

Abstracts

Major infrastructure projects and consensus building, *Paola Pucci* (p. 9)

One central issue for the feasibility of major infrastructures in Italy concerns innovation in consultation procedures which at present are ineffective in guaranteeing the quality, fairness and feasibility of the work. The search for structured consultation procedures that are repeatable, flexible and able to offer transparency and right of access to the different parties involved at the stage when projects are being defined, must be interpreted not only as a 'solution' for building consensus around an infrastructure project and for reducing conflicts, but also as an opportunity for improving the quality of the infrastructure project itself. The need to rethink institutional consultation procedures results from consideration of the utility of institutionalising – i.e. to consolidate them within routine governance processes and to raise them to a further level of broadly shared cultural values and standards - forms of public debate on infrastructure projects that are being planned which must be regulated to guarantee their legitimation and transparency and the participation of the parties involved. The monograph section gives a review of the ways in which the institutionalisation of procedures for planning major infrastructure projects has been addressed in other European countries, highlighting the advantages and limits of these procedures when tested against the results.

France: major infrastructure projects seeking legitimisation, *Véronique Catherin-Gamon* (p. 16)

The conflicts connected with the implementation of transport infrastructures which have characterised major projects in France can be attributed both to the structural evolution of society with the rise of 'post-materialist' values and the gap between procedures for managing major projects by the Administration de l'Équipement and the aspirations of society in the 1980s and 1990s. The disputes in France regarded firstly the procedures with which the Administration de l'Équipement supervised the planning and implementation of major public works and secondly the legislative framework. The legislative reforms which commenced in the 1990s innovated the procedures for organising and promoting transparent and democratic public debate around the implementation of public works.

The paper not only highlights the innovative aspects, but also the elements in the procedural innovations introduced that have not been completely solved, attributable to the high degree to which the cases have been institutionalised, which has not prevented 'public disputes' which continue as a form of unorganised dispute, outside any administrative framework, which can be explained with the crisis of the legitimacy of public action on infrastructure projects.

Organising infrastructure: building infrastructure projects in the Netherlands, *Mendel Giezen* (p. 21)

The paper, which reconstructs the evolution of infrastructure planning in Holland, offers a view of the transformations that have taken place in the legislative and financial context for projects, with a particular focus on the consultation procedures followed to guarantee the feasibility of programmed infrastructures. The reference to transformations in the institutional framework for infrastructure planning allows both the procedures and the stages when consultation processes required by law come into operation to be described. In effect, even if the decision-making process has been simplified in recent years, procedures such as consultation and environmental impact committees still constitute essential parts of the procedures in the implementation of an infrastructure project as do the procedures for defining compensation measures. Finally, the paper also gives an assessment of the effect and usefulness of consultations and compensation procedures with respect to improving the quality of infrastructure projects in Holland.

The transformations of a contested project: the Madrid-Segovia-Valladolid high-speed line, *Juan Luis de las Rivas Sanz & Luis Santos y Ganges* (p. 32)

The paper reconstructs the evolution of the high-speed rail project on the Madrid-Segovia-Valladolid line and the problems of setting it in the local context (the regions of Madrid and Castilla y León). The case is particularly significant, in the institutional Spanish context, for exploring how relationships are dealt with between major infrastructures and local communities in terms of consensus building. In effect, the strong conflicts which have accompanied the project originated above all in the confrontation between

central government and the governments of autonomous communities and also between different local governments over specific solutions concerning the route. The conflict with communities and local companies was, on the other hand, relatively contained. The lengthening of the planning period during which a number of alternative routes were considered seems to be attributable to 'political opportunism', which it is claimed induced central government to delay the procedures for the definition, approval and implementation of the project in order to give priority to other projects.

Decision-making paralysis or policy innovation? The Turin-Lyon and Valsusa railway line, *Andrea Debernardi* (p. 41)

The high-speed rail affair in the Valle di Susa is emblematic of the conflict surrounding major infrastructure projects in Italy. The paper, which reconstructs the contestation of the project, offers a few considerations concerning the role played by the 'Observatory' set up by the Prime Minister's Office in 2006 in proposing an alternative form of consensus building. This involved recognition and discussions with the different 'spirits' of the 'No high-speed' movement, as a condition for the reconstruction of a way forward based on consultation. It was designed to change not so much the relationship between general strategies and local interests within a predetermined political framework as the methods of the social, political and media construction of the conception of what is in the public interest. Numerous uncertainties still persist over future developments: the optimism of enthusiasm places the emphasis on the possible outcomes of the process, even if they are to a large extent uncertain, while the pessimism of logical reason suggests caution with lengthy processes before a genuine solution to the problem is reached.

Community voices. Emerging phenomena, forms of organisation and methods of debate, *Carolina Pacchi* (p. 49)

The paper highlights the possibilities and limits of grass roots action by committees and other forms of self-organisation of civil society at local level in situations of conflict due to the siting of infrastructure projects. It traces a profile of the forms of direct mobilisation which can be attributed, at international level, to two families of possible strategies: strongly institutionalised strategies on the one hand (the French *Commission Nationale du Débat Public*, the Tuscan Regional law which is based on it) and specially formulated strategies for specific decision-making processes for which the tradition of United States type consensus building is perhaps the most influential. The limits and possibilities of each of these families have only been partly studied and knowledge of them is only partial, while there seems to be less frequent pursuit today of forms of dialogue and interaction in which some officially accepted principles may be accompanied by a relative openness to the priorities of the issues to be dealt with, to the sources of technical and scientific knowledge to activate and to the actors to be involved. To move further in this direction of work would lead to the construction of paths specific to each project, with a greater degree of transparency and legitimation.

The construction of the environmental report for the revision of the 'Territorial Co-ordination Plan' of the Valle del Lambro regional park, in Lombardy, *Pier Luigi Paolillo* (p. 53)

The environmental report, prepared to assess the sustainability of the decisions made for the new 'Territorial Plan' for the Lombard Valle del Lambro regional park, is based on a panel of objectives and interpretative hypotheses supported by a new innovative operating protocol which gave rise to an analytical procedure on the basis of which priorities for intervention were identified and judgments on the environmental sustainability of the decisions were made. The objectives are to obtain judgements on land use phenomena, on the quality of the atmospheric and hydrological environment, on hydrological and anthropic risks and on the structure of the landscape. The interpretative hypotheses are based on the consideration of the land as a 'complex system' (Borachia and Paolillo, 1993) where interdependencies must be explored between multi-dimensional components of the environment: this consists of an awareness which is the basis for the use of multi-variable analysis as an inductive method of statistical inference used to select local areas that are homogeneous in terms of environmental problems.

The recovery of barracks: conservation of cultural heritage and a resource for society, *Francesca Turri, Viola Cappelletti, Emanuele Zamperini* (p. 72)

The study of Italy's military heritage is of great importance – a heterogeneous set of areas and properties distributed throughout the nation – in consideration of the process of abandonment currently in progress, in order to insert it in a new functional system which respects the value of the buildings and is consistent with local and community objectives. Barracks built between the Unification of Italy (1861) and the Second World War (1945) constitute the subject matter of the study: they show high construction quality and serial characteristics with regard to the morphology, plan layout, structural conception and building technologies. The formal dignity and state of conservation of the buildings, the dimension of the free areas and the favourable positioning in urban contexts – often on the edge of city centres and on main transport routes – offer functional, economic and strategic opportunities. That is why a rational process of conversion must be defined which exploits the specific features of each individual barracks as part of the redevelopment of urban centres and communities, thanks to a 'meta-planning' approach and to the opportunities provided by new urban planning instruments.

Limits and prospects for local action, *Marco Cremaschi* (p. 85)

This collection of essays regards thinking expressed at an international convention which took place in Rome in 2007. The questions addressed concern two very closely connected aspects: the centrality of the urban and community dimension in giving shape to social inequalities which Donzelot called quite simply the new urban question; and the limits, the difficulties and the equivocations of public action, hemmed in between old paradigms, new challenges and the narrow

door of the local approach. The convention discussed the acquisitions of a season of experimentation of integrated local programmes and showed their serious limitations which are not only practical. It also posed questions through a comparison with France over the model of political action which is unfolding in this rapid transition from the traditional welfare state to neo-liberal reconstruction (and beyond). The interventions which follow focus on various issues: the limits of local action; an interest in new community morphologies of social inequalities; and finally proposals for reorganising these suggestions into a consistent field which defines a new urban question.

Social neo-liberalism, *Jacques Donzelot* (p. 89)

The author recognises a new pattern in the combination of urban policies consisting of neoliberalist principles and the results of local resistance by society and institutions. A new urban question is arising from the operational conditions of global capitalism and at the same time public policies are undergoing profound reorientation, but they are not disappearing and they are succeeding in effecting a shift in the field of the principles of competition. Put briefly, they are producing a sort of 'inflection', a social accent of liberalism. The social question of the 20th Century was characterised by social conflict, conflict which is distinguished by opposition from below upwards. The logic today is that of separation and it is leading the rich to distance themselves from the poor, from the different social and ethnic groups and to retreat to protect themselves and conserve their economic expectations and cultural values. To conclude, the classic social policies, drawn up in the welfare state, place the accent on collective mobilisation and on the conquests that they produce. Neoliberal social policies differ above all in the relationship between the individual and society: the notion of citizenship changes in this transformation.

A new social question? A few questions on the territorialisation of policies, *Ota de Leonardis* (p. 93)

This paper addresses two fields of observation that are quite different from each other. In the first, the spatial metaphor of a network emphasises the horizontal dimension: according to Castells, spatialisation is in some ways the basic constituent of the network society. Spatialisation highlights those features which are expressed in extreme images of segregation, which include the multiplication of the 'wall' prototype. The second field of observation consists of territorialised policies and the territories that they form. Although very far apart, what the fields have in common is the reference to space and in particular to space as a device for government. Put briefly, the territorialisation of policies must be investigated with account taken of the spatialisation – and of territory as a technology of power – which accompanies the formation of the network society.

Social question, urban question: inside and outside neighbourhoods in crisis, *Antonio Tosi* (p. 99)

There is an excess of complacency over the neighbourhood and space in general in the construction of policy categories. These categories are only apparently reassuring, while they

maintain all their traditional ambiguities. The ready acceptance of an integrated and local model of neighbourhood policies appears suspect in a disciplinary context where the explanatory power of the spatial variable has always been overestimated. However, the 'out-of-place' introduce problems from which part of the 'normally' poor population suffers to a certain extent: the most difficult and 'extreme' hardship – exemplified by the homeless and illegal settlements – is not only not insignificant, but above all it throws light on the current nature of hardship and on the factors and difficulties of social policies. This explains the disconcerting phase of inauspicious government initiatives: not only are policies that are uncaring becoming generalised, but they are also making lack of care a choice which creates exclusion and abandonment.

Urban policy in France: an ambiguous policy, *Jacques de Maillard* (p. 104)

The ambiguous nature of neighbourhood intervention (ambiguously termed, as might be expected, *politique de la ville* in France), which moreover is 25 years old, contrasts with the idea of a new and experimental policy, when in fact it is polyform and paradoxical, characterised by discordant if not opposing principles and practices. More concretely, the policies manifest as a set of variously co-ordinated devices for managing territorialised insecurity, revealing precisely the continuities and breaks with the past and these include the ways in which public action is changing and evolving. Despite the institutionalisation and non negligible transformations that have occurred in recent years, it remains a secondary policy. As often occurs, the policy changes are not as clear-cut as they seem at first sight: the characteristics of the old model (contractualisation, the importance of co-ordination between municipalities, a global approach) are mixed with the new in a hybrid philosophy.

Not just local. Reflections on neighbourhood policies in Italy, *Massimo Bricocoli* (p. 109)

Two key notions began to appear in urban policies (and not just Italian urban policies) with the issues of public neighbourhoods and the 'neighbourhood pacts': these were the local interpretation of public action and the encouragement of forms of community action. Undiscriminating acceptance of the virtuous nature of these two references may be put into question thanks to two factors specific to the Italian situation: the unceasing propensity to over estimate the physical side of redevelopment intervention and the enthusiasm for the particularist virtues of the contexts even when general considerations and collective responsibilities would seem appropriate.

Social ties and metropolitan space-time, *Simone Ombuen* (p. 114)

The paper discusses the position of the problem of peripheral urban areas with respect to general categories of community life in the current organisation of metropolitan areas. It

looks particularly at the need to give priority to the construction of citizenship and social cohesion over the physical dimension. However, at the same time it points to the absence of political action able to properly address conflicts and in general to the absence of politics from planning decisions in society.

After neo-liberalism: which policies?, *Marco Cremaschi* (p. 118)

This review considers lines of thought followed in different areas of research and seeks to offer a framework for interpretation of change and innovation in public urban and regional policies. Innovative traits are seen firstly in the specifics which have formed and constitute political neoliberalism and more particularly in those characteristics which have made it a process which not only destroys welfare state institutions and policies, but which also constructs new ones. The outcomes of the hybridisation between new and old institutions and between new and old actors, the social inflection which Donzelot speaks of are also innovative. And finally, so are the reviving, or potential, possibilities of states and actors operating in a (new?) public sphere for manoeuvre. Some indications for indicatively going beyond the neoliberal model are taken from three lines of research: the reconstruction of liberal policies in Italy, thinking on social investment and the experimentation of partnerships.

Milan, Forum Expo 2015, edited by *Valeria Erba* (pp. 123-138)

This first contribution by academic staff at the Diap opens a forum on the assignment of Expo 2015 to the City of Milan with the objective of bringing together points of view that are able to make indicative proposals for the complex machinery set in motion in recent months to plan the event. The contributions in this edition underline the opportunities that the event can offer to complete and accelerate programmes already in progress provided that the economic commitment made for over ambitious programmes is properly evaluated (Oliva), provided the demands of the community and the environment are recognised (Ferraresi, Rolando) and provided genuinely sustainable planning criteria are employed which also project into the future beyond the event (Erba, Morandi, Di Vita). The contribution by Ferraresi on the fundamental role of food and of the environmental cycles of the new agriculture (endogenously rich, of high local and ecological quality) and the essay by Di Vita which analyses the strengths and weaknesses of other recent major events (Lisbon, Saragossa, Turin) are particularly detailed and they offer proposals.

Milan towards Expo 2015, *Stefano Di Vita* (p. 139)

On 31st March 2008, the City of Milan was selected for the 2015 Universal Exposition on the basis of a candidature dossier which illustrates ambitious projects which have the declared intention of making the regional Lombard capital a model of sustainable development, with a particular focus on the environment. The essay therefore seeks to examine development programmes for the Italian metropolis produced in view of the Expo, in order to underline not only its virtu-

ous intentions, but also some of its contradictions with particular attention paid to potential environmental and social side-effects. It is a careful analysis, performed by considering a series of sub-issues with constant reference made to the experiences of some European cities that have recently hosted this major event in order to offer ideas for possible alternatives.

Public policies and public-private sector networking to improve urban commerce, *Corinna Morandi* (p. 152)

Commerce plays a social protection role and can give quality to a city and a community or subtract from it and attribute meaning and character to places or render them banal in a standardised landscape. Intervention to improve shops and businesses open to the public can support more general urban regeneration processes and may be implemented through public policies. One interesting case for reference is that of the Business Improvement Districts (BID), which include that of Paddington in London. The Region of Lombardy has recently organised a competition for funding for projects which improve commercial activities and public establishments in geographical areas identified as business districts (urban or more regional). The organiser of the project which involves businesses and the local context they are set in is the municipality, which, however, is obliged to apply in partnership with at least that association which represents most of the businesses operating in commerce. The mix of commerce, crafts and innovative service industries is a specific trait of the Milan metropolitan area which is described as a possible area in which to activate urban regeneration processes.

Commerce in urban areas and town centre management: simplification of the legislation and the legal principle of subsidiarity, *Antonio Chierichetti* (p. 164)

This study contains brief considerations on some aspects of urban planning and administrative law governing shopping districts with regard to urban areas and town centre management. These questions, which are of particular relevance today, are mentioned with specific regard to the need to simplify legislation and administrative procedures, all with a view to concrete implementation of the fundamental constitutional principle of subsidiarity. The role of regional programming is underlined in this respect when guidelines are laid down for local initiatives for the development of urban commerce, with special attention paid to existing town and city centres as natural shopping centres. The study also highlights the advantages of urban planning regulations which also meet the requirements of town centre management and it refers to the functions, which are mutually convergent in this sense, of both local administrations (municipalities above all) and stakeholders in society and private sector operators in creating and consolidating urban shopping districts.

American downtown pedestrian 'malls': rise, fall, and re-birth, *Dorina Pojani* (p. 173)

The article provides an historical overview of urban plan-

ning practice and theory related to downtown pedestrian zones or 'malls' in the United States from the 1960s to present day taking into account social, economic, and design issues. It also attempts to explain why most pedestrian zones fail in the United States and to outline the strategies that have been employed by cities with successful downtown pedestrian malls. As interest in planning for pedestrians and alternative transportation modes has recently revived in the United States, such study might be particularly valuable.

The matrix of control. The system of mobility in Israel/Palestine, Francesco Chiodelli (p. 181)

The paper analyses the system of road mobility in Israel/Palestine, with particular reference to the case of bypass roads in the West Bank (roads built in the occupied territories to bypass Arab villages, subject to various limitations on use by Palestinians) and to that of the Trans-Israel Highway in Israel (the main motorway in Israel which crosses the country from North to South). The thesis propounded is that this system represents a fundamental part of the 'matrix of control', i.e. that set of mechanisms by which Israel exercises iron military control over the West Bank, while at the same time making the occupation appear to outsiders as a relatively harmless, bureaucratic and administrative phenomenon. This is further evidence to show that planning is far from being a neutral technical discipline, but is always open to politically oriented use.

Interpretative images of Barcelona and Catalonia, Anna Moro (p. 190)

Looking at the transformations that have taken place in the City of Barcelona since the 1980s, this paper focuses on the pictures that have been given of them, running through images attributable to different ideas of the development of the city on an urban and regional scale. Five images are considered: the city as a public space, an idea that accompanied urban transformations in the 1980s; the competitive city – an excluding city, which used methods of intervention in the city consisting of major redevelopment projects and the re-

launch of its image from the 1990s onwards; the dispersion – the non city as an image which denounces a phenomenon that pervades the whole urban region; the city of cities (*ciutat de ciutats*), an image which accompanies recent policies of the Generalitat de Catalunya; finally, the demand for planning as an image under construction which interrogates itself on how to intervene in the geographical areas of the dispersion.

Form and contents of the 'new plan'. The Inu (national institute of urban planning) Congress of Ancona, Laura Pogliani (p. 200)

The Inu discussed the contents, methods and techniques of urban planning (structural and operational planning, urban planning compensation and private-public sector development balance, the environment and energy, joint metropolitan planning) against a background of current issues of local governance and the founding principles of modern urban planning, such as return, competition and community cohesion, the quality of settlements and environmental sustainability. The reasons for performing urban planning today depend to a large extent on the effectiveness of the regulatory processes which direct the joint use of public and private sector funding to improve the well-being of society.

Evidence of innovation? Ideas for thought from the 10th Urban Planning Review of Lombardy, Piergiorgio Vitillo (p. 204)

The 10th Urban Planning Review of Lombardy (April, 2008) organised by the regional section of the National Institute of Urban Planning constituted an opportunity for collective thinking on the complex subject of the usefulness and effectiveness of planning instruments with reference to the reform of regional urban planning laws which have radically changed the legal and operational conditions for urban planning in Italy. Three issues were examined on the basis of case studies: shaping community rights versus shaping ownership rights; the new processes of inter-institutional consultation; experimentation of tender practices.