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The challenge of introducing a new idea of social sustainable development

Mariavaleria Mininni

First of all, a preliminary round of conferences were held in order to present the regional territorial landscape plan. During these events the chairwoman of the spatial planning committee, which is part of the regional Council headed by Vendola, clearly outlined the immense cultural operation which is implicit in the complex apulian landscape planning process. Without this, it would neither be possible to raise awareness of landscape values nor to propose safeguarding and valorisation initiatives. This is a completely new concept for southern Italy and it also involves the regeneration of the great industrial hubs which led to the pursuit of development at the cost of causing environmental devastation and annihilating landscapes in the Sixties (see articles by Angela Barbanente, Marco Carbonara and Aldo Creanza).

The landscape vision of the plan acts as a driving force for matters regarding sustainability which are included in the regional guidelines. On the one hand it helps to support activities which are already underway such as: urban regeneration and guidelines for new general and operational urban plans starting with the combined agro-environmental and multifunctional regeneration of suburbs and nearby areas of countryside (see article by Mariavaleria Mininni); the promotion of a different type of tourism which renews hospitality models in an integrated and diffuse manner and takes tourists' attention away from coastal areas for the benefit of the beauty of rural and sub-coastal landscapes; the centrality of town and regional planning which is subject to reform and has to take patrimonial vision of cultural and landscape assets in to consideration: these components must be revitalised when it comes to the structural vision of planning and adopted as models in the transformations regarding the programmatic part of the plan.

On the other hand, the plan includes initiatives whose purpose is to change the focus of policies which promote productivity and support renewable energy sources and, at the same time, take the secondary effects they have on landscape into account. This can be achieved by encouraging incentive and award schemes for good practices (solar panels are better on roofs but also cheaper than in fields, especially if the roofs are located in productive areas) and by initiating a joint reasoning process between sustainable productivity and the regeneration of towns given that both of these factors increase context values. This approach strives to find integrated solutions which involve the valorisation of territorial resources and ecologically sound planning (a policy for reduced consumption (land, water, energy), self-consumption, sensitive design, new landscapes (see articles by Luisella Capurso and Annamaria Gagliardi).

This is an across-the-board experience which allows for the consolidation and in-depth examination of the

theoretical and experimental approach of Alberto Magnaghi's 'territorialist school'. It deals with the topics of local self-sustainable development and landscape as a common good. On the one hand, through the study of bad practices in Apulia, the experience has led to an increase in the number of case studies regarding de-territorialisation processes. On the other hand, it has revealed that the inhabitants of Apulia still act as virtuous links between heritage and innovative energy and between place consciousness and solidarity economies which are of ethical importance and are founded on the principles of caring for places and existence values (see article by Alberto Magnaghi). The conceptual and operational diagram of the plan is made up of blocks which allude to work which will be perfected through time: the heritage atlas serves as a form of recognition of past times which should be relived through a rigorous identification of heritage assets (see article by Giuliano Volpe) and their interpretation (see articles by Daniela Poli, Massimo Carta and Fabio Lucchesi) in support of safeguarding activities (see article by Giovanna Iacovone). Then follows the strategic scenario as a kind of concrete utopia (see article by Gabriella Granatiero, Grazia Maggio and Anna Migliaccio) which is capable of outlining desirable future forms through social transformation. This process is aimed at the empowerment of actors from civil society in order to give voice to those who have thus far either been unable to express their views or illegitimately prevented from doing so. In other words, this means rigorous safeguarding of places of recognised value accompanied by progressive actions, whose paths and end results are not predefined, for transformation processes. These measures should be developed through the collaboration of actors who are involved in a grassroots globalisation process and who are invited to listen and contribute during the drafting of the plan (the citizens' Atlas, area conferences, experimental pilot projects, ecomuseums, landscape award schemes) and to take part in meetings and in governance practices (see the numerous boxes dedicated to these matters by Carolina Pacchi, Claudio Calvaresi, Paolo Baratta and Francesco Rotondo).

Therefore, the aim of the Apulian landscape plan is to be recognised as an authority when it comes to understanding the need for a clear and distinct safeguarding action, which is supported by a long state-region co-planning process, and when considering the monitoring of repercussions on landscape which arise from the formation of other interests. Indeed, it is a well known fact that landscape nests in other-directed intentionalities such as settlement and infrastructural policies, associated measures for community based agricultural policies and selection criteria for projects. Furthermore, large areas of landscape are hidden in ordinary planning processes and procedural aspects and for this reason the real challenge is to manage to govern through the tools which are made available by the range of mechanisms in operation. Given that it is now quite apparent that a

good plan does not suffice to govern territory and that its efficacy depends on its ability to interact with other plans and programs, the apulian landscape Plan will be protected by the monitoring tools which were developed by a complex evaluation tool (see art. by Matelda Reho, Anna Marson and Maria Rosa Vittadini).

In conclusion, the apulian landscape Plan represents an attempt to explore the synergy between territorial plans and landscape plans. On the one hand, it identifies heritage which can be considered as a resource and on the other hand, it identifies how the strategic guidelines for regional planning can be 'territorialised'. It does so without illusions or heroisms but in complete awareness of the limits posed by technical-scientific competence and by the cultural sensitivity of the administrative and professional systems it has at its disposal, accepting this fact with pragmatic spirit.

The apulian approach to landscape planning

Alberto Magnaghi

The search for an 'apulian approach to planning' lies in a difficult balance between two opposing trends: the first of which regards the absence of historic municipal culture. This is determined by a history of exogenous socioeconomic dominations and dependencies which are reflected in the current persistence of economic dependencies.

On the one hand, poor entrepreneurialism can be seen in many sectors (from agriculture to the services sector) and on the other hand, there is also a problem which regards the bureaucratic inertia of administrative structures. All this is accompanied by widespread unauthorised building and by the common practice of using public and private connections in order to earn an easy living.

The second regards the extreme ethical tensions of the intellectual cosmopolitan class, of the world of associations, of local administrators and, in part, even of the entrepreneurial world. These groups are strongly motivated in terms of change and the renewal of local culture and territory. This process is geared towards identitarian selfrecognition, the recovery of cultural, economic and political ways of achieving selfdetermination and the valorization of endogenous resources, among which landscape also features.

In order to tackle this extremely fragmented scenario, which is characterised by centralist-authoritarian impulses and civic tensions towards active citizenship, we have put forward a plan which allows for the development of processes of an extremely negotiational and participative nature.

These could be used as a means of bringing about an identitarian rebirth as well as solidarity based neomunicipalism.

At the same time, this plan would allow for the development of a solid institutional framework with definite clear simplified rules of a statutory nature. By establishing this synergy between rules and the pact, the plan has all the preconditions of a process which valorizes territory at grass-roots level.

Some of these preconditions are as follows:

- the coast is a common good of inestimable value and we no longer build on dunes or agricultural areas; this is a precondition of the pact made with those socioeconomically involved in order to revitalise inland towns in coastal areas;
- this is point where the city and the countryside meet, in the country we can offer farm stay holidays but we obviously cannot contemplate deruralisation nor can we put up industrial warehouses in the middle of olive groves; this is a precondition for creating new city-countryside pacts in order to revitalise the multi-functional economies of the rural world and, at the same time, improve the urban outskirts.

A new generation of landscape plan

The plan comprises different sections which reflect the following principles in this order of importance, or rather:

- the social production of landscape;
- an identitarian statutory approach;
- a strategic planning vision;
- an interpretation of regulations which is coherent with the cornerstones of the plan.

The social production of the plan with a view to valorizing landscape as identitarian heritage

With reference to the synoptic framework of the Pptr, the plan is divided into three main parts: the Atlas of environmental, territorial and landscape heritage, the Strategic scenario and the Regulatory system. The activation of tools which enable the social production of both the plan and landscape cuts across the entire synoptic framework.

Indeed, from the very beginning, the first benchmark of the plan consisted in initiating a complex instrumentation of governance and participation with a view to moving away from a restrictive conception of the plan towards an approach based on social planning which allows for the self-valorization of territorial and landscape heritage. Landscape is the fruit of the complex nature of activities which contribute to the production of territory. A multitude of social, economic and cultural factors are involved and the plan must be able to capture them, to increase 'place consciousness' (Magnaghi 2010) and to guide us towards the assumption that landscape is a common good.

The social production of the plan

The matter of the regional territorial dimension was dealt with through the identification of the extreme multi-scalar nature of governance and participation tools. Through time this approach has activated temporally localised events as well as long-term ones.

Regarding the former type of event, two rounds of four area conferences were held: the first four served to discuss the policy document, whereas during the second four, strategic objectives as well as regional and local projects were discussed.

When it comes to the latter, the following activities were set up from the beginning of the plan:

- integrated territorial plans of an experimental nature (see box) with protocols between the region and local individuals, from both public and private sectors, in order to test the operational system of the planning process, based on co-planning and co-designing (coprogettazione) experiences;
- the pact with those responsible for landscape production.

The Pptr has drafted a 'manifesto' with the main landscape producers, (agrosilvopastoral businesses, tour operators, construction companies, infrastructures, commerce, energy, etc.) in order to create a 'pact' regarding activities aimed at valorizing landscape as a 'common

good'.

It also sets out to accompany each and every law for the protection and enhancement of landscape with policies (actions and projects) and actors which are used as a frame of reference in order to enhance territorial and landscape heritage:

- the activation of the landscape award (see box) and of the interactive website (see box) completes this complex system of governance and participation activities. Their aim is to bring the socioeconomic milieu, which could already be activated at present, to the fore in order to enhance local heritage.

The social production of landscape as a standard form of territorial management

Once the management phase of the Pptr has been approved, the aim will be to implement the tools which were tested during the experimental stage of the Plan as part of standard practice in territory management. Consequently, the following tools will be added to the technical norms of implementation:

- participation tools, amongst which, Area conferences, Community maps and the interactive website, all of which were activated during the drafting of the plan;
- governance tools;
- co-planning tools;
- agreements made with the ministry, agreement protocols, programme agreements, local territorial pacts;
- integrated landscape projects which serve as a local planning and management tool for the Pptr;
- ecomuseums, river agreements;
- tools which provide rewards seals of quality and quality awards, benefits, incentives;
- the Regional observatory for landscape quality, the ecomuseums themselves can constitute its active structures throughout the territory.

The statutory identitarian approach

The second benchmark of the plan is constituted by the identitarian representation of landscapes in Puglia. In the Pptr this representation of the values of territorial and landscape heritage (Lucchesi 2005) is considered as a potential resource for 'an apulian approach' towards self-sustainable development.

The fact that the processes of territorial formation must be interpreted over a long period of time means that the 'sensitive', vedutisti or aesthetic-perceptive approach as well as the landscape ecology approach are not in themselves sufficient. In fact, it is necessary to introduce a systemic 'structural' approach which uses historical analysis (in terms of geography, ecology, anthropology, ethnography, archeology and territory) to identify the genetic codes and identities of places which have been refined over time through the development of co-evolutionary relationships between urban-rural settlements and the environment and between 'natural landscape' and 'cultural landscape'.

The historical structural approach (as is also the case

for landscape ecology) does not isolate parts of territory of outstanding importance (biotopes, areas of natural beauty, historic centres, monuments, etc.), but rather, it approaches territory as a whole, studying the generative and co-evolutionary rules which govern it as well as those which are responsible for its reproduction-regeneration and enhancement in the light of the critical situation which is currently afflicting contemporary urbanisation. This analytical approach has allowed for the identification of territorial figures, structural invariants, and morphotypological features, not as constraining museumlike models, but as rules which commonly shape (informano ordinariamente) the transformation of territory and landscape.

The territorial value of the Pptr means that these rules cover all aspects of the ordinary production of territory as a living environment for its inhabitants: the treatment of territory as a 'common good', the growth patterns and limitations of the city; the shapes which occupy land, the nature of construction and urban developments, construction materials and techniques; the creation of infrastructures, of public spaces; environmental and landscape regulations regarding agricultural production, energy production; water treatment, ecological networks and so on.

In the fundamental relationship which is created between the landscape plan and all the sectors which have an effect on territory and contribute to determining the shape of a settlement and its quality, the relationship between landscape planning and territorial planning is highlighted.

The strategic planning vision

The third cornerstone of the Pptr regards its territorial planning aspect: it is fuelled by a strategic vision of the future organization of landscapes in Puglia and serves as a point of reference for specific activities, projects and plans which aim to bring Apulian territory closer to the proposed strategic vision through time. This vision feeds on processes of retro-innovation: the five territorial projects regarding regional landscape (see tables-charts) which develop planning solutions to the tasks set out by the strategic objectives of the plan, mean increasing the value of the territorial and landscape heritage which was identified during the statutory stage through identitarian analysis.

The regional ecological network

From a planning perspective, in accordance with a multifunctional and eco-territorial interpretation (Malcevski 2010) of the concept of a network, there should be an environmentally aware planning of all regional territory which aims at enhancing its overall ecosystem and landscape quality. We must strive to improve the overall connectivity of the system by applying planning functions to all regional territory. This process must include the multifunctional reinterpretation of existing biodiversity, historic infrastructures, river systems, marshlands, karst

pits and the environmental value of rural landscapes.

The city-countryside pact

This project is a response to the need to improve the quality of life both in rural and urban areas. It aims to do so through an integrated project with settlement and agro-silvopasural policies. These relate to the enhancement of decaying landscapes, both in the suburbs and in areas of urban sprawl-widespread urbanisation (urbanizzazioni diffuse), the reconstruction of urban margins, the planning of green periurban strips of land and of multifunctional agricultural parks as well as initiatives for urban reforestation. The city-countryside pact re-designs a regional territory where the urban network, the 'green' areas which surround it and the reciprocal relationships it has established with rural territory are all clearly defined. This territory has been enhanced through new actors and numerous functions which are based on the patrimonial importance of historic rural landscapes (Magnaghi, Fanfani 2010).

The infrastructural soft mobility system

The aim of this project is to make landscapes throughout all regional territory accessible both to inhabitants and tourists. It strives to promote different types of tourism such as touring, wine-and-food, cultural and environmental, which are supported by regional projects and which encourage the albergo diffuso (widespread hotel) hospitality model. Accessibility is improved by creating an integrated mobility network for travel on foot, by bike, by train and by boat. This network makes it possible to rediscover and enhance scenic routes, pathways, secondary railways, stations and docks.

The integrated valorization of coastal landscapes

This dual purpose plan aims to clamp down on the processes of deterioration brought about by tourism and to valorize the immense heritage (urban, natural, rural and landscape) which can still be found in the coastal system and its inland areas (Mininni 2010). This can be achieved through a detailed plan regarding urban waterfronts, dune systems, wetlands, agriculture, peripheral urbanization, infrastructural connections with inland coastal areas and low impact navigation.

Territorial systems for making cultural and landscape assets accessible

The plan not only proposes to make the individual examples of cultural heritage which were identified on the heritage map accessible, but also to consider cultural assets (both individual and collective) (puntuale e areali) as integrated territorial systems within the territorial and landscape figures they belong to. This makes their overall valorization possible. The visioning which emerges from all of these projects is represented by a synthesis map to be interpreted as a whole as an integrated vision of the future of Puglia's territory and landscapes.

The territorial projects for regional landscape constitute

a strategic reference frame for the other planning phases within the plan:

- on a local level, the experimental integrated landscape projects were intended to put the general objectives of the plan to the test in a variety of different scenarios regarding many different matters, territorial areas and actors;
- the guidelines (in the form of manuals, abacuses, planning rules and regulations (see box), considered as tools for the promotion of good planning practices covering a range of topics which are relevant to the creation of the Pptr);
- the specification of landscape quality objectives relating to individual landscape areas.

In accordance with the first cornerstone of the Pptr, this integrated system of projects, objectives and guidelines is based on the complex system of actions, actors and policies activated during its drafting stage.

In the production phase these factors are applied to the governance and participation tools which are indicated in the technical rules. Reference is made to the combined activities of the regional observatory and the local observatories which are supported by the network of ecomuseums.

Long-standing structures in territorialisation processes

Daniela Poli

In Italy many of the new generation of landscape plans consider long-standing configurations to be one of their main building blocks and dedicate considerable attention to them. In particular, the apulian plan attributes a central role to the systematic reconstruction of the various phases involved in the formation of the region's territory, which then finds a specific application in landscape. The aim of the reconstruction of these historic phases and of the processes which structure territory is to reconstruct the sense of the material consequences, often fragmentary and scattered, which still feature throughout the territory and to put them back into the historic and social context which produced them. The plan has used a multi-scalar spatial and temporal reconstruction involving integrated sources in order to overcome a linear horizontal description of 'the geographies of the past' in which every phase was dealt with separately. Taking the vertical nature of time and applying it to a space has shown how one phase 'meshes' with the other. In this way, space and time, as well as diachrony and synchrony, combine and help to bring out the dynamic features (fractures, continuities) which mark the landscape from one phase to the next, producing tapestries of life. The maps illustrating the long term, which are part of the Atlas of territorial, environmental and landscape heritage, represent the diachronic reading of the subsequent phases of territorialisation on a regional level.

The reconstruction of the structuring processes and projects concerned with territory is triggered when a civilisation defines a conscious articulated form of organisation in an area of territory which has presented features of stability for a sufficiently long period of time. In Puglia, the process was already under way in the palaeolithic period. Seven periodizing phases have been identified and these, in turn, identify temporal zones within which a consistency of settlement models are to be found. These range from the palaeolithic period to contemporary times. The major structuring processes of the territory have been reconstructed and road networks, fortifications, farms, etc., have been localized. Every territorialisation stage was subsequently represented with both a small scale image and detailed images. The elements which are represented are: the orohydrographical structure, the hierarchical settlement structure (settlements defined based on their main administrative and productive functions, communication infrastructures, major organisational works such as centuriation), the major sections of natural and agrarian landscape (woodlands, pastures, cereal crop cultivation, etc.), the territory's main organising structures (villas, castles, large farms, etc.). The maps provide trans-scalar information which is both small scale (relationships with external places) and larger scale (details regarding the most significant

territorial structures).

The representations show both transformations (internal and external gravitation mutations as well as mutations regarding urban and territorial hierarchies, boundary fluctuations) and elements of continuity which are both material (settlement structures) and immaterial (organisation, environmental awareness, social capital) and which define the long-term nature of territory.

A synthesis map of the processes of territorialisation provides a synchronous representation of the slow manner in which territory is structured and, at the same time, highlights its major permanent features. The synthesis map, which describes settlement and cultivation matrices and permanency, is the result of numerous maps regarding processes of territorialisation. It shows the progressive structuring of Apulian territory from as far back as the first pre-roman settlements to the most recent contemporary foundations. The series of maps go together to form a systematic illustrative Atlas which is also useful for highlighting and transmitting the idea of the slow process which characterises the formation of regional territory to even its most inexperienced users.

The region profile and information base in the form of an Atlas

Fabio Lucchesi

Nowadays, information gathering tools for the planning process have adopted new roles and these are particularly evident in the case of the landscape plan which will be the object of our study in this article. The function of gathering knowledge which is considered useful for the definition of planning decisions has been re-examined. Indeed, a strategic-orientational role as well as a more specifically cultural one have been added to support this function.

The information gathering role

Every public decision regarding the transformation of territory depends on an examination of the conditions of the areas in question. The territorialist perspective helped shape the Pptr and according to this outlook, when regulating the demand for territory, the reasons for its supply, that is to say the opportunities and limits ingrained in the specific features of places, must assume a central role. The description of local identities is of a decisive nature as is the definition of a wealth of good rules. These rules are determined through the interpretation of the unique features which give territory and landscape their identity and can be used as a resource for future planning processes.

The Pptr for the region of Puglia has organised its own region profile and information base around a territorial, environmental and landscape heritage Atlas. The information it contains is organised according to a series of levels. Each level contains elements which are formulated in order to obtain those necessary for the next level. At the lower levels we can find enumerative descriptions which describe the different elements without making any particular reference to how they relate to one another. The higher levels are characterised by more complex descriptions which are compiled by paying particular attention to the interpretation of the relationships between the individual components, whilst the highest level contains the descriptions which highlight the features of landscape identity:

in this article they are described and represented as territorial figures.

The statutory role

The apulian Atlas is not simply intended to describe territorial heritage. Indeed, the aim of the representation of the elements and rules of interaction which define landscape identity is to identify the rules governing the regeneration of that identity and to use them to evaluate the coherence of recent evolutionary trends. Highlighting the rule governing the reproduction of heritage is, in itself, a normative activity.

The cultural role

The purpose of the Atlas is to involve all stakeholders, and in so doing, it can help to create a shared awareness of the factors which influence the evolution of landscape. Indeed, the definition of landscape policies must be the result of the active participation of all those involved, including inhabitants. One of the first duties that governing bodies must perform is to raise awareness regarding these matters. Their role is to help the general public to gain a better understanding of what is 'at stake' when landscape undergoes transformation and they must not lose sight of the multitude of values attributed to it. In order to reach this objective, particular attention has been paid to the language used to compile the graphic materials which make up the Atlas, that is to say both the quality of the content and the way in which it is expressed.

Figures and rules for Puglia's landscape*Massimo Carta*

The characteristic which makes the Pptr for the Region of Puglia an exemplifying model for the territorialist approach is the fact that it considers landscape features as representations whose scope is to promote the social production of the plan.

Four levels must be taken into consideration: the creation of representations of long-standing structures; the creation of a 'regional image' aimed at raising social awareness of landscape values; the highlighting of the morphological features of territory with reference to landscape zones; the definition of the territorial and landscape figures which make up the zone, a manifestation of virtuous statutory rules to be re-activated.

Structural layout: the various documents used for identitarian representation

The territorialisation maps give an account of the interweaving and succession of circumstances which led to the creation of the regional territory from as far back as the paleolithic period. Another account is given by the map of territorial morphotypes, landscapes of relationships which are now experiencing difficulties. The map of apulian landscapes constitutes a structural interpretation of landscapes. It combines the information gathered from the heritage atlas and identifies the different patterns within the territorial mosaic. The representation is of a highly interpretational nature and some elements are intentionally highlighted whilst other, less important ones, are given less emphasis in order to highlight territorial zones and figures.

Territorial figures

Territorial and landscape figures are entities whose unique long-standing persistent features are evident. They are characterised by a specific morphological structure which is, in turn, defined by the perpetual interaction between anthropic and natural components. The superimposition of the various structural syntheses formulated by work groups was considered to be of a satisfactory nature when it was able to bring the role of anthropic activity, which strongly characterises landscapes, and the rules which govern it to the fore. For every territorial figure identified the structural invariants which represent environmental, rural, settlement and infrastructural heritage were also identified. This description serves to define the 'state of conservation' of the invariants and the 'statutory rules' needed for their safeguarding. It is the very possibility of identifying rules which brings out the statutory nature of identitarian interpretation: in this way a regulatory element is inserted into the organisation of knowledge itself. Therefore, these figures represent the place in which the various information gathering and interpretative operations of the Pptr

reach a meaningful conclusion. For instance, regarding the territorial figures, it was interesting to ponder on the landscape function possessed by each cultural and landscape asset in relation to the other elements.

The Cultural heritage map of Apulia

Giuliano Volpe

The cultural heritage map of Apulia is a project which began in september 2007. It aims to create a thematic cartography for archiving, mapping and providing detailed descriptions of the cultural heritage of the territory of Apulia. In this way, it overcomes the traditional method of cataloguing based on the concept of cultural heritage as individual points on a map. The second main purpose of the project is to analyse and describe the stratified historical landscapes of the regional countryside, from prehistory up to now, as long-term evidence of the identity of people and places. These aims are achieved through the integration of different sciences and methodologies as well as a geo-database, part of the Region of Apulia Gis, which is organized in different themes and informative layers. This is intended to be an innovative and dynamic instrument for cultural heritage preservation. If the aim is to preserve local cultural heritage, then in order to be approved, each and every land-planning activity must be in accordance with the cultural heritage map of Apulia.

The drafting process of the new plan includes a specific activity which aims to give a systematic aspect to the knowledge of regional cultural heritage, through the cataloguing and georeferenced localization of the cultural heritage of Apulia.

This activity is embodied in the draft of the cultural heritage map of the Apulia region which was developed by the four universities of Apulia and the Central regional department for cultural and environmental heritage with the technical collaboration of InnovaPuglia.

The project has so far led to the census of almost 11,000 sites, even though the number is expected to grow rapidly. Actually, the map as well as the plan, will continue to be updated by the activities of the Regional observatory for the quality of cultural heritage and landscapes in the implementation phase.

A census was taken of all the buildings and areas of cultural and landscape value which are located in suburban areas. In order to carry out this work, information was obtained from publications and from data gathered in the archives of Superintendence offices, Universities or other research organizations which operate in the Apulia Region. The result is a corpus of quantitatively and qualitatively significant data which, for the very first time, is gathered and managed through a single computerized data management system comprising a Gis platform and an associated alphanumeric archive which are soon destined to become a web Gis.

The particular system of sources used ensures that the map reflects the current state of knowledge regarding the cultural heritage of Apulia. The acquisition of such a huge wealth of knowledge will allow for the planning of a sustainable development of Apulian territory. This will

make it possible to strengthen the existing infrastructure apparatus, promote the exploitation of available natural resources as well as the development of new sources of energy and limit the number of conflicts which arise from the need to protect and enhance cultural heritage.

The map has been divided into three essential themes: the cultural heritage map, the landscape map and the map of constraints. The landscape map includes civic uses, landscapes to be restored, anthropic landscapes and water landscapes. The cultural heritage map includes all the cultural heritage scattered throughout the landscape, the historical routes, the sheep-tracks, essentially all the buildings and the areas of cultural and landscape value located in suburban areas. Historical cities, which are naturally part of cultural heritage, have themselves been described and represented as cultural heritage assets.

The corpus of data, which has been collected for the first time thanks to a single computerized management system comprising a Gis platform and an associated alphanumeric archive, is based on the concepts of Ut (Topographical unit), Sito (Site), Sito pluristratificato (Pluristratified site) and Cts (Stratified topographical context).

The concept of Sito unites all the cultural heritage assets counted in the map and makes it possible to overcome the typical subject definitions referred to in the past (archaeological assets, architectural assets, etc.).

The minimum unit that helps to define a site is the Ut. This hierarchical type of breaking down allows, on the one hand, for a more detailed reading of the settlements and, on the other hand, avoids the risk of the multiplication of sites which occurs when each and every form of evidence is considered as a site.

The use of the concept of Sito pluristratificato has also made it possible to take into account and represent the rather frequent cases of stratigraphic overlapping of several sites.

In consideration of the deeply contextual nature of cultural heritage and, therefore, of landscape too, an effort is currently being made to overcome the model of a census that we could define 'philatelic' (or in other words a model which is based on a concept of the cultural heritage asset as an isolated point). Instead, an attempt is being made to represent, through a significant interpretational effort firmly based on the scientific data at our disposal, a reconstruction of the stratified landscapes of Apulia, from prehistory to the present day, which is capable of revealing the continuum or the context in which those assets have their origins and meaning. These very assets safeguard the identitarian memory of the places and populations that lived in them.

The considerations made above clearly show that the methodological reflection, which guided some of the critical decisions of the project, not only regarding terminology but above all nature and evidence of the cultural heritage assets to record, has been substantially affected by what we could define an 'archaeological perspective',

or a scientific perspective which, by merging the principles of landscape archaeology and those from global archaeology, considers landscape and cultural heritage with the approach of global landscape archaeology.

A further attempt at innovation in knowledge building and in the interpretation of cultural heritage is represented by the experimentation of new conceptual models and at the same time of cataloguing ones. These areas have been defined as Cts, or Stratified topographical contexts. One of the purposes of this interpretation level is to allow for an integrated and diachronic reading of the relationship that has linked together some different cultural heritage assets and of the relationship between these and their relative historical, environmental and landscape context (combining factors).

The implementation of a management system database, which is made up of a series of files called Ut, sito, vincoli, bibliografia (topographical unit, site, constraint, references), was preceded by a long and complex cooperative process. A new type of file which focuses on the basic concept of site as cultural heritage has thus been created.

It allows for the global cataloguing of all types of territory data and, even at this early stage, represents the different levels of vertical complexity (stratification) and horizontal complexity (co-evolutionary relationships). The objective of this new approach given to cataloguing work is to overcome the fragmentation in different files according to the categories of assets to describe, which is typical of models produced by lccd and rather to articulate the descriptive text through data normalization. The Cts file has been developed in relation to the definition of the horizontal level of the logical structural system (i.e. the one characterized by co-evolutionary relationships). In response to a contextual vision of historical landscape, this file collects all the useful data for the definition of a complex, but in any case consistent system, including all the components (objects or traces) and (environmental, temporal and spatial) data useful for the definition of a dataset or a set of complex data based on 'functional' type reports.

From a more specifically mapping related perspective, thanks to the fact that the Regional technical map on a 1:5,000 scale and the original and high definition orthophotomap can be used as a cartographic base, the map is characterized by a high level of precision in the location and perimeter of assets. Such accuracy is essential for the purposes of protection and planning for which the map has been promoted. In accordance with the graphic possibilities offered by Gis platforms (point, line, polygon), assets are represented by tracing out the perimeter of polygons for areas or buildings, by using points to indicate assets whose exact location and extension cannot be defined and by using lines for elements, which are mostly identified on the basis of traces identified in aerial photos, whose basic shape is known but whose thickness is difficult to determine.

The project outlined so far has been complex and mul-

tifaceted not only in terms of content but also regarding the skills which have been involved in the work and which have contributed to the implementation of the project itself. Due to the dimension and complexity of the project some critical points were apparent from the very outset. These critical points concern the presence within working groups of different disciplinary components, the research traditions of each single University, operating with different approaches and on different territories, the need to identify assets of many types, each with specific traditions of studies and the necessity to adequately meet the needs of the Regional department of land management.

However, the same elements of complexity have also represented an extraordinary wealth for the project. It can for instance, aspire to become a 'best practice' in the field, representing a model of methodological, disciplinary, institutional integration.

The strategic scenario: five territorial projects regarding regional landscape

Gabriella Granatiero, Grazia Maggio, Anna Migliaccio

The aim of the strategic scenario is to envisage the middle to long-term future of apulian territory through five territorial projects regarding regional landscape. Their purpose is to outline the essential desirable features of territorial structure. This must be done by taking specific matters into consideration and also needs to be coherent with the general objectives of the plan.

However, the territorial projects do not directly describe a set of regulations. More precisely, their purpose is to serve as a strategic frame of reference for the initiation of public consultation processes, actions, projects and policies which are geared towards the realization of the future they describe.

The city-countryside pact

The aim of the city countryside pact is to enhance urban and rural quality through the regeneration of peripheral fringes and periurban agricultural areas in an attempt to re-establish a relationship between open spaces and developed areas. This new relationship should encourage an alimentary, recreative, hygienic and fruitive exchange between the city and the countryside on various levels.

The strategic aims of such a project are to:

- limit the consumption of agricultural land;
- create ecological infrastructures for settlements in order to reconnect enclosed areas with rural territory;
- increase green areas and levels of afforestation within settlements;
- complete unfinished spontaneously growing urban forms;
- re-plan the urban fringe area, redefining the city limits;
- create permeability between urban and country areas by creating ample tree-lined zones on the marginal areas;
- reconnect city quarters with neighbouring areas through multiscale projects and recreate the complex nature (from a functional and identitarian point of view) of neighbourhoods, towns and villages;
- connect neighbourhoods both with the major landscape and environmental systems on an urban and metropolitan scale and with the smaller networks of open spaces within the urban fabric;
- break up developed areas in the country through a project which lightens the urban load and increases areas of afforestation and other green areas in both public and private places;
- improve urban roads making them veritable thoroughfares with pedestrian footpaths and cycle lanes and enhance the facades of the buildings overlooking the road.

The infrastructural system for soft mobility

The integrated soft mobility project arises from the need to connect and organise environmental landscape and historic cultural resources through the reshaping and enhancement of a new 'fruitive and perceptive geography' of Puglia's landscapes.

This is structured around alternative ways of enjoying and accessing territorial zones and figures. The integrated landscape network is constituted by:

- the old road network;
- the regional network of cycle lanes, pedestrian footpaths and greenways;
- the scenic railway network with lines which go through or brush past areas of outstanding landscape value;
- the regional ferry service which is formed by the transport plan's coastal transportation services and by docks in coastal towns and the main tourist destinations;
- multifunctional ecological corridors connecting coastal and inland areas;
- a multimodal coastal transport link which can be used by different forms of transport all along the coast and which is also of outstanding landscape value;
- transversal transport links which constitute the main points of access (both functional and scenic) to the coast from inland areas;
- interchange nodes near railway stations and docks.

The integrated improvement and regeneration of coastal landscapes

The territorial project has identified sixteen coastal landscapes of high naturalistic value which are to undergo improvement and regeneration policies. Their selection was based either on the prevalence of naturalistic elements and areas of historical rural landscape or on states of decay and deterioration. The policies follow a system of operational objectives which are expressed as actions and projects and specify and territorialise the general objectives of the strategic scenario in coastal areas.

The sea intended as a large public park: the aim is to make it possible for the general public to enjoy coastal areas of the very highest landscape and environmental value. This can be done by guaranteeing access using sustainable means and at the same time respecting landscape and environmental values.

Safeguard the diversity and variety of coastal landscapes: protect and enhance the unique features and identitarian character of towns and historical coastal landscapes in order to counteract the trivialisation and standardisation which is afflicting the image of the region's coastal areas.

Safeguard the long-standing alternation of developed areas and open spaces: limit the consumption of land in order to contrast the process which is causing the formation of a continuous linear front all along the coast. Safeguard and enhance the coastal areas which are of the most significant naturalistic importance as well as portions of historical rural landscape. Where necessary

improvement and renaturalisation initiatives will be implemented in order to create a continuous system of highly naturalistic open spaces.

This, in turn, will strengthen the ecological resilience of coastal ecotones and the ecological connection/connectivity between the coast and inland areas.

Ecologically enhance recently developed tourist settlements with particular regard to beach tourism: improve the ecological, landscape, urban and architectural quality of coastal settlements in order to boost the quality of the accommodation on offer and the availability of spaces and services for tourism and leisure activities.

Give the coast more depth by creating synergy with inland areas:

increase the offer of accommodation in coastal areas without increasing the burden of constructions in these areas. This can be done by enhancing existing rural and urban constructions in inland areas and by improving transport links between the coast and inland areas. Integrate seaside tourism throughout the territory with other tourist sectors (cultural, nature, farm stay, sport, etc.) in order to encourage all year tourism and avoid the masses in high season.

Decompress the coast through delocalisation projects: reduce settlement pressures on coastal ecosystems through projects for the removal of factors which detract from landscape quality. Carry out activities for the environmental reclamation-renaturalisation and reconstruction of decaying coastal landscapes (the closing down of productive areas which are incompatible with the coastal and marine environment and of unauthorised tourist settlements in areas of outstanding naturalistic value).

The Regional ecological network (Rer)

The project consists of two main cartographic documents: the Map of the biodiversity network (Reb) illustrates the condition of the ecological values and functions of Puglia's territory by highlighting three main systems of elements: the natural environmental units present throughout regional territory, the main naturalistic systems and the main ecological connections which are based on existing or potential naturalistic elements. The Guiding framework of the multi-purpose ecological network (Rep-Sd) adopts the essential elements from the biodiversity network and integrates them with the other parts of the Pptr which it is felt will constitute a positive functionality factor for the entire ecosystem. More specifically, the framework describes how the structure and the role of the large-scale ecosystem support human activity.

It also justifies the use of extraurban areas and defines the policies which are specifically devised for these areas (protected areas, Natura 2000, agriculture, water systems, tourism and leisure and soft mobility).

The thinking behind this choice is also based on the fact that even the public use of urban spaces will be able to make the most of the benefits offered by the creation of comprehensive ecosystem services.

Territorial systems for the public use of patrimonial heritage

Stratified topographical contexts refer to sizeable areas of territory which not only include the cultural heritage within these areas but also agricultural areas, historic parts of towns, paths, roads, rivers, woods, etc. If we are to go from the use of individual assets to that of the territorial systems which contain them, it is not sufficient to trace out a safeguarding perimeter: indeed, a veritable project for the cultural, territorial and landscape fruition of the system is necessary. This involves:

- tracing out the perimeter of the area through a study of the environmental, urban, infrastructural and landscape features of the area itself;
- points of access to the area, from major road networks to soft mobility systems (railway, bicycle, etc.);
- the ‘gateways’ to the area should function as transit networks for soft mobility within it, information systems;
- the planning of the area’s road networks, points of visual perception and of points of access to individual examples of heritage within the area;
- enhancing the landscape within the area;
- the devising of services to make the system available to museums and ecomuseums.

The city-countryside pact: an agro-urban and agro-environmental policy for apulian landscape

Mariavaleria Mininni

The city-countryside pact is one of five territorial projects regarding regional landscape which collectively represent the active safeguarding proposals and development prospects put forward by the regional landscape Plan and represent part of an incredible challenge for the future of the apulian landscape.

The pact is based on an agro-urban vision in which agriculture must be able to integrate with the town and its sprawling-widespread nature. According to this view, agriculture is not merely limited to the production of foodstuffs and the safeguarding of the environment. Indeed, it also assumes the role of a living environment which meets the post-rural demand for both countryside and a tamed form of nature.

In this context, thanks to the remuneration which comes from the production and provision of public goods and services through the concepts of multifunctionality (agricultural services which do not concern foodstuffs) and conditionalities (the agro-environmental services provided by agriculture and quality of life), periurban agriculture assumes a key role.

The main objectives of the city-countryside pact within the strategic scenario of Puglia’s Pptr are as follows: to support agriculture in order to combat the consumption of agricultural land by encouraging competitiveness in agriculture and by improving the quality of its agro-urban and agro-environmental services, especially in close proximity to the region’s main metropolitan areas; to enhance rural, historic and cultural heritage in peri-urban areas by considering it to be part of the potential harnessed by peripheral areas and by integrating it into urban activities; to improve urban quality by promoting sustainable urban regeneration with a particular focus on decaying suburbs in order to strengthen and enhance close working relationships with the country; to create a structural strategic vision of planning, on both a local and a larger scale, which is capable of safeguarding periurban agricultural areas by considering them as environmental landscape invariants in future transformations; to create a new form of landscape between the city and the country by developing an agro-urban living environment which preserves agricultural activity and rural society by satisfying new ways of life.

The city-countryside pact in terms of ordinary and sectoral planning

The pact identifies the peripheral area between the city and the country as the place where the negative effects of recent transformations brought about by the modern and post modern city are most telling. These areas are characterised by most of the taxonomies of settlement

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dispersion and by the residual interstitial forms of agricultural areas. At the same time, these are also the most dynamic places where current processes are bursting with vitality and energy.

The components of the pact refer to: urban peripheral morphotypes, 'campagna del ristretto' (a sort of miniature version of productive countryside within the immediate vicinity of the city), multifunctional agricultural parks, Co2 storing forests, coastal landscapes of important naturalistic value and open countryside.

Settlement types are a result of the processes of urbanisation which generated them. These include the suburbs which began to expand in the Seventies due to major developments in public construction, fragmented low density settlements in residential suburban and coastal areas, inhabited countryside and urban countryside. All of these settlement types can be identified by analysing their degree of similarity to the city or the country and a sort of 'proximity project' is developed. That is to say that, once the critical points have been identified improvements are suggested (indicative criteria, guidelines and recommendations) and these allow the objectives of the pact to be reached.

The 'campagna del ristretto' is a strip of agricultural land around the city which enshrouds its peripheral fringes. It reintroduces the concept of the ancient 'ristretti' (small areas of productive land) which used to surround the city walls in medieval times; they formed a sort of crown which was cultivated with vegetable gardens, vineyards and orchards. These areas have since been submerged by new urban developments but the idea is to recreate this concept with a small hybrid strip of land created using materials from the countryside and destined to be used by the city and its citizens.

Therefore, the pact encourages us not to consider peri-urban areas as a place for future urban expansion, but as a new opportunity for urban instrumentation to plan landscape with a view to safeguarding it, enhancing it and developing it.

The multifunctional agricultural park is the subprovincial component of the pact and it stems from the grass-roots proposal for territoriality between the city and the countryside. This territoriality may simply be of a spatial nature, as it happens to be located in an area where urban and agricultural spaces merge, or of a social nature, as it is collectively used by its inhabitants. Agricultural parks with outstanding naturalistic features combine the objectives of the regional city-countryside pact with those in favour of an integrated enhancement of coastal landscapes, with a stronger emphasis on ecological and environmental enhancement.

The Co2 storage park represents the strategy of an agroforestry policy which promotes urban forestation in productive or industrial areas as well as abandoned areas in order to encourage forms of environmental compensation and carbon footprint reduction. The aim of the proposal is to cover the many marginal areas, which are a result of the fragmentation caused by infrastructures

and planning processes, with woodlands.

Negotiation and sharing processes

The Pptr believes that it is important to guide and promote networking among those active throughout the territory, to integrate the different measures of the plan with the creation of momentum giving flywheels and critical mass which can encourage self-learning and produce a sort of chain reaction amongst individuals and groups in the various sectors involved. The drafting of the landscape plan also provided opportunities for innovation and interaction and these processes played a decisive role in the improving the efficacy of the plan. The Psr rural development plan for the region of Puglia is a programmatic tool which boasts significant financial resources and which can have a significant effect on the creation-construction and transformation processes of regional landscape.

Measure 223 Initial afforestation of non-agricultural land, was revised following negotiations between local territory and agricultural authorities with the collaboration of Inea (the National institute for agrarian economy), a research authority which provides technical support for regional policies within the Pac (Common agricultural policy). The aim of this measure is to promote a new idea of forestation with a view to promoting biodiversity in order to clean up polluted sites and contribute to the mitigation of climate change induced by pollution which is caused by the emission of greenhouse gases.

This type of forestation does not just plant conifers but actually relaunches the expansion of woodland cover in order to enhance the territory's landscape.

How can urban quality be improved in times of crisis?

The city-countryside pact promotes a strategy for urban quality and sustainability which can even be put in motion in times of crisis when the resources available for public parks and new urban facilities are increasingly scarce. Indeed, agriculture has the potential to develop implicit projects which have not yet been elaborated. If the city and the countryside concentrated on common objectives rather than on differences, better results would be obtained.

In conclusion, we can say that landscape is more often than not etero-directed. Two matters demonstrate the self-evident nature of this claim: the first is that there are people who are not agriculturalists but who are very important for agriculture, the second is that banning construction is crucial for landscape planning and the planning vision of invariants is an opportunity which must be seized. Therefore, periurban agricultural areas already represent a plan and a resource if they are not nullified by new forms of urbanisation.

In a reflective manner, the pact has attempted to understand to what extent these claims are plausible.

The Strategic environmental assessment of the Pptr as an experimental process integrated into the making of the plan

Matelda Reho, Anna Marson, Mariarosa Vittadini

The evaluation process which has accompanied the making of the plan has not been taken just as a bureaucratic obligation, due to EU directive 2001/42 and following national laws, but as an opportunity to foster other plans and programs, as well as more people, towards a more advanced landscape consciousness.

Writing a good landscape plan is hardly sufficient to produce a better landscape, if it is not able to intercept and transform other policies towards common action.

Therefore we have used the diverse evaluation phases for a structured discussion with the group of people in charge of designing the plan to: support the definition of the plan's alternatives; intercept and negotiate with other regional policies which are significant for landscape maintenance/transformation (starting from agricultural policies); refine characters of landscape units thanks to quantitative indicators; propose a set of indicators for the future monitoring of the plan in its implementation stage. An important aspect of this process can be seen in the relationships between integrated evaluation, that is to say, the potential integration of landscape criteria into the landscape transforming actions implemented by those involved, primarily the Region of Puglia, with the more usual Sea procedures.

The sea has been used as a way to get in contact not only with environmental 'authorities' (although quite numerous: 104 those consulted), but also with many other stakeholders, starting from environmental associations, trade unions etc., giving them the power to discuss the plan's contents.

In order to permeate other plans and programs with landscape criteria the issue has been brought to the attention of both the regional Nvvip, a formal public investment evaluation group set up by the central government, and the sea regional office.

Through the latter, particularly, it has been possible to interact with other plans and programs using their respective sea processes.

The landscape component within the sea process

The schools of thought which have tackled the complex matter of landscape over the years have had to contend with the problem of defining its essence, its components, its values and its safeguarding.

This has been done following approaches which have at times highlighted different aspects (aesthetic-visual, cultural-historic, anthropological, naturalistic) and which are often characterised by a lack of clear reciprocal boundaries regarding both objective and subjective aspects.

The problem of landscape quality assessment has only

recently assumed particular relevance and cogency. This is also a result of the introduction of environmental assessment in plans and programmes through EU directive 2001/42. In complete accordance with European guidelines the sea process rediscovers the multidisciplinary and multiscale nature of the matter. Therefore, as is the case for the other environmental components, for the 'landscape' component too, it will be necessary to formulate a system of indicators which are capable of synthesising its different aspects and characteristics on different scales (state, trends, critical situations), of foreseeing transformations and evaluating their implications and of systematically monitoring these effects in order to understand the need for any further action.

Whilst other countries have already been moving in this direction, the development of indicators which are capable of measuring landscape quality in Italy has received very little attention until recent times. This can, without doubt, be put down to the complex nature of the matter but it can also be explained by a lack of closer theoretical examination and by the limited availability of analytical and research tools.

When breaking the various critical environmental situations down into matrices the sea processes which have been carried out to date have always neglected the 'landscape' matrix. In so doing, they have neither taken critical landscape situations nor the effect the plan in question would have on them into consideration.

This matter has been given particular attention in the sea of the territorial landscape Plan for the Region of Puglia (Pptr) which has gone as far as to put forward an articulated series of indicators which refer to the landscape matrix.

Landscape indicators

In order to measure the transformation of landscape eight brand new indicators have been chosen and 'developed'. These have been devised by considering the problems regarding the availability of data and its use and by examining the more advanced experiences in this field which can be found in the other previously mentioned European contexts. The choice of these indicators has been based on their pertinence to the characteristics of the Apulian landscape, their ability to monitor the dynamics which have been recognised as significant, both in environmental reports and in Pptr studies, for each of the 11 landscape zones identified, and on future updating. The indicators which are listed below are all of a quantitative nature, that is to say that they use data which is as objective as possible in order to measure the different aspects of landscape considered: agrolandscape mosaic diversity; landscape fragmentation; the proliferation of buildings in extraurban areas and 'consumption' due to new areas of urbanisation; agroforestry land use dynamics; experience of rural landscape; artificialisation of rural landscape; density of heritage sites in extra-urban areas.

During the drafting of the Pptr and the assessment pro-

cess it was possible to obtain evaluations and relative planning guidelines for the majority of these indicators. These concerned the potential methods for the integration of landscape components into the various plans and programmes on a regional and local level and the future monitoring of the territorial landscape plan.

The regulatory system of Puglia's landscape plan from the limitations of the former Ptt to the new concept of planning laid out in the landscape Code

Giovanna Iacovone

The regulatory system of the landscape plan for the region of Puglia is broken down into quality objectives and the operational guidelines which make it possible to achieve them.

The distinguishing feature lies in the decision to identify and apply behavioural rules not only in the technical norms of implementation but also in the 'landscape zone files' (document 5 in the Pptr framework). These files contain both a historic-observational component as well as a strategic-planning one containing the relative rules governing reproducibility which are coherent with the rules of implementation and quality objectives therein. This is acknowledged in the technical norms of implementation (see art. 37 and 38).

In particular, having identified and interpreted the identitarian features of all of the territory within the region, the apulian landscape plan uses the rules of implementation to identify rules of transformation in order to preserve, enhance and reproduce the resources which have been identified.

This methodology is in keeping with the requirements specified by national legislature in art. 135 of the Landscape code.

As a result of the integration of the regulatory content of the zone files with the discipline referred to in the technical norms of implementation, the role which is generally played by the Nta is combined with the strategic dynamic structure of the plan.

We are therefore, dealing with an innovative regulatory corpus which results in the evolution from a restrictive-normative tradition, which derives from the statutory nature of the plan itself, to a complex dynamic planning vision.

Institutional negotiation and participation: the juridical tools of the apulian plan

The plan is a mandatory frame of reference for territorial transformations and the territory itself is also the object of other planning tools. In keeping with the regulatory system, its legitimisation essentially stems from the choice of the method which involves institutional negotiation and the participation of those affected. This process does not only refer to the drafting and approval phases of the plan, as specified in art. 144 of the Code, but especially to the activities relating to its implementation and management.

The result is a system which is founded on the exchange of information and research findings together with the activation of processes of consultation and negotiation

between all those involved.

All this is done whilst keeping the integration and complex nature of the landscape plan in mind.

All the instances in which public and private interests converge are regulated by technical rules. These considerations are made in order to guarantee a balance between the different needs of all those involved in the planning process as well as the integration of public and private activities and resources.

These connecting modules can essentially be traced back to institutions of social participation, institutions of governance and integrated consensual forms of planning and management.

The need for legal instruments for the coordination of landscape interests and other sectoral public interests, in accordance with art. 145, par. 2 of the code, has also led to the identification and regulation of co-planning. This is interpreted as a form of cooperation and negotiation between those involved in urban, territorial and sectoral planning and scheduling activities which have implications for the safeguarding and enhancement of apulian landscapes.

When formalised in the relative procedure, the provision of this method also allows for the implementation of the rule which expresses the need for ministerial participation in the compliance and adjustment procedures regarding the urban tools provided for in landscape planning (in accordance with the 5th paragraph of art. 145 of the code). Furthermore, this method allows us to make use of the information gathered by local authorities through a collaborative approach and not simply because this has been imposed by regulations.

In fact, the juridical tool of co-planning appears to be functional and coherent with an institutional solution which does not simply guarantee a cut and dried obligation to adopt and comply with the provisions within the landscape plan, but also implies a conscious and responsible configuration.

For that matter, such an interpretation appears to be in keeping with the logic which convinced national legislature to guarantee methods promoting negotiation and participation right from the approval process. In this way, these methods are suitable for legitimising the discipline dictated by the plan which is the result of non-unilateral choices.

This legislative stipulation has been fully accepted by regional by-law no. 20 of 2009.

We are therefore, dealing with a completely innovative planning model in terms of the methods used and its content. Indeed, all that remains of the old landscape plan is the name.

The safeguarding system and the specification of restrictions

Another innovative aspect of the regulatory system can be identified in the discipline regarding the protection of landscape assets and the safeguarding of the so-called 'further examples' of landscape contexts. The latter

differ from the former in some ways but both express identitarian values which are relevant in terms of landscape and therefore deserve to be the object of safeguarding and utilisation measures. By identifying further contexts, which are the fruit of the added autonomous power recognised by the code, the region of Puglia has also identified the vehicle which allows us to begin to contemplate a higher level of care for landscape and its multifaceted nature.

The safeguarding system is based on a discipline which is not limited to imposing land-use restrictions. Indeed, it also involves other matters, including those of a normative nature, which regard safeguarding and enhancement and which even involve profiles of territory management. With reference to landscape assets, which have been completely redefined, the content of the technical norms satisfies the requirement expressed by national legislature in art. 143, letters b and c of the Code. This regards the joint definition of the specific limitations concerning use and safeguarding. This process takes the category the asset belongs to into consideration. This category must contain the specific disciplinary provisions regarding use and transformability which will be included in any possible new restrictions, in accordance with art. 140, par. 2, or those which were already part of the pre-existing restrictions of the plan but which have since been fully specified, in accordance with art. 141 b. In other words, as part of an organisational safeguarding framework, the region of Puglia intends to use the laws governing the use of structures and components within areas which are subjected to landscape restrictions to express the organic values of the assets considered with reference to the category they belong to. The aim is to allow for the coherent harmonious introduction of the specific discipline provided for in art. 140, par. 2 of the Code regarding individual restrictions. In accordance with the same disposition this discipline must be adopted by the landscape plan and constitute an 'integral part' of it.

Collaboration between the state and the region

Given that both state and region are involved in landscape planning, interaction patterns between the two are of a particularly complex nature.

Among the forms of collaboration provided for in art. 143 of the code, which can either be limited to landscape assets or extended to the joint drafting of the entire plan, the region of Puglia has chosen the latter, that is to say the co-planning of the entire territory and of all aspects which involve 'caring for' landscape.

The regulatory framework is of an incomplete nature. This is also the case when it comes to the distribution of ministerial competences and could be the result of a 'forced' notion of joint planning rather than an actual willingness to seek out the right ingredients for loyal collaboration. This situation has exposed important organisational pitfalls regarding the ability to reach shared decisions. Indeed, due to a lack of regulation in terms of

centralist involvement there are numerous potential risks on the horizon.

The first matter to take into consideration is the risk of losing the 'exchange' which takes place between the planning of landscape and territory and characterises the apulian plan. This invaluable 'exchange' allows for the strategic orientation of sectoral and urban policies towards the enhancement, improvement and replanning of landscape.

Secondly, there is a potential risk of a communicative breakdown when applying safeguarding principles and of overstating an extremely restrictive policy. Consequently, there is frustration regarding the ability to insert safeguarding and enhancement rules and principles into the local territorial fabric.

Therefore, we could witness a return to the past which would jeopardise the very reasons why national legislature opted for the introduction of a new kind of landscape plan and the Region of Puglia chose to embark on this challenging quest in search of a new landscape planning experience.

A landscape plan which safeguards common goods and promotes a new type of development

Angela Barbanente

The region of Puglia cannot be given just one unequivocal description. This is not only due to the marked variety of its physical, sociocultural and economic landscapes but can also be explained by the similarities and differences which come to the fore when it is compared to southern Italy as a whole. In terms of analyses and policies, the south of Italy continues to oscillate between recognised stereotypical images and more realistic descriptions which are capable of capturing unique features as well as differences.

As is the case with the rest of Italy, including the south, after the second world war Puglia experienced an extremely intense period of modernisation which was accompanied by unprecedented processes of urbanisation and a previously unheard-of exploitation of resources. In an attempt, which proved to be in vain, to bridge the gap between itself and the prosperous northern and central parts of Italy, Puglia pursued economic growth objectives of an exogenous nature. It either powerlessly or complicitly bore witness to the abandonment of a wealth of local knowledge, experience and skills and the consequent standardisation and homogenisation of its material and immaterial cultures.

In the same way, Puglia did not shy away from the rapid modernisation which took place throughout southern Italy in the post-second world war period. When faced with a weakness of cultural and institutional defence mechanisms, this rapid progression largely failed to combine with traditions, institutions and collective mentalities when it came to making decisions regarding land use. Consequently, even when considered from significantly different perspectives (Donolo 1999; Cassano 2004), safeguarding common goods from destruction, neglect, waste and ignorance is perceived as an essential prerequisite for promoting lasting sustainable development.

However Puglia is often seen as a cultured region and loves to distinguish itself from the rest of southern Italy. The exceptionally extensive and accessible nature of its coastal system, its reduced areas of woodlands, which are the result of long-standing competition with the great agrarian systems, together with the intense and extensive nature of the streams of people and goods which have passed through the region in the course of history, have rendered all but useless most of the historiographical illustrations which depict the south of Italy as a group of isolated agricultural areas (Salvemini 1989).

In 2005, the election of Nichi Vendola as head of the regional Council, which had never been governed by the left wing, revealed just how misleading the *reductio ad unum* of the multifaceted realities and dynamics of southern Italy, in particular Puglia, can be.

In Puglia, perhaps more than elsewhere, the exposure of unkept promises and malfunctions brought about by growth without development and by precarious horizons has resulted in an increased awareness of these matters. This, in turn has led the region to investigate the possibility of developing methods which are different from those outlined in the exogenous growth and modernisation models which have long been sought after. A dissociation from the so-called 'emulative paradigm' (Bevilacqua 2000), or rather, from the passive acceptance of the development model adopted by central and northern Italy, certainly seems to be preferable in some cases.

This can be seen from the damage caused both to southern and northern Italy by the combination of a history of poorly used natural resources, specific dominant portrayals of individual and social well-being (Pellizzoni, Osti 2003) and the increasingly unsustainable costs of the 'growth miracles' (Donolo 2007) which have gradually aggravated the nation's fiscal crisis.

Both in closed academic circles and in public debate it is believed that in order to reconsider development from a sustainable perspective the following points must be taken into account: firstly, it is necessary to defend the opinions of those in the south of the country who criticise the limitations brought about by a way of life which is conditioned by the centrality of the north westerly part of the world (Cassano 2003) and secondly, it is indispensable to promote a solid civic culture which is based on the safeguarding of common goods (Cassano 2004).

The regional council, which is headed by Vendola and which came into being in 2005, has a deep bond with this need for change and it fuels the hope that solutions can be found to these problems through regional public policies. Governing a region which includes three areas which have been declared at high risk of environmental crisis means assuming responsibility for the future of the region's territory at a time when the ecological issue is characterised by the limitations of a development which has either been pursued or endured for a considerable period of time.

Some of the factors which have been identified as indicators of 'sluggish growth' in many economic analyses of southern Italy can now be considered as advantages. Indeed, the parts of apulian territory which were not affected by the development of industrial hubs and areas, by authorised and unauthorised urbanisation or by the expansion of intensive agriculture, are now regarded as fascinating landscapes for this very reason. In fact, the distance which separates these areas from the settlement forms which have dominated over the last few decades is what attracts populations who are capable of appreciating the values of these places and high quality of life they have to offer. However, a full widespread local awareness of the important role these values play in enhancing collective well-being and the subsequent need to protect them is still lacking. This means that they run the risk of succumbing to the promise of new job

opportunities offered by multinational companies which are attracted by incentives regarding the energy sector, waste disposal and large scale infrastructures.

Region as a cultural process of particular political importance which aims to raise social awareness of the immense value of apulian landscapes. It also intends to synergetically orient practices regarding the use and transformation of territory, as well as local and regional public policies, towards the safeguarding, valorisation and enhancement of territory.

It represents much more than the mere need to replace an inadequate landscape plan or to comply with new laws on this matter. Indeed, the new plan places the emphasis on the self-sustainable development of apulian territory (Magnaghi 2010) and encourages local inhabitants to recognise the value of their landscape and take care of it in order to promote a new type of development which bears no resemblance to the type which characterised that of the second half of the twentieth century.

When seen from this perspective, the landscape plan neither runs the risk of being perceived as a tool which intends to make a museum piece of territory nor as one which puts tradition before modernisation. As a matter of fact landscape, which according to the European Convention definition involves both territory and environment, is placed at the centre of development policies and not only requires an in-depth innovation of territorial management practices but also necessitates the active involvement of civil society.

The difficulties which hinder the achievement of such objectives must by no means be underestimated.

In southern Italy, where poverty and unemployment tend to justify the rule of the economy over every other value system, it is not easy to argue that if an investment leads to the destruction of a common good such as landscape, the evaluation of the benefits and social costs involved must also take the loss of non-economical values as well as further future opportunities into consideration. Furthermore, in an area where the economic crisis makes even the very short-term circumstances for businesses, families and individuals precarious, it is by no means easy to encourage people to think of development perspectives as something involving long-term intergenerational responsibility.

This is the very reason why the strategic scenario provides such a rich insight into how to create new local economies and productive systems and how to integrate landscape safeguarding policies with the creation of territorial infrastructures. It attempts to reorientate the primary and secondary interests at stake towards the regeneration of buildings, cities and territories, especially coastal areas, not to mention soft mobility, distributed integrated energy production models, the cultural and natural enhancement of inland areas, multifunctional agriculture and new forms of sustainable tourism.

Further difficulties stem from organisational structure and practices. With regard to this matter, the Pptr can make little difference without the constant support of a

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coherent, tenacious, political and administrative activity which is determined to overcome the resistance to change and bureaucratic inertia which are present both inside and outwith the regional system. Here too, the problems stem both from the cognitive sphere and from the much more insidious tension involved in managing power. From this perspective the governance and participation systems which are promoted by the plan are also important. Indeed, opening the decision-making arena forces political and bureaucratic powers to tackle different cognitive frames, approaches and interests.

From this angle, the part of the plan which is aimed at re-establishing safeguarding guarantees through the integration of the planning restrictions system with the regional territorial information system, assumes particular importance. Upon closer examination, this section of the plan also contributes to the social production of landscape. This is because the accessibility and sharing of information systems help to make both interinstitutional interaction and that which occurs between organisations and landscape producers more transparent. This process also helps to promote lawful governance of territory, to reinforce citizens' faith in institutions and to develop the idea that the civic virtues which have been mentioned numerous times in this paper serve as crucial building blocks for the safeguarding of common goods.

Puglia's Pptr: a mediterranean fusion of utopia and pragmatism

Massimo Quaini

Although I believe in the figure of the 'applied geographer', I have to say that when it comes to landscape and territorial planning I have always nurtured an interest which is more political and cultural than professional. This brings me to consider the cultural contextualisation and the institutional framework of the Pptr rather than the particular details of the plan itself.

The first consideration to be made revolves around the cultural and political context of a highly innovative plan. Its avant-garde nature is undoubtedly due to the fact that, over recent years, the region of Puglia has come to represent a sort of important research laboratory, both in our country and throughout the Mediterranean. The region's political class, which has been more capable of modernizing itself than other regions, is to thank for this. This political modernisation, in turn, refers to deeper rooted cultural grounds and motivations which can help us to understand the innovative characteristics of the Pptr if we express them clearly.

I believe that the first cultural motivation could consist in the sense of pride which is associated with belonging to a regional mediterranean culture. Under no circumstances should this regional culture have to step aside to make space for the dominant models of modernisation, on the contrary, it proves extremely useful. Indeed, this is a necessary response to the failure of dominating models which can clearly be seen through the frequent occurrence of economic and financial crises. This concept is expressed in *The great plunder*: one of Piero Bevilacqua's recent works in which he discusses the human and territorial desertification caused by these models in an increasingly overcrowded world. This sense of belonging can be seen in the principles of and is fuelled by the spirit of the so-called 'meridian thought'. This is increasingly destined to constitute the Cultural map of a mediterranean region (broadly speaking) which is no longer inferior to the territorial and landscape models of the north. In my opinion, the Pptr and its success are the best demonstration of this.

We are probably not fully aware of the fact that over recent years we have been witnessing a silent revolution of re-evaluation processes, some more implicit than others, regarding mediterranean territorial and rural cultures. Until recently these were all too often considered to be out-dated. However, nowadays they are increasingly leading us to an understanding not only of the centrality of marginal activities, but also of the 'backwardness paradox'; that is the tendency to consider territories which have, at least in part, managed to resist the call of globalising modernisation as a cultural advantage. Nowadays, this is measured in terms of territorial heritage and cultural resources which can be set in motion in order to create new, more efficient models

of sustainable development.

Only in this framework can we understand the significance of a plan which, from the very outset, has firmly declared its primary function to be cultural and, I am tempted to say, educational: “a plan is first and foremost a cultural event. This is because the transformations it prompts are not only measured through its technical and regulatory cogency, but also through its ability to transform the cultures of the actors who produce territory and landscape on a daily basis”.

In other words, by putting itself “in the middle of its own self-reform based on the development of a new meridian approach to good territorial governance”, the Region was left with no other choice than to find its own way. That is to say, an ‘Apulian approach to planning’ based on the complete and explicit awareness that “Puglia cannot simply be treated as a region which is not yet sufficiently well-planned and whose only option is to imitate and strive to reach the level of other models” which are typically found in northern Italy and in northern Europe. This approach has neither involved trying to please folkloric provincialisms and localisms nor cases of ‘public and private lawless unauthorised building’: on the contrary, it took these factors into serious consideration in order to promote the right strategies based on a vast campaign to raise awareness regarding the unique and mobilising features of territorial heritage, local expertise and the democratic management of local resources. These campaigns are of crucial importance if we are to return to the social production of territory and landscape. Indeed, this is how it used to be and if we look at the evidence collected over the last two centuries in Italy, we can see that this was the case throughout the country, (that is before the di-vide, regarding this matter, between north and south): all too often we forget about this evidence.

Indeed, it is because of this approach that Puglia’s Pptr not only serves as an original pertinent solution in terms of regional peculiarities, but the invaluable experience gained can also be generalised and used as a method in different contexts (starting with the importance of the team’s composition and the decisive presence of historians and archaeologists).

So, which characteristics should be adopted if we are to respect the different ‘regional approaches to planning’, the different interpretations of the European Convention and landscape Code and consequently the relationship between landscape planning and territorial planning?

Regarding this matter, I feel that the solution here proposed would be capable of amalgamating the environmental, territorial and landscape issues which, as Salvatore Settis never tires of saying, constitute the most important precondition to the efficacy of regional planning and its correct application. Indeed, the Pptr model is not valued as much for its technical and regulatory cogency as it is for its methodology and ability to create closer and more efficient ties between the following two principle phases: the social production of the plan, in this case we

are referring to the two years it took to develop it, and the social production of landscape which refers to its realization phase. In order to favour the reliability of the entire process a host of resources, which are not normally found in landscape and territorial planning, were deployed.

The first and most important of these resources lies in the territorialist and local approach to planning. The key is to “assume the centrality of territorial heritage ... and to employ social landscape production methods” which are not set apart from enhancement practices. The concept of landscape which is in keeping with the European Convention and the new landscape Code stems from this vision of territory as heritage. Landscape cannot be designed arbitrarily like a garden but is the fruit of the complex nature of activities which contribute to the production of territory. A multitude of social, economic and cultural factors are involved and the plan must be able to harness them, to increase ‘place consciousness’ and to guide us towards the assumption that landscape is a common good (Magnaghi).

From an institutional point of view, this assumption was already accomplished in the drafting stage of the Plan by implementing ‘a complex instrumentation of governance and participation’. Without this the “strategic hypothesis of passing from a restrictive notion of the plan to one focused on social planning, towards the self-enhancement of territorial and landscape assets as a common good” would not be possible. The approach envisages the activation and mobilisation of local societies in order to bring patrimonial descriptions, matters, critical situations and projects out of their natural settings. We are not dealing with vague experiences of participation but of concrete co-planning processes which not only have to deal with various local problems and different landscape zones but also have to contend with the transversal issues which cut across various zones: community maps promoted by ecomuseums to encourage the social self-representation of the landscape’s heritage values, ecological corridors and naturalistic and rural values, river agreements, park plans, multifunctional agricultural parks, etc.

It is from this ‘bumper harvest’, which I feel could be described as ‘miraculous’ given that such a complex task was completed in just two years, that we can hope to efficiently launch the decisive realisation-management phase of the plan. In the perfect continuity that exists between the two phases, in the sense that the work carried out in the first phase can never be considered concluded: landscape and territory have to be continuously monitored by special observatories which were created during the drafting of the plan. Therefore, the passage from the production of the plan to the social production of landscape as standard practice in territorial management means making the tools which were experimented with and tested in the production phase of the plan permanent. Participation tools like the Area conferences, the permanent promotion of community maps,

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the institutionalisation of the interactive website as well as governance tools like agricultural parks, river agreements and ecomuseums which enrich the more traditional co-planning tools: local territorial programmes and pacts, integrated landscape projects and various award schemes such as quality seals and awards, benefits and incentives. “Most of these tools can be summed up in the Regional observatory for landscape quality and in the network of local observatories which are asked to promote culture, monitor and update data and promote participative structures at a local level. These functions both gather information and make proposals for the conservation, fruition and enhancement of the region’s landscape heritage and cultural assets”.

The more revolutionary nature of a plan emerges from this information-gathering and institutional experimentation. By feeding off the concrete utopia of encompassing landscape, territory and environment, the plan seems to have kept part of the ‘principle of hope’, to quote the philosophy of Ernst Bloch, which was typical of the ‘book of dreams’ in the heroic age of planning. However, it does so with the awareness that this does not mean that the plan should be an aesthetically pleasing ‘map’ which, from the very outset, abstracts itself from its material constitution and from common practices regarding the production of territory as well as the frequently distorted valorization of landscape heritage and environmental resources.

In other words, if the Pptr effectively wants to act as the regional charter for places and cultural identities, recognised and put into practice in everyday life, in the ordinary production of territory as a living environment for its inhabitants, it must be able to come to fruition within the very core of the regional community and of its institutional and social fabric. It must do so by using a network of operative local facilities which are able to guarantee the continuous circulation of requirements, values and projects among the various territorial, social and political levels.

Pptr Puglia, feature in *Urbanistica*. A problematic debate

Roberto Gambino

These words are intended to contribute to the critical debate of experiences regarding the implementation of the European landscape convention (Elc) with particular regard to the situation which has developed in Italy in the wake of the 2004 Code. In this study, the comparison will be limited to that of three landscape plans: one for Sardinia, one for Piedmont and one for Puglia. Although they are characterised by many differences, they also share several basic standpoints, one of which being the fact that they all see landscape as a common good which must be safeguarded in its entirety.

The first critical point regards the role attributed to the landscape plan in comparison with other territorial plans and programmes. In Puglia the Plan also subsumes a territorial-planning value. In this way it differs from the Sardinian and Piedmontese Plans which are both steered towards the configuration of a landscape plan as a relatively autonomous tool which is not connected with the governance process. It is important to note that this choice does not in itself represent a refusal to acknowledge (as stipulated in the code in complete coherence with the constitutional law in art. 9) the ‘primatial’ nature of landscape planning to which every other form of planning must take second place.

A second consideration regards the relationship between ‘assets’ and territory. In all three of the above-mentioned examples there has been an attempt to pursue the effort to ‘territorialise’ landscape policies and this has been partially confirmed by the Code implemented by the Elc. This can be seen both in terms of the central role attributed to planning as a territorial governance practice and above all through the introduction of ‘landscape zones’. In all of the three cases mentioned regulatory innovation pivots on the landscape zones. Their identification is based on holistic multidisciplinary syntheses and presents significant analogies despite some differences (for instance regarding the spatial dimension which means that 76 have been identified in Piedmont and only 11 in Puglia). The subdivision of the zones into ‘territorial figures’ or into ‘very small units of landscape’ can be seen in Piedmont and in Puglia in a rather similar manner and leaves space for the discipline of subdividing landscape by its ‘components’. This area of study joins that of zones and in so doing forms a double regulatory ‘register’ or ‘layer’. In fact, the discipline which subdivides landscape by its ‘components’ is not limited to considering ‘assets’ by creating longer lists of them, but rather, it also considers areas and premises which cannot be traced back to the concept of landscape heritage (such as areas which are in an irreversible state of decay) as components. This is because their regulation is important for the safeguarding of assets throughout the territory. With the concept of stratified to-

pographical contexts the apulian experience also seems to move in this direction although it must be said that it does so in different and more complex ways.

A third consideration regards the triangular relationship between structural knowledge, norms and strategies. A certain concordance can be noted regarding some key factors: the role of knowledge which is not merely of a descriptive nature, the need to base it on 'structural interpretations' of territory, the opportunity to organise the public regulation of processes based on a plurality of differentiated operational dispositions depending on those involved and the interests at stake, the need to create scenarios which can be used as a frame of reference where the strategies which are to be pursued can be collocated. The distinction between the structural interpretations (which may include 'invariants' or 'non negotiable' acknowledgements) and the strategies which are to be shared among different individuals and institutions on different levels, is crucial. The apulian plan makes an important contribution to the discussion of this matter as it explicitly introduces a set of tools and procedures for the 'social production of the plan' into the regulatory system. On an international level, debate regarding the above-mentioned thorny questions has led to the identification of some underlying matters which affect both national and regional domains. On the one hand, the close bond which is being created between landscape and the environment rekindles the relationship between contemporary society and nature. Attention is being shifted away from biodiversity towards biocultural diversity which, in turn, is helping to form an increasingly close bond between natural dynamics and economic, cultural and social ones. At the same time, the affirmation of new rights of citizenship and of identitarian values is experiencing a profound and apparently irreversible crisis. This is due to the fact that it has to contend with the increasing tension between universal values and local ones and this prompts trans-scalar approaches and new institutional reference-points.