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## If the plan ...

*Paolo Avarello*

If the plan must recover original contents and intentions one must think about different plans from those of traditional urbanism, not looking to recompose in 'new plans' themes and modalities of 'old plans', but rather developing techniques and knowledge that is different from the past. The problem of limits, for example, can no longer be dealt with in terms of traditional 'dimensionamento' (fixing overall dimensions), but must be constructed on different givens, perhaps taking content from bla bla currents (sustainability, participation, doability). Deciding which parts of a territory should not be transformed for urban purposes is a first screening out of the problem, either more or less drastic, for situations and conditions, but also for the general good, perhaps for prejudicial opposition to every transformation. Also when one deals with restoring disused areas, those under-used, degraded, that are everywhere the first klaxon call to urban transformation. An advantage is that the local plan is no longer alone as it was in the past, when on the table of the 'territorial framework' one didn't know what to design. Today, on the contrary, one has to make a great effort to put into order a plethora of interpretations, indications and clarifications: a complex operation, interesting, and sometimes also even useful. The condition for institutional action, naturally, is knowing and being able to bring to a conclusion pertinent and convincing arguments. The system of planning in not, in fact, a deductive process but an argumentative one. Almost always, however, the most drastic limitation derives from the scarcity of

financial resources. The plan can activate and/or attract resources, but also these are never unlimited, and in any case are always conditioned. Public funds (i. e. from the European Union), for goals and programmes, often do not coincide with local needs. And other conditions derived from the timing and the manner of spending, with the result of privileging 'spending efficiency', rather than the efficiency of programmes, financing the 'financiable', rather than the necessary. But conditions are also imposed by private funding, from the existence or not of a local market, and also from the fact that for every investment one can reduce for public saving only in part. A good part of resources must be, in any case, used for maintenance, in particular for that of infrastructure: also this is necessary for development, but almost invisible, and of little interest for public officials, even though reducing the infrastructure deficit in our cities would be a priority. On the 'contribution' of private funding much has been said and written, in an ideological key, sometimes to enthusiastic, sometimes with aversion. Only rarely has been posed the problem of 'guaranteeing' the usefulness of contributions, the effective utility of their destination and the quality of the intervention. Undoubtedly, however, in the implementation of new plans (structural) one opens a gap between the intentions of the plan and its realisation that follows. On the one hand, therefore, there is the temptation to define and regulate in more detail the same plans, or even to return to old plans, on the other hand there is the objective difficulty of dealing with the plans upholding the standards on general objectives over a long period of time, while

running from 'case to case': that is to say the 'occasions' for financing and the eventual requests and offers of constructors and proprietors of land. The solutions, if they exist, can only lie in developing greater capacities to debate, to confront, and to evaluate: a new and different 'culture of territories' (and of its governance), that enlarges the interests and competences of what, today, still for many, 'isn't really urbanism' (ambient, infrastructure, landscape etc), getting over the administrative difficulties, in order to come to terms with the real problems; if their are vested interest they should be 'dealt with'. If, once upon a time, it was 'just' by definition that which respects the plan, today instead one must search every time to reconstruct a reasonable equilibrium of interests, and demonstrate that one is proceeding in the most even handed way possible, with respect to the context, to the offers and to the needs: that in what translates into market forces, the most simple, and that which is manifested at a social level. The experiences of the last few years are a good example of 'cases' on which one should draw up an evaluation. From an overview comes the suspicion that too often what is realised is exactly what would have happened anyway, but with more rhetoric than was necessary.

## Minor historic centres, the many ways of promotion and improvement

Manuela Ricci

As much as 91.8% of Italian municipalities have not more than 15,000 inhabitants, their total area accounting for 70.4% of the whole within their territories, which contain 42.18% of the country's population, one or more historic settlements are almost always located. Many of these have been abandoned, especially by the young, seeking a job or better housing. Their progressive degradation would mean the loss of centres that are vital from the standpoint of maintaining the landscape, the environment and the geomorphology. For this it is important for physical renewal, restoration of monuments and maintenance to be combined with intangible actions in the form of integrated measures able to improve the territory. Thus, just as it does not seem sufficient to concentrate on mere physical renewal, likewise it does not seem sufficient to concentrate only on the scale of the municipality or even that of the small town ('borgo'): the inter-municipal dimension, of vast scale, takes on considerable importance in the improvement processes, for two reasons in particular. The first one regards the possibility of cooperation among various administrations and various subjects carrying on their activity in the territory and sharing human resources and cultural assets; reasoning in terms of systems rather than of points could be the keystone; this is demonstrated by the French case in which inter-municipalities are perhaps the most important manner of territorial governance. The second one is in relation to the need to

create environmental and landscape integration, to avoid harming the potentials of liveability and of usability of the historic centre, also in the light of the 'history of the territory'. Renewal of building assets, attention to the environment and to the new forms of agricultural promotion; actions aimed at creating employment, and at promoting training and service activities, with the specific objectives of keeping the inhabitants in the territory, or of bringing them back there, and of developing forms of sustainable tourism: in this we see condensed the strong nucleus of a road to improvement. The matter of minor historic centres is very subdivided: in substance it depends on the point of view from which one looks: building, local development, demography, environment, commerce and so forth. Each one of these aspects is, often, regulated by sectoral laws (above all at regional level) which, in some instances, succeed in putting together a number of aspects and integrating them with each other. Over and above the practices that derive from regional legislation, all those developed on the basis of European Union funding and programmes should be observed: from Urban (in which there were also measures on the minor historic centres), to programmes more linked to the development of rural areas (Life, etc.), and to programmes such as Interreg, which aim at knowing, and at sharing among the countries of Europe, good practices for devising and planning the development of the territories. In this framework, the roads taken to improvement are numerous. It is possible to mention certain recurrences, certain main solutions, certain actions that have chalked up

particular successes, and even failures. A crucial point emerges: the possible 'cohabitation' or 'integration' between the town planning regulations of the master plan and the improvement action that concerns activities, functions and the territory at a larger scale. From the experiences analyzed it is clear that reasoning according to watertight compartments is not particularly productive; this would give rise to the failure to achieve the added value that only integration at sectoral and territorial level can create. Reading the files shows that integration is by now the road that many administrations are pursuing, even alongside more 'traditional', consolidated, less innovative initiatives. Basing the project on the territory appears the main deterrent. Glancing through the various experiences one cannot help evidencing the recurrence, at times almost banal, of the measures: the network of paths; the wine and gastronomic routes; the 'borgo'-museum; the hosting 'borgo'; the natural commercial centre, etc. How to assess them? What are the elements that distinguish a good practice within the context of so many such actions? The interpretation of the places and the connections offers the possibility of carrying out shared policies that merge with history.

### *Depopulation, reuse, accessibility*

A basic condition for the renewal and improvement of the minor centres is a reversal of trend with respect to depopulation processes. For this to take place it is necessary to provide these centres with the necessary services. While on the one hand it might seem relatively simple to combine small centres and urban quality, on the other hand a rather rigid

and calibrated structure of the settlements on very different requisites than those of life today, creates no few problems of readjustment concerning for example housing standards and accessibility.

### *Conserving the identity of the populations and places*

The key concept of improvement processes is identity. A large city or a small town is made up of physical objects that have their own history linked to the evolution of the relations between town and territory and to its economic and social transformations. But a centre does not consist solely of physical objects, it consists also of its inhabitants, of their way of interacting with the places, of perceiving them and identifying with them: it is necessary to be aware that any physical transformation whatsoever leads to a reformulation of the mental maps of the inhabitants, each project has to ensure that this reformulation is not laborious and does not create imbalances. But the urban identity of a territorial system is in constant evolution, it is not an ensemble of unchangeable characters, but a rational structure that evolves in the course of time. Thus the question becomes bigger, coming up against the identities of which the new inhabitants who often arrive in these centres (not infrequently from outside of the Community) are the bearers, bringing with them different traditions, new ways of living the urban and domestic space.

### *Not just commerce and tourism*

Promoting commerce and tourism are formulae very often banked on for the promotion and improvement of the (minor) historic centres. The risks of such policies, above all when understood in a sectoral sense, are evident: cases of

lost identity, of the upsetting of activities, in which the local community is relegated to marginal positions, are not infrequent. But does a possibility exist of proposing new models of development based on local resources? And what opportunities are there?

Certainly new technologies, biological products, cultural tourism and what is termed knowledge economics can act as a driving force for the development for these centres: repopulation, new activities for residents, old and new, and the promotion of quality tourism that gives heed to the places and to the needs of the users.

## Regional actions for promoting historic centres. The opposition between town planning renewal and economic revitalization

Roberta Lazzarotti

The activity of the Regions is always an interesting test bench for experiments urged by the theoretical debate; this basic conviction has led to conducting a selection of the most recent regional initiatives regarding the promotion of historic centres either in the form of a law or competitive bids. The regions identified are in all nine (for a total of fourteen initiatives), distributed fairly uniformly throughout national territory. A first important aspect is that of the delimiting of historic centres for the purpose of admitting them to financing; only Sardinia and Campania have made their own original definition, while elsewhere they limit themselves to making reference to the A zones delimited by the Masterplan. In other cases, lastly, it is preferred to draw up special lists (indexes, inventories, catalogues). The experiences investigated share a vision of the historic centre as a vulnerable richness; this is proved also by the fact that the maximum dimension of the municipalities is determined in as many as six of the cases with the clear aim of halting the process of demographic and economic impoverishment in progress. The most frequent goals of the initiatives regard the conservation and the enhancement of assets and the improvement of their use for purposes of tourism; urban renewal and support for cultural, tourist and economic development should also be pointed out. The will to 'strengthen social cohesion' (Sicily) and that of rehabilitating historical building for purposes of 'limiting the consumption of

territorial resources', to be pursued through the re-use of empty dwellings (Sardinia), are peculiar but significant in the local condition.

The range of action typologies admissible may be represented by means of a classification based on increasing complexity:

- a first level can comprise initiatives including only building works on historic assets;
- the second level refers to measures on open spaces, often also outside of the perimeter of the historic town walls, above all for reorganizing mobility and improving the general conditions of accessibility;
- in the third level are complex programmes, based on the principle of integration between action typologies, functions and public and private resources;
- the fourth level includes initiatives in which there is a particular attention to territorial scale (Sardinia), seen in the choice of addressing the bid notices to networks of municipalities, which are required to draw up a strategic document in which the actions foreseen must have significance and coherence.

Corresponding to the increase in the strategic dimension of the measures is the progressive waning of the vision of the historic centre as an asset in itself, in favour of a vision of belonging to a broader territorial and cultural space. This certainly has to do with the evolution of the concept of safeguarding the landscape, but it is also in connection with the growing awareness of the necessity to act first and foremost on the conditions of liveability of historic centres, as an inevitable factor of economic and cultural survival.

The really discriminating aspect in the experiences analyzed is that of the strategy through which the

objectives are pursued.

The initiatives may indeed be distinguished between those specifically turning to the municipal administrations for rehabilitation actions, or to private partners in support of economic activities; the entity of the two groups is still quite unbalanced in favour of the former. The logic thus still prevails of the (physical) measure on the container rather than the tangible one on the content; but there should also be a reflection on the reduced space assigned to the public-private relationship. The bid notices that expressly foresee the participation of private partners in fact represent only half of all the notices examined, nor in this sense was the lever used of the criteria of assessment of the proposals, the majority of which refer generically to the quality of the design. Only in four regions is the accent placed on the integration of public and private resources; other important criteria concern the degree of concerted discussion and participation, technological innovation and energy saving, synergy with other renewal initiatives, feasibility and the impact on employment.



## The national Gis system for the cultural heritage

Giovanni Biallo

The first Gis developments within the MiBac go back to 1987-1990 with the 'Giacimenti culturali' (Cultural seams) projects. Most of today's data base systems in MiBac derive from those first projects. The 'Istituto centrale per il restauro' had developed during the nineties an Information system called 'Carta del rischio del patrimonio culturale' (The Cultural heritage risk map), where more than 57,000 cultural heritages and 3,318 museums have been filed. Throughout the elaboration of different models for different types of indicators, fifteen levels of danger have been identified from a spatial perspective, then divided in three thematic areas: static/structural, natural environment/air, anthropic. Between 2002 and 2005 all the protection acts on the architectural and archaeological heritage were added and georeferenced in the database. In 2006 a new project has started, with the aim for integrating 4,000 files on vulnerability risk from Calabria and Sicilia, together with the mapping of the seismic vulnerabilities. This database is published on the Internet at [www.cartadelrischio.it](http://www.cartadelrischio.it), but its access is reserved. The 'Direzione generale per i beni architettonici e paesaggistici' inherited from 'Giacimenti culturali' the database called Atlas, containing the georeferenced Italian landscape binds. The system is in constant evolution and presently, throughout a data exchange project, they are cross-verifying the its data with Regional administration data. This system is publicly accessible at the following address: [www.bap.beniculturali.it/sita](http://www.bap.beniculturali.it/sita)

p, although some reserved data has limited access. In 2006 there has been the integration of Sitap with 'Beni tutelati', a database with a few thousands records on public property architectural heritages, whose cultural interest is presently under evaluation. The 'Direzione generale per l'archeologia' had started the development of the so called 'Integrated Gis for Archaeology' in 2002 through the acquisition of data from the Ministero and particularly from Sitap. Using this data different activities were started with the aim of increasing archaeological information. At present the system is not publicly accessible. It is esteemed that during the past years the 'Istituto centrale per il catalogo e la documentazione' (Iccdd) and the local superintendences collected 2,000,000 catalogue files on cultural heritages. In the years from 2001 to 2005 the Sigec (Sistema informativo del catalogo) had been developed. For the year 2007 the project for the development of the Sigec web is on schedule and foresees the reorganization of the Siget architecture in a web context. In the year 2005 another big project started, ArtPast, whose aim is to collect, inside a database (Iccdd standard compliant), all the paper files on the goods owned by the superintendences of southern Italy regions. This data will then flow into the Sigec. The second Gis of Iccdd, called 'Atlante dei centri storici' (Atlas of the historical centres), has been developed from the fusion of two national databases derived from the operation 'Giacimenti culturali'. This spatial database contains the synthetic files of 22,698 historical centres. 1,172 of these have been enriched by the Ipce files, developed in the sixties, here

completely rasterized together with the planimetries, photographs and detailed descriptions. The system is publicly accessible throughout the following Iccdd web site: [www.bap.beniculturali.it/sita](http://www.bap.beniculturali.it/sita) p). The public cultural heritages filed in the MiBac are referred to the whole of Italy. Throughout the MiBac system basic information can be accessed for 1,510 between museums, archaeological areas, archives, libraries and theatres; 1,124 of which state owned. Recently the MiBac has taken on charge another cultural database, called 'Siti privati', relative to private monuments, parks and archaeological areas in southern Italy. This database contains information on the public fruition of the sites, with detailed information. The project 'Itinerari culturali' (Cultural itineraries) has started in July 2005 and it is now in the phase of integration with the 'Portale della cultura' (Portal of culture). This Gis contains information on the cultural heritages of tourist interest plus a number of thematic itineraries. The cultural heritages information acquired by the MiBac system has here been the normalised, classified in relation to the tourist interest and then connected to the information on the populated centres (where these existed). The querying interface accesses an interactive geographic atlas. Other databases of relevant interest are: the one on 'Porti e approdi' (harbours and shores), containing 360 sites and 900 encloses; the one on 'Piazze storiche d'Italia meridionale e insulare' (The historical squares of southern Italy and islands), containing information on 168 squares with more than 4,000 vector drawings and 10,000 images, texts and audio-texts; the 'Fototeca

nazionale e cartoline storiche (Fototeca-Iccdd)' (National historical photographic and postcard archive); data and images from the 'Istituto nazionale per la grafica' (National graphical institute), with more than 50,000 records. The ongoing project 'CulturaOnLine', to be completed by the end of 2007, aims to build a integrated and on-line consultation system for the geographic databases owned by MiBac, providing the administration, the researches and the general public with an efficient instrument for a better knowledge of the cultural heritage. This is being developed throughout the construction (and constant update) of a metadata database, that recollects the essential descriptive and geographic information of all objects present in the many different databases. This metadata contains also the alphanumeric and geographic relations that connect the different records.

## The Region of Campania promotes the rehabilitation of its minor historic centres

Roberto Fiorentino

In Campania, the small historic centres have become depopulated and degraded. Regional law no. 26/2002 regulates the modalities of drawing up and approving, for the minor centres, the 'Promotion programmes', 'Integrated town planning, building and environmental renewal programmes', and the 'Colour plans for historic building', as well as the modalities for cataloguing the real estate assets of historic-artistic and environmental interest. In this law, cataloguing the real estate assets of historic-artistic and environmental interest is regarded as fundamental, and with respect to this the Municipalities themselves are for the first time identified as the actors in implementing this, with the specific intention of involving them because of their in-depth knowledge of the territory.

The Promotion programme, which may be adopted by the single municipalities or by consortiums of municipalities, consists in a programme document, reference maps, a description of the current state of the historic centre, the framing of the programme of measures in the territorial-town planning instruments in force, and in the building regulations adopted, together with an economic-financial framework of the upgrading measures programmed.

This programme and the 'Colour plan for historic building', together form the Integrated programme.

The strategic programming instrument for the promotion and conservation of the territory is the Integrated programme of urban planning, building and

environmental renewal, established with regional law no. 3 of 19 february 1996 (modified by art. 5 of regional law 26/02 and by art. 3 of the implementation Regulations). The Integrated programme defines the guidelines for projects and measures for promoting the historical, artistic, cultural and environmental heritage, through the safeguarding of human presence as the basic assumption for the conservation of the historic-cultural identity. It also pursues structural, environmental and conservative renewal and rehabilitation; it foresees the upgrading of the standards of housing quality in the historic centres through a complex of integrated measures regarding urban functions and services; and it uses forms and procedures of direct implementation and management of the renewal programme through public and private measures. It also establishes the typology of the measures admitted, by means of a detailed implementation discipline.

The Integrated programme, with a feasibility study, verifies the real situation and the state of the territory and proposes and devises a round of development and renewal. The existence of an approved Integrated Programme, when submitting the application, is considered a preferential title by the municipalities for access to the financial facilities foreseen by law, with priority given to measures submitted by municipalities having fewer than 40,000 inhabitants. Components of the Integrated programme, in addition to the feasibility study, are the Promotion programme, the Colour plan, the manual of working techniques and materials, the Scheduled maintenance plan and the cataloguing of the real estate assets of historic-artistic and

environmental interest. The manual of working techniques and materials aims at the rediscovery and reuse of traditional materials and working techniques in the measures to be carried out in the historic centres. It specifies the techniques and the materials to be used and the various categories of measures admissible for the purpose of maintaining the material integrity of each asset and for the conservation and protection of its cultural values.

The Scheduled maintenance plan, for its part, is intended to provide the municipalities with an instrument of advanced management of its real estate assets, setting out the succession, frequency of maintenance operations and the monitoring actions necessary for conservation purposes and to prevent degradation.

The Colour plan for historic building defines the criteria for the aesthetic renewal of the façades by way of chromatic treatment of the faces of buildings, recovering the features of identification of the historic centre long since lost. Cataloguing of real estate assets of historic-artistic and environmental interest is carried out and approved at the same time as the Integrated programme, as it has to be in accordance with the resources available in the municipal budget. Cataloguing is targeted as a priority on knowing the quantity and quality of the assets through pre-catalogue indexing, for the purpose of constituting the Regional catalogue of cultural property contemplated in Decree law no. 112/99, respecting the regulations issued by the Central institute for the Catalogue and documentation of the ministry for Cultural assets and activities and in use by the peripheral state administrations.

This cataloguing regards

historic centres, sites, monumental complexes of single real estate assets of historical, artistic or environmental interest or for landscape unity.

Specific software has now been prepared by the region of Campania and by the relevant Regional directorate for cultural and Landscape assets, for the compilation of the cards by the appointed cataloguers and for subsequent transfer to the Regional catalogue of Cultural assets, as well as the General information system of the Catalogue.

So far there have been four annual bid rounds which have enabled the Municipalities to have access to contributions for the technical costs of drawing up the Integrated programme and the Colour plan or for those regarding the carrying out of the rehabilitation measures included in the Promotion programme, and for the cataloguing projects.

This activity has led to the acquisition by the office of the catalogue of the region of Campania of about 240 cataloguing projects for a total of 12,000 pre-catalogue cards (territorial and architectural cards) apart from the updated and geo-referenced maps. The cards acquired are at present being validated to be able to be included subsequently in the Regional catalogue of Cultural assets being prepared by the Regional directorate for cultural and Landscape assets of Campania.

## Atessa's historical centre between industrial and post-industrial development

Giulia Augusto

Atessa, district of Chieti, a town having a population of 10,000 inhabitants, is characterized by a historical centre opposite to an industrial area localized in the Sangro valley. In Atessa, the Municipality founded a Committee to study the problems of the historical centre, to set strategies for territorial valorisation and to set guidelines for urban development.

How can a historical centre like Atessa be holder of ideas of complexity? Which logics are consistent with the industrial and commercial development? How can territorial resources meet domestic and external demand? How to compete with other territories offering a similar supply?

In order to answer to these questions, an analysis outlook that considers territorial and urban redevelopment not only as a way to improve spaces or physical structures, but as a process capable of producing social and cultural re-vitalisation taking into account the context on a large scale, was adopted.

### *Atessa as a magnet of flows*

In Atessa the development of production activities generated an entrepreneurial texture drawn by enterprises such as Sevel and Honda encouraging development of a network of small and medium enterprises. Weaknesses are related to depopulation, dispersion and impoverishment of commercial activities, though in this framework the historical centre could develop a strategic role as a settlement model based on relations and cooperation so to start a process of 'return' to the historical centre itself.

*Development between integration and complexity*  
Development is a challenge: an impoverished historical centre can be transformed emphasizing its uniqueness. In the case of Atessa, its valorisation has to take into account the relationship between inner factors and has to foster the external relations with the territory. It seems to be necessary to build projects through the implementation of an integrated plan able of managing complexity. The integration among sectors appears to be relevant in the experience: local development is built on relations among economic, material and immaterial activities supported by the stakeholders operating on the territory. Complexity and integration are strictly related to the ability of building trust and dialogue, immaterial elements that can influence economic and human resources so to produce innovation. A strategic plan, meant as a tool choosing and building territorial groups, can meet this need. The participation into wider territorial contexts, existing or in progress, and into territorial platforms follows this logic. The need to develop the resources on the territory and to activate governance models is emerging; an hypothesis is the establishment of a multi-services organisation at an inter-district level having a majority of public capital; it should also be supported by the participation of private enterprises to improve territorial performances such as: environment sustainability, production of technologies for energy development, territorial governance for the development of urban welfare and quality of life. This model includes a monitoring system for the implemented policies, in itinere and ex-post, aiming at rapidly activate corrective actions of the policies in the different sectors

(commerce, training, industrial development). In a post-industrial economy based on rapid transformation of professional roles and on a development not based on traditional activities (agriculture and industry), the training offers new opportunities for the new professional profiles required by the market. Training is a sector also related with social sector when it works towards the creation of professional roles specialized in social inclusion and integration of third-age people. The commercial sector is requested to act as a tool of valorisation and revitalisation both of the historical centre and of the suburbs while implementing private-public policies with both a short and a long-term perspective. Commerce is a strategic function living of flows, that's why it is necessary to encourage dimensional increase and communication facilities through technological infrastructures. If the application of the model of integration of networks for the valorisation of historical centre can meet difficulties and risks, the 'control' of networks could be the basis to start a consistent development holding elements of innovation. In a complex and integrated vision which is supported by planning and programming tools, critical knots for the development of historical centre can be solved through the creation of networks of the experimental repertory of technical and operative forms and governance able to support the effectiveness of transformation projects and to guarantee the coherence of future development visions.



## The complex balance of the sites entred on the Unesco list: the case of Lijiang

*Claudia Mattogno*

In the old city of Lijiang, the traditional architecture, using bricks of unbaked clay, displays the features of the various ethnic groups (Han, Bai, Hy and Tibetan) with the dominant one (the Naxi). This great goal of internal tourism, but also of flows from South-east Asia, is located along the ancient tea and horse-trading route, in the north-western part of Yunnan, in a strategic position on the confluence of passes giving access to the plain. In 1986, it was recognized by the Chinese government as a historic city of national importance; then ten years later it was struck by a violent earthquake and in 1997 it was entered on the World heritage list.

Commercial activities in all the ground floors of the buildings have replaced every other type of activity. A large part of the original inhabitants have transferred, transforming their houses into more profitable bed and breakfasts, coffee shops, internet points, handicraft stores, etc. A glowing display of goods has invaded almost the whole of the urban space, radically changing patterns, habits and ways of life.

Some Unesco reports speak of 'spatial pollution', referring to the concentration of mediocre elements of urban furniture and gaudy signs, in addition to which there is the pollution caused by the mass of refuse produced by tourists. To attenuate the commercial pressure, the village of She He has recently been constructed a few miles away, with houses and shops based on the original building patterns: a large open-air shopping centre with recreational events that attract large

numbers of visitors.

The small rural settlements help to protect the land and its productive use and, at the same time, guarantee the delicate morphological balance of the site, threatened by the expansion of transport and airport infrastructures.

The identity of the place is manifest also through the presence of water. The rivers (Jinsha river and White river) accompany the hydraulic engineering structures of the rice fields and the canals. The latter penetrate the urban structure and are useful for the transport of goods and persons, they give form to areas of collective use, they facilitate the carrying on of small-scale domestic and commercial activities, and they create accurate patterns within the gardens. The ensemble of the urban spaces displays a unitary paving, testifying to historical prestige and commercial wealth that has contributed towards the originality of the building typologies. The types of domestic architecture, which use wooden elements for the bearing structures, masonry of bricks made of lime-plastered unbaked earth, and roofs of glazed grey tiles, reflect the cultural presence of different ethnic groups. The compactness of the building fabric is broken up internally by courtyard building typologies, permitting a sort of spatial permeability between the urban exterior and the living spaces, screened by the traditional town walls.

Restoration activities have enabled this heritage to be rehabilitated, upgrading the hygienic and functional characteristics to the requirements of present-day life, contributing towards rediscovering the work of artisans.

The regulations imposed by the Safeguard plan refer to the proper execution of the works and to the conformity of the intended uses by means of a system of

protection with three successive belts starting from the centre. In the first, innermost one, the regulations are very strict and allow exclusively restoration works. In the two other belts the inclusion of new buildings is possible, subject to rigorous controls of height and checks of architectural conformity. Unesco's most recent guidelines help to raise the problem of collective responsibilities for establishing forms of ecologically sustainable tourism. The broadening of the concept of heritage, from the single form of architecture up to and including coherent urban ensembles and the intangible manifestations of culture and traditions, enables more congruous development policies to be identified. The adjustment of the principles of conservation and improvement to include the specific elements of the places can make an operative contribution towards the restoration of the buildings, but also and above all towards improving the inhabitants' quality of life. This can be the result of a diffusion of the network of services and of equipment, of a reassessment of the cultural and social aspects, of an increase in incomes including the entire local population and not concentrated in the hands of just a few groups. Being listed offers an economic support and brings with it the advantages of protection; however, it requires concrete commitments which foresee the drawing up of a legal and institutional framework, an updating of competences and of control provisions, specific technical regulations aimed at guaranteeing the correct nature and the success of the operations, and the organization of adequate training activities. In the case of Luang Prabang, for example, the Safeguarding

plan adopted in 2000 foresees an articulated series of instruments aimed at covering the various sectors and needs that emerge. Upstream of every measure four inventories have been prepared, relating to civil buildings, monasteries, residential typologies and areas of water, which by means of photos and drawings pinpoint the location of every artefact, document its uses and construction characteristics, heights and state of maintenance. The plan, in its turn, consists of eight different sections pertaining to the survey of the types and architectural particulars, the placing of traditional materials, the congruency of the colours, of the fencing and of the vegetation, the current road categories and surfaces, the network infrastructures and lastly the monasteries. Technical standards, together with codes of proper practices for construction, are intended to support the use of traditional technologies and adequate materials, so as to revitalize local competences. The organization of these activities, as well as those of professional training, is entrusted to the 'Maison du patrimoine', managed by Unesco in collaboration with local operators and international cooperators. To avoid bringing historical testimonies down to the level of a mere 'theme park', a twofold approach is of fundamental importance: being able to unite tourist and local economic resources and to cater for the territorial dimension of the assets, from both the functional and the economic-cultural standpoint. At Luang Prabang, a neighbourhood contract has been stipulated, assigning to the village chief the task of directing the process of collective decisions relating to small-scale public works, necessary for the

community, and holding him responsible for maintenance and for respecting the rules of construction foreseen in the Safeguard plan.

## The Lab.net project. Transborder network for promoting historic urban centres Sardinia-Tuscany- Corsica

Lucia Paola Cannas,  
Marco Melis

The region of Sardinia, as the 'Urban Areas and historic centres service' of the Department of local agencies, finances and Urban planning, has devised and is managing, in the capacity of Leader, the Lab.net project, Transborder network for promoting historic urban centres, financed by Pic Interreg III A Italy-France: 'Islands' of Sardinia, Corsica, Tuscany, Axis II-Measure 2.2, 'Development and tourism promotion of transborder zones', action b, for the programming period 2000-2006.

The general objective of Lab.net is to promote, also for the purpose of the identification of thematic tourism circuits, the architectural-historical assets of the centres in the transborder zones of Sardinia, Tuscany and Corsica and to set up a network of workshops with tasks of cataloguing traditional building typologies and as a technical support for local administrations in managing measures on historic assets.

The funds committed in the project, which started in July 2004 with December 2007 as its deadline, are ? 16,876,233 for Sardinia, ? 900,000 for Corsica and ? 852,391 for Tuscany. The expected results regard:

- cataloguing traditional construction techniques and building materials for safeguarding the local identity and for upgrading the historical assets to the present housing requirements and to improve the capacities of the administrations in the correct management of rehabilitation measures;

- exchanging experiences among the various local realities in order to export good action practices and to exploit the common features of historic centres of the various transborder regions;
- carrying out a series of rehabilitation measures in the transborder municipalities foreseen by Interreg III A;
- contributing to the reuse of the existing building assets in the historic centres with the consequent reduction in land use for new expansions;
- hosting the creation of job opportunities, through the rediscovery and updating of traditional skills, promoting the conversion of the building sector in terms of urban sustainability.

In Sardinia the network of Workshops for the rehabilitation of historic centres has been created with the tasks of studying local situations, providing technical support for the municipalities, and exchanges of experience among the various local situations. The network consists of 5 Workshops coming under the following: the municipality of Alghero; the province of Sassari; the municipalities of Anglona, centred on Laerru; Gallura, centred on Tempio Pausania; and the province of Nuoro.

Each Workshop, staffed by technicians specialized in the sector, represents a point of reference for homogeneous territorial areas from the historical, environmental and cultural standpoint. The aims of the activity of the Workshops, on the basis of a common project agreed in advance with the Leader, may be identified as: the study of the local situations; formulation of compatible models, of sectoral projects and of action procedures in relation to the building typologies and to the materials; and the preparation of standard action typologies and of standard contracts.

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The rehabilitation measures concern the connective fabric in the urban context and, in particular, the restoration of the flooring and the upgrading of the subservices, as well as the rehabilitation of historic buildings of particular interest to the local community, such as places of worship, civic markets and above all residential buildings connected with the culture of the local habitat to be used as museums or service centres for tourism and citizens.

Communication activity promotes exchanges of experiences among the various partners; it helps to acquire an effective level of partnership with the end-beneficiaries: it makes public opinion aware of, and informs it about, the project actions and instruments; it makes the most of the activities promoted and it disseminates the results obtained involving the local communities on the themes of sustainable development in terms of identity, environment and landscape. For this purpose the website ([www.lab-net.eu](http://www.lab-net.eu)) has been set up.

In addition the survey data sheets of the urban planning and architectural structures are being defined, targeted on publication on the web portal, and likewise the database (Sit) which acts as support for the portal. In december 2005 the competition 'Kaleidos - your city: a kaleidoscope of discoveries', was also launched, aimed at the pupils of the elementary schools.

The Kaleidos project is intended, principally, to contribute towards improving the affection of the communities for the places, making them aware of their own territory and hence making possible their participation in enhancing and developing it. Children are formidable catalysts for the involvement of other age groups. The

competition stimulates them to consider the historic places of their city and to redesign said places through the means of expression most in keeping with their capacities and with the type of subject represented.

18 classes from that number of elementary schools and the children of 3 towns organized directly by the municipal administrations entered for the competition. The prize for the winning proposals consisted in taking part in an initiative having as its educational objective that of enabling the children of the three Regions to meet and at the same time to face up to other transborder situations.

The validity of the Lab.net experience emerges in the capacity to tackle in a synergetic way both the technical-scientific aspects connected with the research activities conducted by the Workshops and the aspects of carrying out rehabilitation measures on the historic built-up area and, lastly, questions linked with making citizens and above all the new generations aware of their own identity connected with the historic-cultural assets.

This makes it possible to envisage a continuation of the project also in future years given that the network of Lab.net workshops is becoming, at regional level, a model of governance for the theme of regenerating historic sectors.

## Shared policies for the conservation of the features of local identity: San Chirico Raparo

Anna Abate,  
Rosanna Argento

The Krakow restoration charter and the European convention on landscape are the main legal instruments for the safeguarding and development of cultural assets to act as inspiration for any transformation measure on the territory-landscape.

Both of them identify in the cultural heritage the resources on which to focus in order to foster local development and they recommend that they be safeguarded, by means of actions and measures that are heedful of combining the reuse of the assets with protection of the values of which they are the bearers. Moreover, they urge each community to regard their historic centres as an ensemble of structures, space and human activities included in the territory and in the landscape, and they introduce new principles as the basis for every measure to transform the territory-landscape:

- identity: each community acquires an awareness of its own cultural heritage and identifies with it;
- memory: each collectivity gives a sense to its own present, based on an awareness of its own past;
- choice: assumption of responsibility with respect to what it is wished to remember and pass on to future generations.

In particular, in view of the current lack of procedures and instruments for implementing local development processes aimed at the promotion of cultural property, the Krakow restoration charter recommends the need to integrate the cultural property conservation policies with town-planning instruments and to activate

processes of participation which involve the community in a shared vision of the territorial development and management processes, with a view to sustainable development.

The working method for drawing up the Programme document and the Integrated conservation plan of San Chirico Raparo, a small municipality in the Lucan apennines (province of Potenza) coming under the Operative programme for val d'Agri, Melandro, Sauro, and Camastra, is based on these recommendations.

The municipality, with its small population, is situated in an inland territory with little anthropic pressure and a weak settlement system, in the centre of a complex system of parks and protected areas and in a landscape context in which the features of the anthropized territory and of the naturalistic territory are perfectly integrated.

The historic centre consists of an ancient nucleus around the remains of the Norman castle and of a completion area which developed around the old town wall between the 17th century and the first half of the 19th century; it is characterized by various 'palazzi', buildings having excellent typological and decorative elements and by terraced buildings arranged along the concentric roads connected by very steep flights of steps and lanes. To have access to funds deriving from the exploiting of the petroleum resources as per the val d'Agri Operative programme, the municipality has created two strategic instruments for local development: the Municipal programme document, to establish the territorial development actions through complex projects, and the Integrated conservation plan (Pic) to define the procedures and modalities of financing the measures to rehabilitate the

historic building assets.

The drawing up of the instruments has been supported by the activating of urban workshops which have carried out forms of participation of the local community (residents and schools), targeted on sharing the strategic choices and the objectives of the projects. The initiatives paid particular attention to making well-thought-out, constructive comparisons and circuits, aimed at understanding the values and the resources present in the territory and at sharing the features distinguishing the local identity. The Integrated conservation plan regarded the environmentally and architecturally most significant areas of the town and its objective was to make the best use of the features that identify local building tradition and the singular, unitary material and chromatic connotation of the town, stemming from the use of masonry of local stone, brown travertine, bonded with a mortar of golden colour.

Through a process of reappropriating the memory and the identity of local building, the instrument was orientated towards enhancing the cultural landscape of the places which, from being an indifferent static and scenic structure of everyday life, has become a system of signs capable of interpreting the relations between the countryside context and the town.

Supported by tables and standards of performance, the plan is aimed at guiding the carrying out of the actions to rehabilitate the housing assets through a system of rules for the conservation and upgrading of historic buildings and the definition of priorities and procedures for entitlement to the contributions of the Regional operative programme.

The construction of the working method used for

drawing up the plan is based on the certainty that an in-depth process of knowing the context, aimed at understanding and re-knowing (recognizing) the authenticity of the materials, of the construction techniques and of the local traditional semantic values constitutes the essential foundation for the conservation, upgrading and renewal of the town's buildings and its historical fabric.

Knowledge, understood as historical, typological and evolutive reading of the constructional and morphological-functional fabric of the buildings, was the basic stage of the process and examined also the construction practices which, in the course of time, have modified the original features of the built area.

The detailed analysis of the construction elements of each building, the overall interpretation thereof over the territory and a rational cataloguing were the instruments that proved useful for re-knowing (recognizing) the local construction characters and materials to be safeguarded and for working out the historical-typological congruence of the buildings (assessment of the qualifying and critical factors).

The procedure used (analysis-evaluation) analyzed in depth the construction characters of the buildings and compared them with the context, enabling a normative and design apparatus to be set up, subdivided into general rules and detailed prescriptions.

For each building, therefore, the measures were defined in relation to the quality and state of conservation and/or of permanence of traditional construction features, or in the presence of situations of degradation and alteration. To recover the traditional construction logic and to reconstruct a common technical idiom, the

normative apparatus  
includes also performance  
standards regulating the  
ways of carrying out the  
measures (materials,  
techniques and  
performance requisites)  
defined on the basis of the  
recognitive work carried out  
in detail on all the traditional  
construction typologies.



## **Observatory on commercial revitalization measures in historic centres and urban areas**

*Iginio Rossi*

The Survey concentrated on historic and urban centres, semi-central and peripheral areas, high-value containers, natural commercial centres, historic shops and centres, and small municipalities. A number of the more significant commercial revitalization measures, in all these sectors, have been analyzed in the terms of the problems: general, managerial and functional. The Observatory also provides a useful 'Tool Box' above all for local administrators, for improving the quality of complex measures and those with a problematic result, more and more of which are of concern to Italian towns. The Observatory on commercial revitalization measures in historic centres and urban areas, recently set up by Indis, National institute of distribution and services, of Unioncamere in collaboration with Anci, the National association of Italian municipalities and coordinated by the regions, has been developed by the Guglielmo Tagliacarne Institute with the support of a large, multidisciplinary technical committee. The basic reason for establishing the Observatory was the need to strengthen the points of comparison and verification at national level, and then to make known throughout the territory the knowledge gained, 'organized' in the form of instruments of analysis and intervention. In many quarters there is, in fact, a growing demand to assess and record diversified experiences, carried out in the specific Italian situation, in a sector recognized by the main public and private actors engaged therein: regional, municipal and provincial

Administrations, autonomous functional bodies, representative associations and cultural bodies.

The first results enable us to understand better the territorial spinoffs deriving from the support policies carried out by the regions. There are 185 commercial revitalization measures in progress in Italian urban areas, 52% of them concerning historic centres, 23% traditional historic shops and markets, 11% natural commercial centres (urban settlements historically characterized by the presence of diffuse activities, 9% semi-central areas and 5% small municipalities. All of this following a number of main guidelines regarding: strategic situation, urban marketing plans, town revitalization programmes, and projects for the historic centre; structural problems, such as renewal of the public space, refunctionalization and rehabilitation, upgrading of infrastructures; animation-promotion-communication, customer securitization and actions normally of short-term type; coordination, town centre management, control room for policies and actions, development agencies and mixed promotion companies. The present situation has been reached by means of an interest that took form in the eighties. Towards the end of the decade there took place, with force, also in Italy, with different rates of progress in the various territorial contexts, a rapid process of growth of the large-scale sales structures integrated with other formulae, according to the shopping centre model, which modified extra-urban landscapes, the inhabitants' behaviour, models of functioning of the major cities and socio-economic situations of the various local contexts. The role of commerce, integrated in the system of

mixed activities, in improving the level of liveability and vitality, is by now beyond question, but has not yet been sufficiently understood. The policies of improving commercial activities in urban areas as carried out in Italy have been heterogeneous in various ways: their theoretical and conceptual basis, their design solutions, managerial choices, and mechanisms of normative regulation. The range of options is broad enough to justify study and analysis aimed at understanding the relations between instruments, specific features of the places, and economic sectors.

A first survey level is the typological sector. The experiments carried out cover a diversified range of geographic, orographic and settlement typologies (towns in the plains, in the hills, by the sea, large, medium and marginal centres) and are the expression of requests made separately by public, private and associative actors or by their collaboration right from the planning stage.

Consequently, the variety of the types of measure adopted deserves attention, in order to compare, verify, monitor the effects and results in a positive and/or a negative sense.

Another important aspect to be developed is the management one.

Proposals, studies and projects are often based on approaches of territorial and urban marketing type, real estate promotion, urban transformation, functional rehabilitation and reuse, integrated and unitary management of measures (of the pattern of foreign experience of Town centre management), actively listening to the inhabitants-operators in participated design experiences, strategic framing of development.

Lastly, it is necessary to consider also the functional sector and that of product

supply. A strong trend is under way towards functional concentration which is opposed to the widespread urban fabric system. Cases of ever more articulated transformation, the carrying out of Complex urban programmes, the diffusion of integrated projects, the recourse to Area plans, the increased attention of actors in the past not involved in commercial activities located in historic centres, are all elements that contribute towards multiplying the opportunities of intervention and which may be regarded as the privileged places for a systemic reading of the functional system and of product supply.

## The city model

Piergiorgio Bellagamba

The objective of the plan is that of defining a unitary design of the town, which recognizes its central role in the province of Ascoli

Piceno: situated by the sea, in the Parco Marino area, at the head of the Tronto Valley settlement system; the bridgehead of the Marche region towards the northern part of the Abruzzo Region; a centre of considerable productive activities in the industrial, handicraft and tourist services sectors, very dynamic and with noteworthy development potential.

The Masterplan proposal seeks to overcome the limits imposed by current law, with a number of innovations:

- introduction of the 'Structure idea-indications plan', having a structural content;
- construction of a unitary structure of the town of San Benedetto, placing the central parts in relation with the whole of the town;
- definition of designs of central localities, able to form the structure of the new town design and of linking the various parts;
- the free acquisition of the public areas necessary for the 'town planning standards'.

### *Landscape and urban structure*

The design of the new town stems from the interpretation of the urban landscape: the pattern of the places causes the elements of the landscape, natural ones, of waters and vegetation, of the guidelines and nodes of the inhabited fabrics, to become design elements. The landscape becomes architecture of the town.

The network of watercourses that characterizes the provincial territory becomes a design for the town and contributes

towards achieving the aims of sustainability: watercourses become urban parks, relational spaces, offering green areas, nurseries of palm trees, with amenities for sport and culture.

### *Overcoming the physical and functional fragmentation of the town*

The separation of the 'capacities' and the instruments of governance of the territory has caused the fragmentation of our towns and cities, attributing 'mono-functional' uses to the areas and seeking sectoral solutions for the design of the urban layout. Open spaces and parts of the built fabric, with their wealth of contents and relations, cultural and morphological, ignore each other and adapt themselves to being taken into consideration for single aspects and sectors.

The transformations of the territory of San Benedetto over the last few decades have led to a settlement pattern that has severed the cultural, economic, productive and landscape relations between the sea, the hills and the inland inhabited centres. The north-south connection has been encouraged, and this has led to dividing the town territory into strips bounded by the transport infrastructures running parallel to the coast (the A14 motorway, national road no. 16, the Adriatic railway line, other local infrastructures).

### *Overcoming the method of 'separate planning'*

The Masterplan of a town is not just one of the many plans that the law has made available to the various administrations, but is the key instrument for defining the design of a town, leading to a synthesis of all the interpretations and indications of the various plans which, from different viewpoints and at different levels, deal with the same

place.

This is a theme that should be taken into very close consideration, otherwise the planning process will be a failure: territory and town must be regarded in a unitary fashion, not as opposed elements in the definition of the designs of places, and it is essential to overcome the fragmentation of the planning and design process.

### *Unitary town system, network of urban places*

The physical and historical-cultural conditions of the provincial territory, exemplifying the features of the territory of the Adriatic regions, lend themselves particularly to overcoming the limits of the current settlement model, to arrive at a system of town networks. The absence of urban processes of strong concentration favours the construction of a pattern in which each urban centre finds a coherent setting, which recognizes the values and significance present in them.

### *Town governance and form of collective spaces*

The cultural gap between instruments for town 'governance' and control of 'form' and quality of collective spaces remains open.

## The form of the city

Luisa De Biasio Calimani

The competition between architecture and town planning, in progress for some decades, has led in the last few years to the exasperation of this rivalry. Despite the efforts made by some, the two disciplines have not succeeded in establishing an interactive relationship.

On the one hand there is the illusion that the city can be constructed by the 'rules', and on the other the presumption that a sum of buildings, provided they are well made, constitutes a city.

Town planners, even those technically well prepared, tend to regard the city as an ensemble of relations and functions whose container has no need to be formally represented, almost as though it were an intangible shell, a virtual scheme.

The formless city stems not only from the impoverishment of the town planning discipline, but from deeper causes, concerning the weakening of the urban culture, of the collective awareness of what is beautiful, of the symbolic value of the single places and of the city as a whole as the maximum expression of a people's identity and civilization.

Concepts that today seem un-important, but which have represented basic values in the relationship between history, culture, society and city. Political power no longer seeks, as was the case in the past, to be represented through the form of the city to which was assigned the task of transmitting it in a more or less imperishable manner. Nowadays there are other, more ephemeral means of representation. Political power no longer invests in the great synthesis of man's activity and thought represented by his habitat. It has renounced the symbolic value of the city as

a collective good, delegating the governance thereof to economic and financial power.

The Masterplan of San Benedetto, too, found itself up against the conflict between collective and speculative interests, and made a definite choice of field, not borne out, either now or then, by the public governance of the town.

### *The formless city*

Urban projects have opened the debate in concrete and operative terms. They have forced a confrontation on the subject of the form of the urban space, almost always ignored since the post-war period.

Masterplans have almost always been lacking in the idea of form, and urban projects lack an overall and relational vision between the places. Every part of the town is designed very often without any dialogue with its surrounds. With the new Masterplan of San Benedetto del Tronto we have sought to overcome this usage, and we have provocatively inserted therein the images of a transformed town. The choice of 'integrated' functions has been translated into spaces and forms, heights and volumes, suggested by the place where they are to be located.

This is the challenge of complementarity in unity. Leaving to successive phases the precise choices of location of the free and built spaces, confirmed by the possibility of making transpositions of zone by the implementation instruments, is tantamount to a renunciation of determining the form of the city.

The Masterplan of San Benedetto has chosen to give indications, even cogent ones, if required by a given place. The Urban sports park, located in the most sought-after area of the town, is one example: perceptible and usable in

the plan project, it was, in the proposal of private interests, hemmed in between buildings which made it, even if formally public, an asset for almost private use rather than one pertaining to the whole town.

### *Income, producer of imbalances*

The reason that induces millions of persons to migrate, hoping for better living conditions and for opportunities that only the city can offer, turns out for many to be a wrecked dream. As shown by the 10th Biennial of architecture, the processes of runaway urban concentration in the world have made inequalities more acute and have accentuated marginalization.

In the city poverty seems even more dramatic, rubbing shoulders with immense, vulgarly exhibited wealth.

We have sought to reverse this pattern in San Benedetto to overcome the structural imbalances determined by income and by town planning-architectural sloppiness. There are no 'equal opportunities' for inhabitants in the provision of services, of green areas, of urban accessibility; the various places of the town do not interact, nor is there any relation between the vast hinterland and the seafront, as taught by history.

## Environmental resources

*Franco Panzini*

The town of San Benedetto is bounded by two primary natural elements: the coastline and the system of hills rising a short distance inland and running parallel to the coast. The town lies in the very limited space of the coastal plain, conditioned by the natural morphology which has caused it to develop in the form of an oblong strip that follows the general conformation of the physical framework. Lacking any real historic centre or any memorable monumental elements, it is the hills and the seashore that determine San Benedetto's landscape identity. There is indeed a wealth of diversity. Following the coastline from the south, one first encounters the Sentina, a naturalistic area where a sandbank still protects some small brackish pools, although in an extremely degraded state, inserted in an agricultural area, with many lines of trees and some historic examples of rural houses. The remaining part of the seafront with its bathing beaches also has an exceptional naturalistic character. Throughout its length the seaside is in fact lined with juxtaposed rows of palm trees and small pine groves, which have earned for San Benedetto its description as the 'Riviera of palm trees'. The hill system has a likewise variegated character. On the higher ground, limited cliff areas alternate with arable land, vineyards and olive groves; but no less interesting are the small valleys cutting through the hills, providing a wealth of tree cover. Addressing a potentially interesting situation, but still wholly to be developed and in constant danger of the loss of specific identities, the general strategy of the Plan has been that of

recognizing the situations that are 'strong' from the landscape standpoint, to be protected and exploited in the best way.

The Sentina area has been subdivided into sectors, to guarantee its protection, but at the same time to enhance its environmental features; the remaining seaside belt has been tackled by trying to highlight its really original botanical characterization, by means of providing walkways through the spaces having the richest concentration of trees.

The hill area, too, has been provided with an articulated complex of measures. Additional functions have been identified to that of production, recognizing that agriculture in the peri-urban areas improves the quality of life for the persons who live in the vicinity: in terms of landscape, historical memory and environmental quality.

In addition to the strong elements of the environmental structure of San Benedetto, there is a further characterization: the widespread presence in the built-up area of interstitial green areas of agricultural use, the result of the uncertain urban planning in the past. Areas that are strategic due to their position, which have offered the Plan a decisive opportunity for rethinking the identity of the territory. A number of considerations, which in recent times have been made in the field of landscape architecture, appear to be pertinent to the case of the territory of San Benedetto. It has by now been generally accepted that the world in which we live is no longer based on the binary reading of the territory as culture versus nature or town versus countryside. As also the fact that the city does not have the features of a recognizable body and that the confines between functional zones, residential, productive, ones dedicated

to recreation, have become progressively more tenuous. San Benedetto seems a paradigmatic situation from this point of view: a town split up into districts intermingled with unbuilt areas, kitchen gardens and allotments, criss-crossed by channels: the sense of city is everywhere and nowhere. The plan thus aims at upgrading these surviving fragments of agricultural land in the town, to convert them into a sort of new backbone between the sea and the hills: a system of district centres, able to give fresh strength to the special identity of this polycentric town, making it at the same time functional.

The green backbone avails itself also of the system of channels running down from the hills at right angles to the coast: these still have the function of acting as a minute ecological network and, after being cleaned up and reclaimed, can play an important role in guaranteeing the continuity of environmental quality. The plan for San Benedetto thus proposes changing the entire town into an articulated landscape system, in which the various urban parts are not viewed as a collection of more or less successful buildings, but as parts of a complex landscape, which together with the buildings encompasses natural fragments, elements of the orographic network, and intercluded snatches of countryside.

## Open spaces and collective places

Luisa De Biasio Calimani

In current practice, instruments of implementation, even at private initiative, are assigned the task of designing the urban fabric, the solids and spaces, dimensions and form. These plans can put volumes in the commercially best places and the collective open spaces in the residual places. The public agency is left the task of seeing that the constraints, indices and parameters are respected: the consequences are there for all to see. It is a mistaken system, today reinforced by the concepts of compensation and 'merit awards' which leave the city at the mercy of cubic meters, not defined in quantity or in location. This is the idea of the non-city.

We have rejected this in the plan for San Benedetto, addressing the key points of 'urban quality', going into the complexity of the design of the places, of the quantity of public space, of the solutions that transform empty spaces into urban spaces.

'Architecture is the space enclosed in the box of the walls' said Bruno Zevi; paraphrasing this, one could say that the city is the space determined by the container of the buildings surrounding it. It is the voids that almost always represent the collective space, used by all, and in the plan we have attached priority to this, inverting the custom of assigning to open spaces a subordinate value compared with the built part.

### *The criteria and the rules of the Project sheets*

These have been constructed so as to enable every citizen and every operator to compare, from the standpoint of costs and benefits, the project solutions envisaged for the

single areas to be transformed. The guidelines on which the preparation of these Project-sheets was based are the following:

- evaluation of the availability of the territory to be transformed and to increase urban quality;
  - comparative evaluations of investment costs, to increase the transparency of the objectives and of the proceedings, and to enable the public administrator to know, judge and choose ;
  - renewal of the surrounds of the 'project area', which every new building measure should produce through the provision of additional standards and of green spaces;
  - definition of the territorial indices as 'derived' from a project hypothesis verified and compatible with the conditions of the area and not chosen a priori;
  - environmental sustainability, a strategic factor, not only in naturalistic areas, but also in those urbanized, a leading element in all urban transformation.
- The ecological corridors that run through the town, the green belts along the banks of the water courses, and safeguarding of the naturalistic values still present in the built centre, have acted as guidance and a design stimulus for the measures.

### *Social building: a new standard*

In addressing the problem of public housing, the Masterplan has foreseen that in any urban transformation process part of the building area and of the volume shall be earmarked for social housing, considered *de facto* (pending national laws) as a new standard. The equalizing system can be a useful instrument for the city, also helping to reduce urban inequalities.

### *Urban rights and equalization*

Equalization is applied in

the sections of the Project sheets. It is a fair measure, significant if not accompanied by other measures foreseen in the Masterplan: the provision of a larger quantity of public services than needed within the area, the free transfer of urbanized areas to be used for services and social housing, and environmental rehabilitation. Part of the revenue generated by the variation of functions assigned to the areas by the Municipal plan is in this way removed from the real estate operators and consigned to the town.

The public services, collective spaces, the fulcrum of social life, are an expression of urban rights and make citizens more equal one to another. The Plan has given great emphasis to them, regarding them as a motor of quality and development. Equalization should increase the production of services making them duly available with the Convention instrument, but even before that with the rules contained in the Structure plan.

In the application of the equalization system in the project areas, the plan has inserted also some areas outside of the boundary of the section, attributing to them indices equivalent to those inside the section in question, while maintaining the no-building status of the area. The areas concerned are situated in densely built zones, where there are no free spaces, which are precious for making a garden or a parking place, are difficult to be expropriated and are subject to the attentions of speculation even if for long earmarked as standard.



## The masterplan construction procedure

Roberta Angelini

The construction of the plan starts at a moment when the Marche Region is discussing the new draft town-planning law, which recognizes the necessity of constructing the plan in two basic phases:

identification of the problems and definition of the strategic actions and projects to be promoted for territorial governance and definition of the contents of all the technical documents, suitable to express the operative choices. Thus the nature of the 'programme document', without direct consequences concerning the rights and the ways of intervention on the territory, is conferred on the product of the first phase; it enables the local administration to address the discussion of the 'structural' choices without overburdening it with the aspects connected with the 'intended uses' assigned to the various portions of land owned by the different actors.

The conditions that characterize the territory of San Benedetto require, due to the complexity of the territorial/environmental situations, and to the considerable dynamics of urban transformations, the use of an instrument having the contents precisely of the 'Structural plan'.

### *Definition of the basic features of the plan*

The instrument reached at the end of the drawing-up process worked on a series of themes based on:

- equity, through urban policies of distribution of land values, able to control urban transformations in such a way that they distribute advantages and disadvantages among the various actors, guaranteeing the greatest benefits to the community;
- sustainability, bringing into

play the value of the environmental resources, with regulations able to guarantee their safeguarding so that they are not wasted and may be enjoyed also by future generations;

- integration of policies, of sectors and of different parts of the population, within the framework of the town-planning layouts and choices of adjoining municipalities and of the province;
- procedural capacity/operativity able to take up suggestions from the conditions of the town dynamics and to express proposals able to be implemented through operative instruments involving the actors concerned in the operations;
- planning skill in the experimentation that has recognized the particularity of the territory and proposed the most adequate use of it, releasing the urban sectors from indications solely of functional zoning.

### *Idea plan/indications of structure: significance, contents, project*

The Idea plan, in the absence of an approved regional town-planning law, has no direct effectiveness on the territory with regard to intended uses and rights of use of the land, but takes on its basic character in the definition of the structure and in its cultural awareness of the value of the territory and of the city. This instrument has the capacity to construct a unitary project for the whole territory, identifying 'strategic' resources and measures for the rehabilitation of the town, recognizing the 'structuring' capacities of certain measures and providing guidelines in terms of safeguarding actions and town-planning parameters able to give form to the transformations.

The 'Idea plan/indications of

structure' takes on the significance of 'programme document': it tackles the operations of interpretation of the structure of the territory, indicating the ways through which to put the systems of resources present to the best use and to achieve the aims of rehabilitation and reorganization of the territory; in brief, it represents a 'commitment' by the Administration for the construction of the draft Masterplan.

### *The participation process and discussion of choices*

The subdivision of the plan process into the two phases, 'Idea plan/indications of structure' and 'Masterplan' has contributed towards making administrators and citizens participants in constructing the 'project for the town', by means of debating specific structural proposals in response to the set objectives.

The itinerary was enriched by a continuous process of verification determined at the same time by numerous meetings and presentations extended to all those with an interest in the town and by the relation with specific instruments already in the experimentation phase, such as the local Agenda 21, Protocols of agreement and sector programmes. Round tables of consultation and discussion have been active, and fact-finding Commission meetings, Service conferences with adjoining municipalities, and other meetings have been held.

Each of these passages tends to express a plan idea aware of the repercussions on the territory, of the conflicts generated and of the possibilities of social growth of its population, presenting the drawing up of the instrument as part of a shared design/planning process which assuredly gives it a noteworthy added value.

## Grosseto. Structure plan and the memory of planning

Paolo Scattoni

The Grosseto Structure plan has been prepared by the internal planning office in collaboration with the Department of territorial and Urban planning (Diptu) of Sapienza University of Rome. Thus if the plan making ended in may 2006 the 'reflection' on the experience is still continuing for the development of replicable methods and techniques.

For the University group involved it was not a traditional consulting activity but an opportunity for introducing methodological innovations within the frame of the Tuscany region planning legislation (Planning act no. 5 of 1995 and the more recent act no. 1 of 2005).

Among others, one of the tested innovations is that of the 'traceability' of the decision making process for plan preparation. It answers to the principle of transparency that is stated, together with sustainability and participation, by the regional Planning act no. 5 of 1995.

The approach for the plan is based on three simple assumptions.

Firstly the plan making is based on a complex decision process; secondly the emerging conflicts should not be considered as an obstacle; on the contrary they are viewed as a resource because the consequent debate can produce better decisions; thirdly such a process of conflict resolution has to theory of the last years offered an alternative paradigm, emphasizing the importance of the interaction among stakeholders, then the practice has lacked the operational methods and techniques.

Planning theory has too often refused to adequately consider the tools

developed in the 70s and 80s and planning practice is suffering for such a gap, especially in innovative contexts like that of Tuscany.

Right from the beginning it was decided to abandon the classical approach (based on the sequence of aims-objectives, analysis and choice) to opt for an alternative that was based in some ways on the strategic choice approach with the progressive definition of decision areas and options where the system of goals and objectives develops simultaneously and not before the plan choices. Thus if in september of 2000, at the beginning, there were 22 decision areas there were 56 at the end of the process. The 'strategic frames' therefore need to be documented during the whole process.

### *Participation and the plan window*

For the emergence of interests and conflicts, a plan window was organised to collect as soon as possible be 'traceable' and participated in order to show how gains and losses caused by the plan can be made in the interest of the community.

The idea was not new as it had been intuitively anticipated in the '60s by Giovanni Astengo and later formalized by Marcello Vittorini in the plan of Ravenna. The innovation introduced in Grosseto has been the digitalization and processing of the information and the publication on the web in a way that make it possible to detect who and what people are making proposing. During the plan making process, the plan window collected 826 written contributions that were linked to the strategic frames explained above.

### *The choices*

The evaluation of emerging proposals within a coherent

strategic frame has taken place through different means. The Agenda 21 applied to the structure plan had an important role to find agreements for main strategic choices (decision areas). Decisions on more specific and localized proposals criteria were publicly declared by the planners. Furthermore an important role was played by the Evaluation of environmental effects (Vea). The introduction of planning equalization (perequazione urbanistica) was useful for the evaluation. Finally the filter of the co-planning with both Region and Province helped to focus on the decision making.

### *The research for an accessible traceability*

After the final structure plan approval, the work of the University researchers continued. The empirical documentation has been essential for the further developments.

In particular the research work has been finalized by setting up tools for which make documentation of the decision making processes available not only to planners but also to the general public.

During the phase of plan making, the planners were careful to provide traceability by an hypothetical external observer. The publication on the web site of the council has been constant. The statistics for the accesses to the web site have shown huge interest towards the plan making. It is difficult to establish if the accesses were more from the local community or from outside. The published materials offered were readable, but, on the other hand, the publication has shown evident limits. Firstly the documentation is limited to the work of the planners. Other information useful for traceability is omitted (e.g. Local press, documents of political parties or pressure groups, etc.). Finally the

documentation is not so accessible to the general public without the help of an expert in planning procedures. Therefore the setting up of a dedicated information base raises interesting potentials for research on planning.

## The contents of the plan: the three dimension of sustainability

Marco De Bianchi

Sustainability, as advocated by the regional legislation, has been considered extensively in the Grosseto structure plan.

In addition to environmental sustainability, the plan considered also economic and administrative sustainability.

### *The terms of the environmental sustainability*

The compatibility between development and environmental conservation is probably the most important element of the plan.

The progressive salinity of the aquifer has dramatically damaged agricultural production.

Among the planned measures, the most important is certainly a dual system for water supply (drinking and not drinking) through the creation of small reservoirs.

A second strategic choice relates to the rigorous protection of areas on the left bank of the Ombrone river despite the strong local expectations of residential settlements and tourist resorts. On the contrary, the importance of maintaining areas for prestigious wine production was emphasized.

A further conflict was represented by the pressure for residential development on the coast.

On that respect the forum of Agenda 21 were extremely useful to bring about a direct debate between environmentalists on one side and developers on the other side even though the substantial block to any development by the plan encountered a strong opposition.

Other important choices related to the location of residential development in the town in areas partially damaged.

The need to limit the penetration of cars in the town centre, in favour of public transport was emphasized, also with a coherent network of cycle ways and by redetermining the boundaries of the town with a ring road.

Finally great importance was placed on landscape conservation, with a strong link to the provincial plan.

### *The economic sustainability*

In the past the Grosseto municipality met enormous problems to implement compulsory purchase for infrastructures and public housing. The structure plan introduces the possibility to get an additional betterment contribution (around 10%) through negotiations with the developers able to cover land acquisition for public housing and infrastructure costs.

It was then necessary to evaluate the betterment value (around 500 million euros). Even though the evaluation will vary with estate market trends, an early evaluation has had an important pedagogical role for those who considered that Grosseto was a minimalist plan.

### *The administrative sustainability*

Plan implementation is one of the main features. To build up the planning office was not a simple task as in september 2000 it could rely only the head of the office (with other additional tasks) and two technicians. The final configuration of the office has a flexible structure but with different roles.

The chosen 'incremental' approach implies and requires an effective monitoring system; the annual 'planning conference' organized in a sort of Agenda 21 style. The main objective is to organize data collection and plan updating so that future plan making can be a progressive and continuous

process.

The Grosseto Structure plan has produced an important advancement in the research strategy of Diptu that is based on the collaboration experiences with public administration and municipalities.

The process has not been simple. Such an activity has required efforts to build complex scenarios and new procedures.

There were two main operational phases. The first phase has produced the tools for a general analytical framework: it has been acquired a large amount of information, mostly using the data that are usually deposited within the municipality itself. This heritage has been emphasized creating the base for an effective Gis to be integrated to those of Province and Region. Right from the beginning, conflicts and pressures were seen as fundamental elements of knowledge: the 'plan window' and the setting up of dynamic 'decision frames' were the outcome. Such aspects were largely developed in the second phase of the collaboration; during such a phase the contribution of the department was almost a methodological one.

After the final plan approval a third phase has taken place: that of 'reflection" on the entire process in order to set up repeat methods and tools.

## Territorial plans and structure plans

*Lucia Gracili, Pietro Pettini*

The planning legislation of the Tuscany region (Act 5/95 and 1/05) has reassembled landscape, environmental and urban planning within the unitary framework of sustainable development.

The planning tools are structured at three levels: Piano di Indirizzo territoriale-Pit (Region), Piano territoriale di coordinamento-Ptc (Province) and Piano regolatore generale-Prg (Municipality), with a structural component (Piano strutturale-Ps) and a regulatory one (Regolamento urbanistico-Ru).

The Ptc of Grosseto province has been operational since 1997; it also took on the role of a resource protection and landscape plan; above all it included a set of strategic actions for local development of municipalities.

The Ptc is at the present in a phase of revision with the participation of several stakeholders that will lead to specific agreements, according the available legislative tools. It rejects a hierarchical organization, it is rather based on a continuous dialogue and interactions with the other planning levels. The specific policy of the Grosseto Ptc has allowed the municipalities to conceive the Sp as a real strategic planning tool and not as merely a tool for day by day administrative implementation.

The choice made by the municipality for a collaborative approach to planning with the province and the region has allowed converging choices based on a shared view of local development.

The numerous work meetings (about 40 before the final formal conference)

have allowed the establishment of a coherent and shared frame of planning objectives, allowing the initial (limited) points of conflict to be overcome. This also achieved the main goals of avoiding the all too common practice of having a plan based mainly on prohibitions and limitations and of corresponding to the spirit of the regional legislation that left the evaluation to the local levels and the control only to main strategic contents: the identity and values of the rural areas, the criteria for urban development (parts to be preserved, to be consolidated and to be developed), environmental conservation and relationship with main infrastructures.

The Grosseto structure plan fulfills such requirements and therefore reinforces the provincial policies for sustainable development.



## Geology and Urban planning

*Carlo Alberto Garzonio*

The preparation of the Grosseto structure plan, a complex urban plan, was based on a work method that reverses the usual relationship between different disciplines, which usually are involved in separate analytical paths, trying to get a general synthesis only at the end of the elaborating phase. On the contrary, the Grosseto process was a 'laboratory' experience producing multidisciplinary answers to problems as well as detecting these.

This process involves a new form of incremental analysis and the 'intelligent' use of available materials, as well as the incorporation of reputedly consolidated knowledge. The aim is that of providing an interactive evaluation of different options, as they arise.

Through a new approach, based on the interaction with other disciplines, it was possible to evaluate the most appropriate possible options. Meetings of interdisciplinary experts focused on a given problem, arising either from outside (public participation methods like Agenda 21) or from inside the Municipality (planners, other experts, etc.), and solutions were produced. All the results were undersigned as soon as they were achieved. At the same time further analysis could be decided, together with a progressing focus on possible solutions using for that purpose also geo-morphological and hydro-geological data.

The geological analysis was carried out following the regional legislation with additional hydrological and hydro-geological studies required by the particular nature of the reclaimed coastal Grosseto plain, and also in relation to the hill areas, characterised by geomorphological and

hydrological fragility.

References to the wider area of the Ptc were also introduced.

All the maps and data were produced in a format for a subsequent use in a Gis with a possible application of specific numeric simulation programs.

The final output is a two-level geological information system: the first can be seen as static but which can be updated, long term, and enriched with further studies; the second level concerns monitoring specific phenomena like salinity of the aquifer, coast erosion, thermal waters, etc.

## The Plan, Agenda 21 and environmental certification

*Luca Favali*

The preparation of the Structure plan has advanced together with the process of environmental certification (Iso14001 and Emas) both linked to the local Agenda 21.

On that particular point the whole process appears to be strongly innovative. Reflection on the whole experience reinforces a central point: that territorial development is strongly related to the quality of the administration and that of planning of environmental and landscape resources; hence the strong relation with the environmental certification that characterized the Grosseto municipality in the same period (Iso14001 and Emas certifications).

The arena where planning and environmental certification have met was Agenda 21. The organization of the planning strategies into decision areas and options was very well suited to Agenda 21 procedures because it involved officers, councilors, opinion leaders and all the stakeholders in an almost three months of brainstorming.

At the beginning of the Agenda 21 process, there were 50 decision areas, grouped in six main subjects (traffic and transportation, coast, housing and leisure, offices and industry, water cycle, main infrastructures). The participants debated on those decision areas and options in three forum for each subject; with a final session for the formalization and collection of proposals. The success of the approach is documented in tables 1 and 2.

On the other hand the decision to have extensive participation was unavoidable for an environmentally certified

town as explicitly required by the Emas regulations no. 761 of 2001 which specify a dialogue and debate with the public and the stakeholders.

Furthermore this chosen process has the objective of spreading environmental knowledge and consciousness among the population.

The debating forum on real problems has brought trade unions, non governmental organizations and opinion leaders to compare their different strategic visions and to compete, and cooperate, for the solution of common problems.

Therefore in addition to sustainable planning, the result was the relevant growth of individual and collective participation in the choices, the emergence of planning proposals, and an increased spirit of belonging to the civic community.

## A plan and its possible memory

Manuela Ricci

The plan as a process; the conflicts as resources; the plan built by increments. The experience of the Grosseto structure plan seems to speak a different language from the consolidated one of planning making and administration. The plan is considered to be a complex decision making process and the conflicts which emerge in this process are considered more as resources for better decisions rather than obstacles and barriers. The approach adopted raises two questions about the 'decisions areas' on which the plan is based. The first question relates to the transparency of the decision areas and options, which were set up through the various forms of public participation. To what degree can transparency be achieved?: the full 360 degrees are obviously impossible, though this may be more closely achieved with time. The second question relates to possibility of the generalization of the rich participatory environment in Grosseto. From another viewpoint, the approach used in Grosseto can be seen as the base from which the above mentioned 360 degrees may be approached, being used as an incremental path to enlarge participation (even if only in the long term). This applies to the practice of managing conflict as a resource; but so as to avoid the domination of the strongest actors it will be necessary to widen participation as far as possible in order to produce proposals of the 'many', from both a cross analysis and an integrated analysis of the problems which can break down some of the entrenched powers which usually dominate planning.

*Interactivity and dynamism of the knowledge path: environment at the centre*  
Agenda 21, environmental certification and the phase of co-planning were the basis for a sustainable plan that set out its physical limits (through a ring road) while environmental certification plays a complementary role. A dynamic laboratory that forced the analytical activity to interact with the emerging proposals.

*Memory and traceability*  
The pressure to move towards the above mentioned 360 degrees is essential for the citizen's consciousness of the spatial civic identity. Memory then and traceability beyond politics: the components of the local community interact and leave a recognizable trail that is its memory; the sense of its passing through: a base to build a community identity. The activities undergone to adapt the tension/will of the plan are more important than implementation because such a tension allows the community to 'look after' its own plan. The 232 options and 56 decision areas represent a heritage that implies a relevant interpretation effort by the many actors to outline their future. Such a heritage cannot be limited to planning but extends to other tools, like Agenda 21, environmental budget, Social budget, Participated budget, all of which can contribute to the building of citizenship. In this respect, traceability must be accessible to the public at large; this is the orientation of the most recent research by Paolo Scattoni. Finally, administrative sustainability is necessary, carried out through a reorganization of the planning office whose staff have to embrace a planning process which is based on the circle of traceability and memory.

**The Urbanistica Prize**  
*edited by Valentina Cosmi*

to larger cultural debate.

**Presentation**  
*Paolo Avarello*

Even before becoming an exhibition, UrbanPromo was born as a meeting place for real-estate agents, financial institutions, firms and administrations interested in promoting the importance of real-estate within urban regeneration schemes. In the background was the experience of 'complex programmes' initiated in Italy in the '90s, first opposed by urbanistic culture as it was outside the traditions of national planning, but then accepted as an instrument of intervention that could contribute to the overcoming of restrictions and limits. In addition to the exhibition of projects and programmes, UrbanPromo also added conferences and seminars: a cultivated form of urban marketing, but also a site for the exchange of best practices, that distinguished UrbanPromo from other similar initiatives, above all for its public audience which was very attentive and highly qualified. Why, therefore, not make use of this public as a resource? Why not collect their opinions, their enjoyment, their interests, their points of view? From this idea the "Urbanistica" Prize was born, recognising the projects and programmes held to be the most interesting from three points of view, environmental quality, urban quality, and equality or balance of interests, that in substance confirmed the opinions, and perhaps also the 'feelings' of the public. "Urbanistica" participated in the undertaking because it has always worked to be involved in and to make known whatever of interest is taking place in its region and, above all, for some time has ceased to act as a judge, leaving the field open

**Romagnano al Monte  
(Salerno): a contract of  
quarter for an historical  
centre under used**

*Massimino Cavallaro*

There is nowadays widespread consensus on the need to revitalise old towns and enhance their functions in the framework of overall land use management, both for town planning purposes and to foster economic and social development. In other words, old towns are no longer seen as requiring static conservation measures: the need to safeguard the heritage of a community, in its physical, cultural and landscape expressions, is nowadays opening up opportunities for social, economic and urban enhancement, adopting a sustainability-based approach. The territory of Romagnano al Monte boasts a number of potential strengths which reveal their vitality, thanks to schemes launched by the Municipal administration to foster tourist fruition of the area, which offers unique artistic and natural attractions. The main objective of this action plan is renewal of the functions of the old town area of the municipality. The main positive impacts for the territory include:

- renovation of the abandoned urban area, and protection and improvement of the whole environment;
- increased economic prosperity and employment, thanks to the creation of new spaces for new economic activities linked to tourist accommodation and tourism-related services;
- implementation of service activities on the local and supra-local level;
- enhancement of cultural and environmental tourism.

To achieve the above aims, Neighborhood Contract II was used to promote urban and social upgrading of this area and was integrated with other actions already

funded and in progress.

Planning paid great attention to environmental aspects, selecting environmentally friendly solutions which minimise resource consumption.

The programme includes the following areas and actions:

- rehabilitation of the historical built stock of the existing Old Town, by means of consolidation, restoration and refurbishment projects and the assignment of new forms of use including tourist accommodation and local produce shops, in full respect of the quality of the buildings and the high environmental value of the area;
- environmental upgrading of the area currently consisting of prefabricated buildings, in Palazzo locality, through creation of an urban park equipped with sports facilities for use by the local community and the tourists staying in the old town of Romagnano al Monte;
- upgrading of the street and network of the housing development in the Ariola locality, through resurfacing of dilapidated roads and completion of the pedestrian areas, so as to achieve greater integration between the various parts of the urban fabric in the new settlement;
- completion of the sports area in the Pian di Piede locality, including creation of an urban park/equipped green area, with pedestrian paths and a parking lot for cars and caravans.



## **Green by-pass, study for the requalification of the territory crossed by the Passing of Mestre**

*Sebastiano Steffinlongo*

The Mestre motorway by-pass is an infrastructural work that means significant and undeniable benefits to infrastructural setup of the territory as a whole but the impact on the local community and on the surrounding agricultural lands cannot be treated as being of lesser importance. It is therefore important to go back to considering the by-pass from the point of view of compensation by finding in the infrastructure contents that make it possible to re-invent and reorganise a territory that is strongly marked by a haphazard growth in buildings.

In this light the motorway by-pass is a remarkable opportunity to intervene systematically along thirty kilometres of intensely humanised territory to readdress the balance of sustainability of building forms in their entirety.

The need is also posed for informed reflection on the theme of transformation determined by the motorway and to operate with the aim of forming and building a new landscape the quality of which is in line with the principles sanctioned by the European landscape convention, adopted by the Veneto region in the Regional territorial co-ordination plan.

In the construction and maintenance of the landscape it is necessary to involve the resident population and the farmers who have always been the custodians and protectors of the environment and the territory.

Legislative decree 228/01 recognises the fundamental role and gives an incentive to the public administration to bring out the best in the activities of the farmers through the drafting of

appropriate agreements.

The aim of this project is to favour their co-operation with the public administration by taking advantage of new regulations and laws.

The multi-functionality recognised in farmers placed at the service of the community will make it possible to build vital synergies that guarantee the safeguarding of the environment and the territory.

The Green by-pass project is trying to give shape to the conviction that the creation of a large-scale infrastructure should be the occasion to think about the structure of the surrounding territory in an organic way and determine opportunities for transformation and requalification and for development and growth.

The objective of the study is that of constructing a system of rules and principles that make it possible to control from a procedural point of view and measure in economic terms a complex and extensive system of interventions.

This study in addition to showing a feasible project formalises a methodology of intervention that can even be applied in different contexts. The study is organised into four parts:

- a plan that gives a context to a problem at territorial scale, redesigning the system of relationships and the hierarchies between the buildings, environmental factors and infrastructures;
- a module of project-oriented assessment of the context that defines the critical points, the principles of intervention and the possible project measures in relation to the four issues defined: impacts, environmental system, use of the territory and the landscapes;
- a set of 'project landscapes' that define the possible ways of intervening with relation to the various critical points;
- a guide project formalises

the principles and the general methods of intervention on the basis of the plan.

It is stressed that the Green by-pass project has a great innovative and experimental context. The literature and practice do not have an intervention framework of sizes that can be compared with a functional value of such import.

The value in terms of example and experiment that the project has is extremely important for the possibility of defining practices and procedures that can be applied in other regional, national and European contexts.

**Eastgate Park,  
Portogruaro (Venezia)***Elisabetta Piacentini,  
Alice Marie Soulié*

Eastgate Park is one of Italy's largest property development projects, the biggest for logistics/industrial use, covering an area of around 1,6 million sqm and with building space of around 450,000 sqm, between the Communes of Portogruaro and Fossalta di Portogruaro (Venezia). The area where the industrial estate will be built is in the portfolio of the Spazio industriale real estate fund, managed by Pirelli RE Sgr and owned by the Aim-listed company Spazio investment Nv. The master plan provides for the construction of a manufacturing area (with space for small and medium businesses), logistics facilities, craft workshops, service area and a business incubator/technology centre as a start-up aid for industry. Drawing inspiration from the most important success stories around the world in the business real-estate sector, the project aims to combine functionality, architectural harmony, excellence services and environmental friendliness in a strategic geographical position using state-of-the-art sustainable-building technology. The project contemplates perfect integration and interaction with local area and communities, thanks to the land development standards applied that state that around 40% of the estate's surface area be transferred to the Communes for parkland and facilities, thus redeveloping the area environmentally as well.

At a regional level, Eastgate Park has a highly strategic location close to the European Corridor No. 5.

*Current state:* the layout of the area's landscape and natural surroundings is now fairly basic following

building work that was supposed to herald the occupancy of the Eni works in the 80s in order to carry out a business that was never started: just a few large, regular-shaped plots, free from the original signs of the countryside; vegetation cover heavily modified by a thousand years of human intervention; high ground-water availability.

*Structure:* The master plan is based on a connective system of rows forming the framework of the project along the directional east-west and north-south lines, thus joining the three main features of the landscape project: the wetlands system, public parks and surrounding wood. The maintained natural green belt consisting of the network of ditches marks the boundary of the development.

*Size:* Land-to-building ratios applied to the plan's development demonstrate the choice of the developer and local councils to go for a high-quality/low-density type of land use.

Industrial area: 185,000 sqm (of building work); Craft workshops: 25,000 sqm (of building work); Logistics facilities: 130,000 sqm (of building work); Roads: 108,000 sqm; Parking areas: 105,000 sqm; Green areas: 300,000 sqm; Reservoirs connected to hydraulic structures: 180,000 sqm; Total surface area of project: 1,600,000 sqm (approx.).

## Perugia, Montelucente project Luca Panizzi

The renovation of the Montelucente General hospital in Perugia is a good example of development project driven through a Real Estate Closed-end Fund. The developer is Fondo Umbria, established and managed by Bnl Fondi Immobiliari Sgrpa with the purpose of renovating public properties. The Montelucente master plan is the result of an architectural competition, held by the Fund, with the participation of some international firms: Italo Rota from Milan, Abalos and Herreros from Barcelona, Lacaton and Vassal from Paris, the Rotterdamers Mvrdv and the German firm Bolles+Wilson, winner of the competition. The jury, lead by Axel Sowa, director of *Architecture d'aujourd'hui* and including Andrea Branzi architect and designer, Luis Hortet director of the Mies Van Der Rohe foundation, as well as representatives of the Comune di Perugia, the Umbrian Region, the University of Perugia and the promoter Bnl Fondi Immobiliari Sgrpa, commended the winning entry for its respect and sensitivity to the scale of Montelucente, its morphological compatibility with the historic structure of Perugia and its sympathetic relationship to the surrounding Umbrian landscape. The Montelucente area has an extension of 67.000 sqm. Occupied by a monastery since 1218, it was converted into hospital at the beginning of the XIX century. Following a regional program, the General hospital is currently moving into a new modern complex already completed. The development includes a wide range of uses: residential, retail, offices,

hotel and services (congress hall, private hospital and kindergarten), for a total of 65,000 sqm. The Bolles+Wilson design developed and presented in 1:500 model format rejects authoritative geometry in favour of a sequencing of localised responses tailored to the dramatic topology and framed views out and across the luxurious Umbrian landscape. Many new structures occupy the footprint of redundant hospital buildings, a strategy that preserves the extensive terraced system of retaining walls and protected trees. Bolles+Wilson describe their scheme as urban choreography, a sequence of public spaces unfolding from the S. Maria di Montelucente church in the west to the new Parco d'Este. A first *piazza* is framed by the monastery portico and the one remaining hospital pavilion (public health offices). To the north are offices and a submerged supermarket. To the south a hotel and conference pavilion frame the view in the direction of Assisi. A second conical *piazza* is enclosed by a row of student housing buildings to the north and an opposing commercial area. Here deck-like upper terraces offer spectacular views of the historic skyline and Umbrian landscape. Private housing is located in thirteen urban villas, apartment buildings stepping down the steep topography. After the architectural competition, the fund is managing the master planning activities, currently in progress by Bolles+Wilson with some local partners. The design activities will follow the master plan, focusing on the quality of urban spaces as a main driver to create value.

## From the sea-shore to the hill: the front-city of Reggio Calabria

Francesco Suraci

The city of Reggio Calabria develops from the sea to the hill's slope, with its 200.000 inhabitants it lives since over 10 years a period of transformation of the territory, and in the areas object of recent intervention it takes form in new containers in new places; containers that centralize the town functions and become new urban poles (Mediterranean university, directional centre of the offices of the municipality, building of the justice). Around these have grown urban mobilities that now lacking in internal-external.

Besides, except a few episodic works near the seashore, as the building 'superficial subway', the various infrastructures realized among the poles are of traditional kind as streets for mobility by tires. In this contest new 'urban mobilities' interest the hilly places and the limits of the torrents embankments that delimit the central area of the city.

The torrents in the city are not navigable so are not resource for the mobility, are part of the public urban empties, are barriers among the neighbourhoods and are crossed only punctually or by some bridges. There are two torrents which delimit the principal city area and are urban areas that exploited could make a new image of the city.

### *The idea-project*

The idea-project is to requalify new places of urban mobility of Reggio Calabria to reach the outskirts of the city by an infrastructural net and architectonic elements, in which there are cultural, environmental and technological buildings, that connect the mobilities realized and not.

To redefine rationally an urban mobility, following environmental standards to reorganize the offer of relationship spaces and new ways of enjoyability of the city. It means to reconnect the spaces inside mechanized pedestrian islands and public green. Fundamental is projecting a pedestrian system also mechanized connected, a kind of front-city, with the superficial subway and to requalify the spaces of the new urban centrality to realize connections among city neighborhoods.

It means to redefine the 'waterfront' of the city as a 'hinge' between itself and the sea, by 'promenade' and 'avenida de mar' connected with the systems of urban mobility.

In the city 4 areas of study have been individuated, which are connected to the new infrastructural elements, such as the superficial subway, cycle track, pedestrian ways.

The proposal of an evaluation and reorganization of the mobility and of the relationships elements is composed of new public spaces of aggregation and of a system of ways and 'green conveyor belts' connected to the new architectural elements: the green plate of interconnection, with the mechanized pedestrian ways; the door-building with hotels; the staybridge, connect the door-building with the seashore; the winter garden at the door of the universities; the drawbridge allows direct entering to the 'universitary castle'; avenida de mar with shopping and artisan centres; squares on the harbour; screens showing natural scenes such as Eolian island, Taormina, etc.

### *Urbanistic intervention in the southern area of the city*

In the southern area of the city has been projected an infrastructural-architectural

element as a green-cyclable-pedestrian plate of 20.000 squared metres to realize in height on the urban empty of Calopinace torrent, by which reorganize the infrastructural system near the torrent, requalify new places of mobility and realize promenade enjoyable through a system of connections elements, and of spaces conceived to receive the multyactivity public-private.

The main intervention is the interconnection plate between the seashore near the rail station and the urban centralities of Directional centre Cedir and the Justice building. Has been proposed to protect the space of the torrent Calopinace riverbed, embankments become new cromatic scenery.

The project is in relation with the experimentation of a research made by the University Mediterranea of Reggio Calabria.

### *Justifications for planning choices, between necessities and attempted relapses*

The base planning parameters follow the under listed systems: the 'time system'; the 'infrastructural system' the 'architectural system'.

Strategically it realizes a system for private boosting to make a 'programmatic planning of territorial becoming', system of economic development useful to an employment increase. From necessities of mobility we get to urban and touristic development with strong and attractive elements as the door-building that represent the ancient entries to the cities and today ripropose Reggio Calabria as the door of Europe and of Mediterranean sea.

**Verona, Consorzio Zai***Flavio Zuliani*

The *Consorzio Zai* is a public economic body that promotes the economic development of Verona. Four areas come under its jurisdiction: the original industrial area *Zai Storica*, the second industrial area *Zai Due-Bassona*, the *Interporto Quadrante Europa* area and the *Marangona* technological innovation area, to a total 10 million square meters hosting approximately 1,500 companies and 45,000 employees.

In particular, the *Quadrante Europa* is an organic and integrated intermodal and logistics system that could be defined as a 'Logistics Park', and which operates in this sector with the functions and objectives of a proper port authority, guaranteeing all the operators working within the freight village area equal opportunities and access to such infrastructures as logistic platforms, offices and rail terminals. Intermodality and logistics have become two top-class functions of the *Quadrante Europa* since its links with ports, airports (Valerio Catullo airport) and the main road networks allows it to connect up to a national and international logistics network that favours the exchange of goods between the different types of transportation.

The Masterplan project drafted for the area is the answer in terms of function and spatial organisation to this central role that the area will play over the next few decades both for the metropolitan system of the Po valley and of central Europe.

The Consorzio intends to introduce concrete investment opportunities through two projects: an area dedicated to logistics and one dedicated to the setting up of high tech companies.



## Parco Europa at Cesena

*Riccardo Barbieri*

The areas included between via Piave, viale Europa and the Railroad belong to an urban environment strategic for the urban renewal of Cesena. Indeed, due to their size and position, they constitute a precious resource for the creation of a new urban fabric.

The project is based on division of the area into three parts: the first, to the north of viale Europa looks over part of via Comandini, and is marked by a new commercial building, the second, between viale Europa and the railroad, is occupied by a school and the bus terminal, whereas the third, between viale Europa and via Piave, is mainly a residential area.

This urban regeneration project takes as its starting point analysis of the urban quadrant in which the area is set, and suggests a new urban fabric based on two communication axes, both functional and visual: an equipped, 'matrix' route for pedestrian use, linking up with the central area of the former Arrigoni factory and a highly distinctive boulevard (viale Europa) between the Station and the new university, residential and service areas of the former sugar factory. viale Europa is conceived as a broad boulevard, lined by the existing trees on both sides, starting from the Station and going as far as the intersection with the overpass, and flanked by a series of buildings, in the same style as those in place, which recreate its typically urban alignment.

Thus, we see the emergence of a park within these boundaries, an ideal thoroughway for the students of the nearby faculties, similar to the gardens along Cesena's old curtain walls. Building layout responds to two objectives: designing an urban area in line with the existing structures of the

quarter and ensuring optimum exposure conditions. Buildings are mainly set on the heliothermic axis, with living rooms shaded by balconies and with the most favourable orientation. This project combines the requirements of bio-climatic architecture with those of urban decorum, with more refined facades fronting the main streets and those of more homely style towards the interior. Motor vehicles are relegated to underground areas.

Traditional and modern-day materials blend and are superimposed according to the law of necessity. The style of architecture proposed is that suited to a serene dignified city, a complex human city not seeking striking effect, but rather a suitable background for day to day life where its inhabitants may stroll, meet together, make purchases and take refreshment, work and live, where all elements live peaceably side by side.

## History, landscape and sustainability. The seaside holiday camps of Calambrone

*Olimpia Niglio*

Under Fascist party officials Ciano (for Leghorn) and Buffarini (for Pisa), following establishment of the Ente Autonomo Tirrenia (Tyrrhenian Autonomous Institute), by Royal decree of 3 november 1932, conditions were created for the organic development of the coastline between Pisa and Leghorn, known as Calambrone. Many proposals and projects were put forward for the creation of a seaside area with spa facilities, available also for use by 'day-trip' tourists. Thus along the Pisan coastline a series of major projects were implemented, marking the history and transformation of this territory. Amongst the most important works we should mention the film studios 'cittadella del cinema', the brainchild of Ciano, supported by Mussolini and created by Giovacchino Forzano.

The recovery and final renovation of the Calambrone in Pisa can justifiably be defined as one of the most interesting architectural and urban renewal operations of the past few years at national level.

It sees a strong blend of urban planning, architectural, historical, environmental and social elements, a major plan for the recovery of buildings of great architectural merit, built under the Fascist regime and having considerable historical and social significance. The renewal project falls within the area of the Migliarino, San Rossore and Massaciuccoli nature park, and respects and enhances its high landscape values by taking them as norms for a 'Territorial Statute', where the joint work of experts and enlightened developers has

yielded exemplary results.

This project's success certainly owes much to the definition of clear planning rules, drawn up with a healthy dose of pragmatism, and taking as their lodestar a principle also enshrined in regional legislation: that is 'sustainability'.

Another supporting factor has been the strong will of local and regional authorities to achieve clearly spelled-out objectives. Accordingly, they adopted a problem solving approach, from both a technical and political point of view.

This approach leads to the establishment of a veritable public-private partnership, which enhances the overall value of the project.

Thus we see the emergence of a dialogue between landscape and built stock not only at planning level but also as an integral part of the rationalist compositional principles marking the various Fascist health resorts of the Calambrone, presented as one of the most significant vehicles of national propaganda and which are today on the receiving end of conservative restoration and functional recovery.

# **City of Forlì: feasibility study of the ministerial project system centro-nord**

*Manuela Barducci,  
Roberto Cavallucci*

The strengthening of the connections among infrastructure in the Forlì-Cesena-Ravenna triangle, and the fluidity of traffic of people and transport means, in a context of protection of the environment and valorisation of the enormous local wealth, represent the foundation of the context and local actions' of the ministerial SisteMa centro-nord. This project has the mission to strengthening the territorial relations among the transportation poles of the Romagna Forlì-Cesena-Ravenna triangle in order to take full advantage of the opportunities offered by the intersection of the east-west infrastructural axis parallel to via Emilia, the Adriatic corridor and the north-south Venice-Orte corridor is based.

A feasibility study of the aforementioned Sistema project, financed by the Ministry for infrastructure for a total amount of Eur 553,376.00, will be carried out by the Temporary joint venture, founded by Sintagma srl (representative), San Martino in Campo, Perugia; Ingeniería y economía del transporte sa (Ineco), Madrid (Spain); Metropolitana milanese spa, Milan and Systematica spa, Milan.

The project will focus on the benefits that can derive from the creation of a Romagna logistics platform through the strengthening of the different transportation poles throughout the territory (Forlì airport, Cesena truck terminal, Ravenna port, Forlì-Forlimpopoli rail terminals) and will demonstrate how this 'networking' can be practicable on an economical, administrative

and technical level.

In the tourism sector, the study defines a series of synergic actions among the different components of the existing environmental and cultural system, along with the eventual repositioning of those sectors that are not sufficiently integrated or rarely exploited, and foresees, as a context action, the constitution of a coordination and management agency for the Romagna logistics system. Finally, as a local action, the study envisages an in-depth analyse of the growth prospects for the Technological Aeronautical pole of Forlì.

The feasibility study shall provide all the relevant institutional representatives with a 'specific, globally verified' project that will allow for the provision of funding on a national and European scale in order to develop a territory capable of attracting new companies, from various sectors.

## Conflicts in a networked territory

Edoardo Zanchini

Territory appears to have become a critical issue in decisions regarding infrastructure. More and more protests accompany great and small works bringing to light a blatant short circuit in communication and political dialogue. All of a sudden, in our country at least, the idea of development, meant as an identification with the creation of public works, the general interest, increasing connections and flows and the consent by the locations concerned, is experiencing a crisis. The Nimby syndrome ('Not in my back-yard' or near my house) has become a common expression and is widely used to label local conflicts and the role which they play in blocking actions deemed urgent and indispensable. Those who oppose the work are accused with hindering necessary investments to safeguard the general interest through infrastructure that improves connections to Europe, waste disposal, securing energy supplies and thus economic growth and wellbeing. All European countries have to deal with this problem. In the United States this phenomenon has been studied for decades since it is closely related with the changes in contemporary society and the relation between public and private interest. The territory has become the stage where tensions and questions are played out and channelled. A deeper understanding of the changes that concern the networks and the territory is becoming fundamental to provide insight into the ongoing conflicts and make sense of this phenomenon with a view to finding a possible way out. For many decades, building a motorway or the localisation of an industrial

centre or power plant was immediately associated to the positive idea of development. Times have changed, and so have the relationship between the community and its territory. Defending one's identity and quality has become a factor which unites us to defend ourselves from change. Today bridges, viaducts, junctions and ring roads are frowned upon more often than not since they are seen as congestion, pollution as well as detrimental to urban areas and landscapes. In some way the idea of infrastructure was once associated to the prospect of quantitative development. If we look inside these conflicts, we realise that the founding theme concerns the idea of participating in decisions and democracy in a scenario in which the fragmentation of power is clear, with the force of interest being at stake. The contrast between national and local standpoints, flows and places, is highlighted in the most heated and important conflicts concerning plants and infrastructure, suggesting a crisis of what was once perceived as public interest and is depicted as general interest depending on the perspective of the viewers. Underlying the protests is the desire to defend ourselves against an intrusion that may deeply alter our life-style and degrade our habitat. The communities that feel under fire inevitably tend to develop a catastrophic vision of the threat. Instead, the promoters of large works are inclined to ignore local protests since they claim that they are based on irrational fears and selfishness. Although this objection may contain some elements of truth, it does not consider the fact that behind the protests, which involve thousands of citizens, is a request to recognize the dignity of people and places. It is

necessary to understand this request, if public institutions want to communicate with these citizens. Exposing the real groundlessness and senselessness of the fears is just as important, since large works are often surrounded by a great deal of uncertainty. One of the most important changes occurred in the territory lies in a stronger perception of one's identity compared to the past, which leads to the rediscovery of values and resources, with the associated fear that changes may damage them. The clearest form is the growth in wealth and wellbeing in the territories that focus on quality as a development factor. A very different phenomenon concerns the less 'integral' areas, where widespread urbanization has led to not having to deal with situations where new infrastructure can travel 'free' from anthropological impediments. All these contexts share an unparalleled need for attention, where the consensus to alleviate traffic congestion is associated to a negative image of infrastructure. An initial response to the spread of the Nimby syndrome towards infrastructure may come from understanding how the keys to unlock the disputes are to be found right in the territories. Making early steps in the direction of dialogue to understand the reasons of concern and divulging widespread information on the project's objectives are basic elements for a transparent debate. All of this in a context that sees the territory as an ally in projects, through the expression of its requests, driving forces and interests, as well as a fundamental key for economic development. Transparency, widespread information and public debate which on the

project's objectives are the keys which may allow us to understand requests and willingness to changes in the territories, thus taking a step forward in the communication so to improve the works or choose a less expensive alternative with a lower impact. A second unavoidable question lies in the link between projects and the 'idea of a future' that they envisage. Politicians clearly have responsibilities concerning this point, as they are called to select the strategic works and propose a vision that goes beyond the individual project. For example by associating the projects to a strategy of reduction in congestion, pollution and road accidents, hence increasing alternatives and lifestyle. The relationship with the territory is also capable of proposing innovation with a willingness to discuss the changes and prospects that come with it. For example by assessing new infrastructural works in quantitative and qualitative terms: with the possibility of reducing congestion and accidents, improving the life of pedestrians through a more efficient integration with railway and underground stations, supplying services for the logistics of goods, contributing to limiting local pollution and CO<sub>2</sub> emissions as laid down by the Kyoto Protocol. A third fundamental key to escape the Italian Nimby syndrome lies in the quality of the projects and works. Dialogue with the territory is unthinkable if attention and respect for values and concerns do not come into the equation, expressing a point of view that does not consider the territory as negligible for the networks but, is aware of the importance of the infrastructure for the landscape. In this direction, dialogue and technical and environmental

communication need to be increased rather than decreased. In a way that the projects describe the proposed objectives in a comprehensible manner, comparing project alternatives and the territories concerned, fully investigating the issues of geological concern to avoid water drainage, the excavation material to limit the opening of mines, ecological operations with environmental compensation and mitigation activities. The interaction with the territory makes sense when built upon mutual understanding by facing the most important issues of concern with detailed, up-to-date and transparent information. The communication requires clear roles to be defined. Who should take the decisions and pay the costs of functional and environmental integration? Clarity on the 'subjects' of discussion with the various factors involved is fundamental for a transparent dialogue. A context of this type facilitates the accountability of the various people involved with respect to the solutions and resources necessary to raise the architectural and environmental quality of any additional work. In short, there is the need for a discussion that does not jeopardize the function and sense of the work, once its strategic importance has been discussed and decided. It is fundamental that all the participants perceive the importance and dignity of the dialogue and real discussion, supported by the complete willingness to review the topic and change the solutions.

## Local development weak areas

Francesca Governa,  
Gabriele Pasqui

During the last 20 years some keywords have been extensively used in international debate about local development policies: bottom-up approach, territoriality, policy integration, partnership, cooperation and negotiation among actors and interests. The use of these keywords hides a variety of cultural approaches, theories and practices; this means that we should study local development processes and policies analysing and deconstructing these theoretical approaches in specific situations and cases.

This empirical perspective and this closer sight can help us both to avoid the reproduction of traditional approaches and to discuss and criticize a recent approach that seems to evaluate local development policies as a dead-end experiment, and to identify in detail strengths and weaknesses of a territorial approach to development and cohesion problems. This article, moving from this point of view, analyses in a general perspective a specific experience: local development policies (and especially local development integrated programmes, Pisl) in Lombardia's Ob. 2 areas for the period of European structural funds programming 2000-2006.

### *Programming local development in Lombardia's Ob. 2 areas*

The Lombardia region introduced the *Programmi integrati di sviluppo locale* (Integrated programmes of local development Lr no. 2/03) to implement the Docup 2000-06 (Single programming document) and to define the political framework for the next period of the Structural

funds (2007-13).

The Pisl experience should be read as the first real attempt to redefine regional policies for local development. The Pisl model allows local actors to spontaneously create territorial aggregations of municipalities and avoid any regional interference in the partnerships formation. It is inspired by some principles:

- negotiated programming instruments should be considered as a direct expression of a specific territory through a partnership composed by different actors and bodies;
- the integrated project that shape the programme should be designed as a unitary project whose components are explicitly coordinated and whose objectives are directly linked with the aims;
- the programme has to be 'context specific', according to peculiarities and needs of the territory. The partnership has the responsibility to interpret the territory's dynamics.

Ob. 2 and phasing out areas in Lombardia cover about 22,6% of the municipalities of the Region. This low rate could be explained by the fact that Lombardy is one of the richest regions in Italy and is considered one of the best performers in Europe, in terms of economic development and of increasing growth rates. So a limited part of its territory that has the characteristics requested to be considered as a lagging area. In Lombardia, Ob. 2 areas are marginal, often physically peripheral in respect to the regional territory and its central economic system. In Ob. 2 areas, 44% of the municipalities has less than 1000 inhabitants, often organised in intermunicipal communities, with weak institutional and technical structures, low budget and, often, limited competencies in territorial policies.

### *Territory and territoriality in local development*

International debate emphasizes the central role of territorial dimension in local development processes. However, it seems to be more controversial to explicitly recognize the role played by the territory in policies and practices that often appear to be directed towards achieving objectives completely divorced from the territories in which and on which they act. Also in the Pisl experience the territory is often a hidden dimension: the projects simply evoke the territory as a central dimension of political activities, without going deeply into the complex, polysemic nature of the territory itself. This problem could be exemplify making reference to three aspects.

The first aspect regards the delimitation of the territory in which the local development process occurs. This aspect is usually made in two partially alternative ways. The first delimits a homogenous territory, according to a mix of traditional geographic interpretation based on the geomorphologic features and on common and traditional historic and socio-economic specificities, avoiding the fact that problems and dynamics could refer to different areas. This option could be defined as delimiting a 'territory without actors': actors are not considered as autonomous beings but seem prevalently determined by environmental, economical, historical and cultural structures or to power and profit. The second option refers to the delimitation of a perimeter that starts from the interests of involved actors, whether they are local or supra-local, respecting any need of institutional reference of the public actors and on competencies of the different government levels

involved, but paying little attention to problems and opportunities of the territories. This option can be defined as the delimitation of 'set of actors without territory': in this case, relations among actors happen in a sort of 'pneumatic void' that excludes any link with the territorial characteristics and peculiarities. The territory is then called to play only a supportive role for social interaction, recognizing, in some cases, the importance of proximity among actors as a factor that can increase the interaction. Whether the first or the second option is considered, the process of delimitation, and thus of recognition, of a territory is rarely discussed, while it is more often simply accepted de facto.

The second aspect is the lack of integration of the Pisl, in spite of the regional indications and the premises. This lack of integration concerns both territories, functions, policies and actors. The greater part of the Pisl tends to privilege answers to punctual problems rather than to construct a territorial strategy. The insufficient integration of the projects represents the mirror of the various conceptions through which the idea of the local development 'is put into practice'. Pisl experiences put in evidence the difficulties of integrated programmes to integrate, or at least to confront itself, with the territorial characters, dynamics and strategies of a wider area. The third aspect concerns the possibilities to reproduce local development process, seen as synonym of territorial development embedded in the local milieu. Nevertheless, the practices of local development are little specific. In particular, Pisl projects make to see a homogenization of the territorial specificities and strategies.



The problem can be reformulated referring to the institutionalization processes of local development whose effects, according to Pichierri (2002), are ambivalent. Moreover, they can carry to the adoption of opportunistic behaviours, that is of only formal adaptation to the institutional demands. The problem sends back to the modalities of the institutionalization or, in other words, to the difficulties to find the 'balance' between institutional rigidity and territorial specificity.

### *Management and governance*

Integrated local development programmes can be considered governance mechanisms aimed at different objectives: facing territorial cohesion problems in regions (such as Lombardy) where marginal and fragile areas coexist with highly competitive and attractive urban and rural areas; promoting environmental and landscape sustainability in areas interested by risky development processes potentially dangerous for environmental and social cohesion; promoting competitiveness in areas interested by development policies funded by EU, national Government or Region involving local and non-local actors and institutions.

In front of this multiplicity of objectives, integrated projects should be able to activate different kind of actors, to build and manage local partnerships, to generate institutional learning, to evaluate problems and opportunities emerging in project's life cycle. This means, as theoretical and empirical literature have attested, that a good project management is very important. Local development is strictly linked to efficiency and efficacy of governance, management and evaluation

practices. In this perspective management is not only a technical problem.

A good management strategy is connected with patterns of local and non-local networks (and with density and complexity of governance networks); with usable knowledge owned and produced by actors (and especially by institutions); with rules (European structural funds rules and governance mechanisms) and their use by local institutions.

In Lombardy Ob. 2 areas (and especially in Pisl territories) management problems can be analysed moving from the fact that 'frailty' is not mainly economical, but first of all cultural and institutional. This means that main management problems in this context have been:

- institutional fragmentation (the number of municipalities in Lombardy is very high and the size, especially in Ob. 2 areas, very small). This fragmentation is also linked with the lack of municipalities' resources and human capital;
- lack of political leadership. In fragile areas the absence of a strong political leadership (by a major or by another local politician or by a local coalition) implies that integrated development projects are considered only a source of additional money, and not a good occasion for a new strategical approach to local development problems;
- absence of a strong implementation structure. Many projects in Ob. 2 areas are weak not only because they are not rooted in a strategical vision of their territory, but also because they are not able to implement the programme after the first design phase, to manage the relationship with Region and other actors, to promote and activate new actors;
- limited involvement by local and non-local private

interests and actors. The absence of private resources, a general problem for local development policies, has been a specific characteristic of integrated projects in Italy and also in Lombardy;

- difficulties in respecting European rules, especially those about accountability and financial reports, that often are really difficult and time consuming for local bodies.

These management problems can be summarized in four main themes:

- vertical governance (i.e. good relationship between local actors and institutions and regional, national and UE authority, but also non local private interests) is very important in order to create useful links between local and non local policies;
- enactment of local actors (especially firms) and mobilisation of local society (often not locally represented by unions and entrepreneur associations) are main conditions for success of local development projects;
- integrated and multidimensional projects as Pisl need institutionalisation strategies, in order to strengthen local institutions after the formal conclusion of special programmes;
- the approach adopted in these projects should be also used in ordinary policies, in order to strengthen capacity building processes by local bodies and public administrations.

### *Conclusions*

Ob. 2 experience in Lombardy can be considered a good example of local development projects' broader problems. As we said, in Lombardy Pisl experience and Ob. 2 programme were not strategic policies for Region, but in any case this policy is important if we want to analyse possibilities and problems of development actions in fragile areas. Which idea of local

development can lead useful policies in these contexts? First, local development in fragile areas should mix an attention to sustainability and social and territorial cohesion with actions aimed at economic growth (improving employment, Gdp, export and other economic variables). Second, a locality rooted approach improving social capital is very important, but development programmes should link local and non local policies, processes and dynamics. Third, differences in Ob. 2 areas should lead to a variety of approaches and instruments for different problems. From this perspective, complex integrated projects probably should not be used in each circumstance, while traditional and sectoral cohesion policies should better work in really fragile situations. From this point of view a new approach to development policies in fragile areas should:

- hybridate and integrate local and non local, integrated and sectoral policies, programmes and projects;
- use different instruments and mechanisms in order to face different problems in a variety of territorial contexts;
- mobilise different resources, enacting local actors and strengthening actors' capabilities through learning processes.

## Preventive ecological compensation for a new planning way

Paolo Pileri

Following the road map driving to the new national planning law, a law of principles, there are several issues related to the protection and care of nature and to the cycle of urban transformations that should be approached as a priority and with rigour. On these issues Italy lags behind and is therefore required to draw up audacious legislation that will dispel a wavering approach to the issue. Bolstered by far-sighted legislation it is feasible to engender a positive cultural process that has an urgency that might not exactly be in line with the protracted time scale of an internal cultural development.

Among the various issues there are two which, being inter-related, I should like to provide a contribution:

- the issue of the reduction of land consumption;
- the issue of ecological regeneration or land renaturalization.

Preventive ecological compensation will provide a concrete and feasible response which might be incorporated within the framework of new government legislation and, even prior to any legal formulation, within the agenda of current planning debate.

*The consumption of land and nature: figures pointing out an unsustainable future*

Before defining ecological compensation, some figures showing the imbalance between two planning issues: land consumption and nature regeneration. Italy ranks among the first four major consumers of land in Europe. It ranks second only to Germany, if account is taken of the fact that 50% of Italian surface is located in mountainous areas. From 1990 thru 2000

over 85000 hectares of agricultural and partly natural land were transformed into urban areas. According to a survey performed on 25 European cities, Milan emerged as the city of continental Europe, which over a span of 50 years, that has consumed the highest percentage of periurban agricultural land: 37%. Lagging slightly behind are the spread urban area of Padua-Mestre (23%) and the city of Palermo (26%). There are several reasons which account for such a rate of consumption. Some are quite comprehensible and necessary, while others are much less so. However, we could easily imagine that all of these reasons cannot be considered responsible from the ecological standpoint. The consumption of space and urban expansion in recent years has been carried out despite a situation of stagnant demographic growth. From 1994 to roughly 2006 in Milan alone, taking stock only of the great transformations that have taken place (urban regeneration) or those in progress (excluding therefore the construction of single buildings, construction within small areas and the conversion of housing into residence buildings, etc.) have regenerated over 11 million square meters of urban surface being the equivalent of roughly 5 million square meters of pavement surface (32% of which are residential and 42% offices and commercial units). The average regional growth rate of rooms (rooms is an indicator showing the dimension of housing) between 1991 and 2001 in Italy was 7.7 times greater than the growth rate of the population. In Lombardy the rooms increased at a rate of 7% and the population at a rate of 2%. The rates in Tuscany were for the population -0.9% and rooms

4.5%. In Lazio: population - 0.5 and rooms 6-8%. In Sicily: population: 0.1% and rooms 10.5%. In a similar manner then listing of data relative to building volumes. In Lombardy in 1998, 36.3 million of m<sup>3</sup> were built upon (of which 76.5% were new buildings); in 2000 another 45.5 million of m<sup>3</sup> (of which 81% were utilized for new buildings); in 2002 60.2 million of m<sup>3</sup> (of which 85% for new buildings). The residential rate vacillates between 33% and 44% according to the year surveyed.

The scenario seems quite clear. Over the last few years urban growth has been intense and widespread with considerable consumption of terrain.

What about nature? It has been regenerated with the same speed and the same wish? It is by no means a trivial question in times when sustainable planning is a rather fashionable concept and when environmental issues have assumed even greater urgency. However it is even more complex and uncertain to deal with the question of nature than with urban transformations: nobody, or at least very few, is able to keep track of ecological operations. From recent researches, we are in a position to gather some valid information that indicates in what (bad) direction certain things are moving and, therefore, where we can focus to propose new planning policies.

Let us begin to see the evolution of agricultural land surface, a typical 'free' land that rapidly changes. Over recent ten years (1990-2000) in Lombardy alone over 65,000 hectares of utilized agricultural land has been transformed to non utilized agricultural land or has been abandoned or partially passed away to other uses. In the province of Milan: 4,000 hectares; in the area of Brescia 10,000

hectares; in the Bergamo area 12,000 hectares and so forth. The 'loss' of agricultural land does not only foreshadow a drift towards more impacts and irreversible uses, but also a loss in the possibility to improve the natural features in our landscapes. Other examples. Along the Po river (taking into account only the river belt A and B close to the water shape as defined by the river authority for a total of 97,300 hectares) more than 8,000 hectares of green land covers has been lost (forests, wood spots, vegetative buffers, etc.). On the other hand, a new 9,600 hectares of agricultural terrain have been added together with 1,250 hectares of urban areas. Another example. Within the Southern Milan Agricultural Park (46,000 hectares of protected area) the hedgerows density has passed, between 1955 to 2000, from 50 m/ha to 17 m/ha reaching a minimum in the 80's of 14 m/ha. Even in one of the most intensively cultivated agricultural areas of the Lombard plain (Lodi region), where the weakness of nature seems to be an historical fact, the hedgerows density has passed from 83 m/ha (in 1955) to 20 m/ha (in 2000). On the Swiss plains, the ecological alarm signal sounds when the bio-indicator hedgerows density drops below 40 m/ha. The figures mentioned above might appear somewhat arid, as for that matter figures usually are, yet they suffice to underscore how nature is not featured as one of the priorities on the agenda in the last few years. Modifications and corrections may, of course, be made, however, yet again, the scenario appears quite clear and requires that equally unambiguous decisions be made, but totally different from those which have 'slowly' generated these scenarios.

In all honesty, it cannot be said that Italy has been entirely destitute of positive examples. Even restricting our inquiry to Lombardy alone, new municipal and regional parks have been created, 10 new forests on the Lombard plain (roughly 400 new acres of forest-covered land, the creation of another 10,000 hectares within a decade has become a legal commitment (Lr 27/04); a new legislative proposal on protected areas confers dignity of legal protection to the ecological network, etc. The time appears ripe for the enactment of urban legislation which might encompass such issues as the limitation of land consumption and ecological regeneration. The legislative proposal sustained by Inu is the most thorough (the Mariani law). The new law would have to incorporate and fix new ecological principles (for a such Italian planning act) already consolidated in various European planning contexts.

#### *New natural principles for a positive planning*

It is undeniable that planning should ostensibly deal with ecological regeneration and the limitation of terrain consumption. Let us take Germany as an example. Following through a process that began in the late 1970's, with a modification of its federal and urban construction code, it was decided to slow down the consumption of terrain with a view to terminating it completely in 2050. In Italy there have also been some rather low-key attempts to have the authorities adopt such a program. In some recent regional legislation on planning and/or on Strategic environmental assessment, one can find some 'trace-references' to the minimization of land consumption. However the issue needs to be treated with greater incisiveness

and with a clear-cut approach. And above all treated with the dignity it deserves.

Now let us see a group of these principles able to strengthen the ecological identity and the sustainability. Land consumption is a damage which cannot be mitigated but is only reducible and compensatory. Even if a construction (a road or a building) is small in size, it nevertheless occupies land space and/or seals soil. This gives rise to a degree of damage that might be environmental (contributing to the alteration of certain physical and environmental parameters), ecological (contributing to the reduction of habitats and ecosystems) and social (contributing to the removal of potential public space or country-side areas designed for public uses). Such removal of land for construction purposes may be reduced in quantity by selecting less engulfing planning schemes thus leaving aside part of the building. It may be mitigated only in a minimal part by adopting solutions such as, for instance, deeper permeability in a part of a lot. For every part of land consumption or for every sealed area, a residual impact remains and cannot be eliminated at all: thus it must be compensated. There might be two options: the first would consist of 'restoring' elsewhere the area consumed. It could be done by following a compensation index able to convert residual impacts in new areas to re-naturalize. The second would consist of generating new ecological values to those areas granted elsewhere. Back to nature what was taken away: 'no unless' and 'no net loss of ecological values'. The compensatory mechanisms applied in central European countries (i.e., Germany, Switzerland, Holland) base their

legitimacy on such fundamental principles as the respect of nature in all its forms and that every transformation must restore to nature what has been removed from it. These principles are in turn legitimized on account of another two key principles related to planning: *no unless*: nothing must be transformed without giving something in exchange (environmental compensation); *no net loss of ecological values*: It is necessary to avoid the ecological balance of a territory caused by transformations. These two principles cannot be excluded from planning legislation looking at sustainability and at ecological regeneration as major objectives. Such legislation must be bolstered by these principles that clearly impede undesirable and adverse effects. Such attention cannot be reduced to the theoretical planning of urban green areas, but rather it must transcend the meeting out of community green belts and provide a means to create a new and increasingly more incisive ecological 'value', well structured and permanent, even if located in area at a distance from the transformation (not too far). The conservation of nature passes through the formation of nature providing society wishes to cultivate its future. With Immler nature becomes yet again a social issue and not only environmental. Nor sectorial. For Immler a society is far-sighted if it looks towards its future with operative concern for the preservation of nature through its formation. Nature cannot only be an object of preservation, but rather must be the centerpiece of a project of neoecoformation. In concrete terms this involves the provision of vegetation, in the re-construction of natural forms and

resources, in terms of planning and the creation of ecological networks, in new wet areas, in the practice of ecological agriculture, in river re-naturalization, in eco-regulations for the use of agricultural areas, etc. The turning-point and the challenge to achieve credibility: being preventive. Overturn priorities, legitimize first-rate ecological programs, underscore collective and individual responsibility and so forth such an approach would also involve the promotion of a new planning movement which guarantees ecological compensatory operations could be anticipate rather than designed at the end of the planning cycle. In a word, firstly one gives over the area and creates an afforestation or re-naturalize a part of a waterway and then, only then, begins to put into effect the urban plan building. An ecological re-generation must necessarily be preventive in relation to city-planning transformation and also coherent with the principle 'no net loss of ecological values'. Otherwise there will be no credibility. Prevention does not only mean anticipation. It also means avoiding the upsurge of more serious consequences that might occur and spread. In effect, above all in a system like ours which gives short shrift to the promotion of whatever might serve public wellbeing such as nature, to overturn priorities takes on double responsibility. On the one hand, in producing nature as it were, the public policies are made more credible and, on the other, every new consumption of land may be carried through only if an effective area is available for new nature purposes. In theory, if areas marked out for re-naturalization are not able then the urban developer cannot proceed with the urban transformation.

Ecological compensation: clear definitions  
 To avoid misunderstandings and contradictions (it is a legitimate suspicion that might well arise when reading certain articles of L. 308/04), it would be appropriate to recall the definition of environmental/ecological compensation. For Cowell (2000) environmental compensation may be defined as: the provision of positive environmental measures to correct balance or otherwise atone for the loss of environmental resources.  
 For Kuiper (1997) it is the creation of new values, which are equal to the lost values. If the lost values are irreplaceable, compensation concerns the creation of values which are as similar as possible.  
 For Petterson (2004) environmental compensation is equating the loss or increasing the environmental values in the proximity of an area that has experienced losses of environmental capital due to development.  
 In the British outlines for the assessment of ecological impact, ecological compensation consists of measures taken to make up for the loss of, or permanent damage to, biological resources through the provision of replacement areas. Any replacement area should be similar to or, with appropriate management, have the ability to reproduce the ecological functions and conditions of those biological resources that have been lost or damaged. Even the EU has introduced a similar concept of environmental-ecological compensation with the Dir 2004/35/CE. Referring to environmental damage in protected areas and to the principle 'who pollutes pays', the concept of 'compensatory remediation' is introduced.  
 "Compensatory remediation is any action taken to

compensate for interim losses of natural resources and/or services that occur from the date of damage occurring until primary remediation has achieved its full effect ...  
 Compensatory remediation shall be undertaken to compensate for the interim loss of natural resources and services pending recovery. The compensation consists of additional improvements to protected natural habitats and species or water at either the damaged site or at an alternative site. It does not consist of financial compensation to members of the public".  
 It is of interest to note that in the EU directive there is insistence upon the rejection of every form of economic compensation for damage and preference is given to assignment of areas for re-naturalization so as to concretely counterbalance damage done.  
 "Compensation yes, but only respecting the following development sequence: eliminate? reduce? mitigate? compensate?".  
 There are some logical steps which leads to the transformation of land following impact assessment guidelines. First, ecological compensation intervenes only at the end of the above sequence and to counterbalance only residual impact (specifically land consumption); it cannot intervene either singly or at an initial stage. Before all, the effective need for any transformation must be assessed. Compensation must in no way be a shield behind which land consumption continues. It must be a tool which generates a sense of responsibility and, at the same time, curtails consumption. This certainly touches upon the domain of acquired building 'rights' without eliminating them, but only making them accountable with a request

for more assignable areas rather than a process of intervention (and not only green intervention). All this requires the application of the strategic environmental assessment (Vas). In effect the Vas is at the present time the most natural 'place' where compensation can begin to develop.  
 Compensation elsewhere, but not too far away. Among reference criteria to put ecological compensation into effect as a component of legislation, we need also to consider 'where' compensation can be effectuated. If we refer to environmental damage on one hand and local ecological balance on the other, the answer is easily forth-coming. Compensation could be effectuated where nature has been eliminated. It is hardly acceptable to acquire areas in order to have compensations in other nations and even continents to counterbalance residual impacts generated in a specific local system involving the local population. The transfer of ecological compensation opportunity outside a local milieu is culturally counterproductive and by no means dissuades the practice of land consumption.

#### *Nature formation and the progressive elimination of land consumption*

In the preceding paragraphs we have dealt with the themes of land consumption and the regeneration of nature from the standpoint of preventive ecological compensation and highlighting the situations with examples drawn from Germany (Bavaria). Evidently all this should be incorporated into our system with relevant adjustments and appropriate interpretations. Principles and human will must be given priority and rigorously adhered to. Basically it is a question of adopting, among the

objectives of local planning, ecological regeneration and the containment (until its elimination) of land consumption as a priority. Development and nature. Economy and nature. The cycle of nature combines with that of transformations: this remains a responsibility for our future in our landscapes.



## Planning as a problem

Francesco Ventura

Planning 'as a problem' is the focus of a new book by Stefano Moroni, *The city of active liberalism* (2007). Starting from this book and comparing its theses with other perspectives, this article will critique current theories and practices of planning in general and of urban planning in particular. The first section summarizes Moroni's point of view; the second presents other philosophical contributions that shed new light on the subject.

*The city of active liberalism* is a critique of the plan as a system of concrete rules tending to a final end-state through the coordination of various independent activities. The plan is seen as a device for leading the social system towards equilibrium and harmony. It is an idea based on the image of the market as a balancing device where the social system sometimes deviates from equilibrium due to market imperfections that only the public can correct.

Active liberalism (that is, a refinement of classical liberalism of the kind defended by Friedrich von Hayek) is instead based upon an idea of the market as a catallaxis: a spontaneous self-maintaining order that can deviate from equilibrium in the formal sense. The idea is that the unintentional consequences of various individuals' intentional actions can converge into stable patterns of cooperation that are advantageous for everyone. In this perspective the role of the state is still decisive, but its function is quite different. If we accept the idea that a spontaneous beneficial order can emerge from the interplay of different individuals, then the state's role will be to guarantee the general framework within which this

can take place. This has to be a continuous activity (the liberalism must be 'active'). The central point is that this is very different from the notion of constructing a 'made order' through deliberate planning. It is, in fact, more in line with the old ideal of the rule of law, whereby the state was called upon to produce rules of a prevalently negative and strictly non-discriminatory nature, rules that remain certain and stable over time.

According to active liberalism, each individual has the right to profess his or her idea of the good life. It is not the state that must establish a common idea of the good life and try to lead the social system in this direction. The sphere of the good is clearly distinguished from the sphere of the right. The incompatibility of traditional urban planning with this perspective is quite clear: think how traditional planning seeks to impose an end-state situation authoritatively, by presenting a preferred urban order that society must reach. In this case the aims/objectives of individuals in using goods are reduced to means in light of a common (planning) end.

Now let us take a look at a different, but similarly critical, approach to planning. In this perspective, planning again appears to be problematic. The main reference here is to the work of Emanuele Severino (2006), who has observed that the will to dominate 'becoming' through scientific prediction and planning is the hallmark of modern theories of the state and the market.

In this perspective, a further criticism of planning can be made for its attempt to deny 'becoming'. Active liberalism pays more attention to becoming, accepting the spontaneous flux of the market within a framework that does not try to indicate the direction of that flux;

however, it also tries to dominate becoming. The rule of law is the technique that active liberalism uses to 'control' becoming, and, more specifically, the catallaxis.

When Aristotle speaks (in *Physics*) about luck or chance (*tyche*), he observes that becoming, which he calls *autómaton*, i.e. generating (*máomai*) by itself (*autó*), is a spontaneous phenomenon without immediate causes, something completely unpredictable. At the same time, however, he reduces this characteristic only to a particular kind of occasional becoming, one that he distinguishes from other more frequent phenomena such as the becoming of nature (*physis*) and the becoming of techniques (*téchne*), of which we can have a scientific understanding and thus be able to predict.

For the sake of argument, we could accept the fundamental belief of Western thought, i.e. the idea that there is really 'becoming': things emerge from 'nothing' and return to 'nothing'. It is Aristotelian and Platonic metaphysics that introduced this notion, one which until that point was not completely evident. And from this notion emerged the conviction that human beings can have an unlimited dominion over reality.

But here a paradox arises, for if we accept becoming in its strictest sense then we cannot predict events. To be able to predict events is to deny becoming. Yet this is exactly what planning theory and practice usually assumes, in its certainty that knowledge interpreted as episteme can help human beings to control the world.

Epistemic dominion can thus be interpreted as the illusory cure to the anguished unpredictability of becoming. A cure, as Nietzsche once observed, that is surely worse than

evil, because it simply denies life.

In particular, the idea of the episteme as an absolute and incontrovertible truth is completely different from the idea of science as a form of hypothetical knowledge. Science is valuable and helpful precisely because it renounces to the epistemic illusion. Science accepts the idea that knowledge is provisional and always subject to discussion and falsification.

The real opposition, which is fundamental if we want to be able to correctly interpret the situation, is not then the opposition between plan and non-plan, but that between an epistemic notion of the plan and a hypothetical notion of the plan.

In previous work, I have tried to demonstrate, in a way similar to Moroni's, that there is incompatibility between land-use planning that tries to achieve particular end-states through imperative law and the liberal-democratic ideal. In the case of planning, the hypothetical and intrinsically uncertain predictions of the plan are transformed into certainty through law. Each land receives a specific destination and function in order to reach a predefined end-state. In a liberal-democratic regime, it is not possible to oblige landlords to implement the plan, but denying any other transformation not specified therein achieves an identical result. Here, planning rules prohibit the free exchange of goods: or, better, it is possible to exchange goods within the framework of the plan itself, which contributes to determine their final value. The lands' exchange value then derives partly from the legal framework.

In this light, planning techniques are more outdated than political and economical ones: this is true only if the former take as a given their ability to construct collective designs

for the city.

But we can also interpret traditional planning and its spread from a different perspective, i.e. as the point of convergence of the interests of public officials, speculators and professionals.

In the first place, from the point of view of political activity, the plan is a crucial mechanism and a decisive opportunity: to plan the various pieces of land in a differentiated manner is to have enormous power in the political-economic arena. The imperative design of the city gives politicians the possibility of negotiating various options. Moreover, thanks to traditional urban planning speculators have an exceptional opportunity to speculate and profit: the plan protects their land destinations without risks, granting them legal certainty. The success of market operations is thus legally secured.

In the end, planners have a strong interest in maintaining this model of action: they play a central, complex role because, from a technical point of view, they can argue in favour of a particular design of the city in the attempt to harmonize the various instances, and look for rhetorical devices to defend collective choices. Clearly, it will take a long time before this idea of planning will come to an end!