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The plan is dead, long live the plan

Paolo Avarello

Perhaps we have been mistaken, thinking that Italy's town planning problems could be resolved by changing/ innovating the municipal plan, inventing a new plan 'model' and a new 'planning system', which, lacking a national reform has in any case spread by means of the regional laws. With a certain rigidity, for example the tendency to replicate the new plan in very different situations, from the big cities to the small towns. The former, for which 'metropolitan plans' would perhaps be required, agreed among the municipalities concerned, and the latter for which 'building plans', easier to draw up and to manage, would possibly be more suitable.

But in the medium size and large towns, have the technical-administrative and the political-decisional processes really improved? Those which indeed should help to safeguard the territory, or at least to avoid harming it irreversibly, and which should instead produce 'virtuous' transformations, to satisfy the ever more complex demands of the citizens. And what recurrent problems in the 'old' town planning (slowness, ineffectiveness, conflicts of interest, etc.) have been resolved?

Does the idea of a plan that is more stable in time, and not 'prescriptive', and of a more 'implemental' part, of shorter duration, and more effective, really work? In some regions it would seem so, but they are the regions where town planning worked fairly well even before the reform. Are the new plans really more effective, and able to respond better to requirements, old and new, and to the new and old problems of the towns and the territories? Basically, town planning was born for this, but has Italian town planning improved in its approaches and in its practices? Can it manage to produce satisfactory solutions? Or does it instead still pursue old and new rhetorical terms: 'development of the territory', environmental and/or social 'sustainability', etc.?

And, in particular, are 'plan forecasts' compatible with the resources available and/or able to be activated to pursue the objectives identified? The duration of the plans has become established as ten years, that is, the five plus five allowed by the Constitutional Court for the old plans, which identify the areas to be expropriated, even if today the 'new' plans avoid doing so. But are ten years enough to carry out the 'forecasts' of the plans being produced? Looking at the most recent plans, it does not really seem that they possess these characteristics, nor that they define or attempt to approximate the concrete 'feasibility' of the plan; nor even that they foresee a succession of phases of implementation. Almost always, instead, the new plans, as the old ones, give a synchronic vision.

In the 'global', 'competitive society', what are the positions of the big and medium-size Italian towns in the recurrent statistics, for instance for urban mobility, pollution, the effectiveness of housing, social and 'development' policies, and perhaps also access to the 'values' of citizenship? To be sure, town planning cannot resolve all the problems, but there is no doubt that in other European countries, the contribution of town planning is visible: in the organization and in the transformations of entire parts of towns, but also in the quality of life, with regard to traffic, the environmental conditions, the supply of housing, the usability of the services.

In these countries town planning plays its part, and this can be seen, with plans that are not so very unlike ours, with their relative defects, perhaps corrected pragmatically 'during the course of work'. The 'secret', maybe, is that in those countries plans are thought out in relation to the resources available (with a touch of optimism), and to those which the transformations themselves can produce, and which should then be 'fairly' redistributed. The difference is therefore that in those countries, plans are not just designs on paper, but are managed, with continuity, in the times – which are not short – of urban transformations; that they are truly 'instruments of governance', which respond to shared policies, and once decided on are seen through to the end, by administrators who choose, decide and 'govern', accepting their due responsibilities.

The 'recipe' is thus to concentrate resources and to administer them in the best way, according to the objectives reasonably established in advance, and presumably shared, even

in the long term, rather than redistri-buting them through various and at times obscure channels to the clientele of the politicians who come and go.



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