

Abstracts

The Lombard planning law judged by the plans it has produced, Valeria Erba (p. 8)

It is now four years since the law on planning in Lombardy was passed and it is both necessary and appropriate to begin an examination of the results, to which the academic viewpoint of the polytechnic can make a contribution. Examination and discussion of the results of this law is necessary even if the recent Regional Law No. 5/2009 postponed the deadline for compliance with the new planning rules by municipalities by one year. A few questions were posed to pinpoint possible ambiguities and weak points in the recent Lombard Law to which the planners who prepared the new general plans have answered both directly and by contributing to the debate over the effectiveness of the law. The weaknesses of the law already known (strategic planning document with no explicit structural values, two sectoral compliance plans, no operational co-ordination plan) have not prevented explicit and innovative discussion of the issues central to municipal planning in the cases presented with results of great cultural and critical importance.

Regional Law n. 12/2005 and the reform of national urban planning, Federico Oliva (p. 13)

Urban planning reform is underway through new regional reform laws and small but important partial legislative measures (public social housing and equal distribution). What is lacking, however, is a national law on the «fundamental principles of regional and urban planning», which would not only legally consolidate new regional laws and guard against the legal dangers of a transition period which is too long, but would also represent the necessary reference framework for the policies, plans and programmes of all the institutions with responsibility for planning in a given geographical area. The Lombard Law No. 12/2005 forms no real part of this reform process because of two critical weaknesses: the absence of a structural plan replaced by a strategic plan, the 'DP' (plan document), which is too short time wise to fulfil the function; the absence of an operational plan, replaced by the 'action plans', which, however, do not guarantee the implementation of fundamental functions. Moreover the law does not address the main current malaise, which is the 'metropolitanisation' of the country.

Innovation and strategies in urban planning, Paolo Galuzzi (p. 21)

Two forces were at work in the research activity on municipal plans performed within the 'LabUrb', that of improving the technical aspects and forms of plans and that of the means and strategies adopted to address the problems of cities in the new contemporary dimension. By recognising interconnections and a reciprocal influence between the two lines of research, this contribution concentrates on the second and examines the aspects and conditions of possible improvements within the limits and fields of operations provided by the reformed plan. The commitment on the issues and problems of contemporary cities represents a constant in terms of a certain way of performing planning activity: a reform commitment in the search for more appropriate forms of intervention and for a pragmatic phase of dialogue with public policy-makers.

Planning methods and techniques, Piergiorgio Vitillo (p. 27)

The essay presented highlights some of the methods and techniques that have been tried out in recent urban plans in the regional urban area of Milan (Vigevano, Melzo and Lodi), used as opportunities to consider the sense and the usefulness of planning. Some were selected (the drawing of the plan, methods of implementation, the urban plan, the timing, the environmental validation and involvement), certainly not sufficiently complete to fully describe their structure and content, but which appear to be probably representative and characteristic of the new generation of plans.

An advanced exploration: the governance plan for Giusano, Pier Luigi Paolillo (p. 34)

It is now a few years since the enactment of the Lombard Regional Law n. 12/2005 «for urban and regional governance of the area» and many municipalities have commenced procedures (but not many have completed them, despite the threat of Art 25, letter C.1, according to which «municipal urban planning regulations in force remain valid [...] for not longer than four years following the entry into force of this law») to replace the now old municipal general plans which nevertheless represented «the only true form of planning in Italy for almost 40 years» (Oliva, 2005). The time has now

come to examine the value in practice of this ‘consolidated law’, enacted by the Lombard legislature in 2005, in order to understand if it has succeeded, according to the aspirations of the initial intentions, in governing the urban complexity of such a complex region. The Giussano (a large municipality located in the Brianza Milanese area) general plan and its environmental assessment is set in this context and both were completed by the Department of Planning and Architecture of the Polytechnic of Milan well ahead of the deadlines set by the Regional Law n. 12/2005.

The question of the agricultural areas and urban and regional plans, *Maria Cristina Treu* (p. 47)

Cities today expand regardless of economic development and growth in the labour market. We are in the presence of a phenomenon of urban inflation in which even the consumption of land remains at high quantitative levels, accentuated by the marginalisation of many portions of areas induced by the dispersion of settlements and infrastructure networks. On the other hand agriculture is also undergoing a process of the concentration of production on flat areas of land with more infrastructures, while in contrast to this, less accessible tracts of land enclosed between dwellings and adjacent to urbanised areas are abandoned and underused. In this context the incessant erosion of urban countryside raises the more general question of the quality of living and of the environmental and landscape functions which agricultural areas perform in addition to and not as a substitute for their production functions. And this makes it clear that to protect and improve them are not objectives attributable to urban planning and sector instruments alone.

The ecological network, an opportunity to plan the continuity of rural systems, *Carlo Peraboni* (p. 57)

In recent years, ecological networks have become an inspiring principle for policies for the protection and sustainable development of biodiversity, a focal point for conservation, by identifying protecting and connecting important nature sites. Initially measures to protect natural environments, implemented by establishing protected natural areas, seemed the best way to counter transformations of the environment, but they have been found to be insufficient to conserve ecological systems. Plans for ‘networks’ of natural sites are instruments that can be used to significantly increase the environmental quality of areas and to promote a systemic project to protect rural areas and one way this can be achieved is through new environmental governance instruments.

The evolution of the services plan, *Laura Pogliani* (p. 68)

The Lombard services plan defines operational criteria and policies designed to achieve the objectives of settlement quality and urban welfare. They are objectives which cut across the public-private relationship in the construction and improvement of settlement contexts. If quality of living in an area and the long term value of the urban asset depends on the capacity to achieve integrated development (housing,

public transport and social services), then the centrality of this instrument is clear to see, with its ability to seize on local opportunities and community resources in its triple nature of a plan, a project and a programme. A number of positive experiences have developed in recent years, such as the Bergamo, Cremona and Monza plans which have introduced a new vocabulary and new ways of operating (competitions, settlement criteria, expected public performance and financial assessments) to strengthen bargaining capacities and competition in public strategies and policies.

Urban planning in Lombardy, put to the test by small municipalities. Two ‘virtuous municipalities’, *Antonello Boatti* (p. 74)

The complex regulations for general plans which the Lombard Regional Law No. 12/2005 defines, seem suited above all to large urban and metropolitan realities. Planning in Lombardy therefore puts small municipalities, who often find difficulty in applying that law, to the test. Two cases of small municipalities illustrate the use they have made of Regional Law n. 12, the difficulties they encountered and the results achieved: Cassinetta di Lugagnano in the Province of Milan along the Naviglio Grande canal, with a town centre of great historical architectural value and Vaiano Cremasco in the Province of Cremona, where the consolidated agricultural land use and an attractive landscape sit alongside an active and heavily industrialised district. In both cases the general plan places the accent on respect for the environment, on safeguarding unbuilt land and on the need for urban planning to take back its role in directing and co-ordinating the environment. The main fundamental principle is that of the least consumption of land possible which is taken to the utmost in the case of Cassinetta di Lugagnano, where a principle of ‘zero growth’ has been adopted for the municipality’s urban planning policies.

Monitoring implementation: the case of the Terre dei Navigli, *Marcello Magoni* (p. 81)

Monitoring the implementation of plans constitutes an instrument which is becoming more and more widespread in Italy and Europe following the introduction of European Directive n. 42/2001 on strategic environmental assessment. This instrument may assume an important role from the stage at which analyses of plans are structured. The contribution illustrates the main theoretical and methodological references for the monitoring programme for the Terre dei Navigli general plan. It starts with the approach used for environmental assessment and examines the construction of the internal consistencies of the plan, for which proper implementation constitutes a complex but fundamental stage for planning and effectively monitoring it.

Planning in small municipalities: experiences and considerations, *Luciano Lussignoli* (p. 88)

It is four years since the general plan was introduced in regional planning legislation in Lombard and it is now possi-

ble to examine the application of some of the innovations introduced by Regional Law n. 12/2005 to municipal planning: urban planning equalisation and the 'agreed landscape charter'. The analysis is performed in the Brescia area, starting with the cases of two small municipalities: Tignale and Vestone. They are two significant cases, if it is considered that most of the municipalities in the region have a population of less than 15,000 inhabitants.

Widespread application of the equalisation principle for the active protection of the landscape in general plans, Gianluigi Sartorio and Fulvia Pinto (p. 97)

Regional Law n. 12/2005 offers local administrations every possibility of obtaining a planning instrument that is genuinely capable of introducing quality factors to an area in a general framework of flexible programming and the direct involvement of citizens in managing their environment. This scenario introduces the integral application of 'active protection of the landscape' as in the proposal for the Taino general plan where the redevelopment of the environment and landscape constitutes a primary strategic value to be pursued because of the extremely attractive nature of the landscape in the district to which it belongs. In order to strengthen the compulsory nature of the sustainability and environmental and landscape quality objectives of the general plan, the local authority decided to make widespread use of the principle of equalisation by consent and of its role as promoter and guarantor of the procedures, which actively involve individual citizens in the implementation of the plan.

The general plan in the Province of Milan: the situation after four years, Daniela Giannoccaro, Emilio Guastamacchia (p. 104)

It is four years since the approval of the new regional law in Lombardy on general plans and only a very small number of municipalities have approved final versions of their general plans: only around eighty of the one thousand five hundred municipalities in the whole of Lombardy have completed the procedures to draw up and approve general plans for their municipalities. The situation regarding municipalities in the Province of Milan, photographed in April 2009 is particularly interesting and significant. A survey found that 138 general plans out of a total of 189 municipalities in the province (73%) are currently being drawn up. 26 of the remaining 51 municipalities have already adopted general plans and are waiting for final approval and 25 municipalities have approved final versions of their plans.

A planning 'vision' for the strategic development of Irkutsk (Russia), Massimo Tadi (p. 107)

An international urban planning workshop entitled, «Stable development of big cities and agglomerations», was held as part of the 5th Edition of the Baikal Economic Forum of Irkutsk (Siberia). International experts discussed the development strategies of the Oblast (region) of Irkutsk in order to propose and outline possible transformations for the immediate future. Some of the main subjects addressed by participants

in the workshop included the changes in progress in the region, the huge economic development resulting from energy sources and mining, the definition of some areas near lake Bajkal and the strategic plans for Irkutsk. The results were presented to representatives of central and regional government during the plenary session of the 5th Baikal Economic Forum. The participation of experts from research centres and universities in the country was significant.

The territory of criminal organisations, Marco Cremaschi (p. 115)

The criminal occupation of areas has not yet been studied by those responsible for urban planning and development. However, this is not just a question of an ethical and political challenge, criminal power and its territorial rationale pose theoretical problems and an interpretative question. If we consider forms of mafia control, the opposing positions of state and civil society seem sterile and the presumption that the latter should be called upon make up for the failings of the former appears especially excessive. Criminal presence can be interpreted as one of the forms of 'rulelessness', regulatory redundancy, which regards institutions and society. Therefore, the entire experience of local policies centred on enhancing the value of social capital is called into question. On the one hand it becomes possible to discuss the 'dark side' of social capital and on the other a return to legality and regulation (including urban planning regulation) appears necessary. However, an examination of the policies and urban planning policies in particular, indicates that it is far from obvious to expect that respect for rules and good citizenship practices go hand in hand.

The criminal economy and the business world of Tangiers, Michel Péraldi (p. 119)

The general term criminal economy usually denotes those activities which involve the production, circulation and sale of products that are prohibited from a moral or legal viewpoint, where the organisation and production of these includes a component of physical violence either actually or potentially present in the organisation and in the production process. Finally it is conducted by marginal or deviant individuals and groups under conditions of total or relative clandestinity. In the case of Tangiers, the weak traits of criminal networks stand out against a strong urban background where local cultures and the convenience of commerce in cannabis combine. The negotiated and temporary nature of both the cultural and the organisational arrangements emerge, which are also consistent with a complex urban community, projected at the same time onto the local context and transnational networks.

Urban criminality and criminal peripheral districts: the case of Naples, Isaia Sales (p. 124)

Some aspects of local culture and practices, including planning practices, connected with the *camorra* (mafia of the Campania region) emerge in the origin and development of

the outer districts of Naples and in its social question. Naples does not have 'one' outer district, as in the standard European urban model, but has a new post earthquake outer ring next to the city centre, historically an occasion for the reproduction and metamorphosis of the *camorra*. It is not by chance that one characteristic of Neapolitan culture in the past was social promiscuity, which while it lies at the origin of the *camorra's* control, is also a factor in the growth of the poorest groups in society. This belief is reflected in proposals to redefine the city centre of Naples as a university campus and the student population as a means of social mixing and economic revitalisation of the city centre.

Safety, development and laws in multicultural cities: which policies?, *Massimiliano Bagolini* (p. 128)

The fear of crime reflects a broad spectrum of insecurities connected with the new 'map of risks' in post modern societies. The obsession with security has contributed to the remodelling of physical space and the social fabric of large urban centres, triggering phenomena of social polarisation which have made labour segmentation even more rigid. The questions posed therefore concern the type of policies that can be adopted to ensure a good 'social mix' and how security can be reconciled with rights. It is a question of critically rethinking the concept of citizenship as it has developed over the last two centuries, recovering its political and participatory dimension. Public policies must support inclusion processes encouraging growth in individual capabilities and social capital.

Mafia and communities: notes for research, *Marco Cremaschi* (p. 134)

The essay suggests that the system of formal rules (law and legality) on the one hand and the forms of social regulation on the other enter into a vicious circle because of the overabundance (not by chance) of institutional systems. These fuel infinite reserves of mediation which translate into forms of institutional 'disorder', capitalised on in turn for self interest motives by particular groups. The absence of rules is a hypertrophic characteristic of legal systems which is used by self-interest groups to strengthen their powers to mediate. A different approach to 'disordered' transformation practices in planning would therefore allow more effective policies and forms of regulation to be imagined, which are not just formally consistent.

Forms of disorder in peripheral districts, *Daniela De Leo* (p. 139)

The first results of a research study in progress and the perspective suggested by the articles published here, allow us to reflect on the 'forms of disorder' in the outer urban districts of towns and cities in southern Italy affected by the presence of organised crime. The relationship between mafias and communities is revisited here from the specific viewpoint of urban planning and regulation.

The objective is to expose the 'caricature of the social pact' present in the criminal order, to use Magatti's insightful expression and to re-establish the 'disappointed relations with citizens', as suggested more generally by Castel. It is not a banal combination if it reaffirms the credibility of the authorities as a prerequisite and fair distribution in access to resources and information as a practice. This would constitute the hard core of a specific urban planning policy to fight organised crime.

Piero Bassetti and the glocal city, between flows and places, *Matteo Bolocan Goldstein* (p. 144)

The processes that characterise contemporary cities and regions can no longer be captured with the classifications of modernity. The glocal approach advanced by Piero Bassetti responds to the practical need to measure up to a reality of phenomena which appear 'ontologically new' and which combine the dimensions of the *loci* and that of flows in forms that are often completely new. However, the flows spoken of do not by any means represent an abstract or metaphorical dimension. They are materially configured in our environment and how we observe them poses fundamental questions about the world today. The conversation with Piero Bassetti starts from this consideration and ranges from issues of governance or rather governance of relations between geographical areas and functions to those inherent in going beyond the classic conception of democracy and jurisdictions. It considers the problems of the various forms of depicting geographical areas that are useful for the importance of a type of planning that is able to involve the protagonists in its implementation and he goes on to contemplate the frontiers of a Europeanism that is open to the world and centred on a regional and functional dimension. In a contemporary world of uncertainties and ambiguities, the glocalist thoughts of Piero Bassetti possess the merit of generating new horizons of meaning and new scenarios for action.

Is it possible to reform schools of architecture in Italy?, *Elena Granata and Carolina Pacchi* (p. 153)

The crisis of architectural schools in Italy and the profound uncertainty running through practices and the teaching of architectural and planning disciplines has roots which date back a long time. If we re-read today some of the texts and public actions of some of the greatest Italian architects or critics of architecture such as Giovanni Michelucci, Giancarlo De Carlo, Leonardo Benevolo and Bruno Zevi, in dissent with the scientific and academic communities to which they belonged, it is hard not to grasp, with the benefit of hindsight, the lucidity of their intellectual positions and the urgency of their arguments. Four episodes are presented which allow us to return to the issue of training architects in their relationship with the professional dimension and also with society and to consider more generally the crisis of inherited models of university education, which no longer seem able to meet the challenges of today.

Geographical research, the cultural and civic commitment of Lelio Pagani, Mario Fumagalli (p. 166)

Lelio Pagani was a geographer well-known to the staff of this faculty. He was open to multi-disciplinary approaches which led him to work with urban planners, architects and Slavic students and he was also able to combine research with service to the community. This article gives a rapid profile of his very varied activities and is also a tribute to his human qualities, a fond memory of a friend and a colleague. A full professor at the University of Bergamo, Lelio Pagani filled an important role there: he was amongst other things the director of the department of letters, arts and multi-media studies and of the urban planning studies centre of the university, which today bears his name and which was founded by him. He brought the contribution of geography to the analysis and solution of problems in urban planning and landscape issues and to research into architectural design. He placed his specific expertise and uncommon knowledge of the province at the service of the community. He was president of the Consortium of the Regional Park of the *Colli di Bergamo* and of the University of Sciences, Letters and Arts, Provincial Councillor for the Environment and a leading figure in the Cultural Heritage Documentation Centre of the Province.

New forms and scenarios: ruralisation and urbanisation. Integrated town and country plans, Alessandra Giannini (p. 171)

Country life is (and has been) the object of utopian visions, set against the rise of urban living. The paradigms of the myth of rural life can be traced back to Howard's Garden City and to Frank Lloyd Wright's Broadacre City. These examples of the paradigm blend into a broader and trans-disciplinary contemporary discourse on the myth of rural living. Since the end of the 1990s, the subject of the relationship between the rural and the urban has developed into plans that could be called 'country utopias'. The system of agricultural production and the countryside is evolving today towards new forms of integration and hybridisation with urban areas. Planning practices are emerging today in the definition of the characters and traits of urban agriculture designed to create town and country interaction particularly in marginal areas, strips located on the borders between town and country. These modifications are leading to the definition of new rural figures, together with plans capable of giving new life to liminal and marginal areas between town and country by creating new models of 'rururban' living.