



# Integrating landscape in regional development: A multidisciplinary approach to evaluation in Trentino planning policies, Italy



Grazia Brunetta<sup>a</sup>, Roberto Monaco<sup>a</sup>, Emma Salizzoni<sup>a,\*</sup>, Francesco Salvarani<sup>b,c</sup>

<sup>a</sup> Politecnico di Torino, Interuniversity Department of Regional and Urban Studies and Planning, Italy

<sup>b</sup> Università degli Studi di Pavia, Department of Mathematics, Italy

<sup>c</sup> Université Paris-Dauphine, PSL Research University, Ceremade, UMR CNRS 7534, France

## ARTICLE INFO

### Keywords:

Regional development  
Retail planning policies  
Landscape indicators  
Dynamic model  
Integrated evaluation

## ABSTRACT

The systematic integration of landscape dimension into general and sector-focused planning policies is one of the European Landscape Convention crucial points. This aspect is still poorly implemented in Italy, where landscape is often conceived as a field of action separate from the territorial context.

The article presents the outcomes of a multidisciplinary research aimed at integrating landscape dimension into sector-focused policies, namely retail policies, in the Autonomous Province of Trento (Trentino-Alto Adige Region, Italy). The local government recently reformed its territorial retail development policies so as to comply with European reform regulations and with national decrees regulating the programming of services. It implemented the sector's liberalization, but it did not give up the territorial planning and the conservation of the landscape values. In this context, a research was developed to evaluate retail development scenarios, and, more specifically, the opportunity to plan a Gross Leasable Area of territorial relevance. Two methods were used: an indicator matrix to assess landscape quality and a mathematical model to assess population mobility preferences among retail structures. This integrated evaluation approach allowed to highlight both the “rights of the landscape” and those of potential buyers. The outcomes of the research have been recently adopted by the APT regulatory framework on retail planning. The evaluation process actually acted as a process of collective learning, supporting political decision-making.

## 1. Introduction

Since 2000, the European Landscape Convention (ELC) has been spreading the concept of landscape as a common resource and as a basis of the identity and the well-being of populations. As stated by ELC, the landscape should be the object of specific policies of conservation, management, and planning, but at the same time it should be systematically integrated into regional and town planning policies as well as in sector-focused policies (CoE, 2000a, art. 5d). Thus, one of the crucial points highlighted by the ELC is that landscape should not be considered as a specialist and separate field of public policies. The landscape can be positively or negatively affected by action in many sectors (CoE, 2000b), and therefore a systematic inclusion of the landscape dimension in all policies that influence the quality of a territory should be pursued (CoE, 2008).

In Europe, despite a certain difficulty – and discontinuity among different countries – in effectively implementing the ELC through relevant policies (Brunetta and Voghera, 2008), there is a growing

awareness of the necessity to integrate the landscape dimension into regional and town planning policies and an increased sensitivity to the landscape topic, when discussing policies from other sectors, such as the environment, cultural heritage, water management, infrastructure, and tourism (De Montis, 2014).

In Italy, landscape planning seems to be increasingly in line with the ELC (De Montis, 2016; Magnaghi, 2016). However, the integration of landscape into general and sector-focused planning and programming policies is still the ELC most poorly implemented aspect, since landscape is often conceived as a field of action separate from the territorial context (Paolinelli, 2015). Yet this integration would be much appropriate also because “by taking care of the landscape we simultaneously promote communal well-being, safeguard the environment and protect economic activity. All four ingredients of sustainable development (social, ecological, economic and cultural improvement) are thus involved here” (CoE, 2006, p. 17).

In this work, we are going to present an experience of integration of landscape dimension in regional development policies which is taking

\* Corresponding author at: Politecnico di Torino, Interuniversity Department of Regional and Urban Studies and Planning, Viale Pier Andrea Mattioli, 39, 10125, Torino, Italy.  
E-mail addresses: [grazia.brunetta@polito.it](mailto:grazia.brunetta@polito.it) (G. Brunetta), [roberto.monaco@polito.it](mailto:roberto.monaco@polito.it) (R. Monaco), [emma.salizzoni@polito.it](mailto:emma.salizzoni@polito.it) (E. Salizzoni), [francesco.salvarani@unipv.it](mailto:francesco.salvarani@unipv.it) (F. Salvarani).

place in the Autonomous Province of Trento (APT), Trentino-Alto Adige Region, Italy. To this regard, the APT can be regarded as an exemplary case in the Italian context. The Provincial Territorial Plan (PTP, 2008), namely the main APT regional planning tool, is an enlightened example of the integration of landscape into regional planning policies according to the principles of the ELC. The Plan places landscape and its identity value at the centre of its actions and promotes a sustainable development that should take place “in profound coherence with the historical traditions and future aspirations of the inhabitants as well as with the environmental conformation of the territory and its overall carrying capacity” (PTP, exhibit A, p. 32).

Consistently with this PTP main objective, in 2010 – following the reform of provincial retail planning legislation (see APT Law no. 17/2010) triggered by the enactment of the European reform regulations and of the national decrees regulating the programming of services (see the Bolkestein Directive 2006/123/CE and the national Law Decrees no. 201/2011, and no. 1/2012) – the provincial government took up an exceptional challenge: it decided to orient the new direction of territorial retail development policies to fit the reform aims – which abolished quantitative parameters (*i.e.* maximum thresholds) and promoted the sector’s liberalization – without giving up territorial planning and the conservation of the landscape values introduced by the PTP. The APT aimed therefore to start a new course of policies that would harmonize the needs of territorial development with those of landscape value conservation. To this aim, the provincial government had to radically rethink its planning approach to retail planning, overcoming a sectorial and purely quantitative vision of retail urban policies, to embrace an approach centred on the territorial and complex dimension of retail, in line with the national Legislative Decree no. 114/1998 (“Reform of the retail sector discipline”), which assumed the integration between retail and “territory” as a fundamental principle (Brunetta, 2007; De Las Rivas and Morandi, 2007; Gibbs, 2012; Guy, 2007).

It is within this concrete perspective of planning action that in 2011 the research group from the Interuniversity Department of Regional and Urban Studies and Planning (DIST), Politecnico di Torino<sup>1</sup>, developed a multidisciplinary research project concerning the application in the Province of Trento of the Territorial Integrated Evaluation (TIE) methodology. TIE, that is a multidimensional process of meta-evaluation (TIE evaluation matrix is characterized by five themes: territorial retail supply, tourism, land use, landscape and local governance), treats the evaluation of the territorial opportunities for retail development as an issue that is strictly interwoven with the evaluation of the dynamics of the landscape and of the local economy (Brunetta, 2013). Therefore TIE, in line with the above-cited ELC principles (sec. 5), is an example of the integration of landscape into sector-focused policies, here in relation to the programming and planning of the retail sector (Brunetta, 2015; Brunetta et al., 2017). The application of TIE led to the designing of territorial scenarios where retail activities act to enhance not only the local economy but also the landscape (Brunetta, 2014). In 2013 the principles and criteria of TIE were transformed into regulatory Guidelines to orient retail territorial planning (APT Resolution no. 1339/2013) and they supported the elaboration of Retail Plans by Valley Communities (VCs, namely inter-municipal authorities that are also responsible for retail planning), which were all approved within December 2015.

On the wave of this institutional and planning innovation process, in 2017 the DIST research group developed an additional research to examine the further development potentialities of the APT, in terms of new retail activities development and territorial enhancement. To this regard, a specific area of the Trento Province, that is the so-called “Asta

dell’Adige”, was examined. This is a territorial area situated along the Adige river, made up, from an administrative point of view, by 29 Municipalities that are included in three VCs: Rotaliana-Königsberg VC (8 Municipalities), Val d’Adige VC (4 Municipalities), and Vallagarina VC (17 Municipalities). As highlighted by the TIE matrix results and by the index of attractiveness results calculated within the TIE process (Section 2.2), these three VCs present the most appropriate territorial and economic features to possibly host a Gross Leasable Area (GLA) of territorial relevance (namely, in accordance with the local legislation, a GLA with a retail surface higher than 10,000 sqm). The DIST research group<sup>2</sup> developed a study to further verify this hypothesis, specifically focusing on landscape aspects.

To this aim, an indicator matrix – resulting from the selection, update, and integration of TIE indicators – was defined and applied to assess landscape quality and, more specifically, landscape values and pressures in the three VCs along the Adige river (Section 2.1). This evaluation tool gave a more detailed and landscape-focused picture of the territorial area that was supposed to host a GLA, highlighting the actual opportunity to localize the GLA in this area and supporting political decisions to this regard. Such evaluation process was therefore oriented to the construction of policies (as intended by Alexander, 2006, 2009; Khakee, 1998; Khakee et al., 2008; Guba and Lincoln et al., 1989; Lichfield et al., 1998), and conceived for supporting decision-making through the definition of values (Archibugi, 2006), namely the conservation and enhancement of landscape. In fact, the assessment’s final and general objective was the one already recalled: the integration of the landscape dimension into regional development policies (and specifically into retail policies) to balance the needs of territorial economic development with landscape values. Only when the value of landscape is made a legitimate value, making its role explicit through the evaluation, it is possible to formulate active policies to conserve and enhance it (Brunetta and Voghera, 2008, p. 74), “(...) in other words, values act as a necessary bridge linking beliefs to behaviours, or motivations to actions” (Hejnowicz and Rudd, 2017).

The analysis developed through the landscape indicator matrix was also supported by a mathematical model to describe population car mobility in the three VCs along the Adige river. Mathematical models are important tools to support regional analysis and planning (see, for instance, Gobattoni et al., 2011; Monaco, 2015). The model here presented provided a dynamic reading of people mobility preferences among existing and planned retail areas here located, with specific reference to the planned GLA of territorial relevance, thus allowing to assess the social demand (potential buyers) for a new GLA (Section 2.2). This model is based on the minimization of an individual cost function, which depends not only on individuals’ features (such as individuals’ location) and on the geometry of the system (*e.g.* distance between retail areas and residential area), but also on the strategic choices of the other agents of the population (*e.g.* choices related to overcrowding of retail areas). It uses tools of game theory, a theoretical framework for studying mechanisms of cooperation or competition between rational agents acting in a strategic way (on this topic see, for example, Myerson, 1991).

In this work, we present the two above-cited evaluation methods, we compare and discuss the outcomes of their integrated application in the three VCs situated along the Adige river and we highlight their potential to support sustainable development policies, with specific reference to retail planning.

<sup>1</sup> Research group: Grazia Brunetta (scientific responsible), Ombretta Calderice, Silvia Giordano, Patrizia Lombardi, Roberto Monaco, Attilia Peano, Lorenzo Piacentino, Emma Salizzoni, with the collaboration of Antonio Cittadino and Francesco Fiermonte.

<sup>2</sup> Research group: Grazia Brunetta (scientific responsible), Marta Bottero, Ombretta Calderice, Roberto Monaco, Emma Salizzoni, Richard Zublena.

Download English Version:

<https://daneshyari.com/en/article/6546191>

Download Persian Version:

<https://daneshyari.com/article/6546191>

[Daneshyari.com](https://daneshyari.com)