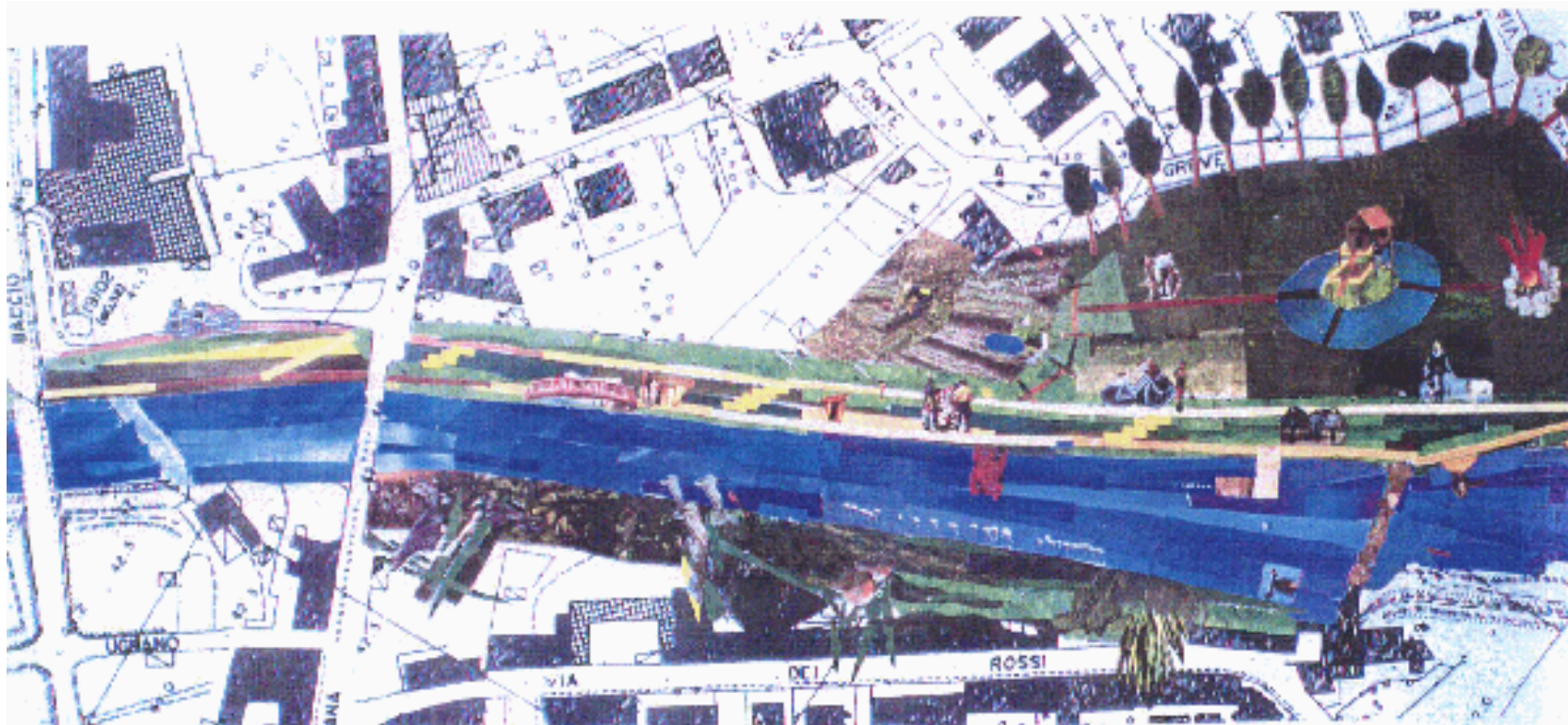


# Citizens participation in urban and territorial planning in Tuscany

From **non** to **re** regulation



GENERAL CONTEXT

Public participation in planning choices is weak in Italy because of the legal framework and political tradition.

In comparison, the tradition of “insurgency” and creation of local solidarity networks is strong.

In 2006, Florence University undertook research regarding experiences of participation in Tuscany itemizing and describing 47 different experiences. From this, 31 were sustained by institutions and 16 only by civil society.

The 47 cases studies were organised in 5 categories, according to theirs relevance:

	sustained by institutions	only by civil society
_ governance	7	0
_ deliberative democracy	7	0
_ participation	17	2
_ self-organization	0	7
_ conflict	0	7
Tot	31	16



In 2006 Tuscan region decided to write a law regarding the topic of  
participation  
(re)regulating the decision-making processes

proponents aim is:

**promoting** participation

critics thinks the effect can be:

**controlling** spontaneous initiatives

The law was passed December 27 2007 (l.r. 69/2007)

available on line

[http://www.regione.toscana.it/regione/export/RT/sito-RT/Contenuti/sezioni/diritti/partecipazione/rubriche/piani\\_progetti/visualizza\\_asset.html\\_364193417.html](http://www.regione.toscana.it/regione/export/RT/sito-RT/Contenuti/sezioni/diritti/partecipazione/rubriche/piani_progetti/visualizza_asset.html_364193417.html)

in Italian, English, French, Spanish

GENERAL CONTEXT	THE LAW	33 PROPOSALS	SOME QUESTIONS	ONE EXAMPLE	CONCLUSIONS?
-----------------	---------	--------------	----------------	-------------	--------------

## THE LAW

The process of writing the law was long and involved a number of relevant non-traditional actors.

Some steps starting from 2006:

### 2006

- 13 gennaio – The process started in the Regional Council
- febbraio/giugno - local workshops: Piombino, Marina di Bibbona, Montespertoli, Prato, Livorno, Pistoia
- febbraio/maggio – interview and research activities (Interviste ad attori privilegiati e schede descrittive delle esperienze di partecipazione in Toscana)
- 14 febbraio - Riunione del gruppo di lavoro delle Regioni sulla partecipazione (Toscana, Puglia, Lazio, Abruzzo)
- 18 maggio - Riunione del gruppo di lavoro delle Regioni sulla partecipazione (Toscana, Puglia, Lazio, Abruzzo, Friuli Venezia Giulia, Emilia Romagna, Umbria)
- 19 maggio – International conference (Convegno internazionale “Le vie della partecipazione”)
- maggio/giugno - Riunioni del gruppo di lavoro tecnico-politico
- 13 luglio - Start of the Town Meeting organization process (Riunione del gruppo tecnico-operativo per l'organizzazione del Town Meeting)
- 18 luglio - formazione di un gruppo di lavoro ristretto per la preparazione dei workshop territoriali
- 19 settembre - Workshop territoriale area metropolitana fiorentina
- Settembre/ottobre - Focus group
- 25 settembre - Workshop territoriale area grossetana e costiera
- 18 ottobre - Workshop territoriale area senese e aretina
- ottobre/novembre - formazione del gruppo di lavoro multidisciplinare e stesura delle indicazioni per le linee guida per il TM
- 18 novembre – Town Meeting

GENERAL CONTEXT	<b>THE LAW</b>	33 PROPOSALS	SOME QUESTIONS	ONE EXAMPLE	CONCLUSIONS?
-----------------	----------------	--------------	----------------	-------------	--------------

The process of writing the law was long and involved a number of relevant non-traditional actors.

Some steps starting from 2006:

## **2007**

- 8 febbraio - Workshop con 50 rappresentanti dei tavoli del TM
- 27 Marzo – Debate in Regional Council (Dibattito in Consiglio regionale sul Documento )
- 4 maggio – First draft of the law
- 7 maggio - Riunione del Tavolo tecnico-politico
- 12 maggio – Second draft of the law
- 24 maggio - Seminario nazionale con esperti
- 2 giugno – Third draft of the law
- 8 giugno - Workshop con i 50 delegati del TM
- 19 giugno – Forth draft of the law
- 20 giugno - la Regione incontra i propri dirigenti
- 30 luglio – The law is approved by the regional government (la Giunta regionale approva la legge)
- 19 december 2007 the law is passed by the Regional Council

”... the regional law on participation has been proposed as an innovative instrument for **encouraging and promoting new forms and new methods of participation**, by means of the construction of new **participatory institutes**, shared pathways and rules for discussing large and small community issues, and the evaluation of possible solutions by means of dialogue and comparison, **within an established time-scale**, in the preliminary phase prior to the actual decision. A law, therefore, which promotes the creation of places and spaces for rational comparison between the various arguments, between citizens who are willing to question their own initial view points and where a mostly commonly shared solution can be sought.

This law is inspired by the ideals of **deliberative democracy**, a very common feature of the political tradition and culture of Anglo-Saxon countries.”

The region of tuscany law on participation: an innovative way to enrich democracy and to establish a new pact between institutions and citizens

Available on-line:

[http://www.regione.toscana.it/regione/multimedia/RT/documents/1210079040449\\_scheda\\_illustrativa\\_inglese.pdf](http://www.regione.toscana.it/regione/multimedia/RT/documents/1210079040449_scheda_illustrativa_inglese.pdf)

The Region of Tuscany law on participation has been founded on three (2+1) mainstays:

- firstly, the institution of the **Regional Public Debate**, that is to say, the opportunity to carry out public debate regarding large public works or matters having a significant environmental or social impact on region's whole community. This debate will have a duration of six months;
- secondly, actions to support **local participation processes**, whether they be promoted by local authorities, citizens or other bodies and organizations. The law provides for the presentation of participation projects by local authorities, as well as citizen groups, associations, schools and businesses, regarding a well-defined and circumscribed matter and which can have a maximum duration of six months;

The region of tuscany law on participation: an innovative way to enrich democracy and to establish a new pact between institutions and citizens  
Available on-line: [http://www.regione.toscana.it/regione/multimedia/RT/documents/1210079040449\\_scheda\\_illustrativa\\_inglese.pdf](http://www.regione.toscana.it/regione/multimedia/RT/documents/1210079040449_scheda_illustrativa_inglese.pdf)

- third, the **Regional Authority for Participation**: a single person chosen by the Regional Council from well known expert of participation and political sciences, with the duty and power of:

GENERAL CONTEXT	<b>THE LAW</b>	33 PROPOSALS	SOME QUESTIONS	ONE EXAMPLE	CONCLUSIONS?
-----------------	----------------	--------------	----------------	-------------	--------------

- to evaluate and pass the proposal for public debate
- to evaluate, pass and finance the proposal for local participation processes
- to give help and advice during participation processes
- to write an annual report regarding the Authority's activities to be delivered to the Regional Council
- to support the spread of knowledge regarding the best practices in participation
- give advice regarding the proposal of training courses the Regional Administration will promote



After December 2007 what happened?

33 proposals of **local participation processes** or **public debate** have been submitted to the authority to be financed (August 2008)

The authority have not been chosen (September 2008) so the actions provided by the law are still waiting

While I was preparing this presentation the Regional Council named Prof. R. Lewanski to the Authority and officially announced that 33 projects were submitted for the funding. That was September 16<sup>th</sup>, 2008.

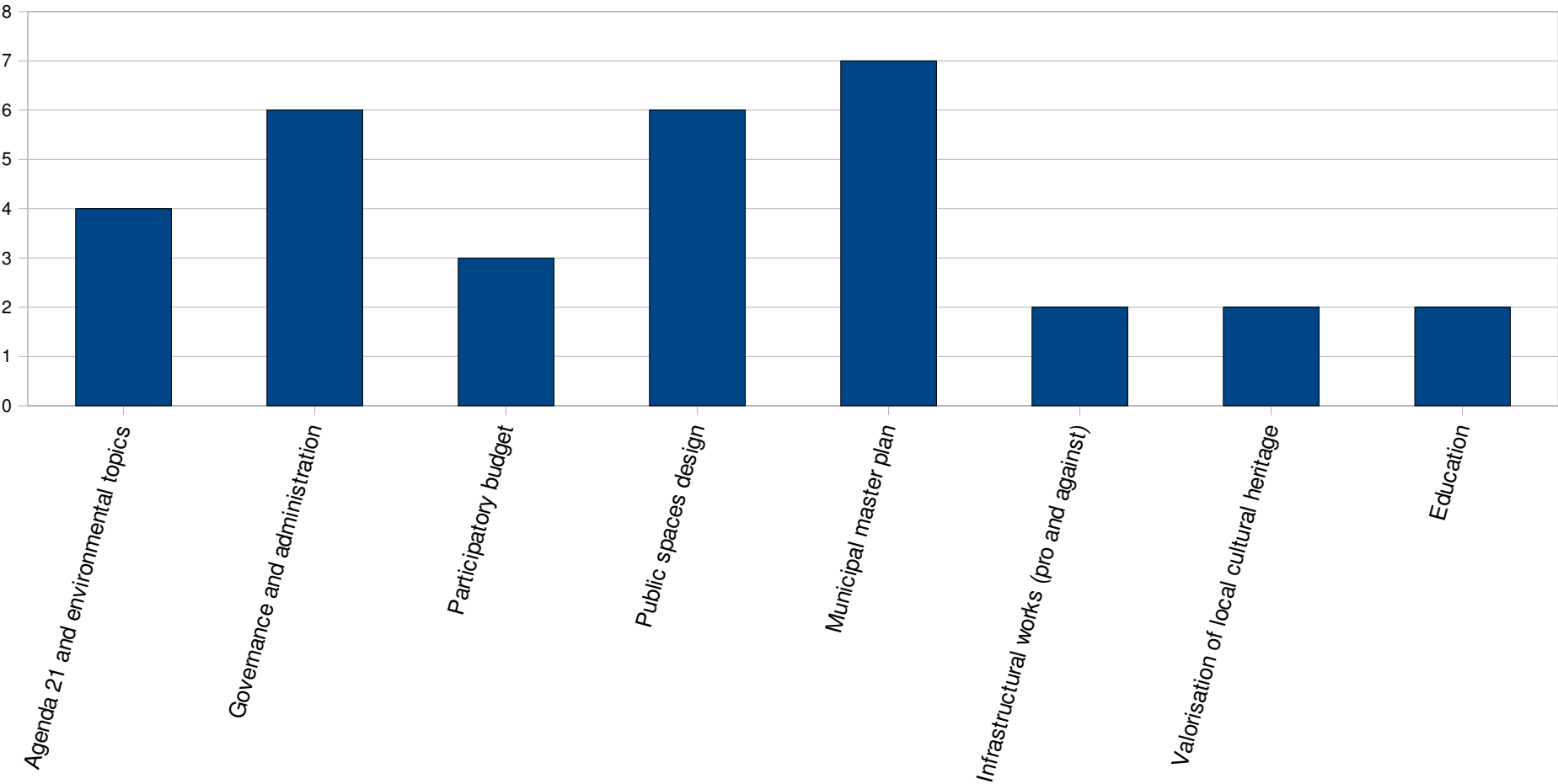
33 PROPOSALS

In July 2008 the proposals submitted to the regional administration were categorized according to the following framework:

Title				n.
Proponent			Date	dd/mm/yyyy
Short description				
Goals				
Phases				
Schedule				
Methods and techniques				
Target				
Specific requests				
Who is implementing				
Notes				

Some general data:

- typology of the projects

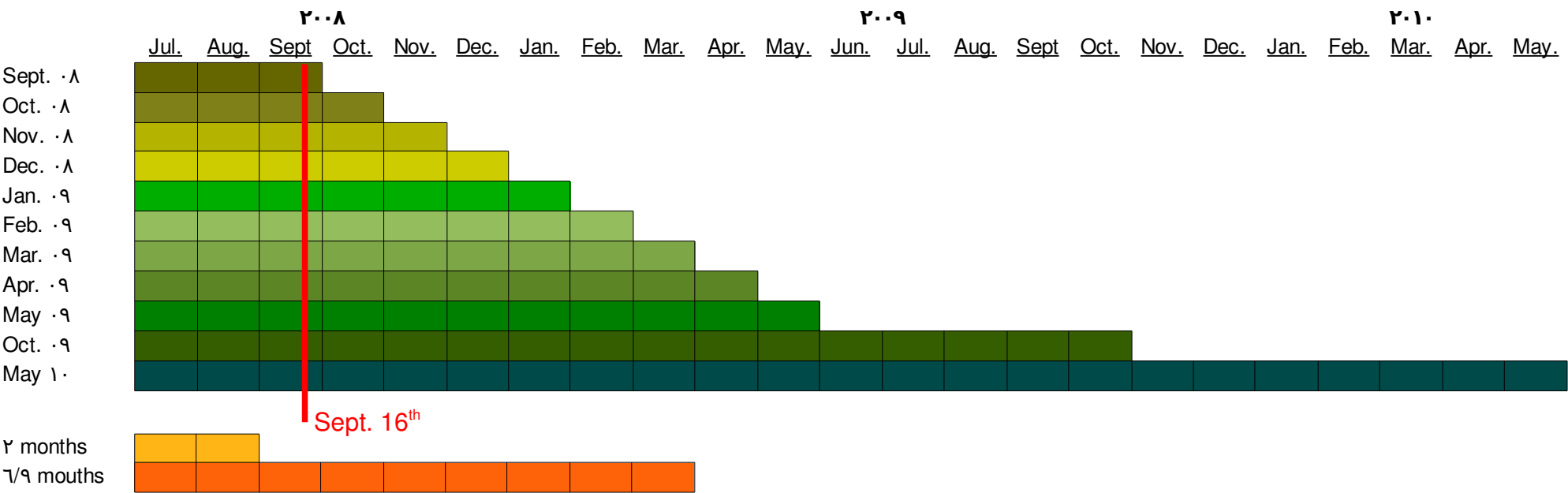


Some general data:

- Specific requests

From a min. of 10.000 € to max. 330.000 € and  
support in organisation;  
methodological help;  
support in communicating and informing.

Timing



### Some commentary:

- 33 projects in 8 months means the opportunity the law offer was expected and it is considered relevant;
- the fact the regional administration was unable to appoint the Regional Authority for Participation in a reasonable timeframe can be interpreted as inefficiency, or (end) distrust in the participatory decision-making processes;
- the fact many of the projects proposed are connected with some ongoing activity means that local participatory projects (in different fields) are already part of the decision-making process.

### Some questions:

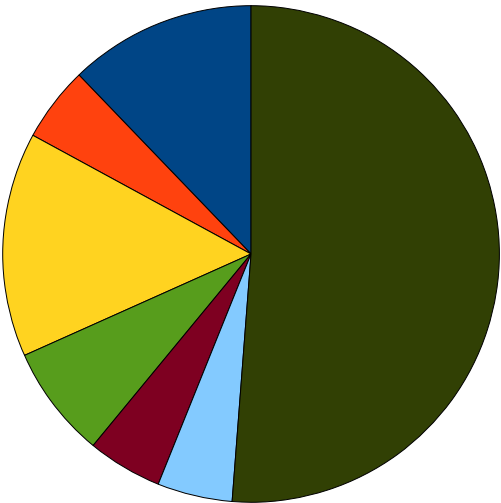
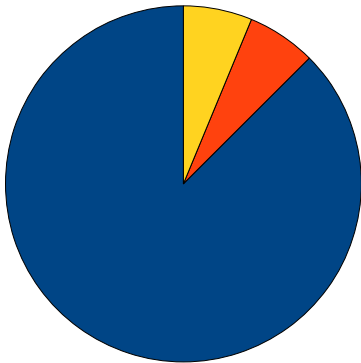
- who presented the proposals?
- what can we learn from the instruments, processes and goals described in the proposals?
- are the proposed projects directed to citizens, administrators, associations, ...

SOME QUESTIONS

- who presented the proposals?
- are the proposed projects directed to citizens, administrators, associations, ....

Proponent

Local administration	28
Schools	2
Spontaneous groups	2



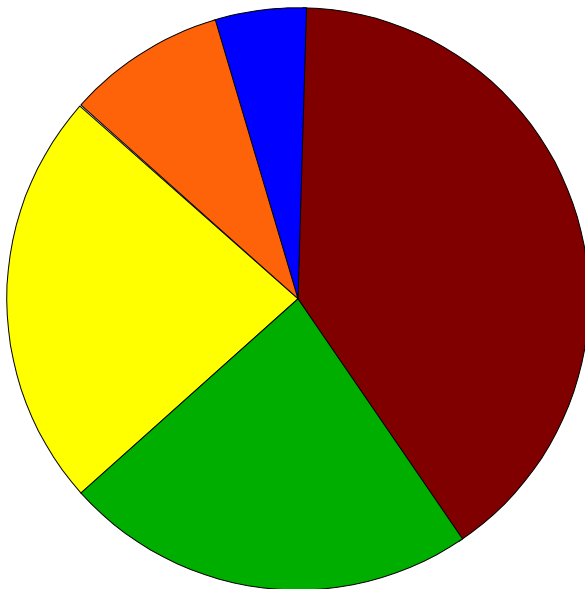
Target

Local (organised) stakeolder	5
Confederations and associations of local economy players	2
Administration and/or administrators	6
Group of citizens selected as statistical sample	3
Voluntary associations	2
Students and teachers	2
Local inhabitants	21

- what we can learn from the instruments, processes and goals described in the proposals?

One more question:

when in the proposals we talk about **involvement of the inhabitants**  
what does it mean?



inhabitants as **statistical survey**

a **selected group** of inhabitants to be invited

inhabitants will be consulted (**deliberative body**)

inhabitants will be **source of informations**

inhabitants will be **absolute protagonists**

Again the central question I mentioned: the new law and activity of regional administration will have the effect of:

**promoting** participation or

**controlling** spontaneous initiatives

**empowerment**

**consensus building**

To answer this question I intend to follow out some of the proposed projects, possibly to the final results (mainly physical results of processes implying design of public space).

But now, reading the proposal submitted to the regional administration, I tried to understand if ...



are the proposed participatory processes open and inclusive in their organizational structure?

Y	?	N
11	7	15

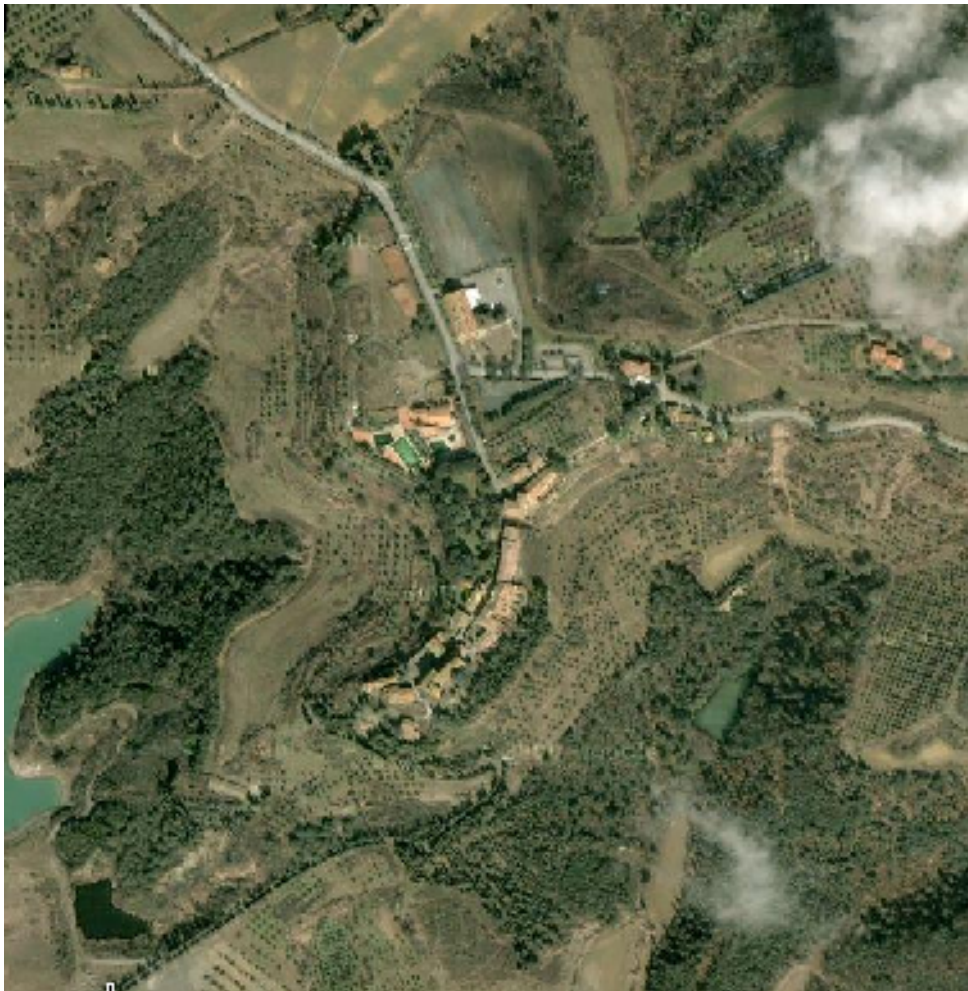
what kind of questions are submitted to the participants:

- bound and determined questions that implies a yes or no
- a problem that can be tackled from a plurality of points of view

8  
21

## ONE EXAMPLE

In 2007/08 in an old village half way between Florence and the coast (Castelfalfi) the municipal administration engaged in a “dibattito pubblico” (public debate) regarding a big project aimed to transform the small village into a high standard resort.



This is a very good case study because:

- It includes a very big investment from a German company;
- it implies a strong impact on the territory;
- the public debate is considered and presented by the Regional Administration as the best example of participatory process regarding territorial planning in Tuscany.



The public debate was long, many people could express their opinion regarding the project and, in the end, the project was modified:

<http://www.dp-castelfalfi.it/home.page>



After the end of the debate a strong controversy regarding the entire process took place between planners at the national level:

<http://eddyburg.it/article/archive/294/>



From this controversy I consider 3 points very relevant.  
But before just some information about the resort:



New facilities near the old village



4 small villages built as extension of rural buildings

And some numbers:

m² of built space									
Tourism		Apartments		Shops		Sport and leisure		Agriculture	Technical spaces
new build.	existing build.	new build.	existing build.	new build.	existing build.	new build.	existing build.	existing build.	existing build.
37.600	4.600	33.900	19.900	3.000	500	5.000	1.050	1.500	2.200

	new	existing
Tot. m²	79.500	29.750

Direct investments in €				
Tourism	Apartments	Infrastructures	Agriculture	Land
80.000.000	68.000.000	40.000.000	3.000.000	104.000.000

Tot.	295.000.000
------	-------------

The economic outcome (% of turnover remaining in Tuscany)		
staff	food supply	services
28%	15%	18%

The social outcome (n. of new jobs)			
Tourism	Technicians	Agriculture	Shops
266	14	20	8

Tot.	308
------	-----

From this controversy I consider 3 points very relevant: \_1

The Local Authority for Participation (LAP) was criticized because of his role in the entire process

He argued that his action was perfectly neutral. He acted as "referee"!

## **BUT**

Is it possible that a person, coming from the administration, and partially involved in the "match" is really neutral?

The LAP chooses the techniques used for the public debate (pretensions, technicians invited as experts, etc.), is this not influencing the entire process?

The LAP writes the final report as a description of the process with some conclusions. Is it possible to write a perfectly neutral description?

Probably it would be better to separate the referee, the person making the report, the organiser of the entire process, etc.

From this controversy I consider 3 points very relevant: \_2

The debate started with a presentation of the project by the investor.



An architect presented the municipal master plan.



Who was uncharged to make the official discussant?



We can probably talk about asymmetry in the teams playing the game

From this controversy I consider 3 points very relevant: \_3

Inhabitants were invited to discuss one project with 2 and ½ option:

YES

NO



YES, but after some changes



Probably it would be better to participate in a debate open to multiple choices



## CONCLUSIONS?

No real conclusions just some notes:

The entire question is certainly relevant and the new law opened a period of positive debate

Some think this is a very good opportunity, some that this is the last chance, some believe the last of a long series of hoaxes

Reading the last, strong, controversy, many opinions seem to be ideological, more than "scientifically" based

We have many reasons to think that a large proportion of politicians and administrators are not convinced of the opportunity public participation presents (democratic problem)

But we have also some reasons to think we can "force" them to accept PP

In any case I think before to answering the question **promoting vs controlling** we need some evidence

Thanks for your attention

Iacopo Zetti \_ [iacopo.zetti@irpet.it](mailto:iacopo.zetti@irpet.it)



## Attribution-Noncommercial-Share Alike 3.0 Unported

### You are free:



**to Share** — to copy, distribute and transmit the work



**to Remix** — to adapt the work

### Under the following conditions:



**Attribution.** You must attribute the work in the manner specified by the author or licensor (but not in any way that suggests that they endorse you or your use of the work).



**Noncommercial.** You may not use this work for commercial purposes.



**Share Alike.** If you alter, transform, or build upon this work, you may distribute the resulting work only under the same or similar license to this one.

- For any reuse or distribution, you must make clear to others the license terms of this work. The best way to do this is with a link to this web page.
- Any of the above conditions can be waived if you get permission from the copyright holder.
- Nothing in this license impairs or restricts the author's moral rights.

[Disclaimer](#)

Your fair dealing and other rights are in no way affected by the above.  
This is a human-readable summary of the [Legal Code](#) (the full license).