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## From the Public confort to the Public usefulness: a case of expropriation in Florence of the 1500's

Claudia Conforti, Francesca Funis

The 'Fabbrica dei XIII magistrates', known as Uffizi, is the largest building-yard raised in Florence in the second half of the XVI century. At the end of the year 1559 the architect and painter Giorgio Vasari presented the Duke of Florence Cosimo I de' Medici, with a wooden model of the Uffizi loggia. At its back the loggia released the entrance to the place for the offices of the Florentine magistrates, hence the name Uffizi (offices), assembled under a same roof. For the construction of this impressive building the minute medieval fabric was demolished with quick and implacable procedures.

New acquisitions made during a transdisciplinary research, coordinated by the Direzione generale per il paesaggio, le belle arti, l'architettura e l'arte contemporanea del Ministero per i beni e le attività culturali, shed light on the process of the expropriation, on the procedures of building estimation, and on the number and location of those houses. The reconstruction of the urban fabric pre-Uffizi has been the tool to focus the methods and timing of the foundation laying, decisive stages of construction for the rest of the building.

In a very large border of the building, three paradigmatic examples have been chosen to synthesize the large number of cases of expropriation in the period 1560-68. The three cases examined show that although in the policy of Cosimo I the public and private interest are inextricably linked, with regard to expropriation, the Duke keep a double register: for the construction of a buildings intended to the Duke's private use, Cosimo is respectful of other people's property; for a building legitimized by the Publica commoditas, the public benefit and the duke will prevail over the interests of the citizens.

## Multilevel governance and inter-municipal action in the agglomeration of Lyon

Anna Laura Palazzo

Inter-municipal action boasts a centuries-old tradition in France, as an antidote to the administrative fragmentation that developed in the wake of the Revolution from the institution of no less than 38,000 municipalities, designed as garrisons of democratic ideals.

With the institution of the 'urban communities' under the form of the Etablissements publics de coopération intercommunale (Epci), with legally established responsibilities, the initial mandate of a 'federative' inter-municipality, or a 'specific taxation', called upon 'to perform together better and at lesser costs to taxpayers those obligations that each municipality on its own could not perform or would perform worse and at higher costs' (the sharing of means), was incorporated within a 'territorial project', that is, a more ambitious vision of the common destiny of the society involved (the sharing of ends). This evidently raises the delicate question of the forms of representation of single local entities within a society of reference with mobile frontiers, resulting from progressive voluntary adhesions.

Beginning in the 1990s, a number of legislative instruments were developed to increase inter-municipal action: the loi Chevènement provided inter-municipal groupings with fiscal resources for the implementation of integrated competences of economic, social and urban development; the Loi d'orientation sur l'aménagement et le développement durable du territoire imposed the 'project de territoire' as the expression of a federalist vision constructed through voluntary adhesion and the contractualisation of policies; the loi Solidarité et renouvellement urbains offered incentives to urban planning through the Schéma de cohérence territoriale Scot (substituting the Schéma directeur d'aménagement et urbanisme) and the Plan local d'urbanisme Plu (substituting the Plan d'occupation du sol).

### *Grand Lyon: a balance between governance and planning*

On 16 december 2010 the representatives of the Syndicat mixte d'études et de programmation de l'agglomération lyonnaise (Sepal) approved the Schéma de cohérence territoriale (Scot). This 'territorial project', which designs the medium-term future (20 years) of the historic communauté urbaine (Courly prior to 1989, latter Grand Lyon), of the 'community of municipalities' of the 'pays d'Ozon' and east Lyon, as well as a number of isolated municipalities, is placed ahead of the Projet d'aménagement et de développement durable (Padd), approved by Sepal in general terms in 2005 in relation to issues of habitat, mobility, economic and environmental development.

The Scot, which includes 72 municipalities in an area

of 730 kmq and a population of 1,300,000 inhabitants, is dimensioned to meet a need for 150,000 dwellings, 50,000-60,000 of which for social housing, with the objective of increasing the percentage across the entire agglomeration to 30%. As part of the logic of a rigorous containment of land use, 50% of the territory is to be preserved from urbanisation. A polycentric approach finds its expression in the definition of a dozen or so environments known as 'bassins de vie' and approximately twenty urban polarities, in addition to Lyon and Villeurbanne.

This important administrative step concludes a forty-year period of often harsh confrontation between the urban and local level of planning, and between the municipalities themselves, marked by forms of urbanisation at different speeds. An initial crown was involved in the growth of the local administrative centre in the early 20th century, followed by a second exposed to successive dynamics, and a number of 'peri-urban' municipalities, variously affected and diversely sensitive to current demands on settlement.

In specific terms, the Scot confirms the intuitions of the Schéma directeur d'aménagement et d'urbanisme (Sdal), its direct predecessor, assigning to the Plans locaux d'urbanisme (Plu) the role of defining planning choices in light of a notion of compatibility consonant with a qualitative modification of habitat and the more conscious treatment of the landscape and the morphological values of sites.

In truth, the Sdal started the tradition of the primacy of urban strategies over regulations within a Masterplan, thanks to the continuity of support for the idea of city offered by three mayors of Lyon-presidents of Grand Lyon, Michel Noir (1989-95), Raymond Barre (1995-01) and Gérard Collomb (since 2001), regardless of their political affiliations. In fact, the Sdal bears the distinction of the representation of the 'fundamental orientations of territorial organisation', in the form of structural plans (the prospect), from the general destination of land use (the forecast), which nonetheless is presented as part of the logic of overcoming mono-functional zoning in favour of a mixité dictated by the imperatives of the diversity of urban functions and society as a whole.

#### *The openness towards the metropolitan dimension*

A new idea of governance is coming to the fore; no longer linear, but instead the fruit of multiple scenarios: the networks that, on a case-by-case basis, refer: to the urban region of Lyon (Rul), as a promoter since 1989 of agreements between actors from the metropolitan area of Lyon-Saint Étienne (Démarche millénaire 3, 1996); to the mixed unions of the adjacent inter-municipalities for the mutualisation of territorial prospects (Démarche inter-Scot, 2002); to the aforementioned 'communities of municipalities' examining problems and not areas of responsibility; to the 'networks of cities' of the experiment known as Eurométropole Lyon-Saint-Etienne-Porte de l'Isère; finally, to specialised networks such as that entru-

sted to the université de Lyon for the re-launching of the university system. The Schéma de développement universitaire métropolitain (Sdum) is called upon to establish, within the plan of action Lyon campus métropole, the basic orientations of the development strategy of the second university in France, with 130,000 students in the pole of Lyon and 14,000 in Saint Etienne.

In conclusion, administrative decentring has brought into play new challenges intercepted with growing competence and effectiveness by the inter-municipal dimension. Non-standardised processes are currently underway for collective learning that imply the full valorisation of the technical process, as part of the confrontation between analytical know-how and design skills. This implies continuous realignments between the tools of urban programming, governance at the metropolitan and regional level and a true idea of 'planning' at the national level as an essential requisite for governing the common good.

## The urban project for Gerland, Lyon's territory of metropolitan development

Didier Budin \*

Gerland is a 700 hectare district of approximately 20,000 inhabitants, situated in the first periphery of Lyon, to the south of the historic centre, in the seventh arrondissement. The area is marked by an imposing industrial history and the object, for many years now, of a significant process of urban redevelopment.

In addition to vast quantities of land resulting from the decommissioning of industrial activities, with significant issues of contamination, the most important opportunities for the development of this district rotate around the presence and potential of businesses from the advanced technologies sector, together with important institutions of higher education (grandes écoles) and public research laboratories.

The ambition of the current processes of regeneration is tied to the promotion of architectural and urban quality, which passes through the production of 'public space'. The intent is that of contributing to the construction of a new image of the district, served by an excellent network of public transport.

Gerland is also a global centre of excellence in scientific research, home to the campus Charles Mérieux and the competitiveness cluster known as the Lyonbiopôle.

The development project thus focuses as much on reinforcing the existing scientific and economic facilities as on the affirmation of Gerland as a true city-centre district, increasing residential offerings, commercial activities and services.

A number of principles inform the transformation projects, including the promotion of 'nature' in the district and an elevated quality of construction, united with low-energy impact.

### *The territorial mission as a tool of urban governance*

The first initiatives for the reconversion of the decommissioned industrial sites (areas tied to logistics, facilities serving the river port, the sites of many of industries) date back to the 1980s, under the stimulus of two prestigious mayors such as Michel Noir and Raymond Barre, who also presided over the Communauté urbaine de Lyon (Grand Lyon). The 'mission Gerland' has been active since 1996, jointly financed by Grand Lyon and the municipality of Lyon, with the role of beginning and successfully implementing a strategy for urban transformation in a territory that, even while part of the seventh arrondissement, does not coincide with its administrative boundaries. The Mission, which exploits the significant availability of prestigious sites, due to their centrality, though often subordinated to costly land reclamation projects, does not play a managerial role, the responsibility instead of municipal urban services; it is configured as a special office that offers an impulse and coordinates the public policies of the municipality and the com-

munauté urbaine in the sectors of urban and economic promotion and the prefiguration of projects. The director of the Mission and the director of the Politique de la ville programme, responsible for the social component, are coordinated through the common expression of a project for territorial development involving local administrators, economic partnership and local residents.

Diverse motivations led to its constitution.

First and foremost, the importance of public investment in a territorial project that is complex in terms of its components and the interface between different public and private clients, induced local administrators to outline a strong modality of political support via a tool of technical reference affirmed through services.

The elevated concentration of interventions by necessity required a space of coordination to face up to the risk of situations of stalemate, with important repercussions on times of realisation and, consequently, on investments.

This tool exists at a particular moment in the history of this piece of the city, contextually linked with the start-up and development of a master plan for the territory, as a sort of exceptional steering committee for a particular amount of time, within the framework of a joint delegation between the general directors of the public services involved (Grand Lyon and the municipality).

The director of the Mission mobilises and animates a team composed of co-ordinators of each individual project and human resources, some of whom are 'under orders' to the Mission.

Motivations also include the importance of a partnership (information-planning-negotiation) with users in the broadest sense, and the necessity of implementing a global strategy of communication and planning.

Lastly, the Mission du projet offers a space for the presentation to the public and the illustration, even pedagogical, of the project in all of its dimensions.

In his role as mayor and president of Grand Lyon, Gérard Collomb is very involved in these programmes, whose outcome far exceeds the urban dimension and that of the agglomeration of Lyon itself, acting simultaneously as the promoter and guarantor of their realisation.

### *The urban project*

Developed in the early years of 2000 by the urban planner François Grether and the landscape architect Michel Desvignes, the urban project is now in a second phase of development, with a new équipe constituted of the architects-urban planners Bernard Paris and Roland Delord, and the landscape architect Alain Marguerit. The project represents a framework of reference as much for public operations as for those in the private sector.

The urban project as a tool is conceived as the necessary support for the development of the quartiers de vie, through the realisation of true centralities, as well to serve economic development, repositioning Gerland within the city as the southern gate and the third tertiary district in the city of Lyon. It rotates around the centre of competitiveness related to the Lyonbiopôle, the Ecole norma-

le supérieure (Ens), resulting from the fusion in January 2010 of Ens sciences (1989) and Ens lettres (2001), the Cité scolaire internationale (1992) and the campus Charles Mérieux (2010).

Recent years have been witness to the beginnings of diverse public and private urban projects, which define the principle trajectories of public action: guaranteeing the compatibility between reasons for development and the quality of the landscape and architecture; creating district centralities with local services; pursuing and reinforcing the economic anchoring of Gerland based on two strategic approaches: the reinforcement of the Lyonbiopôle along the axis designated as the 'scientific boulevard', in order to make Gerland a campus of technological innovation in the field of biomedicine at the international level; developing a tertiary pole in the northern part of Gerland, through the construction of office buildings, in a complementary position with respect to the real estate available in the Part-Dieu and the Lyon Confluence.

\* Director of the Mission Gerland

## Hypothesis and arguments for a glossary for the government of the territory

*Marvi Maggio*

A common language signals the presence of a community that share an hypothesis of knowledge and action or at least a field of research and study. The government of the territory is looking for a common language and here I wish to discuss the path to undertake to built it.

A principle of perpetual uneasiness. To what is there and escapes.

"Only through language and only in it the thought can think" (Foucault 1998, p. 407). You can understand how the concepts and words, along with consistency, laws and forms of language are essential to knowledge. The focus can not simply be about how a language represent the representation of reality, i.e. how words can represent reality, because the internal architecture of the language is also essential.

We are confronted with a language that pre-exists to our society. And many of its structures and its rules are part of a knowledge that is given to us and that we use, that we partially transform, but that is not fully available to us. The words of the government of the territory that we use, were formed in the history of the discipline but they are inevitably exposed to the structure of knowledge of our society, a knowledge that is closely related with the way we produce goods, we regulate social relations, and with our ways of interpreting the meaning of our life in the world and the relationship between human and non-human nature.

Language is also facing the problem of how to structure what is not word or speech. For us who are concerned with territories, such problems arises when we want to express the genius loci, the memory, values, and also affect the contrast between two types of iconographic language: cadastral maps, geographic maps and maps of the uses of soil on one side and photographs and drawings, representations of visual art, mind maps, or participated and territorial identities maps, on the other. Great attention is now given to language, linguistics and philology, and this is part of the lines that characterize our cultural system. Foucault believes that the return of the language has "found its chance in the very dense and consistent drawing of modern episteme ... that form of knowledge that has developed with the economy, biology and philology, the thought of finitude as prescribed as task by critical philosophy of Kant, this still form the immediate space of our consideration. We think in it" (Foucault 1998, p. 411).

When we represent reality, we can not escape the problem of the existence of facts and processes that are fleeing from the individual consciousness, the unconscious, and perhaps more important issue for the problem that we pose here, the existence of unconscious

processes that characterize the system in a given culture, giving meaning to talks, rules and standards of living. These issues were explained and brought to light by psychoanalysis and ethnology, respectively.

Psychoanalysis points to the unconscious directly and deliberately, “to what is there and escapes, which exists by the silent steadiness of a thing, of a texts closed on himself, or of a white gap in a visible text, and thus is preserved” (Foucault 1998, p. 400). Similarly the phenomenon we study oblige us to deal with what is hidden and invisible.

#### *Clear and complex definitions for wicked problems*

The terms, the themes and concepts relating to social policy and to government of the territory, are often characterized by a high specific difficulty of definition, such as to be elusive, often contradictory and nevertheless such to require an approach capable of addressing their inherent complexity. The reasons for these difficulties lie in their nature, according to some authors.

Rittel and Webber recognize that the interpretation of reality and the definition of the concepts affect the very possibility of action (Rittel, Webber 1973, pp. 155-169), but also emphasize that the problems of social policy are characterized by a specific and substantial complexity. The two authors have found that the scientific research to address problems of social policy is doomed to failure and the reason, they believe, is the nature of these problems: they are ‘wicked’, as a matter of fact, while science has developed to relate to problems that are ‘tame’.

The terms and concepts on which determination conflict has occurred and is still underway, are the ones with the meanings more elusive, more contradictory, more mobile, more diverse. Just think of terms like freedom, equality, difference, democracy, social and environmental justice, common goods, public interest. It is not that they are terms (and concepts) inherently difficult, they have become difficult in the field, as a matter of fact, they are difficult for us, now and here, even if from quite a long time. They are simply steeped in the struggles between factions and groups to give their meanings against the others. There are words where the clash over the meanings it is, if possible, even more symbolic and significant, perhaps because it is buried and hidden under an appearance of naturalness, obviousness, of being unquestionable, as if they were intertwined with our way of thinking. Nature, space, place, environment, landscape: they are so revealing because indicate which is, and which we imagine is, our relationship with non-human nature (because also the human is nature); with space, time and social relationships, divided for some, intertwined for others; with reality, in the dialectical relationship between subjective and objective; with the triangle nature, culture, society.

In these cases we deal with conceptualizations that determine and influence the way to approach, to interpret and change the reality.

#### *The terms and concepts to interpret and change the reality*

The two issues we have to face are, in a nutshell, complexity and change, in other words the ability to detect what is new and unexpected, catching it in its overall and integrated dimension.

I believe that, in this effort to renew the interpretative tools, the concepts of space and of urbanization play a key role, in part because their meanings affect those of many other concepts that relate to the territory.

According to David Harvey there are three concepts of space: absolute, relative and relational (Harvey 1973, 2006, p. 125). Absolute space is the one in which material objects, events and practices are located; the relative space is the one of movements and flows, of the friction of distance; the relational space is the one of the social relations, in which people are in their fullness, is the lived space. To interpret the space we need to read, in an integrated way, the dialectical relationships between absolute, relative and relational space, pointing out that you do not have flows without objects, events and practices in the absolute space, and that there is not lived space if there is not an absolute space in which place oneself. It is therefore useful, in principle, to hold the three concepts of space in dialectical tension with each other and constantly think through their interactions.

For Doreen Massey (1994), the space and time are created and defined by the social relations. Massey insists that “we need to conceptualize space as constructed out of interrelations, as the simultaneous coexistence of social interrelations and interactions at all spatial scales, from the most local level to the most global” (1994, p. 264). Space, as created out of social relations, is by its very nature full of power and symbolism “a complex web of relations of domination and subordination, of solidarity and co-operation. This aspect of space has been referred to elsewhere as a kind of power geometry” (p. 265).

Much analysis of the urbanization process is limited to the absolute space, and test themselves in the classification of different types of settlement. Harvey (1996a) suggests that the urbanization must not be interpreted in terms of some socio-organizational entity called city, which was the theoretical object wrongly assumed by so many geographers, demographers and sociologists, but as the production of specific and quite heterogeneous spatio-temporal forms embedded within different kind of social action. The production of these spatiotemporalities can give rise to distinctive things of a particular physical form, like an ‘edge city’ environment, for example, but it is “the process and its relational attributes of space and time that must be the fundamental focus of enquiry. The question of urbanization in the twenty-first century then becomes one of defining how space and time will be produced within what social processes” (Harvey 1996a, p. 53).

In the government of the territory merge the knowledge from many disciplines, and it is undeniable that this

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creates a feeling of confusion and difficulties of comparison. The common core is the territory as area of interest and the government of the territory as a field of action, and therefore the relationship between theory and action. Probably the relationships between different disciplines are difficult if the underlying concepts of each of them are too sectional and separate, static rather than dynamic, are about objects rather than processes, are simplified and lack of spatial and temporal dimension, a dimension that is essential for the territory. Should be shared or at least compared those philosophical concepts that lie behind any thought. And if we refuse abstract arguments, that is to confront with the crucial level of conceptualizations, we end up accepting outdated concepts, which are no longer able to cope with reality and therefore are not able to govern, to transform, to intervene, however it may be, on reality.

## Rural economy and tourism, a strategic integration to revitalize the landscape. The case of San Marino

*Biancamaria Rizzo*

The integration between agricultural multi-functionality and sustainable tourism is an up-to-date economic strategy. This integration is more and more applied in the new forms of 'rural tourism', including all the recreational activities quite different from mass phenomena, and is connected to the knowledge of the local products and people customs. Rural tourism can have multiple forms: eco-tourism, wine and food tourism, social tourism, cultural tourism, etc.

The territory of the Republic of San Marino has become more and more fragile, especially on the environmental aspects, due to the great urban growth without any rule. This kind of urbanization is a danger for the landscape, that is still worth but unfortunately ignored by tour-istic strategy, based only on the famous historical centre. Moreover the present form of tourism in San Marino is generic, with daily presences limited to the summer months. The need to diversify and specialize the touristic supply in San Marino is very urgent; the improvement and the correct use of the rural areas could be a good solution to start up new forms of sustainable tourism, according to the international trends. From this consideration the research Rural economy and tourism, a strategic integration to revitalize the landscape. The case of San Marino starts, with the goal to suggest concrete solutions for a sustainable use of the rural landscape. After a careful analysis of all the aspects of the landscape, especially about the typical rural building, the research suggests a case-project for every category of landscape (badland, river, agricultural and wood landscape) to demonstrate the possible integration between rural landscape and sustainable tourism. The research makes also a survey to understand the level of knowledge and attitude for sustainable development shown by touristic operators in San Marino. The survey is based on a questionnaire made by five sections: Perception of territory; Knowledge of tools and systems for the environmental quality; Landscape and sustainable tourism; Best practices; Personal informations.

The case-project for the badland landscape is the Eco-museum of calanchi sammarinesi, whose target is people interested in educational and walking tourism. The project defines an open air museum with pedestrian and cycling routes and viewpoint areas. For the river landscape the case-project is the Museum of the water, near the Canepa springs, based on the recycle of the ancient watermills to create areas for exhibitions and for documents collections on the landscape of San Marino. In this case the target are ecological and cultural tourists as well as for the case-project of agricultural landscape, the Center for sustainability, bioarchitecture and

landscape of Cinque vie. This Center of study is sited in an ancient typical rural house, restored with the bioarchitecture techniques. The case-project for the wood landscape is the bioecological farmhouse holidays of Penarossa. It wants to attract a kind of tourism 'ecologically correct', so is based on the rules fixed by the regulation of the Italian association of Bio-ecological farm holidays. Finally, the four case-projects have been valued through a specific matrix, built to cross the agricultural functions with the kinds of tourism stimulated by every project. The more the crossings are, the higher is the integration level. In our opinion, this evaluation method could be used by the Government to choose plans and projects according with a new general strategy to relaunch (o revitalize) the landscape.