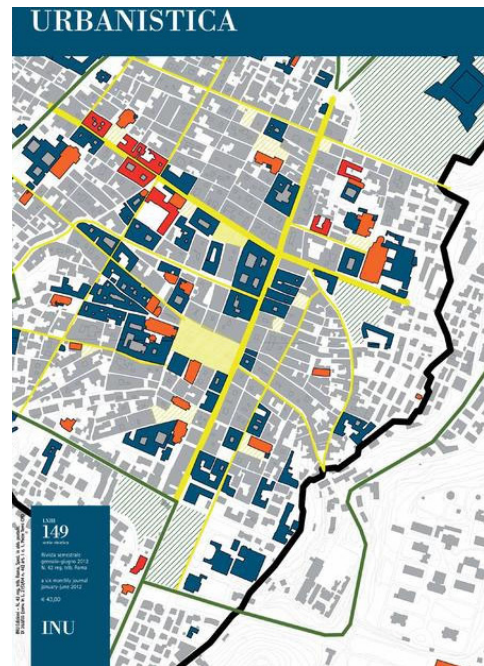


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The University between City and territory in 21st century Italy

Nicola Martinelli and Michelangelo Savino

Although the role played by higher education in a country's economic structure has been under discussion for some time, there is still a severe lack of information and little attention is paid to the issue.

Despite the fact that many Italian cities have built their fame on the presence of prestigious universities and that, in several big cities, there is recognition that the university plays a determinant role in the economic structure and that it influences certain social and cultural aspects, few studies and analyses give a complete view of certain particular aspects of our urban situations.

This said, in recent years the university has experienced a series of decidedly complex and contradictory phases: from the autonomy that seemed to relaunch the development of research and training, to the financial crisis that has made consistent and drastic cuts necessary, only partly justified by the desire to improve the competitive edge; from the increase in the number of universities and secondary seats to the dramatic decrease in the size and number of degree courses, departments and faculties, while the number of university graduates without job prospects continues to rise.

What we are proposing here, is an albeit limited documentation in an attempt to offer a broader view of the phenomena linked to the presence of the university on the territory, firstly, trying to show how the university influences the development of regional economies, the results achieved so far and, above all, the potential for the future, and, secondly, where the university seems to have impacts on the processes and trends of the real estate market, the urban renovation policies and the cultural relaunch of the cities. Both at territorial and urban level an attempt has been made at creating a form of comparison with what happens abroad, taking two extreme cases into consideration: the United States, where the university is the protagonist of urban renewal processes, going beyond its mission and the satisfaction of its needs, and France, which records an outstanding commitment by the government in promoting the university system, conceived as a lynchpin of development.

Within this range, the contributions collected try to explain the processes carried out or underway in Italy, which, have always established particular but poorly investigated relationships with the city and the territory and which now seem to have doubtful development prospects which somehow influence the development of the contexts that house them.

University as a lever for development, capacity building and social growth

edited by Nicola Martinelli

The general background to be adopted to observe the university as a player of social growth and development today in Italy is that of the globalised economy in the phase of international financial and economic crisis that began in 2008. To measure up against the conditions of context indicated, the country could lever on the territorial armature of the Italian university, despite the fact that it is not even and is linked to a substantially "dual" society¹, the system being made up of 59 state universities, at large and local scale, and of 74 on-state universities among institutions promoted by public and private entities (Di Maio and Gaeta, 2011). In 2008, as everyone knows, while the university reform was under debate, the Government was tackling the economic crisis, correcting public accounts with a three-year financial manoeuvre worth about 40 billion euros, a quarter of which was offloaded on to the Ministry of University Education and Research. In this way, during the negative market phase, when the other strong EU countries are increasing resources for research, and innovation, Italy disregards the strong, albeit unequal, demand for policies oriented towards knowledge based economies formulated by the local contexts (Martinelli, 2011).

The new economy, based upon the pervasive development of knowledge attributed a relevant role to education and research institutions, as proven by the more fortunate international cases, those in which the Triple Helix Model seems to work during the phases of fertilisation of productive clusters, such as in the high-tech sectors in the USA and Great Britain, or in France the policies to support the Pole de recherche et d'enseignements superieur (cf. Ingallina).

In our country, the formation of polycentric regional complexes, according to the vision of QSN 2007-2013, could rest on a strong network of "average cities" with universities, recently identified together with the national metropolitan areas (cf. the Milanese case), among the urban contexts where high-tech activities are those most present or those most recently developed (Burroni and Trigilia, 2010).

In this new scenario the importance of the regional networks of offices for technological transfer (ILO Industrial liaison office) oriented at the creation and consolidation

¹ On the dualism that characterises the national education system with strong differences in conditions of context between Northern and Southern Italy, see the contribution of the "Forum delle Università" promoted by the SVIMEZ, summarised in the volume entitled *Le Università del Mezzogiorno nella storia dell'Italia unita 1861 – 2011* edited by Alessandro Bianchi.

of innovated start up, academic spinoffs and the economic and entrepreneurial enhancement of public research activities.

Probably the only successful Italian case of this kind of scenario is the multi-clustered urban region, which falls within the urbanised areas of the Lombard foothills, a Territoriale Platform of productive interaction the fulcrum of which is in Milan, and a strong dissemination of university institutions² sustained by extensive partnerships between local banks, Chambers of Commerce, Business Associations, Companies (Bonomi and Abbruzese, 2001; Bagnasco, 2004; Balducci and Fedeli, 2010)². In this framework of local development policies, the universities are required to fulfil other essential duties, including that of guaranteeing and promoting the pooling of knowledge for the production and transmission of knowledge. Fulfilling its Third Mission the University besides satisfying the legitimate demand for higher education expresses by cities and territories “in search of university”, has proven, in recent years, not without uncertainty, that it is able to perform a service for the territory and its community via the creation of social capital, influencing the quality of the institutional environment with the dissemination of knowledge and, in institutionally weak context such as those of Southern Italy (Martinielli and Rovigatti, 2005), and observance of rules, competition and merit. Only by activating these processes can there be an increase in the capacity building of the territories. But also the subject of these notes imposes the need to look at the university descending from the regional to the urban scale. The vision of the University as the “urban institution” par excellence (Wiewel and Perry, 2008) abides by its role as privileged player in policies oriented towards urban renovation.

The basic condition that each of the players in the triangular network (urban government, university, economic powers) has to respect concerns the overcoming of contingencies and opportunisms – which often condition university-city relationships (Savino, 1998) – reformulating the forms of cooperation with the dissemination of a sense of trust, to create forms of reciprocal learning.

In conclusion, what seems to emerge from the national scenario of the university as development player, clearly outlined by the contributions of this service, is a situation with light and shade.

² Liuc di Castellanza, University of Insubria in Varese, detached networks of Milan Polytechnic, Faculty of Philosophy in Cesano Maderno.

Cities and universities in Emilia-Romagna Region

by Marco Mareggi

In Emilia Romagna Region, Bologna University since 1088, Parma University since the 11th Century and Ferrara University from 1391 to 1598, have been important milestones of a European network of scholars and lecturers. In the last 60 years, moreover, some extra-regional universities have opened new didactic and delocalized seats in Piacenza, enhancing, in this way, the local vocational resources.

Even if it is not possible to consider it a university system formally constituted, the regional perspective is particularly important for some data. Emilia-Romagna, in fact, can offer today research and university resources which, «according to the statistics of OECD, ... gets only the 5,9% of the national allocation, but can produce the 15% of the national scientific production» and is one of the «four Italian regions (together with Lombardy, Piedmont and Lazio) with the highest levels of investment in research».

Six universities contribute to this production of knowledge and job-places in the fourth sector: in the academic year 2010/11, 143.344 first-year students enrolled to the courses.

A university for every town

The geographic distribution at regional level of this excellence institutions is widespread: each capital city is seat of a university and, besides that, other towns offer the same level of training. Only Parma University does not have de-located seats even if its number of enrolled students and courses is quite high. Bologna and Ferrara Universities, on the other side, although they have a different number of students, decided to implement strong delocalization policies on the regional territory (and beyond).

In the recent years, Bologna University has promoted the opening of four de-localized university seats: Forlì for international studies, spatial engineering and economics of cooperatives; Rimini for tourism economics; Cesena for psychology (and other faculties); and Ravenna for cultural heritage conservation. Each seat, moreover, included Bologna, has de-localized even further its activities in different municipalities, like, for example, Ozzano dell'Emilia, Imola, Cesenatico and Faenza.

On the other side, the research and didactic activities of Ferrara University are de-localized in several seats and structures in the North-East of Italy (Rovigo, Trento and Bolzano) and in Romagna (Cento, Codigoro, Faenza and Argenta). The historical universities of the region have played, since the end of the Seventies, the role of territorial disseminators for higher training services.

Clusters or diffused urban localizations

Concerning the urban contexts, the building/construction policies of the universities are destined first of all to *maintain and enhance the construction heritage* that they own or manage.

In Ferrara, for example, the university's didactic/research functions and hosting services are integral part of a town which considers the promotion of culture and knowledge as its vocation. These activities foster the birth on the territory of some specialization "centres". Out of the town's walls stands the scientific-technological centre ex-Eridania, in Malborghetto di Boara there is the agroindustrial and environmental centre (future technological centre) and in Cona was built the centre for life sciences (research and medical assistance). The sport centre, instead, is localized in the urban park. In the town's walls, in ancient artistic and historic buildings are hosted the chemical-biomedical centre and the centre for cultural heritage.

On the other side, besides enhancing the existing construction heritage, the increase in the number of universities, thanks to enlargement works and the creation of new faculties/seats in other towns, introduced two different settlement-patterns for universities.

First of all, *they occupied new suburban areas with new separated clusters which represent living functional citadels*. These citadels have been slowly enriched with mixed functions, even if they were mainly destined to their temporary users.

The university campus in Langhirano Street (sciences park) of Parma University sets the example. From the Seventies, the University has decided to increase its didactic-scientific offer: in the south neighbourhood of the town, next to the ringroad, there is a citadel of 77 hectares which is being built at the moment, organized in pavilions and located in a big green fence. In the same way, in the Fifties, also the seat in Piacenza of the Agriculture Faculty of *Università Cattolica del Sacro Cuore* was delocalized in a suburban area next to Emilia Road. Its physical and functional organization combines urban relations and reserved/protected fenced areas.

On the other hand, probably more frequently, *re-use and/or re-functionalization practices of the urban soles* were implemented and *some buildings of the historical centre or empty/abandoned areas were converted*. Polytechnics of Milan de-localized faculties in the ex monastery *S. Maria della neve* and in the ex public slaughterhouse (now *urban centre*) in Piacenza. In Cesena, next to the seats in historical buildings, the university upgraded the ex sugar factory. Bologna University in Rimini renovated the ex Palace Hotel and decided to build residences for students in it.

It is now possible to state that the separation and fencing policies have been gradually substituted by a deeper desire for integration and promiscuity with the context and that the universities have represented the links between

different functions and uses. Also the legislation on the complex programs (Region law 19/1998) focus on the universities as excellence training services for urban renewal policies.

Several technological centres, a regional strategy between research and enterprises

In Emilia-Romagna, starting from 2009, local authorities and training/research institutions have decided to build ten technological centres. The technological centres are structures of industrial research and technological transfer. They are at the basis of the production enterprising system. A program of 234 millions of euros for investments in infrastructures and research programs (Por Fesr 2007-2013 – Regional operative program. European Regional Development Fund) has been approved for the construction of new buildings of more or less 160 thousand square meters, mainly using dismissed buildings. Once again, the provincial organization is respected: new buildings are constructed both in the capital cities and in the municipalities with active university seats. In this way, the university has represented for the towns an opportunity to renovate their construction heritage and their urban organization.

This regional role is important basically for two reasons. First of all, because during the current world crisis, the production sector, a fundamental economic segment in the region, allows to maintain good employment rates. These projects, moreover, increase the collective heritage and the tools of knowledge society.

On one side, in fact, it is overestimated the trust in the capacity of the universities to produce resources for a big number of cities, but on the other side, from the architecture and urban point of view, these projects do not become a specific theme for the architectural project and for the town, but they simply organize in an integrated way some of its parts.

University as a urban Gateway: Milano as a university-city, between the local and the global

by Valeria Fedeli

1. University and the city: a changing relationship inside a knowledge based economy¹

The relationship between the city and the university is an old one; at the same time it has profoundly changed during the centuries. Nevertheless the university is still a fundamental resource for the city. It is one of the spaces of encounter between the local and the global (Bassetti in Bolocan Goldstein 2009); one of the strategic places in which the city comes into contact with an International scene; a knot in the network of production of knowledge, innovation and development. For the same reasons the city is still a resource for the city, despite under different forms and urban models. Sometimes the university look for the city, in some others the city looks for the university (Bagnasco, 2004). Starting from this hypothesis the article presents some of the results of a recent research project, promoted by the author with other colleagues in 2010, under a specific perspective: if and to what extent the university is a gateway for the city, a strategic one for the dialogue between the local and the global (Ballarino, 2007). In order to do that it presents some hypothesis about the relationship between the university, the local context, the regional and the national and the international one in the case of Milan.

2. Milano university-city between local and global

Milan is today the second Italian university city (MIUR, 2009) and one of the most attractive in Italy for international students¹. This role has nevertheless been slightly changing during the last decades. The Region Lombardy students² territorial profile is traditionally self-contained and concentrated on the role of the central city, being the outcome of a balance of local students, other regions' students and international students. However since 1997/1998 the number of students enrolled in the Milan seats have diminished quite consistently. Some hypothesis can be made to interpret this process:

1 The research was promoted by Dipartimento di Architettura e Pianificazione del Politecnico di Milano, and has been published in Balducci A., Cognetti F., Fedeli V. Milano. La città degli studi. Storia, geografia e politiche delle università milanesi, AIM, Abitare Segesta.

2 Politecnico, Bocconi, Cattolica and Statale are the historical universities; IULM, Università Vita e Salute del San Raffaele, Università degli Studi Milano Bicocca have been added in the last decades; Università Teologica and the three istituti for Alta formazione Artistica e Musicale (AFAM) acknowledged in 1999 as universities, complete the offer.

the enforced reduction of off-course students; the general demographic downturn in the birth rate (though even balanced by the growing rate of students enrolled in university studies). Nevertheless these facts cannot explain Milan negative trend. More can be understood, when considering that the number of municipalities hosting a university seat has grown quite consistently (+ 26,5% between 1999 and 2007, CENSIS 2007). Probably this national process has produced a dispersed and articulate offer on the national territory, a process of regionalization of universities, which has influenced students' decision, in particular in the case of Region Lombardy, where it has been particularly evident. If in fact taxes are more or less the same and reduced in all public universities, the costs of living and travelling are quite high and differentiated in different contexts (IRER 2009). As a matter of fact, this is altering the territorial profile of students flows, producing a general process of regionalization and provincialization of the students' geography, making Milan still attractive but in a different way.

3. University: changing geographies in the urban region

Actually the same universities, have favored this trend, through the development of new local seats and poles (see in particular Politecnico di Milano, State University and Catholic University in the case of Milan). These policies have relocated universities on a new territorial scale, in the urban region, trying to intercept not only students, but also local societies and economies. In fact, in many cases universities have tried to promote new specialization related to the characteristic of local territories and economies (Bonomi, Bruzzese, 2001, pg.25). This phenomenon of explosion of the university in the territorial area out of the traditional city borders can be read as one of the faces of the more general phenomenon of urban explosion which has transformed the city of Milan into a urban region (Balducci, 2005). An explosion that, more than simple decentralization, has to do with the capacity of regional territories of generating new relationships between local societies, local economy and the production of knowledge. This change, affecting all the traditional geographies, is also stressing inevitably the role of the central city: even if data at national level are still positive, confirming the role of gateway played by the city, this role is at stake and in transformation.

4. The international dimension

Looking from an international perspective, some new facts are emerging. Milan Universities have become micro-cosmos of multiple nationalities and cultures. Many of them have promoted joint degrees with other international universities, have opened new seats in other countries; some of them have been acquired by multi-national companies of the knowledge economy.

In this sense the Lombardy system has anticipated a process which could interest the whole country, reducing the distance from other international contexts. As a result international students have grown by 77% in between 2002/3 and 2008/9 (Dente 2010), passing from 2 to 3%, with peaks of more than 10% of international students in some of Milan universities. These numbers are not a guarantee of internationalization or excellence. It is in fact evident that this is just the beginning, since internationalization of research is still less evident and a stronger support is needed both from Universities and local institutions.

University in Sicily: perspectives following the Ministerial Decree n. 270

by *Michelangelo Savino*

Diastole and systole. An university regional system between inertia and change

Today Sicily represents a significant example – without great margins of error – of the recent reorganization and diffusion of the university system in Italy that has taken place since late 80's.

Counting little more than 5 million inhabitants, the island presents a deep-rooted and static university organisation centred on three higher education institutions: Two ancient Universities, the region's biggest university in Palermo which dates back to 1805 and the recent acknowledged Enna "Kore" University which radically alters the traditional resources and students distribution in the region.

However, the four institutions can rely on a big potential. For 2010-2011 the Ministry surveys report that the percentage of Sicilian students enrolled amounts to 8,35% of the national total amount; however, the surveys also underline that the regional higher education system is highly self-contained. In fact more than 98% of the students enrolled in Sicilian Universities come from Sicily: It also appears that Sicilian universities do not seem to be found appealing by students potentially coming from other Italian regions and the foreign student population is practically non-existent. This is a clear indication of the structural weakness of Sicilian universities in front of an increasing number of Sicilians moving to other universities (above all in the North of Italy): In 2010-2011, 16,6% of the enrolled students in Italy moving to regions other than their own for their university studies came from Sicily (it was 8,6% in 2004-2005).

The University of Palermo in 2010-2011 registered 50.818 enrolled students and 5.624 employees (1.788 teachers and researches; 1.071 faculty members and 2.315 administrative staff): However, there is no survey about economic or cultural activities stemming from the university's presence. The University of Catania, in the same time frame, counts 53.393 enrolled students and 2.805 employees (1.510 teachers and researchers, 747 faculty staff members, 548 administrative staff); Messina, on the other hand, 29.922 students and 3.196 employees, and Enna with only 5.723 students and an academic staff of 516 people.

In these cities, the university's function is crucial for their wealth and local development: Recent government budgetary cuts (also affecting staff recruitment) addressed to the university system seem to compromise also the urban domain. Reflecting on the university's role in urban elites empowerment (as suggested by Perotti and Graziosi), it must be underlined the role the university played in Sicily where 70% of the academic staff come

from the same county/province/municipality of the university's headquarters.

This system's inertia is evident also in so far as the delay in the university diffusion in Sicily is concerned. This process started with the opening of the university seat in Enna in 1995 promoted by the University of Palermo. Then, in every island's main city new degree courses were established, effect of universities competition in higher education establishment all over the Island.

In each case, we are talking about "soft" facilities and services and simple degrees programmes: The initial success (evidenced by an increase in enrolment numbers) suggests the need for universities to expand their capital investment so as to allow them to reinforce their presence, investing in teaching facilities and students support offices, then in small teaching staff's departments, in human resources (mostly with new faculty rather than administrative staff). Instead of it, teaching activities are held in existing (sometime historical heritage) public buildings leased by Local Public Authorities.

All these initiatives are not sketched out in detailed university reports, neither are the result of a serious mid-long term financial planning, student demand surveys or (direct or indirect) local community impact assessments. Between rhetoric and hope, the presence of the university is seen as a crucial factor for the development and exploitation of local resources and potentialities, it can trigger virtuous synergies with local economic structures and private entrepreneurial system, it represents a positive strategy for skills, knowledge, scientific and technological improvement and a solution to contrast the local students's catchment area's loss in favour of the northern cities of Milan or Rome.

This higher education widespread diffusion in the island has gradually decreased in the last five years not only because of the Ministry of Education, University and Research's new prescriptions but also due to the increasing teaching costs universities and local associations must face. The restrictive indications have increased the structural weakness of these peripheral higher education institutions, imposing a radical reorganization of courses and degree programmes based on enrolled students, faculty staff actually available for the offer of new courses and so on. The new prescriptions have forced the universities to suspend many courses and close these "branches" by moving students to the university headquarters: In few years – it is possible to assert - the university proliferation in Sicily will be over.

University and territory:

What relationships in Sicily?

If one reviewed the size and features of the actions and investments Sicilian universities promoted in different contexts, it would be remarked that they were not very considerable, having regarded services such as

classrooms and some additional students resources (first declared provisional but in the end of a permanent nature), hardly ever libraries and almost never labs and facilities for research. Activities get usually placed in old restored historic public buildings, often no longer used or without any foreseen specific destination; their maintenance is assigned to local associations, consortia or local authorities somehow supported by Regional Funds. Almost always these buildings result as not being suitable for the purposes assigned and the facilities offered are very poor: universities used to look forward to ministerial funds for improvements until the unfolding of the recent economic crisis and new financial guidelines implemented.

The small number of students and their regional origin (very close to the universities' location) do not boost local real estate markets and neither support new economic activities. Furthermore the scarce attitude of faculty staff to live in these small university towns contributed to a weakly rooted establishment and to a limited integration among new institutions and local communities, firms and entrepreneurs.

Until a few years ago, a similar expectation seemed to be guaranteed but some positive experiences held seem to be over. Spin-off initiatives promoted by some local universities were evidence of the R&D potentialities, but many *Industrial Liaison Office* (ILO) activated by Sicilian universities do not seem to exploit very much this course of action.

Sicilian universities mainly provide juridical and social higher education and only 31% of their students is graduate in scientific-technical fields. Therefore, the economic system of the island is still characterized by the strong presence of labour-intensive and low value-added economic activities as recorded by Region of Sicily's reports.

In spite of knowledge-based economies expectations, the relationships among universities and firms, communities, the economic system, the domain of research and development remains extremely weak, due to the permanently scarce opportunities of contact between the universities and the private, productive sector (even if some interesting experiences occurred, supported by the European Structural Funds), the lack of investments in research by Sicilian universities and the Region's vocation for low-tech, not innovative economic sectors: the irrefutable weakness of the Sicilian productive system still remains.

Sicilian universities today need to join a historic legacy and a celebrated educational tradition with new and innovative strategy of improvement, effective business planning and research&development programs not only to compete at the national level but also to become an essential improvement factor for the regional economy and society.

University building: from Right to Study to requalification

by Marianna Simone

University residence in Italy. Overview

Italy has long been reserving, and still reserves, an approach to the acquisition of real estate for university residences more related to the resolution of emergency, rather than integrated in planning and design strategies in the medium/long term.

According to the survey released by MIUR in 2011, despite a significant 'student mobility' and the consequently high demand for accommodation, in Italy it is barely possible to satisfy the 6% of total requirement.

In 2010 CENSIS interviewed the deans about the main problems of university. Together with an 'improvement of provided services', they almost unanimously spoke of the problem of habitability.

No wonder, then, of the typically Italian phenomenon of student permanence in their parents' house, with a mean age of emancipation clearly superior to the European one.

The unavailability of public and private housing forces many students to live university as 'not attending' students, or to work while studying and, consequently, to slow the course of study. This is the alarm launched by the main student associations, even more worrying in the adverse economic situation we are living, where the weight of the 'crisis' strikes mainly on families.

The demand not covered by public housing finds satisfaction in the market of private renting and contributes to feed the black rental market. In university cities rental for students reaches significant amounts and it is estimated that to 95% of 'beds' rented to students throughout the country doesn't correspond a registered contract.

The situation seems to be serious, if in 2010, in the report on the cost of Italian universities, Federconsumatori denounces the prejudiced right to study and the need for a proper university housing through the claim of measures that prohibit the construction of new universities without a simultaneous fair housing supply. The survey shows that an Italian 'off-campus' student spends up to about 7,000€ per year more than one who studies within his city, and of course the rental is the most expensive item in budget of the student away from home.

From Right Study to Right to Student Citizenship

The Right to Study does not end with the guarantee of a broad education, but should be seen as a lens through which to read other rights of citizenship: aggregation, emersion of talents, growth, health, environmental protection, social inclusion. The quality of relationships between universities and cities plays a leading role in the guarantee of the Rights to Student Citizenship and habitability in the contemporary city.

The cities that aspire to be globally competitive and attractive of cash flow and consumption have to gamble on the promotion of the Right to Student Citizenship. University cities and Universities will have to work in synergy in order to build a welfare student system that, as well as providing appropriate housing solutions, points on the quality of public space, of urban services, of technological infrastructures, on the supply of cultural events, of leisure experiences, on the image of a friendly, creative city, according to the model of the three 'T' by Richard Florida: Talent, Technology, Tolerance.

Looking from this point of view at the relationship between city and university, it is clear how quality of urban and architectural design can have a leading role in regenerating the city, while urban planning can contribute to regeneration of neighborhoods.

University residence and urban regeneration: best practices

The international scene presents cases of universities that seem to move beyond the contingencies and conveniences of their real estate programs, directly 'interfering' into urban policies, approaching as "urban institutions" to the problems of the host community.

The University of Cambridge has recently planned a project for new colleges in an abandoned site in the urban fringe. The project, took in the Municipal Master Plan, proposes the conveyance of some areas for the construction of private residence, but also provides a multifunctional system, with spaces for both the academic activities and the citizens. The animating principle of the proposal is to achieve greater involvement of university with the local community and with the municipal government, in order to pursue environmental sustainability.

Although it is still only a proposal, a good example of the politic function of the university is the experience of the Springvale Campus of Belfast. If the placement of universities is often seen as an opportunity for regeneration of neighborhoods, the Belfast proposal goes further: the university proposes itself as a reference point in a place that is not only suffering from economic and social degradation, but is also the scene of violent clashes between opposing populations.

In Italy the cities of Padua, Trento and Milan are among the most effective management models of the system of university residences in Italy, but even more interesting are those cases where the facilities for university residence become tools to redesign the city and to revitalize neighborhoods and communities.

In both Urbino and Camerino, although in different forms, the University has been an actor of urban redevelopment together with local institutions. Urbino projects reuse historic buildings for new university functions in close integration with the architecture of the new university. In Camerino the pervasive presence of univer-

sity has enriched the urban space of new and qualified departmental structures and university housing spaces. In Bari both the public and private initiative seem to go beyond a 'quantitative' response to the 'mathematical' problem of deficit of accommodation, and aims to recover the fine architecture of the city and to create opportunities for redevelopment of neighborhoods through the rejuvenation of resident population with the arrival of new students. The strategy is no longer a mere property transaction.

Universities that have experimented with new approaches to the questions of Right to Study and with solution to the issues of the communities to which they belong, have driven the development of urban systems in which are placed. This is the case of the University of Calabria in Arcavacata di Rende, an example of how the system of a university campus can reconfigure a whole region. Over time, the housing market of Rende and the local businesses have been modified to serve the University. The directions of 'human mobility' have changed, flows and services have 'polarized', new actors have been placed on social scene next to the old users. The city has assumed a dominant role in local territorial context, the quality of life has enhanced. These results are even more exceptional if they are related to an area that is accustomed to the repeated failures of public works. It 's fair to say that, today, Rende ' lives' thanks to the presence of the University.

Perspective

While it is undeniable that the entry of new users into a urban community due to University, can act as a boost for local economies and as a lever for the improvement of the quality of life, it is equally clear that this potentialities multiply their effects if they are part of an overall strategic framework at urban scale.

How can these demands be met by the instruments of urban planning?

The new generation planning should pay a greater attention to the strategic value of the knowledge society and to the economy developed by it, looking both at the processes of new urban infrastructure and at those of urban renewal, but also at the issue of equipment of facilities and of programming of cultural events. The approach should focus on the promotion of architectural, environmental and 'social' quality of spaces and of sustainable development, integrating the management of student residences in the broader context of the new home policies.

The Universities of Milan and new perspectives of responsibility in the urban development

by Francesca Cognetti

Although Milan does not identified with its universities as other town do, the role of the faculties in the urban development has been central, finding wide spaces for growth and expansion. Looking back at this history gives the opportunity to understand the current relationship between university and city and its possible future evolutions.

1. University models, town models

In the last two centuries, the Milanese universities have rooted downtown through the reuse of spaces with architectural, cultural and civil value, as well as a strong symbolic role (Universita' Statale, Universita' Cattolica del Sacro Cuore, Art and Music Academies like Brera and the Giuseppe Verdi Conservatorium). The evolution of these poles has woven with destiny and forms of the ancient urban core, and today are nodal points in important pieces of the city.

The other new universities have grown by building new structures, in developing city areas or in the outskirts (Città Studi and Università Commerciale Bocconi in the 1920s to 1930s). In the years '80 and '90, universities are among the few actors, together with some private developers, showing a strong dynamics of expansion starting from internal development, by filling, with more or less awareness, the empty spaces left free by the social and economic transformations, as well as the vacancy of government of some transformations (Bicocca University, Politecnico di Milano, Naba and IULM). Transformation is still in progress and will consolidate some new "creative districts" in the city, where places of production, learning and commerce can live together.

2. To re-think the town-university borders

Together with dynamics of regionalization, the above cases are new boosters for the development of territory and town, thanks to their capability to impact the urban requalification and to strengthen a new territorial geographies; but they hardly prefigure an organic relationship between university and city.

The weakness in their mutual identification ends up in making; their relationship a still latent potential.

Starting from this perspective, a number of fields are outlined, where the role of university can be further tested and redefined. Beyond questions related to the internationalization and therefore to the university as door, it seems that the fields of observations and experimentation are basically two.

First question refers to the university as urban actor and agent of local development.

In fact, while the role of university is evident as decisive actor in the dynamics of urban market, less clear is the perspective of awareness and assumption of responsibility for that role, which needs sensitiveness and expertise to designing and managing complex urban projects.

Long term strategies and directions are the result of not simple processes, where several networks involving the universities can play a role. This condition of mutual dependence among systems which are different is a central issue: to be effective, university must act more and more strictly interconnected with the other actors, by taking part to formal and informal networks, strategic tables, urban coalitions.

The second question addresses the relationship of university with social issues of the town, with transformation and production of public goods, with programs focused on the involvement of students and teachers on major social questions. Rooting in an actual context, side by side with modeling, often used as education method in the university, offers a further level of training intended as learning “in close contact” with real situations, coming from the interaction between university and town.

In this way, expertise achieved in the university is translated and reinforced through the field of experimental learning. This field moves the university towards a double responsibility: in front of society, because it helps to get close and face questions of difficult processing by nature; in front of students, because it builds up new learning cases, so widening the opportunities of knowledge development, beyond the traditional education.

University and research centres: new attractions and territorial competitors? The french example in the whole milieu of the Grand Paris

by *Patrizia Ingallina*

The development of policies founded on *knowledge based economies* isn't entirely new.

What is new, however, is the interest of local policies in universities and research institutes as places capable of stimulating knowledge, favouring intellectual and social mobility and contributing to improve territorial appeal and competitiveness. If competitiveness is measured in terms of the productive performance of a vast territory which aims to compete with other territories of the same calibre, appeal, on the other hand, can be measured as the capacity of a town or a district to attract global flows to spaces destined to consumption.

In today's situation of global crisis, local players are attempting to find new territorial marketing formulas (competitive territorial offer) or place making formulas (relating to cultural consumption spaces). The debate on appeal and competitiveness is no longer based upon “culture, amenity and economic creativity”, but on the necessary enhancement of the value of education, of higher teaching and research and potential new territorial competitors and sources of attraction.

The example of the Île de France region is significant: Every effort is made to achieve competitiveness by creating a global scientific and technological cluster in Saclay, southwest of Paris, and appeal thanks to a top-quality university district project, the Condorcet Centre for Human and Social Science, northeast of Paris, in the presence of considerable social and spatial decline. The synthesis of these two aims is given by the two programmes envisaged in the French capital: *Paris Sciences et Lettres – Quartier Latin*, a government programme to strengthen excellence of the oldest and most prestigious institutions in the quarter, and the Municipal project “Grand Quartier Latin” to renew its centre, giving it back to the student population that lived there until just a few years ago.

The Ministère de l'Enseignement Supérieure et de la Recherche has launched a double action: the formation of the Pôles de Recherche et Enseignement Supérieur (PRES), which unite different institutions (universities and Grandes Ecoles) with the aim of reaching a critical mass and strengthening the research and arrangement of a programme called *Plan Campus* (or “Opération Campus”) destined to improve the university real-estate heritage.

The PRES (a combination of independent teaching or research institutes, public or private) make their first appearance in the research law passed in 2006. In 2008,

Plan Campus was launched, with a special financial plan to allow universities to carry out direct real-estate transactions.

The “Grand Emprunt” presented by President Sarkozy in January 2010 envisages more than 35 billion euros, destined to Universities and Research, defined “key (factor) to our competitive future”. A further 8 billion are envisaged for the construction of about ten Campus d’Excellence. These actions show the French government’s firm political desire and pragmatic nature, and its capacity to create considerable financial means and adequate structures to achieve its goals. But the most significant contribution came in 2009 with the “Investissements d’Avenir” programme, amounting to over 35 billion euros, launched by the President with the aim of “strengthening productivity, innovating, increasing the competitive edge of companies, but also favouring commitment and promoting equal opportunities (*égalités des chances*)”.

The main transformation launched in recent years can be summed up in the promotion of two new peripheral campuses and an urban campus in the centre of Paris: what we can define as the scientific and technological cluster of Saclay, the Condorcet literary centre northeast of Paris and the PRES of Paris Sciences et Lettres

The Saclay falls under the “Grand Paris” economic development reinforcement strategy through the creation of a new eco-system based on the university/industry/capital relationship and with the aim of consolidating the main research centres, sustaining private research, R&D, NTIC and business, and stimulating the knowledge economy in certain areas of the Paris region.

The circular metro projects known as the “Grand-Huit” is voted to to make the “plateau de Saclay” southwest of Paris, as the so defined “South innovation cone of Île de France”. Here is 10% of France’s private research and over 40% of the region’s higher teaching and research institutes. Here will be promoted a sort of French Silicon Valley, under the label of “Paris Biotec Vallée”. Other steps have been taken to facilitate relations between centres of innovation and research in the health and biotechnologies fields in an attempt to highlight a deeply rooted scientific identity in the area and make it more attractive.

The arrival of “Opération Campus”, which unites two PRES (Univer Sud Paris and Paris Tech) and benefits from funding for 850 million euros, has had a driving effect on other town planning operations envisaged in the sector and aimed at creating a “town” from a territory the main features of which are characterised by fragmentation.

The aim lies in making the most of this potential, relocating at least 7 new public structures to take the number of students from 23,000 to 40,000 and that of public and private researchers from about 14,000 to about 45,000. Apart from the high costs of the real-estate project, there’s the question of how to assemble different structures

and different devices in an integrated campus. This is why the Fondation de Coopération Scientifique, which unites 23 players representing the institutions directly involved was set up, to guarantee good scientific governance.

The difficulties that are outlines are as much spatial as they are organisational. Urban development threatens an area mainly destined to agricultural use and in contrast with the quality of the natural landscapes (some as the Vallée de la Bièvre). From an organisational viewpoint, the institutions presents do not pursue the same aims, nor do they have the same logics. The Grand Ecoles for example remain quite closed towards the university, maintaining considerable autonomy in the management of the spaces, preferring to house students in residences next to the schools, and avoiding integration with the classic university and research structures. Globally, an “archipelago” spatial configuration is outlined as opposed to a unitary urban plan. In this context, the functional *mixité* (residences, offices, commercial activities) is to be considered as a real challenge.

The centre of excellence in “Sciences de l’Homme”, known as “Campus Universitaire Condorcet-Paris-Aubervilliers, will open its doors in 2016 and will represent the first European centre dedicated to human and social sciences, destined to accommodate more than 15,500 people on a surface area of 180,000 sq. m.

Located on two sites, Paris Porte de la Chapelle and Aubervilliers, the centre falls within the milieu of “Paris Nord Est” and is part of an area of the capital, on the limit of the first band of *banlieue*, undergoing complete transformation. At logistic level, it is the Fondation Campus Condorcet, directed by David Bérinque, which takes care of piloting the operation which, upon completion, will be replaced by an “Etablissement Public”, like at Saclay. The project comprises a big campus, a large public green area, an ultra-modern library, university restaurants, sports facilities, an entertainment hall, recreation areas, a post-doc. residence, a *Maison des chercheurs* with 100 flats to favour the reception of university students from other countries, a conference centre with 1000 seats, etc. The northeast sector of the capital, which is the poorest area, will be revitalised by the future presence of at least 2,800 people (amongst teachers, researchers, post-docs and administrative staff) in addition to the students, some of whom actually intend to settle there.

The problem regards how this new university district can be included in a peripheral sector characterised by marked social and spatial degradation, without having envisaged adequate accompanying devices. The urban and social consequences would be devastating.

The PRES of *Paris Sciences et Lettres – Quartier Latin* brings together all the institutions for experimental and human sciences, social science and artistic creativity. Uniting these excellent institutions does not however

mean merging them in unique structures, depriving them of their identity, but rather equipping them with more strength in communicating with public and private partners to develop a common research and development policy. The name “Paris Sciences et Lettres” aims to underscore its nature of scientific and literary cluster in the city centre, with a history made up of relationships interwoven over the years between the various institutions present. This complex government project, which benefits from a budget of over one billion euros.

The *Paris Sciences et Lettres – Quartier Latin* project is compared to the City of Paris *Grand Quartier Latin* project, aimed at contrasting the loss of appeal by the district at symbolic level (linked to the image of the student and university district) and at spatial level (with the delocalisation of certain central functions). The relaunch of the district was assigned to the “Grand Quartier Latin” Project, which aims to re-concentrate student life in this central area of Paris and renew the image of Paris as “International capital of culture”. But the two projects, PSL-QL and “Grand Quartier Latin”, represent two different and even diametrically opposite visions of the role of the university and research in the city.

However things turn out, these projects are already well underway and promise important evolutions, with a variety of implications. We have to hope that the university will gain more awareness of the strategic role it is called upon to play in the development of the territory it belongs to, taking a stance as player directly involved in the territorial and urban transformation processes, as opposed to passively accepting external decisions the outcomes of which still look uncertain, in a context which still seems to depend largely on the crisis.

L’Aquila: the University through the Earthquake

by Piero Rovigatti

L’Aquila is the capital of a region, Abruzzo, sparsely populated, but rich in environmental and historical resources.

L’Aquila before the earthquake of April 6, 2009, was first and foremost a university town, with over 20,000 students enrolled, almost one student for every four inhabitants.

This city’s character emerges in the aftermath of the earthquake on April 6, 2009.

309 officers are the victims of the earthquake, 220 are found in the centre of the main city of the Region, and particularly in his remarkable historical centre, one of the largest and most important in Italy.

Among these, 55 are university students, and 8 of them die in the student’s home, just outside the historic centre, despite the concern and alarm, before the most severe shock, but unheeded, of its inhabitants.

Even at L’Aquila, as elsewhere, generally, in Italy, students offsite occupy houses in poor housing conditions, often with illegal leases. During the earthquakes, in general, collapse the worst buildings,

Many collapsed buildings, or which with the highest number of victims and injured, are concrete construction, built after the war, perhaps in economics, with probable omission of standards of good building, as well as the seismic standards.

Before the earthquake, the L’Aquila district was already marked by time, by a serious decline in socio-economic, exacerbated by the international financial crisis. However, in this contest, the presence of the University could still be considered one of the few factors of innovation and vitality that the city was in able to present.

After the emergency phase, defence and development of the University could have become, by the State and local institutions, one of the strategic opportunities for a new, efficient model for the reorganization and revitalization of the city.

But this did not happen.

The University of L’Aquila is the oldest university in the Abruzzo region. On the threshold of the earthquake of 2009, between the territorial and geographical advantages of the University, is also its location in the historic centre, which houses some of its most important seats. In the historical centre, the presence of a large and lively student community, produces significant added value within a city and an urban community, already characterized by high cultural habits.

L’Aquila, in the Italian average, is a city where the people read many book, people go to the theatre and concert, people live a cultural life that find, by the presence of a community of young university, new vital enzymes. (...)

The earthquake struck with equal violence as the homes as the most civil infrastructure of the city, particularly in the historic centre. The earthquake struck, in particular, schools, hospitals, government buildings, offices and university facilities. The greatest damage affects the historic buildings that give hospitality to the faculty of the centre, along with the unfortunate "Student's home" on Viale XX Settembre, along with various offices and branches. But the earthquake also hit a lot of new university settlements, as in the case of campus Roio, last and costly construction of the development plan of the University. Only Polo Coppito, home science, engineering, limits the damage, so as to enable the speedy resumption of academic activities.

In addition to the material damage, the universities also suffer intangible damage, about the perception of safety by students and their families.

These types of damage is added to the effect, usually negative, the transformations induced by the earthquake to the entire university system.

It's known, at least in part, the dispersion of the inhabitants of the town centre, distributed without rules and criteria in the new suburbs of the so-called Plan CASE (Earthquake-Proof, environmentally sustainable settlements). Less known is the fate, analogous, known by almost all Faculties, destroyed or heavily damaged.

Nevertheless, the University of L'Aquila tries to give itself a new arrangement, according to the old Italian tradition of improvised and provisional solutions, seizing opportunities - little and often accidental - that a city devastated by the earthquake and the absence of government transformations allows him, shattering its presence in the urban periphery.

After three years by the earthquake, the new geography of the university system Aquila shows a long string of unsolved problems.

The biggest problems are: the lack of complementary services, problems associated with the mobility of students, the housing problem for university students offsite, aggravated by the conditions of housing stock and the market crisis and the inadequacy of the public.

The fatal - for the whole Italian public university system - university reform Gelmini Tremonti, does not seem to have helped about the minimal benefit of which had based much of its symbolic investment (the reorganization of the university system through the contraction of existing homes and contrast to the proliferation of new universities sites and degree course).

The cuts to the financial resources shows already, today, adverse effects on efficiency, if not on the very survival of the University of L'Aquila.

Few signs suggest a rosier horizon. Among these, the debate around the constitution of a new Abruzzo International University, along with a number of initiatives aimed at providing homes and services to students.

Even with respect to this need, rebuild, and follow closely monitor the events and constant current through the University of L'Aquila earthquake, must be a shared commitment of public institutions and stake holders in the city.

The University of L'Aquila, in general, should be able to rely on the recovery and revitalization of the city, particularly its brave historical centre, finding it especially in the conditions that have been in the past, the foundation of its success and enjoyment especially among students, rather than chasing improbable, bombastic commitments of new development in urban dispersion exacerbated by government intervention in the post-emergency.

The main problem, for the city of the Eagle, it's not only that his university could cross the earthquake and its aftermath. It is the same city, which still sees a threat to its survival.

Currently, the only people who understood the importance of all this are the young people and university students. Also as a gesture of defiance and courage over the pond of reconstruction, the young university students have taken some time to attend the public meeting spaces, and the old town, taking back what was always theirs.

The hope is that the institutions will eventually follow their right intentions, defining the new tools of the reconstruction new occasion of integration and development between the City and its University, opening this new tools to the participation of all those who live in the city and his university.

Politique de la Ville and Projets de territoire

by Anna Laura Palazzo

The *Politique de la Ville*, grounded on an idea of equality that has not yet withdrawn despite economic downturns and political turnovers, was launched in the late 1970s, aiming at reducing territorial inequalities within disadvantaged neighbourhoods (*Quartiers en crise*) built after the Second World War.

Ever since, several challenging generations of the “*Politique de la Ville*” have been set up addressing the specific domain of housing and urban environment and more general issues in employment, health, law and order, security and urban services. Their sphere of influence has gradually enlarged, interacting at the municipal level with by-law requirements to achieve 20% of social housing.

In large urban areas, these issues are entrusted to the so-called *Schémas de Cohérence territoriale* (SCOTs), inter-municipal master-plans intended to manage sectoral policies related to real estate, public transportation and environment. Within the SCOTs, the challenge of inclusion is met both by a dilution of social housing estates located in the banlieues even through radical demolitions and reconstructions, and by infill practices of social dwellings in downtown areas. As for the governance model, the contract option (*Contrat de Ville*) issuing from private sector is increasingly shaping complex relationships among State, regions and municipalities as an aftermath of the administrative decentralization reform in the early 1980s: the local stage cuts across municipal elected officials and citizens, bringing about new routines based on reciprocal confidence.

In this “*tournant épistémologique*”, the juxtaposition between advocates of comprehensive legitimacy (law and universal suffrage, but also technical knowledge and expertise), and supporters of a flexible right, or “*negotiated law*”, has been crucial. The action research processes led by individuals working with others in teams or as part of a “*community of practice*” have been from the very beginning strongly supported by enlightened civil servants, bureaucrats and “*modernist*” practitioners. Among the “*Métiers de la Ville*”, the “*Chef de Projet*” stands out as a mediator, facilitator and manager often coming from previous local militant experiences.

In the summer of 1981, the communities of Vénissieux, Villeurbanne and Vaulx-en-Velin, in the Metropolitan area of Lyon, came to the fore because of a series of riots that shook the young “*Politique de la Ville*”. The hunger strike of 12 young residents in the Monmousseau des Minguettes district (Vénissieux) brought about a protest march for equality, started in Marseille with 30 demonstrators and ended in Paris with more than 100,000 people.

The social unrest due to the oil crisis was then exacerbated by the resurgence of unemployment, urban de-

caj and racism towards immigrants concentrated in the “*Cités*”, the suburban housing estates.

Specific matters related to community development issues, notably the integration of young people into the labor market, were tackled within parliamentary reports in order to raise awareness of new cross-cutting measures needed to address social distress and exclusion, through cooperation between State, municipalities, ONGs and local associative networks.

Initiatives to promote citizenship, to raise participation of city users in the functioning of public services, and related procedures and actions facilitating the voice of the inhabitants (“*prise de parole*”), have been since strongly supported. The participatory process allows residents to say over the priority action programs affecting their everyday life, and to share the paths of their development, implementation and evaluation with the partners of the *Contrats de Ville*. The new routines of *Politique de la Ville* involve the traditional skills of social work together with communicators and facilitators in a “*place-based*” approach entailing four levels of intervention: agglomeration, municipality, neighbourhood, proximity. Social representations are therefore translated into a territorial basis. Still, the very nature of collective mobilization on specific issues and projects brought up for discussion by opinion polls of citizens and users claims for new forms of legitimacy within the democratic game. In 2007, after a new cycle of riots in some of the *Quartiers en crise*, the former city contracts were replaced by simpler and more readable urban contracts for social cohesion (CUCS). These contracts between the State and the municipalities are concerned with structures of inter-municipal co-operation and are signed for renewable three-year periods.

The *Politique de la Ville* has helped establish a different working style, prompting a new attitude towards governance schemes and decision making processes. This turning point involves city officials and practitioners, notably by enhancing cooperations between players endowed with different powers (the decision makers) and/or knowledge (the technicians) supporting urban renewal processes from the first proposal stage to its implementation and management. At the same time it has to be stressed that programs on disadvantaged neighborhoods are designed to last beyond a one-term administration, and claim for a wider spatial framework at the metropolitan scale. Whether formal or informal, such a “*projet de territoire*” needs to implement the interaction between the so-called “*portage*”, that is the support from elected representatives, and action research practices arisen from the ground of discussion and listening.

A collective learning process ensures the best the aim of getting back to “*common law*” jurisdiction as soon as possible; and the social challenge proves to be fulfilled by ensuring the conditions for a transition from a “*protected*” economy into a market one.

Social Housing is a matter of welfare: problems and current solutions in an international review

by Laura Pogliani

A field of interest

The problems involved in the housing production for low income groups have been dealt with in the international debate and literature since twenty years, aware of its political and symbolic dimension.

For decades “social housing” has been intended as a part of housing for rent, at prices far lower than market ones, provided by national funding and built in cooperation with appointed associations. So long, this definition has been reviewed, according to a reinterpretation of public welfare that requires private support to public strategies. In 2006, Cecodhas (an observatory of the European Community) gave a wide definition of social housing, including both new and renovated houses for rent or for sale, provided by public, semi-profit, non-profit and private bodies. The debate focuses on the principles of the urban welfare regimes and on the relationship between land use planning, that is a mostly public activity, and property rights.

In countries like US where the tradition of property rights is deeply rooted in the institutional and juridical frame, social housing is understood as a regulatory taking which entitles the individual property owner to some form of compensation from the public. Harvey Jacobs discusses the origins and the reasons of this attitude in the United States Constitution (the Fifth Amendment of the Bill of Rights says that “...nor shall private property be taken for public use, without just compensation”), he illustrates its working out in a decision of the Supreme Court in 1922 affirming that “The general rule...is, that while property may be regulated to a certain extent, if regulation goes too far it will be recognized as a taking” and takes care of the many interpretations regarding the notion of “regulatory taking” in the common law, to present days. Because of its paramount political and cultural dimensions, the discussion can not be simply restricted to a juridical field.

Some authors consider the fact to reserve a special zoning for social housing in private transformations and to dedicate a part of building rights to social aims as a mechanism to capture land value so to redistribute wealth. The question is widely discussed in literature since ten years, and plays an important role in the evaluation of social housing programs.

In Great Britain, Section 106, introduced in 1990, regulates the aims and limits of social dwelling provision by private subjects. At the beginning most critics pointed at its nature of implicit taxation, but nowadays negotiations largely use the planning gain to recover facilities and

social services (among which social housing), although they limit it through a “rational nexus” approach according to which the needs to be satisfied must be located close the intervention area. At the beginning of the 2000s a large debate criticised the negotiation process for a more standardised regulation, in order to accompany the obligations (in some way discretionary, because of their negotiation origin) with a standard charge for new developments, able to support the delivery of infrastructure, including affordable housing supply.

Land for social housing is the crucial issue. Some international researches pointed out the originality and the weakness of the Dutch model. Crucial factors were the public provision of land, widely supported by central government, the active role of the municipalities in the creation and management of the housing estate (land banking), the pro-active negotiation among municipalities, housing associations and private bodies. The well known Dutch model assured over a century of welfare standards. Recently, because of the crisis of the housing market and of large cuts the governmental funds, this model tentatively opens to private activities and integrates public and private housing supply through the planning system. It's a world known approach called Inclusionary Housing (or Zoning).

Integrated solutions to housing needs

The comprehensive book by Calavita and Mallach (2010) *Inclusionary Housing in International Perspective. Affordable Housing, Social Inclusion and Land Value Recapture* deals with different solutions applied in European and Non-European planning systems. Inclusionary housing is defined: “land use regulations that require developers of market-rate residential development to set aside a small portion of their units, usually between 10 and 20 percent, for households unable to afford housing in the open market. Alternatively, they can choose to pay a fee or donate land in lieu of providing units”. It emerged in the US in the 1970s, especially in California. Today it is largely applied in many other countries.

The literature is wide but somehow lacks a critical view on its quantitative and qualitative outcomes and does not explain enough whether the inclusionary model will be more efficient than the traditional public approach. In many European countries private investors have become essential actors in housing policies with shadows and lights.

Great Britain is since long concerned with public – private negotiation for increasing the social housing stock (for rent, lease and sale), and for distributing it with social inclusion aims, after decades of segregation. Both Sec-

tion 106 of the Town and Country Planning Act (1990) and Planning Policy Guidance n.3 ask for private contributions, intended as obligations for building rights. Although this policy obtained poor results at the beginning, in the long run it showed good adaptation to different socio-economic and political context. As a general consideration, although more than a half of late social housing stock is realised in private developments, national funding plays still an important role, which will be reduced according to the new political conservative trend (see DCLG Structural Reform Plan 2010 and Spending Review 2010).

In Spain the necessity to redistribute the huge land value increasing earned by private developers until mid 2000s is a must for the 2007 Ley del Suelo that assesses a mandatory quota for social housing of not less than 20% out of all developments. Some cities and regions have preferred the dedication of land, but municipalities consequently gained a large stock of land and few housing units, while private developers have now to face the fall of the housing market.

In France a law in 2007 promotes programs for social inclusion in strategic areas, and focuses on the renovation and enhancement of the social capital (infrastructures, green areas and social facilities) and the quality and flexibility in the housing offer.

The Netherlands and the US are poles apart as far as IH is concerned. The well known Dutch tradition in the provision of rental houses is slowing down, although its 32% of social rent dwellings out of 7 million units is still the highest rate in the whole Europe. The importance of the almost 400 housing associations is reducing as well as the role of municipalities, taking account also of the European rules. The implementation model is waving from negotiation to rules, from the “development agreements” to tools for evaluating “cost recovery”, and “land value increase” in order to grant the public interest in redevelopment projects. The new 2008 Land Development Act contains a menu of elective contributions, among which a social housing quota. Path dependency and early implementation do not allow easy judgement.

In the US many experts believe the credit crunch and the fall of the housing market since 2008 to be reasons good enough for considering IH an useless device; at the same time recent Court decisions weakened its legitimacy as municipalities limit private property. Far from what happens in Great Britain, Netherlands, France and Spain, in the US IH is not intended as a law or an act, but a voluntary local decision.

Strategies for innovation and inclusion

In spite of different strategies in European and non European markets, IH is a shared answer to housing needs. IH has focused the attention on the housing question, re-designed the boundaries of the welfare state and its conditions to survive in the public /private negotiation; it has

innovated the debate on the cost recovery and stressed on the social inclusion issue. IH is also an opportunity for central and northern European countries to enhance metropolitan regions, contrasting the functional selection of the urban core, which is one of the strongest menaces for urban regeneration. Moreover, both private and social sector in these countries are innovating the languages and typologies for contemporary living, the energy saving and bioclimatic architecture, the facilities for the urban comfort, in order to reduce the management costs and improve the production of sustainable houses from a social perspective.

Simplifying the planning, change the Plan

by *Federico Oliva*

A suspended reform

The National Institute of Urban Planning (Inu) still continues to support the planning reform proposed in 1995. Moreover, Inu requires a national law on “basic principles of spatial government” to guide the process of “Italian planning federalism”.

Originally, the goal of the reform was to separate the management of urban transformation from the management of the existing city. Within an urban plan, the separation of policy choices, aimed at transforming the city, from the management of the existing city was (and remains) essential for the spatial government and to act against land rent. The traditional plan (Piano regolatore generale - Prg) was inefficient to limit land use valorisation, because it was prescriptive and conformative of development rights.

The innovation initially advanced, by proposing a new model of planning more “structural” than “regulatory”, has been modified over time. In fact, the structural planning model has been gradually “diluted” to a clear return to the past, which is towards a model of traditional planning (regulatory, prescriptive and conformative).

The reform included a plan made by three documents:

- the first, structural and programmatic, whose goal was the management of urban change;
- the second, operative and prescriptive, useful for the implementation of urban changes;
- the third, regulative and prescriptive, aimed at managing the existing city.

Since 1995, the Italian planning reform has made few progress through some good regional laws, but nothing has been done nationally.

Some Regions have introduced the new model of plan proposed by Inu, but often with significant differences. The season of regional laws for spatial government, today has led to a phenomenon of planning federalism: each region has its own planning law, very often different from each other, in the absence of a national legislative framework.

The new structural plan, introduced by the reform, had to be characterized by vague graphical representations because the method of expressing the land use decisions, through a selective and simple drawing, was essential to express the non-prescriptive urban choices.

Unfortunately, most of the structural plans produced have instead maintained a graphical representation similar to the traditional zoning. The structural plan is useful to manage the great urban changes because it isn't prescriptive and therefore does not produce development rights but only development potentialities. But very often, in the same representation of structural plan,

there are both strategic choices and rules to manage the existing city. The project covers the whole territory using the same graphic indications: for each symbol, a rule.

Thanks to the historical difficulty of management the transformations, Italian culture maintain the old plan model: not only because it is strongly rooted in the Public Administration, but also because it is supported by the conservative component of planning culture. This component has never accepted the reasons why it was necessary to reform the planning tool:

- firstly, the new problems of urban transformations;
- secondly, the crisis of eminent domain which was the primary mode of implementation of Prg.

The conservative and extremist component has divided the reformist front and has influenced the public opinion. Another component of planning culture (inside the professional world), has instead focused on the reduction of management role of the plan. This school of thought, using an approach based on the deregulation of the planning tools, preferred urban design than urban planning. An approach that has been backed by neoliberal policies. This kind of planning approach has produced significant damage in the Italian city because it has always considered the urban transformations individually, without foreshadowing a general urban development. The crisis of planning depends on many causes. First of all, it depends on the quality of the regional and national planning laws that are unsatisfactory, but also depends on the political crisis.

But I also think that the urban crisis is mainly due to the low credibility of a discipline that has not been able to give technical answers to urban problems, in a social context not particularly inclined to respect common rules and to defend collective interests more than individual ones.

A crisis that has been determined by a political agreement to avoid law reforms but also with maximalist positions of planners, whom are contrary to the reform.

Nevertheless in Italy, the field of urban planning has its own technical contents, derived from law, but also a moderate tradition of plans.

The “planning federalism”

Given the weak of central control in the field of planning (the absence of a modern national planning law) the INU proposal was implemented by Regions with difficulties.

A simple comparative analysis of different regional laws show clearly an amazing fact: in Italy there is no overall policy for spatial government in nineteen Italian Regions and two autonomous Provinces.

Fourteen Regions have reformed the local plan, but not all with the *Structural Plan* (as was suggested by Inu), and the *Structural Plan* is called and achieved in seven different ways. In the other seven Regions it was instead confirmed the old regulatory plan (Prg).

The *Operative Plan*, the second main innovation sug-

gested by Inu, is still unused and, where there, it is defined in different ways but it isn't following the proposed model: a plan of action for urban transformation, limited over time (5 years) with effects on development rights; it must be prescriptive and to define binding measures.

The third component of the proposal, the *Town Planning Regulations*, for the management of the existing city, is present only in some Regions.

Except some cases, the development tools (masterplans for transformations¹) are not grouped into a single tool of public or private initiative but recalls the traditional tools provided by the old national planning law (L 1150/1942). A more stable form and content are fixed for territorial plan, almost always attributed to the Province.

Rather than redefine new and more efficient tools reforming planning system, regional laws have changed, in many cases, the names and the acronyms of the old instruments. But the framework of planning discipline has not been modified by regional laws, and it can be stated that the Inu reform proposal has never really applied. In general an excess of regulation characterize regional planning laws, and the general judgment of this experience of reform is unsatisfactory.

Three reasons for the plan

At least, there are three good reasons to consider the plan as an effective master tool able to guide the processes of spatial transformation at double scale: from local redevelopment and urban renewal, to the government of urban sprawl.

The first reason concerns the history of the modern city. Since the first industrial revolution, the plan was considered a necessary tool for managing urban growth (in terms of economical and social progress), but also the plan was the tool used to improve the physical quality of the city and its specific cultural identity. This is proved by the fact that except the sprawled areas, in every city it is possible to reconstruct the expansion process governed by plans.

The second reason comes from the history of the modern city, which teach us that it is impossible to construct an unique image of a city without an overall design of it. By this point of view it becomes clear that a negotiable approach to govern urban transformation isn't capable to fix the general goal for the entire city.

If during the period of expansion the plan was the tool designed to shape the city, today in Italy, the plan has lost its capacity to drive the change: when the great pe-

¹ In Italy since 60's there are specific planning tools to develop parts of the city. For example, there are "Piani per l'Edilizia Economica e Popolare – PEEP" (Plans for Economic Housing) introduced by law 167/1962, their goal is founding areas for Social Housing; "Piani per Insediamenti Produttivi – PIP" introduced by law 865/1971, their goal is encourage the development of industrial areas.

riod of expansion was finished a new period of transformations has been started and the plan was not adapted on new territorial challenges.

The revaluation of plan has been interpreted in a double position:

- on one hand some planners support the replacement of town planning with urban design (with necessary law adjustments);
- on the other hand others support the reinforcement between different scales of project.

Both the position were rejected with a typical Italian choice which was to stay between them. The third key reason to support the action plan, is the substantial unsustainability of urban sprawl (which has to be stopped), the necessity of provide a new sustainable mobility system, the necessity of create a polycentric urban system where excellence functions are concentrated, with basic services and essential public spaces.

The action plan has to shape a strong environmental network, with a selection of areas with the highest ecological potentiality, in order to maximize the environmental regeneration of natural resources.

Environment, infrastructure and settlements are themes of a unique plan which keep together all fundamental planning choice.

For these reasons the plan is still a necessary instrument and helpful, not in the traditional pure regulatory form, but as a tool which give shape to the general rules for metropolitan government able to select the framework of transformation assessing the environmental, social and economic benefits, based on an adequate knowledge of territory and supported by specific structural and strategic cartographic representations.

Someone could argue that a well-governed city would not need any structural project, but there are three reasons to confirm the need of a plan:

- the plan, with its contents, fix the common rules for the city development, and for this reason is an instrument of democracy;
- the conditions of a well-governed city in absence of a structural planning framework does not exist in Italy;
- the plan is a technical tool which has to declare its technical autonomy from political rules.

Simplifying the planning system

To enforce the necessity of the plan cannot be separated from the simplification of planning system. We have already mentioned the problem of excessive complication of Italian planning, as a consequence of the lack of urban management: the plans are too much detailed, prescriptive, but at the same time flexible. This mainly concerns the possibility of reform the legislation.

Unfortunately the new regional laws are too complicated (an average of 60/70 articles), including the proposal for the national "guideline law" on territorial government.

The Inu proposal was focused on the introduction of

“co-pianificazione” (shared planning), an approach that involved all the Administrations and organizations that have responsibilities and interests in the plan formation. The introduction of “co-pianificazione” it will be necessary not only for the acceleration of evaluation and approval of plan, but also for the quality and transparency of decision-making process. Unfortunately, we are still very far from this perspective: “co-pianificazione” is not created, because of the absence of a guideline state law on spatial government. Without a national law the Regions are not allowed to modify the statutes and decisions. Today there is a general agreement among the Italian city planners, not only the reformists, identifiable with the Inu but all those who continue to be seriously dealt with planning, as well as major organizations such as the National Association of Italian Municipalities (Anci) and the National association of builders (Ance), in order to support a substantial simplification of the plans.

Change the plan

The renovation of planning system is not just a matter of legislation, because the innovation regards also the shape of the plan, with the emphasis of the structural vocation against the zoning approach, and the construction of a programmatic document that does not contain all possible transformations, but selected choice for each system (environment, infrastructure, settlement).

A *Structure Plan* is an essential tools: it select essential programmatic transformations, it doesn't fix prescriptions and constraints, and it hasn't effect on property and building rights (except for areas subjected to national or regional constraints).

National or regional constraints will cover the so-called “structural invariants”, the part of the plan less modifiable in time.

The *Structure Plan* will be divided into systems of environment and infrastructure (giving shape to networks of mobility and environment), and the settlement system regarding the existent city, with creation or enforcement of new urban polarity and a simple process or urban re-qualification for consolidated areas.

A plan that guarantees the necessary vision to the future which select transformations aimed to purchase urban regeneration. This means that the *Structure Plan* will leave any decision to further processing for the areas not affected by the “structural invariants” in a subsequent evaluative process.

This solution is a real revolution in the way of conceiving the plan: the structural planning experience in Italy replace the old conformational requirements (specifically peripheral areas, with indexes, parameters and intended land use), which differed from previous ones in the manner of representation, with the result, however, of create new expectations on land use valorisation.

Also the scale of local plan will have to change: not the municipal but the metropolitan scale of contemporary

city. This change request a parallel innovation in the model of government, improving the efficiency and competitiveness decision-making system.

The effectiveness of a *Structure Plan* also depends on the *Operative Plan* (proposed under the original Inu indications).

It must follow and apply the projects defined by *Structure Plan*, which can be implemented in a specific period of time (5 years, as the planning restrictions). The prevision of *Operative Plan* decay after the 5 years of validity. The implementation of the *Operative Plan* will be finally assigned to the normal negotiation, perhaps under the implementation of a masterplan which allows building rights, a tool too little used in Italy.

The proposed idea of Inu (improving new planning tools, making them simpler and more understandable) represent an essential perspective in the midst of global crisis, and it seems distant and difficult to practice for the lack of public and private resources. But the proposal has to be judged in a new sober style of any future action planning in order to ensure the necessary feasibility choices.

There are, in conclusion, two questions concerning the new model of plan. The first concerns the need for greater integration between planning practice and design tools. The second concerns the weight that should have, in the construction of the plan, the technical and professional planners, supplemented by many other professionals whom contribute to its formation. Planning is an applied discipline, with a continuous accumulation of experiences that contribute to increase the knowledge and skills of urban planners. This knowledge cannot be negotiated by the policy. Building a *Structure Plan* means to manage the responsibility for technical and cultural choices that urban planners and specialists have to coordinate together.

A new horizon for the world heritage city management plans: “Historic Urban Landscape” concept

by *Hicran Topcu*

UNESCO, from 2005 on, has introduced the condition of preparing a management plan for all heritage properties of the world heritage list. The management plan basically aims to guarantee the sustainability of the outstanding universal value, integrity and authenticity of the heritage property. UNESCO, through the Operational Guidelines of the World Heritage Convention, without defining any standard method for the management plans, has defined the general characteristics and the fundamentals of a management system.

Defining the outstanding universal value of a heritage property and determining the tools capable of maintaining it become a great challenge especially in the case of historic cities that usually represent a great heterogeneity and complexity with numerous factors to consider. We claim that the concept of “Historic Urban Landscape” (HUL), that was introduced by UNESCO in 2005 through the famous document called “Vienna Memorandum” could help us to deal with this complexity.

HUL concept, rather than a new category for the world heritage list, was formulated as an integrated approach for the identification of the historic urban environment, taking into account also the demands for change and development, in order to achieve a more complete and a sustainable conservation. Therefore, the question is how this approach could alter the recognition, identification and the management of the world heritage cities.

Operational Guidelines of the World Heritage Convention, in Article 109, defines the main purpose of the management system as “to ensure an effective protection of the nominated property for present and future generations.” The management system is defined according to the type and the characteristics of the heritage, as well as its natural, cultural and political context. In other words, UNESCO emphasizes the case-specificness of the management plan, and its capacity in representing the diversity of heritage values, depending on the specific characteristics and conditions of the nominated property. Some of the basic requisites of an effective management system as defined by the Operational Guidelines are; a thorough shared understanding of the property by all stakeholders; a cycle of planning, implementation, monitoring, evaluation and feedback; the involvement of partners and stakeholders; the allocation of necessary resources; capacity-building; an accountable, transparent description of how the management system functions, and a coordinated management of different types of heritage values (Operational Guidelines, 2008:

Art. 109-114).

The identification of the outstanding universal value (OUV), the authenticity and the integrity, as it constitutes the basis of all evaluations regarding the heritage site, is also the basic step for planning of the site management. OUV can be defined as the sum value of a site together with all of its material and immaterial components and aspects that contribute to its uniqueness, that is, the reason for which the site is nominated as part of the world heritage list. Regarding the identification of the OUV, it is of a crucial importance to consider that the value judgments are destined to change in time, to vary from a culture to another and even within the same culture. Authenticity, on the other hand, is the main qualifying factor of the values associated with the heritage, thus forms the basis of all kinds of research, conservation and management activities regarding the site. The capacity to evaluate the level of authenticity depends on the quantity and the reliability of the related sources of information. Lastly, integrity is defined as the wholeness and intactness of the heritage and depends on three main factors: availability of all elements necessary to express the outstanding universal value; the sufficiency of the size of the heritage site for a complete representation of the features and processes conveying its significance; the level of exposition of the heritage to the negative impacts of the urban development and neglect (Operational Guidelines, 2008: Art.80-88).

The identification of the OUV, authenticity and integrity in a historic city is a challenge for a series of reasons. The cities are dynamic entities. The major part of cities owes their character to their multilayered structure representing the continuous processes of development and change in history. In case when the sources of information about the development phases are inadequate or uncertain, the question becomes even more complex. Furthermore, cities usually have a heterogeneous composition with natural, rural and urban areas with historic and non-historic character, having functional, cultural and visual relationships with each other. The historic identity of a city is the outcome of numerous and extensively variable factors such as the geological characteristics of the place, socio-economic activities, know-how of the material culture, cultural exchanges and dynamics, traditions and rituals.

Therefore, with our current understanding of historic city today, to achieve a good management of the heritage site, we need new methods of identification capable of recognizing their integrity with all contributing factors.

Historic urban landscape was first introduced to the debate on heritage cities in 2005 as a key concept for the reconciliation of the conservation and development in historic cities. From the very first definition brought by Vienna Memorandum as “ensembles of any groups of buildings, structures and open spaces in their natural

and ecological context...” owing its significance and value to its witness to human settlements over a relevant period of time, the concept was enlarged to embrace the entire urban system containing also intangible values, meanings and interconnections. The definition proposed in one of the thematic meetings organized by UNESCO in 2008, underlined the methodological and dynamic aspect of HUL, being “a mindset, an understanding of the city as an outcome of natural, cultural, and socio-economic processes...” giving a special emphasis to the intangible human aspects that shaped the urban environment and will continue to change it (Van Oers, 2010:14). Currently, HUL is widely recognized as a methodological concept, an approach for the identification of the historic urban environment rather than a physical definition as “ensembles” of built and natural environments. Jokilehto defines the HUL concept in a very simple and expressive manner:

“HUL is an approach to the identification and recognition of specified qualities, characteristics and significant relationships in the built and natural territory, resulting from processes over time and being associated with multiple layers of significance” (Jokilehto, 2010:50).

As a result, HUL concept proposes an integrated, multi-layered and a dynamic approach for the identification of the historic urban environment as a multilayered composition of material and immaterial elements, and interconnections between them, owing its identity to the continuity of cultural and socio-economic processes. Such an approach based on the integrity of the heritage site and that embraces also its future development, might be very helpful for the management plans providing them with a complete framework for the identification of the heritage values and the formulation of strategies for conservation and development.

We can conclude underlining some of the fundamental aspects of the HUL approach that would alter our way of recognition of the historic cities with reference to basic requisites of the management plans:

The integrated and relational point of view of the HUL approach results in the substitution of the conventional identification methods based on the definition of heritage boundaries, with the recognition of the system of values and relationships that characterize the place identity, which, in many cases, is hardly delineable with the two dimensional boundaries.

The outstanding value of the heritage cities, needs to be reformulated according to the holistic vision of the HUL approach, with the involvement of all types of cultural and natural, material and immaterial elements of the site as well as visual, functional and sentimental relationships between them;

The integrity of the historic city from the perspective of the HUL approach involves a larger territory composed of urban, rural, natural areas of historic and non-historic character connected to each other with the system of

functional, visual and cultural relationships;

The HUL approach gives a special emphasis to the socio-economic aspects of the urban heritage and necessitates the involvement of strategies and action plans for the conservation and improvement of the “quality of life” as part of the universal value;

The multi-layered character of the urban heritage is of a special concern for heritage identification and necessitates programming of activities for systematic research and documentation as part of the management system; Adoption of a preventive and a participative approach is fundamental for the formulation of the management strategies according to the “sustainability principle” of the HUL approach. Preventive approach requires a long term vision based on the consideration of risk factors and vulnerability of the heritage, while the participative approach necessitates the involvement of all stakeholders in all phases of management from planning to implementation, in order to arrive a common and a shared acknowledgment of the values to preserve and the strategies to adopt;

HUL approach considers the continuous change as part of city’s tradition. Therefore, the identification of the “dynamics of change” and the “capacity for change” become fundamental aspects for the formulation of the development and management strategies;

The management of the historic urban landscape is prevalently the creation and protection of a balanced relationship between the needs of conservation and development. Monitoring process, being the main tool to sustain this equilibrium is an element of major importance for the management process. Monitoring, being adapted to the dynamic, integrated and relational aspects of the HUL approach, becomes a continuous process and an integrated part of the heritage management.

As a conclusion, in order to be an effective tool for guaranteeing the sustainability of the historic identity of the heritage cities, the management plans should be adapted to our current understanding of the historic city as a composite and a complex system that lives, grows and changes, a system that is shared and coordinated by many actors and that owes its identity to numerous and variable determinant factors. The historic urban landscape approach provides a useful tool for identifying the integrity of the historic city with its particular dynamism and complexity.

The management plan, redefined from the perspective of HUL, acquires a more embracing and a dynamic dimension, becoming an integrated system for the management of different components regarding the various aspects of the urban heritage. The components of the plan- involving the data management, communication management, risk management, management of change as the most common issues for all heritage cities- are defined depending on the composition of the city, its heterogeneity, multi-layeredness and other dynamics, whi-

le its efficiency depends exclusively on the integration of these components through modules of interface that provide a continuous data exchange and updating. The consideration of the heritage management plan as a composite plan for the integrated coordination of the various issues related with the conservation and sustainability of the heritage, leads us to think about, as an alternative to “the plan of management”, “the management of plan” as an active and a dynamic process that lives and transforms together with the historic city.

Urban sprawl and soil consumption. Measure relationships using landscape metrics

by Chiara Lelli, Carlo Ferrari, Giovanna Pezzi

The urban sprawl

“Sprawl” indicates the physical pattern of low-density expansion of large urban areas, mainly into the surrounding agricultural areas (EEA, 2006). Socio-economical issues are the driving forces that generate this patchy, scattered spatial development. Increasing globalization implies increasing rapidity in displacing goods and people. This leads to the expansion of infrastructural networks and industrial and commercial areas, spread throughout territory. Linear and productive infrastructures are associated with discontinuous residential zones. This model induces people to use car transport (Galanti, 2009), with consequent increasing traffic, pollution and energetic costs. Moreover, a substantial conversion of agricultural lands into urban ones is found. The growing periurban area looks like a transitional zone between two well-defined realities: the city and its surroundings. The sprawl assumes peculiar spatial characteristics that allow us to analyse it both as a pattern and as a process (Galster et al., 2001; Angel et al. 2007; Bhatta, 2010). Settlement spread (Fig. 1) leads to a steady increase in a noticeable soil sealing, causing a major alteration of the hydro-geological structure and environmental fragmentation. This affects the ecosystems, which bear structural and functional stresses and leads to the formation of a border zone (edge effect), occupied by generalist species (edge species; EEA, 2011).

Spatial analysis of urban sprawl

In the last two decades urban sprawl has been widely studied, in order to evaluate and quantify it by means of indicators. The most common approach to a spatial analysis of the phenomenon includes the following steps:

1. Definition of study area and data collection. Data source are, generally, remote-sense data from which are derived thematic maps (mostly land use/land cover maps). Crucial aspects of sprawl study are spatial and thematic resolution, and also the extent of the study area. As to this last, EEA (2007) suggests a method of defining an unitary urban zones defined as land-use classes situated at less than 200 m and classified in the group of the first level of CORINE Land Cover (UMZs: Urban Morphological Zones).
2. Using GIS to manage the geo-referred data. In GIS software spatial data are encoded into a raster or vectorial format. These two data models allow us to distinguish the landscape patches (that is, homogeneous areas, classified according to specific attributes).

3. Indicators and metrics. Indicators are features (aspects) of landscape affected by urban sprawl (i.e. urban extension, decentralization and shape of urban systems, settlement dispersion, interspersion of different land uses, environmental fragmentation and heterogeneity). Such indicators can be measured in a specific landscape, by using indices, which are widely used in Landscape Ecology (i.e. landscape metrics)

Sprawl indices are mostly measured in studies of urban areas. In a few cases metrics are applied to surrounding zones, with the aim to directly measuring the fragmentation and heterogeneity (Torrens & Alberti, 2000; Li & Yeh, 2004; Angel et al., 2007; Sim & Mesev, 2010). Finally, no study suggests a standard set of metrics, since the selection varies from case to case.

The indicators and metrics set

We propose an indicator and metric set (Tab. 1) for a dichotomous analysis of a sprawled landscape, distinguishing between “urbanized” and “non-urbanized” zones. If we refer to the CORINE Land Cover (CLC) classification system (EEA, 1994), for example, land covers belonging to “artificial surfaces” (first level CLC) are “urbanized zones”, while agricultural areas, forest and semi natural areas, wetlands and water bodies belong to the “non-urbanized zones”. Our approach considers and analyses these two object under study (Fig. 2) as formed by different land covers (class components sum) or without such of distinction (resultant class).

The landscape metrics are selected and classified in order to quantify spatial aspects of sprawl (referring to the class components sum or the resultant class) linked to two landscape objects. Some metrics are from sprawl case studies, some others from FRAGSTATS (McGarigal & Marks, 1995; McGarigal et al., 2002b). Moreover, we have also considered studies not directly concerned with the phenomenon, in order to deepen the analysis techniques of environment fragmentation (Jaeger, 2000; Romano, 2002; Li et al., 2004; Moser et al., 2007; EEA, 2011).

Urbanized zones

Resultant class

Urban sprawl is linked to a widespread soil sealing (Sim, 2010), increasing urban decentralization, and a great shape complexity of the urban system (Herold, 2003; Sim, 2010), which develops along the transportation network in a discontinuous way.

The metrics we propose for “Urbanized zones” as a resultant class are in the Tab. 2.

Percentage of landscape (PLAN) and Largest patch index (LPI) measure urban extension (Sudhira, 2004; Hai & Yamaguchi, 2009), while Centrality (Huang, 2007) quantifies settlement decentralization (Fig. 3). Considering sprawl as a phenomenon that like fractals, repeats itself on different spatial scales (Torrens & Alberti, 2000),

we think it appropriate to quantify the urban shape using the Fractal dimension index ($1 \leq \text{FRAC} \leq 2$), while Compactness index of the largest patch ($0 < \text{CILP} \leq 1$) and Shape index ($\text{SHAPE} \geq 1$) measure morphology complexity and compare the effective perimeter of the urbanized patches with a shape of maximum compactness. The contemporary use of LINEAR ($0 \leq \text{Linearity} < 1$) and CIRCLE ($0 \leq \text{Related circumscribing circle} < 1$; Gustafson & Parker, 1992) indices make it possible to distinguish the two main conformations (convolute or lengthened) that sprawled cities can present (Fig. 4). To assess the structural discontinuity of built-up areas (Fig. 5), a suitable widely used metric is Shannon’s entropy ($0 \leq H_i \leq \ln(n)$). The value of entropy ranges from 0 to $\ln(n)$ when the distribution of built-up areas is very compact, to $\ln(n)$ reveal, when this distribution is dispersed. Moreover, Relative entropy can be used to scale the entropy value into a value ranging from 0 to 1, setting up absolute threshold (= 0,5) between compact (0-0,5) and dispersed/sprawled (0,5-1) pattern of urban growth (Bhatta, 2010). Lastly, the measurement of the difference in entropy between time t_1 and t_2 can be used to indicate the magnitude of urban sprawl change (Yeh & Li, 2001).

Class components sum

Considering the class mosaic constituting of the “urbanized zones” it is possible to evaluate the integration and proximity of different land uses. These the two factors are low, when sprawl occurs. The periurban scene is characterized by a differential distribution of land uses types (Fig. 6), so with a separation of areas designed for different activities (Galster et al., 2001). To measure the two factors we propose to use the Interspersion and juxtaposition index ($0 < \text{IJI} \leq 100$; Tab. 3).

Non-urbanized zones

Resultant class

There is much environmental fragmentation in areas with a periurban development pattern (Galster et al., 2001) due to the high presence of transportation networks and linear-growth settlements. Some metrics listed in Tab. 4 directly evaluate “non-urbanized zone” fragmentation (NP: *number of patches*, PD: *patch density*; ED: *edge density*; MPS: *mean patch size*; DIVISION: *division*; Meff: *effective mesh size*), while others quantify this parameter indirectly (L: *density of roads*; IFI: *infrastructural fragmentation index*; UFI: *urban fragmentation index*). The latter take account of factors causing the isolation of environmental systems. Various types of infrastructure and settlements are linked to a different levels of biologic permeability. Therefore, when calculating the IFI and UFI metrics, fragmentation can be evaluated by assigning a specific impact-coefficient to every barrier type (Romano, 2002).

Class components sum

Areas with a sprawled development pattern show a reduction in non-urban land covers types, which are converted into anthropic land use types (Fig. 7). “Non-urbanized zone” heterogeneity (richness and evenness of the component classes; Tab. 5), can be calculated through *Simpson’s diversity index* (SIDI) and *Shannon’s diversity index* (SHDI; Eiden et al., 2000) indices. *Number of classes* (NC) and *evenness* (Es) can be used to distinguish the contribution of the two factors (richness and evenness) in determining the degree of heterogeneity measured.

Discussion

The spatial pattern measure of the urban sprawl process, which affects the contemporary city, is fundamental for rational territorial management. The proposed indicator and metric set represent a tool for territorial and urban planning activities. With reference to the proposed set, integration between metrics and also indicators is required to evaluate occurrence of the phenomenon in a territory. In fact, only in some cases do the selected metrics represent alternative measures, while they often have to be used together to measure the same parameter (spatial feature/indicator) in a complete manner. In addition, each analyzed spatial character represents a relevant sprawl aspect. However, only by considering all the features (and measuring them using appropriate landscape metrics), can these parameters constitute a descriptive sprawl model. We have to emphasize that the metrics of the set do not provide an absolute valuation of sprawl in an area, there is as yet no fixed threshold to discriminate absolutely between a compact or a sprawled development pattern (Bhatta et al., 2010). The only exception is by the *Relative entropy* index, used for the computation of settlement dispersion. Nevertheless, by noting the signs of the the extent of sprawl, we can obtain more information for territorial management, not just by evaluating sprawl presence/absence, but rather by measuring its degree. For this task, the landscape metrics proposed can be applied in diachronic and synchronic comparative studies, which translate the information content of configurational and compositional features into numbers. Using these metrics and the study method proposed, we can obtain data to sketch an outline of the present state and the evolution of an urban system. This outline is necessary in order to choose the best planning strategy as to how to reduce the impact of the present territorial development model. First, this strategy must improve the efficiency of the built-up areas, in order to maintain the integrity of the non-built areas. Therefore, urban requalification, disused-area recovery and space reorganization will be imperative. Furthermore, a careful evaluation of possible territorial transformation scenarios is required in order to avoid serious and permanent damage, and for this fixing acceptable

targets for the sprawl-indicators of the proposed set can be appropriate. Finally, in order to find permanent solutions to re-form the present land use model, recognising and understanding the causal factors of the sprawl are necessary, in order to effectively control their effects. The impact of human intervention makes understanding the current phenomena of fundamental importance. The enlargement of human skills can produce great benefits but also great damage and too often development is measured with a scant attention for the environmental question. However, the environment is a primary good for humanity and without considering its essential value, development cannot be defined progress.

How deal with urbanism beyond growth? Thinking about the link empty space/reuse

by *Simonetta Armondi*

His paper is concerned with developing a better understanding of the dynamics that affect the relationship between productive settlements and their geographical and spatial contexts at different scales in the XXI century. Starting from a recent research, it shows a focus on work spaces and places in building the new post-crisis economic landscape. The paper states that the changing patterns of places and space of production are a good perspective to observe – and also to criticize – the dominant narratives “at work”.

Starting from heterogeneous Italian case studies, this paper deals with four questions: why is it crucial talk about productive territories? What are “productive” settlements and landscapes in contemporary cities and territories from the point of view of urban research and of design practices? How do they change? What are their materials and how can we project strategies and principles which can be used for future plans and programs? Finally it shows how the contemporary “shrinking era” is an opportunity (maybe the first) to redesign sustainability and habitability for such contemporary “no-go zones”.

This research has investigated impacts of the productive innovation and the changing patterns of productive territories, stretching the familiar boundaries of what currently constitutes industrial spaces and starting from the common grounds of the Italian and international literature. This study was especially performed to determine the role of urbanism approach in planning productive settlements, and to deal with strong path-dependency and shrinking processes in different urban and sprawl productive contexts.

The paper has had three main objectives:

- corroborating the debate on Italian productive landscapes, starting from the acknowledgment that after a lively start up in a recent past, the current situation is more fragile. In addition local actors, leaders, and promoters don't have a shared common framework to understand and assess their contexts and their experiences;
- strengthening the role of project tools and landscape design, and improving the research on what new project tools about productive settlements as new centralities are, how they work and what are the challenging dimensions;
- starting from a place-oriented approach, defining a study protocol that supports local institutions, small and medium firms, and all the actors involved, to share and

gain knowledge of an assessment background about past and open experiences.

Finally, the preliminary results of this investigation lead to the conclusion that future research on productive settlements are needed to shed more light on the linkages with further main issues:

- retrofitting public policy for productive settlements beyond the rhetoric of environmental sustainability;
- crucial changes in contemporary territories in the perspective of the new relationships between spatial organisation and socio-economic dimensions;
- the spatial dynamics of Italian territories in connection with the long run development process.

The mathematical model PANDORA: a tool for planning and scenario analysis

by *Raffaele Pelorosso, Federica Gobattoni, Giuliana Lauro, Roberto Monaco, Antonio Leone*

The need, as felt by the institutions, for environmental protection included in land planning and management policies, implies the development and the promotion of new tools for sustainable planning to integrate and harmonize social requirements with ecological stability conservation.

An integrated Policy involving Environment, Landscape and Territory should have concret impact on land use decisions, environmental planning, agriculture incentive and management, design and building of public works and private construction and on all the fields in which a landscape quality target can be reached to protect the natural resources and biodiversity according to the European Landscapes Convention (Florence, 20th October, 2000).

The landscape that we know today is the result of human action in time: history and culture of each people influenced the natural resources management and exploitation over the centuries giving place to a dynamic landscape strictly linked with human events (Leone, 2009). Introducing new patterns and processes, humankind has modified the natural landscapes into semi-natural landscapes or has converted them into agricultural and urban or industrial landscapes.

Alterations of natural equilibriums has pointed out several consequences on landscape capacity to furnish goods and service (Willemen et al, 2008) as biodiversity conservation (Tscharntke et al., 2005) and regulation of water regimes (Lindborg et al., 2008).

Landscapes can be seen as spatially heterogenous complex systems organized hierarchically into structural arrangements, ecomosaics, determined by nonlinear interactions among their components through flows of energy and materials.

Environmental available energy has been pointed out as a key factor in the explanation of many ecological processes and theories (metabolic and species energy theory, biodiversity conservation) recurring to different indices (e.g. Net Primary Productivity, NNP, Actual Evapotranspiration, AET, Potential Evapotranspiration, PET) (Hurlbert and Jetz, 2010; Currie, 1991; Carrara et al. 2010; Brown et al., 2004). A more complete measure of available energy, so-called Biological Territorial Capacity (BTC), was proposed by Ingegnoli (2002) considering a

synthetic function of vegetation metabolism.

As the importance of energy exchange, although it is rare for a landscape to be in any form of equilibrium and the landscape equilibrium concept is not yet clear (Perry, 2002; Turner et al., 1993; Bracken and Wainwright, 2006), it's interesting to focus on which hypothetical energetic equilibrium state is going to be realized and the effects of human decisions on that equilibrium. All decision making involves an implicit (if not explicit) use of models, since the decision maker invariably has a causal relationship in mind when he makes a decision. Most of mathematical models are strictly related to air dispersion, hydrology and hydrodynamics, water quality, ground water quality, erosion and sedimentation, and so on, just taking into account each aspect of the environmental system separately and without looking directly at landscape as a unique system and without understanding its intrinsic evolution mechanisms.

Since a landscape is a complex system characterized by interactions and connections among its components, it cannot be understood by reducing it to its parts and a holistic approach is needed to better analyse landscape dynamics and evolution. In this context a mathematical model, called PANDORA, Procedure for mathematical Analysis of Landscape evolution and equilibrium scenarios Assessment, has been developed to assess the effects of different planning strategies on final hypothetical stable energetic equilibrium states of the landscape. It provides equilibrium conditions that allow to evaluate "what if" scenarios and alternative planning strategies.

The comparison between PANDORA outputs from different management hypotheses can provide a reliable tool to estimate the effect of some actions or strategies on landscape equilibrium conditions and to identify the best choice.

In this procedure, the environment is considered as composed by several Landscape Units (LUs) delimited by natural and/or anthropic barriers and an integrated GIS (Geographic Information System)-based approach is developed (G. Lauro, R. Monaco, 2008) combining an ecological graph model for the analysis of the relationship between spatial pattern and ecological fluxes and a mathematical model, based on a system of two nonlinear differential equations.

These equations are mainly based on a balance law between a logistic growth of bio-energy and its reduction due to limiting factors coming from environmental constraints. The energy exchange among them will be more or less strong depending on the degree of permeability of the barriers which can obstruct the energy passage from each LU to the other.

If the ecological graph is a powerful tool to represent connections efficiency between LUs and to identify high

ecological values areas to be protected and compromised ones that limit energy fluxes, on the other side a mathematical model evaluating the potential effectiveness of natural resources on the long term, is essential to assess the diachronic evolution of landscape as a unique system.

This integrated approach allows to face the great challenge of planning and management under sustainable environmental and economical conditions since it can represent a powerful decision system support to compare effects and impacts of alternative scenarios and actions (evaluation of new roads and urban development plans). Not only for a description of the available energy at LU scale but also as a tool for evaluating the equilibrium trend in landscape evolution, this mathematical and GIS interfaced method can help in understanding environment response and dynamic change in time to correctly manage and preserve natural resources

The procedure has been applied to a study case in Central Italy to evaluate the effects of different urban growth scenarios on the landscape.

For Traponzo watershed (central Italy), three different increasing rates (10%, 20%, 30%) of urban development have been modelled in PANDORA involving all the whole study area or only some of its landscape units so to have totally nine possible scenarios of urban growth. The results have been compared to figure out the impacts of each alternative management hypothesis on the landscape. As the figures show, the scenario with the great impact on landscape is represented by the C condition with 30% of urban growth development around the cities. PANDORA model, as an evolution of the ecological graph and biological territorial capacity concepts, can find a wide applicability in planning and scenario analysis. It calculates the equilibrium states of a landscape divided into units consistent morphological, functional units. The scale of application can therefore vary depending on the purpose.

For example, if the objective is to assess the impact of a given work or land use change, the environment can be considered as the concerned district, as well as municipal or administrative boundaries or the catchment area. If the application is prodromal to the realization of a plan, the analysis could be at level of municipality (e.g. Local Strategic Plan), province (e.g. Provincial Territorial Coordination Plan) or region (e.g. Landscape Plan).

The fundamental entities to be identified in all the cases above are, however, the homogeneous units or landscape units. The scale of analysis at the landscape unit level, has become an approach widespread in land use planning which is discussed in a large literature (eg Van Eetvelde and Antrop, 2009).

The typical landscape units can be determined ex-novo by an appropriate spatial analysis of elements that characterize the landscape (eg Van Eetvelde and Antrop, 2009; Mucher et al., 2010), or by using zoning already set up the available planning tools. In the first case the methodology and results can be shared with the public body, together with the creation of thematic maps to be included in planning, in the second case, the results may increase dataset with information on individual units landscape, contributing to a greater awareness about the vulnerability and suitability of the landscape.

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U'parco, one new park for Palermo

by Manfredi Leone, Maria Luisa Valenza

In the always surprising capital of Palermo, a complex city where a dramatic landscape fights day by day against a horrible contemporary city despite a lot of impressive historical architecture, a hidden garden of *opuntias* is going to be discovered again after decades of oblivion, due to the work and the unceasing promotion made by a huge group of citizens, students, teachers and volunteers.

In a 9 hectares area owned by the regional government since a long time ago (1963), surrounded by walls, the remains of a dense *opuntia* plantation characterizes a green forgotten area, casually survived to the building growth of Palermo.

Along three decades (1963-1993) after being a military *underground stowage plant* for fuel since 1939, the Fondo Uditore (name of the area) has been a full *opuntia* place, where the sweet fruits and the green and prickly "leaves" were sold respectively to people and animals. For animals especially, the use of *opuntia* leaves as food was guaranteeing a lot of small families that were buying leaves to feed their animals (usually cows), necessities to survive in a poor and basic agriculture and rural way of life up to the 70's.

After the capture of Mafioso Superboss Toto' Riina in 1993, in a place extremely close to the Fondo Uditore, many of the *Opuntias* plants were removed to free and check deeply this areas where the mafia's boss was used to live and spend his "criminal business time".

Two decades later a denied place is going to have again a healthy and honest mission: hosting a new urban park, a very low cost civic intervention (just 100.000 euros funded), firmly oriented on an agriculture landscape as it was in its history, strongly wanted by the people who lives in surroundings. A park full of typical plants without high maintenance costs to recover and maintain the survived *opuntias* and more plants of the mediterranean brushwood, thanks also to a kind of sensibility from the region government that placed some funds on this "popular" operation.

Decentralization as a Territorial Strategy in the Planning Process of Post-Fascist Rome (1953-1959)

by Alfonso Alvarez Mora

Decentralization Culture.

Some years before they started thinking about the preparation, back in 1953, of a new Alternative Plan to that, which in those days was still in force, and which was identified with, as we know, the Fascist ideology present in the 30s, the crisis of the "radioconcentric urban models" was taking shape, as one of the most important debates at that time of "town planning culture". This crisis began to emerge in the middle of the Fascist period, and as such, coincided with the preparation of the 1930s Plan, which appeared as the most polished example of the period's "models": allowing the city to spread out in all directions, permitting the indiscriminate designation of sites for building work throughout its territory, and establishing, as a last resort, "the rent model" as the only possible way of managing city development.

In 1928, before adopting the 1930 Plan, which intended to get ahead of the expected crisis, which would necessarily result from the urbanistic premises outlined in this proposition, Luigi Piccinato took part in the "1st National Congress of Roman Studies", presenting a paper called: "*Fundamental Lines and Ideas for a Regulating the City Planning of Rome*".

In this paper, Piccinato explained the fact that, in most Italian cities, the "city center" had not changed since they undertook the great urban reforms, demanded as a consequence of the phenomenon of "Political Unity", after 1870. This "city center immobility" obliged them to consolidate a "radioconcentric urban model". In this situation, we find cities such as Milan, Bologna, Florence... and so on. Rome, however, and according to Piccinato, had escaped this kind of consideration.

Rome developed in this way, at least primarily, in a single direction, towards the East and Southeast. As a result of this uni-directional development, they did not need to undertake any new "road openings" within its historic areas, because what this development was in fact creating was an alternative to the existing city, placing the essential elements of the "new city" on land which was not identified as part of any historic area. This development, which in theory should have turned out this way, was never actually consolidated, because, as we all know, nineteenth century Rome was the target of many new "road openings" regardless of the fact that in its "development model" the uni-directional plan, mentioned by Piccinato, was dominant.

In the thirties, the urban reality of Rome was characterized by the presence of an important ancient core, it was a modestly proportioned area but was extremely

culturally rich because of its ancient monuments, which were practically untouched except for, as we have pointed out, the reforms undertaken in the last third of the nineteenth century, especially the one which referred to the “opening” of the corso Vittorio Emmanuel, conceived as a continuation of the modern *Via Nazionale*, the road which gave structure to the whole nineteenth century city quarter of *Esquilino*. Next to this old center, Piccinato reveals the existence of an incredible amount of “new areas of population”, which take up a surface area nearly four times that of The Ancient Town, city quarters which spread along the semicircle that borders the “outer city” from northeast to southeast. On the other hand, the area which acts as a “functional center”, is situated in the nineteenth century “modern city” area, which is around *Barberini* and *Termini-Exedra*.

It is very important to highlight this idea, which remained in Piccinato’s mind, because, from this idea he would deduce, years later, a further idea, which would conclude with the proposition of a new urban “center”, closely linked to this “building movement”, a “center” which, in the end, would specifically materialize in the idea of the “asse attrezzato,” “directional center” as a large centralized area with “equipment systems”, “an axis with facilities”. But, as can be seen, this is an idea that stems from the belief that, this eastern orientated development obeys certain “secular dictates”, as though “vocational”, without having taken into account another possibility, one which allow us to reflect upon real estate interests which, since the late XIXth century, existed around this grouping. If this is true, then this “vocational secularization” would have no basis in scientific fact.

The idea of decentralization in the preparation of the 1959 plan: The technical-ideological principles assumed in the first “Relazione” presented at the beginning of 1955.

The first documents produced in accordance with the new Plan of Rome, which were intended to substitute the scheme adopted in the years of the Fascist regime, appeared in 1955. They are merely sketches which alternate between purely technical propositions and the subsequent ideological proposals which considered a new definition of the city, a new urban model, an alternative to the plan designed in the thirties.

Those first documents, more specifically, were produced within the so called Comitato di Elaborazione Tecnica (C.E.T), which, in parallel with other working Groups, was designated to undertake the duties more directly related to the technical preparation of the plan. The 20th of March 1953 marks the beginning of activity in the study and preparation of the New regulating Plan of Rome. The Consiglio Comunale, for this reason, established the fundamental bases for procedure in The studies leading to the document itself. They made an “Ufficio Speciale” responsible to the “Sindaco”. In June 1954, the

“Consiglio Comunale”, deliberated on the creation of a Great Commission and of a Comitato di Elaborazione Tecnica (C.E.T) made up of a limited number of people. This “Comitato” was formed by seven urban specialists: Del Debbio, Lenti, Monaco, Muratori, Nicoliso, Piccinato and Quaroni.

The document refers in the first place, to the “Character and spirit of Rome’s problem”. It says that Rome had never faced the question of Urban Planning, which was the reason why the city had arrived at an urban development crisis of great historical significance, which had separated Rome from the rest of Europe’s cities that had assumed responsibility, at one moment or another in their most recent history, for dealing with the problem of their “Urban Planning”, the materialization, in short, of “Town Planning Culture”.

Reflection on the “Centuries-old Destruction” to which the “Historic City Center” had been subjected. “Decentralization” considered as an alternative”.

The constant and continuous works, to which the “Historic City Center” was subjected, from the final years of the XIXth century to the post-war years, were to be the perfect vehicle for the alternatives that they were going to propose in the sphere of a their new “Urban Planning”. We can be confident, in this regard, that it was the historically recent development of the town center which had raised awareness of a generalized crisis, all over the city, justifying, for this reason, the appearance of a new Regulating Plan.

In consequence, the idea of decentralization was conceived as a suitable alternative to the suggested proposal, because, by adopting this alternative, it would be possible, at least so they believed, to eliminate from the “Historic Center” all those activities, functions and usages, which definitely contributed to its worsening condition and destruction. To save the City Center necessarily implied, its “decentralization”, its “functional de-congestion”. And, in order to achieve this, nothing would be more convenient than shifting its own “directionality”, something which clearly identified the Historic City Center until then, to other parts of the city. This meant that those contradictory elements the city lived with, were those which most contributed to the establishment of the methodological ideas and projects that characterized the new Plan.

One important point in the proposal makes reference to the “Effects and repercussions of a lack of general planning in the central areas of the historic city”. In this section, they try to develop their “central idea”, which is going to give meaning to the “decentralization” referred to. For this reason, they attempt to clarify the relationship which exists between spontaneous development of the peripheral areas and the role played by the “city center” in that development.

Decentralization, as a product of the “new central areas” in surrounding areas where, the most important urban extensions have appeared.

The most important question considered in the CET report was, perhaps, that the idea that the city center was changing its position as new residential neighbourhoods were being developed. Hence, the idea that it was necessary to consolidate these “central area conditions” into the framework of these new urban quarters.

The reason that pushed them to prepare a “decentralization” project, towards the eastern area of Rome, was justified by the authors through the fact that it was in this direction that the most important residential developments had been made, where, in a word, demographic growth, over recent years, was accumulating. According to former theories “the city center” had been impelled to extend itself towards this sector.

This movement to the east was, at the beginning quite normal, since there were topographical reasons behind the origin of this trend. To the east it was much easier to extend the city, as had happened since the first reforms of the last third of the XIXth century, than to the west, where we find the river, however, this reason was not the most important. Because, if that reason had been the determining factor, then the new quarter of Prati would not have appeared, neither would the successive developments that occurred beyond this area. We must not forget certain other reasons, already referred to, in order to understand this uni-directional development, where we must take into account real estate interests, particularly those concerning land ownership, in order to explain why this direction was dominant in the development of the city.

A contradictory proposal.

Towards a “polycentric model” within the framework of a center-peripheral territorial structure

They established, therefore, a functional distance between the “old center of the city”, conceived, according to this proposal, as the place where the tourism and cultural activities would take place, as well as those connected to the political, economic and local government administration, and the “new periphery” where new “central areas” would be established, areas which they also conceived as new “directional centers”.

The concept was simple, as we can see, in as much as the city would now be comprised of two large areas. The old center, which they intended to re-use as a “central area”, whose functional development would be reduced to those given activities restricted to minority use, which would be the only way, they said, of protecting its value as a heritage site, and the new surrounding areas, conceived as a polycentric spaces, that is, equipped with “central areas” closely linked to new residential developments.

Understanding the city from the viewpoint of insufficient analysis: The ‘natural polycentrism’ of Rome and its historically dominant extension following the roads to the east.

It is interesting to establish historical relationships, for a better understanding of these phenomena, between the number of people, corresponding to a determined moment, and the number of houses, or “stanze” that is, the “roof over their heads”. In 1951, for instance, we have in the city of Rome, 1,651,754 inhabitants, that share, in theory, 1,118,560 “stanze”, that is, each person has two thirds of a “stanze”, what means that the minimum needs of housing were not satisfied. There are fewer houses than people. Ten years later, in 1961, before passing the 1962 Plan, the number of people was 2,188,160 and the number of “stanze” was 2,039,208. The population had risen in those ten years, by 536,406 people, meanwhile the new “stanze” had reached 920,649, that is, on this occasion they had built more houses than necessary, all this, during the years when they were writing the Plan of 1962.

This demographical development could be seen in the changing shape of the city of Rome, which was becoming totally asymmetrical. We can observe, in fact, in the mid 1950s, a city in which the most important expansion was produced in the eastern area, from the northeast to the southeast, meanwhile the expansion in the west was considerably limited. At the same time, the “Old Town”, or “City Center”, was becoming, as a result of this east-west imbalance, clearly de-centered towards the west gathering, to some extent, around the edges of “Tevere”.

We are assured that about 184,397 people were living in the old central quarters of the city, while in the Eastern areas, there were almost a million inhabitants (924,474). The West, on the other hand, had only half the population of the East, that is, 488,129 inhabitants. The city was clearly divided into two parts, with the East having double the population that lived in the West. And, in midst of this contradiction, we find the “city center” where the population was falling day by day.

A doubtful hypothesis: From the East-West demographic imbalance to a “displacement of the traditional center” towards areas coinciding with the most important extensions.

They proposed, therefore, a direct relationship between the growth of the city, its urban development, and the change of location of the “Center”, in hypothetical “movements” that the “central areas” could make, which lead us to think, that the urban developments produced are accompanied by the immediate activation of the correspondent “central areas”. In order to justify this movement of the central activity to the east of the town, in the same way that the population had also followed this positional change, they divided the city into two parts, with

a north-south axis which went from Ponte Milvio to Piazza Venezia. The population to the west of the axis was 459,3955, while to the east we find a figure of 896,565, that is, almost double. If we draw the axis, also following the north south direction, according to the Tevere line, we find to the west of this line a population of 347,864, while on the other side, to the east, we find 1,008,656 people. On this occasion the population in the east is nearly three times that in the west. All this data from 1951. They observed, therefore, that the city of Rome had tended historically to polycentrism. We have to point out, furthermore, the importance that these members of the C.E.T. gave to the history of the city, to its process as an urban entity, since the idea of “polycentrism”, and the renouncement by the city of its historical definition of itself as a “radiocentric” model, is the basis that led these technicians to establish the proposal for their “plan”

The problems of the “center”, then, must be solved by expansion into the peripheral areas, and if one of the most important goals of this Plan was to conserve, protect, recuperate and have control of the Historic Center, what better alternative for achieving it than proceeding to designate new “central areas” on the outskirts, in order to not to force the traditional center to be, in this sense, the only referential area. City center conservation was from the beginning of the production of the Plan 59-62, the nucleus of the proposals that would provide the skeleton of said Plan, establishing itself as “la raison d’être” of this new regulating Plan. We should take into consideration some of the agreements of the town council in this regard.

Towards an “urban model” equipped with two “opposed central areas”: The one represented by the Historic City and other as identified with the “directional axis” called the “asse attrezzato”.

The Eastern system was conceived, and should be understood as such, as the most important and the most provided for, in its capacity as a structure for “the urban model” which would contained within the general City Plan. In parallel with their formulation of this “central area axis”, they contemplated, as their second major undertaking, the connections between the new quarters, especially those located to the East, with the “center” and west side of the city. That is, an attempt to construct an “accessibility system” that would allow fluidity of communication between the great three-part residential development proposed in the east, and the western sector of the city. Once the “new central area” was programmed, they considered that its functional possibilities would be carried out in such a way as to not lose communication with the rest of the city, above all, with its traditional central areas and with the large sector located West of the Tevere.

The new central area of the Historic City Center as a complement to that which should be assumed by the “asse attrezzato”.

They actually proposed that the “Historic Center” continued carrying out those functions, especially those linked to the area of “services”, or that catered to the administrative-political offices, and the development of tourism, specialized trade and so on..., whereas they did not mention its residential recuperation at all, most importantly the less advantaged, or deprived areas. The “Historic Center”, in this sense, was programmed as a new “area of centrality”, with which, although subsidiary and complementary to the other, a close link would established with the “asse attrezzato”

For this reason, the Historic City Center, would not lose its functionality, but merely see the removal of those functions that have sufficient capacity to form “new central areas”, outside the center, in those other areas which are going to receive new residential developments.

There are, however, other forms of activity that require this historical perspective to be properly realized. Such might be those that make their social involvement, not necessarily free from any important economic aspect, one of their *raison d’être*, or those that, although they have a business or commercial dimension, are directed at a higher social class, only affordable by those that have a very high standard of living. It is in this way that we may find, within the framework of this “double central area”, detached businesses located in the “asse attrezzato”, and others, more luxurious or highly specialized, which develop, (and that can only be developed there), in the framework of the “Historic City”, this being the only way to attain the level previously mentioned.

A decision by “reductio ad absurdum”: The choice of the Eastern Sector confirmed through the elimination of other existing possibilities, arguing that, “vocational” matters might be attributed to the area.

In order to justify such a proposal, the members of the C.E.T., or some of them, established that with regard to the direction in which central developments should be made, we are in no doubt; it will obviously be into the eastern area, towards which a spontaneous and unstoppable movement has been developing, despite the obstacles produced by erroneous Planning since 1870. In fact, no other sector appears to be interested in developments from the center.

I think, at heart, that the members of the C.E.T. who defended this position were aware of the weakness of their reasoning, because they concluded that, the Eastern Sector had to be the chosen for the development of the “new central areas” by a process of elimination, and with reference to its “vocation”, as compared with those other areas around the city.

In this way, they argued, it was not conceivable for the “central areas” to be located in the western zone of the

traditional center, because the development of the city towards the east had already shifted the center in that direction, and it would be necessary not only to take into account the increases that would be produced in population and building, from East to West, but also to make the second factor prevail clearly over the first, in order to reverse the existing movement of the centre, something which would clearly cause, in addition to the return of the urban barycenter to the historical quarters, its subsequent movement to the West.

A self-interested interpretation: Conservation and protection of the Historical Center, the principal objective of the plan, as a measure to ensure its “functional restructuring”.

What was to be done with the “traditional center” or, better said, what alternatives could they propose, in order to “eliminate” those activities that had contributed mainly to its decline and to its “functional” ruin, even to its physical destruction, and to the loss, in short, of its value as a site of cultural and historical heritage. These questions were, in fact, those that constituted the “directrix axis” of the Plan which was being prepared in the decade of the 50s. It is clear, then, what the intentions were of the new activity programmed for the Historic Center, once they had undertaken the functional “de-densification”, out to the other part of the city, to that huge three-part development, capable, as they had stated, of accommodating the new central areas. This functional “decentralization”, on the other hand, was programmed in parallel to another aspect, which was concerned with the residential, although, on this occasion, in the opposite direction. They actually thought that, the restoration of the Historic Center was not only a question related to the process of economic-administrative decentralization but, at the same time, with the commencement of a “cleaning up” of the present residential heritage area.

The “functional restructuring” of the “Historic City Center” confirms the “rent model”. The practice of sanitation, necessary but insufficient, could prevent its conservation and protection.

It is extremely curious, in this sense, to observe how the practice of real estate speculation exerted over the Historic Center, especially since the second half of nineteenth century until today, was usually considered exclusively as an activity connected with the “road openings”, with the practice of “abuse”, which had brought about the disappearance of a large part of its wealth of cultural and historic heritage, thanks to the effects caused by building substitutions, the objective of which was to increase “real estate rent”, or, simply, through increasing population density, as much as possible in pre-existing property, in order, this time, to increase the rent and avoid investments that could bring rents down.

They understood that, this referred to “speculation” was

not present, and that, to some extent had been eliminated by the process underway, which had the objective of beginning a “clean up” of some specific quarters from the center of the town, and thus, increasing their quality without resorting to their demolition or substitution.

They understood that, this “speculation” was connected, only, with the disappearance of cultural and historic heritage and not with an increase in its value, although this supposes, in the same way as had occurred with demolition work, an increase in the real estate rents. If what they were questioning was that behind “road openings”, or behind any abusive practices, there were hidden procedures to make possible the generation of “real estate” rents, didn't they themselves increase those rents, through “urban planning” which attempted to “clean up” already existing buildings, in order to increase their value and, therefore, their already ruinous original rents?

The communication denied to the Historic City Center: Its conservation set out, assuring its isolation and disconnection from metropolitan means of communication.

Therefore, according to the C.E.T., they should not aid accessibility to the Historic Center because this would cause an increase its immediate economic value, which would open the way to the initiation of those urban transformations which tended to alter and “update” real estate rent value.

These transformations would, undoubtedly, put the stability of the cultural and historic heritage values at risk. For us, this reasoning does not seem entirely impartial, since they justify the isolation of the historic center as the only possible means to ensure its conservation, excluding it, in this way from the city life to which it belongs, and to which it must be useful. It is easy to understand that the fact of communication, in this case by means of the Metropolitan Network, and improved accessibility, it is not necessarily linked to the irreparable loss of value of the cultural and historic heritage of the area so served.

We think, on the contrary, that it was purely selfish reasoning, since what was really being justified was not the defence of the cultural and historic heritage values of the Historic City Centre but its conversion into an area only affordable, (and never better said), by those who have their own means of transport and who can make the referred to “center” a place of exclusive usage, socially and economically speaking.

Conclusion.

The theoretical assumptions that orientated the steps followed in the preparation of the first City Plan in Post-Fascist Rome, finally approved in 1962, became a reality within the framework of a radical critique on the methods adopted in the urban development of Rome, as a consequence, and above all, of the political decisions

taken by Fascist governments. The consequences derived from those actions which most worried the writers of the Plan, were those related to the way they would proceed in their treatment of historic areas. The safeguard, recovery and conservation of the Historic Center constituted, in fact, the ideological line of thought that channelled the decisions to be taken within the framework of the New City Plan of Rome.

One of this decisions referred to the fact that, this “Historic Center” should not continue as the only place of reference, in terms of “centrality”, because the city of Rome had spread out, especially towards the east, where, and as a consequence of this expansion, specific functions of “centrality” had relocated. All these things made the writers of the Plan believe in the need for planning “a directional center” throughout the referred to sector, with the intention of systematizing, as part of the so called “asse attrezzato”, the new “central area” to be built there, taking functional pressure away, thereby, from the Historic Center, albeit channelling its own “central area” towards a more elite status, which necessarily implied, its “elitization” and restructuring as a specific area for the upper classes.

The proposal of a “directional center” is considered, as the great alternative to facilitate the conservation and recovery of the Historic City Center, at the same time as they held this “decentralization” to be the most efficient way to recreate “civic life”, to reproduce “central area conditions” beyond the specific and concrete field of the historic areas.

The administrative implementation of the European goals about urban and rural areas planning at the French territorial level

by Clémence Deroye

Nowadays the issue about administrative limits comes back on the political agenda. In this account we deal with this subject in the French debate. On the one hand, the evolution of the global socio-economic area weakens the administrative borders of territories. On the other hand, the development of a European integration drives the member States to integrate the European paradigm in their administrative systems. The issue of the improvement of the Administrative organization of France deals with these two facts. The recent French territorial reform tries to fit these changes. We focus on to what extent the changes of the French administrative territorial system integrate the European goals about urban and rural areas planning.

The promotion of the European goals about urban and rural areas planning by the European Union (EU)

Globalization, liberalization, and the European integration develop discrepancies between the European regions; whereas economic discrepancies slow down the development of the European territory. The EU tries to cope with this situation thanks to cohesion strategy. The EU bases this strategy on the cooperation and the polycentrism goals promotion.

While the EU does not have any competence in the fields of urban and rural areas development and planning, it succeeds in developing some for cohesion in order to influence all the member States to integrate many basics about urban and rural planning. While a third of the European competences are linked to this latter, the EU is not allowed to act within this area. In fact, the EU may legislate for environment, transport, the European network, and economic, social and territorial cohesion. These fields could directly influence the territorial organization. That is why we can consider that the EU can influence the urban and rural areas planning, while this issue does not fall within to the competence of the EU.

1.2 The recognition of the territorial dimension in the cohesion strategy by the European institutions

First of all, the territorial dimension is increasingly integrated in the EU goals. Many European politics affect the European territory as a geographic area of intervention. The creation of the EU has producing effects on the organization of flows and production systems. As a consequence the EU politics influence process in the EU area.

That is why since 1999 the European Spatial Development Perspective (ESPD) has aimed at integrating interlinked objectives in the national spatial development perspectives. The EU recognizes that all its actions affect the European territory. Henceforth, the Treaty of Lisbon refers to the territorial effects of policies and the Treaty on the functioning of the European Union (TFEU) deals with the economic, social and territorial cohesion strategy. The treaties of the EU have integrated the territorial dimension in the cohesion policy.

Furthermore, it is written in the TFEU “the Commission shall submit a report to the European Parliament, the Council, the Economic and social Committee and the Committee of the regions every three years on the progress made towards achieving economic, social and territorial [...]”. This report must focus on the European territorial reality. Moreover, when the EU action influences the European territorial dynamic, the EU must link its acts to the territorial cohesion strategy. As a result, one of the six committees which make up the Committee of the Regions focuses on the policy about the territorial cohesion strategy.

The Committee of the Regions has to control that the EU deals with the local reality and contributes his opinion publishing a report on the European Commission’s recommendations. Besides, the European Commission, Council and Parliament have to ask the Committee of the Regions for its opinion before the EU makes a decision about a field of local administrative competences. After the Treaty of Lisbon, the Committee of the Regions plays a more important part in the EU action since it is involved in the pre-legislative stage. As a conclusion, the European institutions seem to bring up to respect the European goals about a coherent urban and rural areas planning.

1.2 The Structural Funds and the European programmes to the benefit of the European goals about urban and rural planning

Since the European regional policy integrates the territorial dimension to the cohesion strategy, it aims at reducing the discrepancy between the development levels of the European regions. The EU bases the regional policy on many financial funds and many programmes.

The European Regional Development Fund (ERDF) is intended to help to redress the main regional imbalances in the Union through participation in the development and structural adjustment of regions whose development is lagging behind and in the conversion of declining industrial regions. It was created in 1975 in order to reduce the discrepancies between the development levels of European regions and to reduce the backwardness of the regions at a disadvantage such as the rural ones. As a matter of fact, it supports programmes addressing the competitiveness of the small and medium-sized businesses, the development of economy and work, the de-

velopment of technology and search, the development of local, regional and European networks, and the protection of environment.

The European Social Fund (ESF) supports employment and inclusion, it focuses on enhancing access to employment and participation in the labour market.

The Cohesion Fund contributes to interventions in the field of environment and trans-European transport networks. It applies to member states with a Gross National Income of less than 90% of the EU average. As such, it covers all twelve new member States as well as Greece and Portugal. It supports programmes concerning environment, transport infrastructure, and the development of sustainable energy resources.

These Structural Funds assure the functioning of the European programmes for cohesion, in particular for the implementation of cooperation; of polycentrism; and of the balance of territories.

The European Spatial Development Perspective (ESPD), approved in Potsdam in May 1999 by the Informal Council of Ministers of Spatial Planning of European Commission, promotes a sustainable and balanced development of European territories. It plans out goals and principles to succeed in. The ESPD aims at defining a consensus so as to integrate the concept of economic and social cohesion, knowledge-based economic competitiveness complying with the principles of sustainable development and the conservation of diverse natural and cultural resources. Notwithstanding the ESPD is not a binding document; it defines many share objectives to integrate in the territorial development programmes. It tries to avoid discrepancies between the policies of the member States and it represents a reference for their actions.

Without creating a new European competence for spatial planning, it plans to set up a polycentric and balanced urban area; to promote transport and communication networks; and to promote the protection of natural and cultural resources. The programmes for territorial cohesion, in particular the programme for interregional cooperation, refer to the ESPD. Actually, the territorial dimension of cohesion strategy, supported by the EU, develops the European goals for polycentrism, competitiveness, balance and sustainability. That is why we can draw a parallel between the Lisbon strategy for competitiveness, the Gothenburg strategy for sustainable development and the European programmes. Since polycentrism organizes effective communication networks, it contributes to coordinate the policies about development. Since competitiveness supports urban and rural development, it promotes local capacities. Moreover, the free movement of people, goods and capital develops free play of competition and drives the territories to work some strategies out in order to promote their advantages. The expansion of the European market drives to discuss the territories’ positions.

For instance, the Territorial Agenda of the EU, approved in Leipzig in May 2007 by the Informal Council of Ministers of Spatial Planning of European Commission, represents a policy about the promotion of economic development and of regional and European cities capacities. The Cooperation Platform for Territorial Cohesion, support for the Territorial Agenda, promotes information and communication to the benefit of the territorial cohesion strategy of the EU. It plans to make information exchange easier between the member States. The other European programmes about interregional cooperation INTERREG, URBACT, ESPON and INTERACT support the dissemination of knowledge and experiences about urban and rural planning in order to develop an effective cohesion between European territories.

To put it in a nutshell, the European treaties, the Structural Funds, and the European programmes about cooperation contribute henceforth to promote the European goals about spatial planning in the national paradigms.

The European goals about urban and rural areas planning influence the French territorial reform

Actually the European system of governance influences the actions of the countries of the EU. The member States refer increasingly to the European paradigm as a guideline for their policies. They integrate principles and tools promoted by the EU. They also integrate the European goals about urban and rural planning. That is why we can assert that there is an Europeanization of spatial planning.

As a matter of fact, the definition, the dissemination, and the implementation of the national territorial policies are more or less influenced by the European programmes about spatial planning. The French territorial plans deal with the European goals about urban and rural areas planning: economic, social and territorial cohesion, the protection of natural and cultural resources; competitiveness; balanced and sustainable development. Moreover, the major part of national territorial plans refers directly to the ESPD. Henceforth, national governments and local administrations use the ESPD goals as a framework for regional and urban policies. The European programmes represent a reference about strategies, tools, analysis in the field of territorial policy. Since it impacts the efficiency of the cooperation and the efficiency of the territorial policies, Europeanization seems to be a positive process. In France, the debate about the administrative system drives to a territorial reform. This reform bases on the Balladur report. In a first part, the report focuses on negative features of the administrative system, of local authorities, and of the repartition of competences between these authorities. It shows that a reform is necessary. That is why in a second part, it deals with strategies to develop in order to confront these negative features. It claims that changing the local tax system; making the local authorities organization clearer; and developing the

local democracy are priorities.

The Balladur report stems from the debate about the French administrative system by the Comité pour la réforme des collectivités locales¹, or Balladur Committee, approved in October 2008 by the French President Sarkozy to confront the negative features of the territorial administrative system. This is a major text because the French territorial reform refers to this latter.

The Balladur report promotes the European goals about urban and rural areas planning. In fact, its main recommendations are to promote the Region as a strategic level of the territorial administrative system, to link Region to Department by a new electoral system which creates the conseillers territoriaux²; and to rationalize the cooperation between administrative districts. Furthermore, the recommendation about the creation of strong major cities and the debate about the creation of the Grand Paris promote the spatial planning issue. That is why we can assert that there is a Europeanization of the French territorial reform about European goals of urban and rural areas planning.

The French territorial reform:

The Balladur report produces twenty recommendations. The promotion of intercommunality, of regions, of the dynamism of major cities and of the Ile-de-France Region; the development of a more specific repartition of competences between local authorities; and the creation of a new electoral system to link Region to Department are the main features of the debate about the French administrative system. These recommendations result in an Europeanization. In fact, the French territorial reform integrates the European goals about urban and rural areas planning on the level of the promotion of regions, the development of a polycentric system of the country and the support for a territorial governance. The law enacted the 16th December 2010 about the reform of local authorities, represents the conclusion of the debate which began in 2008 with the creation of the Balladur Committee. This law develops what other debates have already promoted: a change in the local tax system, in the repartition of competences between local authorities, and in the local authorities structure. It plans to organize local authorities around two poles, on one hand, the Department-Region, and on the other hand, the administrative District-Community of municipalities. It aims at creating strong major cities, promoting intercommunality, and abolishing obsolete administrative structures.

The promotion of the function of Regions:

To confront the globalization issue, the European policy about cohesion bases on the necessary mobilization of local authorities, local economic actors and local social actors. The impact of this mobilization would be relevant if it was based on a strong regional system. As a con-

sequence, the EU promotes Region as a major actor. Region would represent the suitable local authority because this latter is the synthesis between the global view and the local one. That is why the EU disseminates the view of the “Europe of regions” where the regional function is promoted and integrated to European debates, and where Region is the strategic local authority for the implementation of the European programmes. Structural Funds regard are designed for Region and do not regard State. In the territorial system defined by the French territorial reform, Region is promoted as a strategic level. In 2003 France had already promoted Region recognizing this local authority as a Collectivité territoriale in the Constitution. In August 2004 a French law granted more competences from State to Region. Henceforth, Region can also apply for Structural Funds management. Furthermore, the French territorial reform recognizes the regional function relevant and strategic.

The promotion of polycentrism:

The ESPD defines a view of a polycentric European area because polycentrism is appropriate to the European goals about cohesion, competitiveness, and sustainability. At a national scale, polycentrism promotes a polycentric network of cities and promotes urban hubs; at a local scale, it plans to link urban territorial system to rural one promoting meeting points between the two areas.

Since the French territorial reform aims at creating strong major cities which regard cities of more than 500.000 inhabitants and considering them as specific local authorities, it claims the integration of the European view of polycentrism and the European goals about accessibility, cooperation, and competitiveness. It strengthens the French network of cities. The reform puts the promotion of the Ile-de-France Region as a global city in its original place, however, the issue is discussed at the moment.

The promotion of cooperation:

The high local authorities number, the scattering, the superimposition of their competences and their financial resources result in a gap between territorial Administration and local reality. In fact, the superimposition makes territorial Administration even more difficult: recommendations, plans and implementations are even longer. That is why the repartition of competences between local authorities must be changed. Furthermore, the superimposition of competences leads to the superimposition of finances. Since the financial system is outdated, the local financial system is getting worse. That is why the EU makes the territorial governance top priority. European policies and Structural Funds support the development of cooperation strategies between local authorities. Actually, the territorial governance links the principle of dependence between local authorities to the separation of competences.

As a matter of fact, the French territorial reform develops

these two principles. Region and Department are more dependent because of the merger between regional and local councillors; cooperation between local authorities is stronger because of strengthening intercommunality; and the separation of competences is promoted by a repartition of competences more specific.

The creation of the conseillers territoriaux:

Yet the law changes the local institutional system, it maintains the Department and Region coexistence. It creates the substitution of conseillers généraux (local councillors) and conseillers régionaux (regional councillors) for conseillers territoriaux in order to reduce the number of elected representatives and to promote the local elected representative figure. As a conclusion, the French territorial reform promotes Department and links this latter to Region so as to develop efficient territorial governance.

The repartition of competences

The French territorial reform aims at making the competences division clearer. It plans to attribute a function to an only local authority, except competences for culture and tourism.

Strengthening intercommunality

96,2% of the French administrative districts are integrated in Community of municipalities. This fact impacts 90,2% of the French population. The French territorial reform aims at integrating all isolated administrative districts to a Community of municipalities; at rationalizing the area of these communities; and at abolishing the obsolete cooperation structures, through local plans of intercommunality (Schémas départementaux de coopération intercommunale). The law makes merger between local authorities easier to develop cooperation and efficiency: henceforth, if 2/3 of districts councils which represent 2/3 of the population of the Community of municipalities want to create a merger between them, they are allowed to. Strengthening intercommunality drives to an efficient cooperation between administrative districts and to an efficient network between local authorities.

As a conclusion, the French paradigm about urban and rural planning is similar to the European one. The French territorial reform of 2010 promotes the European goals of spatial planning. Henceforth, the French territorial system conforms with European principles of cohesion: polycentrism, cooperation, and balance. Yet the integration in the French territorial reform of the promotion of regional function, of polycentrism and of cooperation between local authorities is not the only effect of European influence. It stems also from the necessity for urban areas to develop efficient networks; from the failure of the paradigm of the non-sustainable development; and from the necessity for Region to develop polycentric and coordinated governance in order to support territorial cohesion.