



Unione Europea



Area per la promozione del Territorio, dei Saperi e dei Talenti

PROGETTO AdriFort

Azione 3.4 Toolkit

THE PLANNING SYSTEM IN PUGLIA

The description made so far for the Veneto planning System applies to the planning system in Apulia when illustrating the **three-level 'cascading system'** originating from the 1942 law and subsequent bridge laws, the role of the **'General Regulatory Plans' (PRG)** at communal level, the **Detail plans** (Piani particolareggiati), the implementation plans (piani attuativi), **'Parcelling Plans'** ('Piani di Lottizzazione'), **'Economic and Popular Housing Zone Plans'** ('Piani di Zona per l'Edilizia Economica e Popolare'), **'Production Settlement Plans'** ('Piani per gli Insediamenti Produttivi'). And the same applies to the **'Territorial Coordination Plans'** (PTC) at provincial level. The regional law which regulated this system in Apulia has been the **Regional Law N.56/1980** "Tutela ed uso del territorio della Regione Puglia" (Protection and land use of the Apulian region) **until 2001** when a new regional law came into force – **Regional Law N.20/2001** - **which introduced the regional spatial planning reform**. The regional law (L.R.) n. 56 / 80 regulates the instruments of urban planning and who is in charge for the administrative functions. It identifies the Urban Regional Spatial Plan (**PUT**) and its ramifications and the General Regulatory Plan (**PRG**) for one or more municipalities. An important role has also been played by the **L.R. n.25/2000** (Urbanistica e pianificazione territoriale, ie. Urban and regional planning) which specifies the role retained by the Region, and the **functions transferred and delegated to the Provinces** (with the **PTC**) **and the municipalities**, concerning territory, environment and infrastructures, including functions and responsibilities in the field of urban planning and public housing, information to the public, regulation and management, related to land use and environmental protection.

The innovation introduced by the Regional Law 20/2001 relates to various aspects. This law recognises the responsibility of the Region to pursue the objectives of protection and improvement of environmental values, history and **culture**, and the **sustainable development** of the regional community; **confirms the three levels of spatial planning - regional, provincial and municipal** and specifies their objectives; introduces the concept of **DRAG** (acronym for Documento Regionale di Assetto Generale, ie **Regional Document for Spatial Planning**). The latter is intended as a set of administrative measures and planning tools, taken by the Region, including guidelines for provincial and municipal planning (which have to be compatible with the DRAG). The objectives of the DRAG can be summarized as follows:

- protection and enhancement of the **landscape**, through the renewal of the planning instruments in accordance with the **Code of Cultural Heritage and Landscape** (Legislative Decree 28/2004 – "Urbani" Code);

- improve the environment and quality of life, by **supporting innovation in the practice of local planning**, giving priority to recovery, retraining and rehabilitation initiatives;
- simplify the decision making processes at local level, promoting and supporting **planning of wide areas**, at the provincial scale, to provide a **coordinating framework** which guides local planning, in the direction of territory enhancement and sustainable development;
- make a more efficient and sustainable **infrastructure**;
- guarantee a speedy implementation of the decisions, by building **synergic relations** between those responsible for planning, environmental protection and programs for development.

The Regional Law 22/2006, which has amended and integrated the L.R. 20/2001, has explained that the DRAG is divided into the following five organically connected "thematic areas", drawn up at different times:

1. landscape planning,
2. guidelines to municipal planning,
3. guidelines to provincial planning,
4. infrastructure planning,
5. integration of planning and programming.

Regarding the **Provincial Territorial Coordination Plan (PTC)**, adopted by the Provincial Council in accordance with the DRAG, it has to be considered a **sector plan** about nature conservation, environmental and water protection, soil conservation, and natural beauty, provided that it comes from the agreement among Province and the other administrations.

The L.R.20/01 identifies as **urban planning tools** the **General Urban Plan (PUG)** and the **executive urban development plans (PUE)**. The PUG is divided into structural and programmatic planning. It will be implemented using the PUE which are the result of public and/or private initiative.

For the protection of the environmental and **cultural heritage** and **landscape**, under the State law L. 431/85 (Law "Galasso") in the year 2000 the Apulia Region approved the PUTT / P (Urban and Territorial Plan / Landscape ie a PUT specific about the subject of landscape).

The law Galasso is the first national organic law for the protection of natural and environmental assets in Italy (the first law for landscape protection is the 1497/39). It categorizes the natural beauty according to their characteristics, dividing them into morphological classes. Within the areas identified for special protection the building activities are not totally ruled out by this law, but there is need of special permissions granted after an in-depth examination by the Ministry of Heritage and Culture and other bodies in charge for landscape protection and supervision.

The PUTT/P is a **landscape plan, and a general urban and territorial planning tool**. The **identification and classification of areas with high landscape and environmental value** was made taking into account the fundamental systems that determine the configuration of the region: geological/morphological/hydrogeological system; botanic and wildlife system; the **historic stratification of settlements**; areas of outstanding and exceptional beauty. The regional plan also identifies different homogenous territorial areas (**ATE**): areas of **high artistic value**, of normal value; degraded areas requiring planning for recovery. It also points out the **risk factors** and elements of **vulnerability** of the landscape. It provides for **specific regulations governing the transformation** of the existing landscape, forms of protection and development, not to decrease the valuable landscape of the region. Very important is deemed the preservation of **agricultural areas**, which give a great contribution to the landscape. The PUTT / P of Apulia also provides incentives and support aimed at the recovery, enhancement and management of the landscape in territories falling in the areas under PUTT / P protection (recovery of buildings in rural and urban contexts, hydrogeological protection, support to agriculture and forestry, wildlife protection, encourage rural tourism, management and protection of hiking paths) The provisions of the Plan

are implemented both through the work of the local authorities (regions, provinces, municipalities) and by issuing permits after checking the existence of landscape compatibility.

Under the **Cultural Heritage and Landscape Code** (Legislative Decree no. 42/2004- called Urbani Code) with the resolution no. 176 of the **16th February 2015**, the Regional Council approved the **Regional Territorial Landscape Plan of Puglia (PPTR)** (first in Italy) aimed at protecting the environment, landscape and nature of the region. It **replaces the PUTT/P**. Aims of the PPTR are not only the maintenance of landscape values, but also the **restoration and upgrading** of landscapes. In particular, the Regional Territorial Landscape Plan of Puglia is divided in three components:

- **The Atlas of Environmental, Landscape and Regional Heritage:** It's the first part of the PPTR which describes the identity of the various landscapes of Puglia and the fundamental rules that have guided their development in the long period of historical transformation.
- **The Strategic Scenario** draws an idea of the desired sustainable future of Puglia to be achieved in the medium and long term, ie the desirable territorial organizations. This serves as **strategic reference** for initiating a process of public consultation, actions, projects and policies, aimed at making the future that it describes. The Scenario also contains Guidelines, primarily targeted at planners and designers, describing the **correct ways to drive those actions which cause transformation** of the territory and have important effects on the landscape: such as the organization of **agricultural activities**, the management of **natural resources**, sustainable design of **productive areas**, and so on. Moreover the scenario contains **Landscape Integrated Experimental Projects** defined in agreement with some local governments, environmental and cultural groups. They are proposed as good practices consistent with the objectives of the plan and show how to enhance land resources in various sectors.
- **The Rules to manage the landscape**
The third part of the plan consists of the **Technical Regulations for Implementation**, which is a list of guidelines, directives and instructions that after the approval of the PPTR have an immediate effect on the use of environment, settlements, **historic and cultural resources** that make up the landscape. **The addresses of the rules are the institutions that create tools for planning and management of the territory and its resources:** provincial and municipal plans, rural development plans, infrastructure plans, and so on. Those institutions have to adapt their planning and programming tools to the **landscape quality objectives** set by the plan for different parts of the Apulia territory.

So we have seen in short the key stages of the legislation in Puglia relating to planning as well as landscape, environment and cultural heritage and protection, up to the latest law regarding the PPTR approved in February 2015, which outlines the future scenarios on these issues.

To complete this brief overview, it is important to look at the relationship between Planning and Programming, the role of the Structural Funds on the implementation of policies regarding planning, landscape, environment, **cultural heritage**, and the DRAG; **the experience of the SACs** financed with the last Structural Funds Programme 2007/2013, which has represented a field-testing of the notions of integration of environmental, cultural and landscape assets, ideas that we found in the latest mentioned laws.

As it is known, after closing the experience of the *“Extraordinary Interventions for Southern Italy”*, the constitutional duty to "remove the economic and social inequalities" in the country, is pursued through two lines of action:

- the National “regional” policy, concerned with levelling the economic and social regional imbalances, by which the Italian government provides funds for **regional cohesion**, such as FAS (Fund for Underdeveloped Areas) today called **FSC** (Funds for Development and Cohesion), regulated by the annual budget law, and assigned by the CIPE (Interministerial Committee for Economic Planning);
- the policy of "**Community cohesion**" implemented through the European **Structural Funds**, whose deployment is decided by the European Commission on the basis of a document called National Strategic Framework (**QSN**, Quadro Strategico Nazionale), approved by the Commission. This document is the result of the collation of the various Regional Strategy Papers (DSR, Documento Strategico Regionale), and is implemented through Regional Operational Programmes (PO, Programmi Operativi) approved by Brussels as well.

The provision of the Structural Funds is organized in "periods". After the periods 1994/1999 and 2000/2006, 2007/2013, it is now about to start the programme for the period 2014/2020 (its start in Puglia is belated).

According to the new law, in this framework, the role of the **DRAG** should be to provide "the general outline of the region" and be a **reference document for programming** the use of various funds, including the structural funds.

Specifically with the DRAG the following objectives are pursued:

- build a framework based on the integration of the various sectorial plans of Puglia;
- be a reference document for planning of the provinces and municipalities, and for programming;
- **use the opportunities coming from the POs to implement the provisions of the DRAG.**

The Structural Funds of the period 2007-2013 have activated the experience of the SACs (environmental and cultural systems) provided with the actions 4.2.2 and 4.4.2 of the PPA (Multi-annual Programme of Axis) of the Axis IV of the Operational Plan (PO) ERDF 2007-2013. The SACs are aimed at ensuring effective actions to enhance valuable cultural heritage, activating territorial potentials, providing tools to ensure sustainable management in the medium and long term and, especially, the qualitative and quantitative improvement of the **services** offered. The basic concept is the "**Integration**" of **environmental and cultural resources** located **within areas recognizable for their territorial identities, of services, and between public and private actors, with different skills and levels of responsibility**. The strategy of the SAC goes beyond the traditional view of the protection and preservation of a single cultural asset, strives instead for **an integrated enhancement of the valuable cultural and environmental assets of the territory as a whole**. The SACs want to stimulate: the emergence of economic and social relations and of intangible ties that arise when the cultural heritage is enhanced; the widespread participation of people who leave in the area; the involvement of private bodies - profit and non-profit - including cultural associations, local stakeholders, voluntary organizations.

The experience gained with the SACs has **played a guiding role for the development of the recent regional law on cultural heritage (Law no. 17/2013 "Provisions in the field of cultural heritage")** as it has allowed testing some tools of participatory integrated enhancement and programming, that anticipated the provisions of this law.

Furthermore the process implemented with the SACs is perfectly **consistent with the strategic guidelines of the new programming cycle 2014-2020** established in the Partnership Agreement, regarding the issues of environmental, cultural assets and tourism enhancement: in continuity with the strategy of the passed Europeans Structural and Investment Funds, they require the implementation of the principles of **integration, spatial planning and public participation** when

deciding about the actions to be taken in the future to enhance the environmental and cultural heritage of the Italian regions.

Among the SACs approved by the Region and financed during the last programming period 2007-2013 is the SAC "Salento of Sea and Stones" (Salento di mare e di Pietre) which has been involved in the Adrifort project together with the Castle of Gallipoli.

The local case: Castello di Gallipoli

The same considerations made so far for the case of Forte Marghera about the need of involving in the management process actors playing different roles at various levels, also apply to the governance of the Castle of Gallipoli.

Let us briefly examine this case here, while **for further details** and explanations we refer to the document "The Model for the Governance of the Castle of Gallipoli and its integration with other environmental and cultural assets of Gallipoli and with the SAC *Salento of sea and stones*" ("Modello di governance per il Castello e i beni ambientali e culturali di Gallipoli e per il SAC Salento di mare e di pietre").

The Angevin **Castle of Gallipoli**, built most likely in the eleventh century on pre-existing Roman fortifications, stands with its imposing mass at the eastern end of the island where the ancient village is sited. Almost completely surrounded by the sea, it was built to guard the city and the port, once crossroads of flourishing trades. The "*Department for the Promotion of the Territory, of the Knowledge and Talents*" of the regional government of Puglia, which is partner of the Adrifort project, and the Municipality of Gallipoli, have signed an agreement under this project, for the enhancement and management of the castle of Gallipoli and to implement the idea of its "**integration**" with the environmental and cultural heritage both of Gallipoli and of the **SAC (Environmental and Cultural System) "Salento of sea of stones"**.

The SACs represent an innovation in Puglia, as they aim at enhancing the **cultural and environmental heritage** with an integrated approach, going beyond the view of protecting just a single asset; **the SACs are meant to create a territorial network of assets and operators.**

The process activated by the Regional administration with the SACs started prior to the commencement of **Adrifort, a project that, as the SACs, puts a priority to the idea of integration.** Therefore Adrifort started in a buzzing context as far as the implementation of the "integrated approach" is concerned. The great merit of Adrifort has been to add the castle of Gallipoli to the 23 environmental and cultural assets already identified by the SAC, and make it as a hub for the entire SAC, a promotion point which provides information about the whole system, which includes assets and towns more or less known to tourists. Therefore AdriFort in its effort to enhance the Castle of Gallipoli, has exerted an important positive impact on the whole SAC system as well.

Specifically, **the SAC "Salento of sea and stones"** is composed by 14 municipalities of the Salento peninsula, including Gallipoli, and by the Regional Natural Park Sant'Andrea Island and Coast of Punta Pizzo; the Province of Lecce, the University of Salento, the GAL (local action group) "Serre Salentine". Among the goals of the SAC are providing cultural services in museums, libraries and palaces as well as the necessary furnishings and fittings; organising educational workshops focussing on the story telling of the SAC's assets; providing services for cycling; all the assets have to be managed as a unique system and share the same programme.

The activities carried out with Adrifort for the enhancement and promotion of the castle of Gallipoli are:

- thinking and implementing a **pilot project** that has provided the opportunity to **field test a model of integrated management and promotion** of the castle linked to some of the most significant cultural and environmental assets of Gallipoli, by involving their managers and the public institutions which deal with this matter; gain experience useful to take the next step relating to the whole SAC

- Integrating the castle of Gallipoli with the cultural and environmental **assets** of the SAC Salento of Sea and Stones

- involving managers, owners, anyone public or private holding a legal title and/or playing an important role for the SAC assets, in a process of **multi-level governance**.

These objectives have been achieved through a **participatory process** by organizing **workshops, focus groups and educational tours**.

Specifically, **the pilot project** entails the creation of **an itinerary that brings together assets with different potentials, attractiveness and marketability** (the castle linked with other environmental and cultural assets of Gallipoli), **their integrated management**, and its field test. The access to this **integrated route** is possible by **buying a single ticket** which gives the possibility to split the route into a number of packages to be enjoyed on different days. The availability of this itinerary started on May 30th 2015. It has focussed not only on the network of cultural and environmental assets, but also on their management bodies. This **has allowed to develop, test and fine-tune the model of multi-level governance, to be extended at a later stage to the entire area of the SAC**. In fact, this experiment has provided an opportunity to identify problems and find solutions on the best way to implement the integration. The itinerary **addresses the need to provide “experiential” forms of tourism all year round**, which should **complement the tourist product linked to the sea and the sun which today accounts for most of the tourist offer of Gallipoli**, and that implies negative consequences such as a short tourist season, congestion during summer, etc.

The pilot project aimed at:

- creating a **synergy** among different kinds of assets and their respective managers,
- ensuring a **quality offer** not only for its content but also for the organization of services,
- ensuring visitors satisfaction for the good organization of the itinerary
- finding solutions to manage successfully a complex system made by non-contiguous assets - being spread over a wide territory - and operated by different bodies;
- trying to overcome conflicts and inefficiencies, finding smart solutions, to be ready at a later stage to implement this model in a more complex and wider system, ie the entire SAC *Salento of sea and stones*.

The actors involved in the project Adrifort, in this process to achieve a multi-level governance, have various roles ranging from the regional government, to the municipalities of the SAC “Salento of Sea and Stones”, involved as owners or mandated parties (i.e. by the Superintendence to the Environmental and Cultural Assets); the GAL (Local Action Group) “Serre Salentine” and the University of Salento both members of the Technical and Operational Coordinating Body of the SAC (ie. the operational body responsible for coordinating and implementing the management program of the SAC); the public and private managers of the assets; private citizens - either individuals or associations, profit and non-profit organizations, cultural and environmental associations, stakeholders, belonging to the private or voluntary sectors. All of them have been involved to **implement a bottom-up decision making process** for the integrated territorial enhancement. This process has showed to be a **breeding ground of ideas** to enhance and promote the system that has gradually been established.

Synthetic scheme of the actors involved with Adrifort

Competent structure	Responsible subject	Description of the structure operating office/territorial unit
Managers of the environmental and cultural heritage of the City of Gallipoli	AMART cultural association	Management of: the Civic Museum Emmanuele Barba, the Sea Museum, the Municipal Library, the Garibaldi Theatre and Coppola Hall
	Circolo Legambiente di Gallipoli (the local branch of the environmental NGO Legambiente)	Management of the Natural Regional Park of Punta Pizzo and Saint Andrew Island
	Emys cultural association	Management of the Cloister of the Dominicans
	Orione Ltd	Management of the Castle of Gallipoli
Other local associations which manage assets or itineraries in Gallipoli	Association "Gallipoli Nostra"	Management of the Diocesan Museum and the underground oil mill in De Pace Street
	Association "Kalecò"	Management of the underground oil mill in Dospina Street
Institutional decision-makers	Municipality of Gallipoli	Owner of many environmental and cultural assets of the city
	Managing Authority of the Park	It coordinates management and recreation activities in the Park
	SAC "Salento of Sea and Stones"	Planning, coordination and integration of assets, identifies an integrated tourist offer
	Regional Government – "Department for the Promotion of the Territory, the Knowledge and the Talents" of the regional government of Puglia	It supports plans and enhancement projects, integrated use of environmental and cultural heritage
	Superintendent of Environmental and Cultural Heritage	It grants permissions for recovery and adaptation of cultural and environmental assets for recreation
Agencies for Territorial Development and Promotion	GAL (Local Action Group) "Serre Salentine"	It supports rural development projects
	The Agency for the promotion of Apulia	It promotes forms of cultural tourism linked to regional identity

Public transport company	Public Transport Company	It reinforces the public transport connections to Gallipoli and its territory
	State Railways	
Private operators	Hoteliers	Promotion of integrated management packages addressed to their guests;
	Tour operators	
	Farmers and managers of farmhouses	Sale of tourist packages outside the Region;
	Fisheries workers	Information point to know about the agricultural and fish production within enogastronomic tours
	Restaurant owners	

In this participatory process which has led to the multi-level governance model, it has been **essential to know** each actor one by one, find the most effective ways to communicate, activate relations among them, clarify together each roles, commitments and kind of support (such as in the form of services, or economic-financial support, etc.). Within this system, everyone has to do its best according to its specific skills.

In short, the process of participation was useful to compose the structure of the system and define roles and actions to be taken in the management system ("who does what"), as well as the relations among actors, taking into account the need to build an **organizational model simple, clear, easily understandable and adaptable to different contexts, given the need to make it transferable.**

In the governance model developed **all actors have an equal role** and there are no higher-ranking positions, to avoid that anyone (like the regional government, the municipalities, the province, or the SAC, GAL, etc.) plays a dominant/constraining role on the others.

Once the thematic itinerary of the Pilot Project was devised, the following step was to ensure its **promotion and sale.** Various players took part to this: managers, the municipality of Gallipoli, the park authority, cultural and environmental associations, enterprises that provide cultural services, the regional government, the SAC, tour operators, owners of farms and farmhouses, hoteliers and also trade and professional associations, retail stores, schools, universities and research organizations, etc.

During the **following step of transferring the governance model developed in Gallipoli to the whole of the SAC,** the participation process that followed has led to a **general agreement on the need to create a working table,** composed by the actors of the pilot project of Gallipoli and the those of the SAC, **to ensure strategic overall coordination** and achieve the following objectives:

- Coordinate the various initiatives / activities / proposals made by the management bodies of each cultural and environment venues and define a coordinated seasonal or annual programme of initiatives and events
- Ensure that any manager of the SAC assets and the Project manager of the SAC are always aware of the activities / events organized to avoid duplications or overlaps in the same period and to properly integrate the programme when adding other initiatives;
- Organize itinerant exhibitions, shows, events, to be held each time in a different cultural venue, to strengthen the link among the SAC assets and optimize the costs for their organization;
- Promote together all the activities/events to be held in the various SAC venues;

- Produce common and coordinated promotional material (flyers, totems, signs, T-shirts and hats, etc.) in addition to a centralized tourist information desk which provides details regarding the SAC;
- Work together on integrated projects and seek public or private funding (municipal, regional, european);
- Share the experience resulting from the management of each SAC asset;
- Implement joint initiatives for environmental and cultural entertainment and education, including activities in schools;
- Organize joint training courses for the managers of the SAC assets (updating activities such as workshops and thematic conferences, experiential training in Italy and abroad, etc.)
- Have a **facilitator** for the implementation of the SAC, as already experienced with Adrifort.

The project Adrifort has provided a facilitator to help with the implementation of the whole process described, which proved to be of great help. The SAC actors have agreed upon the need to have a **facilitator** who would be responsible for ensuring the coordination among actors and of initiatives to be scheduled. Experience has shown that the integration of cultural and environmental heritage and its management bodies is not a process that happens automatically, just because it is provided for in a project, but it is essential that there is a someone who will facilitate the process and make sure it lasts over time, who secures a constant accompaniment to resolve doubts and misgivings, transfers the know-how, helps to prevent conflicts and to resolve the existing ones. He should support and assist the project manager, support the management bodies, detecting through a heedful dialogue with each actor, the needs, the difficulties, the obstacles (which can be of different nature from administrative, for example related to issuing permits, provisions of contracts, viability of structures, etc., to procedural and relational) to be debated within the working table and with the project manager, in order to facilitate, accelerate, overcome these difficulties. Each of these problems can in fact hinder the management of such a complex system like the SAC, and its success.



One of the meetings with the various operators of the assets of Gallipoli to decide about integrated communication and promotion



Educational presso il Parco delle Dune Costiere e presso i beni ambientali e culturali di Gallipoli
Educational tour in the Park of the coastal dunes and at the Civic Museum of Gallipoli