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DELLE TRASFORMAZIONI**

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Periferie, luoghi delle trasformazioni

di Laura Facchinelli

Nelle nostre belle città abbiamo edifici monumentali, chiese romaniche (o rinascimentali, o barocche) che si affacciano sulla piazza principale. Piazza dove è piacevole passare, sostare, guardarsi attorno assaporando la storia. Orgoglio, magari inconsapevole, ma in grado di costruire, giorno dopo giorno, l'identità di ciascuno. Poi, allontanandosi dalla piazza, si trovano edifici più semplici, rasserenanti per la sobrietà degli elementi decorativi, pensati come segni di affettuosa partecipazione alla vita urbana. Ma un po' più in là, verso i margini, si incontrano costruzioni anonime. Probabilmente realizzate nel dopoguerra. Squadrate nel calcestruzzo, respingenti, e comunque indifferenti al malessere, al senso di abbandono vissuto dagli abitanti.

Forse, questo, è un fastidio immotivato per quella discontinuità rispetto all'antico? Un rifiuto del linguaggio moderno? No, solo la constatazione che, a un certo punto, abbiamo perduto la capacità far evolvere la nostra storia dell'architettura e del paesaggio urbano verso forme e materiali nobili come quelle del passato e altrettanto durevoli nel tempo. Ecco perché, nelle nostre città, è più emozionante frequentare il centro storico (che non è esente, comunque, da inserimenti dissonanti, nei vuoti provocati dai bombardamenti, o in quelli creati con le ruspe per l'esigenza, spesso solo presunta, di "aggiornare").

Ed ecco perché quasi sempre, per chi arriva in automobile, il primo impatto con la città è abbastanza deludente. Perché, appena superate le grandi aree commerciali che ormai assediano i centri abitati - paesaggi del consumo forzato, padiglioni temporanei, forme eccessive, colori e luci sgargianti - iniziano gli edifici progettati in serie a fianco della strada di collegamento veloce. Griglie di strade e case-alloggio. Funzionali, forse, ma prive di orgoglio di appartenenza. Prive di bellezza.

Insomma, per conoscere il carattere originario, l'anima della città, si deve puntare al centro storico, che si è sedimentato anno dopo anno, per decenni, per secoli di vite vissute.

Di periferie, per lungo tempo, non si è parlato. Prima considerate un'estensione "popolare" del corpo urbano dotata comunque dell'essenziale, ben presto gradualmente abbandonate a se stesse, di recente sottoposte anche ai mutamenti generati dall'immigrazione, sono state dimenticate nella progettazione e nel parlare stesso di città.

Oggi di periferie si occupano architetti famosi, sostenendo che è giusto progettare pensando alla gente. Si finanzianno interventi finalmente riparatori dell'incuria. Fioriscono corsi universitari, workshop, convegni. La Biennale di Venezia sceglie questo tema come filo conduttore della Mostra di Architettura. Insomma le periferie sono diventate un argomento alla moda. È un processo analogo a quello che ha riguardato, per decenni, le infrastrutture: considerate un male necessario, snobbate in campo accademico e progettuale, come una specie di elemento marginale, o al massimo interstiziale fra ben più nobili contesti.

Si rischia però di avere, oggi, da un lato le elaborazioni intellettuali, dall'altro le consuete procedure affannate dalla fretta di costruire e prone all'interesse dei soliti noti. Occorre leggere e confrontare per capire meglio. Occorre vigilare.

Una lunga premessa per dire che questo numero della rivista affronta il tema delle periferie. Non tanto per seguire la corrente, ma come scelta di campo. E proprio partendo dalle infrastrutture, che sono il nostro tema centrale da sempre. Strade e rotaorie, fasci di binari e stazioni generalmente tagliano, separano, creano condizioni di degrado, creano "periferie", appunto. Di qui l'esigenza di progetti intelligenti, lungimiranti, per capovolgere il negativo valorizzando le potenzialità. Nel nostro Paese è esemplare il caso di Torino, che ha saputo reinventare gli spazi, superare le fratture. Proprio di Torino è il curatore, che ha raccolto per noi una serie di casi interessanti.

Sono periferie ricche di potenzialità anche le aree produttive dismesse. Il problema è, anzitutto, avere un'idea vincente e poi riuscire a realizzarla. Nella sezione "Cultura" pubblichiamo alcuni contributi presentati nella giornata di studio "Marghera: riconversione, progetto, paesaggio", dedicata ai progetti (non ancora attuati, e nemmeno concepiti in forma definitiva) di recupero di un'area enorme situata alle spalle del centro storico di Venezia. È un caso esemplare di ritardo e incertezze. Alle porte della città considerata la più bella del mondo. Ma non per questo rispettata... Ma questa è un'altra storia.



INSPIRATION, a European research project on land use

by Stephan Bartke, Uwe Ferber and Detlef Grimski

Land use can serve various but not all demands at the same time and must react to many differing factors: the impacts of climate change, societal trends, rapid urbanization, development in peripheral areas, increased migration, an aging population, among many others. The management of the resource land is context sensitive, meaning that approaches which are suitable in inner city areas may not be appropriate for rural areas, for one region not appropriate for another.

In consequence land use is also in the focus of the EU Horizon 2020 work programme that calls for research and innovation (R&I) and will help Europeans achieve meaningful, harmonious and lasting existence in the face of significant societal challenges. The co-ordination action "INtegrated Spatial Planning, land use and soil management Research AcTION – INSPIRATION" will develop a Strategic Research Agenda (SRA) which looks to inform soil and land use management that meets societal needs and challenges. This means establishing land use management which is environmentally friendly, socially acceptable and economically affordable. Examples include:

- reducing resource consumption such as land take,
- ensuring the efficient use of natural resources in urban and rural areas,
- contributing to climate change mitigation and societal adaptation.

The SRA will be built on topics which are in need of improvement as identified by end-users of research and will also have the direct involvement of research funders in order to promote the creation of knowledge, its transfer and implementation. This article summarises the state-of-the art research already existing and the research deficits in regards to land management and the role of spatial planning. It is based upon the contributions and national reports from 17 participating countries, 360 national public and private stakeholder interviews and national workshops which took place in 2015. (see: www.inspiration-h2020.eu).

Contributions from the INSPIRATION network have shown that the societal challenges affected by land use are diverse. The INSPIRATION stakeholder consultation in 2015 illustrated that the management of land resources is a European-wide problem as well as context sensitive. This means that approaches which are suitable in inner city areas may not be appropriate for rural areas, or similarly those for one region may not be appropriate for another.

Some examples of challenges are the fact that urban areas in many European countries are impacted by urban sprawl and soil sealing. In many

INSPIRATION, un progetto di ricerca europeo sull'uso del suolo

di Stephan Bartke, Uwe Ferber e
Detlef Grimski

Il progetto europeo INSPIRATION mira a formulare, attraverso un processo di coinvolgimento degli stakeholder, un'agenda di ricerca strategica (SRA), sui temi della gestione del territorio e al sistema Suolo-Acqua-Sedimenti, al fine di soddisfare i bisogni e le sfide sociali attuali e future. In particolare il progetto intende promuovere una gestione del territorio che sia sostenibile dal punto di vista ambientale, sociale ed economico attraverso la promozione di politiche rivolte alla riduzione del consumo di suolo, dell'uso efficiente delle risorse naturali e che contribuiscano alla mitigazione dei cambiamenti climatici.

Molti paesi europei stanno vedendo un graduale incremento di crescita del territorio urbanizzato e dell'impermeabilizzazione del suolo favorendo la riduzione del numero di abitanti con la conseguente riduzione della vivibilità delle aree periferiche.

L'articolo riassume le attività di ricerca svolte sullo stato dell'arte e sulle esigenze di ricerca in materia di pianificazione e gestione del territorio. Vengono illustrati gli esiti di un lavoro di analisi attraverso workshop e attività di ricerca svolti nei 17 paesi che hanno preso parte al progetto raccogliendo 360 interviste effettuate a stakeholder pubblici e privati.

I temi di ricerca e innovazione emersi sono riferiti ai seguenti ambiti: consumo di suolo, procedure di bonifica, gestione delle acque, dinamiche dei suoli e delle acque e sull'approccio olistico e interdisciplinare alla gestione dei suoli e dell'ambiente.

Considerando le conoscenze acquisite nell'ambito del progetto di collaborazione si può pensare che un ulteriore sviluppo della ricerca e dell'innovazione su alcuni temi specifici sarà determinante per il miglioramento della pianificazione territoriale e per contrastare il crescente consumo di suolo.

On page across, at top: cyclic management of housing, demolition works in Halle, Germany; bottom: sprawl by individual houses.



1 and 2 - Land consumption by new commercial areas.

cities, a general trend of social decline and a lack of employment opportunities can be observed. This is contributing to the reduction of population numbers and further decreases the liveability of these areas. Outside of urban areas, agricultural intensification can stretch the ecological limits of soil in areas of rural character. The challenge in rural areas is to improve liveability through the effective and sustainable use of the natural soil-sediment-water system and land management. This can incorporate natural and cultural heritage values along with economic and social factors. For these and many other reasons, stakeholders have stated their desire to better understand the scale and nature of natural capital loss caused by some land uses at the expense of others. This requires a deeper understanding of the processes tied to land uses and the effects of human activity and the management of land resources. There is an overall research deficit in the fields of planning, management and steering mechanisms for land management. At the same time there is the need for a more efficient, sustainable and productive land use management approach.

The approach of research conducted on land use related issues needs addressed. The fundamental challenge for land management is to achieve an optimal level of integration between different policy levels and the various stakeholders involved in this process. At the same time it strives to ensure that appropriate instruments for solving land-use conflicts are available. Land management is strongly related to spatial planning and includes the institutional capacity of local, regional and national governments to provide integrated strategies for better land use and land management. All EU countries have spatial planning systems which seek to regulate the use of land in the public interest, although the scope and methods of operation of each system differs.

The relationship between spatial planning and land management can be strengthened in a multitude of ways: improving the methodologies used in spatial planning and land-use management, exploring the potentials offered by new technologies and innovative approaches as well as fostering methods and instruments associated to both urban and rural land management. These items are covered in detail in relation to specific areas of interests below, namely governance, life cycle thinking, urban development, soil and landscapes as well as climate adaptation.

Governance of Land Use

The manner in which land use is governed is important. This requires an improved understanding of the impacts and manifestations of political and economic interests. More holistic questions need to be addressed, as is commonly needed when tackling societal challenges. This may even ultimately require for changes in the governance system where improved understandings are achieved. Policies and regulations are currently quite sectoral in Europe. This calls for new or additional arrangements and collaborations between the various sectors. The role played by institutions (formal and informal) for achieving sustainable land use management has to be researched and ideas generated as to how their interactions create direct impacts, whether they be positive or negative. Methods for the breaking down of global goals to lower territorial levels which highlight the interdependencies between regions and spill-over effects could be strengthened as well.

The legal regulations and political landscape for soil and land use are very fragmented in relation to one another. For the improvement of governance systems it is essential to develop a "communication package" for regulatory departments to use in order to increase the awareness of citizens, mayors and across other stakeholder sectors as well. Issues which must be addressed include how to make uniform laws, how politics can support sustainable zoning practices and also how the responsibilities of various actors can be coordinated to improve sustainable land management. Issues to consider include building feedback loops into the activities of institutions, creating political incentives for implementing sustainable land use, understanding the political impact factor of research as well as increasing co-operation on the local and regional levels.

Insights can be gained through research into the potentials for unlocking novel ways to achieve the "co-production of knowledge" that informs

policy and governance and reinforces the research preconditions (e.g. jurisdictional and normative backgrounds). The inclusion of co-produced knowledge could have impacts on cost/benefit analyses, behavioural studies, ecological and social resilience, the valuation of ecosystem services, development of adaptive and responsive processes, among others. Understanding the human and behavioural elements of how natural/technical science and land use planning considerations affect stakeholders and how they are communicated is an area that could help to minimize the gap between science and policy.

There is furthermore a demand for research on inclusive decision-making processes and social empowerment. New or improved ways to achieve the genuine participation of society in decision-making activities are desired. Coupled with this is the necessity of effecting a change in the individual's behaviour. Social sciences should aim to unveil the triggers needed to encourage the necessary change in an individual's behaviour for more sustainable methods of consumption. This, in turn, demands a deeper understanding of the soil and land use system in the bigger social context. The relevant information should be disseminated to stakeholders to show why a change in behaviour is appropriate. This can be made effective through also properly identifying the added value for all stakeholders and society in a clear and visual manner.

Changing demographic structures, social trends and lifestyles impact spatial aspects such as housing and residential district development. The future success and welfare of society is greatly dependent on how the urbanisation process is carried out according to societal needs.

Life Cycle Thinking for Land Management

In the context of land management, holistic visions can offer a comprehensive strategic approach for steering the development of settlement structures. Complex systems are viewed as a whole, with their own dynamics within which individual components should "collaborate" to fulfil a main objective. This results in an integration of many different functions and different disciplinary fields for a collective optimum performance at minimum cost to carry out the objective. Key is that the implementation be done in a sustainable manner and also result in long term benefits to the environment.

In the context of land management, this means that it is important to answer inquiries such as what are the causes responsible for the consumption of land and how can stakeholders (especially landowners) be included in circular land management to support integrated action plans. The concept of Circular Land Management looks to provide answers for these considerations.

Further analysis is required to find out how the Circular Land Management concept and those which are similar can be promoted and implemented in various contexts. For example, the development of an objective assessment and registration tool would be beneficial to indicate how much land is actually "consumed" and which regional indicators and target values (such as, but not limited to, indicators of soil sealing, flood protection, building



density, type of agricultural cultivation) could support sustainable land use. Coupled with this are new technological methods such as remote sensing as well as mobile applications in the context of "citizen science" which could contribute to the topic.

3 - Environmental compensations reduces agricultural land.

4 - Biodiversity measures in monocultures.

Urban Development and Infrastructure

Inner city development and infrastructure can be key factors for preserving natural soil capital as it exists today and progressing towards a state of zero land consumption. Coupled with this is the challenge to safeguard inner city quality of life with a subsequent densification of areas. The public's acceptance and expectations for compact building styles has to be understood and accounted for. The decision criteria which dictate why certain areas are to be densified instead of others has to be based upon sound and fair criteria in order for the implementation to run smoothly.

Infrastructure investments and the associated maintenance costs represent not only considerable but also often irreversible costs. Added to this are external effects, such as changes to the climate, which cause stress and new disturbances upon infrastructure systems. Green forms of infrastructure, such as for storm water management, are in many cases replacing technical grey infrastructure. Such activities should be further supported by research in the future.

Beyond functioning infrastructure, there are areas which have fallen out of use and have become brownfields. An integrated approach to the regeneration of brownfields can support the implementation of sustainable solutions by addressing economic, social and environmental issues with integrated strategies for renewal, regeneration and development in both urban and rural areas. It is here again that research can effectively provide support to planning process for site redevelopment in cities. In some cases the costs for the remediation or restoration of contaminated/degraded land or sediments are too high for a private owner or for public agents to bear. This results in land or soil that, though its remediation may prove to be very beneficial to society, remains in a non-remediated state. Funding schemes and programs should be re-evaluated and made effective to be able to alleviate this problem.

Soil and Landscape diversity

Landscapes in Europe are under strong pressure to change due to land use transition. This development is characterized by aspects such as the consolidation of lots, expansion of settlement areas, the sealing of agricultural land all the way to the current effects of the energy transition. Traditional cultivated landscapes are being lost and new landscape types are being developed with focus on short term profits. The competition which takes place between differing land uses, already present in the peri-urban areas of growth regions, is also increasing in rural areas. Wildlife networks which are potentially within a close functional proximity to other similar areas also valuable for protection are especially endangered today. The biodiversity found in landscapes is decreasing as well.

There is a present demand for a better understanding of land use transition which takes place through agricultural production. The developments taking place in rural settlement structures, including demographic change, are contributing to the loss of cultivated landscapes in many European rural areas, while at the same time increasing the severity of population decline and overall ageing. Physically, this has resulted in the massive abandonment of residential, commercial and former agricultural structures. Demonstration projects could provide new insights and a platform for the experimentation of new users and uses, which, through the engagement of various citizens, are increasingly being utilized today.

Climate Adaptation

A central topic for urban and rural areas is the resilience of settlement structures in sight of climate change and the increase of extreme weather events. Climate change requires anticipating the expected effects and planning for these accordin-

gly. However, current concepts are almost exclusively restricted to local specific impact factors and are burdened by conflicting goals as well as deficits in weighting and implementation.

Land management can be a strong instrument for supporting the development and implementation of climate change adaptation. The link between achieving climate change adaptation goals and land use needs to be properly understood. Research should test for the correct use of technology and solutions to find which actions would be the most effective and could bring additional positive effects such as better living conditions. It is well known that the local effects of climate change and the costs and benefits of adaptation vary greatly. Policy makers need to better integrate strategies for dealing with climate change into their development plans, rather than leaving them isolated as stand-alone policies and projects.

The planning of "green infrastructure" in urban landscapes is a recognized instrument for increasing the resilience of cities. Green infrastructure can help with the adaptation of settlements to current and future challenges, including climate change, biodiversity loss, food security, fresh water access and well-being. Green infrastructure can further provide several environmental, economic and social values and services to urban communities. The management of land resources for green infrastructure has to follow integrated and cross-sectoral concepts in order to answer the different demands of natural capital.

The multi-functionality of green infrastructure involves the interests of a variety of stakeholders, such as private business, planning authorities, conservationists and the public. Thus, benefits, costs or opportunities for green infrastructure, as well as adaptation strategies to climate change should all be assessed in unison. Research on green infrastructure can contribute to the communication of its potential and its successful implementation in urban and regional plans. Research on ecosystem assessment and the trade-offs between ecosystem services would be essential in this context. Such research should take into account the conflicts of interest between various land uses and green infrastructures. Research on this topic will require an interdisciplinary approach and can include local authorities, companies and universities.

The future role of Spatial Planning

Spatial planning is considered per se an inclusive discipline aiming at the coordination of a wide variety of practices and policies which affect spatial organization. Spatial planning covers the aspects presented above under a single research field. Beyond this, planning should also use the results of research from other fields such as law, biology, sociology, economics and environmental engineering while at the same time working on a unique paradigm representing these relationships in the spatial context. Currently, the process of spatial planning is not meeting the requirements of an appropriate sustainable land use.

Strategies which define how soils are to best be utilized are missing as well as crucial spatial planning instruments that consider the quality of soils. The economic valuation of soil functions could be



one possible solution to convey the importance of soils in spatial planning considerations, for which further research is needed for the moment.

Sustainable land use requires a framework related to sustainability, active cooperation of stakeholders and cross sectional management of actors. The interdependency between differing stakeholders which influence land use decisions has been only partially understood up until now. Effective and meaningful communication on the public level is crucial for making these links known and for reaching sustainable planning.

Finally, instruments are still missing for the comprehensive spatial planning and management of land. It has to be considered how land use planning can develop towards land development management for example through "Reallabore" – applying the concept of real world experiments¹. In this context, the existing experience with land acquisition funds, development agencies and land management agencies has to be evaluated and systematically considered through the work of future research.

In view of the insights gained from the INSPIRATION collaboration, it can be seen that the further development of research and innovation on the

topics of land management and the soil-sediment-water-system will be crucial for the improvement of spatial planning and the minimization of land use conflicts as they exist today. The presence of various challenges, ranging from economic, social and environmental in nature, further supports the need for integrated research which can look beyond traditional sectoral and disciplinary fields and instead may identify important cross-overs and interdependencies. One possible goal of such research activities could be to test as to what type of proper systems, technologies and approaches may be put into place to establish and ensure the sustainable use of the resources land and soil in the long term.

Source:

Brils, J., L. Maring, P. Minixhofer, ..., S. Bartke (2016), National reports with a review and synthesis of the collated information. Final version as of 01.03.2016 of deliverable 2.5 of the HORIZON 2020 project INSPIRATION. EC Grant agreement no: 642372, UBA: Dessau-Roßlau, Germany, 966p, doi: 10.13140/RG.2.1.3466.7281

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5 - Brownfield renewal.

¹ Cf. For example Gross, M., & Hoffmann-Riem, H. (2005). Ecological restoration as a real-world experiment: designing robust implementation strategies in an urban environment. *Public Understanding of Science*, 14(3), 269-284.

Nella pagina seguente, in alto: Bang on a can-all stars (copyright Andrea Avezzù); in basso: fasci di luce nelle Corderie dell'Arsenale (foto di Laura Facchinelli).