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What plan for what town planning?

Paolo Avarello

It is a commonly held opinion that 'town planning' refers to building and houses. This perception however distorts the basic task of town planning, which from the nineteenth century until the Thirties of last century was 'arranging the orderly expansion of settlements', namely making the infrastructures, and especially the roads, which epitomize the ensemble of the 'primary' urbanization works, of which they are the most visible elements, and which have always been the main regulative elements of urban spaces, conditioning the arrangement and the main characteristics of buildings.

In Italy the town plan first appeared in a law on public works (1865); then the law of 1942 foresaw as a planning document the urbanization cost estimate, and the assessment of the relevant costs. A constraint for municipal balance sheets, but also for the 'dimensioning' of the plan, which made 'forecasts' then covering a span of twenty or thirty years. Subsequently this document was reduced to a mere list of costs, without any check of the economic capacities to carry out the works, and then it disappeared altogether, even before the obligation to have a plan became general practice.

That same law, and the decree on standards, established also the minimum quotas of the areas to be (expropriated and) earmarked for schools and other public amenities, modelled on the earlier experiences of the 'districts' of social building, then regarded as the most significant elements of the future 'design' of the town. The 'dimensioning' (or sizing) of the plan and, above all, the 'respecting' of the standards, were for long

the principal criteria of technical administrative evaluation of Masterplans. Many studies have been carried out on the construction of this dimensioning (the standards, in fact, follow mechanically); but they fail to explain why, in actual fact, plans were always over-dimensioned, in terms of inhabitants, and therefore of 'houses', and hence of standards.

The attitude of town-planners today seems different in the formulation of their plans; and at times that of the administrations, too, is different, both the ones and the others supported by the 'new', 'politically correct' vocabularies of the environmentalists, of participation, and, more and more commonly, of strategies and of policies, in search of consensus and visibility. Today plans are far more spoken about than drawn, at least in the traditional zoning sense.

New forms of representation are sought to illustrate the choices made, to provide suggestions, 'views' and indications (which are 'not prescriptive') on the final physical layouts foreseen and/or desired, but striving to avoid excesses of detail, from which stem greater rigidity, strong physical impacts and the relative risks of claims.

And precisely to avoid such risks plans have today a maximum span of ten years: too short for programming significant transformations of an entire city, of transport networks, of its economy and so forth. Without reckoning the times of 'political' and of administrative decision, often very long ones. The ideas and objectives on which a plan is based therefore risk being invalidated already at the very date of their adoption. Not to mention the change-rounds in the political formations of local governments which, in the

best of cases, produce at least a 'pause for reflection'. The 'slowness' of town planning has for long been criticized by one and all, although, it seems, in a climate of general resignation: each time presented as an inevitable fatality, with which perhaps to 'justify' the original weaknesses or errors of the plan. Instead there are but few concrete efforts to reduce the technical and administrative times of decision, perhaps modifying the characteristics of the plans, reducing ambitions with regard to the time and the economic resources available. And maybe inventing other instruments, of a different nature, which provide an overall, large-scale, long-term framework, necessarily agreed upon by all the bodies concerned, and perhaps even with the builders/managers of the main infrastructural networks, almost always, though, neglected in the plans.

While they go on speaking about cubic metres, about houses, the redistribution and/or collection of the 'revenue', and even about standards, the composition of families, the typologies of activity and the ways of having access to work, and above all life-styles continue to change, however. One often hears it said that everything is changing so quickly, but one has the impression that town-planning basically goes on speaking about cubic metres, of houses to be built and of 'districts', thought of as 'villages' or perhaps as 'communities', of 'services' and of 'public spaces', duly paved and decorated, for having a stroll and 'being' there; in short, for imaginary social pursuits, for which probably no-one would have the time or the desire.

Through the changes in this new century, town-planning therefore seems to remain pretty static, and even a bit boring: perched up on

traditional themes, it churns out solutions and configurations that belong to different eras (the Middle Ages, the Nineteenth Century, the Thirties, etc.) but all belonging to the past.

Ecological network and planning

Biancamaria Rizzo

The ecological network is the instrument ad hoc to reestablish virtuous relations between parts of the ecosystems, fragmented by process of territorial transformations.

The ecological network, born and developed inside ecological disciplines, is often adapted to territorial, environmental and landscape policies. The acquisition of the ecological network concept is a complex operation but also a challenge for the innovation proposed for disciplinary integration and planning policies.

An interesting relation can be created between ecological network and landscape planning.

With *European landscape convention* and *Urbani code* both the category 'landscape' and the intervention area of the Landscape plan were extended even to the most degraded territorial zones, the same zones that need environmental rebalance, which is a priority of the ecological network. The ecological network recreates environmental relations through core areas, buffer zones, ecological corridors, stepping stones, greenways and blueways and so it reconstitutes a landscape identity, if possible in accord with the Landscape Plan that can recognizes "reuse and requalification interventions for deeply compromised areas".

A further operational declination of the ecological network, whose primary elements of connection are the rivers, could be an interaction with the Basin plan (l. 183/98), relaunching this fundamental instrument for rivers management and floods prevention.

With respect to Park structure plan (l. 394/91), the ecological network could

help to overcome the isolation of protected areas in regard to territorial context, creating relations with the less valuable neighbouring zones, that need an environmental rebalance.

Moreover the management of an ecological network has a confrontation with all evaluation instruments: Environmental impact evaluation, Incidence evaluation and strategic environmental evaluation. In particular, the ecological network can offer to the Strategic environmental evaluation (Direttiva 2001/42/Ce) an useful contribution, creating half period scenarios to which refer for the ecosystem rebalance.

In effect the lack of a new landscape plan generation and the difficult start up of the basin plan and of the Strategic environmental evaluation, has had the consequence that the integration between ecological network and the planning instruments has been experimented mainly in the territorial plans.

The case studies that we present here are the experiences of the Province of Mantova, Bologna and Novara (Masuzzo T., Iorio L.). To complete the exposition, adding further elements of discussion, is the interesting didactic experiment done on the ecological network of the Provincia of Milano.

The hypothesis of the use of the ecological network as a support for the planning and management of the territory is the goal that foresee all the case studies. The project Life Econet, financed by the European union, tries to verify, among with the stakeholders of the Cheshire county (UK) and of the Italian regions Abruzzo and Emilia-Romagna, the more useful ways to create natural habitats and their link with natural corridors, demonstrating the chance of using the ecological

network to develop a sustainable territorial planning and management. For this purpose each work group has the task to experiment a model that promotes the realization of a regional ecological network. The regional scale of intervention links this case with the Ecological network of the Regione Umbria (Reru), that has a cognitive and methodological character instead of operational. Referring to the construction of the analytical-informative framework is interesting the example of the Provincia of Mantova, that compile an Atlas of environmental informations to evaluate the environmental framework in order to construct the ecological network; the Atlas has been done individuating both the land-environmental values and the causes of disturb and of environmental crisis, relating them to the indications and the prescriptions of the actual planning.

The reference to the existing plans of the territory is a fundamental issue for the right construction of an ecological network that is really operational. From this point starts the experimentation done by the Province of Bologna that among the preliminar plans for the realization of the ecological network foresees the Plan of the actual law dispositions. In the example of the Provincia of Vercelli, with the construction of the ecological network is set a Planning network intended as an instrument of territorial planning, at the different scales of intervention, a sort of network, in fact, that underline the vocation of some areas to act a specific role inside the ecological network and can give specific instructions (e.g. laws, rules) for its management.

The insertion in the system of the actual planning and environmental laws is a

fundamental element in the construction normative system of the ecological network.

It is the case of the Province of Novara, where a deep attention is put for the construction of the rules of the ecological network called *Linee guida per l'attuazione* different for the various degrees of obligatoriness. Instructions and Directives intend to individuate the characteristic of the plan and the territorial institutions involved.

The prescriptions are made for the immediate conservation of the network elements that are recognized by the Provincial plan. Also for the Province of Mantova, the Green regulations of the Ecological network completes the rules set by the Territorial plan. The individuation of project themes, in the example of Mantova, is done starting from a deep study of the territory; every theme is assisted by a planning instructions that suggest the ways of intervention.

Instead the planning of the bassa val di Susa ecological network is based on a methodology of participation likewise Agenda XXI. In this example, the general instructions for realization of the ecological network are inserted inside an Action plans that can be implemented by discussions, transforming them into definitive plans and, finally, into realizations. These are only some points of reflection on ecological network theme. As it is possible to see, there are no fixed methods, prearranged scales of intervention and univocal institutional references to plan an ecological network, that is actually innovating the traditional instruments of planning, interacting with them in different ways and phases; from the study of the framework to the construction of environmental participated policies, to the definition of the interventions and to the

implementation of the rules for the realization.

It is evident that the model of the ecological network inside the plan is, up today, the most pursued, for its easier realization, through the adaptation and the forcing in an ecological key of the existing planning instruments. Harder, though more effective, could be a model of ecological network done through the plans, as to say an autonomous and transversal instrument that could interact, in a process of feedback, with the different levels and sectors of planning, defining itself as the unique reference methodological, cognitive, evaluational and operational. This transversal nature could be an element of complication, but at the same time it could represent a constant incentive for innovation and for the coherent speech between land governance instruments and the 'reasons of the environment'.

The project of ecological network in Ptcp of Mantova

Manuela Fornari

The *Piano territoriale di coordinamento provinciale* (Ptcp), drafted and approved by Mantova Province in 28 november 2002, actually is under upgrading according to Lombardia Region law n. 12/05 concerning territory management: first outcomes consists in pilot plan and environmental evaluation Documents (june-october 2007).

Territorial development strategies relating to update plan confirm natural-environmental resources valorisation, landscape preservation and green network design purposes, to pursue through environmental system analysis and explanation. Provincial ecological network design represent an instrument for the Province to identify environmental and landscape areas of interest and define criteria for their transformation and use, and a tool to define the directions for the Municipalities to define urban development choices compatible with environmental systems enhancing.

Thus Ptcp main objectives are: construct a 'green network' to ensure continuity of the areas already existing and/or in formation; protection of the more vulnerable zones and of the semiurban areas; safeguard the biological variety of flora and fauna to enhance the complex environmental systems; protect the soil with a high agricultural capacity of use, containing the urban use of the land and reducing the spread of urbanisation. Ecological network project was develop in some step:

- environmental system analysis, physical-natural system components; damage to the environment

issues; environmental supra provincial directions and criteria (f.i. Regional Plans);

- draft of green main structure, by marks (recognized for high environmental value) and corridors (waterways-linking strips of land), establishment of ecological provincial network drawing 3 areas with different levels of regulatory guidelines: first level, environmental major corridors, regulatory obligations, second level, environmental value safeguarding areas, regulatory directives, third level, natural-agricultural value preservation areas, regulatory directions. Principal indications consist of:
 - increasing green equipment of the urban areas and manage the planning in the peripheral ones;
 - safeguarding of relevant passages as links between existing ecological corridors and open areas of agricultural or naturalistic interest;
 - provide to carrying out a study on infrastructures interferences on environmental system;
 - indicate the zones in which promote the establishment of Natural parks of supra municipal interest (Plis);
 - preservation and develop of agricultural lands, well-matched with natural resources, by the use of sustainable production methods and collective promotion actions. All Ptcp dispositions are the frame of reference for action at extraprovincial, provincial, supramunicipal level and for municipal town planning, as well tools for private policies;
 - proposal of specific projects and directions for their execution (in the first level), to integrate the ecological network in greater or external goals.

Main outputs concern: seven new Plis established in the first level of ecological network; draft of Provincial

cycle-path plan in coherence with Ptcp ecological network; production of study to verify effect of significant settlements and infrastructures on environment and landscape. At the present first and second level areas are under characterization, but is necessary to integrate all ecological network design with new elements. New competences Province has to deal with (f.i. landscape value and agricultural land preservation) represent opportunity to integrate directions and criteria for rural areas with ecological and green network topics.

The system of the provincial green. The ecological network of the Province of Novara

Tiziana Masuzzo, Luigi Iorio

The Provincial territorial plan of the Province of Novara (Ptp) has in the environmental resources one of its main strong points; it has the value of Landscape Plan and it is effective on the base of the DI 490/99 (now DI 42/04); the topics of environmental and landscape content have been, in fact, faced in a deepened way, as strategic factors of the territorial planning. The protection and the valorisation of the landscape of the provincial territory find in the cognitive and descriptive phase the first operational passage to face the theme in its distinctive features of remarkable variety, that have brought to the individualization of fifteen different homogeneous areas of landscape that go from the 'ancient balcony of Novara-Vespolate' and the 'irrigated Novara lowland' in the south, to the 'prealpine zone of the Mottarone' and 'prealpine zone of the Fenere mountain-Sizzone Valley' in the extreme north of the Province.

The main 'factors of characterization' of the territory, to be considered as invariant within the different areas of landscape, constitute a first level of protection. Among these, we find the system of the natural and artificial waters, that has a value both at landscape level and at strategic and economic level, especially in the portion of the provincial territory identified as 'agrarian landscape of the lowland', excessively made uniform by the rice monocultivation, in which by now the essential requalification of the landscape passes through the reconstruction and the new planning of the territorial points of reference

of the agrarian structure: rural roads with trees, directions of the great channels, little woods around of the fountains, etc. In this environmental contest, the Ptp individualizes in the construction of the provincial ecological network one of the leading structure for the protection and the requalification of the landscape and the environment and for the guarantee of a compatible development of the territory. The tool for the realization and the management of the project of the ecological network, including the whole territory, is established in a 'Strategic project' of provincial relief, as stated by the art. 8 of the LR 56/77 and following integrations, able to define, also through the contribution of different disciplines, the territorial actions and contemporarily to set the necessary analyses and actions on the economic plan and of feasibility.

To the formation of the Project all the interested territorial components (Municipalities, other local authorities, consortiums of the natural protected areas, associations of entrepreneurs, east-Sesia irrigation association, environmental associations, etc.) participate.

The Ptp indicates, also cartographically, the primary structure of the network (art. 2.8), attributing to the areas of elevated natural value, already defined (Natural parks and regional natural reserves, biotypes) and proposed by the art. 2.4 (System of the areas of remarkable naturalistic value at Regional and Provincial level), the role of natural milestones leading the whole system, and giving to the main natural courses of water, as Sesia, Agogna, Terdoppio, Strona, Sizzone, etc. and to the artificial ones as channel Cavour and other historical channels, the role of primary corridors, together

with some transversal important courses. The Province of Novara accepts and applies the concept of ecological network as main tool for the protection and the valorisation of the environmental and naturalistic emergencies of its own territory, according to the current community policies, leaving to the Municipalities the competence on the choices and their possible punctual changes.

This way, it recognizes the importance that the maintenance and protection of the biodiversity, often relegated to a marginal role or however not integrated to the territorial policies, has like an objective of priority that must permeate any field of action and the managing of the territory. Preserving the biodiversity means, in fact, to maintain alive those elements (genies, species and ecosystems) whose network of relationships guarantees the maintenance of ecological structures which are fundamental for the maintenance and the evolution of the same life. After all, it would be limitative to attribute to the ecological network the only function to protect species risking the extinction, that once more would fix this tool in the space and in the time, removing from it the dynamism and the creativeness that are its own features. The ecological network, in an wider perspective of application, can be so defined as a 'polyvalent ecosystemic' tool (Apat 2003) for an integrated and ecosustainable development of the territory that increases the value of its environmental, historical-cultural, economic and social resources, generating virtuous conditions of territorial management. The most complex part of the realization of the ecological network is the carrying out of the interventions; to this scope

it must be activated an effective action.

Currently the Province is facing the preparatory phase of the project. On last 30th March the *The leading lines of realization of the ecological network* have been approved. They constitute a methodological proposal for the realization of ecological networks that attributes a fundamental role to the activation of a participated path including the local realities, building social network that act in coherent and coordinate way, optimizing the possible collaborations.

The area that has been selected for the first experimentation is the one included in the "Area of elevated landscape quality - environmental submitted to Landscape Plan of provincial competence" (art. 2.6 of the Nta of the Ptp) defined 'of the balcony Novara-Vespolate'. This zone has been selected in part because it belongs to the cited 'agrarian landscape of the lowland', where it is urgent, more than in other parts of territory, to requalify and to find again its distinctive features.

We want to exploit the occasion to deepen the knowledge of this area, on the base of the compiling Landscape plan and to the relative preliminary studies, as well as of the same project of the Plan, in which specific interventions will be anticipated inside the ecological network, that includes in the area an important course of water: the stream Agogna, that has a fundamental role of corridor of interconnection for the transversal elements of the network and constitutes an important basin of biodiversity, strengthened by the presence of humid zones in the middle of the landscape plan.

Furthermore a feasibility study has already been produced for the Province of Novara aimed at the re-

naturalisation of the portion of the stream Agogna included in this area, particularly between the bridge of the regional road n. 11 (before of the purifier of Novara) and the regional border between Piedmont and Lombardy. Here the stream flows at ground level, with prominent agricultural destination, and despite the present critic points, also strong, it is particularly proper to a renaturalisation that foresees also the 'correction' of its course even on the base of the historical documents that attest its changes, both natural and artificial, happened during the centuries.

The Landscape plan is a technical tool and an occasion to develop the ecological network, but its first applying and operational level, that we have put on the way, is the 'Contract of river' that is applied to the whole sector of the stream Agogna and results to be the fittest tool to develop a negotiated base in which, starting from the knowledge (qualitative and quantitative) and understanding of the river dynamics and the needs of the different objectives, different sceneries of development are evaluated, in the perspective to share, through program agreements and plans of action, the contest in line with a general strategy of river requalification.

So the challenge that is undertaken, and that we hope to win, is to improve the landscape starting by tools and presuppositions which are different from those traditional, with a bottom up approach and a sharing that eliminates the contrasts and the attritions that are fatally originated by lowering similar projects to a local scale.

Strategies of requalification: planning ecological network.

The case of Province of Bologna

*Paola Altobelli,
Giuseppe De Togni*

In the last decades the Bologna plain has recorded a general and spread decline of the comprehensive landscape quality. Furthermore it has recorded an impoverishment and a trivialism in a large part of the rural territory, with consequent serious waste both in environmental and in landscape.

The Ptcp (the territorial plan of Bologna Province) deals with the subject of the quality of the landscape employing three main strategic tools:

- the support of the planning strategies using the ecological network to promote a careful use of land to give a contribution to the enhancement of the biodiversity and the comprehensive quality of the landscape;
- the determination of the landscape unity to direct local planning towards the reinforcement of the identities that characterize the different provincial landscapes;
- the determination of different agricultural areas to characterize the rural territory, distinguishing those with an high productive vocation suitable to a more intensive agriculture and those with a prominent landscape relevance suitable to a multifunctional agriculture aimed to the development of environmental services.

The ecological network, identifying ecological knots, of varied dimensions and importance, and ecological networks that link them, detect the weakest and incomplete part of the net, where new ecological connections should be realized.

In this provincial

comprehensive project ecological and landscape requalification interventions are developed and carried out in concomitance with urban and infrastructural actions.

The strategy of the ecological network in the provincial planning was activated in 1997. Today there is some interest in evaluating this eight-year planning experience and the ecological-landscape planning and requalification interventions developed until now.

At the moment about 50% of the municipalities in Province of Bologna is implementing ecological network in their plans, and some of them is involved in intervention experience. First interventions have been performed some years ago and they give the chance to reflect and have suggestions about the right way to manage and work with all the people and the administrations involved in order to reach the aim of implement the ecological network and improve the quality of the landscape together with economical, social and cultural aspects.

Ecological network in the urban design

Maria Valeria Erba,
Mina Di Marino

The ecological network map of the Province of Milan is a product of a specific discipline (the landscape ecology), it is applied on territory to point out the ecological criticalities and potentials and to increase the common sensitiveness of the users and the planners.

As planners we have experimented a specific urban design methodology to project some nodes of the ecological network of Milan.

The methodology introduces the ecological topics (corridors, hazards, nodes) in the territorial complexity that marks them out. The territorial complexity is originated by urban increase, by infrastructural and environmental characters of the area. The characters are evidenced through a specific lecture of planning tools, applied at different levels.

The first aim is advertising to preserve and to improve the contents and the quality of the ecological network of Milan, the second aim proposes to define specific interventions, aimed at resolving criticalities and potentials, to conserve the natural areas, to reshape the urban fringes, to exploit the territorial potentials. The experimentation in teaching methodology carried out through the architectural thesis at the Politecnico di Milano looks on areas of the north-west of the Province of Milan (towards the Ticino river) and areas of the north of the Province of Milan, along the Lambro river, towards the Monza town.

The areas are threatened by urbanizations, but there are natural elements, traces of traditional agricultural landscape and architectural identities.

The starting point of the planning and design experimentation is the Ecological network map of the Province of Milan, the professor Malcevski worked it out at the end of 1990, for the Territorial plan of the Province (1998).

The increase of the surface of urbanised land produces pressure on natural heritage, it threatens the structure of landscapes naturalness and it may compromise the ecosystem of the areas. The ecosystem based on environmental relations with own roles is able to maintain the water cycle, to absorb the pollution produced by human activities. Re-establishing roles means recovering environmental functions.

Recognizing, preserving and strengthening the ecological network of the Province of Milan

The ecological network project is an essential component of the territorial plan of Milan, focused on redrawing and enforcing the ecosystem and recognising the existing resources, preserving and improving the environmental quality. The ecological network concept clashes to the urban increase, in order to recreate the natural ecosystem, as well as reach of physical, chemical, biologic connections. Nowadays the increase of human activities on the territory brings about a subdivided and impoverished ecosystem. The relevance of the ecological network map is rebuilding the existing ecosystem, in order to point out elements of environmental value not compromised by urban development.

The ecological network takes into account corridors (green network and blue network) and zones linking protected sites and other areas of national and regional importance. The project of ecological

network points out rivers, strips, areas, routes, in order to preserve and to enhance the ecosystem and to enrich the biodiversity. The map of the Province of Milan identifies two principal rivers that define two important fluvial systems (the Ticino park and the Adda park), the areas protected by regional parks, the primary and secondary fluvial corridors, the existing areas to strength with ecological structures and European protected sites. The ecological network map is a relevant interpretative tool addressed at the large scale and at the local scale, as we will see in the interventions.

The environmental exploitation through the urban interventions

The ecological network map is a tool to evaluate the local sustainable development, the interventions represent the following step and a further development in order to answer to the ecological aim, as well as urban planning, social and economic aim.

The designs take into account existing and potential natural heritage, the ecosystems that they need to be redraw or to be transformed, the urban development, the infrastructural system.

The case study areas are the natural fluvial system along the Lambro river and the artificial fluvial system along the Villoresi canal, where the experimentation show the environmental sustainable project and many disagreement between the planning policies at large and local scale.

Many agricultural elements (tree lines, hedges, historical farms) characterize the landscape, specifically where there isn't an increasing population density.

The first case study area regards the urban agglomerations between

Milan and Monza, that are Brugherio, Sesto San Giovanni and Cologno Monzese, the urban development along the infrastructures makes not visible the border between the municipalities.

The second case study area regards the ecological network and the villages between Pero and Castano Primo, where there are relevant protected area, the Roccio Park and the Ticino Park.

The methodology is based on the analysis of planning and design tools, the identifying of natural existing heritage and the urbanization state of the context.

Beyond the Company town. Plans and projects for San Donato Milanese

Antonella Bruzzese,
Antonio Longo

This report describes the work carried out between 2004 and 2007 for the Town Council of San Donato Milanese by the working party of the Milan Polytechnic Department of architecture and planning (Diap), coordinated by Alessandro Balducci and Francesco Infussi, for a review of the town's planning instruments*. The 'San Donato Project', as well have called the planning activities, accompanying work, shared planning and support for the technical offices, consisted of two stages, which reflect the complexity and quantity of the work carried out. The first stage (may 2004-october 2005) was dedicated to drafting the urban policy Strategic Framework Document, the first draft of the Services Plan and the activities of the *Quartieri*, or District laboratory; the second (october 2005-march 2007) was instead dedicated to drafting the new Area management plan (Pgt). The contributions that follow aimed to reflect the dense, complex structure process of investigation and planning carried out at San Donato Milanese, describing in the first part the initial state of play, specific characteristics of the situation at San Donato, the route and role following by the Polytechnic (Balducci) finally a more general take on the significance of the projects within the process itself (Infussi). The central part of the report is dedicated to documenting and commenting on the four different working environments: the activities of the Quartieri laboratory, the participatory planning laboratory which operated systematically in all areas of

the town to draw up precise shared projects to add to the three year public works Plan; preparation of the urban planning strategic framework document, the document on development strategies within the town; definition of the services Plan; and finally preparation, in conjunction with the town council departments, of the necessary documents for the new Area management plan. Achille Taverniti, former mayor of San Donato, who appointed Milan Polytechnic to assist with the task in 2004 and Mario Dompè, actual mayor, are responsible for writing the institutional comment. Finally, the report closes with the contributions of three external observers who we asked to write about the experience from three different viewpoints: the relevance of politics in the definition of urban choices (Pasqui), innovation in urban planning today (Tosi), and the operational dimension in relation to the new form of plan proposed by the Lombardy urban planning law (Galuzzi).

* The San Donato project working party includes: Polytechnic of Milan, Department of architecture and planning: Alessandro Balducci (scientific direction and coordination); Francesco Infussi (technical direction); Alessandro Ali (in charge of services plan); Antonella Bruzzese (in charge of district (quartieri) projects); Antonio Longo (in charge of framework document); Irs: Gabriele Rabaiotti and Francesca Cognetti (in charge of interaction and communication); Luca Gaeta (property market and valuation); Paolo Bozzuto, Lorenzo Fabian (scenarios and simulations); Christian Novak (report on the current state of planning); Planning laboratory: Dina Acocella, Mariasilvia Agresta, Diana Cerri, Claudia Parenti with Maurizio Rini; Irs, interaction group: Linda Cossa, Marianna Giraudi, Valeria Inguaggiato, Francesca Lauretti.

A plan for Mattei's city

Alessandro Balducci

When Enrico Mattei decided to locate the Eni Hq in the outskirts of Milan in the 1950s, the choice fell upon San Donato Milanese, which at the time was still an agricultural village with just over 2,000 residents located in the first city belt, 7 kilometres from piazza Duomo in the centre of Milan. This was the beginning of Metanopoli, a model company-town which fitted neatly into the industrial town model. The town planning project was based on the principles of the modern architectural movement, and entrusted to skilled young architects. They placed all the public services, schools, shops, the church, large sports facilities, and green areas alongside the homes for the oil company workers, administration staff and management. The Eni development was the main engine for development at San Donato Milanese, both economically and in terms of urban development. The city grew, with clearly identifiable and relatively autonomous areas which had a close relationship with Metanopoli, and were either similar in quality (plenty of green areas, no fenced off boundaries, and good services) or very different, as in the Certosa (the Korea for immigrants) and Di Vittorio (a large social housing area) districts. Local policy makers soon found themselves having to deal with the problem of re-establishing a balance. At the beginning of the new century San Donato was a town with a population of 32,000 residents in the most densely developed area in the *milanese* region, 10 minutes by metro from the city center, with plenty of green areas and good services, but some problems deriving from developments in its recent past:

- Eni took the decision to sell all its real estate in order to concentrate on energy, its core business;
- the main purchaser of the office buildings and plots was an investment fund, Asio, linked to the American investment bank Goldman Sachs;
- at the same time the company housing was sold off to employee cooperatives, while the large amount of parkland, streets and public areas were sold to the municipal authorities, which took on their maintenance;
- in 2003 the new private owner announced its intention to profit from its assets, which meant developing a general project together with the municipal authorities which would then allow it to sell the various areas according to a specific schedule;
- the current town planning scheme, approved in 1994, does not allow control of the formal quality of projects, and this would be a crucial aspect for the administration in the event that the owner decided to propose a general project that could impact on the structure and form of the city;
- we are also going through a transition period as far as town planning legislation and instruments are concerned. Research into a new set of rules introducing a division of the Area management plan into three different instruments has been underway for some years. These three instruments would be a Planning document, Regulations plan and Service plan;
- during this transitional phase, the Regione Lombardia began introducing new instruments from 1994, such as the Municipal town planning policy framework document, a guideline document that opened up planning activities towards greater flexibility, allowing exceptions to the current regulations following

approval of the Integrated action plans. Not long afterwards the Services plan was implemented by regional law 1/01. This made it possible to establish the conditions for planning and developing the public city.

The decision to revise the Plan therefore took place against a complex background in which laws were changing. At the same time there was a need for rapid responses, in order to seize the opportunity provided by the willingness to collaborate of the new owner of some crucial areas for change.

This particularly complex framework was the reason for applying for the support of the university in revising the town planning instruments.

The Department of architecture and planning's San Donato Project divided its work into four main areas:

- a framework document set out with a view to the role of the Planning document of the law under discussion, a tool with a strongly strategic role, which offered an opportunity to examine the current situation of the city and its development prospects;
- working with the administration in developing an Integrated action plan which would make it possible to build consensus around a complex town planning project involving central areas of the town and avoid project fragmentation;
- a Services plan based on law 1/01, but which could easily be translated into the Services plan of the new law under discussion;
- a shared planning programme in the various areas based on the and three-year Public works plan, which constitutes a 'bank' of analyses, descriptions, images, discussions and materials on the various parts of the city capable of providing material for the various

activities.

After regional law 12 was passed in march 2005, we added one more area of activity to the four main ones. This was linked to the drafting of the Regulations plan, and preparation of the Planning document and Services document.

The preparation of the Framework document was based on discussions about the future of San Donato with political parties, associations and opinion leaders involved in a debate organised via focus groups which made it possible to discuss scenarios and interpretations and allowed the participants to arrive at a shared vision.

The work in the districts represented another way of relating to the city, from the grassroots up, and its component parts, together with local residents and players, raising issues and translating them into projects.

This highly structured process initially involved developing a model (analysis of the physical and social context of the districts, investigation of the problems perceived by local players, an exhibition and workshop, district projects and a final report), which was replicated in all the districts.

The Services plan developed alongside the process as a whole, and enabled us to look at the services in depth as well as their organisational dynamics in relation to the reference area, and emerging needs, by comparing them with the data.

These activities helped to open up negotiations with private entities, in particular Asio, with regard to the future of central areas, by involving their planners in discussions about their future structure and making a careful assessment of the public and private benefits of the issues discussed. All this made it possible for one of the most important

proposals of the operation to revise the planning instruments to emerge. Unless it is modified by the implementation of the Integrated action plans, it will constitute a real project for urban reform which will extend the quality of the north-east part of San Donato (Mattei's villages Metanopoli and Bolgiano, linked by a wide avenue/park which has achieved monumental proportions thanks to the size of the trees and width of the street) towards to south-west including the more disorganised, less structured areas of via Libertà, via Trieste and Certosa. The lap involves transforming one of the main central routes (Gramsci-Battisti) into a boulevard with a triple row of trees, separate pedestrian walkways and cycle paths, running from the metro station at the north end of the city right through to the south, reorganising a series of public spaces, squares and civic functions, and giving quality and spatial order to the less attractive part of the town. Transformation of the central areas will also allow the creation of a new central square and a park in Il Pratone, an undeveloped 10-hectare plot in the town centre. It is a complex operation that could be easily put in place through the agreements forming part of the Integrated plans, and potentially would have considerable impact. Approval of the Framework document and Integrated action plan for the central areas was granted in 2005 and 2006 respectively. The following months were used to prepare the Management plan area (Amp) that the government coalition chose not to debate at the town council during the last months of its tenure. The electoral defeat prevented completion of the project through adoption of the Amp, and so far has resulted in suspension of

the collaboration between the San Donato local administration and the Polytechnic. Beyond this partial result, and the inevitable feeling of disappointment after a period of such intensive work, as we stated earlier with regard to the university's role in actual planning processes, we think it is important to present the materials of this complex collection of activities. Looking at the overall significance of the work we have carried out I would like to underline some aspects which I think introduce some important innovations:

- we have overcome the two-speed logic involving the participation of local players and residents and the transformation of the indications from participatory processes into projects. As already emphasised, the two dimensions were managed very closely, which gave excellent results in terms of method and content;
- we gave the Framework document and Planning document the role of strategic town planning instruments capable of defining the direction, scope and possible effects of the choices to be made, also by involving local players;
- we tested a method of implementing regional law 12/05, using greater flexibility with regard to land use restrictions, project preparation and services planning, without eliminating a strong public role in guiding the processes of change.

Becoming involved in a transitional phase with some even dramatic implications for the delicate balance of the town that grew from the foundations of Mattei's intuitions, we felt responsible for interpreting this high-level tradition by looking forwards and trying to project his intuitions into the future. We felt we could do so by supporting the administration in a very

complex planning initiative. We interpreted this responsibility by trying to work on a complete plan for the city, considerably put to the test by the local input, that would give San Donato a stable, almost definitive structure, a new balance between the past and the future, through work on the inherited quality and extension of this quality to the rest of the town. As often is the case in town planning, things went differently. It is never possible to arrive at a definitive structure, you only ever travel along a stretch of road. The only thing we can do is be committed to ensuring that this stretch of road is leading in the right direction.

Shared neighbourhood planning.

The structure of the 'Laboratorio Quartieri' and its activities

Marianna Giraudi, Linda Cossa, Dina Acocella

The Neighbourhood workshop (*Laboratorio quartiere*) stemmed from the wish to experiment with a shared planning process that aimed to integrate expert technical and design supervision with the experience and requests of the local community in order to provide the municipal administration with project guidelines to be included in the three-year Plan of public works.

The workshop approach was based on the assumption that San Donato could be interpreted as a 'city of neighbourhoods', each with its own physical features, history, ways of living, and different problems and resources. Managed by a mixed team (architects, urban planners and experts on urban policies), the neighbourhood workshop offered a forum for surveys, research and planning, involving the inhabitants and the local community and identifying the key working themes that would tackle the main issues, starting with technical feasibility, the availability of economic resources and the approach taken by the town administration.

The work lasted a year and a half and was organised using a time-based framework that allowed four-month modules for each pair of neighbourhoods based on the following structure of work phases.

Overview of the territory.

The preliminary phase took the form of an initial overview and interpretation of the territory, based on its resources and problems, and the perception of the local inhabitants. Surveys and photos; technical

surveys of usage and customs; data analysis; life histories; structured interviews with preferential witnesses and about 200 street interviews: these were the tools used to build the preliminary interpretations of the territory. The views of both technicians and inhabitants were combined to create the initial planning suggestions.

Neighbourhood exhibitions.

The exhibitions marked the start of a discussion phase with the local population and key players: they were not intended to display the outcome but rather to form a venue for a collective discussion of the themes suggested by the preliminary explorations of the territory. Interpretation panels, videos, data on individual neighbourhoods, initial themes and planning suggestions, and 'interactive' panels were among the materials on display in the exhibitions.

About 1,500 people attended the four exhibitions.

Workshops and thematic meetings. The 15 workshops and 30 thematic meetings provided opportunities to verify the planning suggestions with the inhabitants, key players and local associations, to explore the possibilities for intervention and their consequences, and also to imagine feasible future outcomes. They also offered an occasion to bring together different groups of inhabitants using different methods and languages, and to launch a collective debate on the planning suggestions.

Final planning and public presentation.

The planning proposals that took into account and interpreted the various requests were then presented to the local population at a public meeting and summarised in a document which will be useful when drawing up the programme of works for the neighbourhood.

Communications activities, a key tool in presenting the project to the city and encouraging participation, were an important component at every stage of the 'neighbourhood workshop', focusing on two levels of diffusion: on a neighbourhood scale and a city-wide scale.

Planning with the inhabitants: open issues of a shared experience

Antonella Bruzzese

Each story involving shared planning is a process that calls for 'great commitment and hard work', as De Carlo tells us: it involves producing materials, dedicating time, energy and resources that are seemingly 'over-plentiful'. The story of the *Quartieri laboratory* in San Donato is no exception, and has proven an interesting experience for various reasons: it provided a means to approach transformation of the territory based on thorough and shared knowledge of the individual local entities; it boosted and provided a framework for the city's most strategic choices; and it built up a repertoire of specific projects for the three-year Public works plan which were also deposited in the Services plan and Regulatory plan.

Sharing the plan: the role of the designer and the plan
Plans that were created through workshops, encounters and public debates produced a variety of 'deposits'. This knowledge provided useful knowledge of the plan's usage context, a shared awareness of the local entities, public discussion and democratic means of participating in the city's government choices. These deposits constitute the main added value of this experience.

The planning process that allows all this to happen needs a designer capable of transforming and interacting with others, thereby providing a result that is coherent with the requests made.

In the case of the *Quartieri laboratory* (QI), this was made possible by moving in three directions: by setting up a hybrid work team featuring members with

planning skills (typical of a town designing approach) as well as listening and interacting competences (closer to traditional town planning); these individuals worked together instead of following the sequential process which is often ineffective (first listening, then interacting, then planning); and by handling the project as an instrument for the purposes of interacting, as a proposal to be submitted to the inhabitants in a way that is open and involves dialogue, with a fundamental openness to change the design where necessary. And, last of all, by making the themes of comprehensibility and communication of the design hypotheses the focal point of the reasoning process.

Innovating planning: creating interaction between different scales

The first objective of the QI was to involve local society in defining the plans to be included in the three-year Public works plan. But the QI also attempted to create interaction with the various town planning instruments being defined: the Framework document for urbanistic policies and the Territorial government plan. The ordinary, thorough, localised and detailed knowledge that emerged from the laboratory provided the background for other types of observations of the urban or extralocal scale. The relationship between these two different focalisations enabled those involved to check the effects of strategic decisions on individual local entities, whilst at the same time broadening the horizon of smallscale projects to bring them into line with those on a city scale. The wealth of planning explorations was then suitably streamlined after which it was able to provide substance to the planning files contained in the preparatory studies of

the Regulatory plan and the Services plan.

Planning the ordinary: participating with the inhabitants and the design office

The laboratory's plans mainly involved the 'ordinary' public spaces. They were of three types: indications translated into regulations, and guidelines for drafting designs in the Regulatory plan and the Services plan; suggestions for embedding strategic decision in a 'bottom-up' base of proposals; and a repertoire of plans for the three-year Public works plan. Many plans produced by the *Quartieri laboratory* were not therefore geared towards being implemented immediately, but formed part of a context of local programming and planning. This led to the question of who would come to inherit this work being posed, generally speaking the town council's design offices, and at the same time how it could be 'transferred' and/or involve the most effective municipal designers. The laboratory attempted to function as a hinge between inhabitants and council designers, using the plan as the joining element. The experience obtained allowed all involved to grasp the need to do more work on this aspect, developing more effective ways of working with the council designers. This would find, for example, more consistent means of involving the design offices, and make a practice that is extraordinary in terms of intensity, energy and mobilisation into an ordinary procedure. This would ensure that the learning process not only involves the political part of administrations, but also the design sectors, thereby providing a definitive guarantee that the 'over-plentiful' nature of the materials produced in these planning experiences, which have seen participation with

'great commitment and hard work', become rooted within the design competences of council offices.

Starting from the neighbourhood to reach the neighbourhood

Francesca Cagnetti

The work of San Donato's *Quartieri laboratory* was based on the assumption that it is possible to plan on a local scale in conjunction with the inhabitants, examining the territory from the neighbourhood standpoint. Like focus points in which to identify common issues, the sense of belonging, the community of reference and the community's premises, without consequently overlooking the new urban layout in general.

Whilst aware of the fact that it is increasingly difficult to identify neighbourhoods in terms of their predetermined community and spatial configuration, this starting point made it possible to bring themes, subjects and methods into the plan which might otherwise have fallen by the wayside. In addition to the local scale, which formed the plan's framework, it made it possible to assume the viewpoint of the practices linked to ways of life, cohabitation conditions, the relational knit, the social history of the area and its proximity.

The eleven neighbourhoods in which we worked were thus considered not as a field in which urban complexity was to be reduced, but on the contrary as a field in which all the conditions of areas undergoing transformation emerge.

We felt that this very overtone, midway between the identities of the traditional neighbourhoods and the recent transformations, serves to encourage finding new forms of urban planning and interacting with society, starting with the redefinition of the neighbourhood in a plural sense.

Acknowledgment of this plurality opened the way to

potential for starting a process of discussion with the territories geared towards giving a voice to a variety of individuals responsible for creating a common meaning for the neighbourhood.

A meaning that is not predictable, but the result of research and interaction, ready to become active where the capacities and conditions exist for it to do so.

Reconstructing a problematic vision of the neighbourhoods

Within these contexts, in which it becomes increasingly difficult to identify needs, problems and solutions in a general sense and in a unified manner, an attitude geared towards exploration has become pivotal. Through various systems of interaction, this has reconstructed the framework for salient issues by comparing different definitions and viewpoints. The problematic vision of the neighbourhoods (issues to be tackled, resources to be harnessed and opportunities to be seized) has been reconstructed through a variety of 'interactive exploration' activities. These have taken the form of listening activities, identifying and collecting data, as well as comparing notes with the various cultures within the given area. In this way, the framework of knowledge needed for planning has been formed by harnessing the various production channels: the technical analysis of designers and policy analysts, the practice of crossing the territory, the viewpoints of local operators and 'experts', and the experiences and day-to-day lives of the inhabitants. What emerged first and foremost was the acknowledgement of the fact that different perceptions and visions of the neighbourhoods coexist alongside one another. The

plan was able to render them legitimate, establishing itself not just as an activity geared towards general coherence but also the construction of different scenarios.

Local public events as container and content

The process involved a quest to find the balance between the different dimensions involved: on the one hand the process opening up to large numbers of social groups, people and populations (not always directly geared towards constructing the plan); and on the other, the creation of common hypotheses, strategies and projects involving the neighbourhoods in structured opportunities for interaction.

Our contribution also operated in three different ways: towards facilitating the process and organisation of interaction; on the planning side; on an entertainment and communication level.

The 'local public events' (exhibitions, meetings and workshops that took place throughout the planning process), reflected the same approach, with lighter occasions and moments for gaining a greater understanding staged alongside one another, as well as others aimed at participation in planning. The exhibitions staged in the neighbourhoods provided the framework within which most of the participatory activities were concentrated.

The displays, which were housed in central locations in the neighbourhoods, opened up the way to structured interaction by displaying materials that were partly processed and constructed, through preliminary initiatives for comparison with the context.

The exhibition was not only viewed as a means of presenting work carried out, but also for representing an

intermediate state. The displays were not then a result or a conclusion as such, but the start of an open and collective discussion on the neighbourhoods.

Their purpose was to suggest an elaboration (and therefore content) of what has been discovered, exploring the neighbourhood in an interactive way whilst at the same time acting as a container for exchanges, comparison and meetings to redefine the proposed content.

Form and contents of the 'Strategy and framework document'

Antonio Longo

The Strategy and framework document for urbanistic policies*, stipulated by Lombard law 9/99 as an instrument for guiding strategic and extraordinary decisions to be developed using the tools of integrated planning implementation, was the first formalised document for the planning process. Presented in draft form in the summer of 2005, the document was approved in december of the same year and developed in relation with the draft guidelines for the Services plan which had long been in the pipeline. This was then included in the Local government plan in compliance with law 12/05 which was subsequently approved.

The decision to develop the document through the public participation structured process described in these pages was reflected in the form the document took. This had to be of an experimental nature as it combined very different themes that were difficult to break down into univocal visions. All were linked to the operativity of both active and probably projects (the central areas) and the possible repercussions of these on the entire city, along with a more general assessment of the city's potential future and the transformation of its parts. The interaction through images, scenarios and vision resulted in a document whose contents are the evolution of the images themselves (which organises the information and sets its goal), selecting and translating scenarios into possible projects, the acquisition of a political and technical vision of the future of the city as the heart of the document.

Within the document, the

possible and desirable changes for the city have been represented, reasoned and standardised through four different representation methods: vision, images, strategic territorial areas and project files are respectively at the start, in a central chapter dedicated to the construction of significant non localised themes, and in the part dedicated to general and detailed territorial transformations.

Vision. The vision is the political and technical document for planning, which introduces the framework document and outlines the preferred and shared future of San Donato Milanese. The timescale to which it refers is the threshold of 2020, and it outlines the strategic objectives of the process for governing the area chosen by the administration. The images that accompany the vision text provide the reference territorial structure of the contents of the framework document. Given its simplicity, the vision has been taken as the starting point for defining strategies for future transformations of the city. The vision also provides an opportunity to assess the transformation priorities and compare them, to evaluate actions and opportunities and establish their goals. It is therefore the document with which the administration has taken on its long-term prospective responsibilities, providing its point of view in terms of the opportunities now available.

Images. The images are documented descriptions of the change which involves the city. They have been deliberately simplified and partially constructed starting out from the themes that recur amongst inhabitants of San Donato, which the work group has attempted to represent using data, diagrams, maps, photographs, original texts and quotes. The images do not describe the future of

the city, but provide an outline of the meaning, describing the present and interpreting it whilst playing an active role and making it possible to reformulate problems and help describe important new themes for the city. In addition to this, by stipulating the choice of themes analysed, they serve an important informative role for the public.

Strategic territorial areas. In the course of the project, plans were developed to explore the potential for the future transformation of the city, and the choices and processes to be adopted so that these choices can be implemented. This made it possible to activate further images, projects and desires, and to provide the administrative course of action with criteria for assessment and making its choices. The scenarios contained in the document are interpreted in relation to the specific parts of the territory known as strategic territorial areas. Whilst these are not geographically marked out, they are defined by a set of factors regarding their position in the local and extralocal area, the extent to which the strategic themes affect them, and the filing of projects and perspectives for transformation: images with a loose structure that intrinsically take in a variety of levels and themes.

Project files. these are descriptions of the transformation requisites affecting strategic territorial areas or parts thereof. The files contain fully-fledged master plans on a small scale which define the alignments, maximum heights and subdivision of the open space, along with the relationship with infrastructures and roads. They are made up of texts and graphic diagrams whose interpretation requires constant reference to the overall framework of the document; as a result they need to be consulted

together.

The four methods of representation are closely correlated to one another. Within the process of creating them, each of the methods added to the other in a cyclical manner: the process got underway with the first interviews of the operators, analysing issues related to specific places and projects, and then moved on to the general images of change affecting the city. After this it embraced large-scale change scenarios and visions of the whole before returning to observe the city in detail and analysing specific planning proposals. The four methods of representing the city therefore served to complement the document: in some cases they isolated specific criteria and principles to evaluate the transformations as a whole, constructing a common background for the dialogue between the authorities and the various parties involved in the area's transformation.

* The documentation concerning the shared process in the neighbourhoods and the Strategic framework document can be consulted on www.comune.sandonatomilanese.mi.it

San Donato.
Four images of change
Paolo Bozzuto,
Lorenzo Fabian

The construction of scenarios and definition of the vision of 'San Donato 2020' was based on an interpretation of the city's present reality. This involved constructing four images of change, in other words multidimensional descriptions of the present interpreted according to the logic of planning and design, which aim to selectively highlight the themes that are most significant in terms of potential repercussions on the city's development. These are environmental quality (San Donato green city), corporate excellence and visibility (San Donato business city), infrastructures and the physical barriers surrounding the city (San Donato walled city), and the residential aspect, quality of urban space and daily routine (San Donato residential city). The images are neither alternative nor exclusive: their uniqueness was intended also to allow indirect interpretations of themes and issues. The four images helped to launch the public debate on the city's future, at the focus groups organised in november 2004. As part of the participation process, they helped to make the ordinary knowledge of local players into something that could be used. This change from seeing to looking is normally something residents only do if stimulated by input which 'forces' them to challenge their established certainties, opinions and standpoints, and to look at their context with new eyes. As is always the case in planning processes involving the construction of interpreted images, scenarios and visions, the iconographic structure and media used were of primary

importance. The interaction with local players participating in the focus groups and publication and sharing of the four images of change were backed by multimedia presentations and a website (<http://web.tiscali.it/scenarisandonato>).

The website played an important role, because it was designed and created as a truly interactive communication tool. Materials were published on this space prior to each meeting, as were the graphics and text used and provided, and the results of the public debates after the meetings took place. This allowed participants to think about the issues discussed after the meeting. The site also provided a message board that local players used to post comments and proposals relating to the topics discussed. The message board made it possible to extend the meeting 'time' and that taken to build the scenarios, without being restricted to specific time-scales, which gave the whole process a continuous, permanent context for the duration of the activities.

Closing the gap and maintaining tension

Gabriele Rabaiotti

Closing the gap and maintaining tension in the decision making process are two problematic areas in a participatory process, and this also applies to San Donato. They are necessary, but not on their own enough to guarantee the success of a project that aims to use more explicit, inclusive forms of interaction as ways to feed choices, that interprets land planning also as a social issue, belonging to society, and that sees a town plan as a complex, multilayered operation in which local democracy becomes an element that plays a substantial role in building quality into the material and functional transformation of the 'inhabited area'. Unlike the shared planning of a school garden, a sheltered community for the elderly, or one of the ubiquitous 'multi-purpose' centres, in the construction of directions along which to guide the transformation of an entire city, distance (between the object to be defined and local society) and time (understood as the duration of the process, which tends to expand and move concrete, visible results forwards until they disappear) are important aspects which cannot be neglected. The route for constructing the Framework document and its strategic content tried to provide a positive response to the two difficulties mentioned above: - closing the gap by bringing the various players closer to the topic of discussion, finding their place, providing space and opportunities for discussion, and looking for simple, direct languages in which to communicate. The four scenarios became important synthetic, instrumental representations on which to build a discussion about the future

which was less vague, because it was based on what already existed, on characteristics cited with varying levels of emphasis by the council groups and representatives of the leading organisations in San Donato, and represented a chance to sort out the materials present on the decision making table. The task of investigating and preparing the 'four visions of the future' was an extensive one, which involved collecting a wide variety of information on a daily basis, stimulating interpretations, and crossing over into different areas of knowledge production, assigning the job of making the complex whole comprehensible and transferable to the technical know-how. The four images were provocative and extreme, created to open out the debate rather than to enclose it, to establish the main reference points of the debate, and to mark a further movement forward in the continuous process of adjusting positions, interests and objectives. *Green city, flagship city, walled city and residential city* introduced a language of change, beyond mere expression and communication (perhaps concerning a decision already taken around which it was necessary to build consent), but also a language of debate and persuasion. A tool and technique of negotiation and interaction, and an opportunity to identify convictions, prejudices, contradictions, resistance and value judgements, which gives 'images of the world' complete with ambiguities, hypocrisy, and positions coloured by interest: - maintaining tension in a process which immediately appeared long and extensive. I am not clear whether the San Donato experience is more a 'project process' or a 'process project'. From the beginning our efforts were

directed at constructing a schedule of works, at debating the various combinations and the levels of autonomy that could be given to the three different working levels (Framework document, Services plan and Quartieri laboratories). We organised our time by defining the pace rather than creating an actual timetable. The city space project consisted of time management, phases of varying intensity, and exchanges and crossovers made possible by the number of operations and large number of semi-finished and subproducts which each of these operations produced along the way. The research and development involved exhibitions, group interviews, public meetings, workshops on specific topics and guided tours. Initially, this variety generated a vibrant process, but towards the end there was a definite sensation of having lost something along the way, and having failed to retain the technical content of the materials. The time element (and the process resulting from it) is what threatens the physical project. An area with a multitude of functions and possibilities for transformation of the space, but at the same time one that is unstable and changeable over time. Interpreting the process forces us to consider the strategic dimension, which appears at a distance from the actual processes, an additional ulterior method for returning to the city, for reinterpreting it today through a future perspective, and for taking on the challenge it presents. Discussion, comparisons and exchange are often used as distractions, to keep a distance, and our most sophisticated techniques are not immune from such distorted use.

The Services plan project

Alessandro Ali

There are two sides to the interpretation of the Services plan (the construction of the description and planning suggestions as defined by Regional law). The first consists of its role as a town planning instrument; the second concerns the idea that the Services plan can provide an 'emergence' activity for themes that are not directly addressed by other urban planning instruments. Using this interpretation, the Services plan appears to be able of feeding into decision fields that can be implemented through other instruments in the sector. The following are the three main lines of work charged with the task of creating the strategic structure for the actions included in the Services plan.

A specialised central position in south-east Milan
Services for training and professional qualification, public and authorised private medical services, and sports equipment represent the real emergencies and central positions that emerge from both an emphasis on 'practices already in progress' that actually set San Donato in a key position within part of the metropolitan area, and from a more effective structure of the service seen as a characteristic resource for the city. One goal is to provide incentives for planning that can focus on the quality of the supply and on improving connections. A second goal is to increase the structure of the 'service-system' throughout the area.

Moving towards the city-park: planning and managing environmental resources
This concerns the aspects linked to the park system

and the environmental resources spread throughout the city. Measures to mitigate and compensate the development of infrastructures and manufacturing and service activities are alternated with reflections on the possible relations between the nodes in a possible environmental system capable of becoming an urban resource and a benchmark on a territorial scale. This point of view is linked to the theme of living in quality surroundings and that of planning and managing green spaces and environmental resources in San Donato.

The plan aims to observe these from two different points of view. The first gives preference to existing spaces inside neighbourhoods, their facilities and the real extent to which they are used. The quality and distribution of green areas shows a lack of homogeneity and a degree of fragmentation inside San Donato. The suggested plans favour fairness and an equal distribution rather than a project that moves in the direction of creating networks and connections between individual nodes and between these and the large external park areas. The second point of view focuses on the conditions that limit and curb the impacts that the manufacturing system, transport infrastructures, accesses to the city and crossings have on the territory, starting from the places from which these are materially evident.

Business, services and territory

This defines a special way of rethinking the relationship between San Donato and the businesses based there with the aim of making this theme a focal point for urban development strategies. The vision for the immediate future reveals a panorama that is

increasingly crowded and heterogeneous. The aim is to explore relations between businesses and territory using services as an intermediary: on the one hand, to investigate the feasibility of the incentive approach to the realisation of 'open' services by business parties, intended not only for their own staff but also, in a controlled manner, to the inhabitants of San Donato; on the other, to check the possibility that services could be supplied by the municipal administration to improve the location conditions for businesses and qualify (opportunities and resources) the relationship between the non-resident employees and the city.

The Area management plan for San Donato Milanese: legislative architecture

Antonella Bruzzese,
Antonio Longo

Following approval of the 'Strategic framework document' in December 2005, a new phase of work began to draw up the Area management plan. As provided for by Lombardia Regional law 12, the Area management plan consists of three documents: the Planning document, the Services plan, and the Regulations plan. Even if by law the three documents are formally separate, it seemed appropriate within the context of the plan for San Donato to deal with their content as part of a single approach. The Regulations plan, which deals with transforming the established town, and the Services plan, which defines the facilities and functions of spaces and communal services, share general objectives and technical and regulatory architecture, and both focus on the choices outlined and discussed in the Planning document, which developed and specified the contents of the strategic framework document approved for San Donato. The objectives of the planning document can be summarised as follows:

- to preserve the individual features and manufacturing quality of San Donato;
- to preserve the existing quality of urban space, comprising a mix of shared open spaces and private buildings;
- access to and security in the town;
- extension of the quality of the environment in the centre of the Eni city Metanopoli to other areas of the town and beyond.

In the Planning document the general objectives are dealt with and set out in relation to the various parts of the city already

recognised in the Strategic framework document described in the pages of this report, the six strategic areas are key directions for planning choices and the public evaluation of the private and public changes in the area, in relation to the town's specific conditions. In the planning document these objectives have been further detailed in relation to operating environments, divisions of the strategic areas which identify the specific morphology, typology and functions of the town in all its parts. In line with the character of the planning document, the strategic environments and operational environments contained within them do not contain any indications that would impact directly on land planning, but rather offer directions and discussions, in line with the specific environmental features of the city in all its parts, of the regulations contained in the Regulation plan and the Services plan. The operational environments of the Planning document therefore are the foundations for the logical framework; these are developed in the regulation and services plans, with links to the relevant specific operational features. Division of the area into operational environments made it possible to define contextual regulatory structures within the Regulations and Services plans. Indications relating to the operational environment define the requirements and objectives shared by public and private initiatives within a single area of the city, thus providing a common project denominator that runs through the Area management plan as a whole. In the Regulations plan the possibilities of change were dealt with by defining three types of area of application of the regulations: conservation, adaptation and modification. It will

therefore be possible to preserve, adapt or transform the town's existing plots of land, buildings or parts thereof, within the dimensional limitations and with the morphology and functions defined by the crossover of the specific scope of application of the regulations governing them and the objectives and features defined by the operational environmental of the specific part of the town. Where specific areas of the town require more in-depth project work, the regulations plan identifies 'unified planning boundaries' in which the consistency between planning choices and the identification of morphological and functional rules will be guided by a project, whether privately sponsored or as part of a public initiative.

Plans for deciding: speed, goals and forms

Francesco Infussi

During the San Donato experience the work group participated in drafting many different projects. Whilst we conceived, promoted and extended some of these, for others we discussed and accompanied them. Others still we checked and controlled... there is no end to this list of roles which we covered in our capacity as consultants to the municipal authorities. On being questioned about a variety of purposes and situations, we even found ourselves analysing the same project from the standpoint of different roles.

For their part, the projects which we analysed belonged to a very large case study. Countless viewpoints can be mentioned to describe them effectively. In each case, we tackled a problem: how to choose from amongst the transformation intentions that emerged during the process, and how to communicate them to other parties, establishing a bridge between different moments of the planning. Last of all, an attempt at hybridising (languages, goals and forms) almost always featured in our work, in the attempt to create the approach (starting with the context, its restrictions and its opportunities) that was most suitable for each specific transformation. It endeavoured to avoid the set formulas and, as far as possible, cut away prescriptive excesses and authoritative statements, opting instead for reasoning and exemplification.

I will attempt to discuss this from various standpoints, only some of which are possible; yet to me they seem to be the ones that allow us to make an important statement about planning work, perhaps also about the role of the designer and the

effectiveness of the designs. They cannot be placed in a hierarchical order, nor does one exclude the other. I feel that they describe the work we have done, even at the expense of a little simplification. They cover the 'speed', the 'purposes' of the planning activity and the 'forms' of the project. *Speed*. During the planning process, time is qualitative, every period comprising it possesses specific aptitudes, which cannot always be repeated in the same episode. We recognise that there are many periods, linked to those involved, the institutional nature of some, the individual or collective nature of others. They are times that possess a 'different density', whilst at the same time forming part of a chronological order. When the process lasts a long time, as is the case in San Donato, different densities alternate with one another; time becomes populated in a discontinuous manner, and it becomes necessary to 'inhabit' it accordingly. As a result, the planning work must be carried out using a number of different speeds. *Speed 1*. One must be ready to produce visions in advance, with rapid forays, which must also be very tangible, precise, and detailed.

Yet immediately after one must be willing to laicly observe what has been imagined, and perhaps be prepared to discard the resultant product without hesitation. In these cases, the planning explorations are often used to stipulate the themes of the subject, and to translate the positions of those involved into spatial images. Other times, on the other hand, they can prove useful for triggering debate on new issues, avoiding making abstract statements whilst at the same time providing insight. Whilst they might prove arbitrary and one-sided, these still allow the

process to approach a definition of the object in question.

Speed 2. It is necessary to 'keep up', whilst avoiding setting a speed which the process cannot metabolise. A rhythm that convinces people and enables them to share the goal can only be constructed in the course of time; it cannot be imposed and established one-sidedly, and amongst other things, does not have a foreseeable result. Under fortunate circumstances, contextual conditions permitting, if 'skilled' enough (in that order), it is even possible to speed up or slow down the process, thereby establishing a different rhythm. Often these changes in speed are triggered by 'lateral thinking' or the appearance of a metaphor or image which makes it possible to 'miss out' certain steps. Criticism is avoided and at times even a little confusion is generated, suggesting a new order for the issue and at times even a complete overhaul of the problem which makes it possible to see things in a different light. It should be noted that the designer is not necessarily responsible for this move, and the change in speed is not always intentional.

Speed 3. At times, on the other hand, it is necessary to hold back and forego, acknowledging how much and in what way the planning context is open to change. It is necessary to avoid stepping over boundaries that would inevitably result in a crisis in the process and perhaps even in its termination. During the planning process, reticence can be a virtue as important as precision for planning explorations. It might seem like a corollary to slowing things down; yet in actually fact it consists of a one-sided and therefore risky assessment of the inadmissibility of a given planning direction within

that process. We will never have proof of the tangible productivity of that decision; for this reason it is a difficult step to take, and one that should only be taken if its consequences can be borne responsibly. The borderline which separates inadmissibility from admissibility (in a technical, non-legal sense) is a changing one and concerns the nature of each process; it can depend on the stakes involved as well as the willingness of those involved to allow their imaginations to undergo a partial overhaul.

Purposes. The operations which are carried out during a planning process are geared towards attaining different goals. By now it should be clear to everyone that planning is not always or exclusively geared towards carrying out whatever has been 'designed'. Much of what is produced is thrown away after being submitted for the scrutiny of those involved, much more besides is steered towards carrying out various kinds of roles within the interaction processes (with illustrations, demonstrations, trials etc). As a result, the variety of purposes linked to the various projects should be underscored in order to highlight the consequences that they have on forms and on speed.

Goal 1. As we are all well aware, the project is an instrument for familiarisation. It allows us to explore and investigate the configuration and dynamics of a situation. It can be used as a 'litmus test' which sends back information about the state of the locations, the stage reached by a given process, the role that the individuals concerned have taken on, and willingness to transform a problematic situation. Each planning hypothesis sketches out a map of those involved in terms of their difference, support and joint participation; often this is

less predictable than one would expect. More than with a survey carried out beforehand, it is by tentatively adopting a specific spatial configuration that the restrictions, resources and critical features of the place involved emerge. More than with a survey of interviews, it is by proposing a planning hypothesis that the (previously withheld) expectations and objections of those come to the fore.

Goal 2. When drafted properly, the planning documents are a formidable means of communication in a situation where knowledge forms of different kinds appear alongside one another, and constitute the language we need to use if we want to talk about the future. Statements describing the opportunities and conjuring up scenarios of transformation should always be placed alongside the potential spatial consequences of the words describing them. A planning exploration which attempts to translate the words of those involved into representations of the habitable space can play a very important role. It is a complex undertaking whose effectiveness is often linked to its promptness, and should be carried out in 'real time' during debates and workshops. On the other hand, it almost always requires extra time, so it is necessary to find formulas and elaborations that are capable of 'keeping up', or it becomes necessary to set up specific locations within which these contributions can be established in the planning forms that best suit the context.

Goal 3. The project provides a sizeable contribution to the attempt to outline the sense of a complex situation, constructing backgrounds for events (whether problems or resources) which, sometimes improperly, emerge during the planning process and which in this

way can undergo a selection criteria that determine if they are included and how they are handled. In this case, the production of simulations, scenarios, visions and concepts aims to define interpretative instruments so that each can construct its own representation starting from a set of shared elements, whilst fitting its own hypotheses within a framework. In relation to the process phase, the outcomes can be provisional, encouraging further similar exercises for defining a shared scenario.

Forms. The planning activities outlined in the previous points, in relation to the various possible combinations between the different speeds and goals, lead to the production of specific documents which together constitute the different forms of the project.

During a planning process, many verbal and graphic statements are produced by the individuals involved. Once these have been selected, they form a specific project outline which gives meaning to the various dimensions of the transformation: from the spatial dimension to the interactive one, from the symbolic dimension to the process and even procedural dimension, assigning them a hierarchical position and importance.

The project can outline specific and precise configurations of space, or else it can 'limit itself' to a list of essential performances, taken from several planning explorations which are not noted. It can illustrate the most useful process for bringing about the preferred results, or indicate a performance level to be reached, leaving the route to be taken open. At times the project needs to share an image, at times it provides a detailed illustration of the

construction of a problem. Other times it is a blueprint to be sent to the worksite, whilst still others it is an exploration that 'tempts' the context.

The distance which separates the forms from one another does not reside in the degree of their precision, and only in a few cases does the latter depend on the pre-established goal, for example a blue print to be sent to the worksite cannot do without certain relevant characteristics.

The difference, on the other hand, lies in the type of communication which the project aims to establish with other points of the planning. These can be inside and outside the process involved, and therefore involve other protagonists, deadlines, rhythms and processes taking place contemporarily or at a later date, at times even beforehand when it aims for a recursive effect. In other words, we might say that the form of the project involves (I would not say 'depends on') the type of interaction which is sought with the transformation in question. I feel that in San Donato we have proposed a well-rounded and complex image of planning, without any limitations concerning the scale, territorial area, detail and goals. An activity in which the planning and designing of the space are fields which do not causally interdepend on one another (in whichever direction one wishes to recognise it), but creates a new object for surveying which belongs neither to one nor the other. I think that what results is an image of planning which takes on the task of constructing subjects interactively between different decision making and technical dimensions, expanding the field of the reasoning and, I hope, that of convincing those involved.

**Work on the plan.
Interview with Achille
Taverniti**

We asked Achille Taverniti, Mayor of San Donato Milanese from 2002 to 2007, to talk about the town planning issues affecting the city, in regard to three main themes: the choice of direction the administration chose to take during a time of great change for the town of San Donato, the role and importance of the various themes at the time the town planning instruments were being revised, and the relationship between politics and the technical management of the process. (A.B. and A. L.)

My tenure as mayor coincided with a phase of extraordinary change for the city, principally through Eni's sale of part of its real estate portfolio. This represented a major change for the local population (many of whom became owners of their own homes) and the municipal government. The period also coincided with a review of the regional town planning laws, which replaced laws 9/99 and 1/01 and introduced the current law 12/05. This was the culmination of a period of deregulation and the beginning of a definitive opening up towards public-private cooperation in town development policymaking. In this scenario we asked five groups of professionals, including the Department of architecture and planning (Diap), to submit their idea of the future of the city to the local government majority party. The choice of the Milan Polytechnic meant entrusting ourselves to a body able to draft the most convincing plan of work and one that was also best placed to support the public institution in its interaction with the private owners. We tackled this task with the right level of credibility and authority, acting as a solid public agent able to sustain a valid planning

vision, particularly in our relation to the international entity that owned some of areas (Asio) which wanted to make them profitable and was very distant in terms of interest and knowledge from the area of San Donato, the Metanopoli housing and the Eni group.

With the support of the Polytechnic, we therefore started work before final approval of law 12, but remained in line with the previous laws, staying ahead of events in order not to place obstacles in the way of the real and present possibilities for development represented by Asio's desire for investment, and at the same time to draft an overall plan for San Donato. Although the plan covered the whole town, the discussions and operational translation into Integrated action programmes developed with the operator gradually focussed the interest and debate onto the central areas. In dealing with these a clear picture of the relationship between a general view and local operational choices in an overall framework emerged, not individual projects in single areas, but a sequence of interventions that defined all the central areas. We therefore ended up with a central concept comprising open spaces, developing a new idea of shared space in a town which has an extraordinary amount of green space, but lacks public places for people to gather together. The project's emphasis on the central areas and the specific attention the administration paid to them, along with the comparative lack of attention to the signals and proposals thrown up by the participatory process, is perhaps the weakest point of the whole affair, and the source of a lack of consensus which contributed, against a difficult situation nationwide, to the change in administration. We acted in

the belief that the participatory planning processes in the 'quartieri', or districts, would always work, as if they were the natural result of the amount of work put into the choices concerning the central areas. Today I recognise that the administration gradually became less focused on listening, and on picking up the signals coming from the population in reaction to the choices being implemented. The loss of the ability to listen was proportionate to the increase in focus on the main objective, which was to approve the Strategic framework document. This difficulty may perhaps be linked to an imperfect integration between the specific technical aims of the working party and the political management of the process by myself and the administration. When a qualified institution undertakes a project involving politics at a certain level, the line between technical choices and evaluations on the one hand and political choices and evaluations on the other is very unstable, and the question of role inevitably becomes an issue. In my experience and opinion. I can say that a direct relationship with political choices and strategies is unavoidable. Sometimes, in other words, technicians need to accept that they have to move outside their own terrain and onto the slippery terrain of politics, so they can bring back with them a more technical experience with a greater chance of becoming operational.

Coming closer to the town, experiencing life in the town.

Interview with Mario Dompè

The management and development of the plans and projects for San Donato Milanese presented on these pages was broken off after the defeat of the centre-left party at the 2007 local elections, won by a centre-right coalition headed by Mario Dompè, after an election campaign marked by considerable controversy on urban planning issues which scuppered initial attempts at cooperation between the majority and the opposition on strategic issues for the town. The change of administration, mirrored in several other towns in the area outside Milan, was an early indicator of the change that took place on a national level in the 2008 government elections. The work carried out left the new administration with the opportunity to make some major changes, thanks to the Strategic framework document and Integrated plans for the central areas, along with a focus on the details of the plan after the shared planning initiatives carried out in many districts. We asked the new mayor for his thoughts on three main issues: the major changes in the town so far, the role and significance of the central areas, and an overview of the planning experience in the town districts. (AB and AL)

I have been mayor of San Donato Milanese since May 2007, and I think my election victory was also linked to general dissatisfaction with the urban planning policies practiced by the previous administration. Victory by my coalition marked a break with the past, in which urban planning consisted of major changes carried out 'piecemeal'. This approach has been blamed for the crisis in the transport

system and gradual failings in basic services. In the 1980s and 1990s the town developed like a jigsaw puzzle, without rhyme or reason (an example is the Torri Lombarde along the Via Emilia). There was no sense of proportion, and the town experienced a loss of identity in terms of its image. The choices made by the outgoing administration for the central areas and former ENI development areas were, in my opinion, too much a continuation of these critical aspects of the recent past - piecemeal, linked to external players, and too detached from the residents themselves. Today the administration I am in charge of is in the difficult position - consolidated by choices made with the stakeholders - of having to manage these projects and bring development of the town closer to the feelings of the people. But a town is not a mechanical structure. It is made up of buildings, free areas, and in particular people with a body and a soul. And I want this to be the starting point, underlining how we believe our future approach should be.

The town planning process and plans for San Donato presented in these pages focused in particular on areas external to the existing fabric of the town districts, and potential transformations with the support of a big landowner. One initial difficulty was the fact that a single major entity wanted to transform parts of the town with forms that were both distant and alien to the existing context. Moreover, the shared planning process in the areas does not sit well with the actual transformation put in place by the public works being carried out at the time. Many of the executive projects put forward by the administration at the same time or after the district

meetings did not take into account the feedback from residents. On the other hand, when something has not worked for technical or construction reasons (for example, the defective road surface in a major road like Via Di Vittorio), this was identified as a fault in the planning process, which further undermined faith in the proposed process. A second critical, and in my opinion dramatic aspect is the lack of a symbolic dimension in the projects proposed. Before plans were executed and a collective space created, they needed to demonstrate their symbolic value - a square, a library, a trading area, a large public building like the town hall should, in our view, have been definite, precise projects, not formally weak constructions just like any others. In the development stages of the integrating planning programmes, the plans proposed by Masterplan were uncertain, without identity, and in my view incapable of building an image for the town. With the proposal of new volumes and functions we are working towards creating a square surrounded by a collection of buildings with a strong symbolic value, as well as functionally necessary. A new town hall, police station, restructured and expanded library, and a new school. We plan to create a central area that will be the heart of all the districts, with a strong identity for all the residents, a symbol and collection of everyday functions and spaces.

A third critical aspect that is especially important for us is the revival of personal interaction and social life in the town's public areas. The shared process initiated in the districts captured the importance of this, bringing and events and proposals to the shared planning exhibitions and meetings. Of course this is not enough, but it is a good

starting-point - launching initiatives and stimulating the residents to use the city's public spaces will also help them to a certain extent to move away from a parochial, district-based dimension. With the support of traders and association we have proposed public initiatives, festivals, markets and late-night shopping throughout the town, to get residents used to the idea of moving around, getting to know their town, getting out of the house and also out of their own district. The focus needs to be shifted away from town planning towards the life of the town. This is the way to ensure communities do not become isolated, but interact, and everyone feels that they belong to the town.

Politics and policies

Gabriele Pasqui

Politics and policies. As many have taught us, town planning is a political matter. A plan represents both the manifesto of an administration, élite, or coalition, its concept of the future and scenarios for development, and a programme. On the other hand, town planning is also a policy. A plan is the result of a decision-making process, and defines the devices (regulations and mechanisms) by which these projects, actions and initiatives become possible. The planning process for managing change in San Donato is equally dual in nature, playing a multidimensional role in the area between politics and policies.

Vision: strategies, players and responsibilities. The documents produced by the Diap working party for the local authorities are undoubtedly 'strategic', particularly the Strategic framework document and subsequent planning document. In a complex and stringent sense, strategic as a vision of the future that has to deal with a multitude of selective, varied expectations, and therefore requires political responsibility. The vision in the documents for San Donato takes a selective perspective, which requires a very strong political commitment. Looking at the choices made by the municipal authorities now, after the unexpected political defeat of the majority that was responsible for promoting the planning process, we can see that perhaps some requisites for giving form and power to the vision were disregarded by the local political élite.

Conflicts and leadership. In the absence of responsible commitment from the political leaders, strategies and visions can become

empty, and generate negative effects, by 'making the conflict banal'. An open, transparent conflict with regard to the vision is in face an essential condition for giving power to the plan, whereas ideological conflicts muddy the strategic choices. On the other hand, the technical side (and in this case the administration's consultants) can create process conditions that are able, as far as possible, of offering all the players a common ground from which it is possible to eliminate the risk of sterile conflict.

Small exercises in local democracy. The process of constructing the plan put in place in San Donato Milanese has another important characteristic. The adoption of participatory processes has no ulterior motive of manipulating or constructing consensus, but rather is a cognitive strategy. The varied and complex work carried out by the *Quartieri* (District) laboratories focused on identifying shared view of change, and can be interpreted from several points of view, including as an exercise in local democracy, in which what is important is the adoption of social intelligence as a resource and food for generating and regenerating both public and shared assets.

Government tools: negotiating and debating. If we shift our attention onto the experience of San Donato as a policy area, the first thing we notice is the care taken in the planning documents and process of constructing the choices through the definition of effective devices for managing urban change. In both the general architecture of the documents and the mechanisms they put in place, it is possible to see the meticulous attention paid to the potential variety of regulations and mechanisms to use.

Governare per strumenti (Le Galès) at San Donato Milanese meant imagining different families of devices for negotiation (in particular with private entities) and debate (about choices and priorities). In this sense the fact that the planning documents were put together at the same time as negotiations were beginning between the local authority and a major operator (Asio, the new owner of many former Eni areas) for the transformation of some strategic areas is particularly significant. The planning process involved in the preparation of land management documents was no different from the process of interaction between public power and (major) property interests. Only under these conditions can the plan devices truly be opportunities for promoting transparent, reasoned forms of negotiation.

Planning uses. If there is a problem that has remained unresolved in the process initiated at San Donato, it could be the relationship between the sophisticated production of images and tools as part of the planning process, and the ability to intercept and modify the ordinary administrative process, in particular its technical aspect. The quality and complexity of the materials made available, or insufficient attention to the implementation methods, and collection of images, knowledge, and management methods generated during the planning process could end up being misunderstood or underused.

To avoid this risk, perhaps there needs to be a focus on planning uses, in other words concrete actions through which choices and devices are assimilated and 'translated' into everyday practice.

Kairòs. This does not mean imagining closed, predetermined processes.

The planning process gone through in Donato Milanese is also highly flexible, a collection of conditions permeable to only partially foreseeable internal and external dynamics. In this sense, the stimulating experience of San Donato seems to allude to the theory that town planning processes must also be seen as 'opportunities', possibilities open to happenings and unexpected events. Not expected static future scenarios, but pragmatic orientations for action capable of preempting some forms of experimental planning and also adapting to the transformations these then help to stimulate and manage.

San Donato Milanese a workshop on innovation

Maria Chiara Tosi

Some years ago Marcel Smets commented that, instead of being "the instrument that makes it possible to accomplish operations within a clearly defined urban policy", town-planning schemes in Italy were quite frequently just one aspect of an 'ideological challenge'.

Having taken this criticism to heart, the series of town-planning instruments drawn up for San Donato Milanese seems to have tried to liberate themselves from this condition by clearly stating their aim to create a framework for policies to transform the area, into which each individual urban intervention can be slotted to create a unified idea of the future. This brings them to address, in real terms, the change towards a city that is easier to live in.

I can provide at least three reasons to back this affirmation.

Firstly, the simultaneous but not overlapping use of two instruments: the scenario and the project.

On the one hand, the elaboration of the scenarios known as 'San Donato 2020', which enable us to take a long-term view of building throughout the area and to talk to a wide public using a non-technical language; on the other, the exploration of the 'formal willingness to change' in some parts of the city for which aims and services have been defined, and whose role would clearly be to influence the arena of players involved in the transformation, prompting them towards a shared future.

In this sense, the effort is focused on giving each instrument a precise role: the scenario is charged with 'describing the possible situations' that can develop through a hypothetical sequence of events, where

what is crucial is the capacity to make 'common sense of thinking about the future'; instead the project should be precisely that 'tool for exploring the degree to which a place can be transformed', to be offered to those interested as a basis for discussion. Secondly, the search to make the city, and the array of spaces and interrelated systems that make it up, more habitable. What is important is the convergence of different instruments drawn up in San Donato on a single theme: the need to extend the environmental quality and central urban space throughout the city, and beyond its boundaries.

The work with the inhabitants through the neighbourhood workshops, the survey of the consistency of the area, the scenarios, the services plan and the projects drawn up for specific parts of the city all seem to be moving along the same line of thought, namely to make the city less hostile and tiring for those living in it. More generally speaking, the aim to draw the city and its inhabitants closer together, and to think of urban space as an infrastructure for boosting collective wellbeing is influencing numerous plans and projects throughout Europe, from Lyons to Antwerp, and from Ferrara to Copenhagen. In San Donato this topic is common to all the instruments, to the extent that it virtually seems to be a password.

Thirdly, there is the awareness, or rather the conviction announced right at the start of the Plan document "that the future of an area and a community cannot be planned without taking account of the heritage of knowledge and the experiences of the local population, and without considering the real willingness of the players in change to take part". This means lessening the lack of

involvement felt by citizens in building the future of their own city, narrowing the gap between the instruments used to bring about local change and the parties who, in various ways, are involved, be the sponsors, operators or consumers of change. Recognising the urgent need for greater awareness of these aspects does not just involve creating consensus; rather, it means making available cognitive support aimed at reducing the ambiguity of the role played by each instrument and each party involved in the transformation process of the area.

Taken together, these three reasons make the experience of San Donato an original 'test of emancipation', a workshop on innovation in town-planning in Italy. It may not be a coincidence that this has happened at a time when changes are being introduced to the regional town-planning legislative framework and to the range of spokespersons for the city's town planning policy, a moment that may be less protected and less controlled by parties interested in blocking new experiences capable of altering the status quo.

In search of a working dimension

Paolo Galuzzi

I have been asked to comment on the town-planning operation carried out by the San Donato Workshop taking the Lombardy regional law of 2005 as a starting point. This involved observing how such a complex and extensive town planning process could be framed within the much narrower dimension offered by the new town-planning scheme for Lombardy, the so called Pgt (*Piano di governo del territorio*, or Territorial administration plan). By experimenting and interpreting a law that proposed a unique solution to reform the scheme and, in doing so, let more than one aspect of its application unresolved.

The Pgt adopted a particular structure, by flanking the existing Services plan (PdS) with the Plan document (Dp), a general, non-conformative plan, and the Rules plan (Pdr), a prescriptive document aimed solely at regulating the consolidated town and non urban areas. What was lacking was a working instrument to define the compliant planning aspects in terms of potential for urban, public and private transformation. This role appears to have been given, implicitly and inappropriately, to the traditional working plans or Integrated intervention programmes (PII), which represent the implementing stages. The absence of this component means that the experimental phase of the Pgt is midway between the traditional form of the town-planning scheme and the solution proposed in Lombardy through Regional law 9/99 with the Pii framework documents. The operation tackled by the San Donato project has taken up this challenge by opting for a more convincing

approach to the general and strategic aspect and its implementation. This choice was also helped by two special conditions imposed by the context: the high-quality urban context of 'Mattei town'; a single private partner in the strategic checkerboard of central areas undergoing transformation.

It is convincing how strategies, structures and projects have been combined in a Plan document that is not limited to being a document of policies and goals, but instead offers an overview of designs and scenarios illustrated in a programmatic and iconic manner. The essence of the project that has been explored and agreed is outlined in the Plan document, but since this lacks any regulatory component, even in the form of guidelines, it leaves the more specific and detailed treatment of the areas to be transformed to the Rules plan and Services plan.

In all three documents, the strategic and planning dimension are clearly interlinked, creating the network and tasks of the future design for strategic central areas and for individual local areas and neighbourhoods in the detailed transformation projects. This clarity is helped by their representation and verbal-visual communications, which is graphically precise and elegant in outlining the project's forms and performance in terms of relation and structure.

The contribution made by San Donato offers interesting starting points for gauging the threshold for an in-depth study of project exploration, and outlines a clear path for interpretation that leaves ample margins of flexibility and adaptation to unexpected events.

There are two criticisms that I would like to point out concerning aspects that needed more careful

analysis in terms of the outlook chosen: the first concerns the project for the existing town; the second regards, again with fatal results, the relationship with the working dimension. In the case of San Donato, the Rules plan, which should specify the regulations for the consolidated town, appears to place greater emphasis on analysing the potential of the new projects rather than defining the quality of the existing fabric in terms of quality maintenance and building adaptation. From a planning process that pays such close attention to the formal and physical contents of the town and its surrounding area, we would expect greater valorisation of the quality of the existing town, in particular its modern value as a company town. Instead, hedged in by the strategic guidelines for the operating spheres and the overly synthetic and interchangeable intervention methods for the various fields of application, the physical aspects of the consolidated urban area do not emerge and only traces of the various settlement models can be seen in the analytical tables.

Lastly, in terms of operative aspects, although it is worth noting that correct operative reference is made to the Integrated intervention programmes and to the three-year Public works plan, for the more rigorous outcomes of the participation, the proposal outlined by the PGT for San Donato concentrates all the contributions, both in strategic terms and the plans for future transformations, in the plan proposal. This inevitably runs the risks of being exposed to the sequence of events, consisting of shared consensus, strategy and planning, that appeared to have been overcome in the proposed method. Not in the strategic long-term choices, which call for the creation of a consensus that

is not banal and authoritative and are the result of vision based on technical knowledge and government leadership; but in the more local solutions where it cannot always be assumed that the outcome of consultation will be confirmed at the later time of implementation. In this case, the operating dimension can help to make the results of the participatory processes more tangible and can be assessed first of all in terms of sustainability and, at a later stage, efficacy. In the future, the challenge facing innovation processes regarding the plan will be to make all three dimensions, which are often declined and structured in equivocal terms, consistent using flexibility and proportion: the meaning of the town-planning strategy, as expressed by the overall visions and representations through concepts and synthetic schemes; the contents and quality of operational programmes and the incisiveness of urban and town-planning policies; and lastly, the plans for physical transformation which represent its actual implementation. It is the last dimension that, in the end, provides a tangible measure of the contribution made by innovation and the integrity of the vision, strategies, programmes and policies.

Town planning in the new Berlin

Harald Bodenschatz

Town planning in Berlin may be subdivided into three phases. The first one (1990-1995), after the collapse of the wall, was one of great elation, of great projects and great speculation, especially in the city centre and for office blocks, but it was also a phase of great uncertainty about how to plan the 'new Berlin'. As opposed to the spectacular projects of architects the world over, the city administration kept to the 'critical reconstruction' of the urban structure (Iba 1984-1987), reproposing in fact the structure of the pre-modern city, the 'European city', as the model for the postindustrial city. The debate went on in particular in the competitions for the big public and private projects (1991-1994: Potsdamer Platz and Alexanderplatz, Parliament), and regarding the major infrastructures. The principles of 'cautious regeneration' instead guided the renewal of certain housing areas, making some of the central districts attractive to the middle classes and also rehabilitating some of the popular districts in East Berlin (e.g. Hellersdorf). Following over-ambitious forecasts of population growth, the Berlin Senate also launched an ambitious programme for new districts, radically different from those of the preceding decades: of high density, with mixed functions and conceived as traditional urban structures (e.g. Neu-Karow). After the exaggerated expectations of the first phase, the second one (1995-1999) was rather that of disillusionment: after the big projects came the plans and, at least on paper, the emphasis was on producing houses, also to limit the migration of high-income families to the suburban

areas: the 'Planwerk Innenstadt Berlin' programme (1996) expressed this turning point, albeit amid much criticism. The third phase (1997-2007), lastly, is characterized by some degree of stagnation, in the centre and in the suburban territories, as all over Germany. A few big projects to be completed - including the new central station, and also the suburbanization process started slowing down: the future of Berlin seemed so obscure. In 2003 however an interesting project, the Townhouses at Friedrichswerder, aimed at introducing a new (for Berlin) type of housing into the central areas, attempting to limit the settlement sprawl. Between 2006 and 2007, after the World soccer Championship, with the first signs of economic revival, the updating of the Stadtentwicklungs-konzept Berlin 2020, the Stadtforum Berlin and the turnover of some of the City councillors, a new phase seemed to be ushered in. In 2007 the mayor of Berlin convened a Berlin Board to draw up an urban marketing strategy, subdivided over three levels:

- urban development themes (strategic themes);
- spaces for urban development (strategic spaces);
- the actors of importance for urban development (strategic actors).

The starting-point was that of regarding Berlin as a 'city in transformation', to tackle profound economic and social changes. In Europe the characteristics of industrial societies are about to disappear: relatively short times of formation, well-defined lifestyles of certain age groups, permanent jobs, a certain daily and annual rhythm, a fixed position in political and social institutions, fixed private relationships, fairly stable public revenues, low energy

prices, etc. In this context urban policies become a key element in the competition among cities to attract new economic activities, for the middle classes with high formation, for international attention. Berlin's potentials have been pinpointed as its health economy, its communications, its media and its culture, its traffic technologies and, above all, its tourism, one 'of the most important job machines'. New functions therefore take pride of place, presented to the public as strategic themes. These include: 'creative people' and the middle class, temporary uses, especially for the rundown areas, the 'healthy city', living in the city, city and university, tourism, new trends in sport, traffic and environment, attractive public spaces, and lastly, Berlin in international competition. To attract the interest of the middle classes, the objective is an urban centre outstanding as a place for events, with interesting offers, namely culture, gastronomy, sport, exhibitions: without the return of the middle classes to the urban centres, development is unthinkable. A more attractive Berlin needs more attractive city planning, to act as a stage for the self-representation of the middle classes. The central thematic fields of city planning are dedicated to this theme: the recovery and creation of public spaces, the re-use of areas along the rivers, pedestrian roads and squares, a certain density and a mix of functions, ensuring safety and security, the upgrading of public transport, new museums and other tourist attractions. Despite this strategic orientation, however, the 'dropouts' of 'post-industrial' society must not be forgotten. For this it is necessary to think about training and formation, stimulating the local

economy, maintaining low-price housing, promoting health. Urban development policies cannot be successful without social compensation measures. Future city means also a city compatible with the environment: climate, energy saving, reduction of pollution. The environmental question is always also a question of health. If the citizens' health is at risk, it is necessary to limit the traffic of goods and persons on the road and to improve public transport. An ecological city does not help just the environment, but itself: only a city in good health is attractive to the emergent classes, with whom to sustain international competition. Berlin is an avantgarde city for temporary uses: there are still some areas that are unused or little used, even in the central zones, and a new class of persons has formed who prefer to remain in Berlin, even though adequate occupations are not to be found there. Stemming from this class are the temporary users, who use the disused spaces for short periods; for example the Badeschiff, beaches, bars, clubs, but also the red Infobox at Potsdamer Platz, the provisional stadium for the World soccer Championships or the White Cube project at Schlossplatz. Strategic themes are concentrated in strategic spaces. First and foremost the new key spaces for traffic, linking the city with the international networks: the new station north of the Bundeskanzleramt (2006), which involves the development of important areas, particularly to the east, around the Humboldthafen, and the new Berlin international airport (Bbi), on which work started in 2006, on which great hopes are centred, and which will again change the hierarchy of the various areas: the south-east area,

between the centre and the airport, will gain in importance, especially in the spaces along the Spree. But it will also be necessary to tackle the problem of the large abandoned areas (Tempelhof and Tegel), on whose use the debate has already started.

Along the Spree between the new station and the new airport, between the Jannowitzbrücke and Elsenbrücke bridges, there is a former industrial area, today used by temporary users (bars and clubs), with an extraordinary potential: it is to be transformed into a space for the new media, leisure, art, but also hotels, shops, houses and a large park, with a promenade along the river and an arena for 17,000 spectators (Mediaspree project).

The centre of Berlin is revitalizing space, its image attracts tourists, and only the centre is able to sustain this role: the centre is unique, the symbol of Berlin's particular character, its history, its monuments, its main institutions. For long it was thought that the centre was losing its importance, but it was an error: only an attractive centre can offer adequate spaces for the higher services, and only an attractive centre can link the middle classes to the city. The renewed centre is the best publicity for an expanded urban region, the true economic-territorial unity in an increasingly more globalized economy. The revitalization of the centre of Berlin is at a very advanced stage, but is not complete. In particular, the development of its 'heart', the Spree island, is still on the agenda. As decided by the Bundestag, the 'castle' will be rebuilt by 2014, as the Humboldt-Forum.

Another project is the reconstruction of the Schinkel Bauakademie, although its financing is not yet certain. Lastly, restoration work will be terminated on the museum

island, forming part of Unesco's world patrimony, with the debated reconstruction of the Egyptian Museum, designed by D. Chipperfield.

But developing the centre of Berlin is not enough, and moreover it increases the difference with a number of other central and increasingly poorer districts. And a centre surrounded by 'faded' districts is not a prospect that is sustainable for long. In the disadvantaged districts (North Neukölln, Moabit or Wedding) the inhabitants are becoming impoverished, investments are scanty and social problems are concentrated. The revitalization of these districts must start from strengthening the small district 'historic centres', which often offer potentials that are presently underrated. In these centres, Turmstraße (Moabit), Müllerstraße (Wedding) and Karl-Marx-Straße (Neukölln) the economic activities are concentrated, making them recognizable. With the initiative called Mittendrin Berlin! die Zentren-Initiative the Department of Urban Development has begun to come to grips with the theme.

In the old centre of West Berlin, which on the whole has lost attention, are the boom zones (e.g. Tauentzien), but also areas of stagnation such as the terminal part of Kantstraße. For this the City Council has promoted a meeting of the important actors who can be involved in strategic planning. A start has been made by constructing a panoramic wheel of 185 metres at the Zoologischer Garten station (due to open in 2009).

Urban development policies need strategic planning, very different from the old city development plans, both in content and in the way in which they are drawn up.

A complete scientific

analysis of the whole area, as the basis for drawing up the objectives, is no longer the centre of attention.

Other objectives are now in the forefront: the city has to express its desired development objectives, and also those which instead are not welcome: the important themes for development, the priority spaces, the economic, social, ecological and cultural objectives, and with what methods it is wished to reach these objectives. In drawing up a plan of this sort, cultural, economic and academic actors, and those of urban society, have to be involved, but also critics and oppositions. A plan of this type, moreover, needs constant modification and re-elaboration.

So far, however, only partnerships with thematic and time limits function, and the initiatives of 'contrast' generally work very superficially: the capacity to find compromises still has to be developed by both sides. For these processes, at all events, a strong public administration is necessary, which identifies the key projects for providing an incentive for urban transformations, at the same time reducing social differences. This is not always easy, also because of the different administrative levels: on the one side the regional government of the city of Berlin, and on the other the single Bezirk (districts).

Practices and instruments for the quality of the 'Space of day-to-day life'*

Giovanna Bianchi

I believe we can share the idea that beauty, also understood as a morphological quality, is a need for the quality of living also in daily places; that master plan is not able to directly produce the morphologic-functional quality of interventions but it can only set up preconditions and it is therefore necessary for local administrations to identify procedures leading incrementally to the shaping of interventions also for the fragments of the 'normal' city, which are often of moderate dimensions, frequently mainly of a residential nature. If we recognize that other 'concerns' - framework conditions: residence, public proximity services and areas - are coming up besides the polarization on city competitiveness, it follows that it is necessary to test in design and planning also structure and organization forms of city spaces having local relevance. And it is just in order to deal with local issues of urban nature that I consider useful experimental practices, which are fit to set up rules directly producing space organization and formalization effects. One of the first fields to explore could derive from the British tradition of guidances, regulation and policy instruments (they are not best design handbooks if not with regard to technical contents), as they prevail on regulatory prescriptive models and are used in planning processes. But this is also the case of France, even if a very different one, with its mainly environmental guides applied to urban and building transformations. Also our tradition is not disinclined to producing

guides and handbooks; in fact one of the signs of the 'new plans' season at the end of the Eighties was the introduction of performance languages with guides, handbooks, abacus, lists of best practices. However, I have the feeling that our experience is thoroughly different as it is a technique to enrich the plan regulatory language and not a tool local administrations have in order to link development regeneration policies with the qualitative and formal aspects of the project within public-private partnership and participatory practices: plan tools therefore, not tools of the planning process.

A second, highly interesting possibility, consists in focussing our attention on sets of practices with which local administrations test ways to 'keep together' both threads of the argument: the implementation of an intervention policy and the setting up of a planning project. I am referring to the more and more widespread recourse to competition practices where the definition of space quality criteria and performances gathers prominence and specificity: design and planning competitions, calls for participatory contributions and action proposals. I shall use some experiences to better clarify the aspects distinguishing these practices from a 'traditional' architecture competition: the call for participatory contributions and action proposals of the *Programma preliminare del Programma integrato di intervento* (Print) of Pietralata (2006); the four design competitions for public works in fifteen city planning programmes *Meno è più* in Rome (2005-2007); the two international design competitions *Abitare a Milano* and *Abitare a Milano/2* for eight social housing interventions in Milan (2005-06). The main aspects of these

competition practices are to my opinion: the management nature, the technical nature, the planning attention applied to the 'normal' city. I am speaking of a management nature, because the competition is a 'tool' of the local planning process of a public-private partnership and participatory kind that is used to gradually shape the morphological-functional quality of the interventions and accompanies the plan. This is the case of the Pietralata Print, where the notice of competitions is enclosed to the preliminary programme and opens the procedure for the setting up of the integrated programme calling for remarks and proposals by the various stakeholders. This is the case of *Meno è più*, where the municipal administration introduces the competition as a concerted realization of public works by private stakeholders within programmes and prepares performance and functional documents for this purpose, which are going to be enclosed to the calls: for each programme, at least a public work must be realized by private stakeholders through a competition procedure. This is what happens in Milan, where the municipal administration identifies an operational experimental path along which one can reach the planning definition: the notice of competition requests to draft a preliminary design and a typological experimental in-depth project; the winners are entrusted with the working plan and at the same time the administration draws up the 'Integrated intervention programmes', i.e. the tools 'comprising' the design from a procedural viewpoint. I am also speaking of a technical nature, which can be more or less structured but it always has a strong communicative value, as

the notice of competition is accompanied by guidelines or preliminary planning documents introducing performance, policy or prescriptive rules concerning the formal and functional aspects of the open and built spaces project.

This is true for the Pietralata Print, where design criteria are enclosed to the notice of competition; such criteria must be applied in planning contracts or permits to build and are to be considered a sort of 'binding minimum': general rules, not for specific places, but rather quality requirements, a sort of check list, a code of good behaviour. This is the case of *Meno è più*, which is based on a preliminary planning document divided in two parts: during preselections, contents concern the organization and the location of the programme, general planning criteria, the exemplifying planivolumetric design, the description of the area features; during the selection phase contents concern the performance requirements for the project. This takes place in Milan, where the competition is based on a Masterplan supported by a Preliminary planning document (Dpp) for each of the areas that supplies the planning criteria also to be used for the assessment of the submitted projects. In particular the Dpp is a verbal-visual document supplying informations on the competition area and the neighbouring context, identifies the strategic lines of the urban development and performances that the project should ensure ('conceptual schemes' and simulations).

I am speaking, finally, of design attention paid to the 'normal' city as these competition practices are starting to be practised also in smaller, less complex interventions, in day-to-day spaces.

This is what happens in the

Pietralata Print, where the competition procedure concerns suburban, mainly residential patterns, requiring widespread reorganization, improvement and adjustment interventions that concern services and networks. This is the case of *Meno è più*, where the competition procedure concerns schools, nursery schools, equipped areas for playgrounds, car parks, squares in suburban areas. And it is the case of Milan, where the planning and management procedure aims at defining new intervention rules in the field of social housing, as also interventions of this kind can become occasions of regeneration if they are planned as city interventions meeting not only housing but also 'living' needs.

There are three reflection elements we can get from these tests: the morphological-functional quality is a social construction, and can be looked for only within transactional and participatory processes; the competition procedure is a way to request an enlarged debate, get numerous solutions in a short time, enhance the quality of proposals, stimulate discussion at local level; the technical documents accompanying the tender are a way to pay attention to the qualitative aspects and to the space outcomes of a transformation well in advance and to gradually set up the morphological and functional rules for a specific place, thus steering its transformation over time.

* The text incorporates speech presented at the conference planners and beauty in cities, Department of Architecture and Engineering, University La Sapienza, Rome, in June 2007.

Public real estate appreciation as a local development opportunity

Davide Ponzini

The question of the reuse of the real estate divested by the Italian State has been at the center of the public debate. The government's current objectives include not only to efficiently manage public real estate properties, but also to seize regeneration opportunities and give impulse to local development, which require further reflections. This paper analyzes the evolution of the policies for public real estate appreciation in the last decade, it then considers an innovative experience with real estate divested by the United States Federal Government to propose hypotheses for the experimentation and research regarding urban and local development policies.

Italy's real estate properties in the Financial Bill for 2007 and beyond

The Financial Bill for 2007 targeted three objectives to the Italian Public Property Agency (Agenzia del Demanio): to rationalize State property management, to generate a revenue for decreasing the State's debt, and to trigger local development through real estate appreciation in the contexts where public properties are going to be converted. Two new instruments were envisioned for these tasks: a long term lease to make private investments economically viable for large renewal projects too, and the Unified Appreciation Programs (Programmi unitari di valorizzazione), which include leases and other urban interventions involving local government properties. In both cases private leaseholders are supposed to finance the renewal of properties and to pay a

lease to the State, in order to appropriate the value added by the new functions given to the estates and by the implementation of related urban interventions. In the Government's vision, once a sufficient mass and shared objectives are achieved, the Unified Appreciation Programs should give impetus to the development of specific urban contexts. The Financial Bill for 2008 included other measures to potentially provide local governments with substantial investments these programs could locally require, and to stimulate the private sector. The information acquired by the Public Property Agency through the census of 30.000 properties and the recent financial measures seem to be the first step in achieving efficiency. This paper focuses on the third objective of considering the State's properties' appreciation as an opportunity for local development, in particular regarding culturally significant real estate.

The State's properties in the privatization of cultural heritage

The study of the political and normative path of the current programs relates them to a broader process of privatization touching the Italian cultural policy sector, and highlights their innovations. The reasons why the Italian Government started to introduce private forms and actors in the heritage policy field, partially depended on the financial needs of an enormous heritage to be preserved and managed and partially designed for the necessary reduction of public expenditure while being part of the European Monetary Union. In the 1997-2006 period the Italian Government undertook several initiatives for privatizing cultural heritage, not consisting of the mere substitution of the

public actor (e. g. owner, manager) with a private one. The process of privatization has been a gradual and differentiated introduction of actors, interests and objectives coming from the private and nonprofit sectors in the cultural policy field. This paper focuses only on the alienation and securitization profile.

The Government introduced the possibility to alienate the real estate owned by the State and the Regional and Local Governments, also including the ones of artistic and historical interest (i.e. cultural heritage). These policies were unsuccessful because of the inadequacy of information regarding patrimony and the absence of a sole public body accountable for real estate management. In 1999 the Government created the Agency of State Properties to provide the information about public real estate assets and for their management, appreciation and alienation. In 2001 innovative financial mechanisms were introduced. The auction sale of several assets of cultural interest was initiated. Although the first cases raised critical questions concerning their legal aspects, the private sector started to absorb small parts of State-owned cultural heritage. In 2002 the Government also created Patrimonio Incorporated (Patrimonio Spa), with the mission of alienating State-owned assets. After a harsh debate in which national and international civil society and cultural sector members took part, the President of the Republic asked the Prime Minister to ensure that the patrimony appreciation would be coherent not only with economic efficiency but also with the values related to the proper finalities of the cultural public goods and the common heritage of the Country.

The cooperation with the Superintendences of the Ministry for Cultural Heritage and local governments seemed a crucial point for the effectiveness of privatization. For this reason the Ministry of Finance envisioned specific project mechanics to foster urban regeneration and real estate appreciation related to privatization, to set win-win games and local compensation through public investments. In 2003, the Government introduced a 'silenzio-assenso' procedure, where the Superintendences were asked to quickly verify the cultural relevance of the assets to be alienated. If the Superintendence did not answer within a set time period, the public assets could migrate to the private sector.

The Ministry for Cultural Heritage expressed his dissent. The procedure was never applied.

The revenues derived from the alienation and securitization of cultural heritage were well below the Governments' expectations. The path of these programs revealed critical elements regarding the coherence and the adjustment of the initiatives, the crisis of legitimacy and the association with urban regeneration and development policies. The current program differs from the past mainly because the real estate property will remain public, since alienation and securitization will be limited and could be adopted *à tantum* according to the Excessive Deficit Procedure applied to Italy. The choice to couple public real estate appreciation and local development policies could legitimize the program and establish cooperative relations with the cultural heritage institutions and the local governments. The operative aspects of this perspective are crucial for its effectiveness but their

understanding could not be deepened by considering the Italian context only.

The Presidio Trust experiment in San Francisco

In 1994 the military base of the Presidio in San Francisco was closed and devolved to the National Park Service. In order to handle the inefficient public management of the Presidio, a nonprofit Trust was established by Congress in 1996. This unique and innovative solution allowed the federal government to keep the ownership of this National Historic Landmark.

The Trust has the mission to preserve the enormous cultural, historical, natural and scenic assets owned by the Federal Government. By rehabilitating managing and renting or leasing the real estate properties, the Presidio Trust yields the revenue to feed the regeneration of the area and the cultural activities.

This organization has a mandate for financial self-sufficiency by 2013.

The statute of the Trust allows the combining of public and private funds in fulfilling the preservation and cultural mission, the establishment of strong cooperation with the Golden Gate National Park and the partnership with private real estate operators, which is essential not only to market the leasing, but also to develop the projects of rehabilitation of the buildings. The leasing is now funding operations and long-term maintenance. This mechanism allows the trust to maintain high efficiency in the management of the cultural offer. The organization already reached the break even for its operating budget.

In this urban area, publicly owned real estate properties can be managed by a nonprofit trust devoted to historic heritage preservation. The Trust is

supported by real estate revenue, and can operate through a significant partnership with public, nonprofit and for profit subjects inducing local development. These virtuous mechanics of a single organization generating and capturing positive urban effects can to give suggestions to the Italian case but they cannot be taken as a model to transfer because of relevant differences in the urban planning system, in the real estate market and operators, and in the nonprofit sector.

Nonetheless, it can be useful in outlining hypotheses for combining public real estate appreciation and local development in Italy.

Conclusion

The appreciation programs, if limited to the definition of new functions for public real estate to be renewed, probably will not be able to trigger relevant development projects. The 'territorialization' of the projects seems crucial to highlight the contextual economic activities complementary to cultural offer (real estate market, tourism, retail) in order to drive the positive externalities generated by the renewal. Similarly to infrastructural and landscape programs, the Unified Appreciation Programs could coordinate different actors (with necessary competences in cultural heritage preservation and land use regulation) in legitimate local development programs combined with the creation of public-private organizations. These organizations could capture the value added by the urban renewal and the localization of economic functions complementary to the new functions and reinvest it in culture and to foster local development. Furthermore, it is not clear what part of the real estate

revenue will be used for financing cultural and local development programs or for lowering the State's debt. In the current phase, further experimentation and research seem required.

The White city of Tel Aviv

Yodan Rofé

In July 2003 the 'White City of Tel Aviv' was designated by Unesco a world heritage site. The designation is based on the following five characteristics of the area: the White City contains the largest concentration in the world of early International style buildings; the preservation zone is noted for the size, coherence and homogeneous nature of its urban pattern; it is located in the core of the Tel Aviv metropolitan area, a center of urban activity, and is exposed to the eyes of thousands of residents and daily visitors, in contrast to International style areas in other countries, which are usually situated in the city's periphery; the White city is a showcase of many stylistic variations reflecting all the trends in Early European modernism in the beginning of the 20th century; the area uniquely demonstrates a synergetic confluence of a high quality urban plan designed by Patrick Geddes and good modern architecture, both still preserving many of their authentic features. The declaration is the culmination of more than 20 years of effort by the planning department of the city of Tel Aviv and the conservation movement in Israel to transform an area, and buildings, that in the 1970's were still considered run-down relics to be erased and renewed, into a cultural asset to be conserved, protected and renewed. At the core of this transformation lies the crisis of central values of Israeli society, and its national identity. Values that from the mid 1970's begin their transformation from what one might call a revolutionary modern mode, to a post-modern, complex, and more conservative mode. This has been pointed out by several critiques of the conservation

movement and in particular of the area to be designated, and its conservation plan. Moreover, the whole effort must also be seen, as was the very planning and building of Tel Aviv, as part of the changes in global planning and architectural culture, the rise of the conservation movement in Europe and the US, coupled as it is elsewhere with the increasing globalization of the economy, and the forces that it brings to bear on cities that become part of its network of flows. Tel Aviv was never central in Zionist ideology and practice. In many ways it was always seen, and is still somewhat perceived, as an aberration, a bubble of escape from the ideal of the pioneer and soldier expected from every responsible member of Israeli society. Thus the 'café' life of Tel Aviv was frowned upon. The poets, musicians, writers, actors and journalists which made it a cauldron of modern Hebrew culture were seen, and often perceived themselves with some shame, as a luxury, or as 'parasites', lacking the force of character to fulfill the ideals of agricultural settlement. The 'petit bourgeois' that developed commerce, services and industry, and gave economic life to the whole country were deemed weaklings clinging to their old urban habits of life in the Diaspora. The residue of this prejudice with regard to urban life in general, and particularly confronting Tel Aviv still exists in Israeli society and in the self-image of Tel Avivians. Naturally, the physical structure, the embodiment of this aberration, this petit-bourgeois existence, was not considered worth conserving, and was to be done away with and replaced. The fact is that Tel Aviv, with its economic and cultural power, its friendly streets

and calm atmosphere, juxtaposed with its frenetic and innovative economic and cultural activity, is the powerhouse that built and moved the economy of preindependence Jewish community in Palestine and the state of Israel (after 1948), and that has insured its continued existence. Even for Israelis themselves, it is difficult to acknowledge that this step-daughter, this Cinderella serving all the other achievements of the Zionist movement and the state that it built, is really the princess of its accomplishments. Nor is it free from irony that this success is due in grand part to a Scot (Patrick Geddes), and to the transformation of his plan for a garden city-village by local, 'petit bourgeois' adaptations of architectural ideas elaborated in Europe. The international recognition of the urbanism and architecture of Tel Aviv as one of the original contributions of the Zionist movement to world culture (together with the resurrection of Hebrew as a living language, and the literature and popular music that accompanied it) helped to bring about the necessary transformation in Israeli consciousness. Certainly this has been contested, by those who find it difficult to attribute any positive aspects to Jewish nationalism. Conservation in the joined city of Tel Aviv-Jaffa started in Jaffa. The remnants of the old city of Jaffa, heavily damaged by the British during the repression of the 1936 Arab revolt, and inhabited after 1948 mainly by poor immigrants, were renovated as an 'artist's quarter' in the early 1960's, in an effort consonant with similar projects of renovation and rebuilding of historic city centers in Europe after the war. The first conservation plan in Tel Aviv was the replanning of Neve Tzedek (approved in

1981-82). This area, slated for demolition and redevelopment along modernist lines attracted first artists and designers and later other professionals and the middle class into the area, who campaigned for its conservation. Today this neighborhood is almost completely gentrified, again a pattern followed by many inner city neighborhoods in Europe and the US. The next conservation plan was the 'Lev Tel Aviv' (Heart of Tel Aviv) plan (approved in the early 1990's). This was conceived as a plan intended to combine architectural preservation with urban renovation. It included efforts to vacate apartment buildings of offices, and attract young families to relocate into the center of Tel Aviv, by improving public space and services. The first experiments in creating a list of buildings worthy of conservation, date from these latter two plans. The White city declaration area includes the area of both of them, and extends it northwards to about half of the area included in the Geddes plan. It completes the list of protected buildings, and simplifies the categorization and preservation rules. It institutes a mechanism for the transfer of development rights for those buildings which necessitate complete preservation without additions. It was also accompanied by heavy investments of the municipality in the renovation of the boulevards and upgrading of streets and infrastructure. However, the advancement of these plans is only half the story of conservation in Tel Aviv. Just as important was the cultural process of rediscovery of the architecture and urban qualities of the older neighborhoods of Tel Aviv. This was accomplished by a series of exhibitions, books and conferences discussing

these values and calling for their conservation. It also reflects the growing sophistication of the conservation movement in the world and in Israel. The emphasis in conservation shifts from the preservation of buildings to the conservation of whole urban textures, and more attention is paid to making conservation part of a general policy of urban renovation, and the upgrading of real-estate values in the city. Selling the idea of conservation to local politicians, business people and property owners, many of which are small-time owners who inherited these properties from the original owners is not an easy task. The proponents of conservation reinforced their arguments in favor of conservation with the importance of the center of Tel Aviv to the development of Jewish national identity, and the history of modern settlement in Israel. The White city of Tel Aviv was also relatively free, from connotations of the land dispute with palestinians, as most of its land was uncultivated sand dunes previously. The myth of the 'White city that was born from the sands' was employed to make its conservation dear to ordinary citizens and politicians. This myth was contested on two fronts. One was the 'exposition' of the tactics used by the Jewish Agency and the city elite to obtain land for further development from Arab owners and villages. The other objection was to point out that modern style architecture was not confined to the center of Tel Aviv, but also influenced the architecture of the Arab neighborhoods of Jaffa, and the southern working class neighborhoods of Tel Aviv. It was also not unique to Palestine, but typified colonial architecture in other areas of the world at that

time.

While these objections have their merits, the brunt of their argument is against the use of the international recognition of Tel Aviv as a legitimization of Zionism, Israel and the existing economic and cultural elites in Israel. This criticism is made in the context of current disputes over land and colonization in the occupied territories of the West Bank (and Gaza, previous to the Israeli withdrawal), the ongoing conflict over land with the Arab minority in Israel, and the internal conflicts over economic and cultural hegemony between jews of european (ashkenazi) and non-european (sephardi) descent.

However, by seeing the achievement of Tel Aviv mainly within these contexts, the critics fail to see it for what it really is: an original cultural achievement. Like many cultural achievements, it was a result of a fortuitous historical moment. Historical circumstance brought together the 'revolutionary' aspect of the Zionist movement and Patrick Geddes, one of the most original thinkers in the field of planning in the 20th century, and made it receptive to his plan.

New ideas in architecture suited a national movement searching for a unique cultural expression, different from classical European styles, as well as from the local vernacular. Finally, the lack of a strong central power or economic force, the need to rely on the traditional urban (bourgeois) culture of property owners, and the real pressures of population growth and scarcity of land, avoided the deurbanizing excesses of modern planning ideas thus resulting in the humane fabric of the 'White city', an original kind of city that is a real contribution to the material culture of the world.

The crisis in Campania waste. A short reconstruction of the story

Giovanni Laino

This article retraces the major stages of the complex refuse crisis in the Campania Region which wasn't granted sufficient disciplinary action, especially as relates to the requested and implemented measures meant to address its ensuing problems. Since the establishment of the first Emergency commission in 1994, there have been nine commissioners. Four of them resigned, while three were the elected presidents of the Region (Rastrelli, Losco, Bassolino). Although Bassolino held the post for a much longer period of time, even the first two took important decisions, which were to affect the development of the whole situation. This issue took on a much greater symbolical value as relates to 'public image damage', and increasingly lowered the credibility of the local public authorities who were unable to find a solution to a crisis which elsewhere had always been solved. The crisis cast a shadow over the credibility and the trust in institutional interlocutors while leading to a greater crisis affecting the principle of authority, social dialogue, and representativity. By proposing a necessary disciplinary framework, this paper highlights the major causes for the measures' ineffectiveness:

- the underestimated importance of differentiated refuse collection in all major townships by setting up plants, organisation models and providing enterprises with the necessary know-how to decrease the amount of disposal waste at source;
- the serious commingling of illegal industrial and often toxic, waste in dumps, or within the factory's premises, for the offload of

the entire cycle of urban refuse with an active presence of organized crime in the purchasing operations of areas meant to be used as dumping and stockpiling grounds. These facts, added to the outburst of pathologies, interventions by the judiciary leading to the seizing of the sites and of the illegal dumps along with the execution of epidemiologic investigations, triggered the opposition of the local population towards the Commissioners' identification of waste disposal sites;

- the legitimate concern expressed by political powers, by politicians from various parties, and by Church personalities regarding the related health risks was often confused and misleading, fuelled by institutional mistrust and ideological instances;
- the plan and management of the two tenders selecting enterprises in charge of handling the erection of waste disposal plants and the identification of the sites, was one of the major flaws. This resulted in a poorly designed project motivated by private interests and worsened by the blatant incapacity of those who planned the specification;
- the overall management of the situation was marked by seriously imprecise deadline predictions.

The plan envisaged erroneously optimistic timing relating to the realization of the refuse incinerator in Acerra, and to the localization of eco ball stockpiling areas;

- the Emergency commission has represented, since the very beginning, the occasion to inadequately address the requests of labour income by the unemployed, along with squandering on consultancies and the implementation of useless and ineffective measures, as substantiated by the Audit court.

According to the author, these juxtaposed factors led to the missed closure of the cycle due to: the basic ineffectiveness of differentiated refuse collection; the lack of at least one refuse-to-energy incinerator; the progressive lack of dumps for the offloading of waste and the ever-greater difficulty in identifying more dumping grounds; the difficulty in identifying areas for the treatment of the eco balls. Lastly, this situation shed new light upon the increasingly thorny issue regarding the widespread presence of polluted sites in the districts of Naples and Caserta due to the ongoing illegal and irregular dumping of toxic waste which triggered public concern related to the risks of environmental pollution and solicited the enactment of polluted lands' clearance which will need to be addressed with conspicuous funds in the forthcoming decades.

Those in charge of territorial governance have come to view the Campania region's refusal crisis as a significant workshop, since after forty years of misgovernment a largely polluted landscape emerged, necessitating reclamation and protection measures which current regulations on land use make very hard to implement. Indeed, the refuse crisis brought to the fore an amazingly widespread diffusion of polluted sites, worsened by the presence of pits, farm grounds and recycling plants used as, more or less illegal, dumping grounds. Official data, published by the Campania's regional agency for environmental protection, point to a very large area that needs to undergo reclamation. Some experts have identified it as the largest in the world, where are located as many as 226 (out of 556) regional townships.

There is widespread and increased awareness of this

serious state of affairs, which has become all the more evident with the countless amount of literature produced on this subject establishing a link between stockpiling and dumping grounds; serious and equally mysterious pollution; exposition to serious health risks and the onset of serious pathologies affecting inhabitants who have been living in these areas even for short periods of time. The fears triggered by this interpretation has fomented public mistrusts along with the belief that authorities have been hiding and underestimating this serious state of things, worsened by the frequent interventions by the judiciary which effected investigations, suspended the works, and seized refuse dumps and sites. Once again, this led to the discovery that often the figures given by the authorities in charge didn't comply with the truth. In this framework, which includes governmental provisions (decree law 23/5, n. 90) this issue was appropriately defined, for different reasons, as a 'state of exception', describing the overall amount of means employed to address a situation of extreme danger. In fact this event, besides its time duration, points to other aspects as well: the margin separating the constraints marking European and national legislation and the actual possibility of setting up sites (used as dumping grounds and for the stockpiling of ecoballs) in a short amount of time, should induce decision-makers to intervene, as much as possible, with a 'free zone' approach to the constraints of environmental regulations. The appointment of apposite commissioners is viewed as a solution aimed at simplifying the situation at stake and at fostering greater effectiveness of the decision-making process by

reducing the number of players or establishing a clear hierarchy and enabling the derogation of a number of regulations and procedures, in order to speed-up the implementation of the measures adopted by the single decision-maker. The adoption of such a tool is therefore aimed at reconsidering enlightened rationalism, whereby the coherence of the single decision-maker was set against the inconsistency of a compromise reached by many players. But, as already mentioned, many aspects of the Campania refuse crisis point to the fact that the appointed commissioner was unable to interpret his role and transform his authority into concrete action because of objective difficulties, but also for the attitude of political decision-makers. In identifying the topics in support of the 'state of exception', it would suffice to refer to the preliminary remarks of the Decree enforced by the Berlusconi Government which envisages the relativization of constraints pertaining to environmental regulations on waste disposal, regarding the sustainability of sites and the characteristics of existing ecoballs which need to be burned; gives the undersecretary and the Government mandate to act in this context; maximizes intervention powers also with the availability of police forces; militarises the sites chosen for the establishment of plants and dumps; provides for the appointment of an apposite judge who is called to intervene in the legal proceedings underway. Thus, there appears to be a contradiction between the urgent need for effective measures, that can be implemented only with the discretion of the decision-maker, and the effective expiration of rights that would be guaranteed in

other regions. This is an interesting topic since it goes beyond the 'Campania' issue and highlights the fact that the use of the land in the past decades has been the cause of difficulties and catastrophic situations which are also due to a regulatory system marked by a drastic separation between the rules in force and efficient prevention measures, and between the control and the enforcement of legality for the use of the common goods. Will it be possible to link the implementation of a thorough, plural, hybrid and contingent rationality with a decisive, government-conveying approach? This is deemed crucial. The worrying relativization and/or suspension of constitutional rights triggers another question: in this framework, which includes the regulations in force in these areas, to date, were these rights guaranteed? In other words, have they truly been exigible? The thorny issue of the refuse crisis in the Campania region solicits topical questions debated by research experts in planning theory. This experience has shown, once again, that a project grounded on unreliable forecasts, which neglected focusing on inertia sources, is doomed to ineffectiveness, not to mention the, not unexpected because predictable, consequences. The ex post analysis of the case highlights the predictability of several supposedly 'accidental' occurrences when considering technicians' superficial approach and the inappropriate measures that have been taken. The case can be included among those marked by a strong intermingling of contextual flaws, illicit conduct and a poor planning education. Starting from the first version of the plan, managed by president commissioner Rastrelli, a

series of scenarios of a supposedly final stage were envisaged, due to choices which in a deterministic and implicit manner, were expected to deliver specific results, regardless of the conditions, the sources of inertia, and of conflict. A determining factor was the lack of thoroughness and prediction skills, linked to a rarely authoritative and determined presence of state representatives. On the other hand, there was an abundance of unscrupulousness and speculation. There are reasons to believe that in the Campania region a Waste-emergency commission, viewed as the authority which enforces its decisions in spite of uncontrolled regulations, has never existed. For what may be defined as just and opportune reasons, marked by legal proceedings and seizures by the judiciary, postponed deadlines and off-course veering due to the opposition of the locals who were often mobilized by mayors, priests and local authorities, concealed but active proponents of illegal interests, inertia caused by blatant ineptitude and inexperience, commissioners' caution, central government interventions, the commissioners' bold stand aiming at implementing concrete action, regardless of existing regulations, was never heard. Furthermore, those engaged in planning theory and inefficacy sources, will identify, in the object at stake, two major issues pertaining to the complex relationship between the sources and knowledge legitimization criteria, their certification, along with issues of transparency and games marking decision-making procedures. Even when the issue was in the limelight of the media and of national authorities' attention, the Court order issued in January 2008 was the result of technical information on

sites considered as possible dumping grounds, which turned out to be inaccurate and unreliable. There had previously been evidence and quality indicator analyses of intermediate products carried out by laboratories of enterprises which had been called to guarantee for the validity of the adopted indicators. The problem is all the more clear when the question of refuse-to-energy incinerators is addressed. On the one side, the experts who worked with the government's commission, including the highest authorities of the Health ministry, criticized the relationship between the presence of refuse dumps or refuse-to-energy incinerators in given sites and the actual increase in the number of pathologies affecting residents in the sites' premises. The complaint committees and groups, often actively supported by researchers and availing themselves of information downloaded from the Web, developed an extremely critical stand vis-à-vis refuse incineration and refuse dumping grounds, overshadowing underlying triggering factors. The weak 'active citizens' network, attended also by the man on the street, whose claims oppose the creation of dumping or stockpiling grounds, or the erection of incinerators, solicited the widespread decision of a 'zero-refuse' approach, viewed as a concretely effective measure, regardless of the context, timing, and of the need of envisaging a sufficiently long normalization period. When looking into the case of the Waste-emergency commission in the Campania region the adoption of a 'multiplicity epistemology' (Sandercock 2004), conceiving different ways of activating know-how, becomes crucial. There is the need for a plural and compromise

approach, playful and ironic at the same time. After examining this issue at length, I am all the more convinced of the conclusions reached after previous experiences. In order to best achieve efficiency in different contexts (this is certainly true in the case of Italy's public administration), technical rationality ought to be adopted and implemented with an experienced, accurate and serious approach.

In other words, priority ought to be given to the crucial role of accurately implemented calculation and forecasting skills, avoiding what has been defined as Positive incapacity (Lanzara G. 1993).

The outcomes of the new government's interventions will need to be examined at a later stage. However, it is likely that a combined decisive and pragmatic approach will entail the solution of at least the most critical aspects of the crisis. To this regard, a number of activists, researchers and scholars should perhaps be more self-critical when considering the role played in this story by a univocal stand innervated in the self-defined progressive and enlightened environments, which have led to prejudiced and antagonistic stands.

The real challenge for Expo 2015

Gian Paolo Corda

2015 will be a deciding year not only for the Expo but also for the opening of new train connections with Europe possible with the completion of the Alptransit project and the Gotthard and Sempione-Lötschberg's tunnels.

These two events require an important and rapid process of infrastructural investments: urban railways in Milan, railways and motorways.

With the theme of Expo: 'Feeding the Planet, Energy for life', it will be necessary to introduce Milan to the world as a renewed city with a regional urban system with high environmental quality and efficiency, appropriate for a European urban region with an important history.

The new alpine tunnels will change the system of relationships between Italy and Europe and even with the whole world, if we will be able to seize this extraordinary opportunity, not only because they will assure a more rational connection between the Rhinevalley and Italy but mostly because they will enable to intercept the big traffic flow across the Atlantic that unloads at Rotterdam and Hamburg and reaches the Mediterranean ports which could top between 2010 and 2015 for the first time in history of container market the north European ports. We need to be prepared to this event not only with an appropriate continuity of the railway network but also with a sufficient capacity of the motorway network, both destined to receive the growing quantity of merchandise, to prevent possible damage to the environment.

For Expo 2015 above 29 million of visitors are expected during the six months of the event, 7 of

them from north Italy, 12 from centre and south Italy and Europe, 1,7 from America, Asia, Africa and Australia.

An average flow of 160.000 persons a day and a peak flow of 250.000 persons represent a transportation challenge concerning the approximation to the urban system of the Lombardy by those who will arrive by train or by plane, and also with regard to the realizations under construction as to the new high speed train link and the opening of the new train station Rho-Fiera in 2008 which will be directly useful to the Expo space.

The motorway system represents greater problems, new investments are necessary to resolve the traffic congestion around Milan caused by the connection between the other cities of Lombardy that all have to use the motorway ring of Milan. The realizations of the eastern extern motorway link ('Tangenziale est esterna'), the northern freeway (Pedemontana), and the new motorway link Milan-Brescia have to be accelerated.

Around the area for Expo the interventions scheduled for the new trade exhibition centre have to be completed and a new and important road link between the Expo area and the major road 'Varesina' is necessary as a connection with the region in the north of Milan, Brianza.

Thanks to Expo the plans to extend the urban railway network of Milan will be accelerated with the construction of two new lines, M4 and M5, and the splitting of M1 line which will have a double capacity of passengers from the Expo and the Trade Exhibition area to the centre of Milan. The Expo will be a success if its accessibility is guaranteed by train and urban railway systems. The private transportation by car mustn't exceed 16%

of the total arrivals, there are four remote car parks placed along the motorways, these will be connected with the Expo area by ecological busses in only 6-13 minutes.

To conclude, the Expo 2015 has to be an opportunity for Milan to both, urban renewal and efficient transportation systems. That's not enough.

This event must be the opportunity to hold Milan on the world networks, the city region has to acquire the necessary dimension that derives from being the essential part of a wide urban system Milan has to look not only at its own excellence but it must favor the the regional development of a system of cities which guarantees more efficiency, opposes to the urban sprawl (residents, activity, service) and maintains the quality of urban and rural landscapes in Lombardy.

The identification and the improvement of a strategic plan based on a polycentric vision that consists in a network of towns within a wide rural landscape means to introduce Milan to the world, thanks to Expo event, as a new urban model, appropriate for the third millennium, with ecological proposes for urban settlements that in the case of the Lombardy derive from the historical urban development.