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## The Reasons for a Coordinated Inter-Municipal Masterplan

*Giuseppe De Luca, Marco Gamberini*

The definition of 'City of Tufa' was proposed for the first time by the Province of Grosseto's Spatial Scheme (Schema strutturale della provincia di Grosseto) that was drafted in the second half of the 1980s.

The outstanding quality of this territory is mainly due to the archaeological heritage of the Etruscan civilization, and to the mining activity carried out in the hilly areas in the Middle Ages, but also to a network of old towns, some of which well-preserved, to the economic activities connected to the tuff resource and, more recently, to the valorisation of the geological resources in the Amiata area.

The Coordinated Inter-municipal Masterplan is considered both as one of the major means of encouraging cooperation for the integrated development in the area, and also as the land use planning tool designed to establish a consistent reference framework for the whole inter-municipal area in the medium term.

The Plan sets out the guidelines to be followed and a territorial Charter that lays down the foundations of the active conservation of non-renewable environmental resources, cultural and historical values, landscape and settlement assets, and of all those elements that create and strengthen local identity. It also provides a consistent perspective of those strategies that are the backbone and glue of coordinated and cohesive territorial development.

The regional project 'City of Tufa' was developed to meet the need of three local communities (Pitigliano, Sorano, Castell'Azzara), and has a twofold objective: aligning the three Municipalities' local town-planning instruments through a coordinated master plan and contributing to the strengthening of the area's economic system by identifying a shared 'forward-looking vision'. This vision should be based on territorially consistent and synergic strategies agreed upon by the local authorities.

The Coordinated Inter-municipal Masterplan has chosen the 'City of Tufa' denomination, as an effective metaphor for this shared, univocal vision for the future of the whole area.

## The plan structure

*Cinzia Gandolfi, Sandro Ciabatti*

The drafting of the coordinated inter-municipal Masterplan has involved lengthy consideration on the most appropriate plan structure inclusive of the choices deemed strategic in reaching the shared objectives in a single reference framework, while simultaneously ensuring a sufficient degree of independent decision-making at local level. At the same time it was necessary to comply with the regional law on land use<sup>1</sup> requiring the division of municipal Plans into two separate sections: a Masterplan including statutory and strategic guidelines and the town planning regulation that is the operational Plan.

Moreover, due to the innovative and experimental nature of the coordinated inter-municipal masterplan, the landscape has become the obvious focus of the plan, fully complying with the principles of the European landscape convention.

The regional spatial Plan (Piano di indirizzo territoriale, Pit) has obviously stimulated reflection on the possible new connections between the two sections of the municipal Plan (strategic and operational) needed to limit the excessive rigour of some of the contents of the 2005 regional law and its implementation regulations, i.e. the scope of the plan in terms of housing density and land allocation, and the division of the municipal territory into basic territorial units (Unità territoriali organiche elementari, Utoe).

The City of tufa coordinated Masterplan comprises:

- an introduction and overview;
- the Plan's mission statement;
- the Plan regulatory and statutory elements, including the territorial charter, the territorial development strategy, and locally formulated objectives and strategies for each municipality;
- a document including an integrated assessment.

The two levels involved in the Plan, the larger area defined as 'the city of tufa' and the individual municipal areas, have determined the organization of contents along two different scales already in the overview section.

The Plan's mission articulates a vision for the future of the whole area, starting from the shared interpretation of the strengths and weaknesses of each territory.

The territorial charter defines the land use tenets that recall the regional spatial Plan objectives: protection of the hilly areas and limitation of land rent speculations; criteria for the use of resources and the minimum guaranteed performance level; description of the land heritage through the representation of identity resources, territorial systems, landscapes and functional systems (see box Functional systems on p. 64) considered in the Plan as the elements ensuring the working link between the regulatory and the strategic component.

The territorial development strategy identifies two spheres, 'Attractiveness' and 'Social and territorial cohesion'

as terms of reference for the integrated and qualified development of the city of tufa areas, which are defined in close relationship with functional systems.

Local strategies and objectives are those sections of the Plan that are defined at the municipal level, and that describe local planning specific objectives in detail, consistently with the general strategic and statutory guidelines.

Starting from the interpretation given by the Province of Grosseto's territorial Plan<sup>2</sup>, that distinguishes two large territorial systems within the city of tufa, 'tufa' and 'Amiata', the Plan lists nine landscape typologies (five for the Tufa area and four for the Amiata area) that extend beyond the administrative boundaries of the three municipalities.

The Tufa territorial system includes the following landscapes:

- the tuff spurs and reliefs;
- the agricultural areas of Pitigliano and Sorano;
- the rural areas of tufaceous strips and tablelands;
- the S. Quirico plateau;
- the Manciano territories.

The Amiata territorial system includes:

- the hills of the upper Fiora valley;
- the monte Penna and monte Civitella massifs;
- the agricultural tablelands of Castell'Azzara and Sorano;
- the ravines of Castell'Azzara and Sorano.

This comprehensive approach is based on systems rather than landscape units recognized as such because of their typically homogeneous features. The nine landscape typologies have been identified on the basis of their constitutive elements and of the links existing amongst them, and also in terms of perception, as they can also be considered as territorial subsystems.

In order to ensure the effective and practical integration of territorial and landscape policies that is the inspiring principle of the Plan, the choice was made not to identify further territorial subsystems, as this role is appropriately played by the nine landscape typologies.

In the approach adopted for the Plan, therefore, landscape types or territorial subsystems are the reference basic units to be taken into account when implementing territorial strategies and regulating landscapes.

In compliance with the principles of the European landscape convention, and in order to facilitate the understanding of the Plan contents also by non expert users, each landscape typology is described by a map (1:25,000 scale) and a sheet including the constitutive elements of the landscape, with its values and criticalities.

To achieve effective integration between land use and territorial planning, the charter includes a common set of articles structured around an index for each subsystem. Each article sets out rules and guidelines for the protection, management and enhancement of landscapes, and territorial planning directions for the operational plan, with specific reference made to urban settlements and rural areas.

The need to establish a synergy between the planning of agricultural activities, the production of energy from renewables, and the protection of the rural landscape, has led to a discipline stressing the specific role played by farm estates in preserving the landscape's distinctive features.

#### *The Plan's general strategy*

The idea of considering these areas as one 'city' has been interpreted by the Plan as an opportunity to design and redefine a joint strategic vision that can trigger forms of local development based on the formal identification and recognition of complementary roles and competences for the areas composing the city.

The two strategic spheres, 'attractiveness' and 'social and territorial cohesion', are related to the functional systems that close the statutory section of the Plan: the former relates to natural and cultural resources, the rural world and agricultural production; while the latter is related to the functional systems of road networks and services.

#### *The Plan's local strategies*

Consistently with the Programme document guiding the drafting of any structural plan and with the contents of the Plan's mission, each local administration has identified its objectives, subsequent strategic actions and guidelines for the operational plan to appropriately and compatibly implement shared objectives, i.e. improvement of the general quality of historical and contemporary urban areas and rural centres; protection and enhancement of the natural, historical and archaeological heritage; strengthening and promoting local production sectors. These are associated to strategic actions formulated on the basis of local specificities that also define the plan's scope in terms of housing density and land allocation.

The latter, and the implications of the Plan representation within basic territorial units (Utoe3), has contributed a further element of reflection on the relationship between the contents of the Plan and one of the regional spatial Plan's (Pit) major strategies, that is, limiting the negative effects of land rent speculations.

## A forward-looking vision

*Giuseppe De Luca*

From this point of view, the 'City of tufa' project has provided a significant opportunity to redefine and design joint strategies and policies aimed at triggering local development based on consensus.

The forward-looking vision deriving from this approach encompasses two main elements: one is connected to the recognition of individual resources from within, so that they can be communicated clearly to the outside world. This recognition becomes an instrument of communication and a generator of new attraction: thus natural and man-made landscapes, distinctive features and values of the area can become the driving force of local development and compete in the globalized world as a system which is functionally complementary and interconnected. The other generates territorial cohesion from within, and involves a sort of covenant for action: 'Take action individually but think collectively'.