considered priority, supported by a global strategic vision that also possesses oriented and selected functions, has in fact introduced articulation between the Structural and the Operational Plan. From this point of view, the resulting experience of the OSP can also be reread as an attempt to provide form and crystallize a concrete new

generation Operational Plan that provides a context in which to anchor both a strategic vision and a strong and previously consolidated structural framework.

## Representing Vesuvian territory

Carlo Gasparini

Recent phenomena occurring in this territory include the duplicitous and intrinsically ambiguous image of this area, extensively reflected in its historical iconography, and personified in the duplicitous icon of its destructive volcano (Vesuvius and its arid side facing the sea) contrasting with the good mountain (Mount Somma, ancient caldera that generated the young Vesuvius, which is fertile and has been cultivated for centuries). That is to say, the coexistence of an indissoluble unified image of a natural phenomenon of exceptional, imminent, and dramatic threat, celebrated throughout the centuries and world famous, and of a deep and widespread acculturation, slowly taking root through the course of history and still recognizable in spite of the devastating effects of recent urbanization. This untrustworthy mountain - that also possesses a deeply rooted duplicitous fertility in terms of the diversity of opportunities for development it offers - unites its two sides into a spectacular landscape and a self-portrait that has not always contemplated their coexistence. The back-drop of the mountain domain and its terrifying history, as well as the image portrayed for the benefit of tourists, often goes beyond the very robust insider knowledge of the mountain to be tamed and preserved as an irreplaceable economic resource, in addition to appeasing it by holding folk festivals and making soothing offerings.

### *Profound palimpsests*

The mountain/volcano and the area around Vesuvius are a paradigm of stratification. It could not be

otherwise in such a restless territory constantly changed by eruptions during the course of the centuries, whose lava, ash, pyroclastic deposits, and mud flows have not only transformed the slopes of Vesuvius and adjacent maritime areas, but also its northern and inland areas too. The depth and variety of this palimpsest is seen in the extensive caves excavated along and scarring its sides. These not only need compensating for but are also places of exceptional spatial and educational value, being museums too, in which more than anywhere the slow superimposition of incessant plurimillennial geological activity needs to be evaluated, explained, and demonstrated. On the other hand, the geological palimpsest intersects with anthropology to produce a stratigraphy whose rich depth is still in need of being explored and understood. These places are those forming the archaeological grand tour from Herculaneum to Pompei via the caves of Oplontis in Torre Annunziata. A procession of a few although excellent 'black holes' that swallow up millions of visitors every year, distracting them from the riches widely found throughout the historic territory of the 'Miglio d'Oro', and away from the environmental resources.

### *Discontinuity-reappropriation*

This situation brings with it the equally onerous relationship between destructive event and reconstruction, between traumatic discontinuity and slow reappropriation of territory as an intrinsic genetic factor in the history of the Somma-Vesuvius landscape. This relationship is not only the expression of human intentions but can also be seen in the vegetation that colonizes the lava and pyroclastic

flows. A huge slow moving biological museum in which it is good that nature takes its course in the final hope of becoming visible in the eyes of future tourists who in the present moment are only animated by the spectacular and terrifying appearance of Vesuvius the Exterminator. Moving down the valley this phenomena meets agricultural activity that repossesses a fertile but fragile land through the model building of terraces and control of water, moving from the spontaneity of the pioneer vegetation to the daily fatigue exercised in carefully cultivating the fields. Further down the slopes the agriculture becomes periurban and fragmented, with the risks disappearing, and has been overwhelmed by the recent urbanism of the metropolitan expansion.

### *Compression*

Lastly, compression is pervasive in both the urbanized valley and the belt along the littoral, overwhelming the complexity and persistence of other phenomena and factors. On one hand, it is in this ring that most of the infrastructure networks, the building stock, and commercial activities are concentrated, with the urban redevelopment and local development to a large extent being in the balance. The compression of infrastructure has been the most evocative aspect in descriptions and planning during recent years. In particular, the parallelism along the coast between the national railway, the Circumvesuvius railway, and the Naples to Salerno motorway covering only a short distance represents the main cause of amputation of historical-environmental transversal connections between the volcano/mountain and the sea. On the other hand, the compression of infrastructure has been one of the main driving forces

behind compression of settlement, most of all the result of residential overspill from the city of Naples. Moreover, the strong dependence on its dynamic expansion cannot hide the concentrated coexistence of economic activity that is sometimes excellent and exogenous, but is more frequently a specific expression rooted in traditional productive activity, even if undersized compared to the demographic weight found in this area.

## The Operative Strategic Plan. Decompression and revitalisation: the OSP as opportunity for sustainable development

*Marichela Sepe*

The Operative Strategic Plan for the decompression of the area of Vesuvius and Somma covers 18 Comunes (Cercola, Pollena Trocchia, Sant'Anastasia, Somma Vesuviana, Ottaviano, San Giuseppe Vesuviano, Terzigno, Boscoreale, Pompei, Torre Annunziata, Boscotrecase, Trecase, Torre del Greco, Portici, Ercolano, S. Giorgio a Cremano, San Sebastiano, Massa di Somma) for a total area of about 240 km<sup>2</sup> with a population which in 2001 totalled some 552,000 inhabitants.

The area of the 18 Comunes has been designated a 'Red Zone' at 'high volcanic risk' by the Department of Civil Protection as part of the National Emergency Plan for the Vesuvian Area.

The risk of volcanic activity coincides with other critical elements that make policies for reducing habitative levels a complex matter: serious problems of hydrogeological vulnerability, an on-going process of soil consumption, widespread deterioration of the historical territory, inadequacy of the infrastructure network, progressive erosion of the suburban agricultural areas, large sectors of the traditional economy in decline, and lastly the lack of a productive farming policy able to exploit the typical products of the Vesuvian area or a policy for tourism and culture which can match up to the area's historical, architectonic and environmental heritage. Thus the construction of a strategy must start from recognition of the peculiar long term features of the

area of Vesuvius and Somma, where the enhancement of the natural resources must always go hand in hand with the retrieval, maintenance and requalification of the territory's historical roots, agricultural traditions and complex systems controlling the water supply, as well as the existing fabric of historical residential and architectonic features.

The complex planning procedure of the OSP involves many institutions, for the area is subject to a range of planning measures which transcend the municipal dimension, including the Plan for the Vesuvius National Park (PPNV), the Regional Territorial Plan (PTR), the Provincial Coordination Territorial Plan (PTCP), the Landscape Territorial Plan for the Vesuvian Municipalities, and the Priority Plans for the hydrogeological status of the North West and Sarno Basin Authorities.

The Regional Law 21/2003 envisaged the drawing up of an Operative Strategic Plan in order to define "the areas and developments to be subjected to programmes of interventions and projects favouring the decompression of habitation density and also the reinforcement and improvement of escape routes, also by means of interventions of urban and construction restructuring, demolition without reconstruction, environmental requalification and repristination, enhancement of historical centres, and reallocation of functions in favour of production, tourism, service sector and public services activities".

The law makes provision for carrying out compensatory interventions in the areas and for those interventions already designated in the current urban planning policies for residential purposes set out above, as long as this does not lead to

additional residential pressure incompatible with the law's goals.

There are no models available for this plan, and it has necessitated a reflection on how the OSP is to be inserted into the planning system and the appropriate method for its elaboration. The salient characteristic of the OSP can be seen in its dual programming and planning vocation, so that its conformatory and programmatic contents are bound to interrelate in synergy, furthering the achievement of the Plan's objectives.

The conformatory contents concern the urban planning type mechanisms of incentives and rewards, evenly distributed throughout the whole of the Red Zone. These contents are designed to create the "conditions of economic feasibility for the interventions, independently from public funding if need be" and require a phase of collaboration among the various bodies responsible for urban and environmental planning policy.

The programmatic contents are designed to identify territorial contexts and interventions able to "produce a knock-on effect by public intervention on its private counterpart", using financial and/or tax incentives.

The Plan's strategic goals can be summarised as follows: ensuring security of the territory; reduction of the habitative pressure by improving the quality of the built fabric and environment; upgrading of the network of escape routes by rationalising the infrastructure system; enhancement of economic and territorial vocations by incentivating local development processes; reinforcement of the ecological networks. Decompression comes to link up with the reappropriation of the territory of Vesuvius and

Somma with its network of historical-archaeological and physical-biological resources, relying on the rediscovery of the structural keys to the historical territory and the enhancement of a mode of compatible agriculture that gives form to the terrain and creates landscapes, a tourism which is not invasive, production activities which are eco-compatible and new cultural poles, able to link up with these resources and use the rail-borne infrastructures which are currently under-used and not integrated. These first goals, as we shall see in detail in the specific contents, will go hand in hand with more general effects, so that risk becomes an opportunity for sustainable development for the Comunes in the Red Zone of the Vesuvius area.

## Procedure for the approval of the Operative Strategic Plan (OSP) for the vesuvian area

Francesco Russo

The Regional law n. 21 dated 10 december 2003 laid down the contents of the OSP as outlined in article 2, section 3. These contents go beyond the elements of a typical strategic plan, which is a blueprint designed to orient local administrations in coordinating programmes that delineate a territorial development strategy informed by a shared vision. This OSP, in fact, sets out the possibilities for implementing interventions of compensation and top-up in the framework of more comprehensive programmes of urban rehabilitation so as to promote and foster these interventions, as well as identifying the areas destined for interventions and projects. The dual character of the OSP, strategic and operative at the same time, is the salient trait of this form of planning. On one hand it refers to an integrated planning activity, and on the other it lays down rules for the planning initiatives of local councils, thereby setting up a constant dialogical relationship between the two levels of wide-scale and local planning. From this point of view, the OSP is a rather equivocal instrument; moreover, no specific mention is made of it in regional legislation on the governance of the territory. In fact the Strategic Operative Plan does not feature among the territorial and urban planning instruments enumerated in the Regional law 16/2004. The regional legislator has in a certain sense recognised the impossibility of including the OSP in the traditional planning categories, and has thus made a point of preserving the characteristics of this

complex instrument, undoubtedly *sui generis*, set out in law 21/2003.

Thus the OSP emerges as an instrument which fosters experimenting with new approaches to territorial rehabilitation. It shows awareness of the need to identify actions which are continuous, interactive and incremental, involving all the actors in the territorial system. It also sets out to ensure a role of mediation and negotiation between the complex demands for the institutions, mobilising all the interested parties. The fact that the regional law attributes its goals in part to the immediate imposition of prohibitions and in part to the definition of strategies and programmes by the Provincia shows clearly that the interests being safeguarded and catered for transcend the local level. For this reason it is bound to be an instrument that takes priority over general planning at the municipal level, able to impose guidelines and limitations to which the latter must defer. Thus the OSP is in fact a sectorial plan, i.e. a planning instrument designed, according to the definition provided by section 19 of the Campania Regional law 16/2004, to regulate specific interests and activities involving the use of the territory which, going beyond the municipal dimension, have been assigned to the Provincia, see Campania Regional law 21/2003.

As a general rule it can be assumed that the OSP has a mandatory status with respect to municipal planning, and municipal authorities have to ensure that their urban schemes conform to its contents. This naturally only applies to part of the contents of the OSP, and in particular to the normative framework for locating and implementing projects and interventions. In view of everything that has been said above, and in the absence of a valid

PTCP, the formation of the OSP has required the procedure set out in section 20 of the Regional Law 16/2004, pending approval, as laid down in Regional Law 21/2003, by the Regional Council.

## The OSP juridical requirements

*Manlio Ingrassio*

The attention of town planners is focussed on tools that can activate models and processes of extended governance of the territory aimed at overcoming the hierarchical-functional inflexibility of traditional urban and territorial planning.

The chances of success of these planning tools depend largely on the simple identification of competence and procedures, that is in short, the rules for their application.

The Operative Strategic Plan (OSP) governed by Regional law 21 of 10/12/2003 raises a series of problems for the jurist, the foremost being to ascertain the juridical nature. The two terms that combine to define the plan refer to concepts, i.e., strategic planning and operative planning, that appear different and in opposition.

In the OSP, the planning side and the operative aspects are closely linked. The Plan first identifies the strategic objectives of development and then the relative program for effecting them, and foresees continuous interactive activity involving all the participants in the territorial system and calling institution members to mediate and negotiate in complex legal matters.

The Regional law 21/2003 not only inhibits all new building for residential purposes in the territory of the 18 municipalities in the area of Vesuvius, it also foresees the start of a process of urban requalification, linked to the abandonment of the residential use. The OSP will address the determination and definition of installation areas to undergo intervention and works programs essentially to protect the territory, to

requalify and recover the environment and determine activities compatible with the existing values and the risk envisaged (in particular, production activity, tourism and tertiary activities). At the same time, the OSP must foresee the introduction of compensatory measures, i.e., official incentives, to favour the consensual relocation of part of the population and of the activities not compatible with the inherent risk, as part of the process of urban requalification.

Another problem linked to the two-fold vocation of the Plan is the definition of coordination relations with the local council planning. The OSP is an effective means of satisfying a prominent public interest that is above the local authority level and must therefore be an instrument that overrides general municipality planning, able to set the direction and the limits the latter must conform to. In view of the range of interests protected, the OSP can be considered a plan that regulates specific interests and activities, which, due to their super-municipality importance, have been entrusted ex lege to the Provincial Authorities.

Therefore, the contents of the OSP will also be binding in relation to local planning regulations, and the municipalities will adapt their town planning tools accordingly.

This new planning tool is permeated with delicate and slippery gnoseological and functional profiles which the jurist will have to contend with.

**Awards to urbanism and prospective interventions. The two operative sides of the plan**

*Mirella Fiore, Cinzia Panneri, Antonino Pardo, Paolo Sacco*

The two components of which the Operative Strategic Plan is made of, the operative component is the one that mainly reflects the innovative and experimental aspect of the OSP, presenting at the same time both a conformational-planning and a programmatic one. The conformational contests are made up mainly of urbanistic mechanism that associate the existing awarding state extended to the entire existing residential building patrimony, in terms of increase in the useful gross non-residential surface, activated exclusively for the realisation of the objectives of the Plan (mainly the ones of reducing the inhabitancy burdens) and maturing headway against specific opposing parties. These increases are made locally possible only if the existing historical-environmental and historical-architectural conditions and the limits of urbanistic-environmental sustainability established by the plans allow it, otherwise they are transferable somewhere else, outside the Red Zone or within specifically identified areas. The programmed contents are referred to territories and to interventions specifically marked out on which to give priority, producing a hauling affect of public intervention over that of private through financial and/or fiscal incentives. The inventions programmed limitations, sustained by public funds, refer to two types:

- Widespread safeguard and protection interventions in vulnerable and hazardous areas, which refer to priority strategies of reducing inhabitancy burdens,

securing the areas in hazardous conditions (seismic, volcanic, and hydro-geo-morphological) and the adaptation of the infrastructural net with particular reference to escape routes.

- Punctual regenerative interventions in transformation and development areas, that allow to activate major methods of decompression in specific areas.

The activation of a maintenance policy specifically aimed towards inhabitancy mobility and local development (with particular reference to economical tearing sectors: tourism, agriculture, vegetation, fishing and aquaculture, nautical science, textile e goldsmith industries) is expected at the completion of the programmed contents.

## Local development support policies

*Clementina Chieffo*

The concept of local development covers different issues within the relationship between public investment policies and territorial policies regarding, from time to time, industrial districts, inland and coastal areas, urban transformations, international competition. The relationship between development policies and regions cannot be disregarded when the area object of the intervention is not only large, but even characterised by the presence of a National Park and an high volcanic risk. These elements add to the complexity of the planning as they require innovative models for a systemic reading of measures' impacts and of interaction between policies influencing the region. Thus, understanding distinctiveness and needs for integrated and made to measure planning. The starting point has been the analysis of sectors considered to be strategic to economic development and of needs related to specific localization patterns. These in order to make an 'advantage pack' including different measures to correspond to regions's needs. The 'pack' contains, as usual, incentives for development, i.e. facilities aimed at qualitative improvement of economic system. The incentive is for modernisation and restructuring, while respecting environmental compatibility. These incentives may be assigned to: structural expenditures and investments for improvement; advice and training activities targeted to internationalisation; reengineering; marketing and communication policies; new business start-up in areas where a reduction in

population pressure is pursued and a relative compensatory mechanism is scheduled.

The 'pack' has been designed in such a way as to provide even for special facilities to satisfy specific requirements for: the emergence of undeclared work or, more generally, legislative alignment, and for delocalisation of some activities incompatible with the protection of environmental resources and the volcanic risk. In the first case, they are incentives for standardization, within de minimis arrangements, and are designed for businesses requiring employment emersion and/or stabilization, alignment to legal safety and environmental standards, specific sector legislation and national, regional or municipal regulations. This type of incentive, for example, may be assigned to a craft activity considered to be a priority which is in need of securing measures, structural adjustments or turning a fixed-term contract in a permanent one. In the second case, they are incentives for delocalisation, and aim exclusively at reducing business environmental pressure and will be assigned at activities which is not possible to reconcile with the priority axes for development identified in OSP.

Moreover, a measure for excellent enterprises aiming at environmental sustainability-oriented innovation, considered to be a priority in the area of Vesuvius National Park, is included. Incentives for innovation are thus targeted at improving products and/or services and their production process, by investing in environmental protection and sustainability. Hotels, for example, should introduce composting schemes for organic wastes so that the biodegradable fraction of waste produced

can be used as compost for agricultural activities.

Finally, each of the identified measures has been provided with evaluation criteria and indicators to insert, eventually, in tenders and grants. Experience shows that it is not enough to design theoretical models or export best practice in different areas, but there is a growing necessity to set up practical operational models able to meet the diversity of economic, environmental and social characteristics which are the veritable heritage of regions. Their exploitation is the priority objective of people involved in this work.

## The OSP economic and financial approach

*Ettore Cinque,  
Andrea Mazzella*

The OSP (Operative Strategic Plan) economic and financial approach of the Vesuvius Red Zone, the area at highest risk from the volcano, is based on one hand on a financial evaluation - quantification of the monetary requirements to put the project into action - on the other hand on an appraisal of the OSP's economic and social impact, in order to consider the Strategic environmental evaluation too.

The OSP budget estimate has been elaborated according to the ROP (Regional operating programme) priorities: the protection of the territory from hydrogeological, volcanic and seismic risks; cultural and landscape heritage valorization; transport sustainable development; historical centres enhancement; industrial development of the area.

The OSP financial approach is based on two pillars:

- financial resources are mainly dedicated to infrastructural projects, which can not be realized through urbanistic incentives, fixed in OSP strategy;
- a wide use of leverage and taxation, in order to strengthen the mechanism of urbanistic incentives. These instruments will lead to architectural and urbanistic improvements and to a qualified institutional cooperation for an integrated management of complex programmes. The OSP provides seven different operating ways to be implemented through a progressive approach:
  - a) Wide environmental mitigation risk programmes;
  - b) Specific renewal and development programmes;
  - c) Economic development policies;
  - d) Residential mobility plan;

e) Additional resources to efficient and worthy municipalities;

f) Additional resources directed to develop self-financing programmes and to involve private capitals.

g) Financial resources for the elaboration of the MUP (Municipal urban plan), the ITP (Intermunicipal transport plan) and projects in accordance with law 21/2003 and the OSP (see the graphic, top to left).

All these actions are supposed to strengthen and sustain urban incentives, which could lead to a pulling effect for private capitals participation in the contest of decompression/upgrading positive trend.

The OSP is a complex project, therefore it is necessary to foresee a seven/ten years period to realize the plan. In the first phase, from 2007 to 2010, fundamental actions will be realized, in order to provide basic infrastructures. The second phase, from 2011 to 2013/15, concerns development plans, whose funding is provided also by premium incentives mechanisms.

Public financial requirements for the first phase amount to 800 million euros, mainly directed to mitigate environmental risk, to improve historical heritage safety and to develop transport infrastructures.

Investments will be covered with E.U., national and regional funds, and with local support.

Local co-financing could be mainly provided by private capital participation. Public-private partnership models are in fact strongly recommended for the OSP since they are supposed to generate positive effects on the territory of the Red zone.

Municipalities have the important role to push local stakeholders and to fix terms and rules to involve private investors.

**The plan of the Park of Vesuvius. The confrontation with a mutable and varied territory**

*Mirella Fiore*

Mutability and multiplicity are two relevant conditions that characterize the Vesuvian territory and strongly influence both the way we see and interpret that part which became a National Park in 1991 according to the law 394, and the way to conceive and project a plan aimed to govern and regulate its conservation and transformation. Mutability derives from the eruptive dynamics, from the consequent 're-shaping' effects of the territory and from their continuous reconstruction by man. Multiplicity consists in dichotomy, diversity and complexity in their deep and concentrated presence defining at the same time an inseparable unit. First of all there is a dichotomic relationship Somma/Vesuvius, that is the coexistence between the fertile and friendly aspect of the mountain and that of the destructiveness of the volcano connected to its geological history. Dichotomic, but at the same time internally different and complex from a territorial point of view, is also the coexistence between the richness of the natural resources and the number of critical factors. On one hand we recognize a true web full of excellence to which the image of the Park is linked, like a net that leads to overcome the administrative frontiers and recognize the wholeness of its territory: the great geomorphological emergencies, the forestry emergencies of the Somma and Vesuvian sides, the rural landscapes of the mid-Somma-Sarnese and Vesuvian sides, the historical settlement and architectural resources. On the other hand we find

the relevant and widespread presence of hazardous conditions: first of all the endemic volcanic risk, the high process of soil erosion and the inclining saturation of the corona area, the high level of chemical exploitation of the greenhouse areas the alteration of areas once used for extractive activities nowadays abandoned and in some cases used as dump; the persistence of highly hazardous and polluting activities, the spreading of radio-television and mobile phone installations, the incapability of creating wire-gauge that could give value to and sustain activities connected to the typical resources of the area. Deep down inside these conditions we can define the interpretation of Park and the idea of Plan. The Park is intended as a thick and complex system of territorial-cultural ecological, panoramic, functional, economic and social components and relationships. The Plan is strongly centered on the recognition of the strategic role that the Park can assume to introduce policies and actions able to exalt economical and social results connected to its improvement and to the exceptional richness of which it is a potential bearer. As a consequence there will be a series of basic choices related to the strategies to pursue and to the form of the Plan. For what concerns the strategies, we focus on the ability to keep together conservation and perspectives of development and improvement and also to insist on the continuity of the features of the territory and networking of the physical, historical, environmental, settlement and structural resource patrimony. In this perspective two

fundamental choices are collocated:

- from the settlement point of view, conciliating the full appreciation of the various components of the historical territory within and surrounding the Park with that of diversified tourism and compatible with the recuperation and re-functionality of that patrimony; a need which is strictly connected to access to a low environmental impact and the incentive of widespread re-qualification methods of the morphological characters of the existing construction patrimony;
- from the ecological point of view joining the protection and safeguarding with improving the quality of the natural patrimony and also with consolidating agriculture intended as a primary productive component for maintaining and managing the territory; also with the activation of re-qualification actions in particularly critical areas morphologically and ecologically.

From the formal point of view we seek :

- the search for synergy, complements and inter-institutional cooperation necessary in a Park that doesn't have continuity solutions between the internal and external territory;
- the recall to mind of the function of the principles of the Plan, directed to inducing the weight and importance of the 'prescribed orders', in favour of rules or directions that allow and support a greater responsibility of all subjects involved in the resource management;
- the recuperation of planning capabilities able to propose territorial and environmental interventions at various levels, consequently to activate complex methods of improvement and re-qualification.

## A national park in a metropolitan context

*Roberto Gambino*

Vesuvius National Park is a paradox - an extraordinary natural monument in a context of millennial anthropisation - challenging the international park and protected area culture. This challenge, clearly taken up since the first phase of the Park planning, has recently assumed a great topical relevance in relation to the rethinking of nature conservation and protected area conceptions.

On one side, the exceptional well-known geomorphology justifies the classification of Vesuvius complex as a National Park, on the other side many reasons oblige to consider it as a borderline case in the international panorama. A case where the crucial intertwining of conservation and development issues - currently observed in many European countries, as well as in many under-developed countries - is displayed in extremely aggravated terms (see for instance the evacuation problem).

Of course, this mix of problems obliges to consider the Vesuvian complex largely beyond the institutional Park's boundaries, taking into account a number of interferences, such as the historical involvement of the surrounding territories in the eruptive and the hydrogeological risk, the ecological linkages, the historical connection with Naples and the surrounding cultural sediments, the problems of the public transport for the access to the volcano and for the enjoyment of its natural and cultural resources. So, there is no future for the Vesuvius National Park except in a metropolitan perspective. But, in this perspective, is the National Park classification really appropriate?

To try to answer this question, we must refer to the international debate and reflections, to the 'new paradigms' for protected area policies (IUCN 2003), to the new directions for nature conservation (IUCN 2004), to the new environmental governance models. Referring to the National Parks, these changes draw our attention from visitors to inhabitants, from wilderness values to social and cultural ones, from compelling regulation to strategic processes to be shared by a plurality of institutions, actors and stakeholders. Further, a growing importance is given - following the European landscape convention, CE 2000 - to the landscape, both into and outside protected areas.

All these issues are well represented in the Vesuvius area. But here the observed conflicts and contradictions do not raise only from the recent changing processes (such as urban sprawl, illegal building, extractive activities and so on).

They are rooted in the natural and cultural history of the Vesuvian territory. They have much to do with the endemic ambiguity of the Vesuvian landscape, with the diversity and complementarity of the two main images: the peaceful image of the Somma, with its human settlements, forests and cultivated areas; and the threatening image of the Vesuvius, still in eruptive activity. The tragic history of this activity has always crossed and will again cross the human history, in a never-ending process of change.

**On the analysis of environmental resources**

*Antonio di Gennaro,  
Gaetano Di Pasquale,  
Leonardo Filesi*

In a context already complex, in which the vegetational dynamics were put at a zero more than once by the explosive volcanic activity, the millennial action of man takes place too, with an impressive acceleration in the last decades. Even the sectors which were not touched by agriculture and building have been vastly modified: on Mount Somma the chestnut tree has been mainly planted, robinia pseudacacia, Etna broom, pine (in particular *Pinus Pinea* and secondarily *Pinus Pinaster*) have been brought on the Vesuvius, and wide areas have been replanted with *Quercus ilex*, even outside their potential diffusion areas. In order to estimate how much the real situation reflects the potential one, and to give indications about the protection, the possible uses, the recovery and a correct forest management, finding homogeneous ranges as far as the physical environment is concerned proved essential. To build a hierarchy of the territory we used the method suggested by Blasi et al. (2000), which integrates bio-climatic, lithological and geomorphological information. In a unique context (in the same province it is not possible to find environments with a similar physical habitat) this approach enabled us on one side to facilitate the understanding of the vegetational mosaic under a sinfitosociological point of view, on the other to unite the silvicultural proposals and more in general the management of the territory in a potentially homogeneous sphere. In summary we believe that the framing obtained with

the hierarchical classification of the territory made it possible to support a coherent zoning of the Vesuvius National Park. The map of the series of vegetation enabled others to perform a critical comparison between the real and potential mosaics, and also, we hope, set up the basis for a multidisciplinary study on the topic of ecological networks, topic which especially here entails dealing with highly non-trivial urbanistic issues.

## Role and contents of the strategic projects

*Antonino Pardo,  
Paolo Sacco*

The Plan of the Park sees five great Strategic projects mainly defined by natural components, environmental directives and historical traces interrelated, among each other presenting a value of environmental ecological and functional features of the Park itself:

- 'The traditional ascent along route of the rack railway';
- 'Towards the margin through the Casamale';
- 'The water way of Ottaviano';
- 'From Pompei to the Crater along the Matrone route';
- 'The Forestry and geological Museum of Somma and of Vesuvius'.

The projects include acts of conservation, re-qualification or transformation by means of specific policies and actions for the Purpose of the objectives and of the strategic lives assumed to the Scale of the Territory and into the relationships with the surrounding areas. Particularly the first four refer to eco-environmental, historical-morphological and infrastructural directives strategic both for the possibility to collect financial resources and for the propulsive role they can assume to give value to the territory and to the environment thanks to net working and to the integration of diversifiable resources and different elements, initiatives and competencies.

Developing along a radial direction, the projects go beyond the Park and they root it in the surrounding territories, detecting complex and important corridors for the continuity of the net (ecological, historical, infrastructural) requiring agreements, plans and prospective arrangements with public

and private institutions. The fifth solicits a net of small and large sample projects sustained by policies oriented and finalized in making the two moulds of the Vesuvian landscape (Somma and Vesuvius) connected to the duality of the volcano emerge with priority reference to the conception of an active and dynamic museum of the forestry component and its relation to the appearing of the geomorphological palimpsest. These projects and programs, which don't have a prescriptive value but provide the Park Board with a priority operative direction in carrying out the Plan, are elaborated by identifying the objectivities, the resources, the physical and immaterial actions, the public and private financial bodies and consequently defining the methods and conditions so that they can effectively be carried out.

**Landscape unit and structural systems.  
The regulative components of the plan**  
*Cinzia Panneri*

The Plan regulative function is aimed to protect those values that have motivated the Park institution, namely the sites and the resources and the institutionally protected landscapes, and to be protected with laws, bonds and prescriptions. The strict defense of the Park unit is compared, in this case, with the necessity to preserve the environmental continuity out of its perimeter and to accurately differentiate the kinds of care and to give value to the environmental cultural, economical and social specifications and of its various parts overcoming the limits of a territory discipline exclusively anchored to the traditional zoning for protection degrees and foreseen by the law 349/1991.

For these reasons, the regulative component of the Park is divided into three levels products, with a different role of limitation/guide.

The first one is the territorial framing of the Park, that is, the base of the construction of agreements between the Region, Park authorities and local authorities involved, with the purpose to agree on eventual measures for the ecological continuity preservation of Nature.

The second is structural framing of the Park, that is, the selective picture of the strong points, acknowledgements less questionable of which each project choice must take into consideration. They are the great ecological, morphological, settlement and functional components of which the protection goes beyond the perimeter of the Park, assuring the necessary continuity between the protected area and the context,

consequently defining from the administrative point of view, the geometry and dimension of the surrounding areas.

The structural framing is organized in five systems: (1) Geo-morphological and hydro-geological; (2) Vegetational, agricultural and forestry; (3) Settlement History; (4) Access and Fruition, (5) Relations, further articulated in components, to which specific regulations of the Plan correspond.

The third regulative level is that of the Conservative Zone which symbolizes an enrichment of the traditional zoning for levels and protection (zones A, B, C , D art. 12 l. 394/1991), articulated in Scenery Units.

## The Structural plan for Dicomano 'bridging'

Giovanni Allegretti\*,  
Daniela Anceschi\*\*

On the occasion of the drawing up of the new Regulatory plan for the Municipality of Dicomano, the Commission and Council requested not just a project from the planners, but the initiation of a process that 'could create and develop a dialogue between inhabitants and institutions' on a fundamental theme such as the transformation of the city and the open territory. The process of dialogical planning interacted continuously with the phase of superseding the Regional law 5/95 of Tuscany, in the decade of its adoption. What emerged was an 'open' plan that proposes modalities for innovative design as an inheritance to develop over the coming stages of the planning process. Since 1995, Tuscan legislation has ruled that Municipal urban planning be developed in two different yet complementary instruments. The first, entitled the Structural plan, must be approved in union by the Municipality, the Province and the Region, and deals with the strategic contents of the planning, establishing the non-negotiable rules for active protection and enhancement of the territory's resources. The second instrument, entitled the Town Planning Regulation, enters into the details of the uses of the land and examines in depth some general analyses and planning elements. This instrument is more flexible and may be modified in substantial autonomy by the Municipality, although with the obligation not to violate the maximum construction capacity and the 'load' limits established in the strategic guidance instrument. In 2003, all the Tuscan

municipalities that had not yet drawn up their own Regulatory plan according to Regional law 5/95 (Decree on the management of the territory) had to begin the process of construction of the Structural plan. Among these was the Municipality of Dicomano, a town of 5,000 inhabitants 36 kilometres from Florence, whose territory (61 square kilometres) extends by bridging the territories of the Mugello and the Valdisieve, establishing itself as a link territory between two environments that surround the Florentine metropolitan area. In the case of Dicomano, the drawing up of the Dicomano plan, which began halfway through 2003, was complicated by a series of municipal and regional elections. The last phase of the planning then coincided with the entry into effect of Regional law 1/05, known as 'Super5' because it enhanced (without destroying) the preceding law. The small municipality thus became the 'opening act' in the experimentation of the new decree, had to undergo a condition of 'planning transition' full of uncertainties associated with the difficulties of the regional and provincial technical offices in interpreting parts of the new law and also linked to a delay in the law's arriving to applicable legislation, which only took place in 2007. This state of partial legal confusion led to a sort of 'joint creativity', which developed during the Conference on services, a space for direct dialogue between the various institutions that, for both laws, represents the fundamental moment in a planning process that is managed in collaboration by local bodies, Mountain Communities, and Provincial and Regional entities. The constant dialogue

between Region and Province allowed the Plan to fulfil the indications of Regional law 1/05 even before it was approved. In fact, in the 18 months of work preceding the approval of the new law, the planners had already collected and inserted into the plan the subjects of the political/technical debate that were forging the new section. In particular, one of the fundamental elements of the 'Super5' was immediately accepted, i.e. the need to impose the choices along paths that harmonise dispersed information, inter-institutional collaboration and areas of wide-ranging social participation (without confusing the three concepts, as the law seems to do still).

### *Locus amoenus ("pleasant place")*

Historically the centre of merchant trading, located on the plane at the beginning of an important valley in the Apennines running between Tuscany and Romagna (at the confluence of the rivers Sieve and Comano), Dicomano in the last twenty years has undergone a demographic explosion, growing by almost 2,000 inhabitants. The prospect, never realised, of a motorway link from Incisa to Barberino transformed it into a residential centre, marked by intense commuting to and from the Florentine metropolitan area. Despite the fact that Dicomano and Contea (its largest subsection) have undergone enlargements that were often inattentive to architectural and landscaping values, overall the territory has conserved intact its historical-environmental heritage, distinguishing itself from nearby municipalities through a strong growth in quality rural tourism over the last decade. The drawing up of the Structural plan allowed an

occasion to rethink the relationship between larger and smaller centres and open land, enhance the renewable energy sources and the quality of agricultural, forest and pastoral production, suggesting the need to review the relationships between Dicomano and the surrounding territories and Florence, and clear up the 'hierarchy and roles' with regard to hypotheses of economic development. In order to sustain such a landscaping strategy, the Commission held that it was important to have the assistance of professionals trained in the themes of local self-sustainable development, entrusting the work to young architects from the *Laboratorio di progettazione ecologica degli insediamenti* (LaPei) of the University of Florence. But, above all, it took the occasion to start up a permanent collective debate that - on various different levels - involved institutions, inhabitants and entrepreneurs firstly in the drawing up of the Structural plan and then of the Town planning regulation. This is why the approved plan still has, in its structuring parts, a visible trace of the participatory developments and the debates carried out, so that the detailed urban planning instruments may take these elements into account. The Structural Plan assigns to the detailed urban planning instruments the task of perfecting the social dialogue developments already initiated, arriving at the most possible 'shared' choices through working out any territorial tensions and conflicts. With regard to the opportunity for a vast social dialogue, there was agreement between the two Commissions that came one after the other in the drawing up of the Plan. For both, the construction of the Structural Plan was just the beginning of a development

that would be capable of 'de-provincialising' the urban setting, thereby clearing up the ambiguities and contradictions in the Report on the Start of Proceedings 2. The latter, in its all-encompassing nature, had presented as complementary various planning options that were in fact in conflict with each other, such as the opening of fashion outlets and the enhancement/improvement of the natural shopping centre in the small historical centre. The planned 'co-presence' certainly did not express great coherency in terms of town planning. This defect in vision needed correcting...

#### *Listening and prefiguring scenarios: the method and its results*

The construction of collective spaces for urban debate began right at the start of the overall studies for the Structural plan. Perfecting what had already been tried in the Structural plan for Scandicci, an effort was made to involve the citizens in a gradual manner, listening to members of the local community, in the form of over 30 open meetings and theme-based focus groups, in order to get a picture of the problems, expectations and possible solutions, and to favour a constructive dialogue between the different positions. For the meetings, symbolic spaces such as the Council Hall and the Planning office were made available. In a parallel manner, for one year, work was carried out in the schools and the summer camps in drawing up a 'Children's Plan', which involved students from the elementary and middle schools. The aim of the work was to stimulate an acknowledgement of territorial values, to reinforce the sense of belonging to place (perceived as a common anchor in the identity of both old and new

generations) and the general study of the transformations and historical fixed points in the community of Dicomano, in order to propose analytical points of view and hypotheses for their redesigning. In 2004, the detailed work of involving individual citizens, groups and families emotionally and functionally made possible a process of five open meetings, entitled 'The Thursdays of the Plan' because of their weekly occurrence. At these, the themes of the overall idea were exposed and discussed (in a sort of assessment of the state of progress of the Plan's works) and possible future scenarios were examined upon which to base the plan's choices: Trend scenario; the Scenario for gravitation onto the Metropolitan area; the Scenario for protection and conservation; Self-sustainable local development. On the basis of the latter scenario (collectively chosen as a horizon of reference) the technicians and the Commission amalgamated the development lines of the Structural plan, placing at the centre the 'Matrix of perceived social demand'. This was a concise summary of the requests and suggestions that had emerged in the Children's plan, in the various meetings with the inhabitants, and which had arrived by e-mail or inserted into the box at the Town Hall. Although pressed by the time restraints of drawing up the Structural plan, the listening programme developed in a well-modulated and in-depth manner. Because of its central importance, the description of this process - a rare event for a structural plan - was given ample space at the beginning of the General report. It also left clear traces in many 'graphic elaborations of the

Plan' as well as in the regulatory contents of the 'Statute of the Territory'. One strategic choice made by the Work group was to highlight the historical and environmental qualities of the territory and have a 'spatialised' reading of the results of the social dialogue. To that end, traditional forms of drawing the territory and its landscape were used; also, realistic/expressive-types of drawings were studied and used, as part of the experimental approach towards illustration that the LaPei has been using for over five years. The Scenarios and maps of the Heritage, examples of this form of illustration, use pictographic illustrations and 'relational' legends (i.e. legends that illustrate the system of reciprocal relationships between elements and with the landscape). All the illustrations refer to real objects, but, in order not to relinquish the role of a document destined for exact 'certification' of the quantitative and qualitative consistency of the elements illustrated, with a low symbolic content. This methodology ensured that the content of the Structural plan was enriched by meaningful suggestions and ideas. For example, it allowed planners to alter the volume and dimensions established by the Regulatory plan preceding the new Structural plan, reducing to a considerable extent the manufacturing, residential and tourist volumes. The approved plan sees a reduction of 33.7% in residential/tourist buildings and a reduction of 63% in the manufacturing buildings that may be constructed over the coming 25 years. In terms of viability, the social dialogue centred a wider debate on the Statale 67 road, reinforcing the refusal on the part of the new Commission to accept a section predefined by the

superior administrative bodies. In addition, the social dialogue contributed to overturning the 'urbanocentric' point of view which had been adopted up to that point in viewing the open territory, enriching the quantity and quality of the study reports. During the course of the work, to the Map of the 'Dynamics for the use of the land' (which reports the changes that took place between 1954 and 2002 and relates them to the territorial complexity registered by the General register in 1834) were added the 'Map of the traditional agrarian units', the 'Map of the zones of wild animals and the zones of repopulation and hunting', and the 'Map of the local roads'. And - in the maps of the project - the social dialogue helped to differentiate the rules applicable to the productive agricultural territory and to the abandoned areas, the recuperation of which to agricultural use is a priority for local development (the restrictions apply to the obligation to carry out philological restoration of the rural man-made objects and the agrarian systems). In addition, an analysis of the role carried out by hunting associations led planners to imagine partnerships between such associations, recreational associations, environmental associations and Municipal entities, in order to promote together - for educational purposes - the 'Areas of improvement to the wooded and pastoral landscape'. The idea to offer prizes for those who operate in the territory with associated management (for example, the doubling of the periods of validity of authorisation for temporary manufactured objects) is the direct result of the social dialogue processes that accompanied the Structural plan. The widest core of themes that emerged from the public debate, however,

concerned many of the 'urban and territorial fragments' indicated as elements with an identity that belongs to the territory, and therefore recognised by the Plan as 'unchangeable' in accordance with the provisions of the regional regulations. By means of the dialogue, the concept of 'structural invariant' was refined in comparison to the widespread way of understanding it in Tuscan town planning tradition. In this way, it ended up also including elements that were not physical but were linked to social variables, and found a clarity of definition that, in a parallel manner, Regional law 1/05 also sought for. The conservation-improvement of the traditional place-names and of the country graveyards, the importance of protected walkways for children and older people, the role of festivals and traditional markets and the new fito-depuration plant are all part of the group of elements collectively identified during the process of the public debate. The participatory process led - at the end - to the identification of the Areas of integrated rethinking (Air), complex portions of land the future transformation of which should (by self-imposed regulation) also result out of processes of collective construction of the choices. In particular, the Airs are meant to accord with the provisions of the new regional legislation, shifting the attention from 'passive protection' to 'planned protection' of the territory. In this, the process of social dialogue that accompanied and supported the drawing up of the Structural plan, played a vital role, which must necessarily be further developed in the drawing up of the detailed town planning instruments, currently in progress.

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## Towards the participatory construction of a Regional law on participation

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On March 27th 2007, the Regional Council of Tuscany discussed and approved a Preliminary document on the drawing up of a Law on participation, in accordance with international charters and documents (Eec Directive 2003/35, Charter of Aalborg, Declaration of Rio, Agenda Habitat II, Declarations of Johannesburg and Aarhus, etc.) that highlight the need to encourage, promote and diffuse processes and institutes for involving inhabitants in the creation of the political and technical choices for a territory, so as to ensure their democratic nature and sustainability. On July 30th 2007, the Regional Commission passed its own definitive proposal of the legal text, with the objective of arriving to the Regional Council for approval before the end of 2007.

The passages of approval and verification of the text were more numerous than usual. Besides the traditional institutional stages (Commission, Council, Committees), the process for approval of the Law included stages of collective discussion, which, for over two years, involved local bodies, universities, territorial associations and forums, accepting the contribution of every citizen who - whether individually or in a group - showed interest in examining the theme of how to make the work of institutions more dynamic by adding participatory processes that involve citizens in the choices concerning the transformation of the territory, by means of open discussion of politics and projects. The genesis of the Tuscan process appears unusual, as does its development. In fact, it

combines the electoral commitments of the new Regional Commission, which went up for re-election in March 2005, with a strong urge from the fabric of the community. In particular, president Martini offered spaces for support and visibility to the notion brought forward on a national scale by the *Rete del Nuovo Municipio* (Network of the new municipality, ARNM, cfr. [www.nuovomunicipio.org](http://www.nuovomunicipio.org)), an association that took shape in 2003 and was formed out of a collaboration between university laboratories, ground-level territorial movements and local and far-flung administrations that were interested in discussing themes of self-sustainable development through the experimentation of social dialogue within their territories. For some time now, the aim of the ARNM has been to ensure the functioning and monitoring of participatory process and institutes for governing the territory, without compromising the principles of autonomy of the represented leaders (often in a municipal context) and taking into account the necessary distinction between institutional actions (top down) and actions that spring from the community (bottom up).

The Alderman for the Institutional Reforms of the Region of Tuscany was clear in his intention to avoid the contradiction that marked the efforts of other countries (Peru, Venezuela and the Dominican Republic): a law to promote participatory processes passed in the absence of social or inter-institutional dialogue. Starting from January 2006, tens of self-organising assemblies were held in various parts of Tuscany, accompanied by informational congresses designed to ensure a constant comparison with foreign experiences. In

November 2006, the Region (using in an innovative manner an instrument generally in use on an urban scale) organised an Electronic Town Meeting. Over 500 people (including motivated citizens, organised groups and inhabitants extracted as a random sample) proposed various different points of view on the possible contents of the Law. The meeting was a crucial moment in the participatory process, given that those present had requested of the Region (in an unexpected manner) to be able to nominate representatives who could follow closely the entire itinerary of the proposed Law inside the institutions, so as to ensure a fluid contact between the various phases of construction of the contents and forms of the regulatory document. In addition, the event allowed the attention of institutions and the media to concentrate on some main themes that the Law subsequently placed in the centre of its frame. Among these, the need to ensure public debate on the Grand Works carried out in the regional territory, taking inspiration in part from the French example of the Commission Nationale du Débat Public ([www.debatpublic.fr](http://www.debatpublic.fr)). Over time, the idea emerged that - in order to be really efficient and credible - a Regional Law on the theme could not 'impose' on the Province and Municipalities the execution of processes of social dialogue, but rather should actively encourage the latter to set up coherent experimentation, even testing participatory processes within their own areas. In the case of Tuscany, it is therefore necessary to start from the coordination and understanding of the suggestions and measures already present in regional regulations such as Regional Law 1/05 on the

Governing of the Territory: in particular article 5 (where reference is made to the need for "processes of participatory democracy" for "the identification of the rules of settlement and transformation" that make up the Statute of the Territory) and articles 19-20 on the Guarantor of Information.

An all-important record of the entire participatory process - which availed of the expert consultation by Prof. Luigi Bobbio of the University of Turin - is to be found in a website/blog entitled "Io Partecipativo/a" (<http://www.regione.toscana.it/partecipazione>). In a parallel manner, in 2006 an inter-regional work group was formed and was joined by an increasing number of other administrations who were interested in exchanging experiences and possibly emulating the Tuscan process (Puglia, Lazio, Abruzzo, Friuli Venezia Giulia, Emilia Romagna and Umbria). The recent presence - as observers - of representatives from the Department of Public Functioning of the Government may be an important sign that there is national interest in a complex process on a theme that is currently central in political discussion, to which Tuscany is offering a considerable contribution in terms of experimental creativity, seriousness and commitment.

## Paper houses: the new housing question

*Giovanni Caudo*

Over recent years, people have again been talking about a housing crisis. Looking at the data for the number of families who are owner occupiers (80% according to a 2,006 estimate from Istat, the Italian national institute of statistics) it would seem paradoxical to talk of a crisis; but a closer analysis of the situation shows that the question is serious. First of all, the data relating to the increase in rents charged is extremely striking (49% on average but 149% in Venice and 91% in Rome), as are the figures for the increase in the value of properties (40% on average) and for the increase in evictions for non payment of rent (in 2004 these represented 71% of the total compared with just 13% in 1983). This then is the new housing question whose salient feature is the vulnerability of families exposed to rent increases in a free market context. The question is new, quite different from the problem in the 1970s which was referred to as the 'housing crisis', the solution of which was simply to build more houses. More houses are built today too, but only in a free market context, which makes the houses inaccessible and unsustainable for an ever-growing number of families. What are the reasons or possible explanations for today's growth in the property market? As is emphasised by analysts of the sector, we are living through the longest positive cycle in property values: this is a cycle that began in 1997, well before the speculative bubble of the new economy burst in 2000, and well before the collapse of the twin towers in 2001. We may agree that these two events contributed to

prolonging and strengthening the positive property cycle (the year after the attack on the twin towers saw the maximum increase in sales and purchases, +11.8%). The main causes must however be looked for elsewhere. Let us now look at the figures put out by the statistical analysts in the Bank of Italy for the loans that banks have been granting to families for the house purchases. These show that between december 1997 and march 1998, there was a reversal in the trend for home loans to families. That was when banks began what thereafter became a steady increase in bank loans to families, so that already by march 1999 home loans exceeded the other two items of credit in the building sector (construction and machinery). As can easily be guessed, the fact that the banks loosened their purse strings to lend to families produced an increase in the demand for house purchases, thus contributing to a revitalisation of the property market. The government of the day also encouraged the rise in rents and hence the profitability of property investment through law 431 of december 1998, liberalising the setting of rents and annulling the 'fair rent' law but also the 'exception pacts' contract. In those years too, between 1997 and 1998, companies producing goods and services began a radical process of restructuring and of maximising their profitability by outsourcing their property investments (fixed assets) to newly constituted spin-off companies or to companies already existing as a branch of their particular group. The financial mechanism created in these years is known in the literature as Abs (Asset backed securitisation) or simply Securitisation. This is based

on the appearance on the market of companies for property purposes only, financed by a bank and having the objective of increasing the profitability of property assets by ensuring that their value is maintained but above all by returning part of their profits to the banks, through interest on the loans, and to their shareholders (the companies producing goods and services) through a return on investments. Productivity is ensured by the rents charged and the capital value of the properties, both of which must therefore keep rising or at least stabilise at high levels. This is a mechanism that is founded on the need to increase market property values and rents. It may be simply a coincidence that from this very time (1997-98) banks granted mortgages more readily to families, thus increasing both the demand for houses and also the values of properties, and that in december 1998 the government liberalised rents, thus encouraging the increase in property values. However, rather than being a coincidence these facts could also be an explanation for the growth of the property market. Houses thus became 'paper houses': they were issued as securities on the financial market to produce profitability and to support the banking system and company restructuring, and especially to feed profits. The costs of this restructuring process weigh not only on families renting their houses, but also on those who are buying, since they burden themselves with high mortgage repayments. Property companies are making unprecedented profits and increasing their turnover from year to year. The housing question therefore has features that are quite different from those experienced in the past, and the solutions also need to

be different.

## Houses at affordable prices: the evolution of social housing in Britain

Giovanni Caudo

This article proposes an analysis of British housing policies with the aim of identifying any innovative features in them that are transferable to housing policies in Italy where, as in almost all western countries, the substantial increase in property values over the last 10 years has created a worrying situation that is worsening and becoming more widespread: there are a growing number of families who, in order to purchase a house, are saddling themselves with ever higher levels of debt over ever longer periods of time; there are a growing number of families who have to resort to rent subsidies; the number of people cohabiting because they do not want to be pushed out of the cities is increasing; while the number of cases of families who give up and are driven out of their local district in search of houses at more affordable prices. The fact that the property market has been taken over by high finance therefore has meant that all western countries now have to face up to this new prospect. Although in different degrees, all do so by starting from the position that they do not just turn on the switch of public spending. However, while in some countries (France, United Kingdom, United States) policies have been devised to create houses at affordable prices, Italy lacks a policy that encourages the creation of a type of housing that is halfway between state housing and the free market. The question of affordable housing was introduced in Britain in 1996 by the labour government with the housing act, after years of dismantling the role of the state in the provision of

state houses and after a massive sell-off of the stock of public housing through the right-to-buy policy introduced by the Thatcher government which allowed about 2 million people who were renting to become owner-occupiers. Despite this, social housing continues to play a central role in Britain and still today provides homes for about 9 million people. The policy of selling off the stock of local government housing was amended in the 1996 Housing act. Instead of individual house sales, preference was given to the transfer of property to Hms (Housing associations) or to Tmos (Tenants management organisations) or again to Almos (Arms length management organisations); the latter came out of the Tmos, which were associations of tenants who took on the management of the property without transfer of the title. Almos are the most realistic alternative to direct management by local authorities. When a local authority sets up an Almo it receives national funding earmarked for programmes to raise the standard of housing. A national audit controls and assesses the individual Almos, and on the basis of the assessment additional resources may be allocated. The law of 1996 and the government's order in council of december 2003 placed Has at the centre of social housing policies: together with the local authorities, the Has are responsible for setting up a social housing market. The main task of the associations is to provide affordable housing targeting low-income people, workers, low-paid professionals, young couples, temporary workers, the elderly, the handicapped, the homeless and anyone suffering a housing emergency. Today there are about 2 thousand Has. The main innovation

introduced in the recent reforms of housing concerns the way in which the Has are financed. While the principle remains intact that these are not-for-profit organisations, and are obliged to reinvest all their profits back into Has activities, i.e. into new houses or at any rate into actions supporting the homeless, ever since 1988 the associations have been able to access the financial market, thus reducing the burden on the public purse. Financing therefore is mixed in type, and the contribution of the private sector, which has grown over recent years, comes mainly from banks, building societies and the capital market. The Has are also self-financed from rents, which in general are 30% below market level and 30% above those charged for state houses. The labour government therefore achieved a double success: it compensated for the reduction in public spending and at the same time increased the supply of houses at affordable rents. This has been possible thanks to the creation of a channel of finance existing in parallel to public expenditure. Has draw directly on the capital market to obtain non speculative financial resources for the creation of social housing. In thus raising the necessary financial resources on the capital market, a central role is performed by The housing finance corporation (Thfc), set up in 1987 with the purpose of supplementing public resources by raising additional capital on the financial market. As an independent instrument of finance, it succeeds in drawing on funds from a variety of sources (bonds, private finance and bank loans), and since it is a corporation acting at national level it achieves economies of scale that give private investors confidence.

The production of low-cost housing in Britain takes various forms, and the case studies cited below illustrate the two main types. In the first type, illustrated by the New river village, the local authority has entrusted an agreed quota of social housing, which is additional to the construction work envisaged in the existing town plan, to the housing associations, which manage it in accordance with social housing aims. As distinct from the normal practice with contractors in Italy, the builder or the private investor has no role in the management of this type of social housing. The second type is illustrated by Raines court. Here there is direct involvement on the part of a housing association, the Peabody trust, with public funding coming from the Housing corporation, augmented by private finance. This example of social housing is located in a run-down area made available by the local authority.

### *New river village*

This housing estate is located in a previously industrial area, covering about 15 acres in the north of the city. Construction was awarded to the St. James Building services Ltd which, on the basis of an agreement signed with the borough and the Thames water utilities board, the owner of the district, is creating houses destined for the open market, social housing and building for public utilities. 29% of the total number of houses, 188, are intended as social housing, to be looked after by two housing associations: the circle Anglia and the Metropolitan housing trust (Mht). These houses are integrated with the houses to be put on the open market in order to encourage the mingling of many different levels of society. The New river village is an example of how the need to

create affordable housing, which we can define as a demand for a property market halfway between state housing and free market housing, is accompanied by high density development. Increased density, which makes it possible to provide a quota of affordable housing, is the result of negotiations between the parties responsible for creating a housing estate and the local authority. Negotiations follow a set procedure, as sanctioned by section 106 of the town and country planning act, which provides for the possibility of modifying a town plan for social purposes after agreement between the parties. Applying this procedure, the local authorities are able to collaborate in the creation of affordable housing to the extent allowed to individual boroughs under London's housing plan. In 2004 this plan set a target of 25 thousand housing units a year. In november 2006 the target was increased to 30 thousand units a year.

#### *Raines Court*

This project, located to the north-west of London in the borough of Hackney, was completed in 2003.

It consists of 53 housing units in shared properties designed for local people on low incomes, plus 8 units available on the open market. The buildings were developed by the Peabody trust, a housing association with a long history, founded as a charitable trust back in 1860.

The shared properties are a type of social housing that is quite different from the traditional british council house with its controlled rent. Low-income workers and professional people are offered the opportunity to buy just a part of the unit while the rest remains the property of the Peabody trust. The tenants-owners pay a rent calculated on the basis of the part of the unit

that they do not own. The idea is that over time the tenants can proceed to purchase the whole unit. The project was wholly the creation of the developer, the Peabody trust, in the context of a public strategy formulated by the Borough council. The aim is to bring home ownership within the reach of people on moderate incomes, to enable them to remain within the Borough. This is the basis of the agreement signed between the Borough and the Peabody trust for the transfer of ownership of seven derelict sites on which to create affordable housing. The Raines Court site was formerly a dairy products distribution yard. Costs were contained by reducing construction and management costs. Raines Court is one the Peabody trust's first projects to make extensive use of off-site pre-fabricated construction techniques.

**Evaluating territorial development projects, a modest unorthodox proposal**

*Simonetta Armondi,  
Paola Briata*

The article aim to offer a contribute to the debate on territorial development projects evaluation, on the background of the opening European community support framework for 2007-13.

Starting from the outcomes and the 'mixture' of different exploration activities, essays and reflections are heterodox proposals, carried out from not orthodox evaluation practitioners. The essay gives priority to a planning perspective. Starting from some research practices reflections a 'protocol' for territorial development projects evaluation is introduced. The protocol could be considered both a tool for the evaluation team as well as an instrument for the integrated projects partnerships in order to carry on a self-evaluation activity. The self-evaluation should allow all the actors involved in a local partnership to reflect on the process potentialities and weaknesses, and on the possible solutions of the emergent problems. The evaluation protocol, therefore, could be used as tool to learn from the experience though a collective process involving all the partners. Based on some specific outcomes of integrated development projects, a selective approach is proposed, to focus on process aspects usually not considered by established evaluation: the governance networks densification; the integration between actors, actions, policies and resources; the issues of learning and capacity building in the public actions practices.

The essay offers a frame of

evaluation literature concentrating on the dominant interpretation of an evaluation process, then it proposes the path of the design of the evaluation protocol based on three qualitative variable: governance, integration and capacity building. Finally, some lessons from the experiences and some opportunities offered from an interactive approach are suggested.

*Development projects evaluation: limits and perspectives*

It is commonly acknowledge that the introduction of evaluation into many countries in southern Europe, including Italy, occurred as a result of the requirements of European structural funds regulations. Eu Structural funds approach to evaluation has clearly stated aims and responsibilities to assess every stage of the programming cycle. Programs (in Italy, Regional operating programs) are usually implemented through projects (in Italy, Pit in Ob. 1 areas, integrated projects in Ob. 2 areas), but Eu has not clearly stated how evaluate projects as the main guides (Means, Tavistock institute, The Guide) assume that the same methods can be used to evaluate socioeconomic programs as well as projects. Despite this, experiences have clearly shown that programs evaluation tend to be mainly focused on accountability, resulting bureaucratic and focused on efficacy and effectiveness. On the contrary, a project evaluation should be focused on capacity building, innovative practices and learning: its objectives should be to improve the capacity of the actors involved in the project to program, manage and monitor their activities. For this reason in the last years Eu, as well as Italian

institutions, have begun to understand that a specific form of evaluation for projects is needed.

*The interactive approach*

A project evaluation implies a choice between different approaches and data raising techniques. The first models, based on an idea of positivist absolute rationality, considered evaluation as a comparison with the situation in a context before and after a project's implementation. This approach is not helpful to understand the real impact of a project because the relevance of an action in a specific social context, its symbolic value, its unexpected results are not considered. Moreover, positivist studies normally are not able to explain why in apparently similar contexts, similar projects can produce very different results. This is the main concern of realistic evaluation that aim to explain how the interaction between the context and the project may produce or not some results. This approach implies a very strong interaction between evaluators and policy makers: evaluation is an interactive learning process implying that the project's aims and objectives may be changed during its implementation. The interactions between the evaluator and the actors is even more important in constructivism based models, as the evaluation criteria are a product of an interactive process which aims to make a comparison with the different priorities of the actors involved. Data raising techniques could be based on quantitative, as well as qualitative, interactive (interviews, focus groups) survey methods. It is possible to mix evaluation approaches and data raising techniques, choosing on the base of the evaluation objectives and aims. This essay makes an integrated

projects evaluation protocol proposal based on integration, capacity building and governance dimensions. The protocol has been tested though some interactive focus groups on integrated projects experiences.

*Ways of looking*

The evaluation design aims to: attempting to focus on three key dimensions of the integrated development projects in the literature: capacity building, integration, governance. Specifically, the objective is to recognize and activate three variables of process that have not been object of a specific attention in traditional evaluation of integrated development projects; attempting to design an evaluation protocol for development public policies, in particular for integrated development projects, by constructing of a set of qualitative indicators. It is important to specify the difference between qualitative and quantitative indicators. A qualitative indicator is a description, in the form of a concise, clear and stable statement, of an objective to achieve or an impact obtained. While a quantitative indicator represents facts and figures, it describes things using numbers, (e.g. number of beneficiaries, % who are female). The indication for a standard evaluation of the integrated territorial projects has not been inserted, in the regional programming for European structural funds, neither in the Northern nor in the southern Italy. Consequently, each regional administration has been free to predispose, or not, an evaluation system. In particular Lombardy and Piedmont, in the modernizations of the relationships of intermediate evaluation of regional programming, have introduced surveys and check lists that regard, for

example, the characteristics and the functions of the local partnerships.

An exploration in the policy evaluation literature showed that the three variables (governance, integration and capacity building) had not been object of a specific attention in the evaluation carried on territorial integrated projects. Since the exploration carried out in the theories and the practices of evaluation has not been useful to our research aims, we elaborate a review of the development literature on the three variables that concurs to shape the 'minimal shared dictionary' of the evaluation protocol. The evaluation questions that have guided the elaboration of the set of indicators in the protocol are mainly descriptive and aim to understand, observe, describe and measure the changes stimulated by the project definition and implementation (what has it happened through the implementation of the development project?). Questions try to understand and estimate the cause-effect relationships and the emerging of unexpected effects (counterfactual situation: what happened is or not imputable to the development project definition and implementation process?). For example, for the evolution of the capacity building, we propose to use three categories of reading: the dimensions connected to the organization of the development project office; the dimensions related to the integrated project management; the dimensions related to the change in the cognitive sphere and in the policy design reflection (the increasing disposition, through the integrated project, to the interpretation of the territorial context).

#### *Learning from the experiences*

What was possible to learn

from the experiences? Five focus groups, with the main promoters and actors of integrated project's partnerships, have allowed to characterize multiple lines of reflection related to the three inquired dimensions evaluation (governance, integration, capacity building). Five main lessons emerged from the focus groups. The most important are that the outcomes of the focus groups concur to express evaluations related to the integrated projects nature. In particular, integrated projects could be subdivided in projects for the local development designed to reach the preconditions for the projects of local development. In perspective, a diversification of policies and tools based on previous conditions of territories appears to be necessary for the regional policy making. Moreover, a lesson is related to the twofold interpretation of integrated development projects. An integrated development project can be seen like a process, but also like a product: a 'model' to which making reference, the tangible expression that sore actions can carry to some outcomes.

#### *Conclusions: limits and potentialities of the approach*

The proposed approach shows limits and potentialities. A first problematic aspect regards the relationship with more traditional evaluations procedures, but it's important to underline that this is a proposal not to deny, but to integrate existing approaches for a better understanding of the integrated projects specific results.

A second aspect to point out is linked to all participative strategies limits for which it is usually very difficult to involve the weakest actors, whose opinion could be crucial to

understand a process effectiveness and efficacy. Our specific research experience reveals limits as well. In particular, the focus group have to be considered only a part of an overall interactive evaluation approach that implies also single interviews, and integration with selected data, and the definition of different policies case studies to be compared. Among the potentialities is possible to mention first of all the possible connections between evaluation processes and interactive, learning activities to accompany and improve a project implementation. Moreover, the experiences have clearly shown how an interactive approach evaluation could be the base to identify the future projects strategic objectives and aims.

To conclude, the approach test has enforced the relevance of the context dimension to be evaluated. In this perspective, evaluation could be a practice of knowledge production to increase the understanding of what works and in which circumstances, and how different measures and interventions can be made more effective.

## What's up-to-date in Cesare Chiodi's theories on city planning and what's not?

Graziella Tonon

In 1916 Patrick Abercrombie called *Der Städtebau*, by architect Hermann Joseph Stübgen, 'a 'goldmine' for future book-building masons'. Without a doubt, one of those masons who drew quite a bit of material from that mine was the engineer, Cesare Chiodi. In the history of city planning, the founder of the *Istituto di Tecnica Urbanistica del Politecnico di Milano* cannot be compared to Ildefonso Cerdá or to Raymond Unwin, only to mention two other engineers who also became city planners. However, to continue with the same metaphor, that does not negate the fact that he is considered a master mason in the Italian world. The extraordinary abundance of his written work alone suggests this. Moreover, the esteem he is held in by those belonging to the engineer camp and those in the architect camp, including that inner circle of the younger and battle-trained rationalists, further substantiates his authoritative nature. If Le Corbusier's brilliant, paradoxical writings are not enough to convince us how topical his futuristic visions of the building industry are, we can still agree with him when he promulgates and explains his concept of 'functional city', that is rationally organized in all of its forms. Despite numerous similarities, the functionalism of the rationalist architects and that of Chiodi derive from different concepts of rationality. For architects, functionalism is part of a rationality that belongs to a prevalently anti-bourgeois, anti-capitalistic school of thought in some cases and makes

its objective satisfying human needs, as abstract and understated that idea might be. It pursues the goal of humanizing techniques. On the other hand, Chiodi's functionalism belongs to the rationality of productivity-driven liberal thought coming from that very sector of industrial technicians and scholars who defended free business and the law of the market and which saw Francesco Mauro as one of its major experts. According to this approach, it was not human needs but the need to add value to the 'industrial phenomenon' which in the Milan area in the 1920's and 30's took the form of the "great factory", that was the independent variable. The rationale behind creating settlements had to bow to this so as to 'produce better to live better, but also live better to produce better'. In this light, 'the city planning question' could no longer be 'too unilaterally relegated to the camp of city organization and aesthetics' but became a problem of controlling the masses within the territory. As a consequence, a precise definition of the tasks city planning had to perform in a modern industrialized society emerged: it had to be "the science and art of regulating ... not so much ... streets, houses, neighbourhoods, cities, but human being themselves". Certainly the polemics that Chiodi repeatedly engaged in over 'merely architectural visions', whether they were "Sitte's followers" [or] the Dutch Berlage's or Piacentini's and Giovannoni's", did not keep him from learning from the teachings of 'civic art', to his credit. The attention paid to the aesthetics of the whole; the need for architecture to give life to urban tracts and not just to objects; the criticism of the excesses of expressive individualism which could destroy a

place's fascination and generate disorder; the awareness that "it is inconceivable to study a neighbourhood, a piazza, a street without taking into consideration both altimetric and planimetric aspects"; the belief that an urban plan must also take into consideration a third dimension and cannot limit itself to a series of beautiful plan drawings. Even though all that seems very much up-to-date today, in a world where architecture seemed to go in the opposite direction, in the years between the two world wars, those thoughts were not Chiodi's alone, nor was that his most original thinking. The attention paid to issues of urban aesthetics and to the building aspects of city planning was part of a common feeling that is still widely diffused among architects of all persuasions. Rather, where Chiodi was particularly innovative with respect to tradition lies in having been insistent in maintaining that the city is in the first place an economic organism [in which] roads, houses, factories, offices, transportation, etc. [are] a work tool the primary purpose of which is to function well and economically and not 'appear' beautiful. From the Milan area observatory in the twenties and thirties, where Chiodi's city planning ideas matured, for the industrial city to 'function well and economically" it was required, above all, that industry continued to be guaranteed the low wages on which a large part of its development was founded, but which were irreconcilable with the high cost of city life. Therefore its use of large masses of workers reproduced and dislocated to extraurban areas was of vital necessity. An economic problem which was compounded by a political one: that of removing the violent and

threatening conflicts that were exploding in the aftermath of the First World War during the so-called 'biennio rosso' and which risked subverting the already consolidated power relationship between capital and labour.

Given this context, in Chiodi's ideal vision the modern city, which had become an enormous settlement of workshops, in order to function 'well and economically', could no longer be the place of residence for masses of workers. In particular the urbanization of the Milan area was to be avoided as regards those fine and healthy half-farming half-working class families which were not a trivial force of production, of conservation, of balance supplying the brawn for the day-to-day work in the city without cutting off their roots from healthy soil of life in the country.

Two strategies were to be adopted: in the first place a 'complete overhaul' of the old worker neighbourhoods through the use of 'necessary though ill-famed guttings'. In the second, the establishment of a regional vision and of a city planning policy capable of involving the territorial dimension to promote a daily exchange between the city and the country [through] the most perfect organization of transportation means in order to facilitate the daily ebb and flow of the masses of workers. Subways, urban and rural tramlines, local railroads, automobiles are a necessary functional element of the extending city characterized by the decentralization of urban nuclei, by the rarefaction of construction, by the limitation of demographic density ... A purely static vision of the urban organism which was the inspiration for cities in the past, today is transformed in a dynamic vision.

In this limpid vision of 1931, which almost anticipated the

current concept of the 'diffused city', Chiodi does none other than systematize processes that had already been in act in the Lombardy area and which formed the basis for contemporary metropolis, putting them in an ideal order. The distinctive characteristics of this new situation, above all the enormous dimensions of the commuter population, practically a travelling city, were already so evident that, at the Lombard congress for working class housing developments sponsored by Reale società d'igiene (Royal Health Group) in 1936, more than one observed that in Milan area the 'città dispersa' (sprawling city) already existed.

In his collection of writings dedicated to Cesare Chiodi published in 1957, Dodi maintained that the new things his maestro contributed to the study of urban planning were two: the first, to have separated it from "the simple conception of urban problems in terms of architectonics and particularism which up until then had been followed [leading him to observe them] in social, demographic and economic terms as well"; the second, to have freed "the planning of the urban composition from outdated isotropic development models ... 'like oil spots', as he called them, to bring it to new, open and articulated forms and larger territorial visions".

The first of his innovations is still valid today. As far as the second is concerned, having turned urban planning to new forms and articulated them to the scale of the territory, which was a dramatic break with the very spatiality of traditional urban planning, does not seem to have enriched the capability of planning residential areas by city planning. If in the analysis and interpretation of the phenomena surrounding the development of settlements

it is right to break away from urban-centric visions and open them up to the wider territorial dimensions, in planning and designing cities the city still represents a rich source of learning as long as city planning values the quality of living the space.

Yet Chiodi didn't perceive the complexity and the richness of meaning that the historical city kept and still can keep. Instead he was firmly convinced that it was necessary to 'dilute the city in the country' and create a polycentric organism "without too many tight restrictions imposed by models or systems". Historic city centers, satellite nuclei, new neighbourhoods had to be arranged in a way that they were separated by rural areas following a principle of differentiation as would be the case in a "vast workshop [in which] everything must have its place, every function its organ". Transportation means played a crucial role: they had to provide a rapid connection between 'the travelling masses and the fixed concrete stones' in order to "have the most social well-being and profit with the least use of energy and economic means". The need for rapid movement prevailed over quietness in Chiodi's mind. The concept of the city street was overturned. In regarding the rue corridor as a residential area and not just for transit, the hydraulic concept of the street as a canal of traffic prevailed and the circulation function became the deciding factor in the choice and design of its routes. An engineering approach to the street overtook an architectonic approach. The threads of modern flows: motorways, raised thruways, expressways, ring roads, tunnels, overpasses, underpasses, safety roads, traffic islands, exits, tram and train tracks had the right of way along side rail-based transportation means

as forms for constituting open spatiality.

Any settlement inserted in this network of relationships, even those that lacked characteristics of urbs could proudly bear the label of urban as long as its residents worked in industry or services and had access to 'every kind of commercial or cultural activity modern life offers'.

But 'furnishing each inhabitant adequate conditions for his life, work and rest' does not guarantee, as Chiodi maintained, that 'the continuity and splendour of city life can be assured'. If the beauty of 'body of the urbs' is not recreated as well, it is difficult for that splendour to emerge. The beauty of the city cannot be traced to order or hierarchy. For it to exist, there must be dialogue tension between buildings, between open and closed spaces, between evenness and unevenness, as even Chiodi himself attributed, if at end of his life and even though not explicitly, to "historic city centers ... with their irrationality, but with their warmth".

Functional and social complexities are not always synonymous with chaos. Social zoning creates ghettos that are no less dangerous than the 'promiscuity' between social classes and functional zoning creates alternating congestion and emptiness in the use of space. As far as an ideal size is concerned, large, compact cities with an 'isotropic' development can still be a source of culture and civilization. It is not necessarily true that there is 'something indomitable and threatening' to quote Henry Ford. Much depends on how they are planned and administered. Just as those small satellite elements, which according to Chiodi should support the 'polycentric' expansion of the city, can be the site of 'violent convulsions and [of]

unrest'.

Not just that. When polycentric expansion leads to 'splitting urban masses up' through the proliferation in rural territory of small 'nuclei of buildings' that are functionally specialized and are held together only by a transportation network, the risk is that it will erode soil destined for rural landscape and destroy the beauty of thousand-year-old rural construction without being able to replace it with the beauty of the city. The disastrous conditions into which many of the principal metropolitan areas in Italy have fallen demonstrate that.

Chiodi cites a few initial warning signs in two of his writings: one in 1952 on *Gli eccessi della pubblicità stradale* (The excesses of roadside advertising) in which he denounced "the offence that unregulated spreading [and] intrusiveness of advertising installed along the roadside [caused] to landscape"; the other in 1954, on *Gli italiani, questi sciuponi* (These Italians what squanderers) in which he lamented the "slaughter of that inestimable wealth ... that is the beauty of our country". One substantial difference however distinguishes the period that followed from the fifties. The decentralization of the city and the corresponding expansion of buildings did not only have an impact on ever increasing numbers of workers who were unable to deal with the rise of rents and the extremely high costs of city life. The big factories were also hit and when they were not shut down outright, they were dismembered, miniaturized, decreeing the end of an era in Italy: that of the industrial city and of the imposing and organized masses of factory workers. What Chiodi wished for, in many ways came true: the conflict regarding jobs today is no longer a threat, economic liberalism has

won many times over. The contemporary metropolis does not correspond however to that 'glorious Taylorization' that he imagined "where everything [had] to have its place [so as] to achieve the best return with the least expense of human energy and economic means". The 'vast workshop' is more similar to an old rusty machine. It is out of tune, it causes trouble and waste that weighs on the very efficiency of mobility, which was supposed to be 'agile', and without 'friction' and penalized both economic activity and the quality of life.

The process of the dismembering of the industrial city, which Chiodi considered necessary in 1943 to assure the final 'de-citifying' of the population, in fact happened in a most irrational way, in total disarray. Backed by city planning policy that was so liberal as to be nonexistent, the lack of public control, on which Chiodi himself had insisted a lot, over space on a territorial basis and which was necessary to ensure coordination among the choices of locating jobs, housing, services and the system of transportation, was decisive.

Chiodi the liberal was aware that "private speculation ... as legitimate as you want, has its own natural and respectable points of view that do not always coincide with those of city government": private speculation left to itself "with weak brakes and weak controls leads to anarchy" and becomes a source of social contradiction. From this point of view, the period between the two wars was a litmus test. How much not only revolutionary ideologies but also the disasters caused by the egoism of laissez faire without rules were responsible for the burning political climate of those years has been demonstrated.

Years which were marked

by the occupation of the factories and the spreading of claims that threatened the foundations of the free industrial enterprise: precisely that 'phenomenon' that Chiodi believed to be central for the country's economy and civil progress and which, consequently, was not open for discussion.

How could the problem of excessive urban rents be avoided? How could the uses of space be controlled in such a way that reproduction costs for the masses of workers would not turn on the needs of manufacturing? These questions had strategic importance for Chiodi: they represented the playing fields and were cause for reflection for 'administrator' city planners that were just as important if not more than those typical of the 'technician' or the 'artist'. It is in this area, more respectful of the law and practical problems regarding 'the actual implementation' of plans more than of problems in urban techniques and planning, where Chiodi's contribution appears to be exceptionally up-to-date even today. In fact, we are living in times of liberal extremism once again dominated by an unconditional faith in the market and its powers of self regulation and in the celebration of private virtue in the use and management of public resources including that very precious resource: the soil, which cannot be reproduced and is not susceptible to being treated as goods.

To face this political climate in which it has "even been suggested to overthrow centuries of history and make soil planning through the use of negotiated acts instead of decrees", certain affirmations Chiodi made regarding law and city planning practice make his bourgeois, liberal, moderate line of thinking revolutionary.

## The territorial responsibilities of Italian multiservice public utilities

Luca Fondacci

Since March 29th 1903, when national law n° 103, 'Giolitti's law', instigated the activity of public service firms, the role of multiservice public utilities (Mpus) has been strengthened and consolidated, with them now managing more than 90% of the distribution and customer sales of the Italian energy supply. As a result of this, these Mpus assume responsibility for technological innovation in energy and energy products, as well as responsibility for the clarity of relationships with territories, thus securing the strategic advantages derived from the Mpus' investments. Furthermore, they take responsibility for the development of an integration between energy, territories and public services. Consequently, we have the prospect of two potentially innovative scenarios for public services.

First, the Mpus could be defined as having the aim of setting up and maintaining the balance of the energy activity of a territorial system. Secondly, as a result of this, and due to their potential to link technical and political expertise, these specific public utilities could widen their activities for the benefit of a coherent urban and territorial development. In this lies the concept of territorial responsibility, but the question remains: in concrete terms, who should assume such responsibility? Investigation into the experiences of certain regions provides two answers to this question: Mpus have responsibility in areas, such as Terni, where the local administration has not been particularly reactive in coordinating, as

a whole, the different energy activities; in areas, such as Ferrara, where a defined coordination or balance is already in existence, the local administration holds responsibility for the territory, and Mpus must refer to and cooperate with them when planning their own strategies. In both cases, we are dealing with territories that possess an economy that is in need of a substantial improvement in energy. To increase the efficiency of these economies, and to improve the social fabric of these territories, it would be necessary to keep the territories one step ahead of their competitors, by having them thrive on a widespread culture of innovation and interaction between the public and private sector. With regard to the two aforementioned interpretations, we consider the case of Terni, where Asm, the most important of Umbria's three Mpus, operates, and the case of Ferrara, where the local public utility is now part of the Hera group, the national leader in the energy, water and environmental industries trading since June 2003. Some basic information concerning new national policies will reveal the ideas behind the development of this concept of territorial responsibility. In terms of the first interpretation, in order to establish what it means for an Mpu to assume territorial responsibility, we must dwell on an important initiative to avoid a crisis for ThyssenKrupp Acciai speciali Terni (Tk-Ast) and for the surrounding industrial area. Such an initiative is based on the Protocollo d'intesa per favorire lo sviluppo del territorio di Terni e Narni, an agreement, made in August 2005, between national government and many local and national stakeholders. To avoid the threat of closure for the Tk-Ast, the

strategy of the Protocollo is to provide a direct supply of energy at competitive prices until 2010, when a new natural gas power plant of 400 Mw will provide the 280 Mw requirement of the Tk-Ast.

This 120Mw differential is already an advantage owing to the fact that it will help with the cost of the construction of the power plant. On top of this, it could become a good opportunity to develop technical and political relationships with agents involved in the project. More specifically, on a technological level, there are already relationships between Asm and Tk-Ast regarding district heating, and on a political level, an ambition exists to expand, to a provincial extent, Asm's thermal waste treatment capability. In addition, there is the intention of the regional administration to proceed towards a regional reorganization of the services, based on a business and organizational model which is able to combine a strong local connection with the need to expand, in order to offer increasingly efficient public utility services. In this sense, Asm could assume territorial responsibility to develop a regional energy network because of their long-standing tradition of providing energy, water and waste services. The construction of a regional energy network is a new-found process that this region could employ to foster the integration of industry, energy and public services.

With regard to Ferrara, we are dealing with a case study in which local administration maintains territorial responsibility for different territorial activities, such as the Mpu Hera Ferrara. As anticipated, the guarantee of an energy supply is one of the key factors in attracting new enterprise, and responds to the needs of the productive and economic world. In

order to achieve these results, first of all, Ferrara is equipping its industrial and technological area with a 800 Mw gas power plant, property of Eni, and secondly, in close collaboration with Hera Ferrara, it is widening its district heating and its thermal waste treatment capability, the implementation of which is being carried out by Hera. These facilities are powerful energy tools for the city, which is also equipped with an integrated system for the management of heat, and this system is also able to use different energy sources simultaneously.

The case of Ferrara testifies to the advantages of a local development strategy based on two political principles: that urban and regional interventions are always driven by planning; that public administration is the reference point for the implementation of the plan. With regard to this local development strategy, we can't escape the fact that the Ferrara administration is still in need of a specific sector to coordinate energy activities. Thus remains the realistic possibility of a regression, either in terms of plan monitoring, or in the decisional capability of local administration in the matters of territorial and energy policies. The possibility of such regression acts as an incentive to comply with Mpu options, and as a threat to the administration of losing its innate ability to maintain the balance of energy with territorial activity or, in other words, its territorial responsibility. In this sense, the direct risk is not for either the administration or for the Mpu, but in fact for the region, which could suffer a decisional stalemate. On a national level, the Italian energy scene is being defined by the intense merger and acquisition activity being carried out between the Mpus. From the beginning, the aim of

this activity has been to create the best conditions, in terms of the size and competitiveness of the Mpus, for the growing open energy markets of Europe. However, on top of the modification and preparation of these big players, wide centres of economic and energy development have been defined, thus implementing a strong integration between energy and territory. With regard to this integration, rather than legislate for specific institutions (ie. Mpus or local administration), there is an opportunity to introduce a national vision dedicated to the territory itself.

If we recognise the present condition of public services legislation as fragmentary and primarily dedicated to the creation of market competition, we can see the necessity of a progression of political focus from the players, to the territory itself, where local administrations are emerging as tutors of common good, and Mpus as caretakers of industrial strategy. Such a diversion of political attention towards the territory could support a redistribution of responsibility, not only in terms of who does what, but also in terms of how a public utility service is constructed.

**North-Western Platform:  
'Sit-Ins' as tool for  
territorial governance**  
*Umberto Janin Rivolin*

In the present article, 'Sit-In' does not imply the invocation of a protest movement, but more simply indicates the Italian acronym of 'Interdependent territorial systems'. The north-western platform is indeed one of the macroregional contexts surveyed by the Itater 2020 research. This was conducted by the Italian society of urban planners on mandate of the Italian Ministry of infrastructures in the framework of the EU cohesion policy programming for period 2007-2013. Sit-Ins are therefore proposed as strategic spatial units for a perspective scenario of the aforementioned context, fostering polycentric development and multi-level governance in the cohesion policy process.

*Introduction*

The EU cohesion policy for 2007-2013 period is coordinated by the Ministry of economic development in Italy. In this framework, the Ministry of infrastructures (Mi), has promoted a number of analysis and technical assistance initiatives in the past months. Particularly, the Mi has drawn a 'working hypothesis' based on 'strategic territorial platforms' of transnational, national and interregional relevance. Besides, it has assigned to the Italian society of the urban planners (Siu) a research programme called 'Itater 2020' and addressed to represent possible 'perspective scenarios' concerning the main aforementioned platforms. Briefly, the research Itater 2020 was articulated in 'thematic analyses' and 'contextual surveys'. The former were developed in

order to update and to discuss information on various aspects anchoring the country's development perspectives to the territory (e.g. local identities, networks, competitiveness, governance, etc.). The latter were approached as to verify the meaningfulness of thematic analyses in six macroregional contexts, broadly corresponding to the Mi's transnational strategic platforms.

The macroregional contexts adopted for the surveys find also correspondence, in a different perspective, to the 'functional macroregional systems' (FuMaS) proposed by the research itself. The final aim of each contextual survey, developed by independent experts on the basis of a common analytical agenda, was the representation of four possible 'perspective scenarios', respectively addressed to 'decline in different ways the relations between territorial structures and institutional supremacies': namely, the so called scenarios of local proliferation (municipalities supremacy), subsided cohesion (regions supremacy), central networks (state supremacy) and selective interdependencies (multi-level governance). As above suggested, the north-western platform within Itater 2020 research was made coinciding with the 'north-west' FuMaS, overall extended, horizontally, between the French border and the Milanese metropolis and, vertically, between the Swiss border and the Ligurian Sea. This is indeed one of the main economic integration zones at EU level, in conditions of competing with the 'European pentagon'. Moreover, concerned by two main European corridors, this macroregion may be seen as a natural Euro-Mediterranean platform, crossed by three great lines of global importance: one

connecting the Balkans and Eastern Europe to Western Europe and the Iberian peninsula; a second one connecting the Far East to Western Europe through the Suez channel and the Mediterranean Sea; a third one connecting the North Africa and the Middle East to Southern and Central Europe.

*North-western platform as opportunity for a multi-dimensional survey*

In the light of 'thematic analyses' carried out at national level in Itater 2020 research, the north-western platform has been interpreted, like all the six chosen macroregional contexts, according to four main analytical steps, namely: corridors/territories relationships, dynamics of change, present and future actions programmes and visions of regional planning.

*Corridors/territories relationships*

If relationships between corridors and territory are considered a main strength aspect for north-western Italy at larger scales, this becomes problematic when territories are locally observed. Therefore, 23 'local identity units' retrievable in north-western Italy have been distinguished according to their localisation with respect to European corridors and, generally, to the existing and programmed transport networks, namely: A. Local territories in a nodal position for their metropolitan rank (Milan, Turin, Genoa) or explicit crossway function (Novara); B. Local territories in a crossing position with respect to corridors (Susa Valley, Verbano-Cusio-Ossola province, Alessandria); C. Local territories in an accompanying position (all the others).

*Dynamics of change*

Modifications of urban densities occurred in the last decade especially in the southern side of the Milanese crown, in northern Piedmont along the main transport axes, in the Aosta plain and, in a more widespread form, in southern Piedmont. They were weaker on the Ligurian coast. Overall, the traditional centre-periphery model, centred on Milan and Turin, has definitively left place to a polycentric system in north-western Italy. A much more complex and trendy networking territorial structure includes intro- and extroversive elements: a combination of still close and already open local systems, the latter capable to relate themselves to extra-regional 'long networks'.

*Present and future action programmes*

The 2000-2006 structural funds objective 2 target areas, as well as the Leader+Community initiative ones, interweaved a significant stitch of ambits supported for production and competitiveness (extensible even outside the national borders), in which the areas concerned by 'negotiated programmes' (pacts of employments, etc.) play a pivotal role. Moreover, the cross-border cooperation areas, established since the early '90s, shape a context of joint development promotion, which is particularly strengthened by single planning initiatives like 'Espace Mont Blanc', 'Regio Insubrica' and 'Mencantour Park'. Against this backdrop, the lack of coordination at a macroregional level remains a major problem.

*Visions of regional planning*

All the four Italian regions concerned have a spatial plan in force or in course of approval, namely: Piano territoriale regionale (Ptr) in Piedmont (1997), currently

under revision, Piano territoriale paesistico (Ptp) in the Aosta Valley (1998), Ptr Project in Liguria (2003) and Ptr Strategic document in Lombardy (2005). The high degree of self-attention of regional spatial policies shows that they are basically finalised to strengthen single competitive advantages outside from a common perspective. This poses problems of overall coherence of north-western Italy spatial policies, especially as far as infrastructures are concerned.

#### *'Sit-In' for a voluntary scenario*

Basing on developed surveys, possible 'perspective scenarios' for north-western Italy have been represented in the form of 'trend' and 'voluntary' scenarios. Trend scenarios of local proliferation, of subsidised cohesion and of central networks are all featured by the attempt of one administrative level to prevail on the others as for spatial policy decisions (respectively, local, regional or state's supremacies). All of them are based on respectable intentions but, for different reasons, no one of them is totally convincing in face of the complex challenges concerning north-western Italy in the immediate future. Therefore, the voluntary scenario of selective interdependencies is proposed as a possible 'guideline vision', which implies not only the acknowledgement of strategic advantages of polycentric development, but also a shared commitment on a multilevel governance process. Particularly, five 'interdependent territorial systems' (Sit-Ins) are identified within the north-west 'functional macroregional system' (Fumas). These are conceived as geometrically variable spatial units

(without fixed boundaries), not conditioned by the main administrative partitions and addressed to compose a concrete functional and operational framework in accordance with the Itater 2020 research hypotheses. Briefly, each Sit-In may be thought as an organised ambit of local identity units, which requires the reinforcement of internal polycentrism according to the performing capacities of respective competitiveness potentialities. Not every Sit-In includes a main networks node, capable to commute inner and global fluxes (in both senses). Therefore, the nodes performance in distributing advantages among the various Sit-Ins (also outside the Fumas) has to be improved through the reinforcement of polycentric relations between them. In such perspective, a strategic vision of north-western Italy represents also the demand of new methods for a shared territorial governance. In other words, Sit-Ins pose the need to acknowledge and involve in the decision-making processes not only the established administrative authorities at the various levels, but also the more relevant cooperation and 'lobbying' networks, currently operating in the context.

#### *Conclusions: Sit-Ins as tool of EU territorial governance*

The definition of the aforementioned Sit-Ins pays certainly some limitations due to a research developed in a few time and with a scarce availability of resources, which has not permitted, first and foremost, the stakeholders involvement of in the scenarios design. However, the adopted methodology and the 'Sit-In' concept itself seem to answer to the need, the more and more manifest in Italy as in Europe, that planning tools and practices are progressively

harmonised to the EU territorial governance process, in order to increase national and transnational competitiveness as well as territorial cohesion. Of course, the crucial importance of 'polycentric development' and 'multi-level governance' concepts as for the attainment of territorial cohesion in Europe is well known to European planners. Besides, the strategic role of spatial visions in fostering the governance process is equally considered. Both the aforementioned concepts refer, when a visioning effort is required, to the 'network' metaphor. This is considered by policy analysts an 'interpretative lens' of particular usefulness, when Community policy processes have to be explained or oriented. Nevertheless, the fleeting character of this as of any metaphor implies, in this case, that the network is conceived both as 'independent variable' and as 'form of representation'. Otherwise, the 'governance' concept could be easily confused, being this or not in the policy-makers' intentions, with concepts of renewed 'influence structure', pure 'environment of organisations' or simple 'arena for interests intermediation'. The 'Sit-In' hypothesis, here applied to north-western Italy but potentially extensible to other European contexts, is precisely an attempt to draw a bidimensional hologram, in which networks are the form of representation of polycentric territorial structures and, at the same time, become the independent variable of a governance process which is not predetermined by the established boundaries of power. Particularly, the vanishing borders of Sit-Ins are led to emancipate the concerned territories from geopolitical prejudices, in

order to make them concrete 'laboratories of subsidiarity', also in a cross-border and transnational perspective. In conclusion, acting as the connectors between 'functional macroregional systems' (Fumas) and 'local identity units', Sit-Ins might constitute the strategic spatial units for planning processes which are aware and responsible of the new rules of the game posed by EU territorial governance.