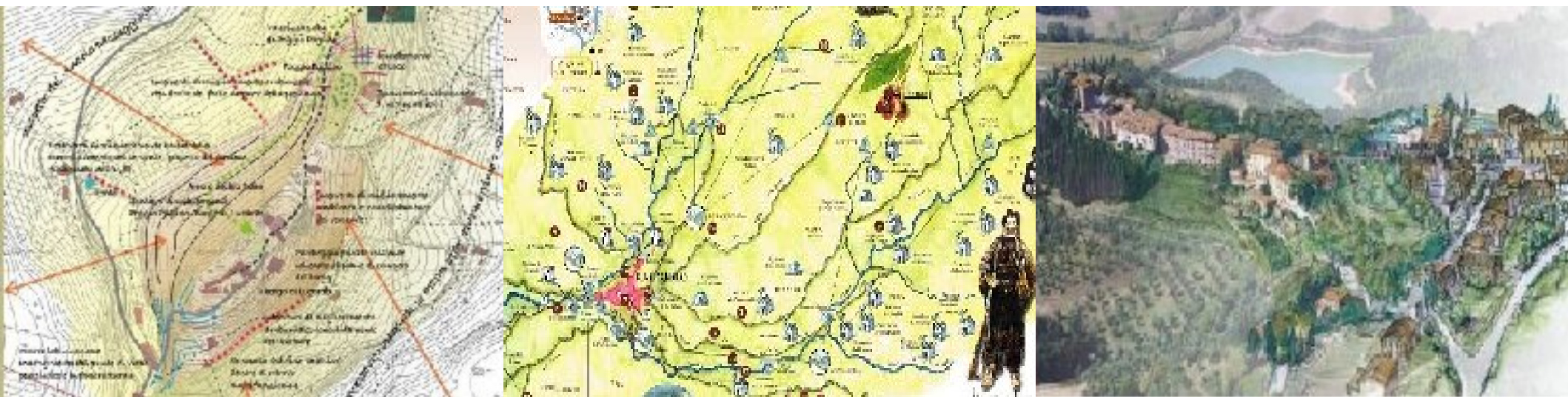


Local communities and the production of territory

Citizen participation in some experience of urban planning in Tuscany



GENERAL CONTEXT	3 CASES	CASTELFALFI	MONTESPERTOLI	CASENTINO	CONCLUSIONS?
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GENERAL CONTEXT

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

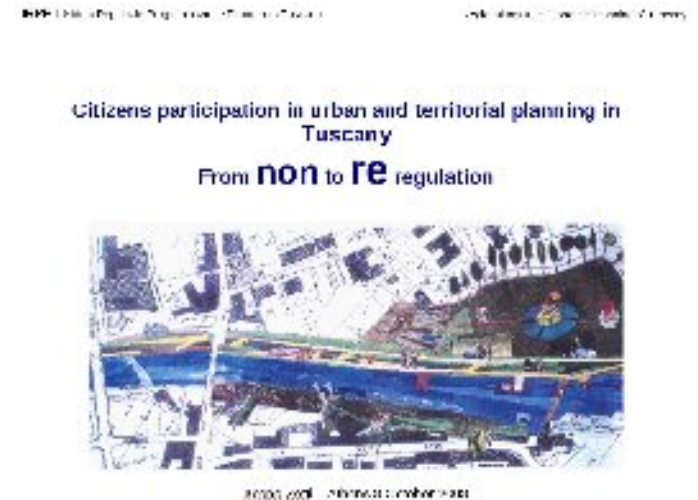
The law was passed December 27 2007 (l.r. 69/2007)

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

in Italian, English, French, Spanish

One year ago I presented the principles contained in the law and some of the first effects and I started to discuss a central question: will the new law and activities of the regional administration will have the effect of:



promoting participation or —————▶ **empowerment**

controlling spontaneous initiatives —————▶ **consensus building**

GENERAL CONTEXT	3 CASES	CASTELFALFI	MONTESPERTOLI	CASENTINO	CONCLUSIONS?
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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

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

GENERAL CONTEXT	3 CASES	CASTELFALFI	MONTESPERTOLI	CASENTINO	CONCLUSIONS?
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After October 2008 I started to analyse 3 different practices of citizens participation in planning processes.

This work is connected with a research about built heritage (BH) management and enhancement and the 3 cases are examples of connection between participatory project and planning process with the explicit aim of BH valorisation.

I consider these 3 cases relevant because they illustrate that organization of participation and problem setting:

- have a direct influence on the results and on the impacts planning have on BH;
- (more in general and more important) explain the idea of citizens' rights that characterise a local society and a local administration.

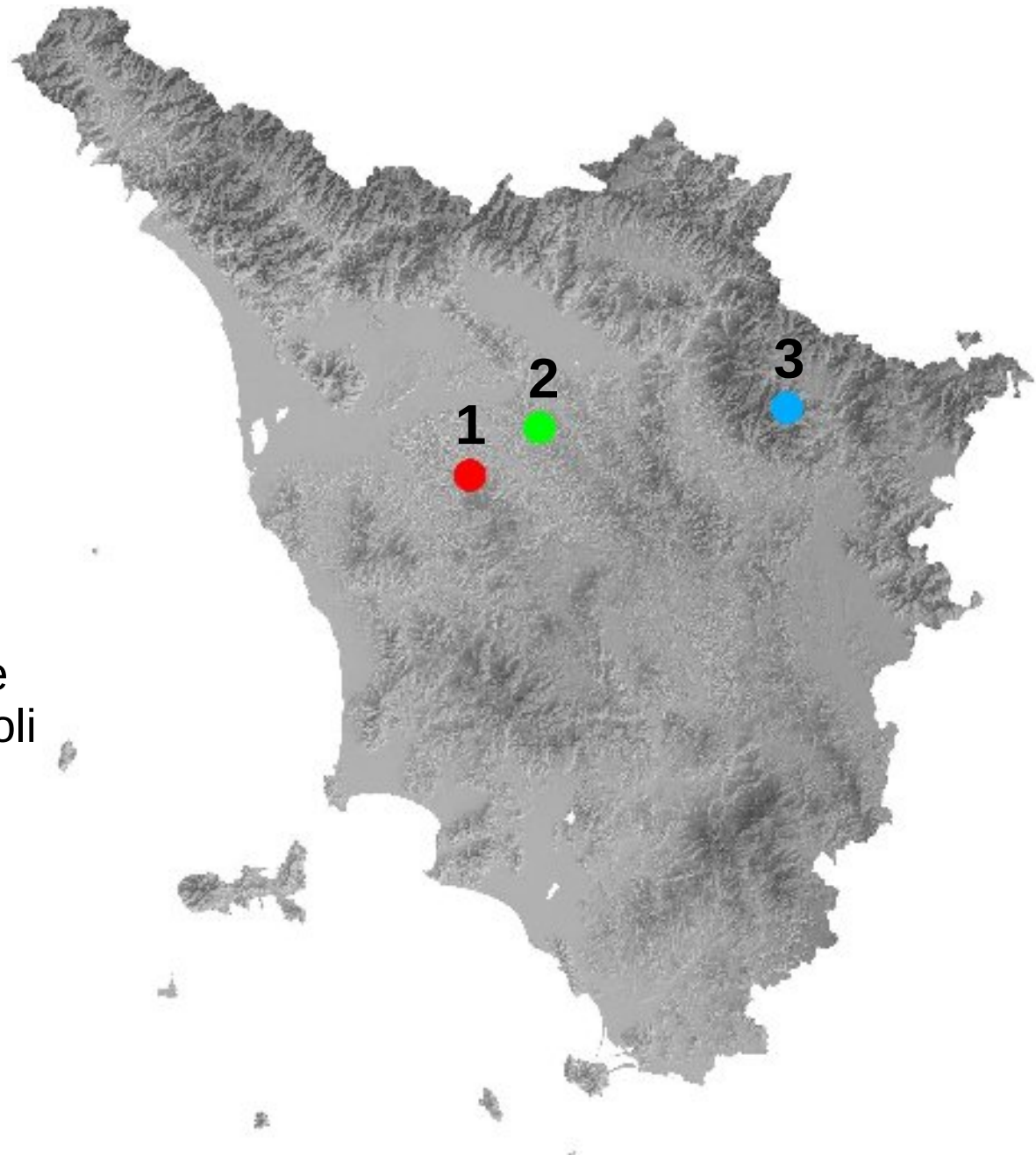
GENERAL CONTEXT	3 CASES	CASTELFALFI	MONTESPERTOLI	CASENTINO	CONCLUSIONS?
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3 CASES

1_ Public debate in Castelfalfi

2_ Community mapping and the
new master-plan of Montespertoli

3_ Parish map in Casentino



● 1_ Public debate in Castelfalfi

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



In **2006** the municipality of Montaione approved a new master plan. For Castelfalfi the plan set out a future of tourist activities integrated with agricultural production, within a framework of conservation of the landscape and regeneration of the historical buildings.



In **2007** the multinational company TUI bought the village and all the buildings on surroundings lands and proposed a large investment intended to transform the entire complex into a high-standard tourist resort.



The local administration took the proposal into consideration, but before making a final decision they decided to organise a public debate.



TUI's proposal implied a large investment and a large number of new buildings



New facilities near the old village



4 small villages built as extensions of rural buildings

All this implied a great change in local life, an impact on the environment and, most importantly in this context, a precise model for reusing BH, including the idea that landscape is no longer the product of a local lifestyle, but an artefact to be used as an engine for a tourism enterprise.

The public debate was long, many people expressed 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, controversy emerged regarding the entire process and discussion took place between planners at the national level:

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

GENERAL CONTEXT	3 CASES	CASTELFALFI	MONTESPERTOLI	CASENTINO	CONCLUSIONS?
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So it is a controversial case, but by calmly taking a look at the process we can notice that:

the problem was how to re-use BH, but the main subject proposing the capitalisation strategy was an external entity, with no connection with the local community;

the debate was certainly open to any kind of contribution and opinion;

the coordinator of the debate was sometimes accused of not acting as an impartial *referee*, but upon reading all the documentation (and also in accordance with personal conversations with some actors), his role was really carried out in a *neutral* manner;

TUI was asked to give detailed information about the project and it had to give the requested information;

but was the set of possible choices really open?

GENERAL CONTEXT	3 CASES	CASTELFALFI	MONTESPERTOLI	CASENTINO	CONCLUSIONS?
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Analysing the event looking at the participatory process we can discover some problems. For example:

TUI presented the project with the communicative strategy you would expect from a big international company

What kind of communicative ability were available to opponents?

In addition, the entire debate was related to a master plan, that is, an object that is not simple for laypeople to comprehend

We can probably talk about an asymmetry of information that implies unbalanced power relationships

Inhabitants were invited to discuss one project with 2 ½ options:

YES



NO



YES, but...

The result is, in a way, obvious and the space left to local creativity is limited to detecting problems and suggesting limits

0 sum game

● 2_ Community mapping and the new master-plan of Montespertoli

In 2007 the municipal assembly started the preparation of a new master-plan and within this framework to organized a series of meetings and debates to discuss the content of the plan.

During **2008** public debates, public opinion pools and web forum took place.

In **2008**, during the time the plan was in progress, some local associations, together with a group of researchers from Florence University suggested that the administration organise and lead a series of workshops in all the villages in the municipality.



The goal of the workshops was to involve local inhabitants in mapping BH, investigating the elements of local identity and the connection between people and their *homeland*.



The workshops produced a report containing inhabitants' proposals that are now part of the master plan survey.

The report is composed of a series of:

maps, drawn with and by local communities;



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The workshops produced a report containing inhabitants' proposals that are now part of the master plan survey.

The report is composed of a series of:

‘charters of the territory’, one for each single village, containing rules and recommendations for future projects;



STATUTO DI SAN QUIRICO - LUCIGNANO - FEZZANA

Voce agricola del territorio: agricoltura multifunzionale di qualità come produttore di bene comune

- Area agricola e boscosa
- Segno alle piccole aziende agricole locali
- Agricoltura di qualità per le piccole e grandi aziende agricole
- Attivazione di una rete di produttori e venditori locali per promuovere la filiera corta
- Creare consorzi per le produzioni biologiche
- Favorire le attività agricole rispettose dell'ambiente
- Salvaguardia dell'assetto idrogeologico
- Agire l'abbandono colturale per frenare l'erosione del suolo
- Valorizzazione e manutenzione delle aree boschive
- Bloccare l'uso delle razze agricole
- Annessi agricoli
- Limitare la derelizione degli annessi agricoli e vincolare i cambiamenti di destinazione d'uso

Tranquillità e permeabilità dei borghi e della campagna. La rete delle mobilità dolce e le relazioni territoriali sovcomunitarie

- Permeabilità potenziale a scala del fiume Pesa e Virgilio
- Permeabilità pedonale a scala della via di crinale della Rancia
- Recupero e permeabilità della rete delle strade vicinali e campestri
- Manutenzione pubblico-privata delle strade vicinali e campestri
- Valorizzare le strade urbane come spazio sociale

Conservazione e valorizzazione del paesaggio. Il paesaggio come bene comune e valore aggiunto del territorio

- Mantenere salvaguardare strade di crinale e le viali paesistiche
- Salvaguardia e valorizzazione della complessità del paesaggio come elemento dell'identità dei luoghi
- Rapporto edificio/paesaggio
- Rispetto e valorizzazione delle caratteristiche geomorfologiche, paesistiche e ambientali del territorio e delle regole di lunga durata
- Piano rivale
- Limitare le edificazioni lungo i fiumi Pesa e Virgilio
- Avviare progetti e accordi di programma di livello sovcomunitario per la realizzazione dei parchi

Qualità ambientale. Garantire la qualità e la sostenibilità ambientale del territorio (ambiente, acqua, energia)

- Salvaguardia dell'acqua come bene pubblico
- Recupero le sorgenti e garantire la potabilità delle acque
- Incentivare l'uso delle fonti di energia rinnovabile

Valorizzazione del patrimonio costruito: costruire meno e meglio

- Tutela e recupero delle caratteristiche architettoniche e morfologiche degli edifici tradizionali
- Definire statuti differenziati legati alle caratteristiche dei diversi borghi
- Evitare la realizzazione di insediamenti sul crinale e in caso di nuove previsioni definire regole morfologiche appropriate
- Vincolare i cambiamenti di destinazione d'uso degli annessi e delle case coloniche a una porzione sufficiente di territorio agricolo
- Concentrare le zone industriali e cercare di avviare progetti sovcomunitari per una corretta utilizzazione del territorio

Necessità di spazi pubblici e servizi. Una rete dei servizi come elemento principale per dare centralità ai luoghi

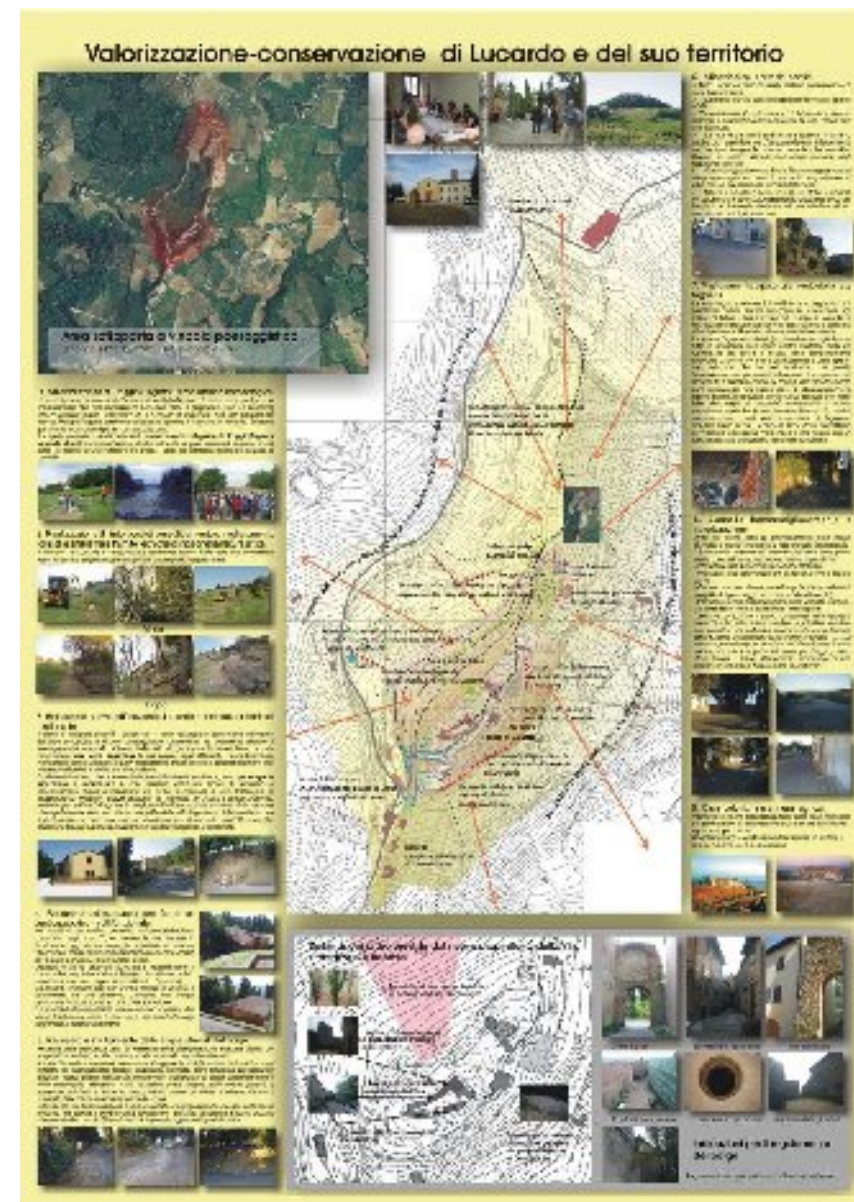
- Incentivare il trasporto pubblico tra le frazioni e con Firenze
- Nuovi edifici scolastici e sportivi
- Incentivare le attività culturali rivolte ai giovani
- Realizzazione della rete dell'edilizia

The workshops produced a report containing inhabitants' proposals that are now part of the master plan survey.
The report is composed of a series of:



specific proposals to be inserted in the master plan such as parks, new pedestrian and cycle paths, upgrading of public spaces, etc.

The workshops were led by Adalgisa Rubino and Anna Giani; the group was coordinated by Alberto Magnaghi. The report they wrote is available here:
<http://www.dp-montespertoli.it/informarsi/doc-partecipazione-dett.asp?id=14>



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In some interviews the researchers involved in the workshops highlighted some of the problems they had to face when leading this activity. In short:

the process started in a very unusual way, with a proposal that came from the university when the master plan was already in progress and so it was outside the foreseen workflow. This also meant the relationship between the workshop leaders, the team coordinating the general process of participation and the technicians working inside the municipality was not clear

time was really too short to go into detail considering the complexity of the territory, the need to overcome the problem of working with technical instruments (for example cartography) and with people generally without technical skills;

the resistance of some local politicians and a certain explosion of polemic disputes when some of the options emerging in the workshops did not coincide with their wishes;

the workshops achieved a very intense participant involvement in a very positive and constructive atmosphere, even though at the very beginning many people were discouraged.

In Montespertoli participation was part of the building of a shared vision regarding the connections between community and territory

The participatory process here encountered two opposite forces:

the need to fit within the framework of an official administrative act;

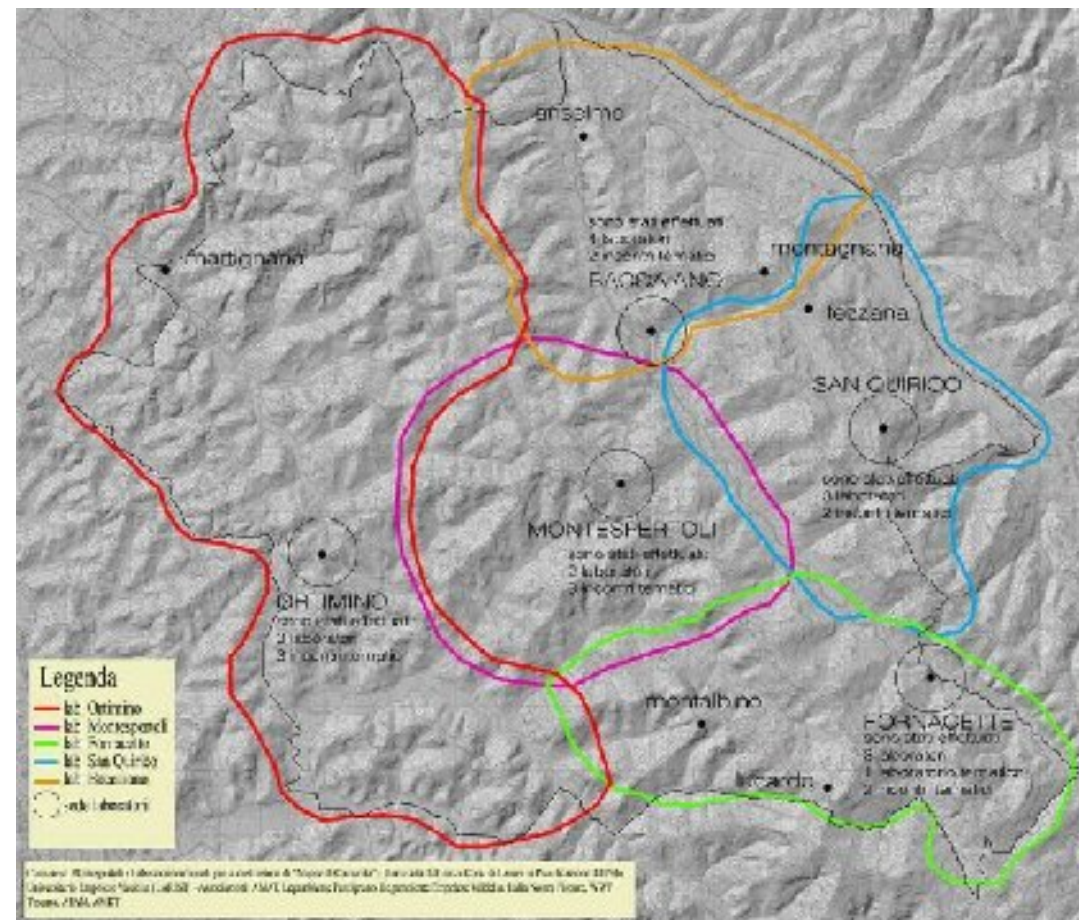
the typical features of a good participatory planning process i.e. the ability to break down boundaries and open design activities to a wide set of possible options.

This experience:

inserted better knowledge of local BH into the plan survey,

gave inhabitants the opportunity to strengthen their relationship with the territory

and guaranteed local community control over strategies for the future.



positive sum game?

3_ Parish map in Casentino

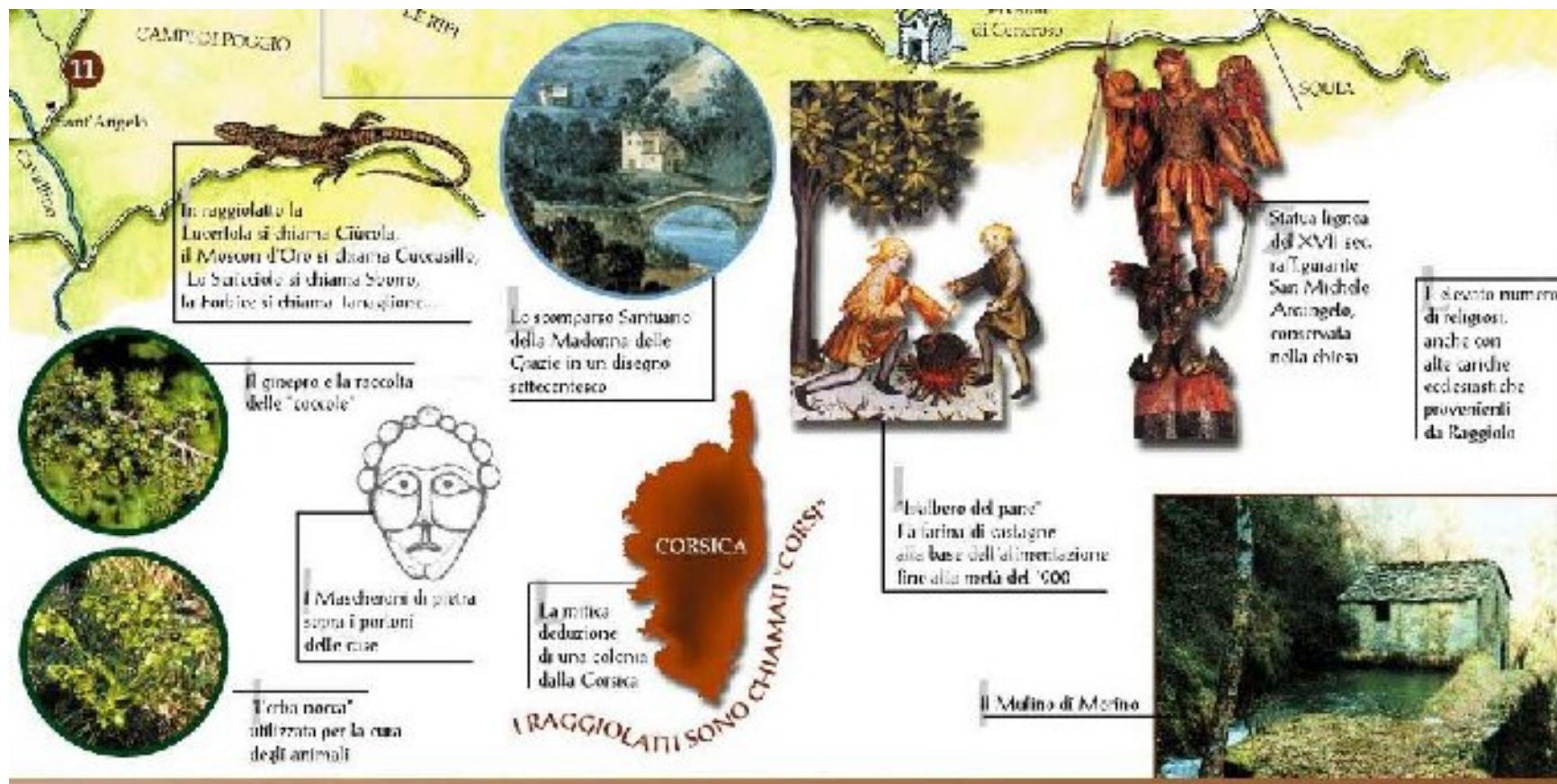
Starting from **2005** the network of eco-museums of Casentino started to promote the production of local parish maps. The maps in this case are the centre of a long-lasting participatory project aimed at collecting and handing down local culture, identifying BH and designing new modalities of enhancement and maintenance.

In **2006** a first process was carried out in the village of Raggiolo and a second one is now underway, funded by the Tuscan regional government



Compared to the classic experience of English parish maps, this one is in some ways connected with planning ideas because it is the hub of a possible future relationship between the traces of local history and a renewed community.

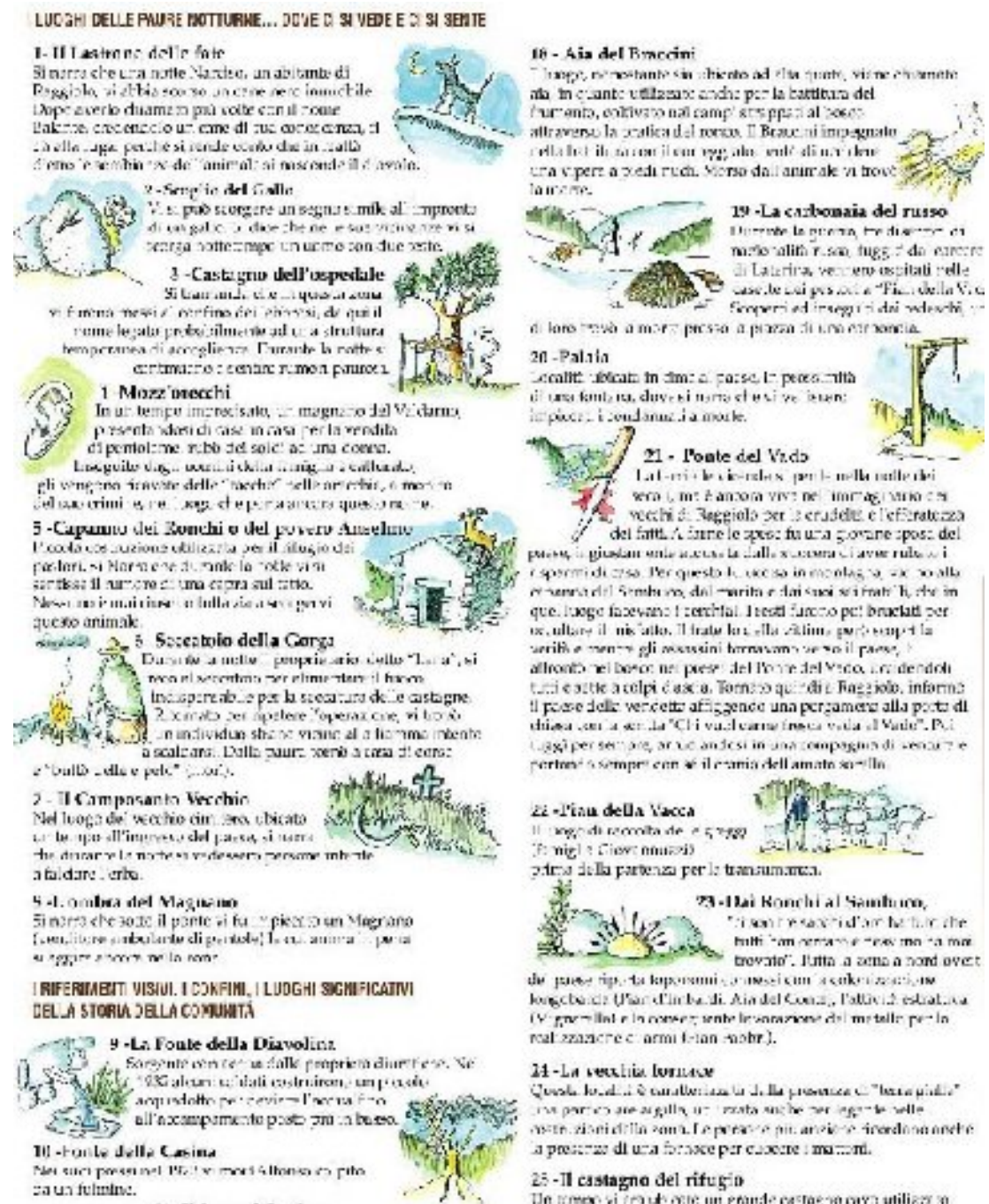
From the practical point of view, the techniques employed are simple:
 structured discussion;
 collective survey of the territory using documents and direct inspections;
 and collection of local tales and memories.



The final maps are drawn with the entire group of participants.

Time needed to complete the work is relaxed, normally two years, because although the result is important, the process is even more so.

The relationship between this work and official planning is not guaranteed because the workshops came about outside the official planning system. But at the same time participation was not restricted to a pre-constituted framework and was free to (re)build a deep relationship between the communities and places.





The experience had its limits, but the intrinsic strength that it involved people, identified the local heritage down to the smallest details and designed a complex project for reuse meant it could not be ignored by planning officials.

positive sum game

The three stories illustrate three different ideas of participation, three ways for designing the future habitat for local communities

In the first case, a multinational company wished to exploit the buildings it bought and the landscape around them. Citizens were called upon to decide if they agreed or not.



In the second case, citizens were directly involved in a planning process, but within a set time schedule and, in some ways, guidelines.

In the third, they were outside an official planning process and so free to organise things according to a time schedule and a scheme suitable for people participation. The goal was to build an idea of the future of the territory starting from an experience of social mapping.



What can we learn from the three experiences?

The idea I propose is that these three good practices can be put in a sequence, in a sort of ladder recalling the renowned ladder of citizen participation:

<i>Arnstein ladder</i>		<i>Participatory process objectives and characteristics</i>
Citizen control		
Delegated power	3 <i>Casentino</i>	Inhabitants have the possibility to preserve and develop deep local knowledge and to confront it with expert knowledge. They can define the relationship between the local community and the built environment that concerns local identity and the charter for future local development. The process is open, inclusive and comprehensive of citizen empowerment
Partnership	2 <i>Montespertoli</i>	Inhabitants have the possibility to insert deep local knowledge in the planning process and to open the process to a wider set of proposals and decisions. The boundaries of the process are fixed, as is timing and the way results have to be expressed. It is a positive sum game
Placation		
Consultation	1 <i>Castelfalfi</i>	Single-choice answer process, with the insertion of some improvements in the design-making process. It resembles a zero sum game
Informing		
Therapy		
Manipulation		



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