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## Resisting strategic planning

Francesco Domenico Moccia\*

Territorial Integrated Projects (TIP), a new planning tool in European Structural Fund program, are a field of large strategic planning spreading. Looking closely to the planning process this program may highlight how strategic planning is being received in Italy. I will try to identify the major misunderstandings coming from cultural differences. In fact, as Italy comes late in the use of such a planning model, our professionals and academicians may advantage themselves of theories and practices of other countries whose interpretation, in the lack of knowledge of their context, let some inertia of local planning culture survive. This is what I call resistance to strategic planning innovation. The paper present, first of all, TIPs. They are considered at the convergence of integrated planning and strategic planning to each of one a paragraph is dedicated. In them are identified models of both type of planning to present the different proposals to solve shortcomings of the existing planning tools, and the contribution of strategic planning to this research of more effectiveness. The last paragraph deeply analyzes what I think the reasons are of misunderstanding trusting that their knowledge will help to overcome them. In the conclusion there is the identification of two elements in which strategic planning could be rooted and aspect its future development.

### What are the TIP?

The European Union (EU) has planned to manage its Structural Funds (SF) for the years 2000-2006 in tune

with principles of integration, concentration and partnership. Development policies are, for the most part, left to Regions, where States playing the role of coordination and indication via institutional agreements on programs and control over regional program implementation. In the Operative Regional Programs (ORP) and in the subsequent Planning Complements (PC) which concretize ORP's decisions, following negotiations with Italy and EU and respecting the Southern Development Plan proposed by the Department of Development and Cooperation Policies (DDCP) of the Ministry of the Treasury, six axes of intervention have been identified to put the final plan into effect. Their focus is Object 1 area, where EU funds have been specifically allocated. These axes are measures for the valorization of environmental, cultural and human resources, local socio-economic systems (including agriculture, industry and tourism), and urban areas with their physical and intangible infrastructures. Furthermore, support, for technological innovation and internationalization of enterprises and institutions is foreseen, in the projects initiated both in the public and private sectors, via scrupulously administered competitions. And, at every stage of development of these axes, the principle of environmental sustainability will shape the whole process and its various strategies. In addition actions will have to conform to the communitary policy and norms concerning the environment, including Strategic Environmental Evaluation (Cavelli 2002). The present proposal and action mechanisms are identical to those of the previous five-year SF

development plan, but, with the introduction of new EU principles (of fund concentration, extended partnership in decision process, policy sectors integration), the integrated projects (IP) have been included. The latter are not a further instrument of the ORP or the PC (one more axe to add to the former one); rather they represent SF's diverse modality of utilization. With a IP it is possible to coordinate projects under diverse umbrellas of axes and mechanisms and to give them a unitary sense of direction (Moccia 2002b, c). Thus, multisectorial interventions can be integrated to deal with complex problems. This convergence toward and unifying objective can also help to concentrate resources so that a critical mass can be reached to overcome certain obstacle of stagnation ad to set processes of change in motion. This is a crucial point because, aside from the element of plurisectoriality, the complexity of the issues entails the involvement of a multiplicity of actors for whom participation in project design and policy development must be facilitated. Such a process is rooted in the principle of partnership. In the present phase of the EU, since economic integration works via a common currency, the issue of the political integration as become paramount. Therefore, EU economic programs, now include experiments in governance. Their main goal is not to isolate constitutional questions in the upper echelons of intrastate relations, but to integrate them into a progressive participatory structure of a multilevel system of governance designed to reach citizens and their political life. This kind of

partnership, in connection with the project designs and development policies of European programs, sets in motion the building of organizations, the development of interinstitutional and interorganizational relations, the participation of economic and social actors, and the involvement of citizens in a chain of decisions-making processes extending from the grass root to the upper echelons of government, and vice versa.

For example, a IP aiming to valorize a local system that specializes in the production of clothing can develop and support the cooperation of related firms in coordination, thus setting up a network implementing at all levels technological innovations and external marketing strategies. At the some time training programs can be set up to improve the quality of the labor market; and infrastructural logistical works can reduce the costs of transportation and general transactions. Clearly, such a program can draw funds from diverse axes: local systems, human resources, internationalization, connecting networks, etc. This is the case of a sectorial IP. Other such equally important sectorial IPs focus on the valorization of parks and nature reserve, regional transportation networks, tourism development. Regarding the latter, itineraries need to be improved to encourage appreciation of cultural attractions, and space will be provided of better complementary services. More sectorial IPs issues are urban network consolidation, soil protection and flood prevention. Instead Territorial Integrated Projects (TIP) are called that plans comprehending a specific geographical area comprised of approximately ten adjoining municipalities,

each within a population of at least 100,000. These municipalities enter into consortia to develop projects in common that effectively utilize their major resources. In this second family of IPs integration can spread even larger joining more economic, social, environmental policies. For a program to improve tourism, for instance, can be involved cultural and environmental resources, expertise in tourist and educational services, support of related enterprises, and international networks. While the IPs involve sectorial regional initiatives, the TIPs emerge from the grass roots and contribute to the shaping of the identity of sub regional areas presently lacking administrative structures and technical apparatuses to plan and implement local policies. These structures, in fact, must be devised for pragmatic realization. Their creation come mainly from interested local governments (cities and towns), negotiated through the three level of government in institutional agreements, as happen in Campania. Other Regions, as Puglia, identify geographical areas to plan with TIPs in a topdown process, on the bases of territorial analysis, and decide strategic issues for each of them. There is a third group of Regions (Sicilia e Sardegna) that identify TIPs in a competitive process during which are valued and compared proposals coming from free coalitions of municipalities within a simple framework of easy norms. It is always more evident how TIPs, as well as ORP are increasingly becoming pivot point in the regional planning system.

### **Italian premises of the TIPs**

Integrated planning in Italy

are developed in three major 'families': negotiated programming, complex urban planning, and social policies (Padovani 2002). Negotiated programming involves a policy of support for economic development, especially in the area of small industrial firms. The CNEL (the National Council of Economy and Labour, collaborative authority made of national government and Unions), headed by De Rita, has backed such initiatives. Thus the tradition of Catholic communitarianism has, paradoxically, merged, at present, with an intellectual movement of opposite ideological matrix. This confluence, in the socio-economics, has resulted in the success of small and medium-sized firms in the Northeast. Both sociologists and economists involved have reinterpreted the Marshall Plan Theory of industrial district of development and Porter's theory of 'competitive niches' to clarify how things 'Made in Italy' can penetrate international markets (Becattini 1998). Economies of accumulation and productive flexibility deriving from the ability of various enterprises in specific areas to collaborate via systems of social relations (social capital) and actions favorable to local political, economic and financial institutions were identified as the basic factors making for success in the Northeast. Such systems have also been proposed as courses of action to support weaker local productive apparatuses and give them a sense of direction with analogous development model. The overwhelming prevalence of small firms in less developed regions have allowed for the realization of such policies and practices on a large scale. The interconnection between enterprises and local communities, whose civic sense (Putnam 1993)

and social cohesion created a favorable environment, made the grass root communitarian movement work the way De Rita, among its first proponents, hoped it would.

Via Territorial Pacts the government provided up to 100 billion Lire for development programs conceived in a coalition of municipalities where businesses, industries, unions, and financial institution cooperated. Agreements required the commitment of the above actors, to realize projects. Usually local agencies were expected to provide infrastructures and to accelerate authorization processes; the unions were to handle issues related to the job market; and the banks were asked to offer credit and financial assistance to back business plans (De Rita, Bonomi 1998).

The 88 TPE agreed upon in 15 counties focus on various issues: the promotion of a good business environment via innovative advisory services, financial engineering, environmental infrastructure; the development of human resources; the integration of people in the job market; the improvement of endogenous potential (schemes to develop the economic fabric, support for small businesses, tourism, new sources of employment); agricultural and rural development.

I have dwelt up the above forms of integrated projects because they resemble most the TIPs (Formez 2001). Moreover, given the regionalizing tendencies in development policies and the market approach of the present government, especially in the Pact for Italy endorsed by the unions and Confindustria (association representing industrial interest), with an overturning and

readaptation of the Pacts, the TIPs have been viewed as the only possible route for continuing negotiated planning.

The second trend in integrated project design is routed in policies addressing the fundamental urban problems of the 1980's. Reduced economic growth and the end of urban expansion, along with the deindustrialization of the major metropolises and the progress of transportation and communication technologies, have necessitated a new approach to city planning. After the crisis of the General Regulating Plan (GRP) which come into conflict with projects of the revitalization of central and nodal urban areas and the failure of Rehabilitation Plans to preserve and valorise historic centers, the Ministry of Public Works initiated an experimental program of integrated plans to broaden the just regulatory Italian planning culture and practice toward a development perspective. One of the Ministry's main goal was to deal with the crisis of public financing by having recourse to private capital, thus involving enterprises in the planning process and encouraging projects of private initiative. Via Urban Rehabilitation Plans this formula was extended to initiatives in public housing. Such neighbourhoods, built up in the massive public works programs from the 1950's to the 1970's were gradually deteriorated. Funds reserved for the construction of new neighbourhoods of low cost housing were redirected, more and more, toward the repair of already built one. This development tendencies took one final step forward with the Neighbourhood contracts, an idea imported from France. In that country there was the last version of the

socio-political approach common in UK and in the USA to treat exclusion. This problem was addressed the first time in a complex way in the Model City Program of the 60's (1). The idea of the Contract, then, does not limit the policy just to the morphological and physical spheres; it also deal with social and economic issue. On the other side, this formula regulate relations among public and private actors on a contractual basis, permitting negotiations and bottomup planning. Although relegated to the confines of marginal economies, these programs are proposed in order to integrate local people into the job market, to propel small manufacturing and service activities, to sustain local initiatives and forms of cooperation, and to accelerate processes of socialization by improving social services and cultural, sport, and recreational centres. These projects are considered essential to reverse the process of urban decay and to support works to give a better shape to public spaces and to repair housing. In social policy as well, this convergent direction has been taken in the awareness of how crucial spatial dimensions are. The Social Zone Plan is an organic tool in which diverse social policies seek integration on territorial bases and bring about the some administrative decentralization verifiable in the sector of economic policies. Such a goal is feasible especially because policies in urban planning have, for the longest time, been rooted in local realities. Thus the zone can develop as an aggregate of municipalities or the repartition of a large city and can represent some issue of intermediate planning dealt with by the TIPs. At this some level of

planning, furthermore, already one planning tool, named PRUSST (2) has been located aiming to a series of integrated urban projects to transform pluricomunal areas and their infrastructures.

### **Strategic planning**

Only recently strategic planning model has been used in Italian integrated projects, in contrast with its development in other European nations, Canada and USA. More than the work of Friend and the Center for Operative Research, strategic planning experiences like those of the 'Latin Arc' as Barcelona and Lyon have had considerable influence. Maria Cristina Gibelli is among the first (in 1996) to call for Bryson's transposition of strategic planning to the public sector in a volume where Roberto Camagni proposed his original model for city planning well rooted in a business administration culture. Claudio Calvaresi (1997) assesses British structural planning vis-à-vis the most recent proposals made by Friend and Hickling (1987), Bryson (1989) and Lindblom; and he stresses the valorisation of participatory, cooperative project design, the importance of the stakeholder's roles, the construction of networks of actors in shared scenarios, an approach he funds wanting in innovation, rather than rationalism via the sequential steps of a model. Thus he hide the continuity of strategic planning and the rational comprehensive models, but presents to the Italian reader only the contrasting features of them. Moreover, a public not used to planning theories and planning process models, as the Italian one is, understood, from this account, just philosophy or an approach to planning and not a

technique.

These authors deemed it necessary to distance themselves from the corporate matrix which, with its emphasis on management and its ideological mistrust by a leftist audience, seems opposed to dialogue with grass roots elements. In fact, strategic planning is well received by planners committed to work in neighbourhoods on the frontline of social integration with the goal of setting bottomup decision-making processes in motion. This assimilation of collaborative tendencies favours a rapid dissemination of strategic planning at the cost of a generic comprehension of its nature and a full understanding of all its technical aspects.

In a deep sense, two more elements contribute to the ambivalence regarding the reception of strategic planning in Italy. They also correlate strategic planning to participatory, interactive and communicative, in a neo-current in opposition to traditional Italian urbanism, named, inappropriately, 'planning theory' conceived as an approach rather than as a field.

The first element regards the confusion between social and development policies. Political agenda of the left, that favour strong partisanship, have led to the criminalization of negotiations to develop projects that might transform cities via the cooperation of public and private sectors. Several instances where there were accords to convert abandoned industrial sites belonging to large companies provide evidence of how local governments lost their chance for private input and had to sacrifice public interest to the promoter's partial agenda. Given this lesson, it become urgent to harmonize redevelopment

plans with plan to improve the quality of life so that economic development and social integration goes hand in hand. Without compensatory solutions, development plan must assume social connotations, i.e., the building of its legitimacy focused in solving the problems of the disadvantaged. With such an approach to policy-making, crucial is the fusion of planning techniques with strategic planning (the development instrument) and participatory planning (the social integration mechanism). The move to the technological layer of equity policy has its shortcomings. Confusion of tools may give less effectiveness to each program and the mixing of contrasting aims in the some organization may obstacle the work leading to a paralysis. I suggest, as a solution to this problem, to face complex issues with more tools and organizations linked in a network and unified by a leadership to give them unity of aim. Moving back to strategic planning reception in Italy, this planning rhetoric join his model to other one and confuse its profile.

The second important factor determining the difficulties of strategic planning in Italy concern the lack of knowledge regarding the constitutional valence of local government in the USA. Herein, the difference between corporations and municipalities has been clarified by Calise (1998). In contrast with the universalistic value of local Italian administration, corporations limits and tunes its rule with functions considered essential for public interest. Their existence depends only from a specific identification of such interest and from the constitution of a public organization aimed to pursue it. This process is

nor in a general neither in an uniform fashion applied to the nation. On this background, Bryson's research and proposal of transposition of strategic planning from the private sector to the public makes much more sense, because, in his setting, public and private organizations are more similar than we can conceive, on the basis of a Napoleonic model of government. Probably due to European unification process, the Anglo-Saxon model of local government and the Latin tradition coming from the Napoleon code are converging. We can notice this trend in some changes happening in Italy as the recognition of autonomy in the representation of specific collective interests for every one of our public agencies, with room for conflict among them, combined with the end of the unitary and hierarchical organization of the State, with its principles of command-and-execute, the valorisation of localism, local autonomy, decentralisation, and the introduction of the principle of the concerted effort to harmonize sectorial and territorial public agencies and institutions. All these new rules and procedures perimeter and identify local government, in the act of planning, as an organization, limited in its scope, with defined resources, and responsible for its action, in contrast with the absolute entity coinciding with the local society of our cultural tradition. When the Bassanini Law can set in motion in Italy reforms in public administration, Franco Archibugi reminds us with a convincing argument, a similar reform initiated by Al Gore clarifies the role strategic planning plays in orienting federal agencies toward achieving their goals (Osborne, Gaebler 1993).

Archibugi identifies with the continuity of strategic planning in the Anglo-Saxon and American North American tradition, and he still sees it as an evolution of the rational comprehensive model. He works to interweave the planning process and the administrative procedure via an articulated model of implementation of public policy (Archibugi 1998, 2002). Thanks to his commitment in the Higher School of Public Administration (3), public officials has been exposed to progressive ideas in this field. Due to the bureaucratic setting, strategic planning is not viewed as a problem-solving, decision making tool, but rather as a method to help an organization to reach results. This approach calls in the forefront one more issue, we can not develop: what role public administration officials have in front of elected officials? Given its corporate matrix, another field crucial to strategic planning has to do with economics. In the Territorial Pacts, referred to above, seminal plans for local development have been applied. A pioneer work in this area has been done by the Development Agency of North Milan. Its technical support work has been done by Sandro Balducci (1999) and Claudio Calvaresi (1999) through the Department of Architecture and Planning of the Politecnico of Milan. This agency is one of the first to develop a strategic plan in Italy. The issue was to give an answer to the deindustrialization of large areas in the northern suburbs of the city be coming more and more service oriented. Other plans that employ, at least in part, strategic planning methods are three-year operative plans for works in seaports as proposed by the Port

Authority. Its proposals aim to involve local government and the relevant Ministry. Herein, the SWOT Analysis has been adopted to understand development perspectives as related to present realities of the transport of freight and passengers. The first Italian city to approve a strategic plan was Turin, where the strong monosectorial economy focused on FIAT. Faced with its industrial crisis, the city find itself forced to initiate as soon as possible economic diversification that may attract new activities and convert the obsolete automotive plants, thus changing land use and infrastructure throughout the city. Herein, Turin is searching for a new identity to invite outside investments and major international events (like the Winter Olympic Games). Its strategic plan represents a crucial process, guided by a technical group including Roberto Camagni, Giuseppe Dematteis, Arnaldo Bagnasco, that involves citizens and all civic (and civil) forces of the city to coordinate cooperative efforts and articulate projects. It is clear that, given the nature of the city crisis, the commitment of the economic actors is crucial. Upper level officials (CEOs) of leading corporations operating in the city personally joined in working groups to focus on some of the faced issues. The continuity of such commitment is assured with the creation of the International Turin Association, an NGO. Similarly, new strategic plans have made progress in large cities like Milan, Genoa, and, recently, Rome: Moreover, medium-sized cities like Pesaro, Trento, La Spezia, Piacenza and Trieste (Bobbio, Gastaldi 2002; Gastaldi 2002) have committed to generating strategic plans

and creating policies to implement them and networks to exchange informations. Virtually all the experts on the field emphasize that the Strategic Plan (SP) should not be regulated via rigid legislation nor imposed on cities. But there are not unanimous view regard the relationship of the SP with the GRP, especially because the SP offers solutions to diverse problems that have recently emerged in city and regional planning. One of the first of these problems entails the inefficacy of city plans concentrating on the space and on the design of the physical shape of the city without attention paid to the actors, forces and resources that might be involved in concrete actions of urban change and in the management of the resultant development (especially public or social facilities). In addition, urban plans try to be less ineffective, given awareness of concrete difficulties in proposing longterm projects, focusing on the main objectives. These may be the preservation of the major ecological resources, cultural heritage, development of longdistance rail infrastructure, port facilities, i.e. On the other side, GRP may identify the main crisis areas, as large deindustrialized sites. This kind of design is called structural plan, being suggested by the homonymous British model. Having adopted this solution to face uncertainty, a more flexible and recurrent in time planning process is required to identify a list of projects aimed to pursue the objectives and solve the problems given in the structural plan. The coherence of these projects may be assessed on a strategic base: are they, linked together, building up

a strategy to make the plan reality? This strategic plan has been proposed as 'the program of the Major', because, clarifying candidates platform and commitments. From a conservative viewpoint, such a program could be interpreted as the implementation step of the GRP, implying that all the decision process has already been settled in the GRP. However more and more experts and actors are convinced that the GRPs' instruments are sufficient to fully grasp and render effective urban policy. For example, they have realized that there is no way to identify subjects able of utilizing the public facilities foreseen or the modalities of management to keep them functioning. Furthermore, the capacity major urban transformations that might mature on the basis of new contingencies has been demonstrated as severely limited. Nor is it likely that urban economic trend can be sustained only by regulatory tools. For the above reasons SP become vital as a supplement ad a complement of the GRP. In fact, being GRP essentially a land use plan and a public work program, it does not offer room to face the above issues. Its action goes on with regulatory tools and public investments. Furthermore, the dissemination of complex planning has generated over time numerous projects in each city. The rehabilitation of public housing neighborhoods has been planned with Urban Rehabilitation Programs (URP) and Contracts for Neighborhoods. Historic centers has been the focus of a number of Preservation Plans (PP). A PRUSST has often been used to reorganize metropolitan infrastructures. In a number of specific zones Urban programs have had results together with other sectorial

programs for the improvements, for instance, in railroad and general transport systems, sea-and airports, networks of health and assistance centers (via Social Zone Plans), the establishment and protection of parks and natural reserves. Furthermore, in many of these areas, to attract new investment, private, individual, groups and businesses are invited to submit proposals for development. Clearly, at this point, a need is felt to manage effectively this complex set of actions. Enacted as Lombardy Regional Law, the Document for the Integration of Urban Policies (DIUP) should delineate the development directions cities should take in empowering local government to give shape to varied planning opportunities and to channel private proposals in ways that might revitalize their built environments. It is still being debated whether this document should apply to all Italy, lead to a strategic plan, or pertain only in cases of crisis in order to mobilize actors capable of setting a process of strategic planning in motion. Luigi Mazza analysis have been crucial in involving GRP features in so far as they have revealed a duality: the land use plan vs projects of expansion and transformation of cities. Mazza (1997) has shown how this two functions are mutually exclusive and obstructive and would impede the efficacy of a plan in a complex and conflict-ridden milieu where it is always difficult to foresee longterm results. To solve this apparent stalemate, he has proposed the division of the two functions. As to the land use plan he sees its scope as preservation of property rights and real estates values joined to a stable

shape of the built environment. On the other side, development plans should be assessed on the bases of goals of urban policy defined in DIUPs, not in conformity of the land use plan ( that they may change) and other fixed for all norms. After that analysis, Article 14 of the Law 109/1994 introducing triennial programs for public works, and requiring cities to make it part of their budget, a plan interpreted by some municipalities as strategic, seems to have accepted Mazza's remarks. The slide summarize in three models the above description of different trends in the process of GRP revision under the pressure of strategic planning. The complementary model does not delete GRP, but add SP to it for the many rationale already presented. GRP and SP are two independent documents, the first one regulatory, the second one of development (4). SP projects have to conform to land use rules of GRPs, but they pursue SP goals and strategies. The cross model is presented by Marcelloni speaking about the last GRP of Rome (Marcelloni 2001). He explain that a SP will follow. The Rome GRP is made of two levels. The former is for large scale planning as is similar to British structural plan, and second, a more detailed plan, consequently is local. This vertical articulation may be crossed by an horizontal succession of two more steps: strategic and operational, in the sense that both structural and local plans are to be divided in strategic and operational. The dual model propose to divide the GRP in two independent documents, according to the above criticism of Mazza. This is the more difficult proposal to carry on because require related national legislation. That is

why we can fund only indirect reference to this model in Regional Legislation or in planning practice.

### **ITP and Strategic Planning**

In the ORPs, PC and the guidelines for IPs and TIPs, the employment of strategic planning is explicitly required. Project must describe the geographic area and the chosen sector via SWOT Analysis and identify a guiding concept in a Document of Strategic Orientation (DSO) written in partnership with the identified stakeholders in a process of interactive planning. These guidelines might make them think that the SP would spread rapidly in the Objective 1 Regions (5). But a closer analysis of DSOs and the PITs does not confirm this hypothesis. We face a series of obstacles that are evident from the outset. The first comes from the contraposition of the speedy spending of the public funds to accurate planning. Since the programs extends for five years, the lack of a strong planning culture and its products, as a planning doctrine, as well as an adequate pool of available projects quickly shifted the focus to the search of immediately implementable projects. Furthermore, skepticism in the speed of administrative procedure, and the large presence of red tapes, is deeply rooted. Calculation have even been made as to the average time it takes for procedures to bear some fruit from the commitment to the project works, it is three-and-a half years. Often forms distributed supported the attitude of municipal official as to their thinking in terms of projects. So they could proceed with strategic planning by cataloguing various available projects in different steps of elaboration. This method

was backed up by the theory of the DSO as 'a process of ideation' pertaining to the project cycle (Colaizzo 2000). Thus support was given to the subjective accentuation and a virtual justification of the inherent Good of Ideas in themselves and their autonomous capacity for realization. In general terms, it is not workable to prefer the inductive or deductive method. Nor can we prescribe a formula to judge how much we should trust creativity in the planning process. Certainly this component should not be under-estimated; but, it usually involve risks. Correctly many experts maintain that the Territorial Pacts were precursor of the TIPs, and that the latter readapt many of the former's policies and procedures. As to the limitations regarding these programs, I concur with Meldolesi (2001), who sees them lacking in a profound understanding of the territories targeted by their projects. When initiative remained in the hands of local politicians free of the control of a socio-economic partnership, the plan was quickly packaged with some trendy ideas coming from already available electoral program or taken from more popular, at the moment, development prospects that appease uninformed public opinion. Such levels of 'common knowledge' have proven to be far from productive reality. In some settings, the economic actors, to avoid the hostility of certain dominating groups still hostile to industry and businesses, prefer to work backstage also to resist misappropriations aimed at them by public and hidden powers. By way of contrast, the SP, can anchor the DSOs in economic, social and territorial research allowing carefully thought out TIPs to work via

authentic local protagonists capable of solving their problems. The second obstacle is the scant knowledge of strategic planning on the part of TIP project designers and public officials. In this area, the gap between Italy and other European countries is dramatic. Among the few experts who have bothered to notice, we have already seen how academy itself has emphasized political and theoretical discussions to the detriment of dissemination of technological competencies. Rare are the university and professional training courses that teach strategic planning. Moreover, the training of agents of development occurs under the aegis of economy. It exclude planning, which is still regarded with the diffidence that liberalism, once again revived, propagated. A further difficulty planning has in penetrating public administration where it meets opposition of the judicial culture. The consequences of this state of affairs is clear. Administrative organisms from the regional level on down do not creatively territorialize Ministerial directives. This is obvious in the striking similarity among most of the ORPs in the regions of South of Italy. Economic and bureaucracy unite to replace planning with programming. Thus public policies are administered according to a logic totally confined to public administration, meaning that it is confined to implementing procedures as efficient execution of orders imparted updown by political decision makers in the context of a large rational organization. When planning is ignored, we miss the tools to have a fully understanding of problems, to analyze them and foresee spinoff tendencies,

to evaluate resources and see how they can be best utilized. Economism and bureaucracy stifle the creativity needed to imagine new solutions. In turn the TIPs are repackaged with the most traditional technical elaborations of analysis and planning. Unfortunately, the very professional experiences of SPs are too recent to be well known in the field. One issue of *Urbanistica* did try to review the Italian major experiments in 1996 (Curti 1996); but it dealt only with incomplete if not merely potential SPs. Only in the last two years have more developed SPs emerged. There is, however, more extensive knowledge of the practices and findings of integrated project design. Such is the result of the campaign for city and regional planning innovation run by the Ministry for Public Works and INU (6). In fact, many of the projects elaborated for the PRUSST, URPs, and the integrated PP have merged with TIPs to provide continuity of implementation or to add more sources of grants. Thus the former asset developed with this culture of innovative planning in the form of professional groups, public officials and local government organizations, community activists with experience in the called above Ministerial programs have given competitive advantage for grants to their local. Their expertise, in fact, can be fully appreciated in the design of their TIPs. In this process, Europe's encouragement of models of collaborative planning cannot be overlooked. Beyond the Urban Program, one should recall the Local Agenda 21. In this perspective strategic planning may give an help to environmental planning. Yet the TIPs have created conditions encouraging successive development of

the strategic planning as a continuously progressive, more efficient praxis. These basic conditions are the intermediate level of planning called development local systems and the Local Development Agencies. Local systems represent the geographical area where a development issue may be addressed, at list in one of its interpretations. In another essay (Moccia 2002a) I have treated local systems identified in Italy's Southern regions. Their average area is approximately 82,000 square Kilometers, with an average population of 120,000 people spread over about fifteen municipalities. These system have been assessed according to very variable criteria from region to region. I synthesized this criteria to three fundamental models I call analytical, contractual, competitive. These models can also be interwoven. The analytical model is based on regional geographical studies; it identifies objective criteria of homogeneity among continuous areas. The criteria given precedence is those comprehending economic and social structures. Often the industrial district is the objective toward which the development of the local system is pushed. In such a case, the industrial district statistical indicators are used to identify local systems. To the contractual model pertain those systems whose formation comes about via political decision-making in municipal coalitions or program agreements between provinces and region. These systems can also develop from the initiatives of associations and organisms that are not public. But they can develop partnership involving local institutions. The competitive model employs selection of TIPs proposals presented by local coalitions,

represented by a leading municipality, to regional competitions. Its evaluative criteria is made explicit in competition guidelines, and the decisions to accept proposals are made with TIPs rating system. The most interesting point to be stressed here, is that among the modalities of identification in TIPs areas strategic approaches are also be taken. In other words, the crucial idea is that a geographical zone cannot be mapped out unless there is, among fundamental parameters, a clear notion of the policy goals involved. Thus the aims to pursue must indicate whose key actions must occur and which area these action are designed to involve. Pursuing this strategic approach, we can reconcile divergences in Italian southern region criteria for TIPs identification because, in the strategic approach analytical knowledge is joined to policies to be adopted, and to the vital coalitions to be built among political actors and civil society to carry them forward. Moreover, we can thus keep alive an healthy balance between competition and cooperation. Local development agencies have already sprung up all over Italy and the Mezzogiorno as Local Societies of Intermediation (LSI) constituted under the European program for employment Employment Territorial Pact (ETP), and even earlier, via municipal initiatives as for the Development Agency of North Milan (Moccia 2002d). With the 2000-2006 Agenda, progress is being made from the first isolated cases of pilot projects to a more widespread network of organizations. In the region of Calabria, there has been established an intermediate level organization dedicated to local economic development stabilizing

TIPs and giving, to the municipal consortia managing them, the task to administer all kind of grant. In the region of Campania a new law has been proposed to institute local development agencies and define their role in development policy. As to the nature these new organizations will assume, the multilevel governance of the European Union will take shape (Balducci 1999). In fact, as agencies enact development programs, they practice styles of decision making in the public domain. Strategic planning does not determine the organizational structure of agencies (which are often charged with the task of providing technical assistance to territorial bodies); nor does it shape their relations with local governmental organs. Its influence is exercised, instead, in its proposing of a style of decision-making based on the interaction of expertise, technical knowledge and interests. Strategic planning does not conflict with prerogative recognised by the representative system of democracy, nor does it redesign the map of the distribution of powers and responsibility. Nevertheless, strategic planning favour collaboration and the commitment of a large range of actors. In other words, empower local actor in the political arena. If strategic planning take place in LSI, if their officials will become used to start strategic planning processes cyclically, LSI will increase their strength as agency of change. They will have more effective tools to gather stakeholders, let relevant decision-maker communicate, plan actions, and pursue successes. As well as, strategic planning may disseminate as a tool of development policy if LSIs will learn this model and more and more

frequently will use it in their work (7).

## Notes

1. *Demonstration Cities and Metropolitan Development Act* of 1966 in the word of its author, Lyndon Johnson was: "To built not just housing, but neighbourhoods, not just to construct schools, but to educate children, not just to rise incomes, but to create beauty and end the poisoning of our environment" (Powledge 1970, p. 149).
2. The Italian acronym means: Urban rehabilitation and sustainable development plan.
3. This government institution for the training of the higher ranks of bureaucracy has been designed on the French model, but it does not substitute the university instruction for the some employs.
4. Tassonomic categories "regulatory" and "of development" are taken from the Alexander's model of planning (Alexander 1997).
5. Objective 1 Regions are the geographical areas where the most part of European Structural Funds are addressed and include all Italian Southern Regions.
6. Most prestigious and ancient city planning non government association: National Institute of City Planning.
7. I acknowledge the indispensable help of Justin Vitiello in translating this paper in English.

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