



Index  
and english translation  
of the articles

<b>Problems, policies and research</b>	<p><i>Pierluigi Properzi</i> <i>edited by Attilia Peano, Claudia Cassatella</i> <i>Attilia Peano, Claudia Cassatella</i></p> <p><i>Claudia Cassatella</i> <i>Mauro Volpiano</i></p> <p><i>Angioletta Voghera</i> <i>Jordi Bellmunt, Maria Goula</i> <i>Gabriele Paolinelli, Antonella Valentini</i></p>	<p><b>Plans, the housing question and modernization of the country</b></p> <p><b>Atlases of the landscape in Europe</b> Atlases and landscapes Methodological proposals for the management and promotion of Piedmont landscapes Social perception of the landscape and the Atlases The Atlas as a metaphor for the history of territory and landscape The European context Experiences on the landscape catalogues for Catalonia Tuscany landscapes Atlas and spatial planning</p>
	<b>Projects and implementation</b>	<p><i>edited by Marichela Sepe</i> <i>Riccardo Di Palma</i> <i>Francesco Domenico Moccia</i> <i>Roberto Gambino</i> <i>Francesco Russo</i></p> <p><i>Paolo Castelnovi</i> <i>Alessandro Dal Piaz</i> <i>Immacolata Apreda</i> <i>Stefania Caiazzo</i></p> <p><i>Massimo Fagnano</i></p> <p><i>Antonio Carbone, Michela Iamarino, Fabio Terribile</i></p> <p><i>Maria Mautone, Maria Ronza, Vincenzo Russo</i></p> <p><i>Angela Maria Digrandi</i> <i>Mariarosaria Albano, Clea Martone, Michele Russo,</i> <i>Valeria Vanella</i> <i>Enrico Gualini</i></p>
<b>Profiles and practices</b>	<p><i>a cura di Paolo Pileri</i> <i>Paolo Pileri</i> <i>Stefan Siedentop</i></p> <p><i>Erwin van der Krabben</i> <i>Bernd Scholl</i></p> <p><i>Keiron Hart</i></p> <p><i>Sophie Schetke, Theo Kötter, Benedikt Frielinghaus,</i> <i>Dietmar Weigt</i> <i>Kjell Nilsson, Thomas Sick Nielsen, Stephan Pauleit</i></p> <p><i>Paolo Pileri</i></p>	<p><b>Consuming land, consuming the future</b> Four countries, six experiences, for a single issue: limiting urbanisation Towards sustainable land use in Germany: reviewing the German experience with antisprawl policies and tools Urban containment strategies in the Netherlands From an economical use of land to land use management strategies, tasks and challenges in Switzerland Land use and consumption in England: how is land use controlled and monitored? How has land use changed? Assessment of sustainable land use in Germany: the project Fin.30</p> <p>Integrated European research on sustainable urban development and periurban land use relationships Interpretational figures and methods for knowledge and evaluation of land consumption: the transition matrix</p>
<b>Methods and tools</b>	<p><i>Rosario Pavia</i></p> <p><i>Michele Talia</i></p> <p><i>Clovis Ultramari</i></p>	<p><b>Zoning, Zooning</b></p> <p><b>Reform of territorial governance and the new urban order</b></p> <p><b>By the way, what urbanism really is?</b></p>

## The Ptcp of Naples: the land and its fertile resources

*Marichela Sepe*

The process of drawing up a plan for territorial provincial coordination is primarily a process of deep knowledge of the territory and its inhabitants, of confrontation with the institutional and social actors, construction of strategic visions in continuous balance between regulations, expectations of enhancement and development, and economic and environmental sustainability. The question becomes very complex if these operations will relate to an area such as the Province of Naples where a variety of textures, urban fabrics, landscapes and identities are overlapped. An area of intense contradictions, but dense of fertile resources.

The Plan for territorial coordination of the Province (Ptcp) of Naples has been developed by coordinating of a complex set of actions. These involved not only an articulated response to the different goals introduced by the new regional law of area government and the adaptation to the regulation of the Regional territorial plan (Ptr) and the regional law 13/08 but also the implementation of a series of activities which have supported and enriched the process of drawing up the plan. The complex process of knowledge of the provincial area has been transformed into structure, from which gave rise to the Plan's regulations. The following priority objectives of the Plan, focused on natural heritage, housing, production, education and mobility derives directly from the territory. To spread landscape enhancement throughout the province. The outstanding diversity and beauty of the natural heritage of this area is considered by the plan both a valuable resource to be used by its population and a resource of great attraction to support traditional forms of tourism and again a resource which can enable new activity. The plan in accordance with the European landscape convention and the regional guide lines to adapt it to the existing landscape plan, provides for the development of a renewed policy

to promote cultural and natural heritage which makes up the landscape.

To interweave up the human settlements with a network of natural corridors. To this end, the plan provides for the establishment of ecological corridors which will play the function of preserving biodiversity and at the same time creating environments where the quality of life is better. These corridors will also ensure a suitable presence of open spaces which will be accessible to each resident.

To achieve a balance of the population in the area with a sustainable housing supply. The plan aims to meet the demand for accommodation by allocating sustainable housing and in a supra-provincial perspective. In this regard, the protection and enhancement of the environment and the increasing of housing capacity in terms of quality and quantity must strike the right balance.

To ensure that the policy of cohesion addresses those

areas of social marginalization and exclusion which are also characterized by urban-building damage. The housing conditions of the provincial area are often a reflection of the differences in existing economic and social disparities. With the aim of bridging this gap, the plan provides for the development of urban and building renewal policies integrated with social ones in degraded areas.

To ensure the production. It is carried out in harmony with the landscape and environment and promote the employment growth. The plan intends to treat with particular attention the relationship between physical space and production adding to ex post impact evaluation, the ex ante provision of suitable sites and the anticipation of compatible activities. Employment growth, especially for new generations, should be implemented by paying attention to the enhancement of local resources, the attraction of external investments, and the development of innovation.

All in a context of environmental sustainability.

Another objective of the plan is to recover the brown-field sites, concentrate business activity and improve the work environment. In this context the Plan seeks to recover brownfield areas and unused spaces and avoid the dispersion of plants constructed without proper planning. The plan provides for a distribution of facilities and services for local inhabitants according to a provincial policy of services localization which make them less dependent on the main town. Improvement in education, training and research with employment potential in production is conceived through the construction of hierarchical decentralized structures integrated with the production areas which will provide for the knowledge transfer in order to achieve product and process innovation.

Finally, it aims to invigorate the system of internal communications and external relations particularly with the major neighbouring metropolitan areas. The plan aims to improve the supra-communal transport system in following both the forecast construction of the regional metro and the relocation of networks nodes, to achieve polycentrism and territorial balance.

The objectives outlined by the plan have led to the identification of four strategic axes, strictly linked to the peculiarities of the province and its dynamics: enhancement and restoration of the urban system; conservation and enhancement of the environmental heritage; development, reorganization and improvement of mobility, strengthening of the local areal system. From the guidelines of this strategic framework a choice derives that is probably the strongest of the plan, namely, the urban 'densification' which is provided for underutilized areas, with specific regulations. The plan also provides a wide attention to: policies for home; fertility of soils; areas of special historical, cultural and landscape interest defined under the identified local environments settlements; the enhancement of identity and quality of landscape. Finally the integrated system of networks links the con-

structive grid of the plan. These topics will be illustrated in detail in the specific contents.

The statement of the goals has led both to a strategic framework and to project ideas localized in specific parts of the province. In this regards, the plan has identified specific development measures localized in twelve programme areas.

The programme areas have been intertwined with the idea of the urban design projects developed in the occasion of Overview 20-06, realized by the foundation *Anna- li dell'architettura e delle città*, and the respective feasibility studies. The projects was designed in suitable areas, drawn from the programme areas. These allowed the feasibility of urban transformations directly arising from the Plan to be initially verified. The other activities which have supported the process of drawing up the plan include: the Museo diffuso (<http://sit.provincia.napoli.it/home.asp>), Progetto Mivis and Progetto Orca.

## Presentation

*Riccardo Di Palma*

For several months the Province of Naples has been adjusting its territorial plan to the regulation of the regional law for landscape conservation and the Regional territorial plan (Ptr), in order to implement it as soon as possible and allow the province to have a uniform and definitive framework, useful for land protection and development.

Our work follows the path of dialogue and synergy with other institutions, first of all the Campania Region, with which we are collaborating to give as much protection as possible to the provincial area, whilst promoting development, identifying potential areas for business and infrastructure, incentivising urban decongestion, yet conserving landscape heritage and rural activities of value.

With the Ptcp, the Province of Naples has a powerful tool for area management: first because it can analyse the strengths and weaknesses of the different parts of our complex territory; then it can provide an overall framework which enables the provincial administration to make suitable choices for balanced area development. The Ptcp is designed for a complex environmental system in which the Province, as a supra-communal institution with its broader vision, takes on board the demands coming from different quarters in terms of urban morphology, culture and needs. The real value of the Ptcp is measured in its ability to play a coordinating role, to be a synthesis for the guidelines of communal planning tools which, albeit autonomous and calibrated on specific opportunities, have to be consistent with the provincial plan.

Hence the necessity to share the plan, based on dialogue and confrontation: the Ptcp that the provincial administration presents to the Comuni and in general to operators in the area is therefore a sound starting point ready to be enriched by observations and suggestions which give the plan the effectiveness which only a real communion of intents can lend to any administrative action.

This communion of intents is essential to achieve the objectives that the Province has set itself with the Ptcp. The objectives are inspired by an intelligent stewardship of the land, able to conserve it without excessive constraints. Such stewardship means environmental restoration and enhancement which is translated into economic benefits and improvements in the quality of life for all the inhabitants of the province.

In order for the landscape value of the Ptcp to be recognized, the Province is set to enter into an agreement with the Region and the Ministry of cultural heritage, according to the extensive inventory of cultural and landscape heritage. This will simplify procedures for landscape authorization. And a similar agreement

will be finally concluded with the Asi consortia (Industrial development area) to recognize the value of planning industrial areas. Faced with the risks and problems of the province, it is thus increasingly clear that we need a change in direction in area management, to prioritize environmental conservation and restoration creating 'active' policies that, as the European landscape convention recommends, require broad concerted cooperation, sharing of strategies and responsibility and openness to dialogue and confrontation.

## Dilemmas and obstacles in the management of objectives

*Francesco Domenico Moccia*

The diversity of provincial plans is due to the diversity of provinces. One such difference is at the metropolitan level, which yields a set of problems peculiar to urban planning. These problems are grafted onto an economic and functional reality of which we have descriptions from several perspectives and which remain topical, but defy territorial innovation.

Regardless of what it may be called, the metropolitan question in the literature shows a continuity of scientific development rotating around the stability of a concept, although it is expressed in several nuances. And when, in the European context, the metropolitan issue becomes the subject of centrally based assessments to establish relations and regional balances, it inevitably ends up being the subject of national policies for those governments which are shrewder at perpetuating their role as leader among the other Eu members.

The identifications of objectives of a territorial plan should take into account various factors including social needs, demand for spaces for different activities, and quantity and quality of future development. This is influenced by the system of values, politics and ecological awareness. Such objectives should also be substantiated by investigations and projections so that accurate diagnoses of problems which the plan will tackle are made and appropriate solutions are determined.

This whole procedure is clearly both onerous and time-consuming when applied to every detail of the plan, albeit recognised as a technically correct method of working. For reasons of simplification, the objectives are not applied equally across all regions. Formulating objectives in a strategic approach is subject to two further conditions which have to be taken into account. The first contextualizes them into realistic options both in terms of real resources which can be mobilized and opportunities expected from the wider system of relationships within which the province of Naples is positioned. The second relates to the capacity and ability of players actually or presumably involved in the collective action of change.

These conditions affect the whole physical nature of the project: it has to be carefully designed so that construction may take place in an area whose adversities cannot be underestimated.

These conditions may also be faced in terms of possible development, too easily translated into slogans, which are communicated effectively as well as being misleading. Naples, a Mediterranean platform, needs a logistical project which reflects its key role along north-south and eastwest European corridors. At the same time it must be properly positioned in relation to the ports of the northern Tyrrhenian and Adriatic, and with the hub of the Po valley which has the same system of inter-

relationships.

In current conditions, the territorial plan performs a pure regulatory function and runs the risk of purely regulating and appraising the municipal plan. Indeed, the territorial plan has already been marginalized by the major policies of regional investment, planned through the Regional territorial plan (Ptr) and Strategic regional plan (Psr). The Ptcp complies with these plans but cannot make any addition or specification, at least with respect to the active land use policies.

The challenge is here to strike the right balance between legislation and regulations, exploring the possibility of legislation which steers possible actions, until certain thresholds are reached. This leads us to reflect on the whole role of coordination and for the purposes of the plan. One could start by discussing the intent of the legislator regarding the absence of social and political union in a community to which the public decision is addressed, and the use of a variety of subjects who converge in an institution which is plural in itself.

We are dealing with a rigid evaluation of the scientific knowledge concerning the metropolitan context, which is embedded in the law itself, although ineffective in practice. The end result is the drawing up of projects which are similar in scale and interest, even if they seem to have to be shared with the municipal community. There can be no other premise for a consistent implementation of polycentrism, even if this is the expression of initiatives from below. There must be added the policy of decentralization of rare functions, the containment of tertiary development of consolidated centres, central investments concentrated in public works and public-private projects and the development of a new and old centrality.

Searching in planner's subconscious, we find aspirations, which have the role of guidance in the variety of the topics which we have so far treated, corresponding to the most radical and overall assessment of the situation and to the challenge which it poses for the tasks in hand. Although the literature is increasingly devoted to deal to methods, techniques and process, showing ever more respect for independent decisions making by social and political actors, the inevitable substantive argument sooner or later ends up being the subject of public debate, perhaps never in the explicit manner of a codified idea of town and territory, of principles and formers.

But when positions are compared also on marginal and specific aspects, on sectoral solutions and techniques, a reference is felt to a concept often unexpressed in order not to compromise a dialogue between parties intent on coming closer to shared projects albeit starting from distant positions.

But the prejudice power of the guideline had to be verified or detached from the starting positions, boosted to become point of convergence. This is a ground that seemed to be feasible on the basis of ecological context from which to begin in order to imagine a new metropolis. In this approach sustainability is exceeded. We have already lamented the ineffectiveness of the evaluation

which does not intervene during the planning process in order to select choices and guide objectives, but simply has mitigatory and compensatory measures.

It is a question of freeing the environment out from sectoral policy and devising a broad package of environmental measures and moving the concept that the various requirements should lie within the unitary framework of the 'ecological city'. When such a model has been set up, the comparison with the existing city will seem inevitable because in this comparison it will have a role of pushing for change and generating projects.

## A heritage to defend and exploit

*Roberto Gambino*

The double image of Vesuvius symbolizes the paradox of the Neapolitan area: a place of 'outstanding universal values' (well represented by the Vesuvian 'monument' and by the World heritage sites Unesco) and at the same time of extreme social, urban and environmental ravage, risks and threats for hundred of thousands people. In this context, the only route seems to be the revaluation of the heritage, placing environmental requalification and landscape enhancement at the center of every territorial development. It implies a very hard 'civil project' in a context marked by the violence of social degradation, the roughness of the conflicts and the crisis of the institutional networks. The continuing aggravation of the 'environmental question', in fact, jointly highlights:

- the unceasing scaling-up of many environmental problems, such as those linked to global change, increasingly difficult to regulate at the local level;
- the increasing interference of environmental problems with economic and social ones, such as those related to poverty, insecurity, access to the primary resources, information and culture.

In light of these processes, the environmental and landscape question reflects the reaction to the increasing unsustainability of current models of development and the search for new relationships between man and the land. At the center of the new prospects is the European landscape convention (2000), which proposes some important innovations: the broader significance attributed to the landscape as a vital component of people's surroundings and a foundation of their identity, and the enlargement of the scope of protection to the whole territory, including the ordinary and degraded landscapes. Even if only partially transposed in laws, policies and practices a new paradigm is taking shape for public intervention in heritage. It shifts attention from the 'islands of excellence' to the widespread landscape heritage, as a part of the 'territorial capital'. It requires more awareness about places, values, processes, interests and subjects. Of course, more knowledge can make use of the enormous developments in information technology. But there is a dual need: to respond to the increasing complexity of the landscape and environmental problem with the diversification of specialized scientific contributions; to produce holistic and integrated visions and interpretations, able to guide intervention strategies and public regulation.

More scientific attention is due to spaces and resources that are often underestimated, like natural and rural spaces. Given the gravity of deterioration and the impending threats, the Plan cannot avoid seeking to 'salvage the salvageable': to put impassable limits on the dispersion of settlements and infrastructure in rural space, consumption of agricultural soils, attack on the coastal strip

and so on.

But the plan cannot complete its missions in the protection of the individual resources, because the target is not them but the territory, where conflicts, sufferings and local expectations and designs take place.

That is the task of the 'structural provisions' of the Plan. They are based on holistic interpretations and interdisciplinary acknowledgments, to highlight the key factors of the territorial structuring processes, the long-lasting elements and relations that can be considered as 'invariants' for any transformation process. It implies a critical interpretation, a 'new idea' of the Neapolitan territory, based on nature and history and, at the same time, opening new visions on the future.

So, the structural interpretation is well distinct from the strategic guidelines, with which the plan addresses a vast audience of the parties and stakeholders involved in the transformation processes, inviting them to share ideas and proposals for plans of action, goals and motivations for interinstitutional cooperative planning and participatory processes.

Conservative requests and innovative visions can be better compared in each of the landscape areas, or 'landscape units', identified on the basis of historical and natural characters, determining the 'landscape quality goals' to be achieved in each of them. Recognition of local diversity may not be separated from a consideration of their connections, for at least two reasons: the fact that urbanization and generally the enlargement of the 'urban footprint' have resulted in a devastating process of ecological and landscape fragmentation; and the fact that the reorganization of the metropolitan structure depends on the possibility of repairing the network of mobility, transport and functional interaction. In this perspective, the ecological network takes on much more complex functions than those strictly biological: it tries to answer the demand for landscape enjoyment, aesthetic quality, recreation and cultural enrichment. In this sense, the ecological network fits with the dense interweaving of historical, archaeological and cultural routes and relations that have shaped the Neapolitan territory over the centuries. The strategies of the plan pursue the achievement of a real 'environmental infrastructure', designed to ensure conditions of development, environmentally and culturally sustainable, for the whole territory.

## The landscape in the plan

*Paolo Castelnovi*

In the plan landscape plays a crucial role: it constitutes the matrix for recognizing the structural aspects of territory, both those affecting it as a whole and those concerning its own, separately considered, parts.

Through a synthetic landscape analysis, it is possible to develop a structural framework which shows the fundamental interrelations between the 'basic elements' of territory and other factors which might present a more-than-local relevance. This structural framework serves as a tool for verifying the potentials, the sustainability and possible negative impacts of the strategic proposals regarding infrastructures and development-sustaining policies.

To this end, long-term factors and relationships have been selected to be protected from use in an unrehearsed fashion, or in a way which might cause irreversible changes, derived from short-sighted actions.

The structural factors have been divided into three categories. The 'primary factors' (the geomorphologic and natural structure of the ecosystem, exceptional and strong in the area of Naples); the 'secondary factors' (the stratified traces of human settlements, from the archaeological sites, of exceptional value, to the urban and rural areas, which still influence the new urban development); the 'tertiary factors' (derived from collective images and perceptions, and which result into the identity landscapes and in their aesthetic evaluation, of great cultural force too).

Hence, in order to define the strategies of the plan, and taking these extraordinary resources into account, it has been fundamental to highlight the criticalities and the territory-deterioration processes which threaten the whole above mentioned three-tiered structural factors sequence. In particular:

- the 'stifling' of the historical structure of the rural territory, threatened and harmed by the chaotic urban development and by the impact of infrastructures;
- the concentration of residential settlements along the coastline, that, apart from being very dangerous from a seismic and volcanic point of view, cuts also the ecological and cultural connections existing between land and sea.

Structural 'long' networks are in the worse condition, the following in particular:

- the ecological connections, due to the strong discontinuities in the vegetation and in the hydrographical net, and because of the blocking of the last corridors which connected naturalistic areas between Naples volcanic districts (Campiflegrei) and the Vesuvius;
- the landscape connections, with relation to the loss of local identity, particularly in the metropolitan suburbs and in the scattered settlements situated along the coastline;
- the functional and infrastructural connections, because

of a deficient vehicular and rail system.

The structural complexity of the Naples area is related to the coexistence of very different local contexts. Landscape can be viewed as the identification moment between a given local community and its surrounding territory. Landscape is the active factor of social construction of the strategic project. Starting from this interpretation of landscape, as in the intent of the European landscape convention, at a local scale some areas have been identified, distinguishing two different levels:

- the Local settlement areas (Lsas), based on homogeneous internal landscape characteristics. The Lsas usually encompass three municipalities: this is the fine thread for distinguishing specific aspects in a vertical, top-bottom approach, in order to implement, literally, 'on the ground' the wide-area policies, both at a regional and at a national level. Hence, 22 Lsas have been set, some of them with broad overlap areas. Furthermore, two Integrated settlement areas (Isas) (the Coastal one and the Vesuvius one) encompass some of these Lsas, as far as issues involving strategic and unifying choices are concerned;

- the Identity landscape areas (Ilas, totalling 83, compared to 91 municipalities), subdivisions of Lsas, according to the dimension of subjective self-acknowledgement by local communities. In this context the shibboleth is the bell-tower, the city square of the medieval Good government archetype. The Ilas in the Plan project are the more basic tools for territory enhancing and regulating policies, especially where such policies require participation of communities and of local authorities.

At the second level, the specific factors of the Plan have been defined in a more detailed way. Areas or landscape elements to be safeguarded pursuant to the provisions of the Code have been selected. Moreover, at this level it has been possible to recognize the existing connections between landscape elements which, taken as a whole, constitute the ever changing and evolving local identity heritage, which should be taken into account when the drafting of local-level urban instruments is concerned.

## Naples Ptcp directions

*Alessandro Dal Piaz*

Provincial councils in Italy practice diffusely territorial planning only after the 142/90 law, with different experimental forms by different regional laws and technical, cultural and political local trends. In Campania the first complete regional law on planning is in force only from 2004 (a delay of 30 years) and contains several ambiguities. For example, confusion of structural and strategic contents expose to risk of feeble severity in values recognition to protect. Another equivocalness concerns town planning (Puc): in item 3, Puc consists of long time and short time distinct directions, in item 18 Puc gets indistinct directions; thus, to carry out Puc shall be very difficult, also because of urbanistic bonds forfeiture after 5 years. In 2007, at last, regional government issued law's fulfilment regulations which doesn't remove doubts, but impose several strange indicators which are totally inconsistent with urban and territorial planning.

Naples Ptcp was drawn up in spite of these difficulties. It propose three basic choices: environment protection and rehabilitation as development policy; urban polycentric reorganization as settlement rehabilitation issue; intermodal and sustainable mobility as environmental and efficient policy.

Naples Ptcp intends also to give directions (removing 16/04 regional law basic ambiguities) to town planning, which can specify and interpret provincial strategic choices. Naples Ptcp really distinguishes environment and landscape active protection and risk prevention and mitigation rules, which are compulsive, from strategic choices: Naples Ptcp directions are regulations, directly and universally compulsive, or instructions, which bind town planning, or trends, which town plans may specify and complete some freely. So municipal councils may program in large autonomy, because Naples Ptcp conceives territorial governance as transcalar policy by subsidiarity principle.

Naples Ptcp confirms that Puc must distinguish long time and short time directions. Among former, fundamentally, Puc must distinguish preservation zones and transformable areas and give directions to ancient settlements, agrarian landscape and cultural, archaeological and ethnographic heritage sustainable exploitation. Among short time directions, which must be revised each 5 years, Puc must dimension ten-year settlement needs and regulate equalization procedures by compulsory immovable owners unions. Naples Ptcp directions decide too that: three-year programs select areas to urbanize and build; always owners and building contractors must pay primary urbanization and give public equipments grounds free; public equipments standard increases with reference to city users or tourists and in equalization procedures it increase of 10 ground m2 each 25 m2 of house utilizable surface or each 10 m2 office utilizable surface

or each 50 m2 industry covering surface.

Naples Ptcp in conclusion tries to be a turning-point of territorial management in a very problematic metropolitan area.

## Settlements system

*Immacolata Apreda*

Urban polycentric reorganization's aim involves attention to settlement forms and environmental sustainability. Therefore, settlement morphologic and functional characters were preliminarily studied; and then urban and metropolitan central roles balanced evaluation and increase aims were composed with those of urbanized areas landscape and ecological restoration and morphologic reorganization. Settlement types studying allowed to distinguish settlement forms, roles and relations inside large urbanized areas which take up most of Provincia's territory. Recent incomplete and partially settled buildings were particularly analysed, because most heavy problems insist on them, which have therefore reorganization and development policies priority.

Urbanized areas forms, roles and ranks analysis led to articulate urban and environmental reorganization needs and to some building increase or urban performance improvement chances. So trends to municipal plans direct them toward integrated aims of functional and landscape settlement restoration and central roles evaluation and increase.

Naples Ptcp moreover distinguish, inside from 1936 urbanized areas, specialized buildings and three others settlement types: 'prevalently consolidated urban settlements', 'urban consolidation and environmental restoration areas', 'urban increase and environmental restoration areas'.

Naples Ptcp leads present settlement system toward polycentric urban nets and better morphologic, landscape and environmental characters; its directions therefore express articulate trends, which concern: urban and metropolitan central roles promotion and its composition with morphologic and environmental reorganization actions; historical heritage preservation, restoration and sustainable exploitation; building expansion control; morphologic and functional reorganization of unsettled recent buildings; environmental quantitative and qualitative indicators.

## The assessment of territorial contexts and the landscape analysis

*Stefania Caiazzo*

In keeping with the principles of the European convention and the Code of the cultural and landscape heritage, the meaning of landscape as a complex heritage of identity resources, as adopted by the Province territorial plan (Ptcp) of Naples, has inevitably presented the idea that landscape adopts a central reference and cross-connection role between the various research contributions and different disciplinary perspectives.

The concept of landscape, both as a structured and complex result of all the interactions between installed communities, and the places and activities that occurred during the historical process of the area's construction, and also an identity heritage of populations that have a clear perception of it, has stimulated an innovative setting for research, in terms of both content and interdisciplinary connections.

Research on landscape has therefore assumed a key role as a tool for exploration and selection: since the goal is not to recognise the integrity and relevance level of the landscape values in order to define a hierarchy of restrictions, but rather to fully understand the different landscape settings, recognise their specific characters, resources, criticality, and potential, even as they are perceived and considered by installed communities; the research will act as an instrument of recognition and selection of landscape values to guide the implementation of the most appropriate strategies for 'landscape preservation, management and/or planning'.

Faced with a complex and strongly differentiated territory in terms of landscape quality, such as the province of Naples in the Ptcp, the research is geared towards in-depth understanding of the different spatial dynamics and observing and interpreting the different way in which, throughout the historical land planning process, local resources have been variously intertwined and combined to configure areas, at different scales, with very different identity values.

In this sense, what has taken on particular importance is the structural interpretation of the area, through which on the basis of interdisciplinary assessments have been selected the characteristics with particular stability and tenure, for which fundamental roles in environmental processes and unifying concepts from a landscape point of view have been recognised.

Within the structural framework, characterising factors are also recognised as further elements and relations that, while not relevant on a provincial level, are critical to fully understanding the complexity and historical natural heritage and landscape of the Neapolitan province. The recognition of characterising and structural factors has also been essential for outlining the local settlement environments (Ail) which, in accordance with the Regional articulation of landscapes scheme provided by

the Regional spatial plan, proposes the division of the province into 22 partitions, in many cases partially overlapping, and in others established by contexts involving other Campania provinces.

Each local settlement environment is in turn formed by certain identity landscape areas that, in line with the European convention, correspond to the portion of land that the settled community will acknowledge.

## Agricultural landscapes in the Naples province: a heritage to be protected

*Massimo Fagnano*

The Naples province has the highest population density in Europe (>2.600 inhabitant km<sup>2</sup>), therefore the equilibrium between urbanized areas and rural and natural ones is particularly fragile.

Valuable agricultural areas. Agriculture in the Naples province has very ancient roots: a lot of cultivars were here selected (67 for apricot, 21 for peach, 14 for cherry, 11 for plums, 6 for lemon, 5 for chestnuts, 3 for apples, 2 for hazelnuts and 1 for walnuts).

Typical agricultural landscapes

- Centuriazione: still there are the traces of Roman field design (centuriazione), bordered by tree rows;

- vite maritata: grape 'married' to poplar was so typical that a special symbol was used in the Igm maps;

- citrus in Sorrento coast: a landscape reported in the European landscape convention;

- terraces: ancient and efficient system to reduce soil erosion, used for grape, orchards, olive;

- intercropping: in Naples province it is spread the use of 3 crops in one year (tomato in summer, cauliflower in winter and early potato in spring) or of 3 crops in the same field: high harvest (walnuts or cherry, together with short trees (orange or grape) and vegetables: cabbages or lettuces);

- orchards: peaches and apples in Phlegrean area (named mala orcula by the roman historian Plinio senior); apricots in the Vesuvius area (since from 4th century); hazelnuts in the Nola country (since from 3rd century).

Agro-ecosystems biodiversity. In the figure the levels of biodiversity in the Naples province are reported: very low: greenhouses; low: vegetable, maize; medium: wheat, orchards, high: olive, citrus, grape, complex cropping systems; very high: chestnut tree, pastures, natural systems.

The residual agricultural and natural areas of Naples province must be protected because they are functional to urbanization but also a testimony of the very precious heritage that we received by the population that in the last centuries made agricultural landscapes that are unique worldwide.

## A soil science to urban landscape planning: the case study of Naples and its surroundings

*Antonio Carbone, Michela Iamarino, Fabio Terribile*

The recent trends in territorial planning for safeguarding, management and arrangement of both landscape<sup>1</sup> and environment, emphasise that the basis of any planning choice is the analysis of all environmental features, but most importantly their interrelationships and the designation of the landscape value to be preserved, restored and/or re-evaluated. These relationships must also refer to the necessary balance between the physical-biological and the historical, cultural, aesthetical values of the landscape.

This approach must then give special emphasis to the environmental 'soil' component, considered both as 'natural parameter structuring the landscape' and 'the physical media' where the interrelationships and the exchanges between several environmental components and human activities take place<sup>2</sup>.

Soil derived maps must consider soil both as an 'environmental good' to be preserved because of its intrinsic value and also as 'environmental component' to be included in the strategic evaluation assessment (Sea). This rationale obliges the soil scientist indeed to develop new multitasking soil information also addressed to the other disciplines experts.

Following such criterium the pedological investigation conducted for Ptcp of Naples was effected not only as 'a research of pedological singularities' (widely spread in the Neapolitan territory) but, above all, recognizing in the soil a 'constitutional component in the provincial territory' and, as such, a structural factor.

This investigation enabled the production of few types of spatial information embodying the needed multitasking approach for analysing the interaction between human activities and natural processes: a map of the potential soil fertility in which it has been estimated some of the main factors affecting soil ability to produce biomass (i.e. organic matter, soil depth, andic properties); a map of the risk assessment concerning soil degradation combining two types of information: the potential vulnerability of soils to degradation processes (chemical, physical and biological); the estimation of the 'soil' as natural good evaluating the productivity function of soils, the ability of soils in regulating natural cycles and finally, the soil function as natural resource; a map of the fragmentation of the rural and open field territory representing a first robust attempt to evaluate, using a rigorous quantitative approach, the massive (and unsustainable) anthropic pressure typical of the landscape of Naples.

These factors, along with the other natural and anthropic territory features, define a more general scenery of the 'environmental and landscaping terrain quality' of Naples's territory; starting from it, it is necessary to detect the quality objects to be reached with the commitment

and the responsibility of the entire community.

### Notes

1. In the meaning given to the term from the European convention of landscape (Cep 20/10/2000).

2. Strategic environmental assessment, directive 2001/42/Ce, European parliament and council (27/6/01).

## Cultural heritage, landscape and metropolitan system: is planning possible?

*Maria Mautone, Maria Ronza*

When applied to metropolitan planning, landscape represents a cultural turning point in territorial homologation; the scarce recognition given to environmental and cultural matrices has slowly steered strategic planning decisions towards a situation in which landscape dimensions and significance have fallen into obscurity. The connection between a geographic vision of the landscape and the stratigraphic method of matrix archaeology ensures enhanced objectivity in analyzing territorial armature which, in turn, triggers planning processes even in situations where an area's patrimonial significance appears to be compromised and secreted. The localisation of cultural heritage sites, descriptions of their significance and interpreting the relations and vocation of resources: these are the inevitable phases of geographic analysis which view planning as a concrete perspective for the requalification of urban metropolitan systems.

In order to ensure that landscape and patrimony be considered as reference parameters in the Ptcp planning process, the metropolitan system was divided upon the basis of prevailing, well-established territorial factors utilising a methodology which distinguishes between the various areas of geographical sciences. This process consequently led to the identification of geological, hydrographical, vegetation, settlement, infrastructural, cultivation and industrial 'territorial matrices' which, during the initial phase of the study, proved to be suitable in synthesizing the complex dynamics of morphogenesis in the Naples area. Subsequently, this process allowed for systematization of the georeferenced data. The natural and cultural elements, compartmentalized in the matrices, previously identified and sectioned according to temporal intervals, provided the basis for defining landscape spheres and, in turn, made it possible to identify landscape units, or rather, the various contexts of limited territorial extensions which, like tesserae of a mosaic, cover all aspects and determine overall characterisation yet differentiate owing to the limited number of variables. Thanks to the range of digitized components, the description level was enhanced by highly detailed cartographic elaborations so that allocation could be evaluated in terms of the progress of the identifying framework and the degree of structuring and persistence in the Naples metropolitan area. Based upon these theoretical-methodological assumptions, it is essential that the Naples Ptcp have access to maps of the historical structuring of the territory. Processed in Gis format, the cartographic and aerophotogrammetric sources allow researchers to trace territorial imprinting, thereby eliminating any superstructures attributable initially to agglomeration processes and subsequently to deconcentration processes. This research leads to the gathering of numeric car-

tography and the digitalization of existing cartography into a relational-type, vectorial geodatabase: the use of data which is diversified in terms of objectives, level of detail and reference periods would thereby generate various levels of information. Promoted within the Ict, the innovation of software for the geographic investigation of sites has projected the concepts of cultural heritage and landscape into the planning processes for territorial systems such as that of the Naples area where the quality of life substantiates the collective demand for territorial management.

## Sustainable mobility for Naples' metropolitan area

Vincenzo Russo

The current town-planning order of Naples' province, mainly focusing on the centrality of capital and a few other municipalities, involves that thousands of people must travel dozens of kilometres to reach their work or study' place or simply to make purchases. In this scenario, not sustainable for environmental costs and economic consequences, could have two strategies for long-term differences between them. The first with the consolidation of an infrastructural system capable of connecting to the best places very distant from each other, thus emphasizing the specialization of some areas, residential (Giugliano, Quarto, etc.) or with a high concentration of services and functions (centre of Naples). This choice would lead to a further increase in displacement and an anchor stronger order influenced by Naples. Alternative to this hypothesis is instead the construction of a strategy in which transport systems endorsed planning assumptions for the reduction of trips through the containment of the scattering of residences, the strengthening of local systems, etc. Compared with two possible options, the great commitment of the Campania Region to enhance and streamline the rail network will be instrumental in redesigning the metropolitan area polycentric if, in parallel, will also consolidate the marginal urban systems served by an efficient network of local integrated transport, engaged on metro regional railway capable, thus, to sustain the attractive power of the country capital. The new centralities' system proposed by the Ptcp of Naples goes to this direction because it aims to achieve a proper balance and smooth integration between different territorial functions, allowing to detect a mobility pattern that can affect the demand for transport instead of to it, proposals that hangs in the regional design, configured as 'segments' of crocheted principal, and to ensure effective and balanced connection between networks, optimizing, at the local scale, the benefits of the regional network. This design is pursued with the proposal of intermodal nodes, exchange parking, the strengthening of some railway routes, reuse of railway with tram solutions, new tram systems, an extensive cycle tracks net and connection hectometres systems (inland sea-coastal town). This is implemented through the circumflegrea, the rail lines Quarto-Villa Literno and Torre Annunciata-Cancello, the new north tram system of Naples, lines of the existing rail network or project, for their off centre, may contribute to activation of new reporting systems or strengthening some marginal lines today.

With the aim of making concrete strategy of the plan, the proposals have been made to respond with cost and time 'reasonable and sustainable' to the mobility needs of a large number of users, leaving out solutions too costly or time of execution very long.

## Statistical analysis in support of territorial planning

Angela Maria Digrandi

The Ptcp of the Province of Naples is a plan based on official data; for this reason, it has more opportunity to open a real debate in consultation rooms and adapt itself to the changing regulatory framework. This is especially true for the Province of Naples which is characterized by a peculiar complexity that has made the challenge of building effective statistical indicators more difficult but at the same time more attractive.

In summary, three major groups of indicators and analysis on available statistics can be configured:

- the economic data were used for the detection of the Sts (territorial systems development) and subsequent test of consistency of them with the aspects of the landscape. Particular attention was paid to data on the movement of commuters to measure the ability of some municipalities to attract workforce and create strong interrelationships with neighboring territories;
- the structural data, both for people and businesses, were used for the analysis of the transport networks and for settlements planning in urban areas by intensifying the redistribution of urban functions in a general objective of polycentrism;
- data about quality of buildings and theirs use, overlapped with socioeconomic data of the population, are used for the detection of social homogeneous areas with the highlight of the discomfort's areas which are particularly relevant in operating policies of development and improvement of the overall security of citizens and businesses.

The use of official statistics is also a tool of implementing the strategic environmental assessment process assumed as a transparency and accountability recruitment in the comparison between measures of state, pressure and result. The use of multidimensional indicators, such as operative synthesis for strategic choices, allows to compare the various solutions. The use of indicators by statistical and geographical analysis, finalized to the identification of homogeneous areas of planning, has made possible a better characterization of the territory and has been an element of counterfactual test of hypotheses advanced by sectoral specialists. These tools enable the identification of the presence of latent variables (often complex and with intangible characteristics), influencing visible events for which it is easier to measure the quantitative characteristics. Therefore the social disadvantage can be measured by a composite indicator devised from a set of indicators measuring the economic conditions of families, the strength of education and culture, the dissemination of services and their accessibility, the structural characteristics of economic reference system, and the proximity of the workplace.

In this way it is possible to create areas of weakness with specific characteristics which include: buildings in

poor conditions with low graduated population; women who apparently choose to be engaged in exclusive role of housewife; inadequate frequency of preschool; excessive mobility for workers outside the town of residence; the disorderly admixture of places to live and to work.

## Gis for spatial Co-ordination planning

*Mariarosaria Albano, Clea Martone, Michele Russo, Valeria Vanella*

According to new Regional planning law n. 16/04, Province of Naples has drawn up the spatial plan as a tool for programming and planning future activities for the governance of the territory.

The Province with this plan aims to reach its main goal: environmental sustainability, right and proper natural resources utilization, historical and cultural heritage preservation and development.

The planning team has made up a data base for the knowledge of the territory using geographic data from provincial Sit and the skills proper of Gis (geographic information system).

Different kind of data have been converted into vector data (shape file) using as reference the cartography in scale 1:5.000 elaborated by the Province, updated to 2004: such scale allowed to reach high definition and elaboration level of data originated from several planning and managing territorial sectors.

In co-operation with authorities for territorial planning and provincial Sit department, the planning staff got and reedited all data, both in digital and paper format initially. The staff also created some kind of information by themselves that were not available at moment and homogenized the whole amount of dataset.

Geographic information taken on have been tested out, during the analysis step, through geometric correction of typical errors such as open polygons, polygon overlay or not contiguous features, duplicate points and so on. Automatic correction has ever been followed by manual correction.

The following step concerns the planning and it is based on this framework taking into account strategies and objectives of the plan and is completely processed in Gis: the activity consists in specifying different classes of areas each one corresponding to specific regulation; moreover a reference system to connect analysis data with planning has been processed.

Tools and operations typical of Gis have been used to facilitate the comparability and feedback process of planning taking into account in the meantime capabilities and risks of such a complex territory as the Province of Naples.

Ptcp, at publication and take in observation step at moment, will be a web-gis system, modern tool for the governance of the territory: the local planning authorities will have easy and fast access to a wide number of resources of geographic data useful for their activities, using the official portal of the province ([www.provincia.napoli.it](http://www.provincia.napoli.it))

Data will also be available, at different accessibility level, for all the people interested in the planning process.

## Knowledge and action in the 'structural' interpretation and representation of territory

*Enrico Gualini*

From a planning theory perspective, the new Territorial Plan of the Province of Naples offers material for reflection not only in virtue of its significant substantive choices, but also of an epistemological subtext focussed on the knowledge-action nexus in planning. Along this reflection, some key issues of contemporary planning theory might arise: the role of categories of the interpretation of territory as principles of structuration of relevant knowledge; the link between cognitive and normative functions these categories perform in defining 'structural' determinant of territory; the link established between these functions in formulating strategies and action orientations; and the question of how this can frame institutional action rationales in a subsidiarity-based and multilevel environment.

Moving from the competencies defined by regional Law 16/04, the provincial plan identifies one of its key functions in the definition of 'structural dispositions' of the provincial territory. This notion, common to recent Italian disciplinary debate and practice, is seen here as a combination of two distinct cognitive operations: as 'structural interpretation', intended as the identification of territorial 'invariants' which define the conditions for transformations, and as 'strategic framing', intended as the formulation of visions and ideas of action and transformation. Accordingly, it is recognized that the 'structural dimension' bears more than a mere function of empirical recognition, but also a normative function. As it is said, the structural interpretation of provincial territory, by virtue of this double mission, which is both cognitive and strategic, becomes capable of bringing forward "a new idea of the territory amenable of establishing the 'firm points' for any discourse on transformation and of nurturing at the same time new visions of the future" (Ptcp della Provincia di Napoli, Relazione, rev. 01/9/2008, Introduzione, p. 5).

In this respect, the formal distinction of the 'structural' and of the 'strategic' function in the elaboration of the plan, as underlined in the plan, may be justifiable in view of differences in formal implications and of the range of actors to be respectively involved. While they formally seen as 'two distinct and complementary moments' (p. 6) in territorial governance, however, it is also significant to remark that structural framing and strategic framing are constitutively connected in cognitive terms.

This may highlight the importance of categories for the interpretation of territory, like the understanding of 'landscape' advanced in the plan, but also the struggle for identifying appropriate definitions of territorial articulations, like specific socio-economic contexts, in the Italian 'territorialist' tradition of geographical studies and socio-economic territorial analysis. It is apparent that such

categories bear the meaning of epistemic constructs in which interpretive and strategic frames are co-constituted. Similarly, it would offer significant material for reflection to focus on the significance representations of territory may bear in a context of multilevel relationships in which relationships among levels of territorial planning and governance are increasingly less hierarchical and nested and increasingly defined by subsidiarity-based interconnectedness, thus also posing the challenge of the adoption of frames of reference that are capable of conveying meaning and to inform action across scales. In such a perspective, categories of territorial interpretation constitute much more than the simply the 'knowledge-base' for evidence-based policies: they become a stake in the production of planning choices.