Stra.S.S.E.

Comunità Montana Torre Collio Natisone

Industrial Systems Institute of Patras

Palacký University of Olomouc – Department of Geoinformatics

Comune di Corciano

INTERREG IIIC

REGIONE AUTONOMA FRIULI VENEZIA GIULIA

INNOREF

Innovation and Resource Efficiency as Driving Forces for Sustainable Growth

The operation aims at achieving a higher added value by improving the use of local resources, setting up and promoting sustainable product lines, establishing cooperation between different sectors and suitable regional marketing structures. These objectives will be reached through a participatory process aimed at developing resources efficiency and innovation.
The primary aim of the of sub-project Stra.S.S.E was to develop a methodology and a set of good practices for integrating spatial planning and participatory processes, oriented to a sustainable development, applicable to the partner regions.

Strategic Spatial Planning and Sustainable Environment

Stra.S.S.E.

Comunità Montana Torre Collio Natisone / Industrial Systems Institute of Patras / Palacký University of Olomouc – Department of Geoinformatics / Comune di Corciano

Strategic Spatial Planning and Sustainable Environment

An Innoref sub-project

Stra.S.S.E.
is a sub-project financed
in the framework of the INTERREG IIIC
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Palacký University of Olomouc, Department of Geoinformatics
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Stra.S.S.E.

Strategic Spatial Planning and Sustainable Environment

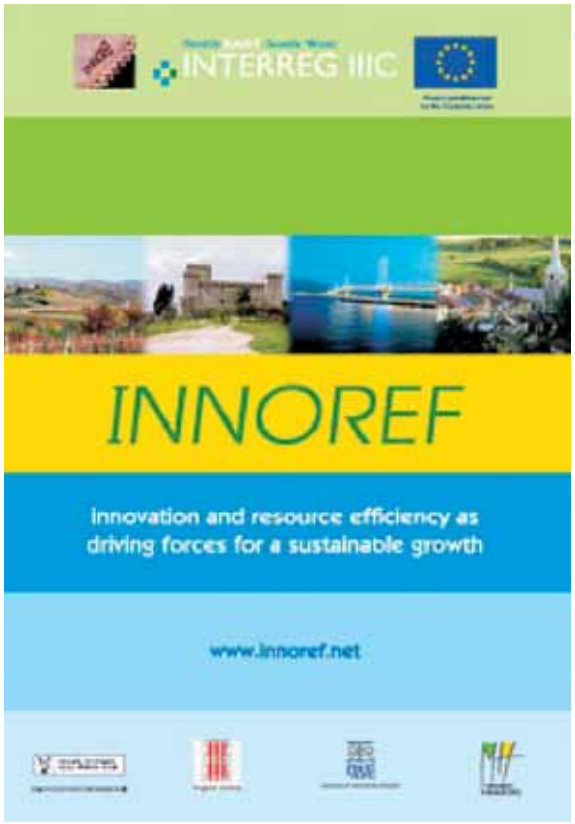
Activities Report

An Innoref sub-project

What's Innoref

Marina Bortotto

The INNOREF project, financed in the framework of the INTERREG IIIC East programme and managed by the Unit for general affairs and European policies of the Directorate for the agriculture, natural resources, forestry and mountain as lead partner, aims to affect the regional development by improving the use of local resources, setting up and promoting sustainable product lines, establishing cooperation among different economic and social sectors and suitable regional marketing structures.



INNOREF aims also at the enhancement of bottom-up approaches and at facilitating the dialogue among the various stakeholders. The key strategy is to foster an endogenous development, directly supporting the capacity building and the upgrading of the local authorities.

The methodology, implemented side by side in the four Regions involved in this Regional Framework Operation, relies on the participation of the civil society at the debate on how to transform the project area in a model of competitiveness and dynamic economy based on innovation and knowledge.

In this framework, the Stra.S.S.E. sub-project, which made the participatory process as its core, aimed at the development of methodologies and tools suitable for the strategic spatial planning of the areas involved, engaging different technical capabilities to be applied to different areas and issues.

This extremely complex operation gave excellent results and must be appreciated for the efforts made by the local actors of the four organisations involved, which moved from different regulatory and planning backgrounds and from different professional experiences.

Our present commitment is to adopt all the possible supporting actions so to assure the follow up and the further development of these precious, mainly in the frame of EU Objective 3 – Territorial Cooperation 2007-2013.

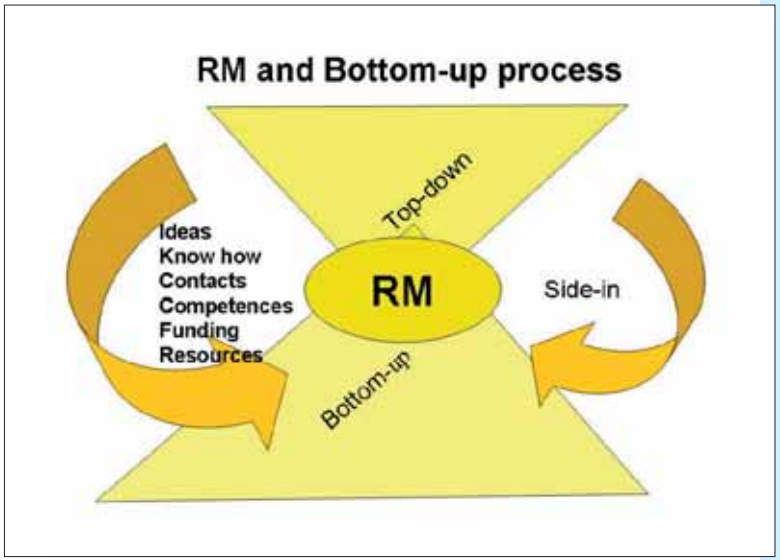
Methodology for Sustainable Regional Development

Engelbert Ruoss

Many methods of civil society participation have been developed in the spheres of decision-making and regional development with different results; our methods can be considered innovative, reproducible and designed to reach the “tipping point”, where development becomes self-dynamic. This process is different from traditional bottom-up approaches being fully participatory and enables stakeholders to genuinely contribute to development of decisions.

The project idea of INNOREF derives from the Programme “Man and the Biosphere” MAB promoted by UNESCO. The sustainable development model has been successfully tested in the Entlebuch Biosphere Reserve in Central Switzerland. Entlebuch has developed a strategy for the conservation of culture, nature and landscape as well as an economic development based on local resources, creating added values for the inhabitants. The bottom-up process was made possible by establishing regional management structures, public private partnerships and cooperation in participatory processes. Consequently, long-term sustainable growth may be guaranteed by the involvement of local people and stakeholders, resource efficiency, innovation.

The Regional Management as a professional hub is responsible for facility, initiation, moderation, coordination, integration, communication, marketing and monitoring of the activities within the Biosphere Reserve. The Task Force Quality Economy of UNESCO MAB considered this projects as an important contribution to the development of the Biosphere Reserve Programme.



The partner regions of INNOREF found this idea suitable to be adapted to different economic and social environments and is, in its nature, coherent with the territorial approach sustained by Interreg IIIc and with the strategies implemented by the participating regions. The current European policies are focused on a regional development based on a bottom-up approach. Instead of the usual top-down planning, more and more local governments try to involve their citizens and business in the process of generating ideas in order to make their environment more sustainable.

Why INNOREF?

INNOREF: Innovation and resource efficiency as driving forces for sustainable growth includes some major issues of regional development:

Innovation: the most important engine of regional development, mainly in marginal areas with little investments and natural and human resources.

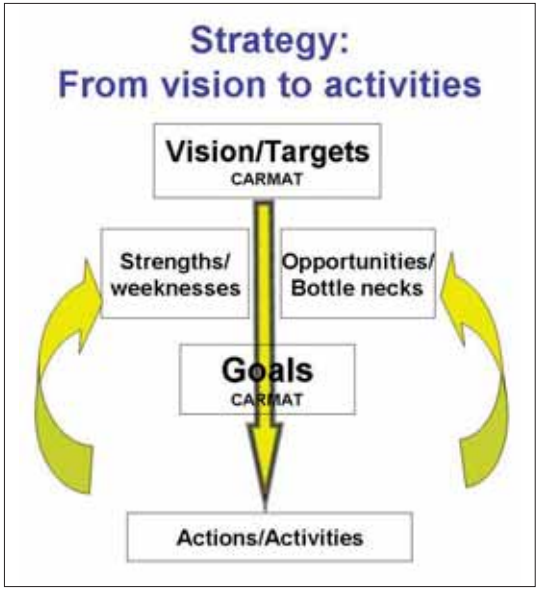
Resource efficiency: added value can be achieved through economic growth or increase of productivity through decreasing costs for resources and increasing use of local resources.

Sustainable growth: the major challenge for the future is to achieve a long-term development, which is stabilizing or improving the environmental and social conditions and improve the use of natural and human resources in order to create prosperity by increasing quality economy.

Bottom-up approach as challenge

The implementation of a sustainable regional development will be reached through participatory processes and *bottom-up* network structures. This approach is based on people participating in the decision process from the very beginning and is in contrast with the usual top down approach, based on a hierarchical structure. The main advantage of adopting a bottom-up approach is the identification of participants who can influence the decisions concerning their environment.

The *bottom-up approach* is considered as a normative participation process, including the stakeholders from the beginning into the decision and implementation process. In fact the bottom-up process will not be successful without the top-down support by politics and the side-in effect due to support from research and national and international organisations, increasing know how and competences within the region.



Participatory processes ask that all participants show a high degree of competence and that there is a permanent learning process with high flexibility. Therefore INNOREF is focusing on creating stakeholder and public involvement, creating corporate citizenship, regional management structures and capacity building within the framework of sustainable development within regional networks. All stakeholders interested in regional development activities should be able to participate. The motivation to bring about sustainable development will be a key factor.

Process oriented: The project is focussing on a bottom-up process instead of activities. Consequently the methodology has to be built up successively and the project teams need permanent training, coaching, support and exchange in order to create an intelligent development and to prevent conflicts.

Long term effect: A sustainable growth (added values) through tipping point will be mainly realized after project closure. Therefore structures (professional service centres,

networks) as well as know-how (moderation, methodological abilities) have to be built up during the project phase in order to guarantee the ongoing development and the increasing prosperity within the networks.
Integrative approach: The main goal is to bring different stakeholders and public bodies together and to achieve a high level of cooperation between different sectors. Therefore the focus will clearly be a interdisciplinary approach from the beginning. People with more holistic knowledge and abilities will be needed to overcome a sectional thinking (tourism, agriculture, SMS etc.) in order to create a lot of synergies in the subprojects.
The project strategy in the Regional Framework Operation (RFO) INNOREF will be implemented with the following methodological concept (I-method):

1. Participation process of stakeholders/civil society which consists in process implementation by: training programme, Partner Board moderation, networks meetings, workshop moderation,
2. Project management, leadership methodology, participation methods, tipping point concept, conflict prevention and mediation, target finding process methodology.
3. Best practice exchange with the aim of implementing the building capacity of the Regions involved and to guarantee added value to interregional cooperation. The participatory process will be controlled by the Trainer Process Moderator (TPM) and Project Managers (PM). The activities of the Professional Service Centre will help the project applicants in the sub-projects phase as well as the PMs in monitoring the process.
4. An appropriate assessment will be established to enable the partners to control the implementation of the operation at RFO and sub-projects level.

Through methodological procedure the bottom-up process will be accelerated and the *capacity building* in the region improved through management team and stakeholders' training. To increase value creation and resource productivity, key participants to the process within the existing network are coached. Even if at the beginning the procedures take time (methodology and training), later on the processes will be faster due to the participation of networks which will build up the sub-projects and will be assisted by the Professional Service Centre (PSC) personnel.
In INNOREF this process is initiated by *Pioneer networks* which propose topics of sub-projects according to the needs emerged from the territory SWOT analysis. For the implementation of the subprojects, regional and cross-regional networks will be built up. The consequent implementation of the strategy will bring the desired impact and added values. The balance between short-term goals, leading to concrete results and profit and long-term goals, creating an impact is necessary in order to motivate participants to proceed consequently.

INNOREF: Innovation and resource efficiency as driving forces for a sustainable growth

INNOREF aims to

- Start a chain reaction for sustainable growth
- Enhance sustainable development processes
- Increase added values in the Regions
- Build up structures (networks) for a long term strategy
- Increase innovation in future oriented sectors
- Improve capacity building

INNOREF aims to achieve higher added value through:

- Efficient use of local resources
- Promoting sustainable product lines and material cycles
- Establishing co-operation between different sectors
- Co-operation between partner regions

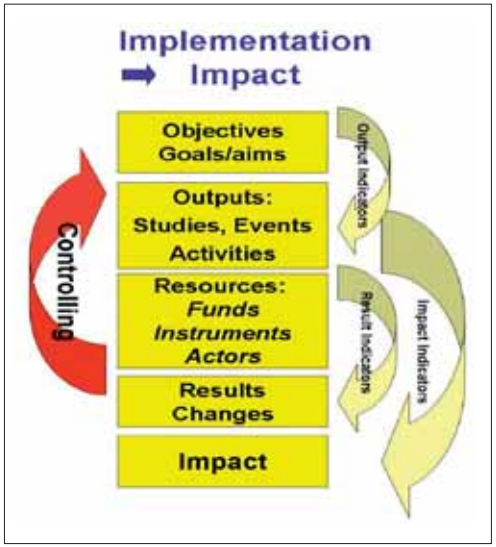
- Establishing marketing structures
- Promotion of the Regions

Implementation Methodology

The I-method is methodological concept rather than a single methodology, summarizing all the methods needed for an integrated sustainable regional development. The concept has been developed according the experiences made during the process of the Entlebuch Biosphere Reserve from 1998 – 2004.
The methodological concept consists of methodological procedure, best practise examples, the creation of sub-projects in all fields connected to sustainable development, involvement of all interested people into the process.

Methodological procedure with I-Method

1. Creation of Pioneer Team: Selection field of activities
2. Target finding process: Ideal development, overall objectives (vision)
3. Selection of Stakeholders and interested persons
4. SWOT: Strengths, weaknesses, opportunities, threats/bottle necks
5. Establishment of stakeholders networks and professional moderation
6. Quality check of targets (CARMAT: are they **C**lear, **A**ttractive, **R**ealistic, **M**easurable, **A**ccepted, **T**ime defined?)
7. Goal concretisation (short term, long term)
8. Implementation plan: activities, tasks, tools, resources (human, financial, natural) and timetable
9. Assessment strategy and selection of indicators
10. Actions: results and impact
11. Assessment (Activities, Indicators and Process)



The methodology enables the leaders to develop and to lead a long term process and to manage considerable changes. It includes operative and psychological elements in order to create a sustainable process and to establish new mechanisms which guarantee the follow-up process after the first project phase.
The methodology is also focussed on avoiding conflicts and energy and to use more efficient all kinds of resources.
In order to accelerate and to achieve a long-term self dynamic process, a critical mass of people with high competences and a project structure which is in favour of the process is needed. This project structure should be based on the capability of the people.

The methodological concept I-method includes following topics:

- Leadership: Pioneers, Managers, Multiplicators, Opinion Leaders
- Capacity building: Competences, Cooperation, Synergies, Innovation

- Participation: Information, Collaboration; Unconscious decision processes, Motivation ; How to integrate and motivate people into processes
- Attract instead of push
- Overall targets: create common visions
- Target finding process: Ideal development, avoiding obstacles; CARMAT: quality of objectives; Activities and Actions: Bottle necks: hindering processes: Goal concretisation
- Regional cycles: Increasing added value in regional economy: Resource efficiency along production chains; Building up networks along production and service chains; Creating synergies through cooperation
- Create a environment for Innovation: How to create learning systems; Factors increasing innovation; Cooperation within and between networks
- Communication: Positive Communication; Long term oriented information; Professional public relation; Transparency and credibility
- Conflicts and conflict resolution: Behaviour during the phases of a project; How to prevent conflicts

PART ONE

Strategic Spatial Planning and Sustainable Environment

The concept of the sub-project
Guidelines for strategic spatial planning
A participatory approach to spatial and environmental planning
Transnationality and coherence in Stra.S.S.S.E.

Duilio Cosatto
Sandro Fabbro
Fabiola De Toffol
Franco Marchetta

The concept of the subproject

Duilio Cosatto

Spatial planning and sustainable development have been developed as a method in the EU over a long period, and have resulted in the European Spatial Development Perspective (ESDP).
The need of a strong connection between *spatial planning* and *sustainable development* has been focused since a long time and in many international reports. The World Commission on Environment and Development (1987) identified environmental planning as one of the five instruments to 'internalize … consideration of the environment in development decision-making' (UN 1987: 36). Another strong recommendation can be found in the UN's *Agenda 21: Global Programme for Action on Sustainable Development* (1992) which made firm recommendations for strengthening integrated land use planning to resolve increasing conflicts over land use and development.

In the *Fifth Environmental Action Programme: Towards Sustainability* (CEC 1992) the European Union underlined the possibilities that spatial planning approaches could offer for sustainable development. The *Sixth Environmental Action Programme* (CEC 2001) developed the same issues. The member States jointly approved the *European Spatial Development Perspective - Towards Balanced and Sustainable Development of the Territory of the EU* (CSD 1999). These statements increased the interest to strengthen spatial planning systems and sector policies.
The main issues for sustainable development to be driven by spatial planning include:

1. increasing demand for urban development and conversion of rural land to urban uses;
2. the sprawl of new urban development;
3. the separation of urban functions (with an associated increase in the need to travel and increased car dependence);
4. the increasing amount of abandoned and contaminated land;
5. the polarisation of economic development giving rise to increasing congestion in core cities and poor access to urban services in peripheral regions;
6. failure to protect areas of environmental significance and the deteriorating quality of urban and rural environments.

Corciano. The disused site into Ellera urban area

The primary aim of the of sub-project Stra.S.S.E was to develop a methodology and a set of good practices for integrating spatial planning and participatory processes, oriented to a sustainable development, applicable to the partner regions.

Sub-project Stra.S.S.E description

Spatial processes are of enormous relevance to sustainable development, as the three dimensions of sustainability are closely interlinked in spatial planning. Spatial development policy must achieve an equal balance between spatial conditions for business, efficient infrastructures, an economical use of land and the protection of natural resources, and social and geographical cohesion. The main issues of the project, obtained by participatory processes, were oriented on developing strategic planning methodologies for the project-areas by using, as monitoring tools, a set of sustainable development indicators in order to evaluate the effect of development policies and strategy. These indicators were defined and tested during the project's process, focusing the needs of each regional area.

The most relevant project's contents are:

- a participatory process as a method to achieve a long-term vision towards a sustainable development;
- the creation of a local competence for planning, research, concepts, implementation, conflicts resolution, G.I.S. capabilities;
- a diagnosis of the principal territorial trends of the project-areas as well as their difficulties and potentialities;
- a cartographic picture of the major territorial indicators and their intensity, by using G.I.S. applications, testing, if possible, the possibility to draft a "Key Diagram" representing the spatial framework of the strategic vision for project-areas, to identify those areas that need to be protected and enhanced, and the core areas which growth will be directed to.

During the development of applications the core activity of the project, owing to the regional needs and as a output of the participatory processes, was strongly focused to build up a methodology for strategic planning with the definition of some integrated tools and appropriate instruments to improve the spatial co-ordination of land uses and sector policies also with the aim of minimizing conflicts over land use by providing more and better information about the subjects of the conflict.

Objectives of Stra.S.S.E.

The main objectives of the project Stra.S.S.E. were defined as below:

- Establishment of "learning culture" focused on participatory spatial planning activities among public/private bodies, improving ICT methods and technologies, e-government applications;

Patras. Discussion among the partners

- Integrated planning strategies based on participatory processes, using G.I.S application for enhancing capacity building and cooperation among public bodies;
- Building up cooperation structures integrating public actors and stakeholders on "microregional level";
- Integrated approach for spatial planning through synergic use of Innoref subprojects;
- Planning process monitoring;

These objectives were conceived to allow a successful track to the strategic goals of INNOREF by:

- Building up networks trough the participatory process to ensure the promotion of sustainable growth, resource efficiency and innovation, improving the organizational capabilities of local and regional communities;
- Enhancing a spatial strategic vision to introduce a new governance approach to control and lead the difficulties and potentialities of local territories;
- Improvement of social and economic co-operation of stakeholders having specific interests and competencies in order to focus new models of business competitiveness by restructuring sector policies and promoting a "learning" culture among stakeholders and citizens by improving regional knowledge .

Approach and methodology of Stra.S.S.E.

The sub-project Stra.S.S.E. aimed at enhancing a participatory approach to spatial and environmental planning to reach new performances in drafting new models for regional development, involving stakeholders, local bodies and citizens by promoting a new regional knowledge. The sub-project action was conceived to orient an integrate sector approach in order to draft a mid-term "scenario" for the development of each regional area, by using GIS technologies to design some cartography outputs and some spatial scenarios, and, if compatible with the regional achievements and needs, the "key-diagram".

The design of the project Stra.S.S.E. was driven by these main approaches:

a) THE TECHNICAL APPROACH:
   - The project was developed by integrating external/internal expertise in strategic spatial planning methodologies, economic modelling, G.I.S. applications charged on regional partners;
   - The first step was achieved in building up "the Guidelines for strategic spatial planning" to deploy a working methodology towards economic and G.I.S applications. This methodological frame was charged on the University of Udine - Department of Civil Engineering (Prof. Fabbro), also involved in surveying and monitoring the project's technical/scientific development and coherence;

b) THE PARTICIPATORY APPROACH:
   - The Umbria Partner dealt with "Guidelines for participatory process", by doct. Fabiola De Toffol, in order to define and deploy the best methodologies and approaches, according to the needs of each regional area. The external expert was also involved in sharing and surveying the participatory methods and activities in regional areas;
   - The regional partners was charged of the regional workshops involving private/public stakeholders to define the main regional problems and opportunities and evaluate the project's outputs;
   - Another main task for the regional partners concerned the growing of local partnerships for development (pioneer networks) as stable structures of knowdledge and its dissemination in governance strategies, strategic spatial planning and participatory processes. Stra.S.S.E. often involved in pioneering activities the existing public structures and operators and regional INNOREF networks, in order to re-use competences, to share and integrate result of other Innoref sub-projects. The enhanced knowledge of these local partnerships, operating in INNOREF sub-project's

Olomouc. Working togheter to define the objectives of each partner

Tarcento. The first Steering Committee

activities, permitted to develop a new approach to the local governance as a first step towards new regional centres of competence.

c) THE MANAGEMENT OF THE SUB-PROJECT.

- The Steering Committee, formed by the regional project managers and by a consultant manager, apart from taking care of administrative, financial management, took previously care of technical activities, sharing the achievements of the regional partners, as a Technical Board. It also played a huge role for transnational cooperation.

Partnership involvement

The partnership involvement was strongly chased during the project's development. This aim, as a main reference for the regional partners, allowed to understand that the competences of each partner could be enhanced to reach better results in building up the core issue of the project: the growth of regional knowledge in sector technical approaches and policies for sustainable development by sharing each own competence and defining a shared methodology in spatial planning and participatory activities. The good involvement of the partnership and a shared methodological result of the project were permanently taking into account the different regional needs, owing to the outputs of regional networks, the different institutional contexts and the competences of each partner. The partnership, during the technical boards, drafted a common frame in which each partner enhanced its typical activities, researches and final outputs. In the same way the participatory approach, owing to the common methodological frame designed in the "Guidelines for participatory process", was aimed both at the regional institutional context and needs.

The regional partners and their technical contribution to Stra.S.S.E. project are shown below:

Partnership competences and contributions

Partner		Region	Competences and contributions
LP	Comunità Montana Torre Collio Natisone	Friuli Venezia Giulia (I)	Spatial Planning
P2	Industrial Systems Institute of Patras	Western Greece (GR)	Sustainable Development
P3	Palacký University of Olomouc – Department of Geoinformatics	Stredni Moravia – Hranicko Microregion (CZ)	G.I.S. Modelling and applications
P4	Comune di Corciano	Umbria (I)	Participatory processes

The regional outputs of Stra.S.S.E.

The route of Stra.S.S.E. project to reach the expected objectives is strongly linked to the regional aims and practical needs and demands of local networks and public bodies. The regional contributions were shared between the partners and oriented to allow the implementation of a common methodological frame starting from the regional

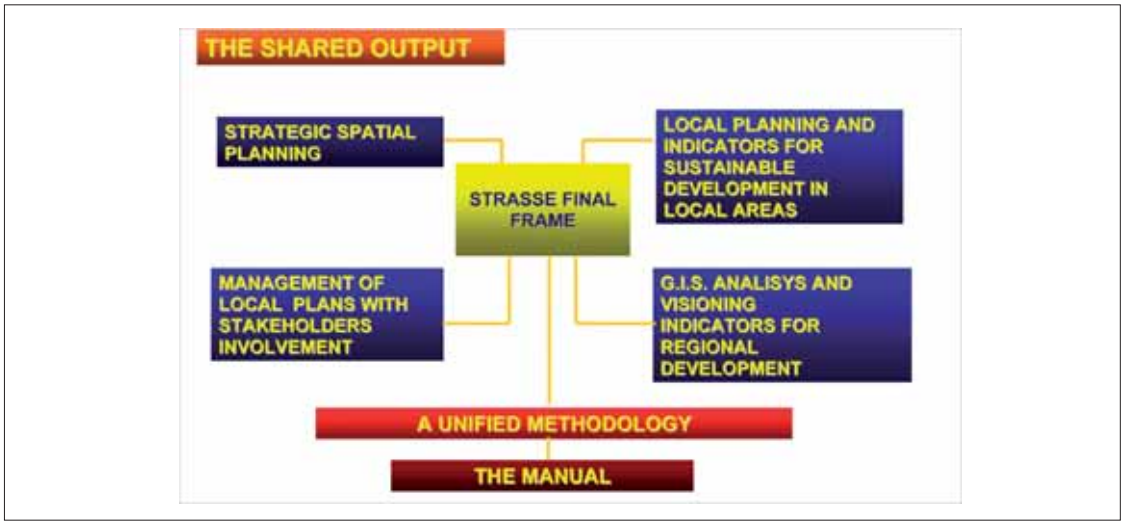
competences, approaches and local requested outputs.The regional objectives are shortly scheduled below: the approaches, the expected results are really different. In the same way the regional partners were involved in networks and consequently the participatory activities were built up to satisfy the regional priorities and needs.

Objectives on regional areas			
Partner	**Spatial planning**	**Participatory approach**	**Expected outputs**
Comunità Montana Torre Collio Natisone	Spatial impact of strategic visions of mountain regional areas new policies	Involvement of key-actors / stakeholders action planning	Sustainable investments and sustainable transformation central places polycentrism
Industrial Systems Institute of Patras	Development of agricultural and touristic policies on a municipality area	Involvement of local and regional public bodies	Methodology for managing indicators at local scale for a sustainable development
Palacký University of Olomouc – Department of Geoinformatics	Planning activities using G.I.S. scenarios and outputs	Involvement of local and regional public bodies	G.I.S. applications for defining development scenarios through sustainability indicators at regional scale
Comune di Corciano	Re-use and renewal of unused industrial areas for social and production activities	Involvement of local and regional public bodies	Re-use of industrial through cooperation between public and private stakeholders

The partners, owing to the different aims, settled, with the help of external experts, to give Stra.S.S.E. the mission of framing the regional contributions into a unified context to enhance the methodological contribution of the project saving the regional approaches and demands.
Stra.S.S.E. gave the partners a shared box of tools for analyzing the regional project-areas, a unified methodology to approach the spatial planning capabilities, a set of G.I.S. application, a complete set of participatory approaches to enhance the knowledge of regional networks, public bodies and local stakeholders.
Owing to the assumptions described above, Stra.S.S.E. did a good job in:

- focusing the activity on different areas (scale dimension, problems, participatory networks, institutional background);
- developing the competences of each partner (in drafting economic scenarios and indicators, in developing G.I.S. applications using indicators, in enhancing participatory processes applied to spatial problems);
- sharing the regional planning outputs, as a common knowledge, but not simply applied to each regional activity (these outputs can be defined as an extended set of tools to use in different contexts with different aims);
- identifying the true added value of Stra.S.S.E. in the methodological work and focusing the way to a real cooperation between the spatial approach and the participatory methods.

So the final layout of the project can be summarized in the image shown below:



The technical outputs of the regions

The technical activities developed and the outputs reached by each partner can be described in the short overview represented as following.

Friuli Venezia Giulia Lead Partner: Comunità Montana Torre Natisone Collio

The research study has been carried out on the regional mountain area as an exploration on strategic planning methods and an investigation on the future of these places. The research tries to answer to some significant questions: what spatial dimension must be considered as relevant for strategic planning? Which relations can be defined between spatial scenarios and the visioning process elaborated by local stakeholders? What transcalar consequences come out running from small scale strategic planning to large scale territorial projects ?

Facing these questions, “scenario building” has been used as a research tool to investigate hypotheses and spatial configuration deriving from the implications of strategic choices. Scenarios represent a way to approach future and its uncertainty taking into account that many territorial changes are often determined by external causes with a weak control by individual choices or forecasting. Moreover, scenarios explore a range of extreme situations based on “what-ifs” (MVRDV, 1999): “what could happen if ...” in relation to economic, social and physical processes and can therefore be used as useful medium to involve local communities and support participatory processes.

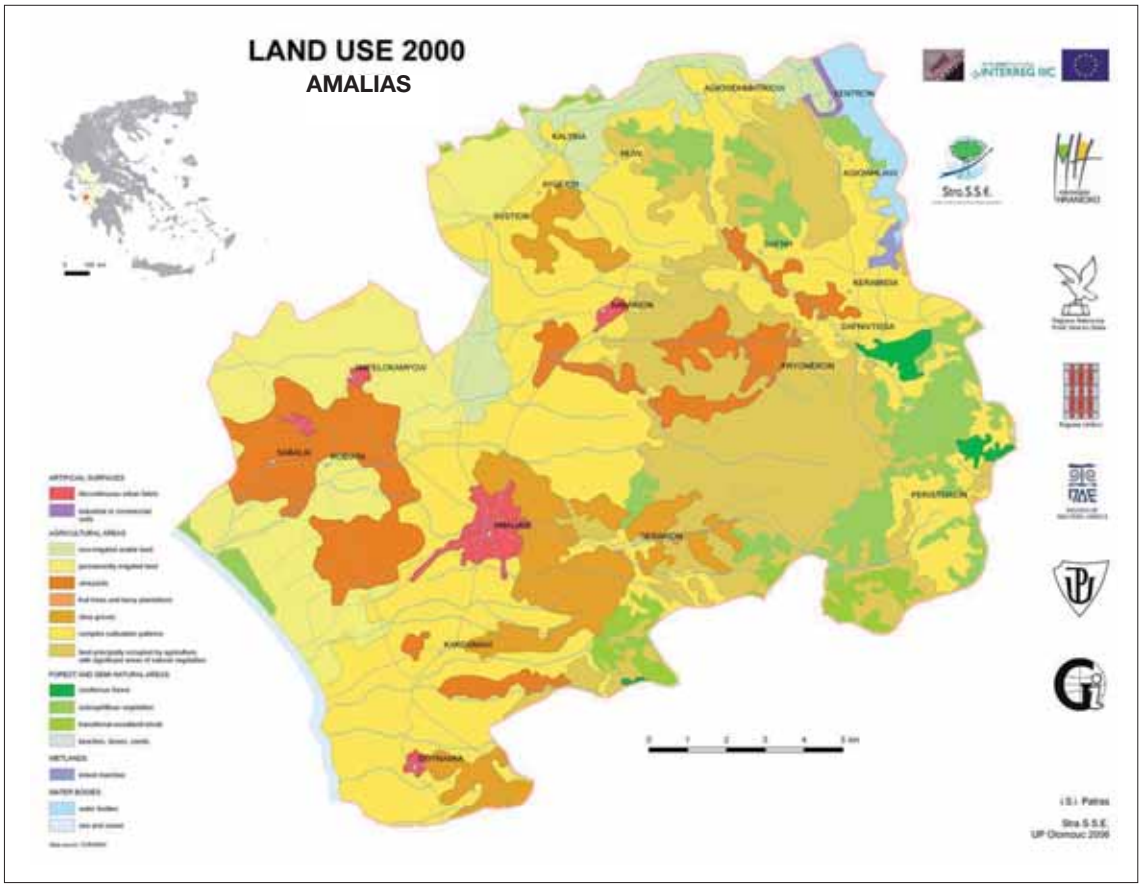
In Friuli Venezia Giulia work, scenarios at the regional scale were elaborated in order to describe the possible territorial consequences of today’s choices considering the whole region territory as strategic frame for the future of the mountain area. Among these possible scenarios some could even be more probable than others; that can be assessed by comparing the extensive scenarios to the strategic visions elaborated by the local communities (Local Action Plan actions carried out by Friuli Venezia Giulia Region) and outlighting common features.

Western Greece Partner 2: Industrial Systems Institute of Patras

The Greek partner developed a planning system called “Limits of Acceptable Change (LAC)” that could help towards achieving sustainability. LAC presents a method that recognizes the state of natural resources as the most important question and deals with the repercussions from use and not the use itself. When the conditions approach a minimum acceptable level, then the level of use represents the carrying capacity of the region.

LAC was originally designed to manage recreational use in wilderness, but its utility in the last years, extends far beyond this challenge and may be utilized in a more general way in order to address development issues. Thus, it could provide the generic framework for identifying appropriate management actions in an area.

It could be utilized in the framework of sustainable development in order to address the issue of how an area should be developed and give answers to questions relevant with the ability of a region to sustain development related to a specific sector of economic activity.



Land use of Amalias territory completed within GIS by Department of Geoinformatics of Olomouc

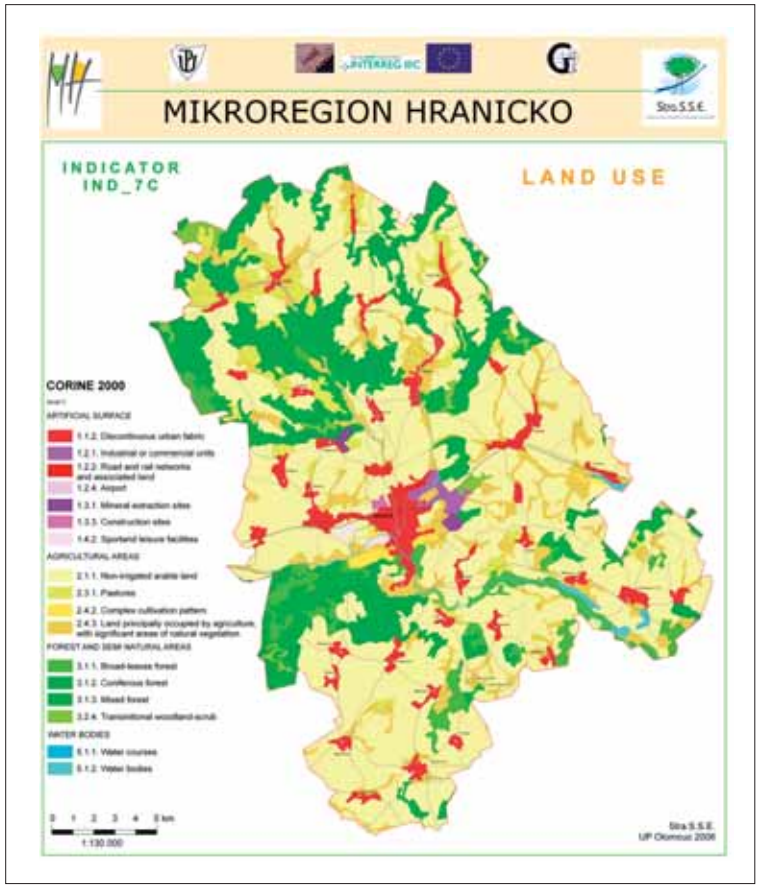
The LAC planning system components include:

- Specification of acceptable and achievable resource and social conditions, defined by a series of measurable parameters;
- Analysis of the relationship between existing conditions and those judged acceptable;
- Identification of management actions necessary to achieve these conditions;
- A program of monitoring and evaluation of management effectiveness.

The Municipality of Amalias in the Region of Western Greece has been chosen for the pilot application of the LAC methodology with reference to two important sectors: the agricultural sector and the tourist sector.

Hranicko Microregion Czech Partner 3: Palacký University of Olomouc, Department of Geoinformatics

The core activity of the Czech partner was focused on using GIS to reference and analyze spatial data related to Hranicko Microregion, as well as to develop and deploy desktop map applications for local government sector. The GIS application developed by the University of Olomouc also supported the activities of other partners.



Land use of Hranicko territory completed within GIS by Department of Geoinformatics of Olomouc

Rapid advances in GIS technology in recent years have greatly expanded the utility of GIS and the scope of application of these spatial data management tools. The elegance of modern GIS tools is their capability to instantly relate varied information types and sources to concrete, real-world circumstances in combination with powerful tools for analyzing and visualizing the feasibility of what can be imagined. However still many current GIS applications do not exploit the full ability of GIS techniques to facilitate the information needs of top-level management. Future GIS are likely to develop additional capabilities in this direction to build on the large volume of operational spatial data found in many large organizations and governments.

The Stra.S.S.E. project applied mapping capabilities, which are fully integrated into computer applications

for any business sector that deals with spatial data, including applications accessible via the rapidly growing avenue of the Internet. Moreover, through creative layering and geo-referencing of all forms of digital data (including text, graphics, spreadsheets, architectural and engineering plans/drawings, aerial photographs, video, environmental data, and of course any map features) the Czech partner applied powerful analytical management and communication tools of GIS capabilities.
Geographical information systems are subjects with very powerful analytical capabilities. By integrating these tools and incorporating mapping functions into spatial planning and decision-making processes, the project enhanced understanding of what is really happening in Hranicko Microregion and municipalities's visions of what can be achieved. The Czech partner maintained GIS capabilities to implement a complete range of services into spatial planning.

Umbria Region Partner 4: Comune di Corciano

Corciano already defined a strategic vision for its territory, in the framework of the Strategic Plan Perugia – Europe 2003-2013, which Corciano refers to. This area includes the regional chief town Perugia and six other municipalities (Corciano, Bastia Umbra, Deruta, Marsciano, Torgiano e Umbertide).

Corciano

It represents the central part of Umbria Region and its most important features are:
- high quality of public services and local government
- cultural, historical, artistic and environmental richness
- high economic development
- difficult access to the area.

The Plan includes actions, projects and targets for the years 2003-2013. It represents the strategic context in which Corciano moves. It's the strategic point of reference for Corciano.
According to the plan, Corciano is involved in restoring an old industrial area in order to change the utilization of the land for new residential, social and commercial activities.
The "microregion" in which the spatial planning activities and the economic analysis are applied is a meaningful part of the municipal territory, the area Ellera – Girasole. The planning activities are focused on the project for reuse of an old disused industrial area, named "Ex-Ellesse".
The strategic VISION for the reuse of Ex-Ellesse area, moving from considerations about the surrounding contest and the original

features of the project area, and collecting comments and opinions by the stakeholders consulted, allowed to define the main components of the strategic vision for the project of recovery of the site ex-Ellesse.

Stra.S.S.E. follow up

Stra.S.S.E. oriented the activities to build up new models of governance in regional areas: new visions for development, integration with participatory processes, new evaluation standards (how to build up indicators), new technological approaches by using G.I.S.. It could be deployed towards regional and local public bodies with a new approach in planning strategy with a particular focus to low developed areas and areas in which it is needed a huge effort in planning activity for restructuring economic activities toward a sustainable development.

Stra.S.S.E. demonstrated its capability to support and methodologically sustain:

- the planning activity for the social, economic, and spatial development in alpine area of Friuli Venezia Giulia Region;
- the renewal of unused industrial areas for social activities and production in Umbria Region
- The Planning activities with G.I.S. visioning in Czech Microregion of Hranicko;
- The sustainable development of the costal sites in Western Greece.

Stra.S.S.E. will be a real reference in building up new strategic plans and investments in:

- Next E.U. projects and plans for the period 2007-2013
- Activities planning for L.A.G.s for the period 2007-2013
- Building up regional centres of competence for enhancing the governance's capability and methodologies within public bodies of regional areas.

Guidelines for strategic spatial planning

Sandro Fabbro

1 – Introduction: some general definitions

Generally speaking, planning is a system of theories and methods to move from knowledge to actions distributed in space and time.
More precisely "spatial planning refers to the methods used largely by the public sector to influence the future distribution of activities in space" (EC, 1997). The term "spatial planning" has been adopted by the European Commission even though it is a neutral generic term that does not equate precisely with any of the Member State's systems for managing spatial development.

Normally, spatial planning is a competence that pertains to local, regional and, sometimes also, national authorities. More recently even at the European level some regulations and documents had developed to allocate spatial planning indications to national and sub-national authorities (ESDP, 1999, Faludi, 2004).

2 – What is Strategic Spatial Planning

Originally, the term *strategy* comes from the military sector, defining an effective, long-term way (direction) to capture a victory. Afterwards it had been adopted in the corporate and more recently, in spatial planning context (Friend and Jessop, 1969). The term "strategic", if related with spatial planning issues, prevalently refers to a mode of decision making in a complex and uncertain environment (Friend and Jessop, 1969) where many different objectives and values can be at odds with each other.
During the '90s, in conjunction with some well-known examples of urban renewal and enhancement in Europe (Barcelona, Lyon, etc.) and the USA (Cleveland, Portland, etc.) strategic spatial planning overcame some obstacles in relation to long-term development perspectives, participatory visioning, collaborative processes (Albrechts, Healey and Kunzmann, 2004).
In the current debate "strategic spatial planning" mainly refers to transformation actions, policies and processes taken in a spatial (urban, regional, national, cross-border, trans-national) context. Normally a certain level of public participation and sustainability assessment can be associated with strategic spatial planning processes (Healey, 1997a). Thus, strategic spatial planning is proactive, consensus-driven and performance-related. It supports, for example, the implementation process of transformation actions, in the sense of locating a certain public consensus towards sustainability and effectiveness (in accordance to the general aims of the European Spatial Development Perspective) (ESDP, 1999).
Beside others, the European Commission assumed that "regional spatial planning" becomes more and more important in the European context, thanks to the transfer-tendencies of decisional and administrative powers and responsibilities from national governments to regional autonomous authorities. But, due to the different European traditions, no common and shared definition of "region" and "regional spatial planning" actually exists within Europe (Faludi, 2003).

According to its main aims, strategic spatial planning can be divided into two branches:

a. *Long term and visionary* strategic spatial planning,
   - which requires, in conjunction with participation processes, the set up of open "forums" and other participation instruments to discuss different public and private interests with the aim of searching a certain level of aggregation and to issue general shared spatial scenarios and visions;
   - which requires, in conjunction with assessment procedures, the set up of a knowledge base for elaborating sustainable indicators and for implementing adequate scenarios and evaluation methods.

b. *Short term and operative* strategic spatial planning
   - which requires, in conjunction with participation processes, the set up of open "arenas" for negotiating specific contents and operative resources for programs and projects;
   - which requires in conjunction with assessment procedures, the set up of an operative knowledge base for elaborating feasible projects and programs and for the relative territorial impact assessments.

3 – How to realize Strategic Spatial Planning?

3.1. The territorial system

The definition of the "territorial system" constitutes an important basic phase in any spatial planning process. Therefore first of all, the "territorial system" has to be defined be taking into account the following questions:

- to which "territorial system" is the planning process addressed to?
- How wide has it to be?
- Which objective structures and social capacities has it to comprise?

The methods used for defining the territorial system have to consider previously the theories of spatial organization as well as the spatial dynamics of the territorial system they refer to. In this context two main approaches can be followed:

- a more objective one, which is based on functional theorizing of "territorial systems": territory is seen as a mixture of systems (at least the environmental, the settlement, the socio-economic and the infrastructural system) of given components. These types of territorial systems need to be recognized through objective knowledge instruments (maps, data bases etc.). The acknowledgement of territorial systems of this type is mainly aimed at the construction of physical strategic planning (and environmental sustainability evaluations).
- a more subjective one, which is based on a "constructivist approach" to territorial systems (territory as the outcome of a constructed social process). This type of territorial systems can be defined through a deep comprehension of the existing and potential "social capital" as well as of the "institutional building" capacities. The acknowledgement of territorial systems of this type is mainly aimed at the construction of a proactive socio-economic strategic planning.

3.2. The main components

With reference to a specific territorial system, the essential components of a strategic spatial planning system are:

(1) the definition of a knowledge base;
(2) the elaboration of alternative scenarios and the specific selection of one among them;
(3) methods for assessing sustainability of the selected scenario;
(4) participation places and instruments to identify common visions;
(5) the strategic plan;
(6) implementation instruments.

(1) The definition of a knowledge base

The construction of a spatial knowledge base (Davoudi, 2006) is aimed at defining spatially basic socio-economic trends as well as territorial and environmental qualities, risks and problems, as a precondition for identifying:

a. the transformation objectives and strategies;
b. the indicators for assessing the sustainability of transformation objectives and strategies.

In order to pursue these different aims, a spatial knowledge base implies the differentiation between "first-order", "second-order" and "third order" data.

– *First-order data* are mainly concerned with physical and structural recognitions and descriptions of territorial "objects" and of the relative "systems of objects" (natural-environmental objects as well as anthropic ones that generate the environmental system, the settlement system, the infrastructural system and the socio-economic system).
– *Second-order data* perform evaluations of the state of the socio-economic system as well as of the other territorial systems, trough territorial indicators capable of highlighting conditions such as, trends, socio-economic capacities, main land-uses, territorial values, risks, decays – abandonment and conflicts.
– *Third-order data* are a definition of the specific conservation-transformation attitudes of the different acknowledged objects, systems of objects, specific areas of the considered territory.

In the context of the Strasse project, as it can be seen in this book, the role of the Czech partner, in setting a specific methodology in this field, has been central.

(2) The elaboration of alternative scenarios and the specific selection of one

Alternative scenarios (Fig. 1) must be elaborated with reference to required territorial issues or problems as well as to general characteristics, identified trough the knowledge base, of the whole territorial system.

Scenario building is not forecasting. It is more an "interpretive approach" to visualize a possible future trough technical skills as well as more socially sensitive attitudes because it implies both:

– the knowledge of main structural trends (both internal and external);
– the comprehension of social attitudes to deal successfully with internal and external conditions.

Unlike forecasting, where an image of the future is drawn, regarding to experiences of the past, by following a deductive logic, scenario building takes into account the "limits" in a predicted future. Thus, scenarios are neither the outcome of forecasts depending on trends, nor the direct expression of single desires. On the contrary, scenarios must explore a range of extreme situations based on "what – ifs" (MVRDV, 1999): "what could happen, if ..." in relation to economic, social and physical processes.

Moreover scenario building should be seen as an approach to visualize future developments and uncertainties by taking into account that territorial changes are not necessarily fully determined by external conditions (e.g. globalisation processes) but, instead, it implies a certain level of autonomous decision and policy making also at the local level. So, consequently, scenario building is never neutral, but intentional. It requires imagination and selection and consideration of structural limits as well as of local potentialities.

Scenarios can be embraced as extreme configurations having well-grounded starting conditions. It is important that each single scenario has to be possible. Among a variety of alternative "possible" scenarios some can be even more "probable" than others.

The main methodological steps in scenario building are:

a) to specify structural components (both internal and external) that support the scenario building;
b) to focus on explicitly relevant interests and issues in the specific territorial system;

c) to define three or four possible scenarios (two extreme and one or two intermediate) as general and sense-making frameworks for visualizing possible future developments;
d) to arrange the different scenarios, in relation to the existing situation and given goals;
e) to select the most desirable scenario, and with reference to this chosen scenario:
   – to define the general conditions that make it probable and feasible;
   – to define strategies, axes of actions, measures and actors and eventually their specific commitments;
   – to arrange "metaphorical images" in order to communicate the vision, the relative strategies as well as the specific objectives.

In the context of the Strasse project, as it can be seen in this book, the role of the "Comunità Montana delle Valli del Torre, Natisone e Collio" (Regione Friuli Venezia Giulia) in setting the general methodology for this issue, has been central.

(3) Methods for assessing sustainability of a selected scenario

The EU directive 2001/42/CE on the sustainability assessments of spatial plans, programs and policies (Environmental Strategic Assessment) build up a juridical framework which is compulsory in each single Member State. This directive had been developed according to the principles of the European Spatial Development Perspective (ESDP, 1999).

So, the strategic assessment of alternative strategies (of a scenario), mainly focused on environmental impacts as well as on socio-economic, has, also formally, become a fundamental stage in any strategic spatial planning process.

A sustainability evaluation process implies, first of all, the construction of a structured knowledge base.

A structured knowledge base requires, at least, the following components:

– the definition of the most vulnerable areas and territories in terms of environmental, socio-economic and cultural sustainability;
– the construction of specific environmental indicator sets (in terms of environmental, socio-economic and cultural sustainability) according to the "Driving forces, Pressure, State, Impact, Response" (DPSIR) approach (see the following box).

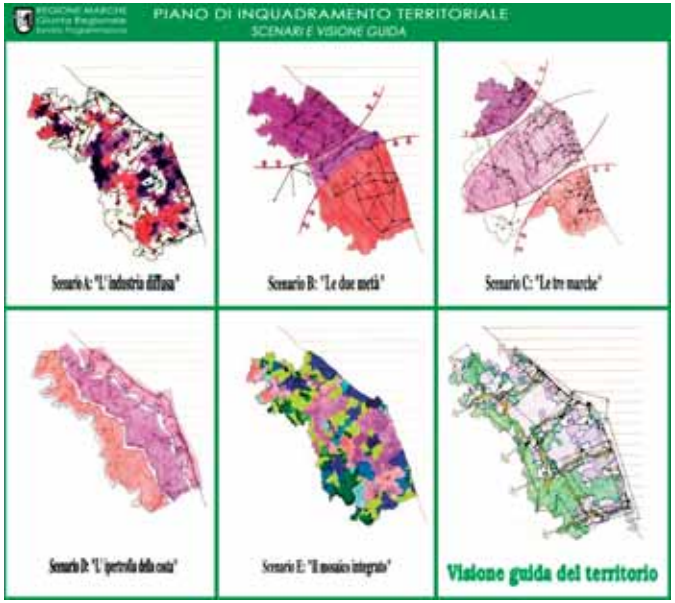


Fig. 1: A way to represent different possible scenarios at the regional scale (source: Piano di Inquadramento Territoriale, Regione Marche)

Normally, any sustainability evaluation is articulated in three phases respectively defined, with Latin terms: *ex-ante*, *in itinere* and *ex-post* evaluation.

– The *ex-ante* evaluation is mainly oriented to choose the most sustainable strategy between all the possible ones.
– The *in itinere* evaluation is mainly oriented to check the correct implementation of the selected strategy.
– The *ex-post* evaluation is mainly oriented to control the correspondence between the sustainability objectives and the ongoing results.

Ex-ante evaluation methods and indicators (according to the DPSIR approach)	– Reports on the state of the systems ("State"); – Descriptions of the transformation actions ("Driving forces"); – Indicators of the sustainability objectives; – Indicators to evaluate "Pressures" and "Impacts" of each transformation action on the state of the system (Carrying capacity); – Limits of Acceptable Change etc.; – SWOT (strength – weaknesses – opportunities – threats) analysis;
In itinere evaluation methods and indicators	Indicators to monitor the evolution of the "State" of system during the implementation of each single transformation action.
Ex-post evaluation methods and indicators	Indicators to evaluate the level of "Response" of the system to the measures adopted to fulfil the adopted objectives.

Thus, an operative output of the sustainability assessment has to comprise:
– a report on the environmental state of the specific territory;
– a set of sustainability objectives;
– a proper set of sustainability indicators;
– the procedure through which to evaluate the specific actions – extracted from the strategic spatial alternatives – in terms of compatibility with the sustainability objectives (through the selected indicators).

In the context of the Strasse project, as it can be seen in this book, the role of the Greek partner, in setting a specific LAC (Limits of Acceptable Change) methodology, has been central.

(4) Participation places and instruments to identify common visions

As scenarios can be seen as investigations into the future of a "local political community" (Healey, 1997b), it is also possible to define which one of the constructed images of the future, fits well in accordance to the values and expectations of the political community in order to define a so-called "shared vision".

A shared territorial vision (Fig. 2) represents the values and the objectives for the future of a specific territorial community. In this way future becomes a "social construction" (Giddens, 1984), and the forum is the place where people meet and discuss about it. A vision is open and flexible, but selective (not every action can be included into it) and needs to be consistent within the vision itself. Thus, a vision is not a "plan", because it is less detailed, but at the same time more complex; it does not define specific rights and duties (as it happens in the traditional regulatory plan), but it aims to outline a long-term perspective for the whole community and the general conditions to go into that direction.

Participatory processes have a key role in collecting local issues, defining general objectives and intentions, elaborating future visions trough:

1. forums for:
– connecting formal (of first and second order) and informal (local, contextual) knowledge;
– discussing scenarios;
– choosing the final future vision.
2. arenas for:
– implementing the chosen vision through programs and projects;
– evaluating different programs and projects.

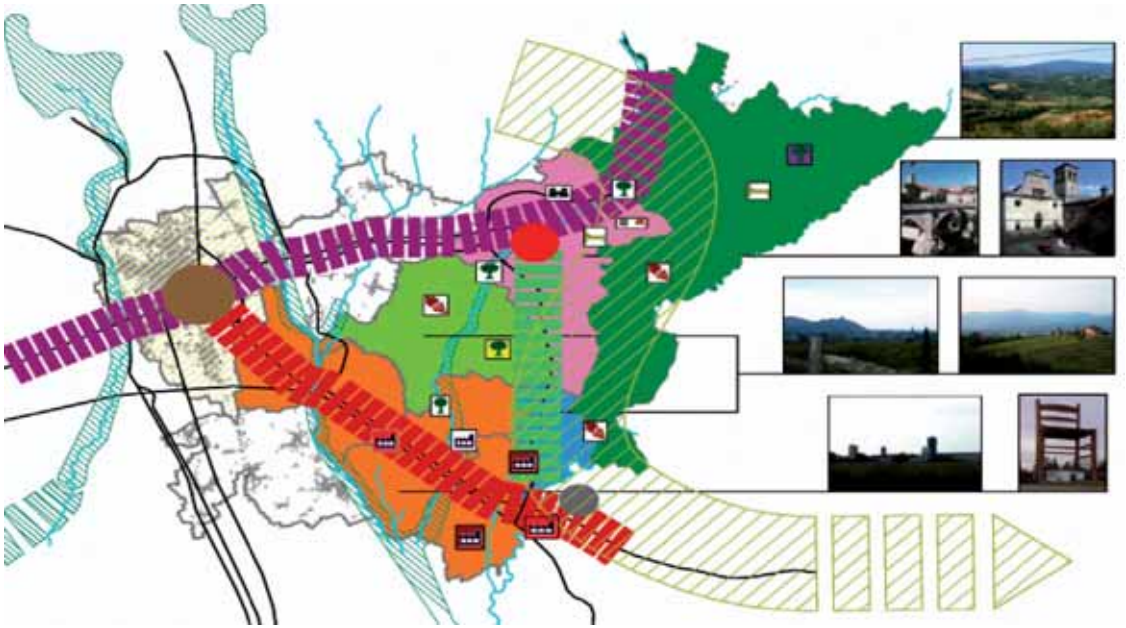


Fig. 2: A way to represent a possible territorial vision (source: Degree Thesis of B. Macorich, University of Udine)

In the context of the Strasse project, as it can be seen in this book, the role of the Corciano (Umbria) partner, in setting a specific methodology on this issue, has been central.

5) The strategic plan

A strategic plan (Fig. 3) is the operative version of the shared vision. It consists of axes, measures and actions. It is neither directly "regulative" for land uses nor "structural" in the sense of including conservative "structural invariants". On the contrary, it tends to emphasize the capacity of making transformative proposals, of creating interactions among different interests and, eventually, of promoting collaborative action among the different actors in a specific territorial community (Healey, 1997b). It does not automatically emerge because of formal procedures and statutory "competences" (theoretically assigned to the various actors and administrative levels). Thus, it is the product of an interactive learning process that takes place in the network (Salet and Faludi, 2000).

Further important features of the strategic plan:

i) it pays attention to few selected themes;
ii) it makes reference to specific available resources;
iii) it places emphasis on SWOT elements of the specific territorial system;
iv) it defines preferences for concrete actions and for assessment of the results;
v) it focuses on the promotion of participation between stakeholders during the elaboration of the plan and in its implementation;
vi) it privileges public-private relationship.

Two main kinds, until a certain degree complementary to each other, of approaching the strategic plan, can be recognized:

– the one more oriented towards the construction of long-range, vast-area (metropolitan, regional) visions;
– the other more oriented towards the implementation of the vision trough the construction of operative agreements between different actors.

(6) Implementation instruments

The implementation of a strategic plan requires adequate instruments, as programs, projects, land use regulations.
A program is a coordinated set of sector or local actions with the required financial and organizational resources. A project is the feasible realization of a single action (or of a coordinated system of actions).
Programs and projects are strictly concerned with the normal programming activity of each local administration (local, intermediate, regional) and with public expense in the different sectors: public works, services, housing, public facilities, environmental enhancement, productive development, culture, education, health and so on. As such, these instruments require a previous political program of the elected representatives. But, when decisions are more complicated (because of the major impacts or interests involved) a more deliberative and participative process is preferable (Forester, 1999).

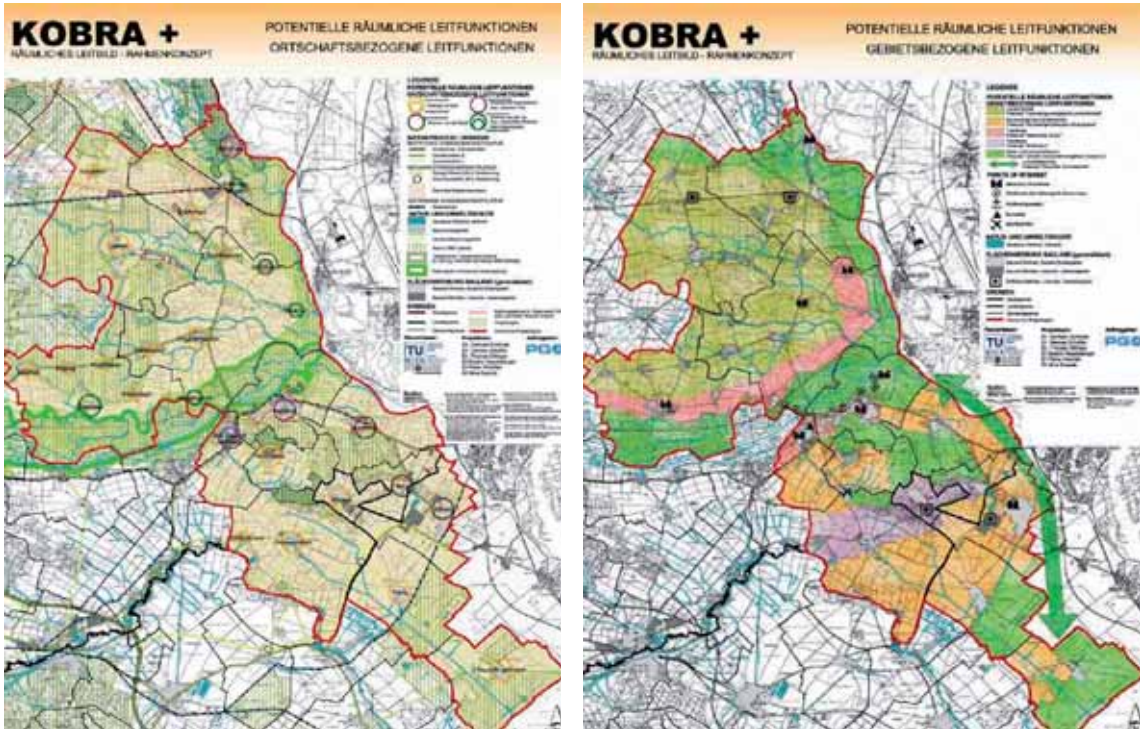


Fig. 3: A way to represent a strategic plan (Source: Project KOBRA+, Vienna University of Technology, mecca).

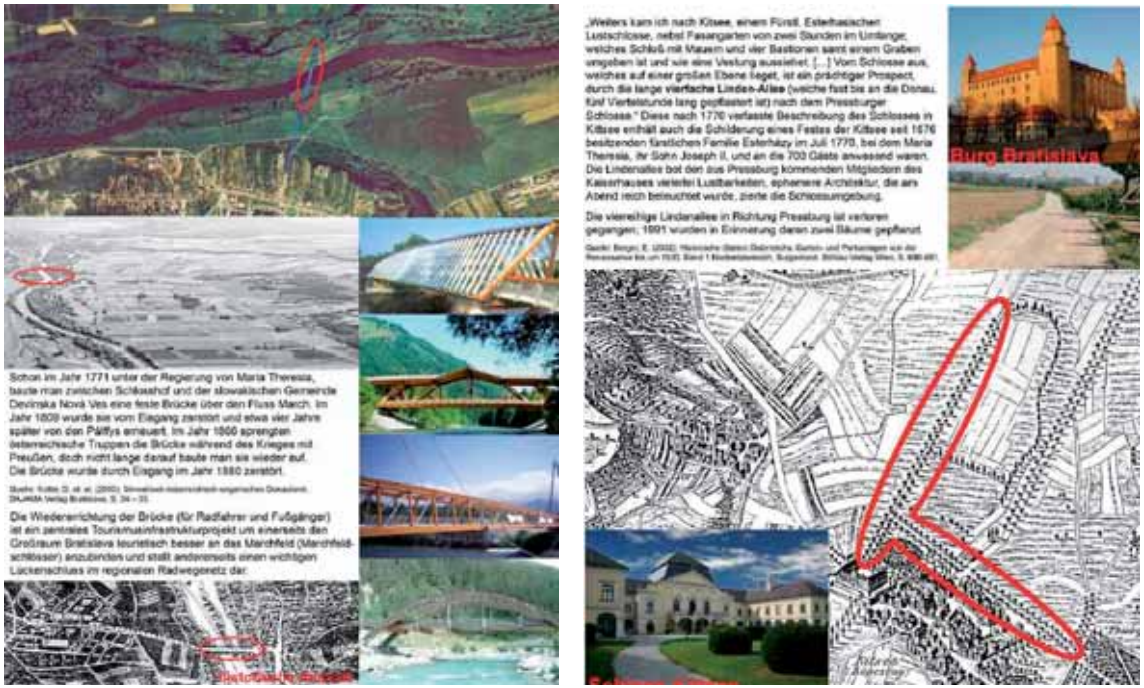


Fig. 4: A way to represent an implementation process (Source: Interreg IIIA project KOBRA_2010, Vienna University of Technology, mecca).

Land use regulations constitute one of the final component (the statutory and compulsory component) of the implementation process and depend on the specific planning system of each country (that can alternatively be based on local or regional plans and on regional or national planning laws).
Land use regulations are mainly concerned with the recognition of transformative rights or obligations (as, for example, in terms of public acquisition of land for infrastructure or for other public land uses) towards private land property. In this perspective formal procedures are strictly oriented to guarantee equity and transparency in the decision process. Good knowledge as well as correct evaluative work on strategic objectives can be of great help in guaranteeing the rights of the local communities as well as of the environment involved in the transformation processes.

4 – Some conclusions: Strategic Spatial Planning as a new Panacea?

As a conclusion it is possible to affirm that Strategic Spatial Planning is quite different from traditional ways of plan making. It is not an instrument that imposes systems of values and objectives (often arbitrarily defined) on a given context of actors but, rather, it is an instrument of listening, communication and learning, to grasp, interpret and recombine, in a reasonable way, the often inadequate and partial systems of preference coming from the various social and institutional actors. At the same time, this kind of planning is not purely procedural as in the modern liberal

conceptions of democracy but rather based on post-modern concerns. Its themes stem from integrated visions of the territory in which the various dimensions – economic, environmental, social, cultural and institutional – all stem from a common "sustainability" matrix. Attention is therefore not turned exclusively to the themes of economic competitiveness but rather to those of cohesion, identity, autonomy of the social actors, recognizing the rights of minorities of any type. Strategic Spatial planning, in this conception, aims therefore at using the intelligence of the network of actors (that is, the intelligence whereby individuals and groups compare interests and preferences) as a resource and as a value, attempting if anything to orient this intelligence instead of substituting the "intelligence" of the public planner for that of individuals and groups.

In any case, some critical and crucial remarks to this kind of planning must be stressed. Its main weak points appear to be the following:

- it is often utopian. As it advocates a fair, open, inclusive dialogue among the various actors and since these conditions are very hard to achieve in the normal course of events, it follows that, especially in its more dialogical-collaborative versions, is often unrealistic, unless the conditions under which participation should take place are relaxed and the situations in which to apply this form of planning are limited;
- the *local political community* risks being an overly strong abstraction in the presence of actors who, while expressing their direct interests as stakeholders, are hardly capable and prepared to redefine their preferences in the light of long-term values and objectives;
- the *daily life space* (the *space* that pertains to the *local political community* as a result of the interaction between places and local cultures) is assuredly a rich, fertile concept of analytical-normative suggestions but it risks excluding other notions of space that belong to the contemporary social "hyperspace" as that of flows and otherwise of the big networks of the globalized economy, information and knowledge age (Castells, 1996) as well as that of media communication which condition and transform also desires, expectations and needs of the individuals (Sartori, 1997) as well as of the various local communities.

Other crucial criticisms, to take seriously in account, are:

- too much importance is attributed to the process and scanty importance to the results;
- it is not always possible or even desirable to seek consensus at all costs;
- the participation processes often exclude the role of politicians and that of professionals forgetting that a solution to the conflicts, at least at a certain level, can also be provided by practical-professional elaboration as well as by political mediation.

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A participatory approach to spatial and environmental planning

Fabiola De Toffol

Stra.S.S.E. is focused on enhance a participatory approach to spatial and environmental planning to gain a new performance degree in drafting new development models, strongly involving stakeholders, local bodies and citizens with promoting a new regional knowledge.
The participatory approach will build up with appropriate methodologies for any project-area with the aim to integrate participatory decisions with GIS techniques and applications, considering as biggest challenge not the technology but the participatory planning as such, considered an important tool to spur organizational innovation

The participatory activities will be organized in each partner regions, and the opportunities for participation are there to be grasped but only if all those involved have a common understanding and share a common language.
Participation means many things to many people and there is a wide range of definitions and interpretations of participation[1]. For example, it means

1) sensitizing people to make them more responsive to development programmes and to encourage local initiatives and self-help;
2) involving people as much as possible actively in the decision-making process which regards their development;
3) organizing group action to give to hitherto excluded disadvantaged people control over resources, access to services and/or bargaining power;
4) promoting the involvement of people in the planning and implementation of development efforts as well as in the sharing of their benefits; and
5) in more general, descriptive terms; “the involvement of a significant number of persons in situations or actions which enhance their well-being, e.g. their income, security or self-esteem”.

In these Guidelines participation is meant in the wider forms of people’s participation such as community participation, referred to the involvement of the entire population of a community in the planning and implementation of a project and is thus not target-group specific.
Such “holistic” forms of people’s participation are required for area-based operations which affect all inhabitants like environmental protection, soil and water conservation, provision of physical, economic and social infrastructures (civil works) and irrigation, sanitation and health schemes.
Another, often overlooked point is that a participatory development approach and project presupposes certain underlying basic values or value orientations such as sharing, cooperation, participation, coordination, mutual trust, delegation and concern, care for the disadvantaged people.
The vast literature and considerable experience which by now exist regarding community participation in general cannot, of course be reviewed: only some key notes are given hereunder, and many references are given in bibliography.

[1] VAN HECK, Bernard: Participatory Development, 2nd edition, FAO, Rome, 2003.

Sincere thanks go to David Wilcox, that I considered a point of reference, to academics that offered literature contribution, to practitioners involved in research-actions and to my project team, which is sharing with me competence and passion in the attempt to get participation in local development projects.

1. Why participation

1.1 The Advantages

At present there is a widespread consensus in considering beneficiary/community participation indispensable to projects success.

Various foregoing points highlight that the participatory approach gives advantages, given the following reasons[2]:

1) **Coverage**: to reach and involve on a wider scale the stakeholders;
2) **Efficiency**: to obtain a cost-efficient design and implementation of a project. The beneficiaries will contribute more in project planning and implementation by providing ideas, manpower, labour and/or other resources (cost-sharing). Consequently project resources are used more efficiently;
3) **Effectiveness**: people involved obtain a say in the determination of objectives and actions, and assist in various operations like project administration, monitoring and evaluation. They obtain also more opportunities to contribute to the project and thus facilitate the diagnosis of environmental, social and institutional constraints as well as the search for viable solutions;
4) **Adoption of innovations**: the stakeholders can develop greater responsiveness to new methods of production, technologies as well as services offered;
5) **Sustainability**: more and better outputs and impact are obtained in a project and thus longer-term viability and more solid sustainability. By stressing decentralization, democratic processes of decision-making and self-help, various key problems can be better solved, including recurrent costs, cost-sharing with beneficiaries as well as operation and maintenance;

However, relatively few projects have an explicit design to attain effective participation and, in practice, participation is basically conceived either as a means *or* as an end. Only in truly participatory projects, participation is seen *also* as an end and practice shows that in the long term these projects run better.

In innovative projects participation becomes *a must*, since organisation of the complexity makes necessary putting in action experiences and skills of the stakeholders to deliver effective long-term results, above all if the project purpose is to set-up a new way of practicing, interacting and organising thus introducing innovative process in a given local context.

Nevertheless, even if in a development project environment partnership, ownership by the target population, and strengthening of institutional and administrative capacity to effectively manage changes and innovation are principles which are now largely shared, there is nothing simple or straightforward about making changes, and many innovative projects or process fail because :

- Goals are not understood at the lower organisational levels
- Plans encompass too much in toot little time
- People are not working toward the same specification
- Project objectives become “moving targets”
- Lack of instruments and methods to expedite real participation

[2] VAN HECK, Bernard: Participatory Development, 2nd edition, FAO, Rome, 2003.

– Difficulty in communication
– Difficulty in development of common visions
– Lack of effective management
– Competitions and conflicts
– Not inclusion of key stakeholders
– Lack of strategic vision

These problems rise on one hand from complexity of the projects' scope and, on the other hand, from lack of participation of the key stakeholder in the former design stages; both items find in participation a vehicle for increasing projects' effeciveness: if people have a genuine stake in a development activity and are actively involved in decision making, they are likely to give a greater degree of commitment, and shared objectives are more likely to be met.

Anyhow stakeholders involvement and consultation is not enough: their effective participation needs methodologies, competences and rules useful in helping them to find the most appropriate strategies to manage changes and innovation processes, and all of these tools are focused on human resource management and development.

1.1.1 The objectives

Objectives include:

– Improve feelings of trust and cohesiveness among stakeholder
– Improve skills of team members in order to increase their ability to complete project activities
– Build a bottom-up model to introduce innovation starting from comprehension of beneficiaries' problems
– Choose the most suitable methodology considering assumption, constraints and objectives of the local context
– Use a facilitator approach to help groups increase the quality and commitment to decision, and increase organisational learning.

Specific methodologies and tools are used to spur communication among stakeholders, or analyse problems and define objectives, or to plan projects, monitor and evaluate; some of them fit with small groups, others make easier negotiation or development of operative strategies.

Each one stimulates interaction processes among stakeholders through specific techniques, organisational structures, longer –term programmes, and their effectiveness is not solely dependent on the process design but is determined by selecting a process design that fits the task demands, builds constructive relationship and consider group circumstances[3].

Other important elements found in the practice of participatory development projects are:

• *Process instead of project approach*

Conventional projects are usually planned too much in detail ("pre-cooked") over a too short time span to obtain tangible results and spread effects. A participatory project can substantially contribute to solve these problems by replacing or at least complementing the standard project approach by the process approach and to conceive a project as the first phase of a longer process enacted and sustained by a rolling programme.

• *Education for participation*

Participatory education attempts to develop capabilities among the beneficiaries to strive for full participation as well as self-development particularly when the project is over. This education is non-directive and dialogical (two-way) .

[3] CALDWELL, Richard: Project Design Handbook, CARE, Atalanta, 2002

- *The structuring of the target group*

Group formation and group action entails strengthening of existing groups or organizations and/or the promotion of new, self-created and self-managed ones.

- *Resource mobilization by group members*

It includes pooling of know-how, ideas, assets, savings and/or labour as well as obtaining services and facilities like training and credit. This is done in a gradual learning process.

- *Development of coordination and cooperation mechanisms*

It enables the beneficiaries to participate actively in as many project actions as possible, the latter including identification of needs and potentials, setting of project objectives, planning and carrying out of activities as well as monitoring and evaluation. The project avoids thus by all means to become just only a delivery vehicle.

1.1.2 The strategies

Though the main opportunity/constraint of genuine participation is the political will to promote this in a project area, the basic problem can be overcome by means of various strategies aiming to motivate officials, project planners and implementers through, among others, the following:

Strategies motivating adoption of participation approaches		
Principles	**Approach** (behavioural principles)	**Methods**
Involving people as subjects not objects	Reversing the traditional role of outside "experts" (a reversal of learning – from extracting to empowering)	Meetings and field workshops at various levels
Respect for local knowledge and skills	Facilitating local people to undertake their own analysis (handing over the stick)	Periodic informal exchanges of views
Ensuring influence over development decisions, not simply involvement	Self-critical awareness by facilitators	Briefing sessions and documents on participatory development
A learning process as much as an outcome	The sharing of ideas and information	Inclusion of participatory experts in project teams
An approach and attitude rather then a specific set of technical skills	Flexibility in preparing project documents, offering beneficiaries sufficient scope	Incorporation of participatory issues in the project charter

A direct result of the above actions will be that project planners become convinced that participation must be included from the very beginning in all stages of the project cycle.

1.1.3 The obstacles

The above mentioned principles, approaches and methods aim to overcome obstacles and constraints of participation, largely due to the following[4]:

[4] VAN HECK, Bernard: Participatory Development, 2nd edition, FAO, Rome, 2003.

1) Unlike tangible physical infrastructure works and production outputs, most of the arduous participation efforts remain less visible and measurable as they have to focus - prior to concrete productive actions - principally on training, changes of attitudes and fostering of awareness of local needs and potentials.
2) Many implementing agencies are designed for centralized planning, decision-making and implementation; such set-ups do not favour participation.
3) There is usually lack of skilled staff to promote participation. It is indeed often problematical to find well-motivated and capable animators for group formation and action.

Most of the above listed possible obstacles can gradually be overcome as evidenced by practice in many areas. However, the list indicates that for determining the form and degree of beneficiary participation the environmental, economic and social context of a project must be fully taken into account: participation is a site-and project-specific process. Moreover, starting such a process may provoke various predictable but also unanticipated reactions on the side of the intended beneficiaries and also of the local officials and better-off who may see it as threatening their vested interests.

1.2 Cost-Effectiveness

The cost-effectiveness of the participatory approach is for the time being difficult to determine as economic and social parameters are only in part adequate to measure costs and benefits. The assessment of the latter is however, important as it indicates economic and financial viability and facilitates communication with officials and experts who see development predominantly from an economic point of view[5].

1.2.1 The benefits

The main **direct benefits** include the following:

– employment and income generation;
– accumulation of tangible assets;
– development of community assets;
– upgrading of skill.

The **indirect benefits** include:

– on-going exchanges of information, experiences and views;
– spirit of participation, cooperation, sharing, self-confidence and - better management of group enterprises;
– ability to articulate and solve problems;
– development of grassroot organizations (institution-building);
– prevention or resolution of conflicts.

The direct benefits can be measured mostly quantitatively to a sufficiently reliable extent, whereas the indirect ones can mostly only be described qualitatively.

1.2.2 The costs

The **costs** of the specific participatory elements or operations in a larger project are relatively minimal in relation to those of technical and other project components and are also temporary. The very essence of the participatory approach is its strong orientation towards self-reliance which implies, among other things, low and decreasing

[5] VAN HECK, Bernard: Participatory Development, 2nd edition, FAO, Rome, 2003.

recurrent costs. Although usually a participatory process thus needs some "start-up" external aid from a development or donor agency (never to be a major actor!), the basic objective is that the process becomes self-propelling as soon as possible and also expandable to larger numbers of people with no or minimal outside personnel and funds and thus with no or very low recurrent costs.
The **extra costs** to make a project participatory consist of the following:
a) participation agents
b) training field workshops on the participatory approach and procedures
c) training in participation
d) socio-economic research
A participatory project may very well be cost-effective when also its indirect benefits are assessed adequately and added to the direct, quantifiable outputs.
There is however a great need for studies to develop a methodology to determine the cost-effectiveness of participatory projects.

2. Strategies

2.1 Level of participation and stance of the promoting organisation[6]

2.1.1 The levels

There are different levels of participation appropriate for different situation.
Many writings dealing with citizen involvement in planning describe ladders of participation.
We suggest the five-step one

- **Information.** The least you can do is tell people what is planned.
- **Consultation.** You offer a number of options and listen to the feedback you get.
- **Deciding together.** You encourage others to provide some additional ideas and options, and join in deciding the best way forward.
- **Acting together.** Not only do different interests decide together what is best, but they form a partnership to carry it out.
- **Supporting independent community initiatives.** You help others do what they want – perhaps within a framework of grants, advice and support provided by the resource holder.

2.1.2 The stance

One stance is not better than any other, but different levels are appropriate at different times to meet the expectation of different interests.
The key issue is what stance is an organisation taking as manager of a participation process or resources control body, and the reasons for doing assuming the level it suggests is appropriate for different interests.

3. Experience

3.1 Setting up of the participatory process

This framework given, the process was set up following shared criteria, expressed by questions listed in the first column of the table below:

[6] WILCOX David: The Guide to Effective Participation, JR Foundation, Brighton, 1994

Stra.S.S.E. – Setting up of the participatory process				
	Comunità Montana Torre Collio Natisone (I)	**Industrial Systems Institute (GR)**	**Comune di Corciano (I)**	**Palacký University of Olomouc, Department of Geoinformatics (CZ)**
What do we want to participate (scope) and why (gap to fill in)	What: Translate strategic visions in spatial policies trough action planning. Why: institutional lack of spatial policies in mountain areas.	What: identify challenges for the sustainable development of the selected area, mainly relevant to agricultural and tourism sector. Why: involve all the Region in the overall process in order to differentiate legal funding framework. Bottom up approach	What: possible to reuse and requalify and old disused industrial area. Why: identify social and public activities to be localized inside the area.	What: to give data and information to make services for public utilities Why: poor data/wrong decisions /bad development
What is the final product do we expect from a workshops?	Action Planning	Give the key actors information about a sector specific methodological tools	Evaluations and indications about the ideas of the local administration to transform the area	Maps & GIS requirements from Czeck local partner (make GIS useful for them)
Which is the organization that is promoting participation?	Mountain public bodies of the region Friuli Venezia Giulia	I.S.I./BIC Western Greece	Municipality of Corciano	Palacky University
Who do we want to involve?	Mountain public bodies of the region Friuli Venezia Giulia; LAGs; Public Bodies engaged in good practices; Regional Departments; Trade associations; representatives on innovative projects on strategic spatial planning	Investments financing; central, regional and local authorities involved in the decision making; Development agencies; Chambers of commerce and industry	Institutional actors: surrounding municipalities; Province of Perugia, health local organizations, trade associations. Social actors: associations of volunteers, ricreative	All Stra.S.S.E. Partners; all municipality authorities in the region; State data providers; University students and researchers.
How do we manage the process (coordination)?	Regional borders of Stra.S.S.E. with external facilitator. Existing formal plan	Local Stra.S.S.E. partnership with no external facilitator. Formal plan pending end of June	Technical work group composed by: administration, internal staff, consultant. Formal plan pending end of June.	Within both Stra.S.S.E and Microregion Hranicko 1. Presenting ideas and particular achievements; 2. asking for suggestion and reviewing 3. giving results for existing and implementation; 4. Formal plan pending of June.

Which are the limits (what remains open and what can not be modified)?	Regional strategies are not decided by the promoting organization, that can only make a proposal to decision makers.	National and European legislation on development policies. Development framework at the regional level (Region is involved in the process, i.e. in other Inoreff projects → difference from FVG)	1.Economic sustainability of the investment for the private owner; 2.Limited space for public services inside the area	Open data manager after the project. Non modified: limited number of topics.
Which level of participation is appropriate for your situation? (choose a level, take a stance)	Deciding together	Information, consultation and supporting community initiative	Information and consultation	Information and consultation
Can we consider the process' outputs, or we have to address participant to "pre-defined results"?	Consider the process' outputs	Open to process' outputs	Sharing administration idea and considering the proposals coming from the participatory process	Open to process outputs'
Will decision makers be committed and able to do what promised? (undertaken to do what declared)	The decision makers will declare what is achievable and what is not	Commitment through local regional PSC, but no guaranties	The decision maker is the promoting organization, that has to find an agreement with the private owner of the interested brown field area	No commitment of decision makers; they can not promise anything
Which are the resources available and when?	Stra.S.S.E.'s resources	Stra.S.S.E.'s resources	Stra.S.S.E.'s resources	Stra.S.S.E.'s resources

3.2 Selected indicators

Efforts were made to select a short number of quantitative indicators, introducing qualitative ones as a tool to monitor activated process. Chosen indicators are the following:

Quantitative indicators
Number of institutions/associations involved in participation (were informed, consulted, called to decide, etc.) Number of meetings (including workshops, pioneer network, local meeting, etc) Number of people attending the meeting (men/women)

Qualitative indicators
What behavioural characteristics are groups and participants expected to display? eg: - high level of involvement of all group members in meetings and discussions; - evidence of consensual decision-making; - speed of arriving at decisions; - facilitating activities to aid project staff in the performance of their duties.

3.3 The open method of coordination

Guidelines, shared criteria, selected indicators and the implementation of participatory activities followed an *Open Method of Coordination*[7], although in an informal way.

- once **fixed the guidelines** ("Guidelines on methods and tools to enhance participation in sustainable local development projects" worked out during the previous semester) partners **set up specific timetables** for achieving the project goals;
- partners discussed a **set of indicators** and chose qualitative and quantitative ones, considered appropriate for all of them;
- partners tried to **translate guidelines into local policies** by setting specific targets and adopting measures, taking into account regional and local differences;
- partners organised pioneer network meetings and workshop, also finalised to monitor , evaluate and review project activities with the aim to **foster mutual learning processes**.

Introduction of participatory methods and tools gave opportunity to consider that a standard "planning by objectives" can be supported by a process management able to:

- introduce flexibility and continuous improvement
- offer capacity building tools
- take into account local communities' interests
- avoid *blueprint* approach
- use mistakes as lessons learned
- assume transparency as a value.

Some challenges in the use of the suggested participatory method were also discovered:

- bottom up approach could have been better, if based on a deeper stakeholder analysis;
- organisation/institutional capacity assessment was not considered in a not proper way;
- root causes of problems were not always recognised or mentioned.

4. Lessons learned

A brief final comment is included, to be considered as a lessons' learned recognition referred to:

- **participants**:. To enhance opportunity for the adopted strategy to go forward project lifespan it could be suitable to put more attention in mapping stakeholder.
  Each time a participatory event is planned, a simple analysis of interest/contribution of actors we are considering to call up could strength the effectiveness of our meeting, keep alive interests of the ones that already started to cooperate and make curious the ones that never came until now.
- **methods**: exchange of information, practice and experience about methods guiding the participatory process could help our partners in avoiding at least mistakes we are doing, but this can be done if effective communication is considered a management assumption and participation is considered an important resource to improve our *planning by objectives* 'strategy, keeping in mind that *projects* and *process* must go together
- **indicators**: cooperation is an almost automatically accepted principle, but a serious confrontation among partners about QQT indicators (i.e. defined in quality, quantity and time) could help process monitoring and comparison about effectiveness.

[7] as introduced by the Lisbon European Council of March 2000

Transnationality and coherence in Stra.S.S.E.

Franco Marchetta

My role in Stra.S.S.E., and previously as workshop moderator of the Pioneer Network of Friuli Venezia Giulia, compel me to make some observations regarding the keeping of the project's coherence with the objectives of Innoref and the level of transnationality reached by a sub-project that, even as it proposes objectives of a methodological nature, still puts on the table elements that are, if not contradictory altogether, at the very least complex to handle in terms of language.

In fact, while it was obvious to everyone that the sub-project was to develop combining experiences of strategic spatial planning methodologies, economical modelling and GIS applications, both internal and external the partners, it was as much evident the basic difficulty of discerning the necessary level of integration to reach the objectives of the project, given the coexistence in Stra.S.S.E. of a variety of contexts: a part of city, a municipality area, a microregion and a vast area; all complicated by the different kinds of expertise of the members involved: there are planners, economists, biologists, environmentalists, GIS experts and workshop moderators. How to combine all this in a coherent way? How to make it possible to determine ways assimilable to a single methodology in a span of 22 months, where parallel processes can't be made within every context?
The case in question proposes different contexts and different competences not always perfectly adherent to what's required by the challenges of the referring context. Adding to that the matter of different languages and cultures (both in the planning and the manner of approach), the situation presents itself as the ideal case scenario for a general misunderstanding of the concepts that are at the foundation of the project. On the other hand, it is well known how transnational projects are often born: the lead partner predisposes a draft, the partners join up and everybody plays with the presumption of understanding exactly the meaning of terms that are only common in appearance. But in this matter, any term (even technical) can lose meaning and a redefinition might be needed, when transferred to a decontextualized context from a given and recognisable context, in which every word can be verified because its meaning is known. Here then we encounter the first major problem: how to avoid an exercise in imagination to get to an understanding of the absolute meaning of the terms (unequivocal and valid to proceed along the path of the project's assumptions) and at the same time safeguard the relative meaning (necessary to validate the

Useful discussions to redefine terms transferred to a decontextualized context from a given and recognisable regional and disciplinary context

experience in each respective context)? That is, without developing a specific and interdisciplinary research of the intrinsic meaning (and the relative semantic changes from region to region) of terms like, for example, spatial planning, key-diagram, or participatory process. Let's not forget that the key topics of Stra.S.S.E remain the strategic planning and the participatory process.
An operation prefigured as such obviously not only falls outside the time-line of the project, but would also result substantially useless and misleading. It would in fact only become a simple operation of removing the equivocalness of the lexicon, but also of enlarged disciplinary referral (how to practise spatial planning in the Czech Republic? Or in Greece? Or should we only operate in these Countries with town-planning, ignoring everything outside the cities? Or maybe the policy can be simply expressed with a building code, without even an expression of a specific index but just a general orientation? What is the holder subject of a certain level of planning? And last, does the strategic planning exist for all the partners? If yes, how is it understood?). It appears clear that the problem becomes enormous if it is not brought down to a size it can be dealt with: each of the partners would feel authorized to rescind the partnership in order to follow the lines of their own context. The project, as sometimes happens, would lose sight of the transnationality, its specific purpose. It's necessary to simplify and let go of some aspects to concentrate on the shareable ones, so as to guarantee coherence to the project both internally, related to the local partners, and externally, in keeping with the objectives of Innoref.
We were saying that the project puts on the table elements that are difficult to handle in terms of language, however it developed in the shared consideration that the language is something alive, not static. The very same project definition of Stra.S.S.E was picked as a premise by the partners: subjected to a preliminary ipothetical evaluation, based on each language of reference, and then on a rapport of trust like is typical of the beginning of every interaction in regards of a person or a positive fact, it was determined as a starting point, necessary to begin a process that saw the ability of the partners to learn on the way, to learn from the project itself how it was gaining shape, forming relationships, exploring the interactions between the people first, rather than the parts of the projects.
The turning point was had in Olomouc in May 2006, during the second partnership meeting (while the opening one in Tarcento, a few months before, was centred around the presentation of the partners and the people, fundamental for the developing of relations, and to reinforce the premise, the necessary starting point for the process). In Olomouc were laid the foundations to make it possible to learn from the project, identifying the tail to follow and starting to leave traces of it. The work Fabiola De Toffol did, during a workshop structured by the Department of Geoinformatics, allowed the partners to leave out the necessity of removing every equivocalness, skipping each disciplinary expertise, in order to fix clearly the objectives reachable by the application of the same approach. On this matter is important to review the chart on the "Setting up of the participatory process", listed in the third part of Fabiola De Toffol's report, to understand the importance of the work done, that, through a suffered operation of clearing up the personal objectives, gave the sense of transnationality and coherence to the project:

Exploring the interactions between the people first, rather than the parts of the projects, means to create the conditions to get over problems of disciplinary and cultural language

The preliminary workshop is necessary in order to fix clearly the objectives reachable by the application of the same approach

after the workshop in Olomouc were not necessary further adjustments of the path, just confronting what was developing. If there is something to learn and transfer to other, future transnational projects, even devoid of the foresight of inclusive processes, it is exactly what was said before: it is always necessary to start from a structured workshop, able to avoid the difficulties of interdisciplinary dialectic and of the microinterests of each partner, and to point to a credible and measurable objective. One of the results of this particular case is without doubt the awareness that projects like Stra.S.S.E, in its complex ability to integrate strategic planning to many levels and participatory processes, are unavoidable and perfectly in line with the European tendency. In Stra.S.S.E was not hidden that the participatory process was assumed increasingly often as an indicator of coherence in the pursuing of the objective of the project, but its acritical adoption (and a methodology often generalized) risk to inflate its use rendering it ineffectual, with the danger of determining a general distrust of the tool. The coherence and the transnationality were certainly guaranteed by the acceptance of the general methodology, but every partner tried to understand their position inside the project, where the expertise they brought was located and which were the areas of expertise to integrate to better reach the predetermined objective. The participatory process was brought on in the same way, through an identification of the key actors coherent with the objective it was to reach. It was very important to each of the partners to determine their own starting point to be able to understand the state of the art in that moment and then state a reachable objective. Stra.S.S.E is most likely the only sub-project, born inside Innoref, that ever tried to put the themes proposed by the miniprogram into a complex and integrated perspective. This is the reason it's suggested as an archetype in this field, above everything because the partnership understood that it was necessary to give measure to the emphasis suggested by Innoref regarding the construction of a long term vision and the importance of identifying the key actors. In fact, the construction of the long term vision is not the simple construction of objectives, rather it aims to modify short term attitudes and behaviours. It's not a coincidence that all the partners based their actions linking it to a precise institutional subject, able to guarantee the proceeding in operative terms of the identified tail and the connection and implementation of the trails left on the ground. Paradoxically in this joint the lead partner is weak, but this happens in reason with one of the given starting points: a policy for the mountain that is not integrated with the regional policy is weak.

PART TWO

The regional contributions

Multimetric indices models for the definition of optimal sustainable development scenarios

Joan Iliopoulou - Georgudaki

Sustainable development is a quest for all European regions. Sustainability is defined as the capability of addressing present needs without jeopardizing the needs of the future generations. Sustainable development is defined as the way of development which attempts to bridge the gap between economic growth and environmental protection, concerning the protection of natural resources and biodiversity.

In this context sustainable development has to take into account three pillars: social progress, environmental protection and economic development. The importance of sustainability is indicated by the fact that the decade 2005-2014 has been declared by the United Nations Organization as the decade of sustainability-relevant training and education with a focus on Mediterranean countries.
A planning system called Limits of Acceptable Change (LAC) could help towards achieving sustainability. LAC presents a method that recognizes the state of natural resources as the most important question and deals

Amalias.
Pineios Dam

Μοντέλο πολυμετρικών δεικτών για του προσδιορισμό βέλτιστων σεναρίων βιώσιμης ανάπτυξης

Η αειφόρος ανάπτυξη αποτελεί ζητούμενο για όλες τις Ευρωπαϊκές περιφέρειες. Η αειφορία ορίζεται ως η ικανότητα αντιμετώπισης των αναγκών του σήμερα χωρίς να τίθενται σε κίνδυνο οι ανάγκες του αύριο. Προσπαθεί να γεφυρώσει το χάσμα μεταξύ οικονομικής αναπτύξεως και περιβαλλοντικής προστασίας, όσον αφορά στην προστασία των φυσικών πόρων και της βιοποικιλότητος.
Έτσι η αειφορία πρέπει να λάβει υπ'οψιν τρεις πυλώνες: την κοινωνική πρόοδο, την περιβαλλοντική προστασία και την οικονομική ανάπτυξη. Η δεκαετία 2005-2014 έχει ανακηρυχθεί από τον ΟΗΕ ως δεκαετία εκπαίδευσης και κατάρτισης σχετικά με την αειφορία με έμφαση στις Μεσογειακές χώρες.
Ένα σύστημα σχεδιασμού που ονομάζεται Όρια Αποδεκτών Αλλαγών (LAC) θα μπορούσε να βοηθήσει προς την κατεύθυνση της αειφορίας. Το LAC παρουσιάζει μία μεθοδολογία που θέτει τους φυσικούς πόρους σε ύψιστη προτεραιότητα, και πραγματεύεται τα αποτελέσματα της χρήσης τους κι όχι την ίδια τη χρήση. Όταν οι συνθήκες φθάνουν σε ένα ελάχιστα αποδεκτό επίπεδο, τότε

with the repercussions from use and not the use itself. When the conditions approach a minimum acceptable level, then the level of use represents the carrying capacity of the region.
LAC was originally designed to manage recreational use in wilderness, but its utility in the last years, extends far beyond this challenge and may be utilized in a more general way in order to address development issues. Thus, it could provide the generic framework for identifying appropriate management actions in an area.
It could be utilized in the framework of sustainable development in order to address the issue of how an area should be developed and give answers to questions relevant with the ability of a region to sustain development related to a specific sector of economic activity.
The Municipality of Amalias in the Region of Western Greece has been chosen for the pilot application of the LAC methodology with reference to two important sectors: the agricultural sector and the tourist sector.

The Municipality of Amalias

The Municipality of Amalias is located in the Prefecture of Ileia in the Region of Western Greece. Its overall area amounts to 256.988.000 sqm and its population is about 32.000 inhabitants.
It presents the 4th biggest in terms of population municipality in Western Greece.
Amalias comprises several important localities and monuments of ancient and earlier years. More specifically:

- Ancient Ilis, one of the most important centers in Peloponnese in antiquity, reaching its peak during the Roman era, when a large number of buildings and mainly athletic installations was built, since Ilis hosted Olympic athletes for preparation and exercise, one month before the ancient Olympics. It was a city actively involved in the organization of the ancient Olympics and the capital of Ilia.
- Frangavilla Monastery, built in the middle-Byzantine period, is one of the more important churches in Ilia.
- Amalias Folclore Museum is hosted in a 1932 building owned by Marouta brothers (immigrants in the USA during the 19th century), near the railway station. It started its operation in 1993. The philosophy and goal of the Folclore Museum is to promote and safeguard memory, traditions and cultural heritage.
- Library : the building is a donation of Christos Papachristopoulos, also an immigrant from the USA. It has about 16000 different book titles. It functions as a reading and lenting library.

Amalias. Christ Omnipotent, fresco from Frangavilla Monastery

το επίπεδο χρήσης αποτελεί τη φέρουσα ικανότητα της περιοχής.
Θα μπορούσε να χρησιμοποιηθεί στο πλαίσιο της αειφόρου αναπτύξεως προκειμένου να αντιμετωπιστεί το θέμα του πώς θα αναπτυχθεί μία περιοχή και να δοθεί απάντηση σχετική με την ικανότητα μιας περιοχής να υποστηρίξει ανάπτυξη σχετική με ένα συγκεκριμένο κλάδο οικονομικής δραστηριότητας.
Ο δήμος Αμαλιάδος στην Περιφέρεια Δυτικής Ελλάδος επελέγη για την πιλοτική εφαρμογή της μεθοδολογίας LAC σε δύο σημαντικούς τομείς: τον αγροτικό και τον τουριστικό τομέα.

Ο Δήμος Αμαλιάδος
Ο Δήμος Αμαλιάδος ευρίσκεται στο Νομό Ηλείας στην Περιφέρεια Δυτικής Ελλάδος. Η έκτασή της φθάνει στα 256.988 στρέμματα και ο πληθυσμός της στους 32.000 κατοίκους. Αποτελεί τον 4ο μεγαλύτερο δήμο από πλευράς πληθυσμού στη Δυτική Ελλάδα.
Η Αμαλιάδα περιλαμβάνει στα όριά της σημαντικότατες τοποθεσίες και μνημεία αρχαίων ή και νεώτερων χρόνων. Αναλυτικότερα:
- Αρχαία Ήλιδα, ένα από τα σημαντικότερα κέντρα της Πελοποννήσου στην αρχαιότητα, έφθασε σε ακμή τα ρωμαϊκά χρόνια, οπότε και κτίστηκε ένα μεγάλος αριθμός κτηρίων και κυρίως αθλητικών εγκαταστάσεων αφού στην Ήλιδα συνέρεε πάντα το πλήθος των αθλητών για προπόνηση, ένα μήνα πριν από τους Ολυμπιακούς Αγώνες. Ήταν η διοργανώτρια πόλη των Ολυμπιακών Αγώνων και πρωτεύουσα των Ηλείων.
- Μονή Φραγκαβίλλας, κτίσμα μεσοβυζαντινής περιόδου, είναι ένας από τους σημαντικότερους ναούς της Ηλείας. Ανήκει στον τύπο του τετράστυλου σταυροειδούς εγγεγραμμένου ναού με τρούλλο. Μεταγενέστερες προσθήκες και

Amalias. Ancient Ilis Theater

Amalias has several physical resources of quite significance. It should be mentioned that it has 6 important beaches as well as an artificial lake formulated thanks to the river Pinios dam.

The LAC planning system

The LAC planning system components include:

- Specification of acceptable and achievable resource and social conditions, defined by a series of measurable parameters;
- Analysis of the relationship between existing conditions and those judged acceptable;
- Identification of management actions necessary to achieve these conditions;
- A program of monitoring and evaluation of management effectiveness.

A LAC process involves a number of concrete steps:

- Step 1: Define goals and identify their possible conflicts. A goal conflict is a result of the inability to optimize conditions for all management goals simultaneously.
- Step 2: Establish that all goals must be compromised to some extent.
- Step 3: Decide which conflicting goals will ultimately constrain the other goals. This could lead to a goal hierarchy.
- Step 4: Write indicators and standards, as well as monitor the ultimate

μετασκευές έχουν αλλοιώσει τη μορφή του εξωτερικά.

- Λαογραφικό Μουσείο Αμαλιάδας στεγάζεται σε ένα νεοκλασσικό κτίριο του 1932 ιδιοκτησίας αδελφών Μαρούτα (μετανάστες στις ΗΠΑ στα τέλη του 19ου αι.),πλησίον του σιδηροδρομικού σταθμού. Ξεκίνησε να λειτουργεί το 1993 από μια επιτροπή που ορίστηκε από το Δήμο. Φιλοσοφία αλλά και στόχος του Λαογραφικού Μουσείου είναι η προβολή και διαφύλαξη της μνήμης , των παραδόσεων και της πολιτιστικής κληρονομιά τους τόπου μας.
- Βιβλιοθήκη το κτήριο είναι κληροδότημα του Ομογενούς [ΗΠΑ] Χρήστου Παπαχριστόπουλου. Διαθέτει περί τους 16000 τίτλους βιβλίων. Λειτουργεί ως αναγνωστήριο και δανειστική βιβλιοθήκη.

Η Αμαλιάδα διαθέτει σημαντικούς φυσικούς πόρους. Πρέπει να αναφερθούν 6 παραλίες σημαντικού φυσικού κάλλους καθώς επίσης και η τεχνητή λίμνη του φράγματος του ποταμού Πηνειού.

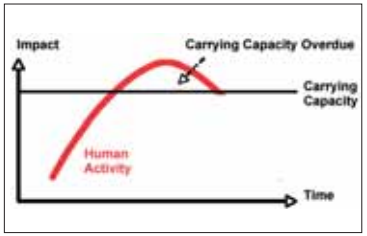
Το σύστημα σχεδιασμού LAC

Το σύστημα σχεδιασμού LAC περιλαμβάνει:

- Καθορισμό αποδεκτών και επιτεύξιμων συνθηκών, ορισμένων μέσω μίας σειράς μετρήσιμων παραμέτρων
- Ανάλυση της σχέσεως μεταξύ υπαρκτών και αποδεκτών συνθηκών
- Προσδιορισμό διαχειριστικών ενεργειών που είναι αναγκαίες για την επίτευξη αυτών των συνθηκών
- Ένα πρόγραμμα εποπτείας και εκτίμησης της διαχειριστικής αποτελεσματικότητος

Μία διαδικασία LAC εμπλέκει τα ακόλουθα βήματα:

- Βήμα 1: Ορισμός στόχων και προσδιορισμός πιθανών συγκρούσεών τους. Μία σύγκρουση στόχων είναι αποτέλεσμα της μη δυνατότητος βελτιστοποίησης συνθηκών για όλους τους διαχειριστικούς στόχους ταυτοχρόνως.
- Βήμα 2: Επιβεβαίωση του γεγονότος ότι όλοι οι στόχοι πρέπει να τύχουν συμβιβασμού έως ενός βαθμού.
- Βήμα 3: Απόφαση ποιοι στόχοι θα υπερισχύσουν τελικά των άλλων και επακόλουθη δημιουργία μιας ιεραρχίας.



Participatory Process. Presentation of the sub-project to the Prefectural Council of Ileia

constraining goals. Indicators must be measurable and standards must be attainable.
– Step 5: Allow the ultimately constraining goals to be compromised until the standard is reached. Standards define the maximum amount of compromise that can be tolerated.
– Step 6: Compromise the other goals so that standards are never violated.

Indicators regarding Agricultural Development

With reference to agricultural development the utilization of the European Environment Agency DPSIR framework (Driving Forces, Pressures, State, Impact, Responses) is proposed, following the integration of environmental concerns into the EU Common Agricultural Policy.
More specifically the different framework elements are the following:
– Driving Forces: the activities or contexts that are responsible of pressure on the environment;
– Pressures: they refer to the abovementioned forces and are able to change the state - in qualitative and/or quantitative terms - of environmental resources;
– State: they refer to the state of environmental resources;

- Βήμα 4: Εύρεση δεικτών και προτύπων, και εποπτεία των στόχων. Οι δείκτες πρέπει να είναι μετρήσιμοι και τα πρότυπα επιτεύξιμα.
- Βήμα 5: Οι στόχοι πρέπει να τύχουν συμβιβασμών έως να επιτευχθούν τα πρότυπα. Τα πρότυπα ορίζουν το μέγιστο ποσό συμβιβασμού που μπορεί να γίνει αποδεκτός.
- Βήμα 6: Συμβιβασμός των άλλων στόχων ώστε να μην υπάρξη παραβίαση προτύπων.

Προτεινόμενοι δείκτες σχετικά με την αγροτική ανάπτυξη

Όσον αφορά στην αγροτική ανάπτυξη προτείνεται η χρήση του πλαισίου DPSIR του Ευρωπαϊκού Περιβαλλοντικού Οργανισμού DPSIR (D - Ωθούσες Δυνάμεις, P – Πιέσεις, S – Κατάσταση, I - Επίπτωση, R - Αποκρίσεις), σχετικά με την ολοκλήρωση περιβαλλοντικών παραμέτρων στην Ευρωπαϊκή Κοινή Αγροτική Πολιτική.
Πιο συγκεκριμένα τα επί μέρους στοιχεία του πλαισίου είναι τα ακόλουθα:
- Ωθούσες Δυνάμεις: οι δραστηριότητες ή αντικείμενα που είναι υπεύθυνες για πιέσεις στο περιβάλλον.
- Πιέσεις: αναφέρονται στις ανωτέρω δυνάμεις και είναι δυνατό να οδηγήσουν σε αλλαγή κατάστασης – ποιοτικά ή / και ποσοτικά – των περιβαλλοντικών πόρων.
- Κατάσταση: κατάσταση περιβαλλοντικών πόρων.
- Επίπτωση: δημιουργούνται και οφείλονται σε αλλαγές στην κατάσταση.
- Αποκρίσεις: δημόσιοι και ιδιωτικοί φορείς τις εφαρμόζουν για να εμποδίσουν ζημιές και / ή αποκαταστήσουν κατάλληλες περιβαλλοντικές συνθήκες.
Οι προτεινόμενοι δείκτες σχετικά με την αγροτική ανάπτυξη είναι οι ακόλουθοι:
- Περιοχή υπό Φυσική Προστασία: Περιοχή και ποσοστό αγροτικής γης υποκείμενης σε τέτοιους περιορισμούς.
- Περιοχή σε καθεστώς Βιολογικών Καλλιεργειών.
- Ποσότητες χρησιμοποιούμενων αζωτούχων (N) και φωσφορικών (P) λιπασμάτων: λίπασμα χρησιμοποιούμενο ανά καλλιέργεια και περιοχή.
- Κατανάλωση εντομοκτόνων: χρήση εντομοκτόνων και είδη τους
- Πυκνότητα χρήσης υδάτων: χρήση υδάτων ανά €1000 έσοδα αρδευόμενων καλλιεργειών.
- Χρήση ενέργειας: ετήσια χρήση ενέργειας ανά τύπο καυσίμου.
- Χρήση γης: τοπολογική αλλαγή: βάση αναπτύξεων κατηγοριοποιημένη ανά τύπο και τοποθεσία.
- Χρήση γης: τύποι καλλιεργειών / κτηνοτροφίας: μερίδιο κάθε διαφορετικού τύπου.
- Τάσεις: Ειδίκευση / ποικιλότητα: σημασία διαφορετικών κατηγοριών στην κοινοτική τυπολογία. Αναλογία αγροτών με άλλες επικερδείς δραστηριότητες. Αναλογία αγροτών με

– Impact: are thus originated and due to changes in state;
– Responses: public and private actors apply them to prevent damages and/or restore adequate environmental conditions;

The proposed indicators regarding agricultural development are the following:

– Area Under Nature Protection: Area and percentage of farmland subject to such restrictions;
– Area Under Organic Farming;
– Quantities of nitrogen (N) and phosphate (P) fertilizers used: fertilizer used by crop and by region;
– Consumption of pesticides: index of pesticide use, pesticide use;
– Water use intensity: use of water per €1000 output of irrigated crops;
– Energy use: annual use of energy by fuel type;
– Land use: topological change : inventory of developments classified by type and location;
– Land use: cropping / livestock patters: the share of each holding in each category of the typology;
– Trends: Specialization / diversification: importance of different categories in the community typology. Proportion of farmers with other gainful activities. Ratio of farmers agricultural / non-agricultural incomes.
– Resource depletion: Land cover change: changes in Land Cover classified by type and size;
– Genetic diversity of species: total number and shares in production of main crop varieties / livestock breeds and number of national crop / livestock breeds that are endangered;
– Area of high natural value, grasslands, wetlands;
– Landscape state: Number and diversity of memorable elements visible;
– Impact on landscape diversity: indices of overall and of agricultural diversity and of their evolution through time.

The proposed indicators should then be mapped on the DPSIR framework. For instance indicator “Area Under Nature Protection” is classified into Responses and more specifically Public Policy.

Indicators regarding Tourist Development

In a similar context, indicators relevant to tourism include the following:

– Stress: Number of visitors / tourists (per annum / season);
– Social Stress: Ratio of visitor / tourist numbers to local population (per annum / season);
– Area Stress: Ratio of visitor / tourist numbers to area in Ha;
– Attractiveness: List of natural resources, Rate of attractiveness of natural and cultural resources;

αγροτικά / μη-αγροτικά εισοδήματα.
- Εξάντληση πόρων: αλλαγή χρήσης γής: κατηγοριοποίηση ανά τύπο και μέγεθος.
- Γενετική ποικιλότητα ειδών: ολικός αριθμός και μερίδια στην παραγωγή κύριων καλλιεργειών / κτηνοτροφικών ειδών και αριθμού επαπειλούμενων εθνικών καλλιεργειών / κτηνοτροφικών ειδών.
- Περιοχή υψηλής φυσικής αξίας, βοσκότοποι, υδρότοποι.
- Κατάσταση τοπίων: Αριθμός και ποικιλία αξιομνημόνευτων στοιχείων.
- Επίπτωση στην ποικιλία τοπίων: δείκτες ολικής και αγροτικής ποικιλότητας και εξέλιξή τους στο χρόνο.

Οι προτεινόμενοι δείκτες πρέπει να αντιστοιχηθούν στο πλαίσιο DPSIR. Για παράδειγμα ο δείκτης “Περιοχή υπό Φυσική Προστασία” κατηγοριοποιείται ως Απόκριση και πιο συγκεκριμένα ως Δημόσια Πολιτική.

Δείκτες σχετικοί με την τουριστική ανάπτυξη

Παρομοίως, δείκτες σχετικοί με την τουριστική ανάπτυξη περιλαμβάνουν τα ακόλουθα:
- Τάση: Αριθμός επισκεπτών / τουριστών (ανά έτος / εποχή).
- Κοινωνική Επιβάρυνση: Αναλογία αριθμού επισκεπτών / τουριστών ανά τοπικό πληθυσμό (ανά έτος / εποχή).
- Επιβάρυνση Περιοχής: Αναλογία αριθμού επισκεπτών / τουριστών ανά περιοχή σε στρέμματα.

Amalias.
Kourouta Beach

Amalias. Kourouta Beach

- Planning process: Existence of local / regional plan for development;
- Tourism planning process: Existence of local / regional plan for tourism development;
- Area protection: Category of protection , percentage of protected area compared to the whole territory of the destination;
- Local involvement: Ratio of the number of locally owned tourist businesses to the total number of tourist businesses;
- Local control: Existence of formal measures (public hearing, community meeting, local referendum) to ensure local control over development planning and implementation;
- Employment: Number of jobs created in tourism (full-time equivalent), ratio of local employee number to the number of guest workers;
- Tourism contribution to the local economy : Proportion of total tax income generated by tourism only;
- Economic diversity: Share of different economic activities in the total tax income;
- Energy consumption: Ratio of RES to non RES;
- Waste Management: Percentage of households with proper sewage system, percentage of waste receiving treatment;
- Education and Training: percentage of local people involved in tourism with professional training and education, distribution of tourism employees by education, percentage of tourism employees participating in on-the-job training in a given time period;
- Local satisfaction: overall perception of tourism impact in local economy;

- Ελκυστικότητα: Κατάλογος φυσικών πόρων, ταξινόμηση της ελκυστικότητος φυσικών και πολιτιστικών πόρων.
- Διασικασία σχεδιασμού: Ύπαρξη τοπικού / περιφερειακού σχεδίου ανάπτυξης.
- Διαδικασία τουριστικού σχεδιασμού: Ύπαρξη τοπικού / περιφερειακού σχεδίου τουριστικής ανάπτυξης.
- Προστασία Γης: Κατηγορία προστασίας, ποσοστό προστατευομένων εκτάσεων ως προς την όλη επιφάνεια.
- Τοπική εμπλοκή: Αναλογία αριθμού τοπικά ελεγχόμενων τουριστικών επιχειρήσεων προς τον ολικό αριθμό τους.
- Τοπικός έλεγχος: Ύπαρξη τυπικών μέτρων (δημόσιες ακροάσεις, κοινοτικές συναντήσεις, τοπικά δημοψηφίσματα) για επιβέβαιωση του τοπικού ελέγχου επί των σχεδίων ανάπτυξης και υλοποίησης.
- Απασχόληση: Αριθμός θέσεων εργασίας που δημιουργεί ο τουρισμός (ισοδύναμο πλήρους απασχόλησης), αναλογία ντόπιων απασχολουμένων και ξένων εργαζομένων.
- Συνεισφορά του τουρισμού στην τοπική οικονομία : Αναλογία συνολικού φορολογητέου εισοδήματος που δημιουργείται από τον τουρισμό.
- Οικονομική ποικιλότητα: Μερίδιο διαφορετικών οικονομικών δραστηριοτήτων στο ολικό φορολογητέο εισόδημα.
- Ενεργειακή Κατανάλωση: Αναλογία ΑΠΕ προς μη ΑΠΕ.
- Διαχείριση Αποβλήτων: Ποσοστό νοικοκυριών με κατάλληλο σύστημα αποχέτευσης, ποσοστό αποβλήτων που υφίστανται επεξεργασία.
- Εκπαίδευση και Κατάρτιση: ποσοστό τοπικού πληθυσμού εμπλεκόμενου στον τουρισμό με επαγγελματική κατάρτιση και εκπαίδευση, κατανομή απασχολουμένων στον τουριστικό τομέα ανά κατηγορία εκπαίδευσης, ποσοστό απασχολουμένων στον τουρισμό και συμμετέχουν σε δράσεις κατάρτισης.
- Τοπική ικανοποίηση: ολική αντίληψη των τουριστικών επιπτώσεων στην τοπική οικονομία.
- Τουριστική ικανοποίηση: ολική ικανοποίηση των τουριστών όσον αφορά στην ποιότητα και την αναλογία. τιμή / αξία του συνολικού τουριστικού προϊόντος, ποσοστό / αλλαγή περιοδικών επισκέψεων σε σύγκριση με επισκέψεις μίας φοράς.

Τα πρότυπα LAC

Έχοντας προσδιορίσεις ειδικούς δείκτες για συγκεκριμένους τύπους οικονομικής δραστηριότητος, όπως αγροτικής ή τουριστικής ανάπτυξης, που δίδουν την τρέχουσα κατάσταση και τάσεις σε μία περιοχή, απαιτείται η εφαρμογή ειδικών προτύπων LAC. Τα πρότυπα LAC είναι δηλώσεις των ελάχιστα αποδεκτών συνθηκών. Δοθέντων των αντικρουόμενων στόχων που πρέπει να ικανοποιούνται ταυτοχρόνως, τα πρότυπα LAC ορίζουν τον αναγκαίο συμβιβασμό. Όσον αφορά στην άγρια φύση, τα πρότυπα LAC

– Tourist satisfaction: overall satisfaction of tourists concerning the quality and the value/price ratio of the complex tourist product, percentage / change of repeat visits compared to first-time visits.

The LAC Standards

Having identified specific indicators for specific sectors of economic development, which give the current state and trends in a region / area, the application of specific LAC standards is needed.

LAC Standards are statements of minimally acceptable conditions. Given the conflicting goals that need to be resolved, LAC standards define the compromise that we desire. In wilderness, LAC standards are written for setting attributes that reflect degree of naturalness that influence experience quality.

It should be noted that standards are absolute limits – not just warnings. In this context their violations should not be tolerated.

LAC standards should be set taking into account local, regional, national and European policies and laws, or if such policies do not exist in a specific sector, they should be a major output of a participatory process in the selected area / region.

Pilot application of the LAC methodology considering the tourist sector in Amalias

The pilot application of the LAC methodology for the tourist sector in Amalias is relevant to the assessment of the tourist development parameters as depicted in indicators.

In order to come to more accurate results two poles of tourism development have been identified in the Municipality of Amalias. The first is the municipality coastal zone comprising 6 beaches, namely Kourouta, Palouki, Marathia, Hagia Marina, Savalia and Roviata. The second is an alternative zone defined by the artificial lake of the Pinios river dam and the archaeological site of ancient Ilis.

Participatory Process. Amalias, Ileia. Presentation at Municipal Level

Based on the data that it was possible to find at a municipal, prefectural and regional level related to the region, a table assessing the tourist relevant parameters was constructed.

The matrix is constructed identifying for each indicator assessed, its normalized values in a scale of (0-10) of the size of impact of the specific indicator as well as of its size of significance, for the Municipality of Amalias coastal and alternative zones. Certain indicators have different values for different seasons of the year (summer / winter season).

Based on the pilot application of the LAC methodology in Amalias, the following results are applicable regarding the tourism development of the area:

θέτουν παραμέτρους που αντικατοπτρίζουν το βαθμό φυσικότητας που υφίσταται αλλαγή ποιότητος.

Η πιλοτική εφαρμογή της μεθοδολογίας LAC για τον τουριστικό κλάδο στην Αμαλιάδα αφορά

Η πιλοτική εφαρμογή της μεθοδολογίας LAC για τον τουριστικό κλάδο στην Αμαλιάδα αφορά στην εκτίμηση παραμέτρων τουριστικής ανάπτυξης που προσδιορίζονται με δείκτες.

Προκειμένου να υπάρξουν πιο ακριβή αποτελέσματα έχουν προσδιοριστεί δύο πόλοι τουριστικής ανάπτυξης στο Δήμο Αμαλιάδος. Ο πρώτος είναι η παράλια ζώνη που περιλαμβάνει 6 παραλίες, πιο συγκεκριμένα την Κουρούτα, το Παλούκι, τον Μαραθιά, την Αγία Μαρίνα, τα Σαβάλια και τη Ροβιάτα. Ο δεύτερος αποτελεί την εναλλακτική ζώνη που ορίζεται από την τεχνητή λίμνη του φράγματος του ποταμού Πηνειού και τον αρχαιολογικό χώρο της αρχαίας Ήλιδος.

Βάσει των διαθέσιμων σε δημοτικό, νομαρχιακό και περιφερειακό επίπεδο στοιχείων σχετικά με την περιοχή, δημιουργήθηκε πίνακας εκτίμησης των παραμέτρων που σχετίζονται με την τουριστική ανάπτυξη.

Ο πίνακας δημιουργήθηκε προσδιορίζοντας για κάθε υπό εκτίμηση δείκτη, τις κανονικοποιημένες τιμές τους σε κλίμακα (0-10) του μεγέθους επίπτωσης του συγκεκριμένου δείκτη καθώς επίσης του μεγέθους σπουδαιότητος, για την παράλια και εναλλακτική ζώνη του Δήμου Αμαλιάδος. Συγκεκριμένοι δείκτες έχουν διαφορετικές τιμές για διαφορετικές εποχές του έτους (θερινή / χειμερινή περίοδος).

Βάσει της πιλοτικής εφαρμογής της μεθοδολογίας LAC στην Αμαλιάδα, τα ακόλουθα αποτελέσματα εφαρμόζονται σχετικά με την τουριστική ανάπτυξη της περιοχής:

- Με την υπάρχουσα ήδη υποδομή η περιοχή μπορεί να συντηρήσει μεγαλύτερο αριθμό τουριστών από την παρούσα τιμή 830 ατόμων/km ακτής. Από τα τρέχοντα στοιχεία φαίνεται ότι ο αριθμός 830 μπορεί εύκολα να αυξηθεί σε 1000 χωρίς σημαντικές πιέσεις στην περιοχή

– With the already existing infrastructures the region may maintain a larger number of tourists than the present value of 830/km of coast. From the current data it appears that 830 can easily increase to 1.000 without any significant pressure in the region
– For a further increase of the carrying capacity (e.g. 2000 individuals/km of coast) a number of factors should be taken into consideration:
– Improvement of the road network, creation of more infrastructures (hotels, camping), expansion of wastewater treatment;
– Development of alternative tourism (Pineios dam lake)
– Attention should be placed to:
  • Increase of pollution;
  • Pressure on agriculture or forest areas and critical reduction of the latter.
– It is obvious that an integrated plan of sustainable (tourist) development in the area concerning all the above factors is required.

Pilot application of the LAC methodology considering the agricultural sector in Amalias

The pilot application of the LAC methodology in the agricultural sector in the Municipality of Amalias, requires the identification of a number of indicators. A first classification of the required indicators is relevant to their nature. In this context there are indicators in the following categories: development indicators, water pollution and water resources, waste, loss of biodiversity, resource depletion – marine environment, air pollution – climate change – ozone layer depletion, economical factors. A second classification is the indicator mapping to the DPSIR model presented above.

- Η περαιτέρω αύξηση της φέρουσας ικανότητος (π.χ. 2000 άτομα / km ακτής) απαιτεί ένα αριθμό παραγόντων που πρέπει να ληφθούν υπ' όψιν:
> Βελτίωση του οδικού δικτύου, δημιουργία περισσοτέρων υποδομών (ξενοδοχεία, camping), επέκταση της επεξεργασίας αποβλήτων
> Ανάπτυξη του εναλλακτικού τουρισμού (λίμνη φράγματος Πηνειού)
> Προσοχή πρέπει να δοθεί στην:
• Αύξηση της ρύπανσης,
• Πίεση στη γεωργία ή τις δασικές περιοχές και κρίσιμη μείωση των τελευταίων
- Είναι προφανές ότι ένα ολοκληρωμένο σχέδιο αειφόρου (τουριστικής) ανάπτυξης στην περιοχή σχετικά με όλους τους τουριστικούς δείκτες είναι αναγκαίο.

Η πιλοτική εφαρμογή της μεθοδολογίας LAC στον αγροτικό τομέα στο Δήμο Αμαλιάδος

Η πιλοτική εφαρμογή της μεθοδολογίας LAC στον αγροτικό τομέα στο Δήμο Αμαλιάδος, απαιτεί τον προσδιορισμό ενός αριθμού δεικτών. Μία πρώτη κατηγοριοποίηση των δεικτών είναι σχετική με τη φύση τους. Έτσι υπάρχουν δείκτες στις ακόλουθες κατηγορίες: δείκτες ανάπτυξης, ρύπανσης υδάτων και υδάτινων πόρων, αποβλήτων, απώλειας βιοποικιλότητος, εξάντλησης πόρων – θαλλασίου περιβάλλοντος, ατμοσφαιρικής ρύπανσης – κλιματικής αλλαγής – εξάντλησης στρώματος όζοντος, οικονομικοί δείκτες. Μία δεύτερη κατηγοριοποίηση είναι η αντιστοίχισή τους με το μοντέλο DPSIR που έχει παρουσιαστεί πιο πάνω.
Παρόμοια με την περίπτωση της τουριστικής ανάπτυξης, δημιουργήθηκε ένας πίνακας για την αγροτική ανάπτυξη με όλους τους δείκτες για τους οποίους υπήρχαν διαθέσιμα στοιχεία σχετικά με το Δήμο Αμαλιάδος.
Η εκτίμηση των διαθέσιμων δεδομένων οδήγησε

Amalias.
Ancient Ilis

On right.
Amalias. Ilis
Museum

Similarly to the case of the tourist development sector, a matrix was then created for agricultural development with all indicators that it has been possible to get data for the area of the Municipality of Amalias.
The assessment of the available data led to the following conclusions:

- Agricultural actions predominate in the area, which depresses the rest land uses (forests, wetlands).
- The urban areas have been increased considerably in the last 30 years in relation with the increase of population of the region.
- The mechanisation of agriculture, and the existence of increased number of agricultural equipment cause pressure in the territorial resources.
- The use of fertilizers and pesticides causes pollution not only to the ground but also to the underground waters.
- The high concentration of nitrates in underground (potable) waters constitutes a significant problem in the region and is the definitive factor for the reduction of intensive agriculture.
- According to the region data the region is highly polluted and cannot maintain further increase of rural activity.
- In addition, the destruction of forest areas (3.7%in 2001 from 10% in 1971), and the increase of urbanisation (13% in 2001 from 5.7% in 1971) confirm the former suggestion.
- The agriculture activity is considered to extend to the limits of acceptable change.
- Agriculture carrying capacity is not possible to be defined reliably, due to the absence of series of data concerning a set of critical indicators.
- Change in agriculture practice oriented to the restriction of pollution is required (e.g. biological agriculture).
- Finally, it is quite necessary to have an integral collection of data relevant to the required parameters – indicators to be collected in order to establish an integrated action plan for the sustainable development of the region.

στα ακόλουθα συμπεράσματα:
Οι αγροτικές δράσεις κυριαρχούν στην περιοχή, με αποτέλεσμα την πίεση άλλων χρήσεων γης (δάση, υδρότοποι). Οι αστικές περιοχές έχουν αυξηθεί σημαντικά κατά τα τελευταία 30 έτη αντίστοιχα με την αύξηση του πληθυσμού της περιοχής.
Η εκμηχάνιση της γεωργίας, και η ύπαρξη αυξημένου αριθμού αγροτικού εξοπλισμού προκαλεί πίεση σε εδαφικούς πόρους.
Η χρήση λιπασμάτων και φυτοφαρμάκων προκαλεί ρύπανση όχι μόνον στο έδαφος αλλά και στα υπόγεια ύδατα.
Η υψηλή συγκέντρωση αζωτούχων ενώσεων στα υπόγεια (πόσιμα) νερά αποτελεί σημαντικό πρόβλημα για την περιοχή και αποτλεί καθοριστικό παράγοντα για την μείωση της εντατικής γεωργίας.
Σύμφωνα με τα στοιχεία της περιοχής υπάρχει υψηλή ρύπανση και δεν είναι δυνατή η περαιτέρω διατήρηση της αύξησης της αγροτικής δραστηριότητος.
Επιπρόσθετα, η καταστροφή των δασικών εκτάσεων (3.7% το 2001 από 10% το 1971), και η αύξηση της αστικοποίησης (13% το 2001 από 5.7% το 1971) επιβεβαιώνουν την προηγούμενη πρόταση.
Η αγροτική δραστηριότητα θεωρείται ότι έχει φθάσει στα όρια αποδεκτής αλλαγής.
Η αγροτική φέρουσα ικανότητα δεν είναι δυνατό να οριστεί επακριβώς, λόγω της έλλειψης σειρών δεδομένων σχετικών με ένα σύνολο κρίσιμων δεικτών.
Απαιτείται αλλαγή στην αγροτική πρακτική προσανατολισμένη στον περιορισμό της ρύπανσης (π.χ. βιολογική γεωργία).
Τελικά, είναι εξαιρετικά αναγκαία η ύπαρξη μιας ολοκληρωμένης συλλογής δεδομένων σχετικών με τις αναγκαίες παραμέτρους– ενδείκτες προκειμένου να δημιουργηθεί ένα ολοκληρωμένο σχέδιο δράσης για την αειφόρο ανάπτυξη της περιοχής.

Hranicko Microregion Approach: GIS as a basic tool for managing local development

Vít Voženílek

Geographic information is of immense value as it describes our lifestyle, our inspirations, our communications and our movement. More than 75 % of all information in local government is geographically reference. A geographic information system (GIS) is a computer-based tool for mapping and analyzing spatial phenomena (objects and processes on the Earth). Geographic information systems are an area of information technology application with a significantly different history from the other information systems.

GIS facilitate the display and storage of geographically or spatially related data and allow the integration of this data with non-spatial (attribute) data. GIS technology integrates common database operations such as query

Geographic information represents places

Přístup Mikroregionu Hranicko: GIS jako základní nástroj pro správu lokálního rozvoje

Geografická informace má nesmírný vý znam pro popis našeho životního stylu, (našich) nápadů, (naší) komunikace či (našeho) pohybu. Více než 75 % všech informací lokální správy je vyjádřeno geograficky. Geografický informační systém (GIS) je počítačově založený nástroj pro mapování a analýzu prostorových jevů (objektů a procesů na Zemi). Geografické informační systémy jsou aplikační oblastí informačních technologií, výrazně se odlišující od historie ostatních informačních systémů. GIS usnadňují zobrazení a uložení geograficky či prostorově založených dat a umožňují propojení těchto dat s neprostorovými daty (atributy). GIS technologie propojuje běžné databázové operace např. dotazy a statistické analýzy s jedinečnou vizualizací a geografickými analýzami, které mapy s výhodou nabízí. Tyto schopnosti odlišují GIS od ostatních informačních systémů a zhodnocují jej pro široké využití ve veřejných i soukromých činnostech (akcích) pro vyjádření událostí (akcí), předpověď výsledků a strategické plánování. V současnosti je akronym GIS používán také jako zkratka pro Geografické informační vědy odkazujících na soubor výzkumných postupů pro zpracování geografických informací. GIS tyto techniky využívá.
Projekt využil pro vyřešení všech svých cílů množství přístupů. Český partner byl pověřen zodpovědností za řízení (kontrolu) implementace GIS (modelování, simulace a tvorbu map) do projektu „Zodpovědnost“ chápeme jako roli koordinátora pro všechny partnery nebo jejich zástupce pro GIS a jako pomoc, pokud některé fáze implementace GIS jsou buď příliš komplikované nebo vyžadují zvláštní zpracování. Český partner se rozhodl použít technologii GIS v celé šíři jeho využití jako hlavního nástroje pro řízení lokálního vývoje v Mikroregionu Hranicko.

and statistical analysis with the unique visualization and geographic analysis benefits offered by maps. These abilities distinguish GIS from other information systems and make it valuable to a wide range of public and private enterprises for explaining events, predicting outcomes, and planning strategies. Recently, the acronym GIS has also been used as an abbreviation for Geographical Information Science, referring to a body of research on techniques for processing geographic information. A GIS employs these techniques.

The STRA.S.S.E. project used a number of approaches for solving all project aims. The Czech partner was assigned to be responsible for supervising GIS implementation (modelling, simulation, data interpretation and map production) into the STRA.S.S.E. project. We understand the "responsibility" as coordinating role for all partners or their GIS representatives and assistance when some phases of GIS implementation are either too complicated or require unique processing. The Czech partner decided to use GIS technology as a main tool for managing local development at Hranicko Microregion in the widest range of its capabilities.

The regional application of Stra.S.S.E. Project is focused on the implementation of brand new methods using the geographical information systems in the sphere of strategic planning.

The main goals of the projects are as follows:

- Detailed mapping of the region and obtaining of the data about the domain from the up to date ground plans, actual maps (must be bought from the scientific organizations etc.);
- Collecting of the data of the actual ground plans in the digital form, conversion of these data to the vector form in order to use in GIS, georeferating, design of the seamless vector plan of the micro-region Hranicko;
- Organize the set of indicators for the sustainable growth for the better evaluation of the region development;
- Spatial analysis, which can uncover the collisions in the landscape assimilation and landscape planning with its potential;
- Spatial analysis, which can show the disproportion in the placement of the actual and planned anthropogenic activities in the both landscape and urbanized domain.

The aims of the projects are:

- Enlarge and equalize the spatial information about the domain in order to simplify the decision processes at the local level;
- Establish and compile the thematic data layers using the GIS technologies and their implementation to the GIS system of the micro-region Hranicko;

Využití GIS v prostorovém plánování

Implementace GIS do lokální správy je založena na pozvednutí informovanosti správy, posílení hodnoty informací, jednotných a nepřetržitých službách, dostupnosti internetu, efektivitě úspor, atd. Český partner využil GIS k vyjádření a analýze prostorových dat Mikroregionu Hranicko, stejně jako k rozvoji a rozmístění desktopových mapových aplikací pro sektor lokální správy.

Rychlý rozvoj technologií GIS v posledních letech zásadně rozšířil využití GIS a možnosti aplikací těchto nástrojů pro správu prostorových dat. Elegantní schopností moderních nástrojů GIS je možnost okamžitě a bezprostředně spojovat různé typy informací a zdrojů pro konkrétní, skutečné okolnosti v kombinaci s mocnými nástroji pro analýzu a vizualizaci proveditelnosti toho, co může být vytvořeno v představách. Avšak stále mnoho současných aplikací GIS nevyužívá plně schopnosti technologií GIS k uspokojení informačních potřeb nejvyšších úrovní řízení. V budoucnosti budou u GIS pravděpodobně rozvíjeny další schopnosti, které budou stavět na velkém objemu pracovních prostorových dat nacházejících se v četných velkých organizacích a správách.

Použitím softwaru ESRI uplatnil projekt schopnosti mapování, které jsou zcela

Map overview to Hranicko Microregion completed within GIS

- Single implementation GIS and innovation of the IT literacy at the local level using the work with the digital form of the ground plan;
- Formation of the seamless vector ground plan of the micro-region Hranicko for the simplification of the decision processes;
- Reform of the landscape economy, its more efficient use and optimization of the placement of the activities for the improvement of the living standards, regeneration and reduce of costs of some activities and the increasing level of awareness.

There is the strategic spatial planning method used in this project. The method connects urban planning with strategic planning in GIS. Using this new method facilitate economic growth, social progress and improving environmental quality in project area.

Hranicko Microregion towards sustainable development

The Hranicko Microregion is situated in the central part of Moravia with good traffic accessibility, with long agricultural and industry tradition. There are favourable environmental conditions in the microregion, many interesting geology and biology sites are present. There are healthy woods, interesting landscape features, various protected areas etc. Agricultural landscape is suitable for tourism and agrotourism.

The Hranicko Microregion consists of 24 municipalities which belong to administration district Hranice. Total area is 269.52 km^2, the largest is Hranice municipality (49.79 km^2), four municipalities are larger than 10 km^2 and 7 municipalities are smaller than 5 km^2.

Population of Hranicko Microregion is 32,078 inhabitants. More than 61 % lives in Hranice city. Only three other municipalities has population higher than 1,000 inhabitants and there are 15 municipalities with population lower than 500 inhabitants (the smallest municipality Dolní T__ice has 36 inhabitants). Population density is 119.22 persons per sq. km.

The unemployment rate is 9.1 % at the average (February 2007), it fluctuates in from 4.3 to 25 %. The present economic situation in the Hranicko Microregion is very impacted by dominant position of Hranice city. A lot of inhabitants live here, many institutions have their headquarters there, industry, trade, cultural and sociable occasions are held in this town.

Development scenarios in the Hranicko Microregion respects:

- available conditions, options and occasions
- human sources
- aims of society

The first important step in advance is the priority definement. All conditions of the area focus to a better reuse of the renewable energy,

obsaženy v počítačových aplikacích pro jakýkoli sektor obchodu, který se zabývá prostorovými daty, včetně aplikací dostupných cestou rychle se zvyšujícího přístupu na internet. Kromě toho Český partner díky tvůrčímu překrývání a georeferencování všech forem digitálních dat (zahrnujících texty, grafy, tabulky, stavitelské a strojírenské plány/nákresy, letecké snímky, videa, environmentální data a samozřejmě jakékoli mapové znaky) aplikoval silné analytické, řídící a spojovací nástroje možností GIS.

Geografické informační systémy jsou subjekty s velmi silnými analytickými možnostmi. Pomocí integrace těchto nástrojů a zahrnutím mapovacích funkcí do prostorového plánování a rozhodovacích procesů zvýšil projekt povědomí o tom, co se ve skutečnosti odehrává v Mikroregionu Hranicko a upřesnil představy obcí o tom, čeho lze dosáhnout. Český partner využil možností GIS pro implementaci celého rozsahu služeb do prostorového plánování. Nástroje (možnosti) GIS se zahrnují:

- vstup, vyjádření (správu) a manipulací s daty
- geokódování dat
- hodnocení a kontrolou dat
- konverzí a standardizací dat
- včlenění prostorových dat do existujících databázových struktur
- úpravu mapové produkce

Map overview to Hranicko Microregion completed within GIS

rapid development of the tourism and swift revitalisation of the historical centre of the municipalities. There are activities for encouragement improvement of the economic situation in the microregion.

It is necessary to make a lot of small steps simultaneously with implementation of these aims. There is close collaboration among municipalities which is based on common spatial strategic planning, because some of the activities are still unrestrained and spontaneous.

There are not many municipalities with their own infrastructure, services for quality life (good road, potable water), services for visitors (accommodation, good restaurant, rental and garage) etc. Lately, municipalities, peoples and stakeholders are more informed about conditions and opportunities for a private enterprise, business, trade and others. There are many sources of information offered via websites, advertising companies and promotional materials, but the spatial information (i.e. urban plans, cadastral maps for public body, inhabitants and stakeholders) are still missing. That special information is used for responsible decisions about the future of the microregion, about life in this area and about children lives.

The use of renewable energy sources is in the low level. There are a few interested persons and municipalities who want use some new technologies.

There are many spheres, many areas which need sensible approach for the start and successful changes in order to achieve sustainable environment and economic prosperity.

GIS capabilities for spatial planning

Implementing of GIS into local government is based on brings joined up government, joined up information, integrated and seamless services, web accessibility, efficiency savings, etc. The Czech partner used GIS to reference and analyze spatial data related to Hranicko Microregion, as well as to develop and deploy desktop map applications for local government sector.

Geographer. The crucial specialist responsible for supervising GIS implementation

Rapid advances in GIS technology in recent years have greatly expanded the utility of GIS and the scope of application of these spatial data management tools. The elegance of modern GIS tools is their capability to instantly relate varied information types and sources to concrete, real-world circumstances in combination with powerful tools for analyzing and visualizing the feasibility of what can be imagined. However still many current GIS applications do not exploit the full ability of GIS techniques to facilitate the information needs of top-level management. Future GIS are likely to develop additional capabilities in this direction to build on the

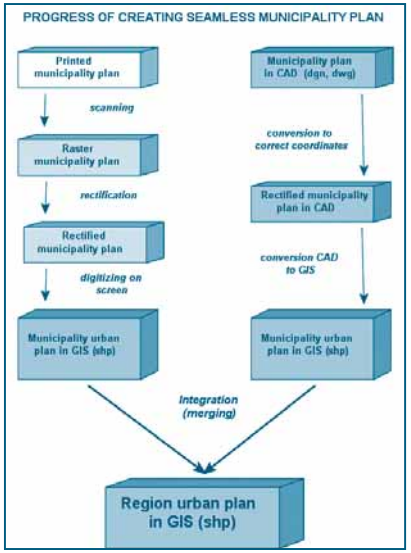
– vývoje databázové architektury a struktury
– úplné využití vývoje v rámci GIS a funkčnosti mapování
– úplné prostorové analytické služby
– internetové mapování a databázovým přístupem
– plno barevným, velkoformátovým tištěným výstupem
– generováním různých formátů digitálních médií

GIS jsou výhodně a náležitě využity v rámci projektu pro implementaci, neboť jsou ideálně slučitelné se všemi komponentami GIS (hardwaru, softwaru, dat, systémové struktury). Avšak častou otázkou je, jak zabudovat interoperabilitu do všech procesů, analýz, modelování a simulací v GIS. Přístup českého GIS byl založen na univerzitní hardwarové platformě (servery a pracovní stanice, vstupní periferní zařízení A1 digitizér a A1 skener, výstupní zařízení A0 plottery) a licencovaných softwarových produktech (ESRI ArcGIS 9.x, Autodesk Map Guide). Pro distribuci výstupů z GIS aplikací byl použit také produkt Kristýna GIS, což je Open Source software.

Prostorové plánování využívá možnosti GIS pro hodnocení obchodních plánů a aktivit v regionech. Vybrané možnosti GIS hodnotí otázky vztahující se k podnikatelským plánům a lidským činnostem:
– co založit nebo zavést
– co podpořit
– co zachovat
– co zredukovat
– co ukončit
– co eliminovat a nedovolit vytvořit

Všechna výše zmíněná témata zahrnují tři základní aspekty: prostorový (kde je lokalizovat), časový (kde je udržovat) a procesní (jak je implementovat). V rámci

Process of creating seamless urban maps



large volume of operational spatial data found in many large organizations and governments.

Using ESRI software, the STRA.S.S.E. project applied mapping capabilities, which are fully integrated into computer applications for any business sector that deals with spatial data, including applications accessible via the rapidly growing avenue of the Internet. Moreover, through creative layering and geo-referencing of all forms of digital data (including text, graphics, spreadsheets, architectural and engineering plans/drawings, aerial photographs, video, environmental data, and of course any map features) the Czech partner applied powerful analytical, management, and communication tools of GIS capabilities.

Geographical information systems are subjects with very powerful analytical capabilities. By integrating these tools and incorporating mapping functions into spatial planning and decision-making processes, the project enhanced understanding of what is really happening in Hranicko Microregion and municipalities's visions of what can be achieved. The Czech partner maintained GIS capabilities to implement a complete range of services into spatial planning. The GIS capabilities concerned:

- data input, capture and manipulation
- geo-coding of data
- data evaluation and auditing
- data conversion and standardization
- spatial data integration to existing database structures
- customized map production
- development of database architecture and structure
- complete application development with GIS and mapping functionality
- complete spatial analytical services
- web-enabled mapping and database access
- full-colour, large format hard copy output
- generation of a variety of digital media formats

zavádění GIS byla analyzována zájmová oblast. Mikroregion Hranicko se skládá z 24 obcí o rozloce 269 km^2 (Friuli Venezia Giulia - 89 obcí na 5,543 km^2, Western Greece - 72 obcí na 11,000 km^2, Corciano - 1 obec na 64 km^2). Prostorové analýzy mají časovou dimenzi, neboť výskyt konkrétního objektu a jevu popisují buď/jak v minulosti, současnosti nebo/tak v budoucnosti. Aplikační síť přístupu GIS se týkala nastavování počtu prostorových aplikací (procesy spolupráce - určená problematika), z nichž některé jsou společné pro všechny partnery, některé jsou z nich individuální. Pro řešení problému v regionu jsme definovali indikátory rozhodujících podmínek a aktivit, shromáždili jsme geodata popisující je v GIS, zformulovali jsem otázky (témata), na které mají být odpovězeny, zpracovali jsme analýzy a namodelovali procesy a nakonec jsme vytvořili množství map a atlas rozvoje.

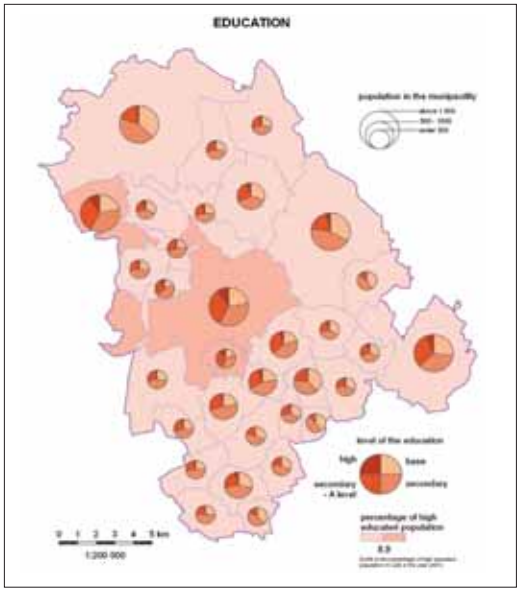
Existuje zde úzká vazba mezi GIS a systémy podpory rozhodování, neboť geografická data jsou významná pro mnohé typy problémů, kde je využíváno prostorových rozhodování. Mnohé aplikace systému podpory rozhodování využívají geografického kontextu pro vývoj vizuálních interaktivních technik.

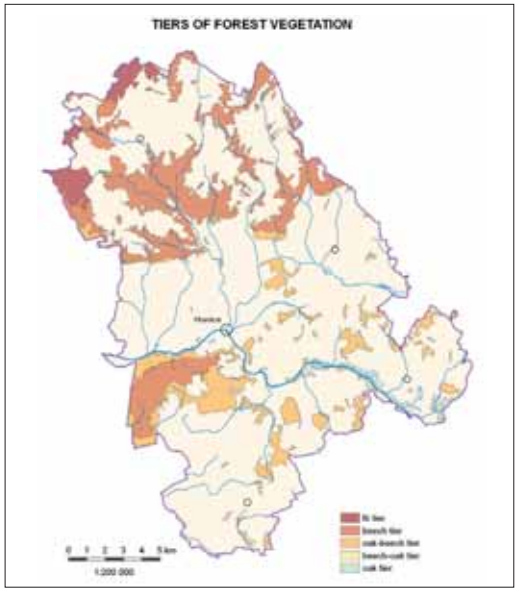
Data GIS

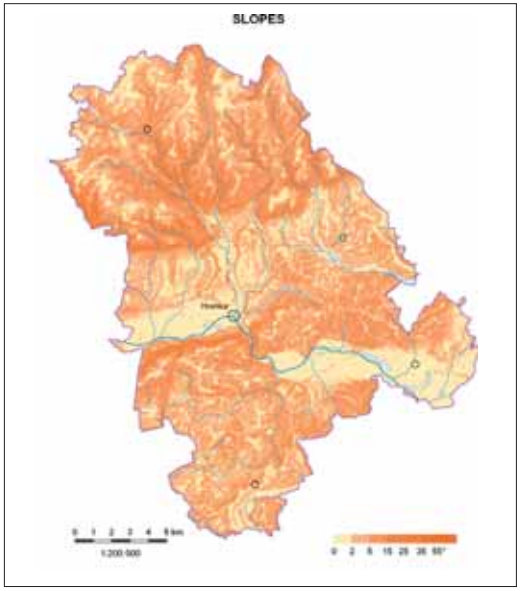
Současný GIS poskytuje výhodné rozhraní k velkým objemům dat přístupných z procesů zpracování nebo datových skladů. Pokud jsou prostorová data zahrnuta v tomto systému, musí být uložena ve formě, která umožňuje uchovat prostorové vztahy a musí využívat systémů umožňujících vytváření prostorových dotazů.

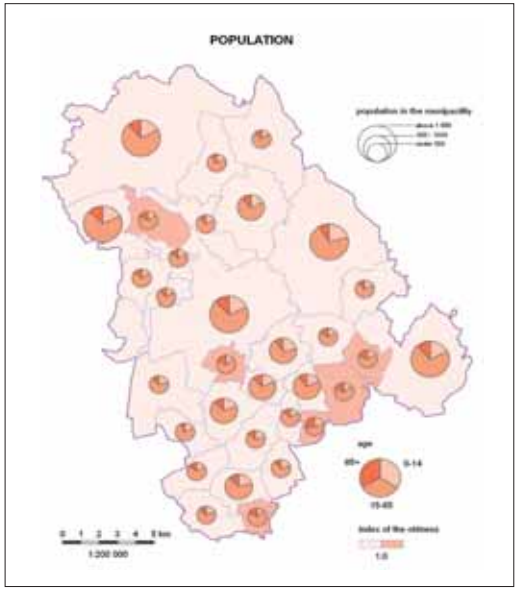
Základ záměru projektu, území regionu a plánované činnosti každý partner zpracuje v mapách různých měřítek. Přesnost a správnost dat určují vybraná měřítka map. Obecně se doporučuje provádět regionální analýzy na mapách měřítka 1:25 000. Každá země disponuje mapovou agenturou spravující velké kartografické zdroje dat v různých měřítcích. Získat základní topografická data v měřítku 1:25 00 je rozhodující krok v zavedení GIS. Další tematická data (např. demografická, dopravní, ekonomická) jsou tudíž shromážděna v datech map měřítek dodavatelů a generalizována do „operačního měřítka" 1:25 000. Data získaná v rámci GIS jsou řízena v souladu s následujícími kroky:

- Shromáždění základních geografických dat (pro/v GIS)









Ideal GIS compatibility for powerful and sufficient project implementation means the same configuration of all GIS components (hardware, software, data, system structure) which is not strictly required. However there is highly asked to fit interoperability for all processes, analysis, modelling and simulation in GIS. Configuration of Czech GIS approach consisted of university hardware platform (servers and workstations, input peripheral devices A1 digitizer and A1 scanner, output device A0 plotters) and licensed software products (ESRI ArcGIS 9.x, Autodesk Map 3D 2005, Bentley MicroStation V8). Also the product Kristyna GIS which is free software was used for distributing outputs from GIS applications.

Spatial planning uses GIS capabilities for evaluating business plans and activities in regions. The selected GIS capabilities evaluate questions referring to business plans and human activities:

- what to introduce or establish
- what to support
- what to sustain
- what to reduce
- what to terminate
- what to eliminate and do not allow to create

At all above mentioned topics include three basic aspects: spatial (where to locate them), temporal (when to carry out them) and procedural (how to implement them). Within spatial framework of the GIS implementation the area under investigation was analysed. Hranicko Microregion consists of 23 municipalities at area of 262 km^2 (Friuli Venezia – 89 municipalities at 4,543 km^2, Western Greece – 72 municipalities at 11,000 km^2, Corciano – 1 municipality at 64 km^2. Spatial analysis had temporal dimension because occurrence of particular object and phenomena describe either/both past, present and/or future. Application framework of the GIS approach involved setting up of a number of spatial applications (participatory processes – given questions) of which some are common for all partners, some of them individual. To solve problems in the region we defined indicators of crucial conditions and activities in the region, we collected geodata describing them into GIS, we formulated questions (topics) to be answered, we processed analysis and modelling procedures and finally we produced many map and atlas of development.

There is a close relationship between GIS and decision support systems because geographic data is relevant to many types of problems where spatial decisions are used. Many applications in decision support systems use a geographical context for the development of visual interactive techniques.

- Vytvoření topografické databáze
- Definování indikátorů
- Shromáždění aplikovaných geografických dat (pro/v GIS)
- Vytvoření datového modelu (indikátory jako datové vrstvy)
- Definování prostorových analýz
- Vytvoření prostorového modelu (v GIS)
- Modelování
- Výsledná interpretace
- Presentace výsledků (v GIS prostřednictvím map/atlasů)

Pro získání dat byly použity různé datové zdroje. Důležitou roli výstupů v GIS hrála prostorová data, statistické informace, územní plány všech obcí, výstupy z jiných sub-projektů INNOREF a mnoho dalších.

GIS zahrnuje data celého regionu.Vyskytlo se mnoho problémů se sběrem dat. Data GIS byla sbírána z již existujících papírových map digitalizací, která byla časově velice náročná a pracná. Skenování bylo použito k záznamu vybraných informací na mapách. Také informace z dálkového průzkumu (letecké snímky) byly použity pro získání velkého množství dat. Bohužel, odvozené informace z fotografických snímků představují problém v identifikaci zachycených prostorových objektů. Shromažďování dat pro projekt probíhalo s pomocí technologií GPS, která je velice přesná a snadno identifikuje polohu každého konkrétního bodu v regionu.

SEZNAM GEODAT POUŽITÝCH V PROJEKTU STRAS.S.E. PRO ZAVEDENÍ GIS V MIKROREGIONU HRANICKO

Základní geodata
Hranice obcí, řeky, přehrady a jezera, zastavěné plochy, silnice, železnice, lesy, hypsometrie (vrstevnice a výškové body)

Aplikovaná geodata
Indikátory trvale udržitelného rozvoje, aleje, archeologická naleziště, bezpečnostní pásma plynovodů, biochory, cyklostezky, turistické stezky, doprava, ekologicky důležité sítě, elektřina, funkční území, geobiocenózy, chráněná krajinná území, kanalizace, katastrální mapy, lázně, meliorace, intravilány obcí, nezaměstnanost, NATURA 2000, komunální odpad, chráněná těžební území, optické kabely, historická místa, hygienické zóny, plynovody, aktivity, školy, knihovny, připojení k internetu, ČOV, podnikatelé, obnovitelná energie, sesuvy půdy, lyžařské areály, těžební území,

GIS data

Current GIS provides a convenient interface to the large volumes of data made available by transaction processing and routine data collection. If spatial data is to be included in such a system, it must be stored in a form that allows spatial relations to be maintained and must employ systems with an interface that allows spatial queries to be generated.
Based on project goals, territory of regions and planned operations each partner worked in different map scales. Selected map scale determinates data precision and accuracy. Generally it is recommended to carry out regional analysis at map scale 1:25 000. Each country disposes mapping agency managing large cartographic data sources in various map scales. To obtain fundamental topographic data in 1:25 000 map scale is a crucial step of GIS implementation. Other thematic data (e.g. demography, transport, economic etc.) are then collected at data provider's map scale and generalised into "operating scale" 1:25 000. Data processing within GIS managed according to following steps:

- collecting basic geodata (for/within GIS)
- creating topographic database
- defining indicators
- collecting application geodata (for/within GIS)
- generating data model (indicators as data layers)
- defining spatial analysis

List of geodata used in Stra.S.S.E. project for GIS implementation at Hranicko Microregion	
Basic geodata	Municipality boundaries, rivers, dams & lakes, built up areas, roads, railways, hypsometry (contour lines and height spots), woods
Application geodata	Indicators of sustainable development, alleys, archaeological site, protected areas of gas pipelines, biochores, bike pathways, tourist pathways, transport, ecologically important sites, electricity, function areas, geobiocenoses, protected landscapes, sewerage, cadastral map, spas, melioration, municipal reservation, unemployment, NATURA 2000 sites, domestic waste, protected areas of mining, optical cables, heritage sites, hygienic zones, gas pipelines, activities, schools, libraries, internet accessibility, sewage disposal plant, entrepreneurs, renewable energy, landslides, skiing areas, mining sites, undermined areas, water pipelines, botanic sites, momentous tree, floods, agriculture, soils, precipitation, air temperature, wind, snow cover, land use/land cover, plan production fields, animal farms etc.

poddolovaná území, vodovodní potrubí, botanická území, památné stromy, povodně, zemědělství, půda, srážky, teplota vzduchu, vítr, sníh, využití/pokrytí země, zamýšlená polní produkce, zvířecí farmy apod.

V tomto projektu GIS plnily úlohu organizace prostředí pro správu informací o rozdílných typech prostorových jevů a procesů probíhajících uvnitř regionu. Ne všechny z těchto jevů se týkaly problému územnímu plánování, ale byly důležité pro řízení vzájemných vztahů mezi nimi. Pečlivé počítačové zpracování umožňuje vysokou kvalitu správy a řízení dat GIS. V rámci GIS byla data specifikovaných jevů uspořádávána do jedné velké geodatabáze v datových vrstvách ve vektorovém formátu. Touto organizací je umožněno mnohonásobné užití některých dat z geodatabáze, zobrazující data po těchto vrstvách. Některá data představují objekty propojené do sítě, např. silnice, plynovody, kabely, a železnice.

Indikátory trvale udržitelného rozvoje
V tomto projektu GIS hrají podobnou roli jako výkonné informační systémy, které jsou používány k poskytování snadného přístupu k velkému objemu dat určitého zájmového problému hlavním managementem v organizaci nebo místní vládě. Lze připojit vnější zdroje dat, mnoho z nich je prostorově propojené. Z významu prostorové propojených informací vyplývá, že GIS potřebuje usnadnit prostorové dotazy a získávání informací, podobně jako přístup k tradičním formám dat. Indikátor je vlastnost jednoho z prostorových jevů v regionu vyjadřující vyšetřované/hodnocené téma. Všechny indikátory byly chápány jako atributy jevů, které jsou snadno měřitelné a vyjádřitelné v mapách. Všechny indikátory jsou uloženy v GIS databázi jako velikost, délka, počet, kvalita, hustota atd. Indikátory byly roztříděny do tří skupin – přírodní, sociální a ekonomické.

Seznam indikátorů
Přírodní indikátory
- Plocha obnovitelných zdrojů energie
- Chráněná území
- Podíl zastavěných ploch
- Obyvatelstvo vystavené rizikům
- Odpadové hospodářství

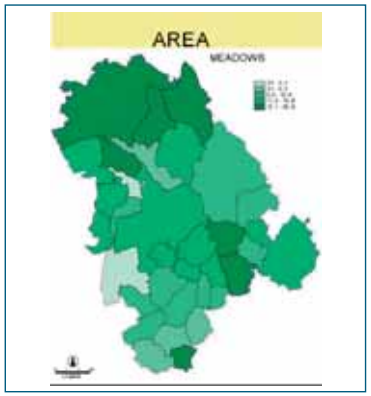
Examples of three indicators presented by thematic maps

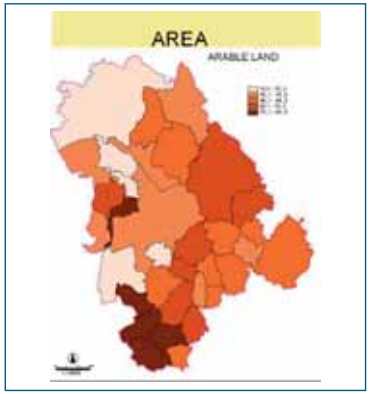
- generating spatial models (within GIS)
- processing modelling
- results interpretation
- presenting results (within GIS by maps/atlases)

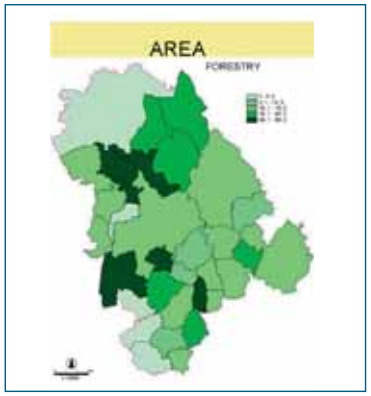
Various data source were used in data capturing. Spatial data, statistic information, urban plans of all municipalities, outputs from other INNOREF sub-projects and many others played important role as inputs into GIS.

GIS integrated data from entire region. However, there were many problems of data integration. GIS data were collected from existing paper maps by digitizing which was extremely time-consuming and labour-intensive process. Alternatively, scanning was used to record selected information on the maps. Also information from remote sensing (aerial photography) was used to extract large amounts of data. Unfortunately, deriving information from photographic images present problems in the identification of the spatial objects recorded. Data collection for the project was supported by GPS technique due to easy identification of the location of any point in the region.

In the project, GIS was an organisation environment to manage information about different types of spatial objects and processes located within the microregion. As not all of these phenomena were relevant to spatial planning, however they were necessary for managing interactions between them. The accurate computer processing of networks allowed managing high-quality GIS data. Within GIS, data on specified phenomena were arranged in one large geodatabase as data layers in vector format. This allows multiple using of any data in geodatabase, displaying data by these layers. Some data representing objects were connected, for example roads, pipelines, cables, and railways into network.







Indicators of sustainable development

In the project GIS plays similar role as executive information systems that are used to provide easy access to large volumes of data to address problems of interest to general management in organizations or local government. They can also incorporate external data sources, many of which are spatially related. The importance of spatially related information means that GIS needs to facilitate spatial query and information retrieval, as well as access to traditional forms of data.

An indicator is a feature of one of spatial phenomena in the region expressing investigated topics. All indicators were understood as phenomena's attributes which are possible to measure and expressed by maps. All indicators are stored in GIS geodatabase as size, length, figure, quality, density etc. Indicators were classified into three groups – natural, social and economic.

Outputs

There are plenty of new information which was obtained from spatial analysis and facts interpretation. We decided to publish the most relevant achievements in various forms, mainly in guidelines, posters and oral presentations at conferences, papers in scientific journals, books, maps and atlas. All these output types involve:

– guidelines/methodology/recommendations
– new land information
– valuable information for both local entrepreneurs and investors
– strategic information for emergency management
– useful information for microregion inhabitants
– practical information for visitors.

GIS output tools are used for creation of computer maps. The map is one of the most prominent media for the transference of spatial data and has become increasingly important in various fields.

Recent developments in computer technology and other related technologies (including GIS) have encouraged the wide use of the digital maps.

The contents of each digital map alter according to the view scale and visualization integrates map contents with dynamic technologies. And that was a reason to use maps as the fundamental map for project outputs.

Although limited map display capabilities are a recognized feature of non-GIS-type applications and this presentation is seen as reducing

List of indicators

Natural indicators	Social indicators	Economic indicators
• areas with renewable source of energy • protected landscapes • rate of built-up areas • population exposed to hazard • waste management	• length of tourist and bike pathways • urban areas without traffic • population with sewerage plant • population with access to drinkable water • number of pupils at school and • kindergarten/nursery school • capacity of libraries • number of places with tourist internet	• number of entrepreneurs in tourism • number of certificate products • number of multilateral activitie • unemployment rate • number of employment handicapped persons • number of entrepreneurs • number of labour possibilities with social aspect

Sociální indikátory
- Délka turistických tras a cyklotras
- Dopravně nedostupné urbanizované území
- Počet obyvatel napojených na ČOV
- Počet obyvatel napojených na pitnou vodu
- Počet žáků v základních a mateřských školách
- Knihovny
- Počet míst s veřejně dostupným internetem

Ekonomické indikátory
- Počet podnikatelů v cestovním ruchu
- Počet certifikovaných produktů
- Počet multilaterálních aktivit
- Míra nezaměstnanosti
- Počet zaměstnaných postižených osob
- Počet podnikatelů
- Počet míst se sociálním zaměřením

Výstupy

Velké množství informací se získá interpretací faktů a dat z prostorových analýz. Rozhodli jsme se publikovat nejvíce významné úspěchy v různých formách, především v pravidlech (pokynech), plakátech a ústními presentacemi na konferencích, články ve vědeckých časopisech, knihách, v mapách a atlasu. Všechny tyto typy výstupů zahrnují:

– Pravidla/metody/doporučení
– Nové prostorové informace
– Cenné informace pro lokální podnikatele a investory
– Strategické informace pro krizové řízení
– Užitečné informace pro obyvatele mikroregionu
– Praktické informace pro návštěvníky

Výstupy GIS nástrojů jsou využity pro vytvoření počítačových map. Mapa je jednou z nejvýznamnějších médií pro přenos prostorových dat a má nadcházející zvyšující se důležitost v různých oblastech. Současný rozvoj počítačových technologií a dalších souvisejících technologií (včetně GIS) má povzbudit široké užití digitálních map. Obsah každé digitální mapy se mění v souladu s měřítkem a celkovou vizualizací mapového obsahu s dynamickými technologiemi. A to byl důvod pro použití map jako základu pro výstupy projektu.

Přestože limitovaná kapacita mapových ukázek je charakteristickým rysem neGISových aplikací (klasických způsobů presentace prostorových informací) a tato presentace je vnímána jako omezení možnosti přehlcení informacemi. Ačkoli zkušenosti českého partnera s GIS jsou

A frame for Virtual Project of Hranicko Microregion completed within GIS

On right České Budějovice, August 2006. Presentation of Stra.S.S.E.

information overload. However the Czech partner's GIS skill is outstanding advantage of the STRA.S.S.E. team. The maps presenting the Czech part of the project achievements are one of the most practical tools impacting local management in Hranicko Microregion.

Raster versus vector municipality plan

Editions 1 to 3 are digital project achievements in field of geoinformatisation of regional development. Figures 1 – 4 (Edition 1 - raster) are typical examples of municipality plans made in the Czech Republic. Their great disadvantages are disunity, illegality and paper release. The disadvantages are removed by CD Edition 2 – vector municipality plan (Figure 5). The top level of visualisation (CD Edition 3 – seamless microregion plan) is shown on Figure 6.

výjimečně výhodné týmu Mapy představující českou část úspěchů projektu jsou jednou z nejdůležitějších praktických nástrojů dopadající na lokální vedení Mikroregionu Hranicko.

Závěry

Implementace GIS do prostorového plánování v rámci lokální správy přináší mnoho výhod, např:

- Kontrolovaný vstup propojení systému zabezpečení a evidence pravidel řízení
- Zvýšení efektivity jestliže jsou data centrálně dostupná integrací GI infrastruktury
- Zlepšení služeb, pokud může být systém spojen s geografickými informacemi v databázi (interoperační systém)
- Lepší informovanost v rozhodování (data vysoce kvalitní a více přitažlivá)

Geografické informační systémy mají mnoho vyspělých postupů zpracování informací, které zajímají uživatele informačních systémů. Tyto postupy byly zahrnuty do základního geografického systému, známého jako GIS. Rozvíjení GIS využilo změn v technologii k poskytnutí mnoha využitelných informací zahrnutých do nástrojů pro podporu rozhodování. Vývoj aplikací pro podporu rozhodování v prostředí GIS je obdobný jako předchozí rozvoj v informačních systémů, které se stále více kladou důraz na rozhodování. V budoucnu budou více propojeny GIS s jinými formami informačních systémů, jestliže existující systémy jsou rozšířeny a schopny pojmout prostorová data. Tento proces bude umožňovat lepší využití

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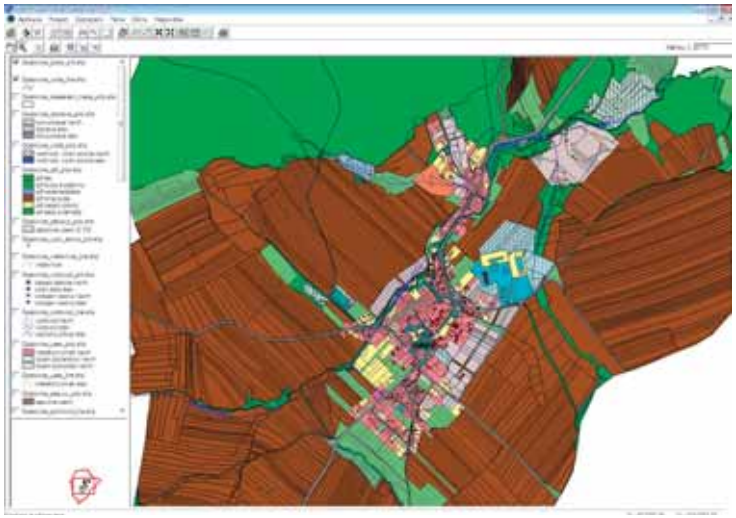

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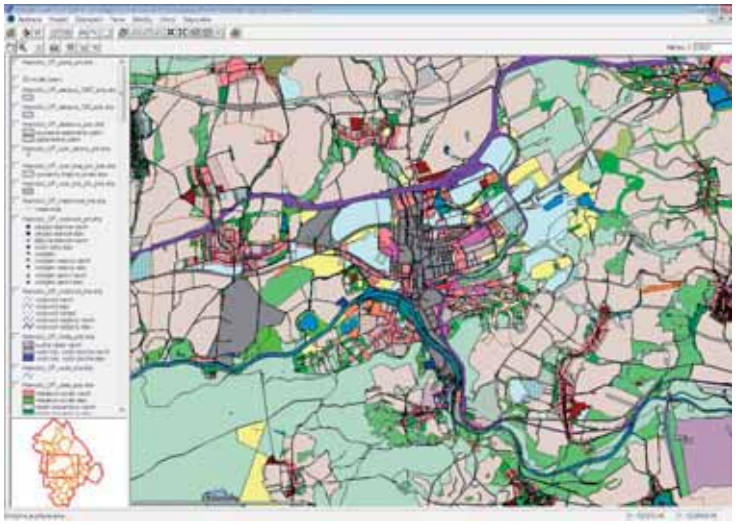

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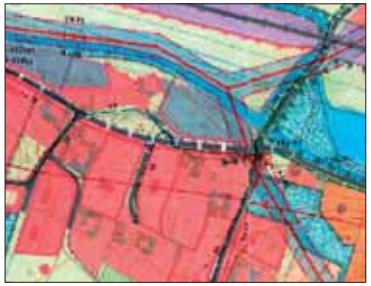

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Conflicts

Results of „conflict analysis“ are shown on figures 7 and 8. The conflict is defined as a collision of natural preconditions and human activities (both existing and planned). The first one shows conflict between flooding area (blue hatch) and current and planned activities such as areas for living

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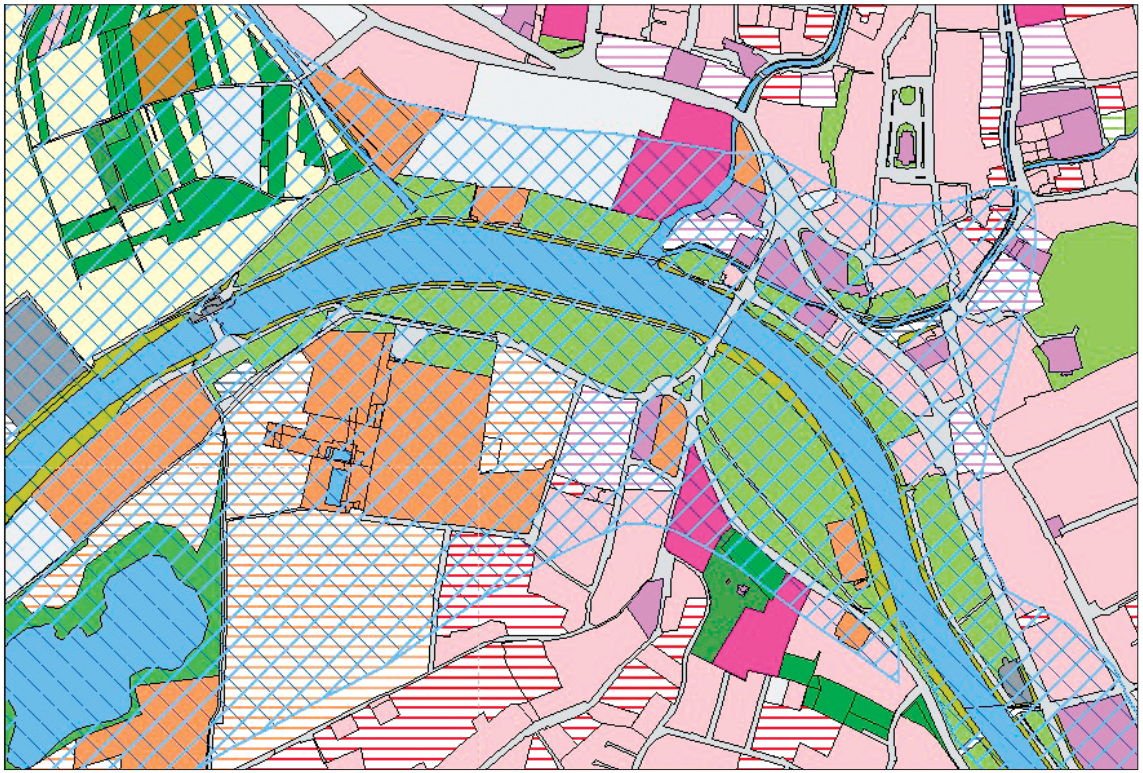


(pink colour, red hatch) or areas for recreation (orange colour, orange hatch). Figure 8 shows conflict between landslide areas (orange cross hatch) and current and planned activities such as areas for living (pink colour, red hatch) or areas for recreation (orange colour, orange hatch).
Plenty of conflicts in the Hranicko Microregion were identified by „conflict analysis“. Some of them are very serious (e.g. flooding areas, landslide areas, protected areas of water sources), other are not so serious (protected areas of forest, critical slope or high quality of soil).

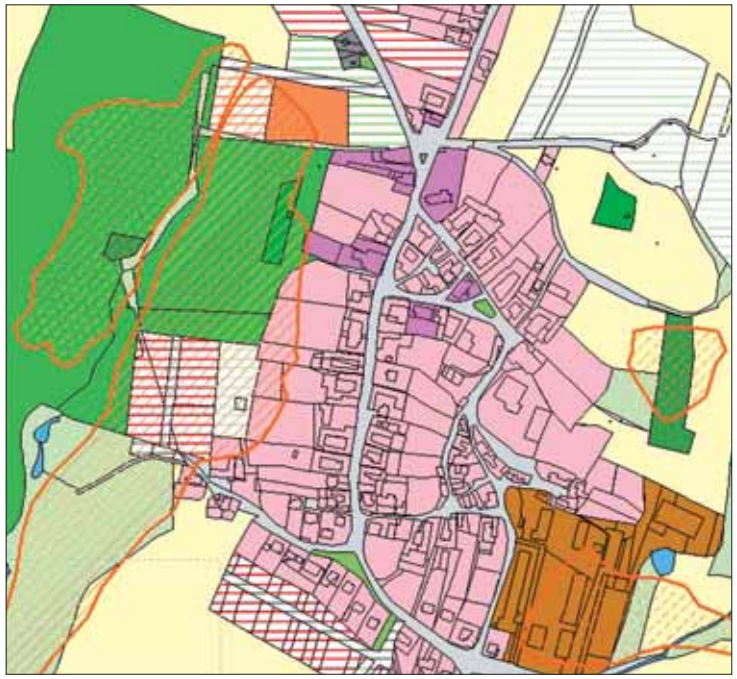
Conclusions

There are great benefits from GIS implementation in spatial planning within local government, for example:

– controlled access meets system security and records management guidelines

prostorových dat těmi, kdo běžně užívají taková data, zvláště pak těmi, kteří mají zkušenosti v geografických disciplínách. Širší rozsah systémů, zahrnujících prostorové postupy a technologie, objeví se mnoho uživatelů GIS a GIS technologie dosáhne plného využití.
Geografická data mají důležité postavení při využití v obou oblastech, přírodních a lidských aktivitách. Nicméně, software GIS nemá kompletní sadu modelů potřebných pro všechny tyto aplikace. Přesto GIS poskytují dobrý základ pro snadnou výstavbu systému podpory rozhodování, zahrnujícím další postupy modelování. To je také důvodem pro zařazení systému podpory prostorového rozhodování do funkčnosti GIS přístupu v rámci projektu v Mikroregionu Hranicko.

- improved efficiency as data are made centrally available via an integrated GI infrastructure
- service improvement as systems can be joined up with geographic information in a database (interoperability)
- better informed decision making (data of higher quality and more appealing)



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Geographic information systems have developed many information processing techniques of interest to users of information systems. These techniques have been incorporated in geographic-based systems, known as GIS. GIS developments have exploited changes in technology to provide many useful information representations that have been incorporated into decision-making tools. This development of GIS-based DSS applications parallels previous developments in information systems, where systems have moved toward a greater decision-making emphasis. In the future there will be greater integration of GIS with other forms of information systems, as existing systems are enhanced to allow the incorporation of spatial data. This process will extend the use of spatial data from those who currently use such data, generally those with training in geographic disciplines. With the incorporation of spatial techniques in a broader range of systems, a much wider user community of GIS will emerge and the GIS technology will reach its full maturity.

Geographic data have important role in a very wide range of both natural and human activities. However GIS software does not have the complete set of models needed for all of these applications. Nevertheless GIS provides a basis for easily building decision support systems with the integration of additional modelling techniques. That was also a reason to incorporate spatial decision support systems into GIS approach functionality within the STRA.S.S.E. project in the Hranicko microregion.

Participatory process and recovery of the ex-Ellesse area

Dante De Paolis
Barbara Paltriccia
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Fabiola De Toffol

Strategic context

Corciano has already defined a strategic vision for its territory, in the framework of the Strategic Plan Perugia – Europe 2003-2013, which Corciano refers to. This area includes the regional chief town Perugia and six other municipalities (Corciano, Bastia Umbra, Deruta, Marsciano, Torgiano e Umbertide).

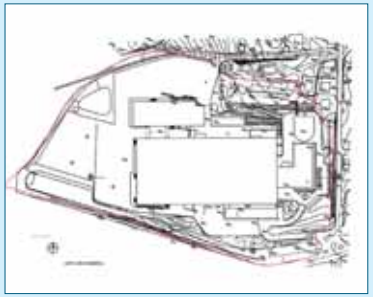
It represents the central part of Umbria Region and its most important features are:
- high quality of public services and local government
- cultural, historical, artistic and environmental richness
- high economic development
- difficult access to the area.

Corciano. Aerial view: the disused site into Ellera urban area

Corciano. Limits of the disused site

Processo partecipato e recupero dell'area ex Ellesse

Contesto strategico
Corciano ha già definito una visione strategica del proprio territorio, nell'ambito del Piano Strategico Perugia – Europa 2003-2013, cui Corciano fa riferimento. Quest'area include il capoluogo di Regione, Perugia, e altri 6 comuni (Corciano, Bastia Umbra, Deruta, Marsciano, Torgiano e Umbertide). Esso rappresenta la parte centrale della Regione Umbria, le cui caratteristiche più importanti sono:
– alta qualità di servizi pubblici e governo locale
– ricchezza culturale, storica, artistica ed ambientale
– elevato livello di sviluppo economico
– difficile accessibilità all'area
Il Piano include azioni, progetti ed obiettivi per il decennio 2003-2013. Esso costituisce il contesto strategico in cui Corciano si muove, è il punto di riferimento a livello strategico.
In conformità a quanto previsto nel piano, Corciano è impegnata a riqualificare e rifunzionalizzare un'area industriale dismessa, nel tentativo di cambiare l'utilizzo del territorio verso nuove destinazioni, residenziali, sociali, commerciali.
La "microarea" in cui le attività di



The Plan includes actions, projects and targets for the ten years 2003-2013. It represents the strategic context in which Corciano moves, it's the strategic point of reference for Corciano.
According to the plan, Corciano is involved in restoring an old industrial area in order to change the utilization of the land for new residential, social and commercial activities.
The "microregion" in which the spatial planning activities and the economic analysis are applied is a meaningful part of the municipal territory, the area Ellera – Girasole. Our planning activities are focused on the project for reuse and requalification of an old disused industrial area, named "Ex-Ellesse".

- Surface and features
  - Municipality of Corciano — 63,8 sq kms
  - Ellera + Girasole area — 3.682.119 squared metres = 3,682 sq kms
  - Population (2006) — 9.175
  - Density — 2.492 inhabitants / sq km
  - Ex-Ellesse (old industrial site) — 61.367 squared metres (no population)
  - Other disused productive sites — n. 3 – total surface 83.736 sq mts

Criteria that guided us in selecting this area

- Methods:
  With a strategic vision already defined, we applied a "local" planning methodology.
  Strategic evaluations are done considering the transformation process that involves this area, particularly about mobility and transport system.
- The project answers to the targets of the "strategic line" n. 4 on the Strategic Plan Perugia – Eu: "carrying out innovative urban policies and revitalizing historical centres" (focus on Corciano's historical centre). It's one of the most important projects in this strategic line, not only for Corciano but for the whole area.
- Ex-Ellesse is one of the biggest disused industrial sites in Umbria Region. Moreover, in the whole region there are many similar situations wich need an intervention of requalification as well. Only considering Corciano municipal territory there are at least three similar situations with disused big spaces: an old chemical industry, an old engineering industry, an area with leisure services. All these three sites are included in Stra.S.S.E. project area.
- The area is located in a strategic position: inside a deeply urbanized area, between the villages of Ellera and San Mariano. It's just along the

pianificazione strategica e le analisi economiche vengono applicate è una parte significativa del territorio comunale, l'area Ellera – Girasole. Le attività di pianificazione sono focalizzate sul progetto di riuso e riqualificazione del sito industriale dismesso "Ex-Ellesse".

- Superficie e caratteristiche:
  - Comune di Corciano
    63,8 kmq
  - Ellera + Girasole area
    3.682.119 mq = 3,682 kmq
  - Popolazione (2006)
    9.175
  - Densità
    2.492 abitanti / kmq
  - Ex-Ellesse (sito industriale dismesso)
    61.367 mq (non c'è popolazione residente)
  - Altri siti produttivi dimessi
    n. 3 – superficie totale 83.736 mq

Criteri adottati per l'individuazione dell'area

- Metodo:

con una visione strategica già definita, abbiamo applicato una metodologia di pianificazione "locale".
Le valutazioni strategiche sono effettuate considerando il processo di trasformazione che interessa l'area, in particolare a proposito di mobilità e sistema dei trasporti.

- Il progetto è rispondente agli obiettivi della "linea strategica" n. 4 del Piano Strategico Perugia – Europa: "realizzare politiche urbane innovative e rivitalizzare i centri storici". È uno dei progetti più importanti in questa linea strategica, non solo per Corciano, ma per l'intera area.
- L'area ex-Ellesse è uno dei più grandi siti industriali dismessi in Umbria. Inoltre, nell'intera regione ci sono molte situazioni simili che hanno anch'esse bisogno di un intervento di riqualificazione. Considerando il solo territorio comunale di Corciano, si rilevano almeno tre situazioni con grandi spazi dismessi: una vecchia industria chimica, una vecchia officina meccanica, un'area destinata a servizi e attività di svago. Tutti e tre questi ex-siti produttivi sono compresi nell'area progetto di Stra.S.S.E..
- L'area è collocata in una posizione strategica: all'interno di una zona intensamente urbanizzata, tra le frazioni di Ellera e San Mariano. Sii trova lungo l'asse principale che collega Perugia ed il Lago Trasimeno da una parte, e Perugia, l'aeroporto e Assisi dall'altra parte

main road axe connecting Perugia and the Trasimeno Lake on one side, and Perugia, the airport and Assisi on the other side

Participatory process

The participatory process is the core-activity of the project for Corciano. We examined the possibilities of reuse and improvement of this strategic area, together with the stakeholders. We are consulting representatives of local institutions and economic association (no citizens) with appropriate means.

The municipality and the local institutional actors are particularly interested in studying possibilities of including public utility services in this area, as well.

Considering this was the first test for the application of the open method of coordination in Corciano, we decided that the most suitable thing to do was to make a map of the stakeholders to be involved in the participatory process, in order to collect their opinions since they are considered "qualified" actors.

This process goes together with an analysis of the foreseen effects of the planned actions, aiming to:

- improve the quality of the decision that'll be taken by the Local Administration and by the private owners
- strengthen the "satisfaction" on the reuse-project by stakeholders (building up a widespread support);

Corciano. Due immagini del workshop del 6 ottobre 2006

Il processo partecipativo

Il processo partecipativo è la principale attività di progetto per Corciano. Sono state esaminate le ipotesi di riqualificazione di quest'area strategica insieme agli stakeholder. Sono stati consultati i rappresentanti delle amministrazioni locali e delle associazioni di categoria (non i cittadini) con metodi e mezzi appropriati.

Il Comune e gli attori istituzionali locali sono fortemente interessati a valutare la possibilità di collocare anche dei servizi pubblici in quest'area.

Considerando che per il Comune di Corciano questo era il primo test di applicazione di un "open method of coordination", si è pensato che la cosa migliore da fare fosse procedere ad un lavoro di mappatura degli stakeholder da coinvolgere nel processo partecipativo, con lo scopo di raccogliere le loro opinioni in quanto considerati attori "qualificati".

Questo processo, accompagnato da un'analisi degli effetti che si prevede vengano generati, tende a:

- migliorare la qualità delle decisioni che in futuro verranno prese dall'Amministrazione Locale e dai proprietari privati
- rafforzare la "soddisfazione" sul progetto di rifunzionalizzazione da parte degli stakeholder (costruire un vasto consenso);
- migliorare la qualità delle ipotesi e previsioni di progetto;
- migliorare il valore aggiunto e la varietà di funzioni, servizi, attività sociali, economiche e culturali che saranno collocata nell'area (puntare su innovazione, performance elevata delle attività, identità locale,…)

– improve the quality of the project hypothesis and forecasts;
– improve the "value" and variety of functions, services, social activities, economic activities, cultural activities that will be localized there (focus on innovation, high performance of the activities, local identity, and so on).

The level of participation applied to the local project

"Deciding together" would maybe have been the appropriate stance for participatory process, since we need contributions in order to find additional opinions, suggestions and options to decide the best way forward.
By the way, after an analysis of the political and administrative local environment, we understood that "consultation" was the one best stance meeting the expectation of different interests.
Considering the application field of our local project (re-use of an industrial disused area), we gave a restricted choice and role to the involved stakeholder: consult them, offer them options, take account of their proposals.
We are assuring information level as primary assumption. We are considering Stra.S.S.E. participatory approach as a practice to improve decision making, agreement procedures and governance at local level.
Conscious of the problems met in application, we are facing problems keeping tracks of them, trying to draft out lessons learned useful for the future.

Steps of the participatory process

Building up the participatory process, we had: local meetings, stakeholders involvement, technical focus groups, site visit. Resuming:

Info-Day, February 16th 2006
Presentation of the project idea for Stra.S.S.E.. Introduction about contents and main activities foreseen in the project (strategic and participatory activities).

Workshop, October 6th 2006
During the workshop we had the presentation of the project on which the municipal administration concentrated its efforts. It's the destination and use of public spaces in the framework of the reuse project for the old disused industrial site Ex-Ellesse.
The other important goal was to collect the stakeholders' opinions about that, and get a ricognition of the public interests involved, analysing problems and suitable solutions, in order to improve the quality of the decisions that will be taken.

Il livello di partecipazione scelto per il progetto locale

"Decidere insieme" sarebbe probabilmente stato il livello appropriato per il processo partecipativo, considerata la necessità di trovare opzioni aggiuntive, suggerimenti e possibilità per decidere quale fosse la miglior strada da seguire.
Tuttavia, dopo un'analisi dell'ambiente politico e amministrativo locale, si è compreso che la "consultazione" era il livello migliore, che incontrava le aspettative dei differenti interessi coinvolti.
Considerando il campo di applicazione del progetto (rifunzionalizzazione di un'area industriale dismessa), sono stati assegnati un ruolo e delle possibilità di scelta ben definite agli stakeholder: consultarli, offrire loro opzioni, tener conto delle loro proposte.
È primariamente garantito il livello di informazione. L'approccio partecipativo di Stra.S.S.E. viene considerato come una buona pratica per migliorare il processo decisionale, le procedure di concertazione e la governabilità a livello locale. Consci dei problemi che si incontrano in fase di applicazione si fronteggiano i problemi tenendone traccia e cercando di individuare le lezioni apprese, utili per il futuro.

Le tappe del processo partecipativo
Nel processo partecipativo si sono svolti: incontri locali, coinvolgimento degli stakeholder, focus group, visite del sito. Schematizzando:

Info-Day, 16 Febbraio 2006
Presentazione dell'idea progetto di Stra.S.S.E.. Introduzione sui contenuti e sulle attività principali che il progetto prevede (attività di pianificazione strategica e di partecipazione).

Workshop, 6 Ottobre 2006
Durante il workshop è stato presentato il progetto strategico su cui l'amministrazione ha concentrato il suo interesse: la destinazione e l'uso degli spazi pubblici nell'ambito del progetto di rifunzionalizzazione dell'area industriale dismessa Ex-Ellesse.
L'altro obiettivo importante del workshop era quello di raccogliere le opinioni degli stakeholder su questa ipotesi di progetto e fare una ricognizione degli interessi

Pioneer Network, December 12th 2006
Knowledge and exchange of "best practices", about reusing and requalifing old disused industrial sites.
The Pioneer network has been an opportunity to discuss different experiences and different ways to approach with this problem, adopted in the represented local contests.

Pioneer Network, February 27th 2007
Presentation of the updated project proposal for the recovery of the ex-Ellesse area. Discussion about what can be done realistically in the next future and how to follow up.

Expected results of the participatory process

1. Balanced mix of functions
In the project site different functions should be settled and should live together: public services, green spaces, residential buildings, private services, economic activities.
Concerning the public spaces, the most important intervention for the local administration is the settlement of a new school pole, particularly for a primary school.

2. Local identity
The urban area surrounding Ex-Ellesse, presents suburbs' features and it doesn't have urban identity signs. The huge economic development and the high increase of resident population, have changed the characteristics of the area in which there are no points for aggregation and social meeting.
The reuse of this area could be an useful occasion to create a reference centre for the area, to give it a particular and own identity, not forgetting the needs of the population and the whole contest in which we have to operate.

3. The intervention must be completely integrated in the context
Starting from the social and urban integration, a particular attention has to be adressed to the urbanistic needs: infrastructures and facilities, especially the mobility system, must be integrated with the surrounding territory (ways of connection – internal and external).
Moreover a suitable system of green spaces and public spaces has to be assured.

4. Economic activities
Considering the need to conciliate, in this project, as in the whole municipal territory, the rural and cultural vocation, with the huge economic development, the efforts of private owners and local administration should be concentrated on creating a qualified mix of economic activities that will find location in the area.

pubblici coinvolti, analizzando i problemi e le possibili soluzioni, allo scopo di migliorare la qualità delle decisioni che in futuro verranno prese.

Pioneer Network, 12 Dicembre 2006
Conoscenza e scambio di buone prassi sul riuso e riqualificazione di aree industriali dismesse.
Il Pioneer network ha dato l'opportunità di conoscere differenti esperienze e modalità per approcciare il problema, adottate nei contesti locali rappresentati.

Pioneer Network, 27 Febbraio 2007
Presentazione della proposta di progetto aggiornata per la rifunzionalizzazione dell'area Ex-Ellesse. Riflessione su cosa può essere fatto realisticamente nel prossimo futuro e su come proseguire il cammino.

Risultati attesi del processo partecipativo

1. Equilibrato mix funzionale
Nell'area progetto dovranno convivere varie funzioni: servizi pubblici, spazi verdi, edifici residenziali, servizi privati, attività economiche. Per gli spazi pubblici l'intervento più importante per l'amministrazione comunale concerne la creazione di un nuovo polo scolastico, in particolare per una scuola primaria e dell'infanzia.

2. Identità Locale
L'area urbana che circonda l'ex-Ellesse, presenta le tipiche caratteristiche di una periferia urbana e non presenta segni di identità. Il forte sviluppo economico ed il continuo aumento della popolazione residente hanno cambiato le caratteristiche dell'area, in cui sono assenti punti di aggregazione e incontro sociale.
La rifunzionalizzazione dell'area potrebbe costituire un'occasione utilissima per creare un punto di riferimento per l'intera area urbana, per dare ad essa una propria identità, senza dimenticare i bisogni della popolazione e l'intero contesto in cui ci si muove.

3. L'intervento deve essere completamente integrato nel contesto
Partendo dall'integrazione sociale ed urbana dell'intervento, è stata dedicata particolare attenzione alle necessità dal punto di vista urbanistico: infrastrutture e

4.1– Production activities: innovative productions, handicrafts productions, local products
4.2– Commerce: big distribution, searching for sectors not settled in the territory yet
4.3– Services to support the production system; technological research.
The highest aim is to create a pole of excellence in this area, assuming "quality" as guide criteria, both for residential functions, for social activities and for economic ones.

5. Cultural activities
As we above said, the recent trend for the sustainable development of the municipality of Corciano, stresses both on economic and cultural activities, so that the "cultural" component shouldn't be forgotten. The high quality of the intervention goes together with the possibility (given by the place's features and the cultural tissue) to enhance the creation of an advanced cultural pole.
The availability of big spaces should allow to organize events and exhibitions. It can be the right place to concentrate the work of a specialized foundation or cultural association.

Indicators for the participatory process

Quantitative indicators
- Number of stakeholders involved in participation (were informed, consulted, called to decide, etc.):
  - Informed: nearly 100
  - Consulted: nearly 30
- Number of meetings (including workshops, pioneer network, local meeting, etc):
  - 1 info-day, 1 workshop, 4 local meetings, 2 pioneer networks
- Number of people attending the meetings (men/women)
  - 6-7 people for each local meeting (50% men – 50% women)
  - nearly 25-30 people for each info-day, workshop, pioneer network

Qualitative indicators
- Level of involvement of all project members in meetings and discussions.
There was a good level of involvement of all project members in meeting and discussion, due to the strategic importance the selected brown field has for the Municipality, but also to the open method of coordination proposed. There was also a satisfactory level of participation of external stakeholders, invited after being analysed and selected, called to share a clear method, expedited by application of specific tools and methods.

servizi, specialmente per il sistema di mobilità, devono essere integrati con il territorio circostante (vie di collegamento, dentro il comparto e con l'esterno).
Inoltre dovrà essere assicurato un adeguato sistema di spazi verdi e pubblici.

4. Attività economiche
Dato il bisogno di conciliare, in questo progetto come in tutto il territorio comunale, la vocazione rurale e culturale con il forte sviluppo economico, gli sforzi dei proprietari e degli amministratori locali dovrebbero concentrarsi verso la creazione di un qualificato mix di attività economiche da collocare nell'area:
4.1 – attività produttive: produzioni innovative, produzioni artigianali, prodotti locali
4.2 – Commercio: grande distribuzione, ricerca di settori ancora non presenti sul territorio
4.3 – Servizi di supporto al sistema produttivo; enti e attività di ricerca tecnologica.
L'obiettivo più ambizioso è di creare un polo di eccellenza in quest'area, prendendo la "qualità" come criterio guida sia per le aree residenziali, che per le attività di servizio che per le attività economiche.

5. Attività Culturali
Come sopra ricordato, la politica di sviluppo sostenibile portata avanti dal comune di Corciano, punta sia sulle attività economiche che sulle attività ed iniziative culturali, pertanto la componente "culturale" non deve di certo essere trascurata. L'elevata qualità degli interventi va di pari passo con la possibilità (data dalle caratteristiche del luogo che dal tessuto culturale) di implementare un polo culturale avanzato.
La disponibilità di vasti spazi può consentire l'organizzazione di eventi e mostre. Potrebbe essere il posto giusto dove far lavorare una fondazione specializzata o un'associazione culturale di alto livello.

Indicatori di valutazione del processo partecipativo

Indicatori quantitativi
- Numero di stakeholder coinvolti nella partecipazione (sono stati informati, consultati, chiamati a decidere, ecc.):
  - Informati: circa 100

- *Quality of the Decision-making process, evidence of knots and problems.*
The proposed participatory process made more clear decision making, with evidence of knots and problems, and possibility to express consideration about strength and weakness point (i.e. involved stakeholders demanded serious consideration of users' need in project planning, of viability and traffic problems, of deeper involvement in former project phases).

- *Speed of arriving at decisions, tools applied, stakeholder involvement*
Speed reduction in arriving at decision (due to the fact that tools applied are not so common, and stakeholder involvement requires time) was compensated by the interesting capacity building process, supported by many facilitating activities put in place to aid project staff in the performance of their duties (matrix, template, workshop, structured discussion, etc.).

The strategic vision for the reuse of ex-Ellesse Area

During the process, moving from considerations about the surrounding contest and the original features of the project area, and collecting comments and opinions by the stakeholders consulted, we defined the main components of the strategic vision for the project of recovery of the site ex-Ellesse.

URBAN IDENTITY
GREEN SPACES
SCHOOLS – Pole
COMMERCIAL SPACES
RESIDENTIAL BUILDINGS
SERVICES AREAS
SOCIAL and CULTURAL ACTIVITIES (theatre, youth spaces, ...)
SUSTAINABILITY (energy efficiency, care for materials, ...)
ROAD INFRASTRUCTURES

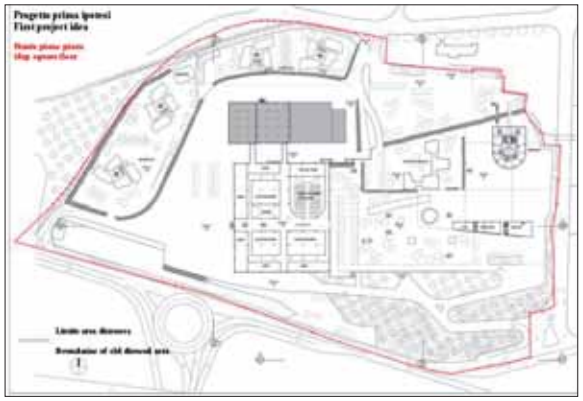
Features of the final project proposal, comparing to the first project idea

The original purpose coming from the private owner of the area, has been explained and discussed, so it has changed into another hypotesis owing to the wosk-shop's observations and to the local meetings held between local governement (municipality, province) and private owners.

• Consultati: circa 30
– Numero di incontri (compresi workshop, pioneer network, incontri interni, etc):
• 1 info-day, 1 workshop, 4 incontri interni, 2 pioneer network
– Numero di persone presenti agli incontri (uomini/donne)
• 6-7 persone per ciascuno degli incontri interni (50% uomini – 50% donne)
• circa 25-30 persone per ciascun info-day, workshop, pioneer network

Indicatori qualitativi
– Livello di coinvolgimento dei membri del progetto negli incontri e nella discussione
Si è rilevato un buon livello di coinvolgimento di tutti i soggetti coinvolti nei meeting e nella discussione, in considerazione dell'importanza strategica che il progetto individuato riveste per l'Amministrazione Comunale, ma anche per il metodo (open method of coordination) proposto. Si è avuto inoltre un livello soddisfacente di partecipazione degli stakeholder esterni, che sono stati invitati dopo attenta analisi e selezione; essi sono stati chiamati a condividere un metodo chiaro, attuato con l'applicazione di specifici strumenti.
– Qualità del processo decisionale, evidenziazione di questioni e problemi
il processo partecipativo proposto rende più chiaro il meccanismo decisionale, mettendo in evidenza questioni da risolvere e problemi, e dando la possibilità di esprimere considerazioni su punti di forza e di debolezza (per es. gli stakeholder coinvolti reclamavano di prendere in seria considerazione i bisogni degli utilizzatori finali nella processo di progettazione, nonché i problemi legati alla viabilità e al traffico e la necessità di un più concreto coinvolgimento nelle varie fasi progettuali).
– Velocità nel giungere alle decisioni, strumenti applicati, coinvoltimento degli stakeholder
La ridotta velocità di arrivo alle decisioni finali (dovuta al fatto che gli strumenti applicati non sono così comuni e che il coinvolgimento degli stakeholder richiede tempo) è stata compensata dall'interessante processo di capacity building messo in atto, supportato dalle molteplici attività di facilitazione per sostenere lo staff di progetto nel compiere i propri compiti (matrici, tabelle, workshop, discussioni strutturate, ecc.).

Corciano. First project idea: general plan



On right
Corciano. First project idea: map square floor

FEATURES	First project idea	Final project proposal, after the process
Volumes to demolish	93.320 mc	93.320 mc
Disposition of volumes – residential	80.000 mc	**40.000 mc**
Disposition of volumes – commercial, services, private spaces, ...	45.000 mc	**77.300 mc**
Disposition of volumes – public spaces (school)	5.000 mc	**5.000 mc**
Surface – private services	11.630 sq mt	**
Surface – commercial	4.320 sq mt	**
Surface – services	2.650 sq mt	**
Surface – green spaces	1.060 sq mt	**
Surface – public parkings	8.868 sq mt	35.670 sq mt (3 floors)
Surface – private parking for residential	8.000 sq mt	8.000 sq mt

*** to be fulfilled as soon as possible*

Follow up

Thinking about the ways to continue the process, in the last pioneer network we focused the next steps to put into practice the project's contents.

La visione strategica della rifunzionalizzazione dell'area ex-Ellesse

Durante il processo, partendo da considerazioni sul contesto circostante e sulle caratteristiche peculiari dell'area, e raccogliendo i commenti e le opinioni espresse dagli stakeholder consultati, sono stati individuati gli elementi principali della visione strategica per il progetto di recupero del sito industriale ex-Ellesse.

IDENTITA' URBANA
GREEN SPAZI VERDI
POLO SCOLASTICO
SPAZI COMMERCIALI
RESIDENZIALE
AREE PER SERVIZI
ATTIVITA' SOCIALI E CULTURALI (teatro, spazio-giovani, ...)
SOSTENIBILITA' (efficienza energetica, cura dei materiali, ...)
INFRASTRUTTURE VIARIE

Caratteristiche della proposta di progetto aggiornata, in rapporto alla prima ipotesi di progetto

La proposta di progetto originaria presentata dai proprietari dell'area, è stata spiegata, illustrata e discussa e si è trasformata in un'altra ipotesi aggiornata alla luce delle osservazioni avanzate durante il workshop, nonché degli incontri svoltisi tra amministrazioni locali (comune e provincia) ed i proprietari.

Corciano.Final project proposal: general plan

Corciano.Final project proposal: perspective view

WHAT CAN BE DONE?	WHY?	WHO CAN CONTRIBUTE?
Making a Change to the Urbanistic General Plan	Recover the area	Municipality and Province
Setting up good practices and criteria	Update the municipal planning instruments	Municipality and stakeholders
Action Plan – following up the planning activities for the area	Make the “vision” be real	Private owner, municipality and stakeholders
Communicate the development of the project	Defining the functions	Private owner, municipality and stakeholders

Caratteristiche	Prima ipotesi di progetto	Ipotesi di progetto aggiornata, dopo il processo
Volumi da demolire	93.320 mc	93.320 mc
Volumi residenziali	80.000 mc	**40.000 mc**
Volumi commerciali, servizi, spazi privati ...	45.000 mc	**77.300 mc**
Volumi per servizi pubblici (scuole)	5.000 mc	**5.000 mc**
Superfici per servizi privati	11.630 sq mt	**
Superfici commerciali	4.320 sq mt	**
Superfici per servizi	2.650 sq mt	**
Superfici per spazi verdi	1.060 sq mt	**
Superfici per parcheggi pubblici	8.868 sq mt	35.670 mq (3 piani)
Superfici per parcheggi per la residenza	8.000 sq mt	8.000 mq

*** da completare prima possibile*

Come proseguire

Ragionando su come continuare il processo, nell’ultimo pioneer network sono stati individuati i prossimi passi per tradurre in pratica i contenuti progettuali.

Cosa fare realisticamente?

Variante strutturale al PRG
Costruire buone pratiche e criteri per la programmazione urbanistica
Piano attuativo – proseguire nella progettazione
Comunicare l’evoluzione del progetto

Con quale scopo

Rifunzionalizzare l’area
Rivedere la programmazione generale del Comune
Concretizzare la visione
Specificare le funzioni

Chi può contribuire?

Comune + Provincia PG
Comune + attori chiave
Proprietà + comune + attori chiave
Proprietà + comune + attori chiave

Follow up - Evaluation

Indicators to measure and value in the next future, the effects of Stra.S.S.E. activities by one side, and the impact of the project choices by the other

Indicators on land use, adopting an urbanistic point of vue

Which are the impacts of the project foreseen on land use?

Incidence of disused areas	% - sq mts disused areas / project area surface - sq mts disused areas / total productive areas
Composition of the mix of functions purposed for Ex-Ellesse comparing to the traditional average mix calculated in other urban compartments	% sq mts of each function / mq total compartment
Urbanistic Standards are more than respected	yes/no
If yes – how much is the surplus	% surplus
Building index (compared to the average building index of other urban compartments)	sq mts builded surface / sq mts total area
School buildings surface - to be calculated before and after the project	sq/mts
Average school surface for each pupil to be calculated before and after the project	sq/mts schools'surface / n. Pupils

Demographic indicators

Which are the effects on the demographic structure of the interested urban area?

Increase of resident population	Nr / %
Density of population to be calculated before and after the project	nr. inhabitants / sq kms % change

Indicators on economic system

Which are the effects of reuse choices considering the productive side?

Income per-capita	€ income before taxation / nr taxpayers

Valutazione

Indicatori per misurare e valutare, nel prossimo futuro, gli effetti delle attività di Stra.S.S.E. da un lato e l'impatto delle scelte di progetto dall'altro

Indicatori sull'uso del territorio, da un punto di vista urbanistico

Quali sono gli impatti che si prevede il progetto abbia sull'uso del territorio?

Incidenza delle aree dismesse %
- mq aree dismesse / superficie area progetto
- mq aree dimesse / superficie totale aree produttive

Composizione del mix funzionale proposto per il sito ex-Ellesse in rapporto alla composizione media normale calcolata in altri comparti urbani
%
mq per ciascuna funzione / mq totali comparto

Gli Standard urbanistici sono più che rispettati?
sì/no

Se sì, quant'è il surplus
% surplus

Indice di edificabilità (comparato alla media degli indici di edificabilità degli altri comparti urbani)
Mq superficie coperta / mq totali area

Superficie edifici scolastici – da calcolare prima e dopo il progetto
mq

Superficie scolastica media per alunno – da calcolare prima e dopo il progetto
mq
superficie scolastica / n. alunni

Indicatori demografici

Quali sono gli effetti sulla struttura demografica dell'area urbana interessata?

Incremento della popolazione residente
Nr / %

Densità della popolazione da calcolare prima e dopo il progetto
nr. residenti / Kmq
% variazione

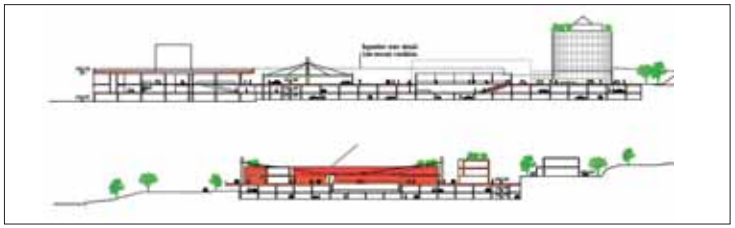
- nr. enterprises - % increase (before and after the project)	nr. %
Municipal revenues – increase / decrease to be calculated before and after the project	€ % increase/decrease

Sustainability indicators

Can the project-purpose assure a suitable level of environmental sustainability?

Evaluation on traffic movements	nr vehicles
Quality of the air	PM10(µg/m3) O_3 Ozone (µg/m3) SO_2 (µg/m3) NO_2 (µg/m3)
Noise (acoustic issues)	nr. overtakings the level of 55 db nr. overtakings the level of 65 db

During the year 2006, thanks to the collaboration of the Regional Agency for the Environmental Protection (ARPA Umbria), a monitoring campaign on the quality of the air has been conducted. The above indicators have been calculated and the values obtained could be compared with the results of a future monitoring period, to be done after the project settlement.



Corciano.Final project proposal: sections

Indicatori sul sistema economico

Quali sono gli effetti delle scelte di rifunzionalizzazione dal punto di vista produttivo/economico?

Reddito pro-capite
€ reddito imponibile / nr contribuenti

- nr. imprese nel territorio
nr.
- % incremento (prima e dopo il progetto)
%

Entrate comunali – incremento / diminuzione da calcolare prima e dopo il progetto
€ % amento/diminuzione

Indicatori di sostenibilità

La proposta progetto può garantire un adeguato livello di sostenibilità ambientale?

Valutazioni sui flussi di traffico
nr veicoli

Qualità dell'aria
PM10(µg/m3)
O_3 Ozono (µg/m3)
SO_2 (µg/m3)
NO_2 (µg/m3)

Rumore (emissioni acustiche)
nr. superamenti del livello di 55 db
nr. superamenti del livello di 65 db

Durante il 2006, grazie alla collaborazione dell'ARPA Umbria, è stata realizzata una campagna di monitoraggio della qualità dell'aria. Gli indicatori sopra esposti sono stati calcolati ed i valori ottenuto potrebbero essere comparati con i risultati di un futuro periodo di monitoraggio da condurre dopo la realizzazione del progetto di rifunzionalizzazione.

Friuli Venezia Giulia: spatial strategies for the mountain area

Martina Pertoldi

Forward

The methodological approach elaborated within Stra.S.S.E., as described in the first part of the manual, enables all the partners to set their different technical and cultural resources in the general framework of strategic spatial planning and at the same time focusing on specific regional issues and contexts.

In the case of Friuli Venezia Giulia region, the research has been carried out on the regional mountain area as an exploration on strategic planning methods and an investigation on the future of these places.
The present document will illustrate the Stra.S.S.E. implementation to strategic spatial planning[1] in peripheral territories with reference to the situation of the mountain area of Friuli Venezia Giulia (FVG).
It is important to underline that this work is mostly speculative and is not, and cannot be, neither as comprehensive nor as aimed to produce interferences with the existing planning system.
The research faces some significant questions: what spatial dimension must be considered as relevant for strategic planning? Which relations can be defined between possible spatial scenarios and visions elaborated by local stakeholders? What transcalar feedbacks come out between small scale strategic planning and large scale territorial projects?
After a brief description of the case-study area, the presentation is organized in three parts as tentative answers to the previous issues: the first part focuses on the territorial scenario building and examines effective spatial extension for strategic planning; the second part is about key-diagram definition; the third part tests the chosen scenario in a specific context.
Scenario building has been used as a research tool to investigate hypotheses and spatial configuration deriving from the implications of strategic choices. Scenarios represent a way to approach future and its uncertainty taking into account that many territorial changes are often determined by external causes only little controllable by individual choices

[1] Since Stra.S.S.E. focuses on sustainability and spatial processes, strategic planning will be used instead of strategic spatial planning in the following of the document.

Friuli Venezia Giulia: strategie territoriali per l'area montana

Premessa
L'approccio metodologico elaborato da Stra.S.S.E. e descritto nella prima parte del manuale costituisce la cornice teorica generale in cui inserire gli specifici approfondimenti tecnici prodotti dai partner in relazione ai vari aspetti della pianificazione territoriale strategica[1] e, al tempo stesso, fornisce una valida traccia operativa per affrontare temi e questioni attinenti alle diverse realtà territoriali.
Nel caso della Regione Friuli Venezia Giulia, oggetto della ricerca è l'area montana regionale, il cui territorio viene investigato con il duplice fine di approfondire modalità e approcci alla pianificazione strategica ed elaborare possibili immagini al futuro per questi luoghi.
Questo scritto illustra il contributo di Stra.S.S.E. allo sviluppo di metodi di pianificazione strategica in contesti periferici con riferimento alla situazione dell'area montana del Friuli Venezia Giulia (FVG) e alla costruzione di vision per uno sviluppo sostenibile.
Il lavoro ha un carattere altamente speculativo e tentativo, non ha pretese di esaustività, prediligendo una lettura qualitativa più che quantitativa dei fenomeni osservati, né tanto meno intende produrre interferenze con gli strumenti pianificatori ufficiali.
Lo studio sviluppa un approccio alla sostenibilità di lungo termine e affronta alcune questioni rilevanti: quale dimensione territoriale deve essere considerata significativa, in termini di efficacia, per la pianificazione strategica? Quali relazioni si possono definire tra possibili scenari di

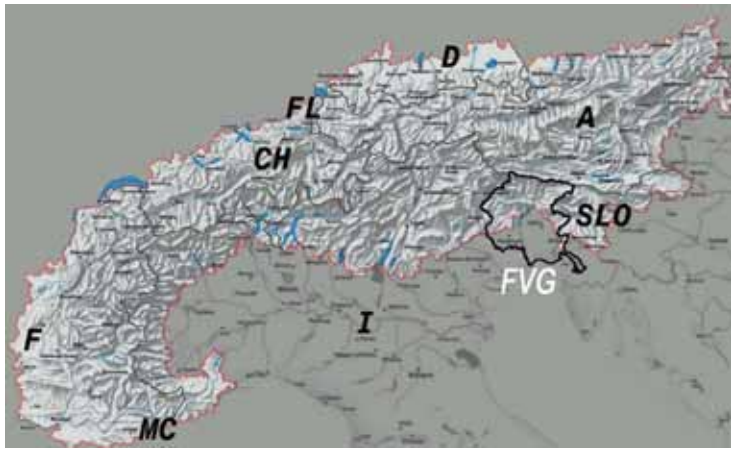
[1] Stra.S.S.E.. affronta specificatamente questioni legate alla sostenibilità e a processi di sviluppo territoriale; di conseguenza, nelle pagine seguenti la dicitura semplificata pianificazione strategica verrà utilizzata al posto di pianificazione territoriale strategica.

or forecasting. Exploring a range of extreme situations based on "what-if"s (see MVRDV, Metacity/Datatown, 010, Rotterdam, 1999): "what could happen if ..." in relation to economic, social and physical processes, scenarios develop strong design contents and can therefore be used as useful medium to involve local communities and support participatory processes.

In the present work, scenarios at the regional scale are elaborated in order to describe the possible territorial consequences of today's choices considering the whole region territory as strategic for the future of the mountain area. Among these possible scenarios some of them can be even more probable than others: that can be assessed by comparing the extensive scenarios to the strategic visions elaborated by the local communities (PAL actions carried out by FVG Region) and outlining common features.

The correspondence of spatial scenarios elaborated by Stra.S.S.E. to the strategic options indicated in the visions leads to the definition of an easy-reading key-diagram. The key-diagram refers to the whole mountain area and gives indications on strategic actions consistently with physical and structural elements.

"What-if"s issues support a deeper exploration in the context of the Natisone river valleys between Cividale del Friuli and the Slovenian border. The exploration concerns specific themes (mobility, energy production, liveability in marginal places) and develops a project prototype on the relation between infrastructure and sustainable development.

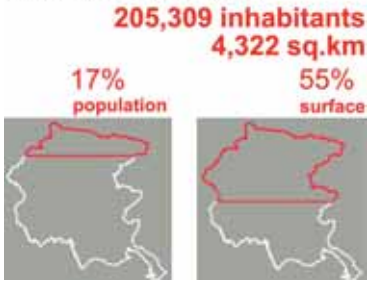


The mountain area of Friuli Venezia Giulia region within the broad context of the Alps. On the right, population and land extension of the FVG mountain area in relation to FVG region

Le aree montane della regione Friuli Venezia Giulia entro il più ampio contesto alpino. Sulla destra, dati assoluti e percentuali di popolazione e superficie montana in rapporto all'intera regione

The mountain area of Friuli Venezia Giulia: some indicators
Population: 17% of regional population
Surface: 55% of regional surface

Aree montane in Friuli Venezia Giulia: alcuni indicatori
Residenti: 17% della popolazione regionale
Superficie: 55% della superficie regionale



sviluppo territoriale e le vision elaborate dagli stakeholder locali? Quali relazioni transcalari si instaurano tra pianificazione d'area vasta e progetti di territorio a una scala più dettagliata?

Dopo una breve descrizione del territorio scelto come ambito di studio, le tre domande evidenziate in precedenza trovano un tentativo di risposta nelle tre parti in cui è suddiviso lo scritto: la prima parte, incentrata sulla costruzione di scenari d'area vasta, si interroga sull'estensione territoriale adeguata ai fini della pianificazione strategica, la seconda parte si sofferma sulla definizione di un key diagram, la terza sottopone a verifica in uno specifico contesto territoriale lo scenario-guida precedentemente definito.

La ricerca utilizza la costruzione di scenari

A brief introduction to the case-study

The mountain area of FVG is located in the North-Eastern area of Italy and refers to 99 municipalities and to four Mountain Communities as set in the Regional Law 1/2004. They are:

a. Mountain Community of Carnia;
b. Mountain Community of Friuli Occidentale;
c. Mountain Community of Gemonese, Canal del Ferro and Val Canale;
d. Mountain Community of Torre, Natisone and Collio.

The mountain area of Friuli Venezia Giulia, as mentioned in Stra.S.S.E.*, covers a relevant percentage of the regional surface; on the contrary, population data show a progressive abandon of these territories favouring Udine and , in general, the regional central urban area.

In relation both to the lowland and to the broad context of the Alps the FVG mountain area can be defined as a marginal area with consistent levels of disadvantages. This situation is not homogenous, showing high degrees of inner diversity in relation to a rich variety of different contexts including both alpine and pre-alpine territories. Main issues regard social-economic deterioration with strong disparities at the regional level, deficits of infrastructure and accessibility, ecological fragility.

Spatial Strategies 1: scenarios

Unlike forecasting, which looks at the future in the light of past experiences and following a deductive logic, scenario building comes out from our limits in predicting future. Therefore, scenarios must explore a range of extreme situations. Consequently, scenario building is never neutral, but intentional. It needs imagination and selection, considering limits and potentialities of different kinds of contexts.

A first essential choice in scenario building is the definition of the extension of the area to be considered. In the case of the FVG mountain area the whole FVG Region has been evaluated as significant because of the non-autonomy of the concerned territories and the strict existing interrelation within the administrative boundaries. In addition, it has to be considered that in a long-term view problems and issues in the mountain area significantly affect also the conterminous territories.

Scenario zero has been developed to describe the existing situation and to be established as reference for spatial exploration on alternative hypotheses. As suggested by recent researches by professor Sandro Fabbro, scenario zero has been built on the artificial land use category (from dark blue to light blue in the picture below) drawn from present land use maps (source: Moland-FVG, 2000). This category groups different anthropic activities with high impact and/or high-costly reversibility (as built environment, infrastructures, high quality agriculture production, etc.) and

come dispositivo di indagine per esplorare ipotesi e configurazioni spaziali relative a determinate scelte strategiche. Gli scenari rappresentano una modalità progettuale per affrontare il futuro e le sue incertezze, tenendo in considerazione il fatto che le trasformazioni territoriali dipendono spesso da cause poco controllabili da scelte individuali o da previsioni di tipo deterministico. Lo strumento scenario permette di investigare una gamma di situazioni estreme costruite sulla base di ragionamenti ipotetici, ovvero “what-ifs” (MVRDV, Metacity/Datatown, 010, Rotterdam, 1999): “cosa succederebbe se…”, quali modalità di sviluppo si possono immaginare in relazione a possibili trasformazioni dei processi economici, sociali e spaziali in un certo intervallo temporale.

Forzando la realtà e i trend esistenti, gli scenari si costruiscono come rappresentazioni limite dal forte contenuto progettuale, evocativo e per certi versi provocatorio. Gli scenari appaiono quindi mezzi particolarmente adatti per coinvolgere le comunità locali e supportare processi partecipativi proprio grazie alla loro capacità di far dialogare situazione esistente e possibilità di futuro.

Lo studio riguarda la costruzione di scenari alla scala regionale al fine di descrivere, in maniera sintetica e di immediata lettura, le possibili conseguenze sul territorio di scelte fatte nell’oggi. Si sottolinea l’importanza di considerare l’intero territorio regionale come strategico per il futuro dell’area montana.

Tra gli scenari elaborati, alcuni possono essere più probabili di altri; ciò può essere valutato comparandoli con le vision strategiche elaborate dalle comunità locali (attraverso i Piani di Azione Locale predisposti dalla Regione) ed evidenziandone gli aspetti comuni. L’analisi della corrispondenza tra gli scenari elaborati entro Stra.S.S.E. e le diverse azioni e politiche definite nelle singole vision permette di definire uno scenario-guida e una bozza di key diagram su base territoriale. Il key diagram si riferisce all’intero ambito montano e costituisce un primo tentativo di definizione di mappa strategica di facile lettura.

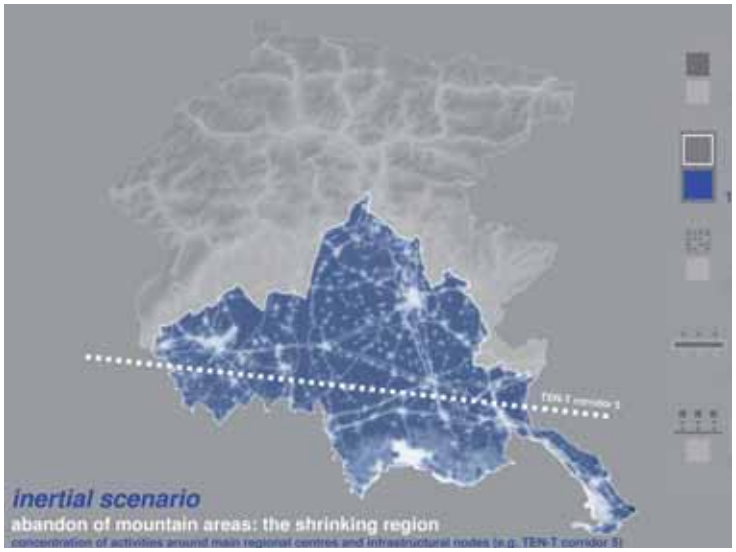
L’esercizio progettuale basato sull’interrogativo “cosa succederebbe se…” supporta un’ulteriore approfondimento nel contesto delle valli del Natisone tra Cividale del Friuli e il confine sloveno. L’esplorazione riguarda tematiche specifiche quali la

On right
Scenario zero
Source: Corine
Land Cover, 2000

Scenario zero
Source: Corine
Land Cover, 2000

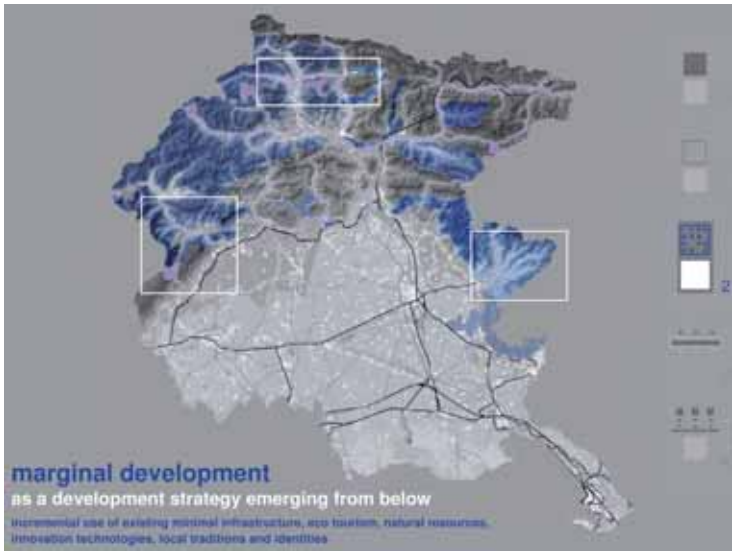
Scenario 1
inertial scenario

scenario inerziale



Scenario 2
marginal
development

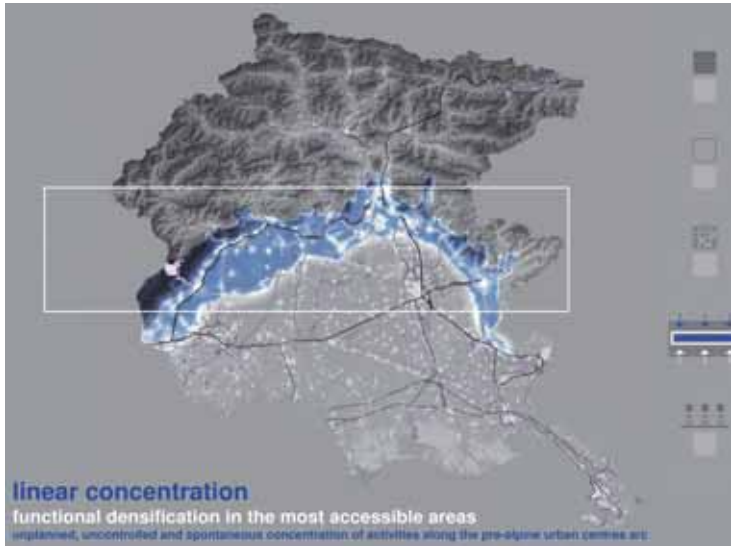
sviluppo
marginale



has been considered as relevant indicator for environmental and socio-economic dynamics. The regional area presents a huge variety of conditions an often discrepant performances that need a kind of representation both

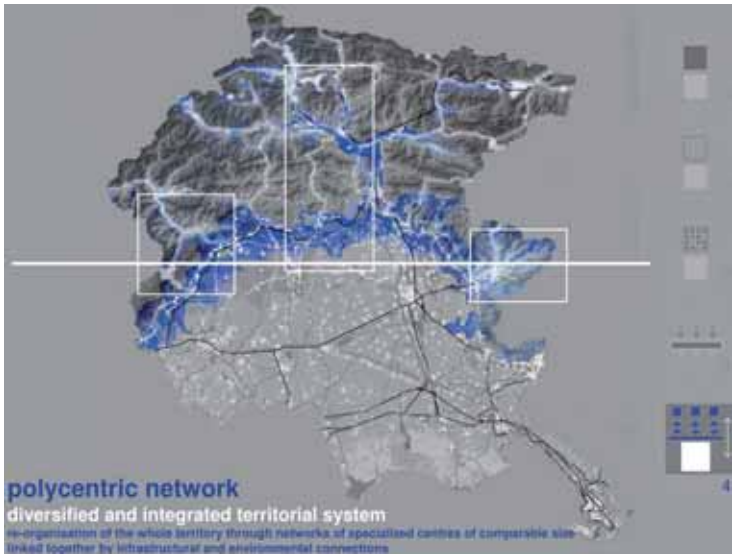
mobilità, la produzione energetica, l'abitabilità di territori marginali e definisce un prototipo spaziale per una nuova relazione tra infrastrutture e sviluppo nell'ottica della sostenibilità.

Breve introduzione al caso-studio
L'area montana del Friuli Venezia Giulia presa in considerazione da Stra.S.S.E. copre una percentuale rilevante della superficie regionale; al contrario, i dati relativi alla popolazione mostrano un progressivo abbandono di questi territori a favore del sistema udinese e dell'area centrale a maggiore densità abitativa.
La montagna regionale, secondo la L.R. 1/2004, comprende 96 Comuni e 4 Comunità Montane. Quest'ultime sono:
a. Comunità Montana della Carnia;
b. Comunità Montana del Friuli Occidentale;
c. Comunità Montana del Gemonese, Canal del Ferro e Val Canale;
d. Comunità Montana del Torre, Natisone e Collio. Questo territorio può essere definito marginale e con un elevato livello di svantaggio sia rispetto alla pianura che al più vasto contesto delle Alpi. Questa condizione non appare omogenea, mostrando una marcata caratterizzazione interna in relazione alla ricca varietà di contesti locali, sia alpini che prealpini, e di ambiti dotati di una propria identità. Si dovrebbe quindi correttamente parlare, più che di montagna in generale, di montagne al plurale. Gli obiettivi di Stra.S.S.E. permettono di generalizzare differenze e peculiarità, mantenendone consapevolezza, al fine di sviluppare un ragionamento coerente sull'intera area montana.
I principali problemi di questo territorio riguardano il deterioramento sociale ed economico, le forti disparità a livello regionale, il deficit di infrastrutturazione e accessibilità, la fragilità ecologica connessa alla perdita costante di popolazione.



Scenario 3
linear
concentration

concentrazione
lineare
pedemontana



Scenario 4
polycentric
network

policentrismo
strutturato

diversified and concise. The resulted image is intentionally exaggerated to highlight the regional divide between mountain and lowland and the transition border line.

Strategie territoriali 1: scenari

Diversamente dalla previsione, che guarda al futuro sulla base delle esperienze passate e seguendo un ragionamento di tipo deduttivo, la costruzione di scenari nasce dalle difficoltà che incontriamo nel pensare al futuro. Lo strumento scenario sostiene l'esplorazione di situazioni estreme, costruite in modo fortemente intenzionale. E' un esercizio progettuale che richiede immaginazione, selezione di elementi significativi, comprensione delle potenzialità e dei limiti nei diversi contesti.

Una prima mossa della ricerca riguarda la scelta dell'areale da considerare come significativo per la costruzione di immagini pertinenti e dotate di un elevato grado di coerenza. Nel caso dell'area montana regionale, si è ritenuto necessario prendere in considerazione l'intera Regione Friuli Venezia Giulia a causa della mancanza di autonomia dell'area montana e della stretta interdipendenza tra territori contigui soprattutto all'interno dei confini regionali per ovvi motivi amministrativi.

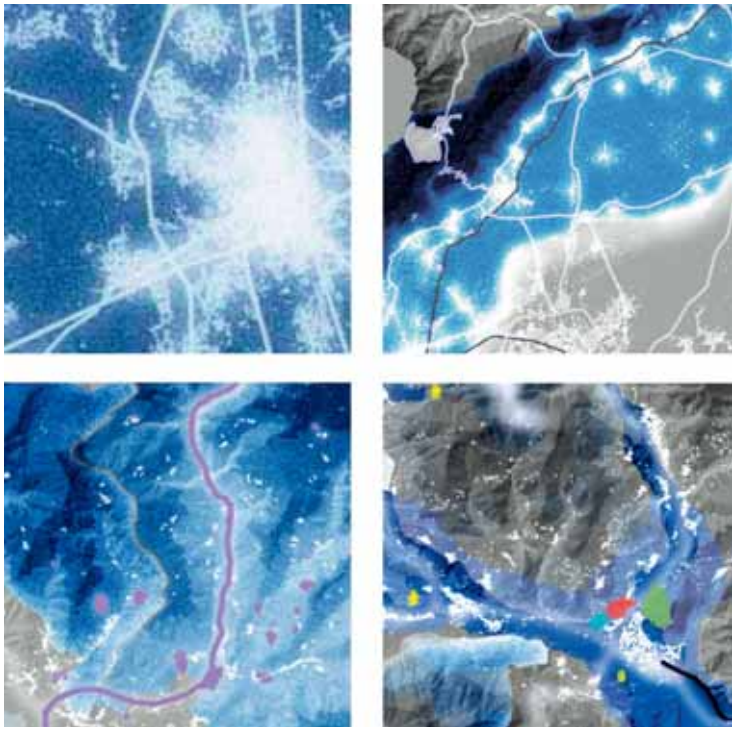
Si è quindi proceduto alla costruzione dello scenario zero, inteso come immagine dello stato di fatto da utilizzare come riferimento per la successiva esplorazione di ipotesi alternative.

L'area regionale presenta situazioni molto diversificate con performance spesso contrastanti che richiedono un tipo di rappresentazione sufficientemente articolata e allo stesso tempo sintetica.

Sulla base di recenti studi del professor Sandro Fabbro, lo scenario zero è stato costruito utilizzando la categoria suolo artificiale (in gradazioni di blu nella figura a lato) ricavata dalla mappe degli usi del suolo aggiornate al 2000 (studio Moland-FVG). Tale categoria accorpa attività antropiche di varia natura a forte impatto e/o ad alto costo di reversibilità (edificato, infrastrutture, agricoltura di pregio, ecc.) ed è stata ritenuta pertinente come indicatore sintetico di dinamiche non solo ambientali ma anche socio-economiche.

La rappresentazione scelta esaspera le differenze di gradiente e costruisce un'immagine fortemente intenzionale in cui si evidenzia la cesura tra montagna e pianura e si definisce una linea di gronda pedemontana.

A partire dallo scenario zero, sono stati predisposti quattro scenari qualitativi :
1. scenario inerziale;



Starting from scenario zero, four qualitative scenarios have been drawn:
1. inertial scenario;
2. marginal development scenario;
3. linear concentration scenario;
4. polycentric network scenario.

Each scenario has been required to accommodate different policies in relation to physical, economic and social variables and to condense them into expressive icon maps able to sum up initial assumptions and design guidelines . In the collecting of information and data Stra.S.S.E.. has referred to existing studies and documents as specified in the list of sources and tries to re-articulate them to produce dense descriptions of possible future spatial configurations.

The inertial scenario is built on the exacerbation of trends and incline for the FVG mountain area as depopulation, obsolescence, collapse of economic activities, environmental degradation, loss of cultural values considering them as unrelenting phenomena; on the other hand, infrastructure implementation in

2. scenario dello sviluppo marginale;
3. scenario della concentrazione lineare pedemontana;
4. scenario del policentrismo strutturato.

Ogni scenario è stato costruito declinando diversamente alcune variabili significative riferite ai sistemi fisico-ambientale, economico e sociale e condensando i quadri generali così definiti in rappresentazioni dal forte valore espressivo in grado di produrre connessioni evidenti tra ipotesi iniziali e linee-guida progettuali.

I dati e le informazioni per la costruzione degli scenari sono stati in parte tratti da studi esistenti indicati in bibliografia; l'approccio di Stra.S.S.E. è stato quello di rielaborare criticamente il materiale disponibile al fine di produrre una descrizione densa di possibili configurazioni territoriali.

Lo scenario inerziale è stato costruito immaginando di esagerare tendenze e andamenti riscontrabili oggi nell'area montana quali spopolamento, obsolescenza, declino economico, degrado ambientale e perdita di valori culturali locali e considerandoli come fenomeni inesorabili.

Ragionando inoltre sul restante territorio regionale, si è immaginato che la concentrazione di nuove infrastrutture, legate soprattutto alla mobilità (ad esempio il progetto dell'Alta Velocità-corridoio 5), possano in qualche modo concorrere all'implosione del territorio regionale sulla fascia metropolitana centrale e conseguentemente al definitivo abbandono della montagna.

Lo scenario dello sviluppo marginale, al contrario, concentra la propria attenzione sulle specificità dell'area montana supponendo che, almeno per alcuni di questi contesti, possa essere proposta una nuova strategia di sviluppo che coaguli dal basso le diverse potenzialità. In questo scenario, politiche rivolte al miglioramento della qualità della vita, allo sviluppo del turismo rurale, allo sfruttamento di risorse rinnovabili, all'utilizzo di tecnologie innovative e alla valorizzazione delle tradizioni locali possono contribuire a costruire un nuovo modo di abitare il territorio in cui la montagna ritrova un proprio ruolo anche in situazioni di non eccellenza.

Sullo sfondo di questa esplorazione scenariale si trova il recente filone di ricerca sui territori lenti (Lancerini E. ed., Territori lenti, Territorio 34, 2005)

the central urban area (e.g. TEN-T high-speed railway axis) could contribute to the collapse of the regional territory to the core and to the definitive abandon of the mountain.
The marginal development scenario, on the contrary, directly addresses peculiarities and potentials of the mountain area imagining that, at least in some of these contexts, an innovative model could be tested as a development strategy emerging from below by fostering of rural tourism, valorisation of local renewable resources, implementation of new technologies, as well as long-time rooted traditions.
On the background of this scenario are slow territories research field (Lancerini E. ed., Territori lenti, Territorio 34, 2005).
The linear concentration scenario moves from the hypothesis that the pre-alpine arc could act as a catalyst of activities producing a densification of urban objects along the railway line and the main roads, in opposition to both dispersion and concentration around the main centres. This scenario does not envisage any assertive elements of territorial balance.
The polycentric network scenario offers the possibility to reorganize the whole territory as a diversified and integrated territorial system with a weak hierarchical structure. Specialized and diversified centres of comparable size are linked together by infrastructural and environmental connections. The railway network, improved and integrated with public road transport, forms the territorial infrastructural backbone providing a more sustainable mobility and accessibility also in peripheral areas. In relation to the new asset of concentration and dispersion, rural and urban areas, particularly those in close proximity, can be approached through a new project of diffusion of nature.
By comparing alternative scenarios we shape different images of future and underline “what-ifs” connections with present-day conditions.

Spatial Strategies 2: key-diagram

In the previous pages, scenarios have been used as research tools to investigate possible spatial configurations for the FVG mountain area. In this paragraph, the most important points of the visions elaborated by the four Mountain Communities are represented in relation to strategic planning, evaluating both their correspondence to a territorial approach, i.e. if territory is considered as a support for practices or it is simply a background of general policies, and the coherence between previous scenarios and visions in order to try to match them together.
The main differences among the four visions refer to the general approach to strategic planning and the way the strategic implementation processes have been carried out. As main development axes in facing the difficult existing situation, strategic actions concern the maintenance of young population on the territory, the development of community welfare, the implementation of

Lo scenario della concentrazione lineare muove dall’ipotesi che l’arco pedemontano, localizzato all’intersezione tra i due sistemi individuati dallo scenario zero, possa funzionare da catalizzatore di attività e oggetti producendo una densificazione di materiali urbani e rurali lungo la linea ferroviaria e lungo le principali strade, contrastando sia la dispersione urbana che la concentrazione intorno ai maggiori centri. Lo scenario non riflette su coesione sociale e re-equilibrio territoriale e predilige configurazioni basate su razionalità minimali.

Lo scenario policentrico parte da alcuni labili segnali sul territorio e ne propone la riorganizzazione come sistema territoriale poliarchico, a debole gerarchia, diversificato e integrato tra centri specializzati di grandezza paragonabile collegati tra loro da infrastrutture ambientali e della mobilità. La rete ferroviaria, integrata con la mobilità su gomma, costituisce l’elemento strutturante del territorio e garantisce accessibilità anche alle aree più periferiche. In relazione alla riconfigurazione spaziale, costruita per parti di territorio e tra dispersione e concentrazione, aree urbane e rurali possono essere pensate secondo un progetto di diffusione di naturalità in cui naturale e artificiale non siano termini contrapposti.

La costruzione di scenari alternativi ci mostra differenti immagini di futuro e mette in luce la relazione tra ipotesi e potenzialità latenti dell’oggi.

Strategie territoriali 2: key diagram

Nelle pagine precedenti, la costruzione di scenari è stata utilizzata come strumento di ricerca per investigare possibili configurazioni territoriali per l’area montana del Friuli Venezia Giulia. Il presente paragrafo illustra i principali aspetti che caratterizzano le vision strategiche elaborate dalle quattro Comunità Montane, valutando:
- la corrispondenza delle vision con un approccio territoriale, ovvero se il territorio, e i suoi abitanti, siano considerati come supporto attivo e appigli per politiche specifiche oppure, al contrario, se funga semplicemente da sfondo per politiche astratte;
- la coerenza tra gli scenari immaginati in

[2] I documenti relativi ai PAL (Piano di Azione Locale) visionati nell’indagine si riferiscono a lavori in corso così come consultabili a febbraio 2006.

Table 1

	MC Carnia	MC Gemonese, Canal del Ferro	MC Friuli Occidentale	MC Torre, Natisone e Collio
approach	policies	goals	program	territorial planning
timing	2 phases	not defined	5 years	vision: 10 years projects: 5 years
participatory process	survey, strategic planning	survey, strategic planning	survey, strategic planning	projects' implementation
evaluation existing situation	expertise	not defined	SWOT analysis	SWOT analysis
territorial systems	not defined	not defined	defined	defined
main development axis	community welfare; economic sectors; education; environment resources and energy	community welfare; tourism, culture, sport environment; agriculture, woodland, water and energy; production and SMEs	tourism; renewable energies; quality branding	enhancement of tourism and cultural heritage; accessibility to new technologies; improvement of road infrastructures, transborder connec- tions and railway network
main development axis by territorial sub-systems	not defined	not defined	mountain sub-system: tourism Dolomiti Friulane park: enhancement of environmental resources Polcenigo municipality: enhancement of cultural and historical heritage	mountain sub-system: implementation of woodeland, use of renewable energies and high quality agriculture; community welfare hills and Collio sub-system: improvement of wine and high quality agriculture production

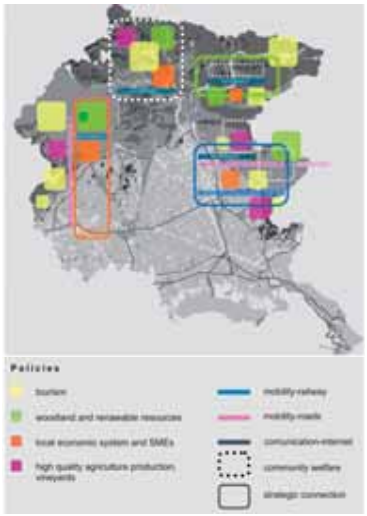
high quality economic sectors, most of them rooted within the specific natural environment (as for renewable energies, typical food production, tourism), the implementation of accessibility to communication and mobility networks. The four viewed[2] strategic documents are not easily translatable into territorial terms also because of the heterogeneity of the materials, many of them referring to general policies. As shown in the table 1, a first attempt consists in a summary of the main sector policies localized by area of influence and the definition of strategic connections related to the policies. The image on the right shows the first results to obtain an unified strategic representation where strategies are clearly defined from the structural elements.

Synthesis and representation of the different visions elaborated by the FVG Mountain Communities

Lettura e rappresentazione delle diverse vision elaborate dalle Comunità Montane regionali

[2] The documents considered in the survey refer to the progress of PAL (Piano di Azione Locale) developed until February 2006

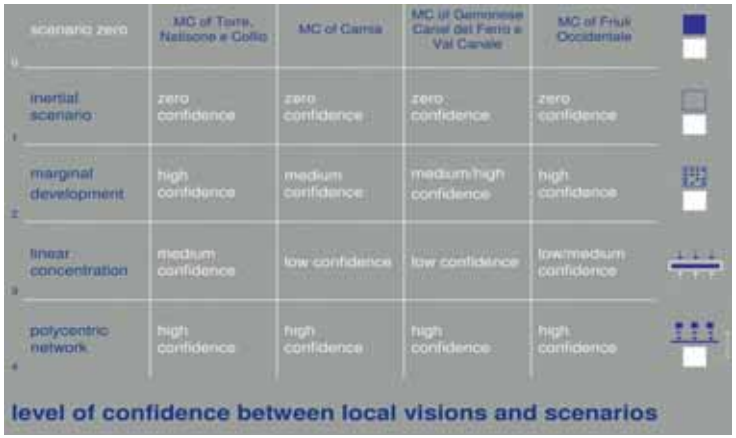
Stra.S.S.E. e le stesse vison per comprendere possibili correlazioni ed eventuali integrazioni.
Le maggiori differenze riscontrate nel confronto tra le quattro vision strategiche riguardano sia il tipo di approccio alla pianificazione strategica sia le modalità di attuazione previste.
Le principali e comuni azioni strategiche finalizzate al superamento delle criticità presenti nelle diverse aree riguardano il mantenimento di popolazione giovane, il rafforzamento del welfare di comunità, lo sviluppo di settori legati all'economia della qualità, molti dei quali profondamente radicati nello specifico contesto ambientale e culturale quali l'utilizzo di risorse rinnovabili, la valorizzazione di produzioni tipiche, il turismo, il miglioramento delle condizioni di accesso ai servizi e ai sistemi di comunicazione.
La documentazione consultata non è facilmente traducibile in termini di assetti spaziali anche a causa dell'eterogeneità dei materiali a confronto, molti dei quali riferiti a politiche generiche. Un primo tentativo, illustrato nella tabella in alto, consiste in una classificazione delle principali politiche settoriali per areali e ambiti di interesse e una successiva definizione di nuclei tematici e connessioni strategiche.
La figura precedente mostra una delle prime elaborazioni prodotte con l'obiettivo di



Comparison between local visions and the four Stra.S.S.E. scenarios

Comparazione tra le vision locali e gli scenari elaborati nell'ambito di Stra.S.S.E.

Table 2



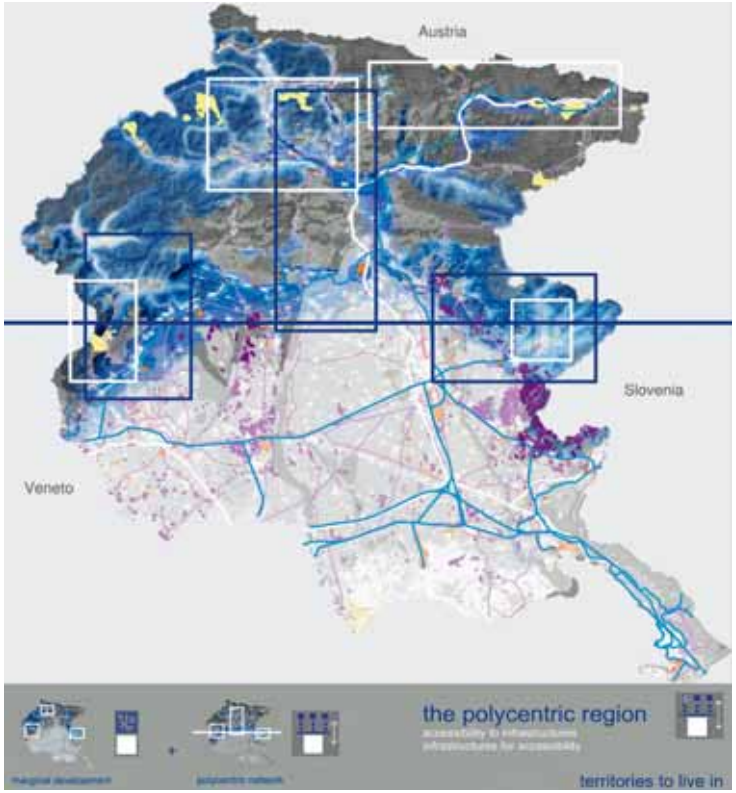
With reference to the table 2, some considerations can be made about the level of confidence between local visions and scenarios.
As expected, the inertial scenario is not considered by any local expectations.
The linear concentration scenario match in some way the visions elaborated by the Mountain Communities mainly localized in pre-alpine territories, although in these cases it can be accounted as a partial attempt towards polycentrism within existing administrative boundaries.
The marginal development scenario meets all the visions with different level of reliability.
The polycentric network scenario is the scenario that fits most all the visions elaborated for the FVG mountain area and represents a common ground for the elaboration of the guide-scenario and the key-diagram.
Starting from those common and relevant aspects, it has been possible to define a set of common strategies in relation to the concept of "polycentric region" as a diversified and integrated territorial system in which the polycentric structure has been widened considering marginal development as a credible chance for more peripheral places.
The concept of polycentric region, as displayed in the next image, involves a rethinking of the existing situation and the elaboration of a vision where local resources and local involvement are key issues for the territorial development.
Considering the term infrastructure much wider that what is generally understood as what allows and facilitates the continuance of social reproduction (Viganò P. ed., Territories of a new modernity, Electa, Naples, 2001) a strategic vision must consider which kind of infrastructures is relied upon.

ottenere una rappresentazione unitaria riferita all'intera montagna regionale in cui azioni strategiche ed elementi strutturali siano chiaramente distinti.

Con l'aiuto della tabella 2, alcune considerazioni possono essere fatte sul livello di corrispondenza tra scenari proposti e vison strategiche locali.
Come immaginabile, lo scenario inerziale, descrivendo una prospettiva di ulteriore peggioramento della situazione attuale, non è preso in considerazione da nessuna vision.
Lo scenario della concentrazione lineare incontra per alcuni aspetti le vision elaborate dalle Comunità Montane che insistono sui territori prealpini e comprendono centralità localizzate al confine dei due ambienti identificati nello scenario zero. Bisogna però evidenziare come in questi casi la corrispondenza con lo scenario lineare debba essere considerata al pari di un parziale tentativo di policentrismo all'interno dei confini amministrativi comprensoriali.
Tracce riferibili allo scenario dello sviluppo marginale si trovano in tutte le vision con diversi gradi di credibilità.
Lo scenario policentrico risulta lo scenario che meglio accoglie le indicazioni strategiche contenute nelle diverse vision, almeno in termini di desiderabilità, ed è stato quindi scelto come base per l'elaborazione dello scenario guida e del key diagram.
A partire da questi aspetti comuni, è stato quindi possibile definire un insieme di strategie comuni a tutte le aree montane, pur tenendo in considerazione i diversi contesti.
L'immagine di riferimento che ne è risultata è stata definita regione policentrica, ovvero un sistema territoriale diversificato e integrato in cui ambiti di sviluppo marginale trovano una loro collocazione, coerente e credibile, entro le maglie larghe della rete policentrica.
Pensare il territorio in termini di regione policentrica significa guardare alla situazione attuale attraverso la lente progettuale di una vision strategica in cui risorse locali e partecipazione agiscono da fattori chiave dello sviluppo.
Ampliando il significato del termine infrastruttura ad indicare tutto ciò che permette e facilita la riproduzione sociale (Viganò P. ed., Territori della nuova modernità, Electa, Napoli, 2001) e favorisce l'abitabilità dei luoghi, una visione strategica deve costruire delle precise relazioni tra tipo di infrastrutture, modalità di infrastrutturazione e modello di sviluppo.

Suggested scenario for the FVG mountain area

Proposta di scenario-guida per la montagna regionale



In the case of the FVG mountain area, the Stra.S.S.E. key-diagram defines:

- environmental infrastructures as network not only within the local situation but in relation to the wider context;
- energy infrastructures based on the sustainable exploitation of woodland as a model of decentralized energy production able to produce and maintain wealth locally;
- mobility infrastructures based on the implementation or recover of existing railway lines and diffuse network accessibility as opposite to overflying mobility axes also in relation to cross-border situation.

Accessibility, both material than immaterial, as communication, represents a key-feature for the implementation of the scenario and is strictly related to the maintenance of dynamic population. The key-diagram draft represents a first step to move from vision to action. It describes the most relevant and significant spatial policies to be set in order to

Il key diagram elaborato da Stra.S.S.E. in riferimento all'area montana regionale definisce:
- infrastrutture ambientali come supporti fisici primari in relazione al contesto locale e ai più vasti ambienti insediativi;
- infrastrutture energetiche che prediligono l'uso di risorse locali rinnovabili (produzioni forestali) come modello di produzione di energia disperso sul territorio e in grado di produrre e mantenere in loco la ricchezza prodotta;
- infrastrutture della mobilità basate sul rafforzamento e sul recupero della rete ferroviaria esistente e sulla diffusione dell'accessibilità, anche transfrontaliera, in opposizione ad assi chiusi che si limitano a sorvolare i territori.

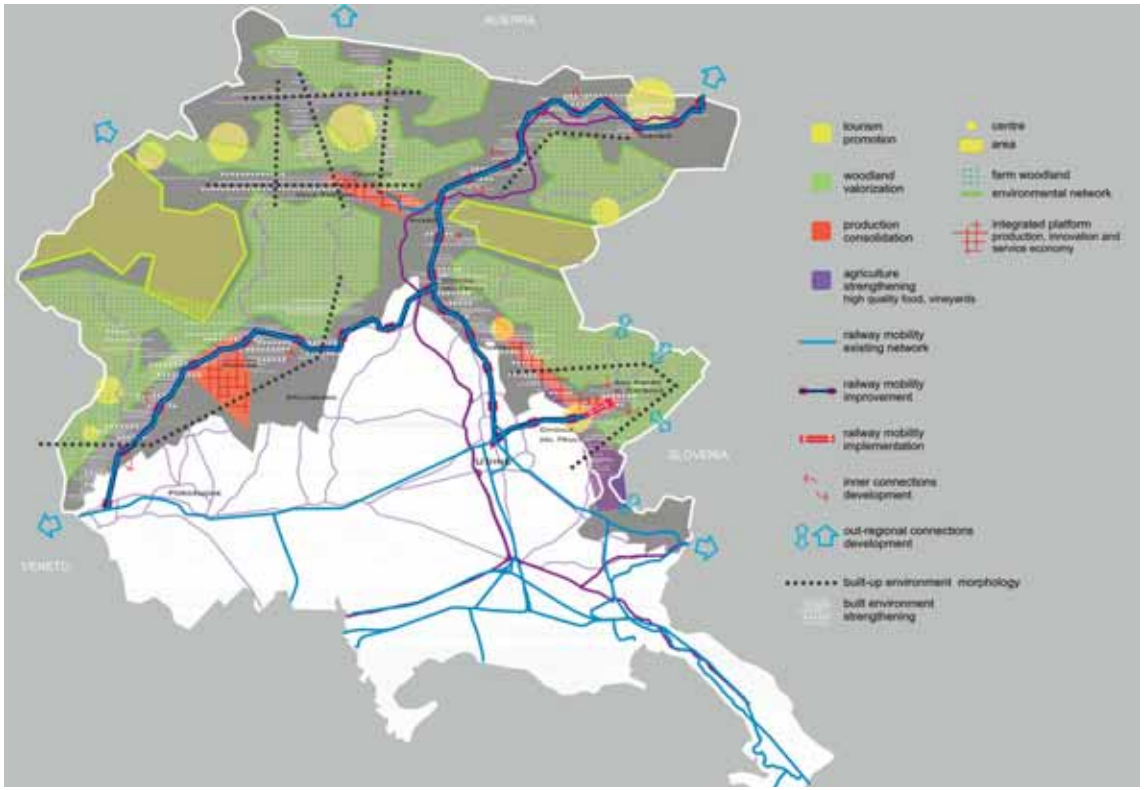
L'accessibilità, sia materiale che immateriale, attraverso il rafforzamento di sistemi di comunicazione oggi carenti in tutta l'area, gioca un ruolo chiave nello scenario guida e appare strettamente legato all'obiettivo primario del mantenimento di popolazione attiva.
Il key diagram, proposto in forma di bozza per la discussione, rappresenta un primo passo per passare dalla costruzione di vision all'attuazione di politiche e azioni con esse coerenti.
Il key diagram seleziona le politiche territoriali, già contenute nelle vision strategiche elaborate dalle singole Comunità Montane, più rilevanti in termini di sostenibilità.

Strategie territoriali 3: un prototipo per le valli del Natisone

L'esplorazione scenariale approfondisce ulteriormente le indicazioni strategiche contenute nello scenario guida e ne sottopone a verifica l'organizzazione policentrica attraverso la definizione di un prototipo spaziale relativo ad uno specifico contesto locale.
Il prototipo riguarda le valli del Natisone, facenti parte della Comunità Montana Torre, Natisone e Collio, e considera una porzione di territorio più vasta che va dal confine sloveno alla città di Udine, principale centro urbano.
La scelta dell'area è legata alla complessità delle questioni coinvolte: marginalità delle vallate interne, relazioni trans-frontaliere, debole struttura policentrica esistente tra paesi, nuclei urbani e città, presenza di una rete ferroviaria interessata da richieste di rafforzamento, enormi potenziali nella

From vision to action: key-diagram draft for the FVG mountain area

Dalla vision alle azioni: key diagram per la montagna regionale



achieve sustainable regional development through bottom-up processes within long-term perspectives.

Spatial Strategies 3: spatial prototype for the Natisone river valleys

The specific exploration goes deeper into the strategic indications contained in the guide-scenario and tests its polycentric structure in a specific area and on a local level by defining a spatial prototype.

The prototype focuses on the Natisone valleys (Mountain Community Torre, Natisone and Collio) on the east border with Slovenia and concerns a larger area reaching Udine on the west.

The area has been chosen because of the complexity of the subjects involved: marginality and crossborder issues in relation to the inner valleys, weak existing polycentric structure among villages, small towns and town to be reinforced, railway network interested by implementation instances by

produzione di energia da biomassa e produzioni forestali in generale, segnali di valorizzazione del turismo rurale.

L'esplorazione, mossa anche in questo approfondimento dall'interrogativo "cosa succederebbe se...", è sia un progetto che una ricerca. Un possibile progetto di territorio e una ricerca su infrastrutture e luoghi da abitare.

L'esplorazione introduce una nuova variabile territoriale interrogandosi sulle possibili conseguenze della costruzione di una linea ferroviaria che connetta San Pietro al Natisone, principale nucleo di riferimento per i paesi delle valli, con Cividale del Friuli e quindi con Udine, primario centro urbano regionale.

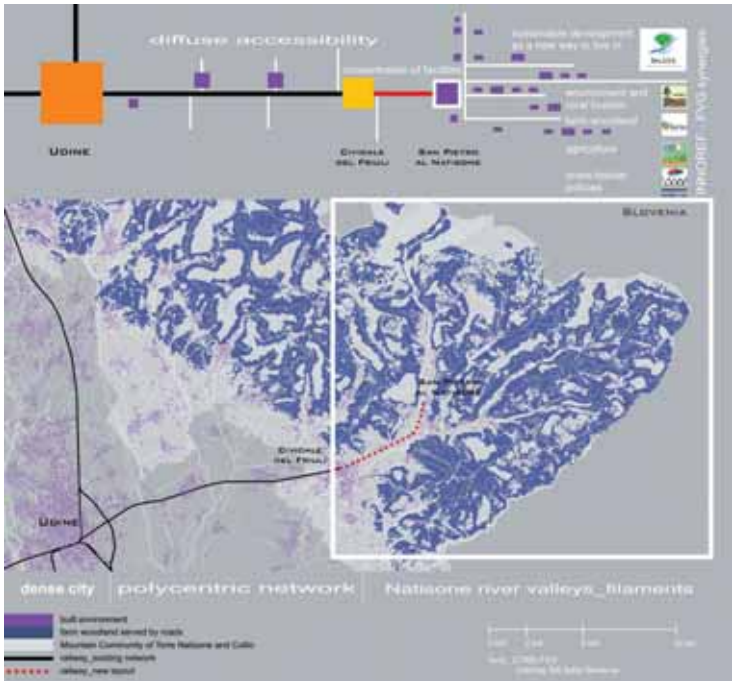
Oggi le valli del Natisone presentano profonde criticità in cui la condizione del

local communities, huge potential in biomass energy production, good incentives for rural tourism valorization.
The exploration is both a project and a research study: a possible project design and a research on infrastructure and places to live in. Moving from a "what-if" question, the matter is what would happen if the railway network connected the village of San Pietro al Natisone to Cividale del Friuli and therefore to Udine, main regional core?
Today the Natisone valleys present a critical situation where the condition of void (void of activities, of practices, of policies) urges to rethink and transform it from a negative condition into a new and diversified one. In relation to the fragile context, that transformation must not be approached in the same way it was for other territories along the modernization process, but aiming at reaching sustainable development through a long-term perspective.
The proposal railway layout replaces the old track built during the First World War to reach Kobarid (nowadays Slovenia), then abandoned, and introduces a new territorial variable in the Natisone valleys acting as a reconfiguration element able to allow some qualitative considerations on possible consequences and synergies.
With reference to the scenario building results, the project theme is related to the extension of the railway network as catalyst for a sustainable development in relation to the context and to the local potential resources to be activated within the planning process. The railway line connecting San Pietro al Natisone-Cividale del Friuli-Udine breaks the situation and support a wide range of activities. The territorial development within a polycentric spatial concept forms a new urban-rural system supported by metropolitan railway allowing easy and diffuse accessibility to facilities (service, leisure, retail, etc.) and central places like Cividale del Friuli and Udine. In particular, as indicated in the strategic vision of Mountain Community Torre, Natisone and Collio, marginality of peripheral localities can be faced through concurrent use of public transport on demand.
A further exploration on mobility develops new connections with Slovenia by the implementation of train transport to Kobarid and Tolmin and the recovering of the minute network of old border crossings. This scenario designs a new cross-border region going from Udine to the Soca valley in Slovenia and made up of different spatial and economic situations that could gain strength one from each other.
The proactive effects in supporting local population and healthy community welfare are amplified by promoting the structural change in rural areas through diversification of the rural economic base using endogenous resources like biomass and woodland resources use, promotion of high quality agriculture and rural tourism. Because of the specific conditions as wood quality and availability of road service, biomass resource arises as the main, and in some case the only, economic option. As shown, the potential

vuoto, vuoto di attività, di iniziative e di politiche, spinge a ripensare tale situazione per trasformarla da condizione negativa ad occasione per un nuovo modello di sviluppo. Di conseguenza, proprio in relazione allo specifico e delicato contesto, tale percorso trasformativo non deve essere condotto nello stesso modo in cui altri territori, e in altri tempi, hanno incrociato processi di modernizzazione, bensì secondo un approccio di lungo termine indirizzato alla sostenibilità nelle sue dimensioni fisiche, economiche e sociali.
Il nuovo tracciato ferroviario, che sostituisce la vecchia linea ferroviaria costruita durante la prima guerra mondiale per raggiungere Caporetto (oggi Slovenia) e successivamente abbandonata, introduce un importante elemento di riconfigurazione territoriale e fornisce occasione per muovere alcune riflessioni qualitative su possibili conseguenze e sinergie attivabili.
In coerenza con le elaborazioni scenariali di area vasta, il tema progettuale affronta la questione del rafforzamento del trasporto su ferro come catalizzatore di azioni volte all'attivazione di risorse locali. L'utilizzo del paradigma policentrico in termini progettuali produce un'inedita immagine di territorio urbano-rurale, strutturato intorno a un sistema ferroviario di tipo metropolitano (metropolitana di superficie) che permette un'accessibilità diffusa alle varie attrezzature territoriali (servizi, pratiche del tempo libero, terziario, ecc.) e alle centralità più importanti come Udine e Cividale del Friuli. In particolare, come indicato nella vision strategica elaborata dalla Comunità Montana Torre, Natisone e Collio, la marginalità di alcune situazioni può essere affrontata attraverso la contemporanea attivazione di un sistema di trasporto su gomma on demand.
Un'ulteriore esplorazione sulla mobilità riguarda l'estensione della connettività transfrontaliera con la Slovenia attraverso il prolungamento della ferrovia fino a Caporetto e Tolmino e il recupero della minuta rete dei valichi minori.
Questo scenario prefigura una nuova regione transfrontaliera che si estenderebbe tra Udine e la valle dell'Isonzo in Slovenia, comprendendo più ambienti insediativi e più contesti economici in grado di rafforzarsi vicendevolmente.
Residenzialità e welfare di comunità sono

Proposal of an urban-rural polycentric system

Proposta di sistema policentrico urbano-rurale



available woodland resources in the Mountain Community of Torre, Natisone and Collio cover much more than the local needs and become available for energy export.
From a qualitative evaluation point of view, the extension of the railway line to San Pietro al Natisone seems to produce positive results in balancing out-going and inner connections and in upgrading the quality of life for local inhabitants by strengthening the role of existing centralities.
It is important to underlines the potential of Stra.S.S.E. in activating important partnership with other Innoref sub-projects as Aedes (environment and rural tourism), Brie (biomass resource use) and Pro-Agritour (agriculture) as well as with Interreg Italia-Slovenia Transland on cross border planning policies and Euregio purposes and objectives.

Acknowledgment
Martina Pertoldi thanks professor Sandro Fabbro - Università degli Studi di Udine (Stra.S.S.E. scientific responsible) for stimulating discussion and comments on the present work, Duilio Cosatto and Franco Marchetta for helpfull collaboration, Gabriele Chiopris - Mountain Community of Torre, Natisone and Collio for data and

rafforzati attraverso la diversificazione dell'economia rurale e dalla promozione di un utilizzo sostenibile ed efficiente delle risorse ambientali presenti in loco quali biomasse, risorse forestali in genere e, seppure con potenzialità inferiori, agricoltura di qualità (attraverso una attenta politica di certificazione) e promozione di un turismo minore. Nel caso della risorsa biomassa, il bosco produttivo servito, cioè già oggi accessibile attraverso una rete infrastrutturale di servizio, copre una superficie rilevante del territorio considerato e si presenta come opzione economicamente rilevante se non, in certi contesti, unica (cfr. Comunità Montane della Carnia, del Gemonese, Canal del Ferro e Val Canale, del Friuli Occidentale, Torre Natisone e Collio, Valorizzazione energetica delle risorse forestali della montagna del Friuli Venezia Giulia).
Come illustrato nelle immagini relative alle esplorazioni sull'utilizzo delle risorse locali, la produzione potenziale di energia da biomassa riferita all'intera Comunità Montana Torre, Natisone e Collio è superiore al fabbisogno locale rendendo possibile esportare energia.
Da un punto di vista qualitativo, l'estensione della ferrovia fino a San Pietro al Natisone sembra avere effetti positivi nel bilanciare accessibilità verso l'esterno e rafforzamento delle connessioni locali, consolidando il ruolo delle centralità esistenti con un conseguente miglioramento della qualità della vita degli abitanti e dei diversi fruitori/visitatori.
Si sottolineano le potenzialità di Stra.S.S.E. nell'attivare sinergie significative con altri sotto-progetti Innoref quali Aedes (ambiente e turismo rurale), Brie (bosco produttivo e energia da biomassa) e Pro-Agritour (agricoltura), con il progetto Transland, Interreg Italia-Slovenia sulla cooperazione transfrontaliera e con le finalità delle Euroregioni.

Ringraziamenti
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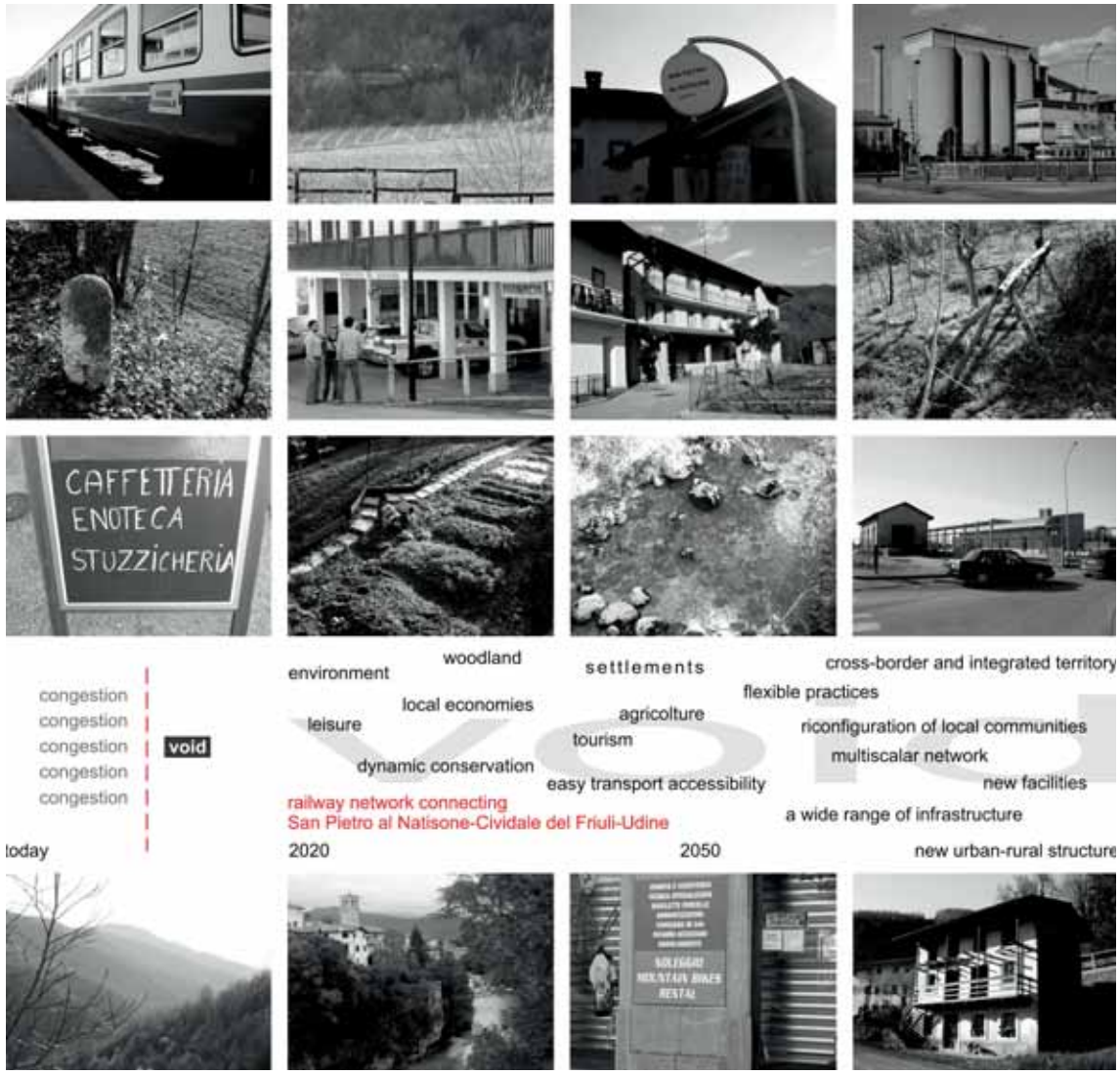
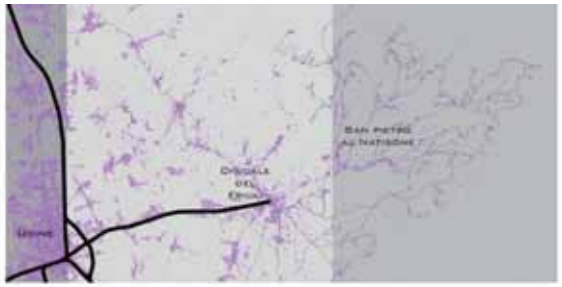
A possible scenario for the Natisone valleys: from one-dimension territories to multiple landscapes

Uno scenario possibile per le valli del Natisone: da territorio a un'unica dimensione all' affermazione di paesaggi multipli

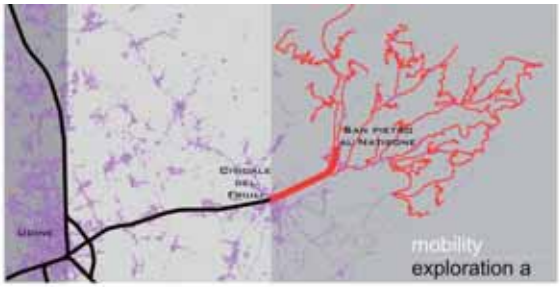


information on biomass and woodland, ing. Maurizio Rabusin for assistance with G.I.S. In particular, thanks to professor Sandro Fabbro for supervising spatial strategies 1, to Duilio Cosatto and Franco Marchetta for supervising spatial strategies 2 and 3.

ringrazia il professor Sandro Fabbro per la supervisione del paragrafo 1, Duilio Cosatto e Franco Marchetta per la supervisione dei paragrafi 2 e 3.



mobility_existing situation



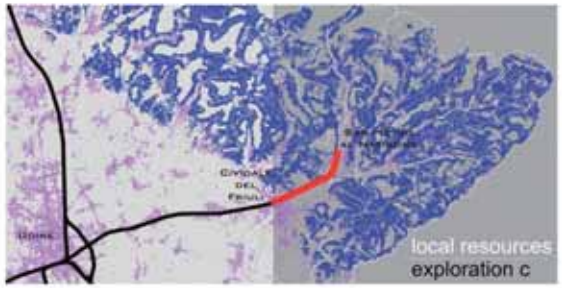
mobility_metropolitan railway + public transport on demand

main road network
railway
railway_new layout
public transport on demand
cross-border mobility

mobility_Italy-Slovenia crossborder connection

Graphics below show the potential energy production from biomass only (83,000 MW) and woodland (272,000 MW) in relation to the energy needs of Mountain Community of Torre, Natisone and Collio (127,095 MW) by year.

Il grafico sottostante mostra la produzione annuale potenziale di energia da biomasse (83.000 MW) e da produzioni forestali totali (272.000 MW) in relazione al fabbisogno del territorio della Comunità Montana Torre Natisone e Collio (127.095 MW).



local resources_potential biomass energy

potential farm woodland

source: Mountain Community of Torre Natisone and Collio, 2006

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PART THREE

Work materials and staffs

Guidelines for Structural-strategic Spatial Planning

Guidelines on participation in sustainable local development projects

Partners, staffs and collaborators

Sandro Fabbro

Fabiola De Toffol

Guidelines for Structural-strategic Spatial Planning

Sandro Fabbro

1 - Introduction

Planning is a system of theories and methods to move from knowledge to actions distributed in space and time.
"Spatial planning refers to the methods used largely by the public sector to influence the future distribution of activities in space" (EC Commission, 1997).
The term "spatial planning" has been adopted by the European Commission. This is a neutral generic term and does not equate precisely to any one of the Member State's systems for managing spatial development" (EC, 1997).

2 - Spatial Planning

How can "spatial planning" be interpreted?
"Strategic" and "structural" planning are often used as synonyms even though they can assume different meanings in different planning traditions.
In the British tradition, for example, "structural" is more concerned with a mode of planning that a general vast area (the County) addresses (the so- called "structure plan") while "strategic" prevalently refers to a mode of taking decisions in a complex and uncertain environment (Friend and Jessop, 1969).
In the Italian planning debate:
– "structural" refers to a plan based on "structural invariants" and to specific norms for the "maintenance" of these "invariants" through time;
– while "strategic" refers mainly to transformation actions and processes (Fabbro, 2005).

So, while "structural planning" is prevalently "compliance-related" (any specification of the general plan has to be coherent with the addresses of the general plan itself), "strategic planning" is mainly performance-related (actions, besides having a certain consensus, must effectively pursue certain results).

3 - Structural or Strategic? The Different Types of Spatial Planning

If we refer mainly to the maintenance of the long-term features of a territory, "structural planning" would probably be the most appropriate type of spatial planning. Sustainable development is, in this case, prevalently interpreted in terms of conservation of territorial heritage (see the Tuscany Region law on the "Governo del territorio").
On the other hand, if we refer mainly to transformation processes and objectives, "strategic planning" would probably be the most appropriate type of spatial planning. The emphasis is, in this case, prevalently focused on change and innovation.
But if we refer to the different aims (conservation as well as transformation) of a more general planning system, probably only "spatial planning" is the preferable definition.
But probably, at this point, a single "spatial plan" is no longer enough while the construction of a toolbox of spatial planning instruments constitutes a better solution. In this case, it is preferable to refer to a "spatial planning system".

4 - The Different Components of a Spatial Planning System

The essential components of a spatial planning systems are (Mazza, 1998):
1. A knowledge base;
2. Strategic (or Structural) Plans to address and coordinate different aims and policies;
3. Land use regulations and norms (zoning);
4. Implementation programmes and projects;

In the following discussion I will focus only on the first two items as they are the most crucial for our common trans-national project. In fact, the third item depends on specific national laws and juridical traditions while the fourth is mainly concerned with operative goals.

5 - The Knowledge Base

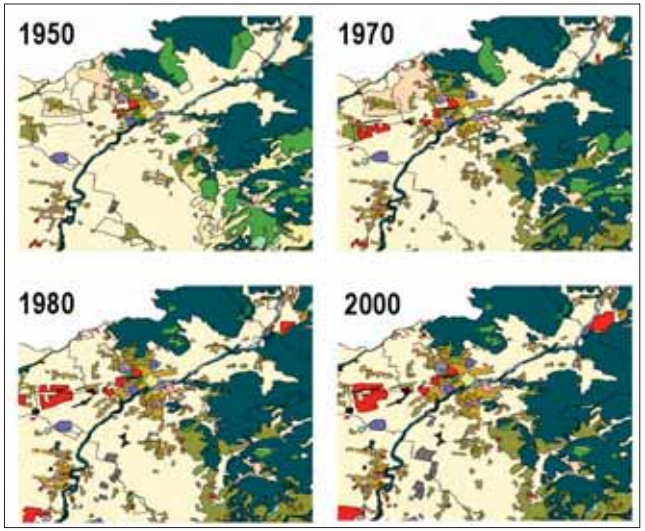
It is aimed at spatially defining basic territorial qualities, risks, problems as a precondition for identifying the objectives (and relevant areas) for conservation, transformation and new interventions.
In this sense, knowledge has to be considered a guarantee towards all members of the communities living in the territory.
This is the reason why a clear distinction has to be maintained between knowledge and the interests that are going to have a voice and a role in the "strategic plan".
A spatial knowledge base implies the integration of "first-order" and "second-order" data that I will introduce in the following points.
This knowledge base can be divided into two sub-components:
– The "structural knowledge", that is more formal and that is mainly referred to the recognition of territorial "objects". It can be produced through maps and databases that can be managed by Geographical Information Systems (GIS) ("first-order data") (Fabbro, 2005).
– The "local knowledge", that is more informal and contingent because it refers to the different meanings and values that can be attributed, to the same objects, in the various contexts due to the different local cultures. The "local knowledge" requires "second-order data" (information through which to give a certain value or quality to the objects).

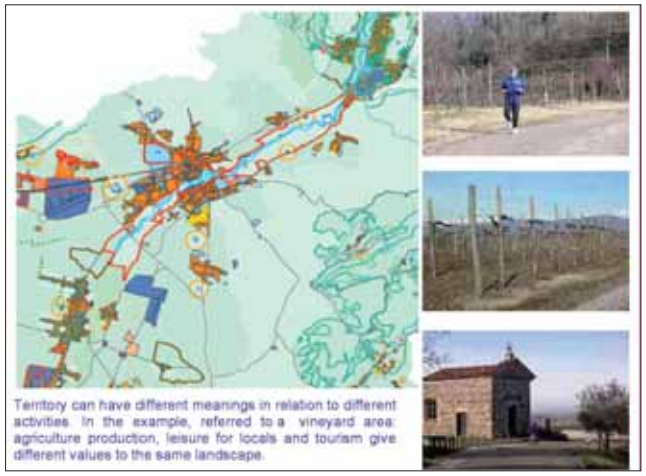
6 - Structural Knowledge

Land use maps can help in identifying the different territorial objects. Inter-temporal land use maps can help in describing changes and long-run territorial characters (the so called "structural invariants") through ad hoc spatial indicators.

7 - Local Knowledge

Local communities can attribute different values and meanings, deriving from the different local histories and cultures, to the different territorial objects (rivers, settlements, town centres etc.): this is what we call "local knowledge".
It represents an integration between scientific knowledge and participation processes. It makes reference to what we call "second-order data".





Territory can have different meanings in relation to different activities. In the example, referred to a vineyard area: agriculture production, leisure for locals and tourism give different values to the same landscape.

Local "forums" (as, for instance, those of Agenda 21) supported with ICT instruments, can be considered good sites to develop this form of knowledge.

8 - The Knowledge Base: a Synthesis

– Structural knowledge and first order data: it can be produced through maps and databases (i.e. land use maps).

GIS competence is essential in this case.

– Local knowledge and second order data: it can be derived attributing specific qualities to the different land use components. Scientific knowledge is essential at this stage. But, in order to avoid the risk of a technocratic approach to planning, scientific classifications require also to be discussed and evaluated in local participation forums.

In this case, capabilities in structuring participation processes are essential.

9 - Definition of Territorial System

The definition of the "territorial system" constitutes an important phase in any spatial planning process. The questions are: which "territorial system" has the planning process to be addressed to? How wide has it to be? Which structures and capacities has it to comprise?

The methodologies that can be used to define the territorial system have previously to consider which theories of spatial organization as well as of spatial dynamics they are meant to refer to.

Here we can have two main approaches:

– a more objective one, based on functional theorizing of territorial systems (territory as a given);
– a more subjective one based on a constructivist approach to territorial systems (territory as the outcome of a constructed process).

Usually, territorial systems have been defined in relation to:

– a geographical area where physical similarities and a homogeneous ecological habitat are clearly recognizable, for instance: a valley, a city, an industrial district and so on; in this case, the territorial system is characterized in terms of "homogeneity";
– strict functional relations between different areas that are not necessarily homogeneous; for instance: a residential area and an industrial area connected to each other by intensive commuting flows (in this case the system is defined by the integration of two different areas by the same type of relations). In this case the territorial system is characterized in terms of "relational space";
– common strategic interests; recently, much attention has been put on the internal capabilities of territories to define and promote themselves by intentional projects able to interconnect physical, socio-economic and cultural issues through a series of actions, depending on a common interpretation and vision of the same territory and aimed at pursuing common objectives. In this case the territorial system is characterized in terms of "intentional space".

Probably, a certain combination of the above-mentioned approaches can help better in defining the system, both because it can define some general constraints of the system (through some objective indicators) and because it highlights the potentialities of the local economic and social forces.

Properly defining the territorial system is a crucial point but its definition can be considered an outcome and not a precondition of the planning process. So we can start the process with a tentative and larger definition and then, step by step, specify it. In any case, it should be remembered that, in our societies, rigid boundaries can be somewhat necessary for technical reasons (statistics, mapping etc.) as well as for administrative tasks, but they don't correspond with the environmental as well as economical reality.

10 - The Strategic Approach

Strategic planning can be addressed as a final output (the strategic plan) and as a process, both technical and social.

The word *strategy* comes from military science, referring to the long-term and effective way to achieve victory; after that, it has been used in the corporate context.

Since the '60s, thanks to some pioneer experiences (see Friend & Jassop, 1969), it has been transferred to spatial planning. During the '90s, in correspondence with some well-known cases of urban renewal and enhancement in Europe (Barcelona, Lyon) and in the USA (Cleveland, Portland) it crossed through a new threshold in relation to long-term development perspectives, participatory visioning, collaborative processes (Albrechts, Healey and Kunzmann, 2004).

In fact, strategic planning builds upon the elaboration of a shared vision of local future starting from a participatory elaboration of common values as well as common objectives.

Strategic planning is voluntary, performance-related and selective, facing only those issues that are considered really significant.

Referring to Albrechts (2005), key words of strategic planning are also:

– *values*, identified by social interaction and local participation in the elaboration of possible and/or probable futures in specific contexts;
– *approach*, bottom-up and based on multi-scale policies;
– *process*, focusing on open dialogue, empowerment of deprived groups, responsibility and consensus building.

Inside a strategic approach, territories have obviously a central role; in particular, in relation to the definition of environmental quality and specific local values.

This implies looking at territorial peculiarities both as resources, advantages and common goods. (De Matteis, 1999).

In this sense, the strategic approach is considered very appropriate for sustainable development objectives: because it also looks at competitive aims with sector integration, long term perspectives, public participation and responsibility and so on.

11 - The Strategic Spatial Plan

11.1 General Aspects

1. If the knowledge base assumes "structural" aims too, the strategic spatial plan can be separated from the main conservative tasks and can be more oriented towards strategic transformations;

2. A strategic spatial plan implies different approaches to action than in the military or in the corporate contexts: it can be neither a top-down nor a technocratic plan. It instead requires a certain level of participation of the different stakeholders (both in the visioning phase and in the project phase) in order to promote their sharing it and its implementation.
3. Participation can be divided in two main legitimating sites: "forums" (where visions can be issued also through local knowledge) and "arenas" (where programmes and projects can be discussed, selected and issued).

The elaborating process of the strategic spatial plan can be divided into three steps:

1. Scenario building and visioning (shared elaboration of the main objectives, taking into account the interaction between local resources and global perspectives)

2. Definition of the main axes of action (shared elaboration of the main axes of actions to be pursued through the involvement of the local stakeholders)

3. Specific programmes and projects implementing specific measures

11.2 Scenario Building and Visioning

Scenario building is a way to approach future and its uncertainty taking into account that territorial changes are often determined by external causes (e.g. globalisation processes) that local communities are not able to control.
Unlike forecasting, which looks at the future in the light of past experiences and following a deductive logic, scenario building comes out from our "limits" in predicting future. Therefore, scenarios are neither the outcome of forecasts depending upon trends, not the direct expression of our desires.
On the contrary, scenarios must explore a range of extreme situations based on "what-ifs" (MVRDV, 1999): "what could happen if ..." in relation to economic, social and physical processes.
Consequently, scenario building is never neutral, but intentional.
It needs imagination and selection, considering limits and potentialities of different kinds of contexts.
Scenarios can be considered, in the end, as extreme configurations of likely hypotheses, well-grounded in the starting conditions. In order to do that, scenarios have, first of all, to be possible. Among these "possible" scenarios some can be even more "probable" than others. Since scenarios can be seen as investigations into the future of a "political community", it is also possible to define which one of the constructed images of the future, fits better the values and expectations of the political community in order to define the so-called "shared vision".
This is visioning: a crucial step in strategic planning. A vision represents the values and the objectives for the future of the community.
In this way future becomes a social construction, a place where people can meet and discuss about.
A vision is not a plan: it is at the same time less detailed and more complex; it does not define specific rights and duties (as it happens in the traditional regulatory plan), but it aims to outline a long-term perspective for the whole community and the strategies to go into that direction (Secchi, 2003, Planum).
A vision is open and flexible, but selective: not every action can be arranged into it, but it must be evaluated in terms of coherence with the vision itself.
The main methodological steps in scenario building are:

1. to set out explicitly relevant interests and issues to be faced;
2. to specify structural components, both internal and external, that will contribute to the definition of scenarios;
3. to define possible and eventually probable scenarios as general and sense-making frameworks;
4. different scenarios must then be arranged on extremes, in relation to the existing situation and given goals. Between the possible and probable scenarios, the desirable one (the vision) must be selected. After that, with reference to this desirable scenario, the steps are:
5. to define the general conditions that can make it probable and feasible;
6. consequently to define strategies, axes of actions, measures and actors and eventually their specific commitments;
7. to arrange the metaphorical images that better fit the specific objectives to pursue in order to communicate the vision and the relative strategies.

All the previous mentioned steps can be elaborated and managed through specific forms of public participation (forums).

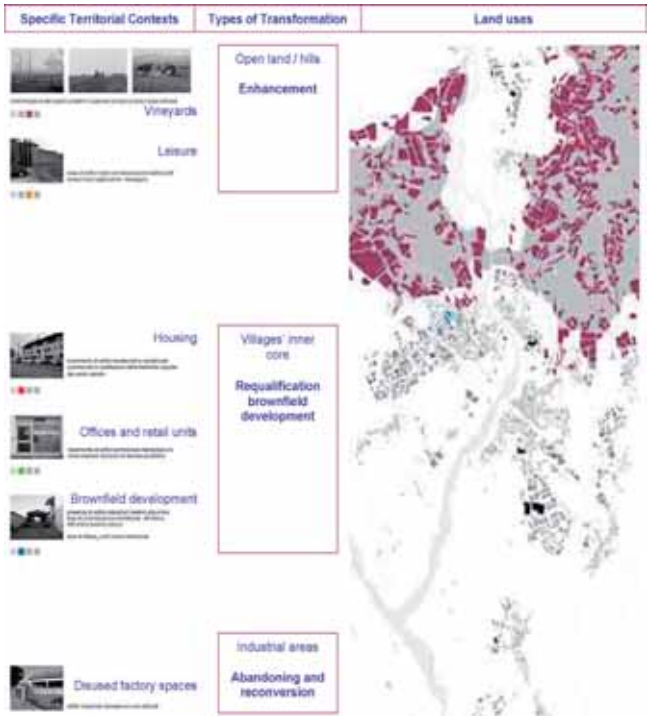
11.3 Transformation Processes and Actions

Finally, a strategic plan, besides the general vision, has to concentrate on specific actions and to relate them to specific territorial interventions (projects and policies). Many actions are usually oriented to transformation processes. The vision and the future transformations of the territory must be coherent and able to work together.

11.4 Knowledge and Participation

Strategic planning needs a specific type of knowledge to:
– identify local interests, intentions and objectives;
– identify the structural components, both internal and external, that will contribute to the definition of scenarios;
– define scenarios and the related strategic axes of action and so on.

This is the so called "project knowledge". It requires "third-order data". Third order data means data (and the relevant indicators) able to explicit intentions (of conservation as well as transformation) referred to the qualities ("second-order data") connected with specific territorial objects ("first-order data").
Local "arenas" (involving local different stakeholders) can be considered good sites where to develop this form of knowledge.
In order to address this aim, it could be useful to approach "third order data" by exploring some common behaviours of people who live and work in the specific territories.
It does not mean design by participation but, on the contrary, to structure participation by design in order to foster communication and to promote proactive actions.



12 - From Strategies to Regulations

At the end of the process, as a synthetic representation of the addresses of the plan, a Key Diagram with its specific "Guidelines" (according to the British tradition of the "Structure Plans"), can be elaborated and issued.
The Key Diagram and the Guidelines can also be approved, by the territorial authority involved, as a scheme of reference for the implementation of its territorial policies and interventions.
Furthermore, the Key Diagram and the Guidelines, if the national or regional land-use law requires specific forms of zoning and regulations, can be converted in a specific zoning map with its relevant regulatory norms.

13 - Making the Point

In any case certain social, political and structural preconditions seem indispensable to pursue a Strategic Spatial Plan.
This is the reason why strategic planning is not always feasible (in fact it is prevalently diffused in central urban areas and in metropolitan contexts).
What makes the difference between a central and a peripheral or even marginal context?

- Visions are more constrained: territory is more inflexible to transformations; actors are more difficult to involve and participation is more complicated;
- Governance and implementation capabilities are often absent;
- and so on.

14 - Strategic Spatial Planning in Peripheral Contexts

In these contexts a "strategic process" is probably more useful than a single "strategic plan". It means that:

- First of all, the identification of the basic actors is indispensable;
- Around the identified actors a possible wider "local community" of common interests has to be imagined;
- This "local community" has to be recognized and empowered at different levels (social as well as institutional);
- At this point it seems possible to start with a proper strategic plan procedure.

A communication supported by images of ordinary landscapes can help the elaboration of territorial "third order data". This can produce both defensive or conservative intentions and proactive development projects (e.g. environmental requalification carried on by local community).

15 - Evaluation and Strategic Spatial Planning

Finally, a fundamental instrument for Strategic Planning is the construction of a "System for Strategies Evaluation" according to the EU directive 2001/42/CE.
This System has to be used to evaluate the sustainability of strategic actions through:

Ex ante evaluation: methods and indicators	- Indicators to evaluate the state of the systems;
In itinere evaluation: methods and indicators	- Indicators to monitor the evolution of the process
Ex post evaluation: methods and indicators	- Indicators to evaluate the level of achievment of the goals

The system has to comprise:
- a set of sustainability objectives (derived, for instance, from Agenda XXI Local Action Plan);
- a report on the environmental state of the specific territory;
- a proper set of indicators
- the procedure through which to evaluate the specific actions -extracted from the strategic plan-, through the selected indicators, in terms of coherence with the sustainability objectives.

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The images presented in the document are extracted from the degree thesis of ing. Barbara Macorig, University of Udine, 2005, and arch. Martina Pertoldi, IUAV University of Venezia.

Guidelines on participation in sustainable local development projects

Fabiola De Toffol

Stra.S.S.E. Strategic Spatial Planning and Sustainable Environment is one of the sub-projects of INNOREF (www.innoref.net), a Regional Framework Operation co-funded by the EU Community Initiative Programme INTERREG IIIC. Partners of the operation are the Region of Friuli Venezia Giulia (IT), Region of Umbria (IT), Region of Western Greece (GR) and the Assosiation of Municipality Hranicko Region (CZ).
The operation aims at achieving a higher added value by improving the use of local resources, setting up and promoting sustainable product lines, establishing cooperation between different sectors and suitable regional marketing structures. These objectives will be reached through a participatory process aimed at developing resources efficiency and innovation. Stra.S.S.E. is focused on enhance a participatory approach to spatial and environmental planning to gain a new performance degree in drafting new development models, strongly involving stakeholders, local bodies and citizens with promoting a new regional knowledge.
The participatory approach will build up with appropriate methodologies for any project-area with the aim to integrate participatory decisions with GIS techniques and applications, considering as biggest challenge not the technology but the participatory planning as such, considered an important tool to spur organizational innovation
The participatory activities will be organized in each partner regions, and the opportunities for participation are there to be grasped but only if all those involved have a common understanding and share a common language.
Participation means many things to many people and there is a wide range of definitions and interpretations of participation[1]. For example, it means:
(1) sensitizing people to make them more responsive to development programmes and to encourage local initiatives and self-help;
(2) involving people as much as possible actively in the decision-making process which regards their development;
(3) organizing group action to give to hitherto excluded disadvantaged people control over resources, access to services and/or bargaining power;
(4) promoting the involvement of people in the planning and implementation of development efforts as well as in the sharing of their benefits; and
(5) in more general, descriptive terms; "the involvement of a significant number of persons in situations or actions which enhance their well-being, e.g. their income, security or self-esteem".
In these Guidelines participation is meant in the wider forms of people's participation such as community participation, referred to the involvement of the entire population of a community in the planning and implementation of a project and is thus not target-group specific.
Such "holistic" forms of people's participation are required for area-based operations which affect all inhabitants like environmental protection, soil and water conservation, provision of physical, economic and social infrastructures (civil works) and irrigation, sanitation and health schemes.
Another, often overlooked point is that a participatory development approach and project presupposes certain underlying basic values or value orientations such as sharing, cooperation, participation, coordination, mutual trust, delegation and concern, care for the disadvantaged people.

The vast literature and considerable experience which by now exist regarding community participation in general cannot, of course be reviewed: only some key notes are given hereunder, and many references are given in bibliography.
Sincere thanks go to David Wilcox, that I considered a point of reference, to academics that offered literature contribution, to practitioners involved in research-actions and to my project team, which is sharing with me competence and passion in the attempt to get participation in local development projects*.

1. Why participation

1.1 The Advantages

At present there is a widespread consensus in considering beneficiary/community participation indispensable to projects success.
Various foregoing points highlight that the participatory approach gives advantages, given the following reasons[2]:

1) **Coverage**: to reach and involve on a wider scale the stakeholders;
2) **Efficiency**: to obtain a cost-efficient design and implementation of a project. The beneficiaries will contribute more in project planning and implementation by providing ideas, manpower, labour and/or other resources (cost-sharing). Consequently project resources are used more efficiently;
3) **Effectiveness**: people involved obtain a say in the determination of objectives and actions, and assist in various operations like project administration, monitoring and evaluation. They obtain also more opportunities to contribute to the project and thus facilitate the diagnosis of environmental, social and institutional constraints as well as the search for viable solutions;
4) **Adoption of innovations**: the stakeholders can develop greater responsiveness to new methods of production, technologies as well as services offered;
5) **Sustainability**: more and better outputs and impact are obtained in a project and thus longer-term viability and more solid sustainability. By stressing decentralization, democratic processes of decision-making and self-help, various key problems can be better solved, including recurrent costs, cost-sharing with beneficiaries as well as operation and maintenance;

However, relatively few projects have an explicit design to attain effective participation and, in practice, participation is basically conceived either as a means *or* as an end. Only in truly participatory projects, participation is seen *also* as an end and practice shows that in the long term these projects run better.
In innovative projects participation becomes *a must*, since organisation of the complexity makes necessary putting in action experiences and skills of the stakeholders to deliver effective long-term results, above all if the project purpose is to set-up a new way of practicing, interacting and organising thus introducing innovative process in a given local context.
Nevertheless, even if in a development project environment partnership, ownership by the target population, and strengthening of institutional and administrative capacity to effectively manage changes and innovation are principles which are now largely shared, there is nothing simple or straightforward about making changes, and many innovative projects or process fail because:

- Goals are not understood at the lower organisational levels
- Plans encompass too much in toot little time
- People are not working toward the same specification
- Project objectives become "moving targets"
- Lack of instruments and methods to expedite real participation
- Difficulty in communication
- Difficulty in development of common visions

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– Lack of effective management
– Competitions and conflicts
– Not inclusion of key stakeholders
– Lack of strategic vision

These problems rise on one hand from complexity of the projects' scope and, on the other hand, from lack of participation of the key stakeholder in the former design stages; both items find in participation a vehicle for increasing projects' effeciveness: if people have a genuine stake in a development activity and are actively involved in decision making, they are likely to give a greater degree of commitment, and shared objectives are more likely to be met.

Anyhow stakeholders involvement and consultation is not enough: their effective participation needs methodologies, competences and rules useful in helping them to find the most appropriate strategies to manage changes and innovation processes, and all of these tools are focused on human resource management and development.

The objectives

Objectives include:

- Improve feelings of trust and cohesiveness among stakeholder
- Improve skills of team members in order to increase their ability to complete project activities
- Build a bottom-up model to introduce innovation starting from comprehension of beneficiaries' problems
- Choose the most suitable methodology considering assumption, constraints and objectives of the local context
- Use a facilitator approach to help groups increase the quality and commitment to decision, and increase organisational learning.

Specific methodologies and tools are used to spur communication among stakeholders, or analyse problems and define objectives, or to plan projects, monitor and evaluate; some of them fit with small groups, others make easier negotiation or development of operative strategies.

Each one stimulates interaction processes among stakeholders through specific techniques, organisational structures, longer –term programmes, and their effectiveness is not solely dependent on the process design but is determined by selecting a process design that fits the task demands, builds constructive relationship and consider group circumstances[3].

Other important elements found in the practice of participatory development projects are:

- Process instead of project approach

Conventional projects are usually planned too much in detail ("pre-cooked") over a too short time span to obtain tangible results and spread effects. A participatory project can substantially contribute to solve these problems by replacing or at least complementing the standard project approach by the process approach and to conceive a project as the first phase of a longer process enacted and sustained by a rolling programme.

- Education for participation

Participatory education attempts to develop capabilities among the beneficiaries to strive for full participation as well as self-development particularly when the project is over. This education is non-directive and dialogical (two-way) .

- The structuring of the target group

Group formation and group action entails strengthening of existing groups or organizations and/or the promotion of new, self-created and self-managed ones.

- Resource mobilization by group members

It includes pooling of know-how, ideas, assets, savings and/or labour as well as obtaining services and facilities like training and credit. This is done in a gradual learning process.

- Development of coordination and cooperation mechanisms

It enables the beneficiaries to participate actively in as many project actions as possible, the latter including identification of needs and potentials, setting of project objectives, planning and carrying out of activities as well as monitoring and evaluation. The project avoids thus by all means to become just only a delivery vehicle.

The strategies

Though the main opportunity/constraint of genuine participation is the political will to promote this in a project area, the basic problem can be overcome by means of various strategies aiming to motivate officials, project planners and implementers through, among others, the following:

Table 1.1.1 – Strategies motivating adoption of participation approaches

Principles	Approach (behavioural principles)	Methods
Involving people as subjects not objects	Reversing the traditional role of outside "experts" (a reversal of learning – from extracting to empowering)	Meetings and field workshops at various levels
Respect for local knowledge and skills	Facilitating local people to undertake their own analysis (handing over the stick)	Periodic informal exchanges of views
Ensuring influence over development decisions, not simply involvement	Self-critical awareness by facilitators, and	Briefing sessions and documents on participatory development
A learning process as much as an outcome	The sharing of ideas and information	Inclusion of participatory experts in project teams
An approach and attitude rather then a specific set of technical skills	Flexibility in preparing project documents, offering beneficiaries sufficient scope	Incorporation of participatory issues in the project charter

A direct result of the above actions will be that project planners become convinced that participation must be included from the very beginning in all stages of the project cycle.

The obstacles

The above mentioned principles, approaches and methods aim to overcome obstacles and constraints of participation, largely due to the following[4]:

1) Unlike tangible physical infrastructure works and production outputs, most of the arduous participation efforts remain less visible and measurable as they have to focus - prior to concrete productive actions - principally on training, changes of attitudes and fostering of awareness of local needs and potentials.
2) Many implementing agencies are designed for centralized planning, decision-making and implementation; such set-ups do not favour participation.
3) There is usually lack of skilled staff to promote participation. It is indeed often problematical to find well-motivated and capable animators for group formation and action.

Most of the above listed possible obstacles can gradually be overcome as evidenced by practice in many areas. However, the list indicates that for determining the form and degree of beneficiary participation the environmental, economic and social context of a project must be fully taken into account: participation is a site-and project-specific process. Moreover, starting such a

process may provoke various predictable but also unanticipated reactions on the side of the intended beneficiaries and also of the local officials and better-off who may see it as threatening their vested interests.

1.2 Cost-Effectiveness

The cost-effectiveness of the participatory approach is for the time being difficult to determine as economic and social parameters are only in part adequate to measure costs and benefits. The assessment of the latter is however, important as it indicates economic and financial viability and facilitates communication with officials and experts who see development predominantly from an economic point of view[5].

1.2.1 The benefits

The main direct benefits **include the following:**

- **employment and income generation;**
- **accumulation of tangible assets;**
- **development of community assets;**
- **upgrading of skill.**

The **indirect benefits** include:

- on-going exchanges of information, experiences and views;
- spirit of participation, cooperation, sharing, self-confidence and - better management of group enterprises;
- ability to articulate and solve problems;
- development of grassroot organizations (institution-building);
- prevention or resolution of conflicts.

The direct benefits can be measured mostly quantitatively to a sufficiently reliable extent, whereas the indirect ones can mostly only be described qualitatively.

1.2.2 The costs

The **costs** of the specific participatory elements or operations in a larger project are relatively minimal in relation to those of technical and other project components and are also temporary. The very essence of the participatory approach is its strong orientation towards self-reliance which implies, among other things, low and decreasing recurrent costs. Although usually a participatory process thus needs some "start-up" external aid from a development or donor agency (never to be a major actor!), the basic objective is that the process becomes self-propelling as soon as possible and also expandable to larger numbers of people with no or minimal outside personnel and funds and thus with no or very low recurrent costs.

The **extra costs** to make a project participatory consist of the following:

a) participation agents
b) training field workshops on the participatory approach and procedures
c) training in participation
d) socio-economic research

A participatory project may very well be cost-effective when also its indirect benefits are assessed adequately and added to the direct, quantifiable outputs.

There is however a great need for studies to develop a methodology to determine the cost-effectiveness of participatory projects.

2. Strategies

2.1 Level of participation and stance of the promoting organisation[6]

2.1.1 The levels

There are different levels of participation appropriate for different situation.

Many writings dealing with citizen involvement in planning describe ladders of participation.

We suggest the five-step one:

- **Information.** The least you can do is tell people what is planned.
- **Consultation.** You offer a number of options and listen to the feedback you get.
- **Deciding together.** You encourage others to provide some additional ideas and options, and join in deciding the best way forward.
- **Acting together.** Not only do different interests decide together what is best, but they form a partnership to carry it out.
- **Supporting independent community initiatives.** You help others do what they want – perhaps within a framework of grants, advice and support provided by the resource holder.

2.1.2 The stance

One stance is not better than any other, but different levels are appropriate at different times to meet the expectation of different interests.

The key issue is what stance is an organisation taking as manager of a participation process or resources control body, and the reasons for doing assuming the level it suggests is appropriate for different interests.

Stance 1: Information

Information-giving underpins all other levels of participation, and may be appropriate on its own in some circumstances. However, you will hit problems if all you offer is information and people are expecting you to provice for more involvement.

Basics

The information-giving stance is essentially a 'take it or leave it' approach.

People may not accept they can't have a say. Is there really no alternative to the ideas you are putting forward?

Your information will be judged on who you are and your style as well as what you say.

Even though you may not want much feedback, put yourself in the place of the people you are communicating with: the meaning of any communication lies in the response that you get – not what you say.

Where appropriate

Information-only may be appropriate when:

You have no room for manoeuvre and must follow one course of action – for example, where there is a clear legal requirement.

An authority is reporting a course of action which is essentially internal and doesn't affect others.

At the start of a consultation or other process, with the promise of more opportunity to participate later.

Information-only is inappropriate when the following apply:

You are seeking to empower community interests. Information is necessary for empowerment, but seldom enough on its own.

There are alternatives and others have a legitimate interest in developing them.

Methods

Consider the following:

Print: leaflets, newsletters, etc.

Presentations at meetings.

Briefing the media through press releases and press conferences.

Advertising through posters, radio, press.

Film or video.

Avoid:

Any methods which imply that people can have a say.

Guidelines

In planning how to inform people, and carrying this out:

Consider what frame of mind your audience is in – for example, what do they expect or know already?

Try a simple presentation on colleagues or a less informed audience before you prepare materials.

Use language and ideas which your audience will find familiar.
Be clear about why you are just informing rather than consulting.

Possible problems
You have a low budget.
Concentrate on using existing channels of communication: local groups, media, simple posters or leaflets. Be prepared to answer questions.
The PR department of your organisation wants to take over communications.
Insist on getting the basic messages clear before anything gets 'glossed up'. Work on one product – say a leaflet – and use that as the reference for other things. Make sure you have internal agreement to any messages.
You get no response from the audience you are addressing.
Since you are not asking people to become involved, that may be understandable. However, ask a few people to play back to you what they understood from your communication to see that you have got your message across.
People want more say.
Do they have a case? Who is setting the rules? Take comments seriously. It is easier to change the level of participation and your stance early on. Later it may become an uncomfortable Uturn.

Information checklist
Before taking up an information-giving stance consider:
Are you clear which interests you are informing, and how much they know already?
Are they likely to be satisfied with only information?
Can you present your proposals in a way people will understand and relate to?
Have you identified appropriate communication methods for the time available and audience?
Are you prepared to change your stance if people want more than information?

Stance 2: consultation

Consultation is appropriate when you can offer people some choices on what you are going to do – but not the opportunity to develop their own ideas or participate in putting plans into action.

Basics
Consultation means giving people a restricted choice and role in solutions. You may consult on the problems, offer some options, allow comment, take account and then proceed – perhaps after negotiation. You are not asking for help in taking action.
All the basics of information-giving apply, plus the need to handle feedback.

Where appropriate
The consultation stance is likely to be most appropriate when:
You want to improve a service.
You have a clear vision and plans to implement a project or programme , and there appear to be a limited range of options.
These options can be set out in terms which community interests can understand and relate to their own concerns or needs.
The initiator of the proposals can handle feedback and is prepared to use this to choose between or modify options.

It is inappropriate when the following apply:
You aren't going to take any notice of what people say.
You are seeking to empower community interests
You are not clear what you wish to do and are seeking ideas .
You don't have the resources or skills to carry out the options presented, or other means of implementing .

Methods
Consider the following methods for consultation:
Surveys and market research.
Consultative meetings.
Consultative committees.
Simulations where the options and constraints are clear.
These methods may be used in conjunction with information giving and presentational techniques, for example:
Advertisements.
Media briefing.
Leaflets and posters.
Exhibitions.
Videos.

Guidelines
Consider what response you want and how you will handle it as well as what you are presenting.
Make clear how realistic the different options are, and what the pros and cons are as you see them.
Avoid using methods like Planning for Real which encourage people to put forward their own ideas, unless you are moving to stance 3 – deciding together.
Be open about your own role, who ultimately takes decisions, how and when this will be done.
If you set up a consultative committee, give it clear terms of reference.

Possible problems
You have a low budget.
Use basic information-giving methods plus meetings hosted by local organisations. Run an open meeting at the end of the process.
The PR department wants to take it over.
See information giving. Consider throughout: will people understand the options, are they realistic, can we respond to feedback.
You don't have time to do things properly.
Be honest about the deadlines, and use the time-pressure to advantage. You could, for example, hold a weekend event with the key interests.
You get more – or less – response than expected.
Was consultation the appropriate stance? Did you think it through from the audience's point of view?

Consultation checklist
Before taking up a consultation stance consider:
Are you clear which interests you are consulting, and have you the means to contact them?
Are they likely to be satisfied with consultation?
Can you present your vision and options for achieving it in a way people will understand and relate to?
Have you identified appropriate communication methods for the time available and likely participants?
Can you and your colleagues handle the feedback?
Have you arranged for a report back to those consulted?
Are you prepared to change your stance if people want more than consultation?
Are you just seeking endorsement of your plans?

Stance 3: deciding together

Deciding together is a difficult stance because it can mean giving people the power to choose without fully sharing the responsibility for carrying decisions through.

Basics
Deciding together means accepting other people's ideas, then choosing from options you have developed together.
The basics of consultation apply, plus the need to generate options together, choose between them, and agree ways forward.

The techniques are more complex.
People need more confidence to get involved.
The time scale for the process is likely to be much longer.

Where appropriate
Deciding-together may be appropriate when:
It is important that other people 'own' the solution.
You need fresh ideas.
There is enough time.

Deciding together is inappropriate when the following apply:
You have little room for manoeuvre.
You can't implement decisions yourself.

Methods
Consider the following methods:
Information-giving methods to start the process.
Stakeholder analysis to identify who should be involved.
SWOT analysis to understand where you are.
Brainstorming, Nominal Group Technique, Surveys to develop some options.
Cost/Benefit Analysis to make choices.

Strategic Choice, Planning for Real, and other simulations as powerful overall techniques.
SAST and Action Planning to decide what next.

Guidelines
Plan the process before you start. Give yourself enough time.
Define clearly the roles and responsibilities of the different interests – who has a say, who will take action.
Be open and honest about what you want to achieve, and any limits on options.
If you set up any organisational structures, agree clear terms of reference and powers.

Possible problems
You don't have the time.
Consider whether stance 2 – consulting people – would be more appropriate.
You are not sure if your colleagues will back up any decisions.
Involve them in the process. Run internal workshops before involving others.
People aren't interested in joining in.
Spend more time on preliminary networking – basically talking to people before holding any meetings. Run sessions hosted by existing organisations as well as open sessions.
The techniques look too complicated.
Try some of the easier ones with a small group that you know. Bring in an external trainer or facilitator.
Deciding together checklist
Before taking up a deciding-together stance consider:
Are you prepared to accept other people's ideas? What are the boundaries?
Are you clear who it is appropriate to involve?
Are you clear about what you want to achieve, and the boundaries to any ideas you will accept to get there?
Do you have the skills to use joint decision-making methods?
Do you have the authority to follow through with solutions which are decided with others?
Have you involved colleagues who need to be part of the solution?

Stance 4: Acting together

Acting together may involve short-term collaboration or forming more permanent partnerships with other interests

Basics
Acting together in partnership involves both deciding together and then acting together
This means having a common language, a shared vision of what you want, and the means to carry it out.
Partners need to trust each other as well as agree on what they want to do.
Effective partnerships take a long time to develop – shot gun marriages are unlikely to work.
Each partner needs to feel they have an appropriate stake in the partnership, a fair say in what happens, and chance of achieving what they want.

Where appropriate
Acting together may be appropriate when:
One party cannot achieve what they want on their own.
The various interests involved all get some extra benefit from acting together.
There is commitment to the time and effort needed to develop a partnership.

Acting together is not likely to be appropriate when the following apply:
One party holds all the power and resources and uses this to impose its own solutions (1 or 2).
The commitment to partnership is only skin deep (1 or 2).
People want to have a say in making decisions, but not a long term stake in carrying out solutions (3).

Methods
Consider the following methods:
Information giving methods to start the process.
Methods for deciding together to create a shared vision.
Team building exercises.
Design exercises.
Business planning exercises.
Interim structures like working parties and steering groups as a focus for decision making and accountability.
Longer-term structures through which you can work together.

Guidelines
As for Deciding together, plus:
Spend time getting to know and trust each other.
Plan for the long-term sustainability of any organisational structure that is needed to implement and maintain schemes.
Avoid staffing partnership organisations with people who are accountable to only one of the partners.
Develop a common language, shared vision and corporate accountability.

Possible problems
Early discussion focuses on constitutions.
The final structure should come last – after you have decided what you are going to do, how to get the resources, what skills you need, and how power and responsibility will be shared. Set up interim structures like a steering group with clear terms of reference.
Conflicts arise in steering group meetings.
Spend more time in workshop sessions and informal meetings to develop a shared vision and mutual understanding.
Some interests feel excluded.
Clarify who the stakeholders are, and what their legitimate interests are. Again, run workshops rather than committees. Use an independent facilitator.
Acting together checklist
Before taking up a 'acting together ' stance consider:
Are you clear about what you want to achieve, and how flexible you are in pursuing that vision?

Have you identified potential partners?
Do you have any evidence that they share a similar vision, and are interested in a partnership with you to achieve it?
Do they trust you?
Do you have the time and commitment necessary to form a partnership?
Are you prepared to share power?

Stance 5: Supporting local initiatives
Supporting independent community-based initiatives means helping others develop and carry out their own plans. Resourceholders who promote this stance may, of course, put limits on what they will support.

Basics
This is the most 'empowering' stance –provided people want to do things for themselves. They may, quite properly, choose a lower level of participation.
Carrying through the stance may involve people in setting up new forms of organisations to handle funds and carry out projects or programmes.
The process has to be owned by, and move at the pace of, those who are going to run the initiative – although funders and others may set deadlines.

Where appropriate
This stance may be appropriate:
Where there is a commitment to empower individuals or groups within the community.
Where people are interested in starting and running an initiative .

It is not likely to be appropriate when the following apply:
Community initiatives are seen as 'a good thing' in the abstract and pushed on people from the top down.
Where there is no commitment to training and support.
Where there aren't the resources to maintain initiatives in the longer-term.
Where time is very short.

Methods
An offer of grants, advice and support – perhaps conditional on some commitment being made by the other interests involved.
Workshops for helping community groups create a shared vision and plan their action.
Team building exercises.
Commitment planning.
Business planning exercises.
Workshops on design, fund-raising and publicity.
Visits to similar projects.
Interim structures like working parties and steering groups as a focus for decision making and accountability.
Longer-term structures controlled by community interests.
Development trusts.

Guidelines
Be clear about your role and whether produces any conflict between, for example, controlling resources and helping community interests develop their own ideas and organisation.
If you are controlling resources make sure you have agreement from your colleagues and can deliver what you promise before you start.
If you are acting as a facilitator or trainer make sure the resource-holders are involved in the process. If possible run internal workshops with them.
Be realistic about the time the process will take.

Possible problems
Community interests find it difficult to get organised.
Provide support and, if necessary training. Arrange visits to similar projects elsewhere. Treat people development as seriously as project development.
The steering group or other body cannot make decisions.
Organise workshop sessions outside formal committees.
Little happens between meetings.
End each meeting with an action planning session. If funds are available appoint a development worker. Keep in contact through a regularly produced newsletter.
Community interests become committed to action, but resourceholders can't deliver.
Run internal sessions to gain commitment within the supporting organisations. Use the media.
Supporting checklist
Before taking up a 'we will support community initiatives' stance consider:
Do you understand the different interests in the community and their needs?
Have you contacted existing community and voluntary sector organisations?
Will your colleagues support the stance?
Do you have the skills and resources to offer?
Are you clear about the role you are playing?

3. Methodologies and tools
Guiding approaches for effective and inclusive participation and partnerships to achieve sustainability are the following:
- Research begins with stakeholders' needs
- Include all stakeholders
- Stakeholders are co-researchers
- Researchers are stakeholders
- Maximise access to information
- Maximise opportunities for participation
- Encourage multi-party communication
- Develop visions and objectives together
- Allow situations to develop organically
- Provide access to a wide range of knowledge, and decision-making tools
- Build mutual trust
- Share information and networks
- Share responsibility
- Create transparent decision making processes
- Aim for consensus and mutual ownership
- Promote cooperative rather than competitive structures
- Monitor and evaluate the collaboration
- Disseminate the results
- Apply the results
- Build on the achievements
- Provide feedback on the process

In the chapter is described a selection of different logical tools or processes for undertaking particular tasks or solving particular problems in strategic planning. The tools have been chosen considering outlined exigencies of STRA.SSE partner organisation[7].
It does not want to be a comprehensive catalogue, nor a sum of knowledge, which rests with the practitioners and academics who apply and advance it

3.1 Action planning

Description
In the strategic planning process, it is placed at the point planners have usually already completed all or most of the strategic analysis, including the environmental scan, SWOT analysis, identifying strategic issues and goals. They've probably already developed/updated the mission statement (and a vision statement and values statement, if they choose to add these).

The organization's commitment to strategic planning is commensurate to the extent that a) the organization completes action plans to reach each strategic goal and b) includes numerous methods for verifying and evaluating the actual extent of implementation of the action plan.

Objectives
An action plan concretises commitments of partners and stakeholders translating a broadly agreed set of policy frameworks and strategies into concrete actions, defining the necessary activities together with the responsible actors and their required commitments of resources, all within a clear timeframe for implementation along with a monitoring system for overseeing the process

Outcomes
Action planning typically includes deciding who is going to do what and by when and in what order for the organization to reach its strategic goals. The design and implementation of the action planning depend on the nature and needs of the organization.

Uses/strength
1. Actions plans specify the actions needed to address each of the top organizational issues and to reach each of the associated goals, who will complete each action and according to what timeline.
2. Develop an overall, top-level action plan that depicts how each strategic goal will be reached.
3. Develop an action plan for each major function in the organization, e.g., marketing, development, finance, personnel, and for each program/service, etc. These plans, in total, should depict how the overall action plan will be implemented. In each action plan, specify the relationship of the action plan to the organization's overall, top-level action plan.
4. Ensure each manager (and, ideally each employee) has an action plan that contributes to the overal. These plans, in total, should depict how the action plans of the major functions will be implemented. Again, specify the relationship of these action plan to the organization's overall, top-level action plan.
5. The format of the action plan depends on the nature and needs of the organization. The plan for the organization, each major function, each manager and each employee, might specify:
a) The goal(s) that are to be accomplished
b) How each goal contributes to the organization's overall strategic goals
c) What specific results (or objectives) much be accomplished that, in total, reach the goal of the organization
d) How those results will be achieved
e) When the results will be achieved (or timelines for each objective)

Special consideration/weakness
The action planning process requires continuous detailed negotiation amongst the various working group stakeholders, to reach agreement on the inputs necessary for implementing an agreed set of actions. This requires in turn that working group representatives inform, advocate and negotiate with, and secure commitments from their respective institutions. These commitments are often formalised in an urban pact and/or in inter-organisational memoranda of understanding.
Specificity: An action plan is focused on a specific issue of common concern and on a specific geographic area. It is also specific in terms of actors and their actions as well as in terms of resource inputs and activities ("who does what, and how"), and in terms of agreed time-schedule ("when").
Negotiation based: Action plans are negotiated agreements which result from an extended process of dialogue among stakeholders who demonstrate their commitment by undertaking specific individual responsibilities including sharing of costs.
Measurable: An action plan specifies outputs and activities that can be measured and monitored so that the whole process can be jointly supervised, reviewed and adjusted as necessary.

Methods
1. Considering alternative courses of action
2. Determining the tasks and the respective actors involved
3. Determining the required resources
4. Negotiating the time frame
5. Identifying gaps and weak linkages: Such gaps may include
- tasks for which no clear lead actor is identified
- financial costs for which funding source could not be identified
- other resource requirements which could not be mobilised
- capacity limitations of actors.
6. Reconfirming commitments
7. Agree on coordination mechanisms:
8. Agreeing on indicators and monitoring mechanisms:

Example of Planning Techniques is the GOPP – Goal Oriented Project Planning.

GOPP and LOGICAL FRAMEWORK APPROACH

The **GOPP** approach was promoted by the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ - German Technical Cooperation). The approach provides a systematic structure for identification, planning, and management of projects developed again in a workshop setting, with principal interest groups. The GOPPs output is a planning matrix – the logical project framework – which summarizes and structures the main elements of a project and highlights logical linkages between intended inputs, planned activities and expected results.
It was initially called the '**Logical Framework Approach (LFA)'** named by its principal analytical, presentational and management tool which can help planners and managers to:

- analyse the existing situation during project preparation;
- establish a logical hierarchy of means by which objectives will be reached;
- identify some of the potential risks;
- establish how outputs and outcomes might best be monitored and evaluated; and
- present a summary of the project in a standard format.

Key steps in the Logical Framework Approach
1. Establish the general scope and focus of the project.
2. Agree on the specific planning framework, terminology and design process.
3. Undertake a detailed situation analysis.
4. Develop the project strategy (objective hierarchy, implementation arrangements and resources).
5. Identify and analyse the assumptions and risks for the chosen strategies and modify the project design if assumptions are incorrect or risks are too high.
6. Develop the monitoring and evaluation framework.
The Logical Framework Approach involves problem analysis (problem tree), stakeholder analysis, objectives tree, objectives hierarchy and selecting a preferred implementation strategy.
The product of this analytical approach is the matrix (the Logframe), which summarises what the project intends to do and how, what the key assumptions are, and how outputs and outcomes will be monitored and evaluated.

Context
The logical framework approach (LFA) has evolved since the 1970s as a methodology for improving the systematic planning of development projects. Over time, it has evolved from simply a framework for structuring project objectives to more sophisticated, process-orientated approaches for involving stakeholders in project design and management.

Using LFA for project or program design imposes rigour in assessing what is to be achieved and the assumptions behind what interventions and activities will be required. Many international donors, such as the Asian Development Bank and the European Union, require projects they fund to be designed according to an LFA.
Various groups and facilitators have integrated an extensive range of participatory planning methodologies and tools with the basic LFA framework and quite sophisticated planning workshops have been developed. There are numerous LFA manuals and documents.

Strenghts

- During initial stages can be used to test project ideas and concepts for relevance and usefulness.
- When designing logframes help to make comprehensive plans that are feasible within acceptable levels of risks.
- Logframes can form the basis of 'contracts' with explicit statements of what will be delivered.
- During implementation the logframe serves as the main reference for drawing up detailed work plans, terms of reference, budgets, etc.
- Logframe provides indicators against which the project progress and achievements can be assessed.

Weaknesses

LFA has become widely accepted as a useful and necessary tool for project planning. However, it does have weaknesses, including:

- focusing too much on problems rather than opportunities and vision;
- being used too rigidly, leading people into a 'blueprint' approach to project design;
- limited attention to problems of uncertainty where a learning or adaptive approach to project design and management is required; and
- a tendency for poorly-thought-through sets of activities and objectives to be entered into a PPM table, giving the appearance of a logical framework when in fact the key elements of the analytical process have been skipped.

Despite these limitations and provided due attention is given to the participation of stakeholders and it is not used too rigidly, the LFA approach remains a very valuable tool for project planning and management.

3.2 Future Search Conference

Description

A two-day meeting where participants attempt to create a shared community vision of the future. It attempts to bring together those with the power to make decisions with those affected by the decisions to try to agree on a plan of action. The future search conference can also be used to focus on the future of an organisation, a network of people or a community. Participants are encouraged to explore the past, present and future and make action plans based on common ground.` (Sarkissian, W et. Al. 1999).

Objectives

A future search conference helps a group of people to develop a series of options for the future, and agree on a plan of action, which, because participants include those with the power to make it happen as well as those who will be affected, should be able to be implemented.

Outcomes

A future search conference will develop a feasible plan which incorporates the needs and wishes of those affected as well as those of the decision-making agencies or departments.Such a plan should allow a community or group to reach a preferred future vision .

Uses/strengths

The search conference is useful in identifying issues at the early stages of a project or process.
It assists in identifying key or priority issues.
Can provide guidance on how the participation process should be run.
Can provide advice on who to involve in the participation process and gain support for ongoing involvement.
Can empower individuals to become better informed, and better able to express their opinions.
Useful when participation of large groups is desirable and an open forum is sought.

Special considerations/weaknesses

Can be logistically challenging given the number of potential participants.
Requires the engagement of an experienced facilitator to be successful.
Can be difficult to gain complete commitment (to attend or to agree on outcomes) from all participants.
Large time frame (two-three days) may affect the availability of volunteers / participants.

Method

Canvas people to be invited to be part of the future search.
Book venue.
Hire a facilitator.
Advertise event.
Brief participants and the facilitator on the aims and objectives of the session.
Provide a background briefing for participants if required.
Conduct discussion. One methodology for conducting the discussion is outlined by Emery (1976), a pioneer of the technique, who identifies five stages to the process:
External environment: `the futures we are currently in` are described by the participants.
Desirable futures: groups construct a list of desirable futures that build upon the current situation
Desirable futures are transmitted into more explicit pictures
Testing desirable futures against the reality of the current situation and the criteria generated earlier in the meeting
Discussing the implementation of the desirable future, based on current circumstances and resources (in Sarkissian, W et al (1999))
Record issues raised by individuals and report back in the plenary sessions.
Compile a report of proceedings.

3.3 Open space technology

Description

A radical participatory approach developed by US Management Consultant Harrison Owen in the 1980s. Stated simply, open space technology allows participants to offer topics for discussion and others to participate according to their interest. The theory behind open space technology is that people will take ownership of issues they wish to address.
The open space technology operates on the following four principles:
Whoever comes are the right people·
Whatever happens is the only thing that could have
Whenever it starts is the right time
When it`s over, it`s over. (International Association for Public Participation, 2000)

Objectives

Open space technology aims to provide an event which is relevant, timely, and participatory. Its relevance is determined by the participants, who determine the agenda, the length of the event, and the outcomes.

Outcomes

The Open Space Technology event puts people of like interests in touch with one

another, allows people to exchange views and to understand a wider range of viewpoints, and provides a sense of empowerment to shape the world towards the kind of future the participants might desire.

Uses/strengths
Appropriate for use where there is a need for new ideas and the prevailing climate is characterised by uncertainty, ambiguity and a low level of trust.
Because there are a limited set of rules, the process is driven by the participants.
Absence of `control` of the process means participants must be prepared to go where the process takes them.
Includes immediate summary and discussion.
Provides a structure by giving participants opportunities and responsibilities to create a valuable product or an experience.

Special considerations/weaknesses
Facilities should be flexible to accommodate variable group sizes.
A powerful theme or vision statement is needed to generate topics.
A large number of participants are involved in the process (up to 500).
The most important issues can sometimes be lost in the discussion.
It can sometimes be difficult to get accurate records of results.

Method
Determine whether the open space technology process is the most appropriate technique for your situation, considering the people who are likely to take part and their preferences and attitudes, and the venues available to you.
Select venue, facilitators and prepare information (open space technology can be successfully used in conjunction with other techniques such as conferences and workshops).
Publicise the event.
Describe process and rules to the participants, as outlined below:
Principles·Whoever comes are the right people.·Whatever happens is the only thing that could have. Whenever it starts is the right time. When it`s over, it`s over.
Law of two feet·The law of two feet: people are honour bound to walk away from proceedings and sessions which they believe are irrelevant.
Follow due process
One by one, each person who wishes to, steps into the centre of the circle and announces their name and topics they feel passionate enough about to be willing to lead a break out session on that topic.
Each passionate person writes the topic on a piece of paper along with time and venue for a discussion.
Following announcements of topics by passionate people, the market place becomes open. The marketplace is a wall where all the topics, times and venues are posted to allow participants to decide which session to sign up to.
Those who announced the topics facilitate the individual discussions and appoint people to record minutes on provided computers.
Reconvene into the larger group and report back, or combine reports into one document and ensure widespread dissemination to all those who took part, and all those likely to make a decision.

3.4 Planning for Real

Description
Planning for Real offers local people a `voice` to bring about an improvement to their own neighbourhood or community (Neighbourhood Initiatives Foundation 1995). Local people begin by constructing a three-dimensional model of their neighbourhood or catchment area. From this, they construct their vision of their ideal neighbourhood or catchment by placing suggestions cards on a three-dimensional model, then sorting and prioritising the suggestions. The model of the neighbourhood or catchment is made so that it can be moved from venue to venue, allowing more people to participate.Used since the late 1970s in Britain, this planning tool is now used throughout the world. Participants are largely intended to be from the target community, with government officials, local councillors, and professionals present to answer questions, when requested.

Objectives
Planning for real aims to increase community involvement and knowledge of proposed changes or planning issues through allowing them to place their suggestions and concerns directly on to a three-dimensional model; this also increases the chance that planning and decision-making will be made with a fuller knowledge and understanding of community issues and needs.

Outcomes
Planning for real delivers a design or plan that incorporates community needs and issues, and that will therefore be more acceptable and useful to the community, and will give the community a sense of ownership of the plan that may incorporate elements of community monitoring and maintenance.

Uses/strengths
Provides a three-dimensional model that may help people better envisage the changes suggested for the neighbourhood.
Offers a hands-on` approach that allows participants to visualize the preferred future for an area.
Particularly effective in mobilising community support and interest.
Specific projects are identified and implementation is set in motion.
Has advantages for those who are more visual/tactile in their approach.
Can help bridge language barriers in mixed language areas.

Special considerations/weaknesses
Requires commitment from decision makers to follow through on suggestions.
Needs commitment from participants to stay for two and a half hours to participate in the whole process.
Can be expensive to develop a three-dimensional model.
If building a model with volunteers and found materials, can take three months to collect materials and create the model in easily movable sections.
Can take two-three months for follow up and feedback.

Method
Hire a knowledgeable moderator to start the process, although a community member with some background in community development could readily pick up the key concepts through the `kit` which is sold by the Neighbourhood Initiatives Foundation.
Assemble the three-dimensional model of the neighbourhood from lightweight material and in easily-transportable sections (ask volunteers, a local club, students, or others as a way to involve key people). The model is usually best at a scale of 1:200 or 1:300, which allows people to identify their own home.
Use the model to publicise public meetings, by taking it around shopping centres and community meeting points for about two weeks to generate interest and begin the process of identifying problems and opportunities.
Begin training sessions with a few local residents to familiarise them with the process.
Hold public meetings where cutouts are placed on the model as a way to identify issues of concern to the community.
Form small, ad hoc `working parties` around these issues, for example, Traffic, Shopping Facilities, Play Areas, Work Opportunities, Coastal Zone Management and Planing etc. These working parties then meet to work out details and to negotiate between conflicting interests and priorities, using a `Now, Soon, Later` chart as guide.
Plan a series of activities to develop a momentum that continues into specific practical proposals. Sufficient time is needed for an effective exercise. Three

months is suggested for the initial stage of mobilization, setting up a steering group, building the model and publicizing the sessions.
Circulate steps taken in local newsletter and/or media.

3.5 Visioning

Description
Visioning exercises are used to define and help achieve a desirable future. Visioning exercises are regularly used in urban and strategic planning and allow participants to create images that can help to guide change in the city.The outcome of a visioning exercise is a long term plan, generally with a 20 to 30 year horizon. Visioning exercises also provide a frame for a strategy for the achievement of the vision.Alternatively, some visioning tools may be used to promote thought and encourage discussion of future land use and planning options, without the need to create a future orientated document.
Games can be developed to do this, for instance, the Wheel of CoastalFortune, a game in which participants post cards to decide where facililities will be sited, is a planning exercise which encourages a holistic approach to planning and considering the impacts from the whole catchment area on the coastal zone. (See also Scenario Testing).

Objectives
Visioning aims to develop a preferred future scenario.

Outcomes
Visioning develops future scenarios, together with the steps that are needed to achieve this vision, and a group of participants who have ownership of the vision, and therefore have a reason to help make this happen.

Uses/strengths
Use when integration between issues is required.
Use when a wide variety of ideas should be heard
Use when a range of potential solutions are needed.
Visioning encourages participation for developing a long-range plan.
Visioning is an integrated approach to policy-making. With overall goals in view, it helps avoid piecemeal and reactionary approaches to addressing problems. Visioning uses participation as a source of ideas in the establishment of long-range policy. It draws upon deeply-held feelings about overall directions of public agencies to solicit opinions about the future.
When completed, visioning presents a democratically-derived consensus.
When using games such as Wheel of Coastal Fortune as a visioning tool, this offers the following advantages:
Can access sections of the population who are typically disempowered in traditional consultative processes (Luckie 1995).
Can be used to assess willingness to pay to preserve specific environmental attributes or willingness to accept the loss of these attributes.
Can involve a broad range of participants (in demographic terms).

Special considerations/weaknesses
Organisation of the visioning exercise can be costly.
Vision can be difficult to transfer into strategy and policy
In relation to using the Wheel of Coastal Fortune (c) with visioning: Playing the game when visioning presents problems in recording and analysing data and interpreting social preferences for land use management. (It is important to be clear about the questions or issues to be addressed so that these can be incorporated into the game design as simply as possible.)

Method
In a typical visioning exercise a facilitator asks participants to close their eyes and imagine they are walking along their shoreline as they would like to see it in 15 years. What do they see? What do the buildings look like? Where do people gather? How do they make decisions? What are they eating? Where are they working? How are they travelling? What is happening on the street? Where is the centre of the neighbourhood? How does greenspace and water fit into the picture? What do you see when you walk around after dark?
People record their visions in written or pictorial form; in diagrams, sketches, models, photographic montages, and in written briefs. Sometimes a professional illustrator helps turn mental images into drawings of the city that people can extend and modify. To play games such as `Coastal Wheel of Fortune`, which promote thought and encourage discussion of future land use and planning options without developing any documentation, the following steps are taken:
The kit can be borrowed from the developer of the game, Katrina Luckie, or, with enough preparation time and funds, you could make your own.
Develop a map of the coastal zone beginning in the hinterland and flowing down to the sea. This should be sturdy and able to be transported for frequent use, and may be in the form of a patchwork rug, or a model in segments.
Develop cards that indicate the facilities likely to be proposed for the area, for example: national parks, native forest, high-rise development, tourist developments, sewerage outlets, shopping centres, wetlands reserves, etcetera.
Develop boxes or cans into which these cards can be slotted, marked with the various natural resources of the region: island, wetlands, native forest, town, beach, forested hills, etcetera., with two less receptacles than there are cards. Two cards will be jetissoned by each player.
Ask for volunteers, and provide each with a full range of cards to `post` and invite them to consider how they will match the facilities with the most suitable environments. They may throw out two cards each, and can post only one card per environment (can).
Once people have made their choices, record what was placed in each site, and invite the group to comment on these choices.
Invite the participants to discuss what was easy and what was difficult about the process, what they learned, and how they might use the game in the future.

3.6 Workshops

Description
A structured forum where people are invited to work together in a group (or groups) on a common problem or task. The goals are to resolve issues and build consensus for action, rather than provide information and answer people's questions.
If the workshop is intended as a community event focusing on a community issue, the selection of participants is determined by knowledge, expertise or by selecting a cross-section of views. Alternatively, workshops can be organised to target particular groups, e.g. young people, or women.
Workshops require a facilitator who is able to engage all participants in the discussion. Workshops are a participatory tool that is best used with smaller numbers of participants.
A workshop can meet three key objectives of a public consultation program:
Understanding the public: workshops allow you to learn in detail the views and suggestions of participants
Discussing the issues: other viewpoints and ideas and possible solutions can be heard in a non-confrontational atmosphere
Building consensus for action: participants can have a free-flowing discussion of new approaches that can lead to group decisions or positions.
A variety of tools can be used within a workshop, for example: visioning or/and action planning.

Objectives
Workshops aim to bring participants together in a structured environment (that is, through large and small-group activities, discussions, and reflection) to plan, decide or overcome difficulties.

Outcomes
Workshops can deliver a report, opinions, suggestions or plans that have been collaboratively developed and agreed to by all participants, on an issue or proposal.

Uses/strengths
Excellent for discussion on criteria or analysis of alternatives.
Fosters small group or one-on-one communication.
Offers a choice of team members to answer difficult questions.
Builds ownership and credibility for the outcomes.
Maximises feedback obtained from participants.

Special considerations/weaknesses
Excellent for discussion on criteria or analysis of alternatives
Fosters small group or one-on-one communication
Ability to draw on other team members to answer difficult questions
ZBuilds credibility
Maximised feedback obtained from participants
Fosters public ownership in solving the problem (IAP2)
Hostile participants may resist what they may perceive as the `divide and conquer` strategy of breaking into small groups
Facilitators need to know how they will use the public input before they begin the workshop.
Several small group facilitators are usually needed. (IAP2)

Method
In the following paragraphs two methods will be quoted as examples of the numerous approaches useful to a strategic planning workshop.

3.6.1 EASW- European Awareness Scenario Workshop
A EASW is a two-day meeting at which the participants from different social categories (residents, technical experts, policy makers and private-sector representatives) gather to discuss the future of their own city. In particular the discussion focuses on four specific themes:
1. water supply and use; waste water;
2. solid waste management and recycling;
3. energy supply and use;
4. daily living and housing.

The various activities day by day are set out below.
Day zero
On the evening before the opening of the workshop all the people belonging to the organisation team meet (National Monitor, Facilitator, Local Organiser, Group Leaders and Assistants).
The purpose of this meeting is essentially:
- to decide on the final preparations for the workshop;
- to co-ordinate the activities of the various members of the team;
- to make a final check of organisational facilities and arrangements.

Day one
The first day of a EASW is devoted to developing the participants' various visions of a "sustainable [city] in 2010". This activity is carried out using the four scenarios as a source of inspiration. The activities on the first day consist of:
- A plenary introductive session (briefly introducing the themes of the workshop, the scenarios, the programme).
- Group-work (participants are divided into groups according to their social category and work on two different assignments associated with the scenarios).
- A final plenary session, at which each group presents the visions they have worked out.
- An evening meeting (the Petit Comitè) of the organisation team to assess the first day of the workshop and to prepare, on the basis of the elements common to the various visions presented, a short report on which to base the working sessions of the second day.

Day two
The starting point for the second working day is the common vision of the participants as presented in the report prepared the previous evening by the Petit Comitè. The day's sessions will be devoted to "idea-generation", the generation of ideas which may contribute to the realisation of the vision(s) of a future sustainable city. During this activity participants, working on the themes of the workshop, are asked to create projects which would implement the common vision emerging from the first day and explain:
- what ought to be done,
- when,
- by whom,

in order to make their city sustainable in the year 2010.
The second day's activities consist of:
- A short plenary session first thing in the morning to present the common vision emerging at the end of the first day's work and the programme for the second day.
- Group-work (this time the four groups correspond to the themes of the workshop - one group per theme).
- A plenary session in the late morning at which each group presents its top-5 ideas which will then, as far as possible, be amalgamated. The session closes with a vote on the ideas generated and selection of the top 5 ideas to have emerged during the workshop.
- A plenary afternoon session at which the originators of the top 5 ideas present them for subsequent discussion by the participants.

The working session closes with discussion on how to implement the ideas generated.
At the end of the working sessions participants fill in the evaluation questionnaires; then the findings of the workshop are presented to the press, public and local administrators etc.
At the end of the day organisers meet for an early assessment of how the workshop went, including the methodology.
(For details link to www.cordis.lu/easw)

3.6.2 LENS – Leadership Effectiveness and New Strategies
LENS follow a process that begins with developing a common vision of the organisation's future and ends with the construction of an implementation timeline complete with assignments, deadlines and scheduled review sessions. It may be facilitated by outside consultants, but the decisions are made by the members of the organisation. A wide cross-section of the organisation is usually represented, so that decisions are based upon the current realities of the context as experienced by those closest to them.
LENS results in plans that are flexible and includes review sessions for updating and revision on a regular basis.
Short steps description:

Mapping out the Practical Vision
Imagine you are five years in the future: How will it be? What is the recognizable condition you would hope to have in place in the next five years?
- Articulate a common practical vision of effective ways to manage the network.
- Vision must be concrete, specific, challenging, attainable.
- During the meeting the group participates in ordering and naming (clustering) different proposals

Analyzing the Underlying Contradictions
What are the issues, ostacles, constraints or barriers, that could prevent this vision from becoming a reality?

- Ideas have to be specific rather than abstract, based on actual experience rather than subjective feelings.
- Contradictions are positive, not negative; they are existing realities, not absences of vacuum (i.e. "Lack of money" is not a contradiction but a situation. "Poorly prioritized budget" is a contradiction).
- During the meeting the group participates in ordering them in clusters according to common root causes, and naming the data.

Setting the Strategic Directions
What new direction must we move towards in order to resolve the contradiction and realize our vision?
- Proposal may be direct, addressing a contradiction head-on to remove it, or they may be indirect, circumventing the contradiction.
- List at least two different proposals to deal with each contradiction.
- During the meeting the group participates in ordering and naming (clustering) different proposals.

Designing the Systematic Actions
What are the measurable accomplishment that can be achieved by you to fulfill the strategic directions you have mapped out?
- Design the specific actions that will put "wheels" under set directions. Actions must be practical, attainable and realistic.
- Review the list asking whether, if they were all implemented, the Strategic Direction would be fulfilled.
- During the meeting the group participates in clustering, noting which are most substantial, which are the most catalytic, which are necessary supporting actions.
- Group establishes priorities (in term of urgency? Feasibility? Mandatory dependencies?)

Drawing up the Implementation Timeline
- What steps will be required to implement each action?, who will be responsible for seeing that those steps are taken? And when, where and how each step will be done?
- The team understand themselves to be responsible for implementing the action.
- For each action the team fills an implementation brief (common format) and schedule activities.

(For details see also references to Technology of Participation)

3.7 Useful techniques

There are specific ways of completing tasks that add up to a methodology.
The following does not want to be a comprehensive list, nor a sum of knowledge, which rests with the practitioners and academics who apply and advance it.

Gaining ideas
Brainstorming can be applied to gain as many ideas as possible without getting caught up in detailed discussion.
Organising and ranking ideas, factors, issues
Cause and effect mapping can be used to brainstorm on and organise causes for a particular problem.
Card techniques are an easy way to cluster, organise and rank information.
The *Delphi technique* can be used to categorise ideas, issues or questions with a group.
Mind mapping is a good exploring tool to cluster similar ideas and see links.
With *Nominal group techniques* you enable a group to quickly develop a ranked list of problems, issues or actions
CATWOE can be used to make a good problem definition.
A *Fishbone analysis* is a way to prioritize problems and issues
Problem trees provide a hierarchy of problems; *objective trees* are the opposite of this
Analysing and diagramming factors, steps, relationships
A *conceptual model* is a diagram of a set of relationships between certain factors that are believed to impact or lead to a target condition.
With *flow diagrams* you can map out steps that need to be taken and the factors that need to be taken into account
Force Field analysis is a tool for systematically analysing the driving and restraining forces in a situation
With *historical analysis* you create a table with dates and topics which can be filled in with a group to create understanding about history and background.
Interrelationship diagrams are used to examine if factors are caused by or a cause of the other factor, and to show relations between factors with arrows.
Issue analysis is identification of major issues that have been raised from a range of other tools (focus groups, semi-structured interviews) and grouping these into major themes.
Matrix analysis can be used for ranking the value of a particular activity or item according to a range of criteria
SWOT is the identification of Strengths, Weaknesses, Opportunities and Threats
Collecting information
Focus groups discussions take place with a small group of selected people to collect information about an issue.
Locality mapping is drawing on the knowledge of local people to develop a map of the local area.
Questionnaires and surveys are a structured way to gather quantitative information.
By *semi-structured interviewing* we mean guided conversations where broad questions are asked and new questions are allowed to arise as result of discussion.
Visualising
With institutional linkage or *Venn diagrams* you can visualize institutions and organisations and their influence for example.
Rich picturing is a kind of group work (4-8 persons) to visualise a situation on a large sheet of paper with symbols, pictures and words.
Thinking
Visioning is a nice tool to let people think about and describe how they would like things to be in the future
With *role plays* people can get into somebody's role and the difficulties and interests become more clear.
Planning
Action plans are tables with tasks, resources, due date and responsible persons
A *Logframe* is a matrix made at the start of a project, summarizing what a project intends to do and how results can be monitored.

4. Operative suggestions

For decisions requiring high quality and high acceptance, participation is an appropriate planning mode. Participative planning is a team effort whereby a group of individuals takes an active part in the decision-making process. Synergy is built by bringing together diversified experiences and divers knowledge that are usually not possessed by one individual alone.

Overall procedural guidance for participative itineraries
1. The direct convocation of the parties involved regarding a given question recognised as being relevant and/or of public interest.
2. An evaluation and check to favour immediate agreement among the interested parties through the use of simplified relational and communicative dynamics.

3. The possible recourse to a more articulate procedure, the result of shared choices among partners to be formulated in a procedural agreement.
4. The implementation of the procedure with use of one or more methodologies and tools.
5. The formulation of the results of the agreement

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Here following some key elements of a task-oriented participative planning process[8].

Planning preparations

A plan is developed as a result of a series of highly structured planning sessions. To help make the best use of time during these sessions, care must be taken in selecting team members and scheduling planning sessions.

Choosing planning team members
Each member of the planning team should be chosen because of his or her area of expertise and ability to interact constructively with other members of the group. Five to seven members with diversified backgrounds can make a competent planning team; larger planning teams often prove to be less effective. The planning team should comprise information technology personnel and appropriate users. This partnership is vital, for regardless of the technical sophistication of the application, it will be judged on its quality and acceptability by its users[9].
Team members with technical expertise will make obvious contributions in the planning sessions[10], but other non-technological attributes are important as well. Members should have the abilities to generate fresh ideas, stimulate creative thinking in others, and critique proposals under consideration. Only those individuals who view planning as a legitimate enterprise should be invited to participate. Those who dislike intense interaction or conflict may not function well under this planning scheme.
Scheduling planning activities
Planning sessions should be of relatively short duration, long enough to allow the participants to focus on relevant issues, yet short enough to keep them from getting fatigued. It is best if an individual session is limited to a few contiguous hours within a few contiguous days. Group members get a sense of closure when they can accomplish a task in a perceived, short period of time.
Planning sessions are best held at a site away from the day-to-day operations of the organization. It is too easy for members to be interrupted when they are in proximity to normal business activity.
Arrangements should be made for supplies and materials in support of recording and disseminating the results of the sessions. As plans are formulated in a session, it is convenient to record them on flip charts to be displayed on the walls for easy referral. After each planning meeting, the contents of these charts should be edited, typed, and distributed to team members so that each participant will have a record of the consensus of the group and what action items, if any, he or she has as a result of the session.

Planning session paradigm

The basic planning session paradigm is a six-step process designed to guide planners as they strive to identify objectives and create solutions that lead to goal achievement[11]. This comprehensive approach results in a workable plan that links resources with tasks to be performed.

1. The goals of the project are established or confirmed.
Implicit within each goal are the functionality to be achieved and a criterion of acceptance by which all prospective solutions will be judged. Obviously, all goals developed by the planning team must support the organization's mission[12].

2. Obstacles to attaining each goal are determined.
Each objective to be achieved will have one or more obstructions blocking it. The planning team seeks to identify those obstacles that stand in the way of goal attainment. It is important for planners to move beyond the examination of mere symptoms to the underlying causes of the obstructions, lest energy is expended trying to overcome phantom tokens of real problems.

3. Solutions to each obstacle are suggested.
Numerous solutions are developed by team members to surmount each obstacle. A solution is judged in a dichotomous manner; either it is acceptable or unacceptable in overcoming the impediment.

4. Tasks necessary for each solution are established.
Most solutions will comprise a number of tasks that must be performed for the solution to be implemented. Each of these tasks must be identified and ordered in its sequence.

5. Steps for each task are detailed.
The steps necessary to accomplish each task are developed along with their time frame for completion.

6. Resources required to facilitate the steps are determined and linked to each step.
The required resources (capital, personnel, and materials) involved in enacting a solution are projected and linked to the steps. Thus evolves a comprehensive picture of what is needed to achieve the goal.

To determine whether a plan is workable, one simply examines the six steps in reverse order by asking the following questions:
(6) If the necessary resources are available to support the steps, can the steps be performed?
(5) If each step is implemented within its time frame, can the task be completed?
(4) If the various tasks are completed, will the solution be enacted?
(3) If the solution, or solutions, are enacted, will the stated obstacles be conquered?
(2) If the obstacles can be overcome, will the goal be achieved?
(1) If the goal is achieved, will it support the mission of the organization?
The plan is flawed if at any point these pertinent conditions are not met. At the end of the planning process, decision-makers choose from the best workable solutions for each goal.

Rules for planning participants

Some simple precepts that govern the planning sessions should be conveyed to the participants at their initial session. These rules deal with how communication, conflict, and consensus will be handled in the planning sessions.

Rule 1: Communicate using common language
The use of technical jargon can impede communication and cause confusion, especially with people on the planning team who are not technically oriented. Particular terms may carry different connotations, or individuals unfamiliar with a term may be afraid to expose their ignorance. It is best if jargon is absent from the language used in the planning sessions, with acronyms and specialized terms conveyed in an understandable vernacular.
The issue of using the vernacular has importance beyond the interaction of the planning sessions.
Resources stand the best chance of being allocated when the final plan has been developed in comprehensible and quantifiable terms. Therefore, it is best if the presentation of the decision is made in easy-to-understand language. If the plan is replete with jargon, acronyms, or obscure terms, its message may not be communicated properly.

Rule 2: Deal with conflict
Group members must be willing to address and resolve every critical issue that is pertinent to the objectives of their planning session. To push an issue onto someone else or to side-step a difficult problem by deferring it for later consideration will not always make it easier to handle or cause it to disappear. If the problem is within the planning team's jurisdiction, it should be confronted.
At times it may be difficult for people to make decisions that affect their own vital interest or what they perceive to be as the best interest of their department or organization[13]. Conflict will be inevitable as the planning team strives to find alternatives and develop viable solutions. Contention can generate hard feelings or lead to constructive innovations, depending upon the environment and how the participants react to controversy.
In the planning environment conflict must not be viewed as dysfunctional, but as a natural by-product of decision-making. When contention arises it is not to be avoided, but is to be addressed in a constructive manner; constructive conflict often gives birth to creative solutions. Viable options can evolve when divergent ideas surface and members feel free enough to challenge the views of others.
Conflict that becomes personalized can be destructive to those involved and detrimental to the planning process. Two team members engaged in conflict over an issue can strive to find constructive solutions, but if one even insinuates a personal affront, communication breaks down and the potential for discovering constructive solutions diminishes. Group members are encouraged to depersonalize conflict by attacking an opposing viewpoint and not the individual who holds the point of view[14].

Rule 3: Strive for consensus
The planning team should strive for consensus in the group decision-making process. Consensus means that no one individual holds the decision to be unacceptable. It does not necessarily imply that all members prefer the decision agreed upon by the majority[15]. While
wholehearted acceptance may be highly desirable, consensus is necessary and sufficient for group decision-making.
To arrive at consensus, members must be willing to express any doubts they hold on an issue. No one should leave a planning session with unexpressed concerns. If a member believes that a line of thinking is flawed, she must express her opposition before the group.

Coming together as a group

Whether they are total strangers or life-long acquaintances, planning team members are likely to exhibit some basic dynamics common in small groups. How well these individuals work together in planning sessions will affect their productivity. Charrier presents a five-stage growth phenomenon that usually takes place as small groups evolve[16].

1. Polite Stage.
The first stage in Charrier's hierarchy is an introductory phase where members strive to get acquainted or re-acquainted with one another. This phase, which establishes the basis for the group structure, is characterized by polite social interaction; hence it is dubbed the Polite Stage. Here ideas are simple, controversy is avoided, and self disclosure on the part of group members is limited.
It is important that the group be allowed some time for such informal information sharing and social amities at the beginning of each planning session. Groups denied the Polite Stage are uncomfortable in later stages and productivity suffers. Usually, the shorter the time span between sessions, the shorter the introductory phase is likely to be.

2. What-Are-We-About Stage.
After a suitable time in the Polite Stage, group members will want to know why they have been called together. The specific agenda for each planning session will be communicated by the moderator. In this phase, individual need for approval begins to diminish as members examine their group's purpose[17].

3. Power Stage.
Charrier's third milestone is marked by a bid for power with group members trying to convince each other that their particular position on an issue is correct. Cliques sometimes form to gain approval for a proposition. Often the field of candidates vying for leadership narrows as fewer members strive to establish power. Some of those who contributed freely to the group discussion in earlier stages now remain silent, wishing not to engage in a power struggle. Charrier notes that interactions arising out of this phase do not usually result in optimum solutions. Hence, there is a great need for structure and patience in this stage[18].

4. Cooperation Stage.
The first constructive phase the group encounters is marked by coalescence. In the Cooperation Stage, members not only begin to accept that others have an opinion worth expressing, but a team spirit replaces vested interests. If new individuals are introduced into the membership at this point they will be viewed as outsiders or intruders and the group will have to evolve again much as it did initially. Thus, it is wise not to add new members once the planning team has developed the sense of camaraderie exhibited in this milieu.

5. Esprit Stage.
The Esprit Stage is one of mutual acceptance with high cohesiveness and a general feeling of esprit. Charrier believes the planning team can do its finest work and be most productive in this final stage in the model.

These five steps are developmental. It is not axiomatic that all groups will evolve to the fifth phase, but those that do will pass through the first four stages. Participants who are cognizant of these dynamics can help their group strive for the maturity and productivity of Charrier's Esprit Stage.

The roles of the moderator

The planning team should be led by a moderator who directs the flow of the sessions and helps the group meet its objectives[19]. He or she encourages members to strive for viable solutions and summarizes consensus when it is reached. The moderator's duties are multifaceted: she regulates group anxiety, establishes open communication, encourages honest critique, and stresses the importance of remaining open to the ideas of others. The moderator builds an atmosphere conducive to planning through example by remaining as objective as humanly possible with no hidden agenda or vested interests.

Exercising conference leadership
A democratic style of leadership is preferred if the planning team is to honestly share in the decision-making process. A moderator exerting leadership in this modality assumes that each group member has the ability, desire, and opportunity to influence the group's decisions. If the moderator leans toward an autocratic style, he will have to rely greatly upon his own charisma to influence decisions. When he has difficulty getting his positions accepted, he may have to resort to a demonstration of power which will likely be seen by the participants as manipulation. The planning process degenerates into pseudo-participation when planning group members realize they are being coerced[20].
The degree of member participation may vary depending upon the types of decisions to be made and the purpose of the planning group. Team members are informed from the outset whether they are to serve in an advisory role, leaving the final decision to others, or be directly responsible for the ultimate decision. Problems may develop if group members, under the impression they will be making the final decision, discover the role has been reserved for someone else.
When the group strays from its purpose, the moderator intervenes immediately to

re-focus the effort. Such wanderings are likely to occur when discussions continue in vague generalities or when petty details lead to external pursuits. All extraneous items must be put aside and attention centered on the problem under discussion.

Using spatial arrangements
The way in which group members are seated during the planning session influences the way communication is conducted[21]. Two basic spatial patterns are useful for group planning sessions. The centralized arrangement tends to direct the pattern of discussion through the moderator. The decentralized arrangement facilitates a more open flow of conversation among all members. Both arrangements are useful as different tasks are set before the team.
When the planning moderator needs to exercise conference skills or otherwise direct the group on a matter, she uses the centralized structure. When complex problems call for a great deal of deliberation or when brainstorming techniques are appropriate, the moderator can slip into the less formal decentralized circle[22].

Regulating stress and anxiety
Stress and anxiety often accompany the decision-making process. The relationship between stress, anxiety, and decisional conflict has been addressed by Janis and Mann who make the following observations[23]:
- Goal expectation raises the level of stress when the individual group member realizes that significant goals stand to be gained or lost.
- Potential losses from failing to fulfill a prior commitment may increase anxiety and discourage the move to a new course of action.
- Stress is increased when decision-makers lose hope of finding better solutions.
- When a group member senses there is too little time to make an adequate decision, his level of stress will be high and his pattern of response will take on a form of panic.

A group member in a state of panic experiences disrupted thought processes and a shrinking memory span which can no longer deal with as many alternatives as before. A group in the grip of panic will search frantically for a solution, often failing to recognize all of the possibilities available, persevere with a very limited number of alternatives, and not make adequate use of what remaining time there is. Often group members settle on a hastily contrived solution that promises immediate relief but leads to post-decisional regret. On the other hand, group members who experience little or no stress at all may lack the motivation to give any decision much consideration or to search for any but the most obvious solutions.
Stress and anxiety in decision-making are not necessarily detrimental. For optimum results, the moderator can help regulate the anxiety of the participants and control the amount of stress experienced by the group. The moderator searches for a healthy plateau of stress for her group, somewhere between a low level which results in insufficient concern and a highly intense level which results in a form of panic.

Avoiding groupthink
Groupthink often occurs when highly cohesive groups are insulated from the critique of outsiders or groups have leaders who strongly advocate their own preferred solutions. Groupthink is a communal thought process in which pressures to conform override the realistic appraisal of alternative courses of action[24].
Groups in the throes of groupthink censure their members by exerting pressure on anyone who challenges prevailing assumptions. Self-appointed gate keepers help insulate the group from adverse information such as prognostications and warnings of possible problems. Unwarranted optimism, illusions of invulnerability, and collective rationalizations accompany selective inattention and forgetting. Some groups content in the artificial complacency of groupthink may even exude a sense of euphoria which enlists unnecessary risk.

Groupthink is disastrous in the planning process. Planners caught in groupthink lack the proper search and appraisal processes. The plans generated are questionable at best and should probably be discounted.
There are safeguards that a moderator can use to protect his planning group from groupthink[25]:

- Remaining impartial.

The moderator can help avoid groupthink by remaining impartial when charging the group with its decision-making responsibilities. By limiting briefings to unbiased statements which detail the scope of the problem and the availability of resources, the moderator refrains from presenting his or her proposals and personal opinions until other members have had the opportunity to express theirs. Because of a moderator's position and power, her suggestions are often given more weight than those of other members of the planning group. If she advocates her position too early, the creativity of the group may be severely limited. By withholding her evaluation and criticism until others have had the opportunity to express their ideas, the moderator will raise the quality of decision-making.

- Building an atmosphere.

Participative planning requires a climate where members feel free to disagree with others in their group. Power and perceptions of power may inhibit one's participation especially when sub- and superordinates are on the same planning team. For some subordinates, the fear of exposing themselves to possible failure or embarrassment is great. They may purposely distort communication by vocalizing what they think their superordinates want to hear. For participation to work in an environment free of power entanglements, all members must agree to leave their titles at the door.
The moderator must be a diplomat who is sensitive to all those involved in the planning process. Because damaged egos can cause persons to rationalize their biases and inhibit their contribution to the group process, face-saving efforts and needs for recognition must not be underestimated.

- Playing the devil's advocate.

At some juncture in the planning process the moderator should play the role of devil's advocate. By arguing convincingly for a position contrary to what is popularly held by the group, the moderator challenges group consensus and forces members to defend their positions or relinquish them. Valuable is the individual who can play the devil's advocate without being a devil himself.

- Querying each member.

By polling members during the session, the moderator can encourage divergent opinions and make sure that all have the opportunity to be heard. By purposely querying each individual to see if there are objections, the moderator thoroughly explores any opposition. Before a decision is concluded, each group member is given a final chance to express any doubts on the choice. The group will have its best chance of discussing issues if all sides of an argument can be understood and each individual has a chance to clarify her position.

- Seeking outside advice.

Sometimes the advice of trusted associates outside of the group can be of benefit. If appropriate, external experts are given an opportunity to examine and challenge the group's choices.
Planning is preparation in the present for what is desired to take place in an uncertain future. Any new venture carries with it an element of risk, and when that venture involves the application or acquisition of technological systems, the risks can be very great.
Participative planning which takes advantage of partnerships between users and information technology personnel helps alleviate those risks.
Participative planning not only helps generate viable solutions, but the final

decisions, built through consensus, will not have to be "sold" later to those who have to implement them. Because group members were actively involved in the creation of solutions, they will have developed an ownership of the problem and subsequent decisions.

Notes

[1] VAN HECK, Bernard: Participatory Development, 2nd edition, FAO, Rome, 2003.

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[2] VAN HECK, Bernard: Participatory Development, 2nd edition, FAO, Rome, 2003.

[3] CALDWELL, Richard: Project Design Handbook, CARE, Atalanta, 2002

[4] VAN HECK, Bernard: Participatory Development, 2nd edition, FAO, Rome, 2003.

[5] VAN HECK, Bernard: Participatory Development, 2nd edition, FAO, Rome, 2003.

[6] WILCOX David: The Guide to Effective Participation, JR Foundation, Brighton, 1994

[7] Partner organisations are : Comunità Montana delle Valli del Torre, Collio e Natisone (IT); Comune di Corciano (IT); Industrial System Institute (GR); Palacky University, Dep. of Geoinformatics (CZ).

[8] (cfr Gary L. Donhardt)

[9] John E. Bingham and Garth W.P. Davies, Planning for Data Communications (New York: John Wiley and Sons, 1977), p. 43

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14; and Peter A. Hugunin, Susan Thomas, and David Wilemon, "Science and Technology Information and Corporate Planning Processes: A Synthesis," Technology in Society 14 (1992): 245-270

[11] P. Brisson, who credits R. David Bursiek of IBM for much of his material, cites elements 1, 3, 4, and 5, in P. Brisson, "EDP Long Range Planning: A Technique," an unpublished paper.

[12] A. Rebecca Reuber, "Planning for Information Resource Management," CMA, April 1991, p. 17; and Iain Bates, "Strategic Planning for Information Technology," Canadian Library Journal 47 (5) (October, 1990): 317.

[13] Irving L. Janis and Leon Mann, Decision Making (New York: Free Press, 1977), p. 45

[14] Alan C. Filley, Interpersonal Conflict Resolution (Glenview, Ill. Scott, Fores-man and Company, 1975), p.105

[15] Filley, p. 11, 25

[16] George O. Charrier, "COG's Ladder: A Model of Group Growth," an unpublished paper, p. 1

[17] Ibid., p. 3

[18] Ibid., p. 5

[19] Sometimes there are advantages in having an outside consultant serve as a moderator. Such an individual is not inhibited by the tradition of the organization and can convey an unpopular view without risk of reprisals that might threaten a member of the organization.

[20] Fred Luthans, Organizational Behavior (New York: McGraw-Hill, 1977), p. 195.

[21] Gerald M. Phillips, Douglas J. Pedersen, and Julia T. Wood, Group Discussion: A Practical Guide to Participation and Leadership (Boston: Houghton Mifflin, 1979), p. 43.

[22] Ibid., p. 44.

[23] Janis and Mann, p. 50f

[24] Ivan D. Steiner, "Heuristic Models of Groupthink," Group Decision Making (London: Academic Press, 1982), p. 503

[25] Janis and Mann, p. 130

GLOSSARY[*]

Access
If you aim to ensure all sections of the community can be involved in meetings check these possible barriers to participation:
- Timing. Is this convenient?
- Place. Do people feel comfortable about the venue?
- Child care responsibilities. Should a crèche be arranged?
- Age. Should you go to meet children, young people, older people at schools, clubs etc – rather than expect them to come to your meetings?
- Formality and literacy. Will people be put off by the style of meetings and expectation of high levels of literacy and confidence?
- Cultural/racial issues. Should literature be translated? What cultural factors might be relevant to the timing and place of meetings, and provision of refreshments?
- Disability. Is the building accessible to people with disabilities? Should a signer be provided at meetings?
- Poverty. Should expenses be paid in some instances? Can you reassure people they won't asked to put their hands in their pockets?

Access is more than making it easy to meet or understand materials.

Accountability
As people become involved and take a lead during participation processes, there may be questions about who they represent – and to whom they are accountable. Being accountable in an organisation means being answerable to those who give authority or responsibility – more senior staff, a management committee, members or perhaps funders. When there is no formal organisational structure, accountability issues may be handled by clarifying roles and setting up temporary structures when you need to make decisions and take action. This a key issue for the practitioner managing a participation process.

Acting together
The level of participation of Acting Together may involve short-term collaboration or forming more permanent partnerships with other interests. It is appropriate:
- When one party cannot achieve what they want on their own.
- The various interests involved all get some extra benefit from Acting Together.
- There is commitment to the time and effort needed to develop a partnership.

Action plans
Action plans provide the answer to the question 'what do we do next?' They are 'to do' lists covering the what, who and when of next steps, and should be the result of workshops or other meetings where you make decisions during a participation process.

Activists
Activists are people who are actively involved in projects in their community, perhaps as volunteer workers or members of committees. Without their commitment little would be achieved. However, participation processes limited only to activists are unlikely to be representative or 'empowering': it is those who are not activists who need greatest support to become involved and achieve what they want.

Administrative systems
If you are working with any organisational structure, whether temporary of permanent, during the participation process you will need an administrative system which will involve some or all of the following:
A card index box or database for contacts.
A diary.
Correspondence between members of the group, officials, funders, consultants etc.
Minutes of meetings and action lists.
Plans and proposals.
Reference material.
A filing system.
Without some sort of system you can't find the information you need, maintain agreement on
what has been agreed, work effectively with other interests.

[*] (freely adapted by "An A to Z of Participation", David Wilcox, 1994)

Advertising
The advantage of advertising when seeking to inform or involve people is that you completely control what and when your message appears. In addition a community newspaper will be grateful for revenue from advertising, and it opens up more local contacts.
The task of producing an effective advertisement will certainly help clarify what you are trying to achieve.
On the other hand advertisements, on their own, can appear over-formal and inflexible and are best used with other communication methods.

Agenda
The agenda tells everyone what is to be discussed at a meeting. It may also be used to describe the course of action someone is planning, but not disclosing – the hidden agenda. If you suspect that is the case, the key question is 'What are we trying to achieve?'.

Aims and objectives
Aims are a written description of what a group or organisation is trying to achieve, and the objectives are the methods by which they may do that. Aims and objectives are equally important in participation process: without them you don't know where you will end up. In dealing with group aims and objectives, don't forget that people have personal aims.

Allies
It is well worth investing time with people who:
- Can provide personal support and act as a sounding board.
- Have experience of participation you can draw on.
- Can offer specialist knowledge and advice.
- Know the area well.

You may find allies among, for example, local groups, voluntary organisations, local councillors, colleges or universities running relevant courses.

Analogy
Being able to say 'it's like so and so' is a useful way of helping people understand what you are getting at, because you are then sharing the same 'mental map'. ('Mental map' is itself an analogy). Analogies may also be helpful in understanding a participation process, for example:
A journey. Where are we now? Where are we trying to get to? What are the barriers?

Apathy
Apathy is the state of those people who don't want to get involved in what you are offering. Are they apathetic – or perhaps just not interested in the same issues you are? People have a right to decide their own interests and purpose, and their own level of participation. There's a fine line between creating awareness and telling people what they should have or do. What appears to be apathy may also be anxiety about becoming involved in something new and uncertain.

Approach
There is much truth in the suggestion, which I have often heard, that effective participation is more about approach than technique. If you put yourself in other people's shoes, start where they are at, are open and honest, and avoid jargon, you should go a long way to gain people's involvement. On the other hand all the techniques in the world will not overcome distrust and antipathy caused by a 'we know best' approach.

Assessment
One of the first things to do in the early stages of a participation process is take stock of yourself and the situation. A good way to do this is to run a SWOT analysis and to do a Stakeholder analysis. More formally you may wish to undertake Community profiling, or Surveys.

Attitudes
Some of the main barriers to participation lie in the attitudes people bring to the process. Residents may lack confidence or feel action is not their responsibility. Officials may see getting the job done quickly as a top priority, even if it doesn't meet the needs of all concerned. Councillors may feel their power is eroded by sharing decision making with local people. Some of these attitudes are deeply rooted in people's self esteem or concerns about status, and will only change through a long process of personal development.
Techniques which draw out the underlying concerns and priorities of the different interests may help.

Awareness
For people to become involved in any process or project they need to be aware it is happening, see some benefit or relevance to themselves, and feel confident about their role.
The three are closely linked – attempts to raise people's awareness will be more successful if they start by considering the interests of the audience, and what will be a comfortable way for people to respond. Start where people are – value their knowledge and experience.
Advertising, leaflets, videos and exhibitions all have a part to play. Networking and personal contact may be more effective, particularly used with workshops techniques.

Barriers to participation
When 10 people turn up to a public meeting which has been advertised for weeks the organisers blame apathy. However, people may be reluctant to get involved for all sorts of reasons:
- Cynicism
- Anxiety about the sort of meeting it will be
- Feeling they wouldn't be effective in any programme anyway
- Not wanting to fuss
- Experience of failure
- Low self-esteem

A good way to start planning a participation process is to throw up all the possible barriers you can think of, then work out how to overcome them.

Benefits of participation
The benefits – and problems – of participation will be seen differently by the various interests involved. However, the general benefits often claimed include:
- People who feel they have a say are more likely to be positive about proposals.
- Fresh ideas may emerge.
- You may get help in kind or other resources.
- People are far more likely to be part of a long-term solution if they have some ownership of the early ideas.
- Involvement on one project or programme builds understand, trust and confidence which may be important on other occasions.
- Besides these benefits of a better 'product' or outcome are the 'process' issues of helping develop people's confidence and skills. Benefits are most likely for all concerned when:
- The main interests agree on the appropriate level of participation.
- There is a common language to discuss issues and develop ideas.
- Appropriate methods are used to get as much agreement as possible on desired outcomes.

Bottom up and top down
A term frequently used to distinguish change or activity among community interests (bottom up) from that in government (top down). Effective participation is likely to require both.

Brainstorming
Brainstorming is one of the most widely used – and misused – aids to creative thinking. It was devised during the 1930s by Alex Gordon, working in an advertising agency in New York, and is defined as 'a means of getting a large number of ideas from a group of people in a short time'. It should not be used as a label for any loosely-structured session where a group rambles around a problem in the hope of striking a solution.

Budgeting for participation
Effective participation takes time and money. The resources you need will depend on the level of participation. You may need funds or help in kind for:
Surveys.

Communication materials – anything from leaflets to a video or exhibition.
Meetings and workshops, perhaps including the cost of a facilitator.
The costs of an on-the-ground presence, perhaps a temporary office or shop front.
Training.
Start up costs if you are setting up a new organisation.

Business planning
Any organisation created during a participation process which aims to keep going in the long term needs a business or development plan. For a voluntary or nonprofit organisation the plan will balance the costs and income of three parts of its operation: the projects, products or services provided by the organisation; the core staff, premises and equipment; and any fund raising.
The business plan should cover at least three years and show how fund raising and any income earned covers the core costs.

Campaigns
Although campaigns may bring to mind banner-waving protesters, the term is also used to describe 'any programme or series of actions instituted by one group of people with the aim of achieving a change in resources, or in the form of an organisation, or in a decisionmaking process, over which another group or groups of people have considerable control' when this is a bottom-up process (Christine Flecknoe).

Capacity-building
Capacity-building is training and other methods to help people develop the confidence and skills necessary for them to achieve their purpose. The capacity people need depends both on their abilities and on the situation they face. You may feel capable of tackling one thing, yet feel completely differently about another task. For example, parents of young children campaigning for a play group might feel ill-equipped to write a technical report to a council committee. But how many chief executives could run a children's tea party? The most effective capacity building is likely to be through 'learning by doing' rather than formal training courses.

Case studies
A case study is a structured description of a project or organisation. If you are creating an organisation, reading case studies may give you ideas for your own, although similarities may be difficult to see unless the case study is 'unpacked' around key issues. One way to clarify what you are trying to achieve is to try and write a case study of your own project as it might appear in a few years time. The checklist give you a possible structure for this.

CATWOE
CATWOE is a mnemonic from Operational Research which helps clarify a situation or review a process through the analysis of different elements:
- Customers
- Actors
- Transformations
- World View
- Owners
- Environment

Change
Change is at the heart of all processes of participation and partnership.

Change in organisations
Many problems in participation processes arise because front-line staff are not backed up by colleagues in their organisation. However, any strategy for change will need the commitment of top-level management, co-ordination, and communication both inside and outside the authority.
Change is likely to produce resistance, and it is easy to blame 'the community' for problems which lie elsewhere.

Charts
These may be flip charts – pads of large paper used with an easel – or simply lining paper tacked to the wall. Either way they are essential for creative thinking in groups. Committees need agendas and minutes – workshops need charts.

Cliques
A clique is a small number of people seen by others to be acting together to exclude them from discussion or decisions. The members of the clique may see themselves as over-worked and the only ones who care about the group or organisation. Whoever is right (and it may be both), cliques can be a significant barriers to wider involvement. The clique would benefit from delegation and recruitment of other people to help. It may be possible to raise these issues at the start of a new project or participation process, run some workshops, and develop a new working group or steering group.

Committment
Commitment is the opposite of apathy, and is most likely when people can see some point in being involved. A cynical view is that people become interested when you can answer the question: What's in it for me? However, people do become involved for a wide range of reasons which go beyond personal gain – for example sociability, and feeling they are doing something worthwhile.
The only way you can discover people's interests is by talking to them – which means networking and running workshops. Surveys may give you some starting points, but you won't gain people's commitment by quoting statistics at them. Before seeking commitment from community interests it is important to ensure you have the internal commitment of colleagues within your own organisation.

Committees
Committees are meetings with an order of business (the agenda) some agreed procedures and officers (chair, secretary) and records (minutes). They range from management committees, acting as a governing body, to sub-committees that may meet as and when necessary.
Committees are necessary to make formal decisions, but they are not appropriate for more creative activities like brainstorming, which are best done in focus groups and workshops.
The committee may simply take time out to break into small groups. It may be appropriate to follow a substantial creative session with a more formal committee meeting to endorse the action plan.

Communication
Communication should be seen as a two-way process of sending and receiving messages, and as such the basis for all participation. Effective communication involves considering how your message will be received as well as how you send it: the meaning of any communication is the response you get.
This meaning is influenced by how people see and judge you – their attitude – as well as the content of your message and the method you use. For that reason face to face may be more effective than glossy brochures or videos.
The obvious barriers to communication are:
- Lack of clarity about what you want to get across
- Jargon
- Hostility to you or your organisation
- Lack of credibility in the message or the person giving it

Community
Community is a term so widely applied that it is in danger of losing any meaning, like 'members of the public'. Aren't we all? At worst it may be used by officials to mean anyone who is not 'us' – an undifferentiated mass of activists, organisations and uninvolved residents. Marilyn Taylor, in
Signposts to Community Development, suggests it is more useful to think of a large number of over-lapping communities distinguished by the characteristics of their members, and the common interests which tie members together and give these characteristics a shared significance. The characteristics might be, for example:
- Personal (age, gender, ethnicity)
- Beliefs.
- Economic status
- Activities
- Services provided or used
- Place.

Common characteristics do not necessarily mean people identify with each other as a

community. The factors which give these characteristics a shared meaning are a cultural heritage, social relationships, common economic interests, or the basis for political power. Communities may be short or long term.
Because individuals may belong to many different communities at the same time, different allegiances may people pull in different directions. There are likely to be competing and conflicting interests within communities.

Community architecture and planning
Professionals working within community architecture and planning apply community development methods in the built environment. They often work from or with community technical aid centres and see the community group or organisation as their client, even though they may be funded from charitable or public sources.

Community development
'Community development is concerned with change and growth – with giving people more power over the changes that are taking place around them, the policies that affect them and the services they use'. (Marilyn Taylor, *Signposts to Community Development*).
As such it is relevant to all levels of participation. It seeks to 'enable individuals and communities to grow and change according to their own needs and priorities' (Standing Conference on Community Development) rather than those dictated by circumstances beyond their boundaries. It works through bringing people together to 'share skills, knowledge and experience.'

Community development methods
The methods used within community development will be particularly relevant to participation processes which seek to empower community interests. Marilyn Taylor in *Signposts to Community Development* lists the following main methods:
- Profiling and policy analysis. Developing a community profile and analysing policies – local, national, international – as they effect the community.
- Capacity building: training people in the skills that they need to achieve their goals.
- Organising by building sustainable and accessible organisations around issues that are defined by the community as important.
- Networking to build links between organisations where this can help to achieve objectives.
- Resourcing groups by linking them to outside resources and expertise.
- Negotiating to encourage service providers to adopt a community development approach, and assist people and groups in the community in their relationships with service providers and policy makers.

Community forum
A community forum is regular meeting of community activists and interest groups which may also involve local business, political, religious and social organisations. It may be useful for discussion of issues of concern to local interests, and for stimulating contacts and networking. A forum is not so good for turning discussion into action, where some complementary 'do it' organisation may be needed.

Community initiatives
A project or organisation where the impetus and control lies with community interests. Examples of organisations are community businesses and community co-operatives. Organisations like community technical aid centres, community trusts and development trusts may aim to serve community interests, but be controlled by governing bodies with a mix of community, public and private sector representation. Rather than attempting to categorise organisations as 'community' or not solely on the basis of membership, it may be useful to consider:
- What is the organisation seeking to achieve, and who sets those objectives?
- Who benefits from its activities?
- Where does the money come from?
- Where does control lie?

Community leaders
The term 'community leaders' has been favoured by some politicians perhaps unwilling to come to terms with the range and complexity of interests within any community. It is much easier to think there are a few people to talk to than engage in complex participation processes. But to challenge that idea doesn't mean that individuals within any community of interest cannot take a leadership role.

Community Operational Research
Operational research, or OR, has been used extensively in large commercial, industrial and service enterprises to assist problem solving and decision making. Community OR is different from traditional OR in style rather than content, in that it works with groups that usually have participative decision-making, a general suspicion of experts and need to operate on small budgets and voluntary time.

Community profiling
Community profiling is a social, environmental and economic description of an area which is used to inform local decision-making.

Competence
Being competent means being able to say 'I know' and 'I can'. There is a sophisticated system of Vocational Qualifications which classifies the competences appropriate to different jobs. Less formally you can consider what competences will be needed for any project or organisation you may be developing, both as a whole and for each role involved. Then carry out a skills audit to find how far you have the capacity to do what's needed.

Confidence
One of the major barriers to people's involvement is lack of confidence in joining in activities, groups or organisations which may be unfamiliar. In order to help:
- Suggest that people who are already involved bring along people they know.
- Run social events where people can get to know each other.
- If you must have formal public meetings run them towards the end of a process – otherwise they can be intimidating.
- Concentrate on workshops where everyone can have a say.
- Carry out a skills and experience audits to help people understand they have more capabilities that they may have thought.
- Tackle some projects which enable people to use their skills and provide early success.

Conflict Resolution
Within any participation process there are likely to be conflicts because of people's underlying attitudes, the outcomes they are seeking, and the values they hold. The processes to resolve conflicts include consensus building, mediation and negotiation.

Consensus-building
Consensus building is a participation process where participants work together to try and reach a result which has benefits for both – a win/win outcome. It is an alternative to adversarial confrontation where one side is trying to gain supremacy – win/lose – or a compromise which neither side achieves what they want – lose/lose.

Constitution
As soon as any group seeks to take on a substantial project, it will need mechanisms for making decisions, defining roles and possibly raising funds and employing staff. A constitution is the document which sets out the rules for governing any organisation. It is necessary in order to:
- Ensure the organisation's aims are clear and agreed by members.
- Provide formal mechanisms for making decisions and resolving disputes.
- Clarify responsibilities and ensure accountability.
- Increase credibility with funders.
- Enable the organisation to apply for charitable status (if it wishes to).
- Register as a friendly society, industrial and provident society or company limited by guarantee.

The constitution provides a reference for these issues – but it doesn't solve them on its own. It can be far more productive to run some teambuilding and problem solving workshops than pick over the niceties of the constitution – provided legal requirements are always fulfilled.
Organisations may be unincorporated, in which case they have no separate legal

existence, and are a collection of individuals, or incorporated as a separate entity, where the liability of individuals may be limited.

Consultants
Expert consultants are appropriate when you have defined a problem which requires the application of knowledge and skills which you don't possess and, for whatever reason, don't wish to acquire. The success of the consultancy depends on getting the problem right, choosing the appropriate consultant, briefing them well, providing information, accepting their recommendations, and being able to put them into practice. It doesn't work if you won't take the remedy – or what you need is more like therapy.
The process consultant is appropriate when the solution really lies with you, but you haven't worked out what it is, or don't have the confidence. The consultant's skill lies in asking the right questions and getting you to think through and apply the answers. It works if you work at it , and should be an empowering experience.
Process consultants often take a training approach, and can be useful in helping design and run participation processes.

Consultation
Consultation is the level of participation at which people are offered some choices on what is to happen, but are not involved in developing additional options.

Continuation
Continuation is the final phase of the participation process described. Activities in this phase will depend in the level of participation. For example, on a consultation process tasks may include analysing and reporting back on responses; in a partnership-building process – acting together – a new organisation may be formed.

Control
Control in a participation process is determined by the extent to which any organisation or interest group can influence the outcome of the process. Different levels of participation reflect different levels of control: an organisation taking an information or consultation stance is retaining control, while one acting with others or supporting community initiatives will inevitably have less control. For this reason organisations – and often politicians – will stick to 'lower' levels of participation. The disadvantages of this approach are:
- People are less likely to become involved or to put in time, ideas and effort.
- The controlling interest will be expected to find all the resources.
- The process is unlikely to increase the capacity of community interests to undertake any projects of their own.

Instead of thinking about control and 'power over' others, it is generally more helpful to think about 'power to' achieve what you wish.

Cost/benefit analysis
A complex technique which in a simple form can be useful as a way of deciding between different options.

Creative thinking
Creative thinking involves developing ideas and options for action which aren't obvious. It is best done in workshops rather than committees. Techniques for creative thinking include Brainstorming and Nominal Group Technique.

Credit
Organisations are usually looking for credit, particularly if it leads to publicity to impress their funders and members. This can, of course, cause problems if the key parties in a participation process care more for column inches than achieving some common purpose. As a practitioner managing a process you are most likely to succeed if you:
- Try and find ways for the different interests to achieve something of what they want.
- Offer events and activities which provide benefits to participants they could not get on their own.
- Don't try and take too much credit yourself.

Criteria
Criteria are the checklist of measurements which help us decide between different courses of actions, options orprojects. 'Typical' criteria might be income generation, value for money, jobs created; 'softer' criteria might include number of people involved, increase in confidence. Which criteria you use depends on your values.

Databases
At its simplest a database is the equivalent of a card index system on computer, holding names, address, details of publications or funding sources which can be searched, printed for mailing, and turned into directories. More complex databases may be used to store and analyse survey data. The general rule for databases is to do it on paper before trying to set anything up on computer.

Deadlines
Participation takes time, but it also needs deadlines. Events and print are the most compelling because you have to perform or produce for someone else. As such they are among the most important milestones in a participation process.

Deciding together
Deciding together is the level of participation at which different interests develop options and choose from them, but one party carries out the main actions.

Decision-making
Decisions are about what to do next, and in the longer term. They are difficult enough for individuals, more so for groups of people who may not know each other well. Decisions are easiest if you are clear about aims and objectives (no apologies for repeating Lewis Carroll here). However, it is possible to make progress without a clear sense of purpose, if you have options from which to choose, and criteria. You can then develop an action plan.
Difficult decisions are problems. In order to solve problems and make decisions the following steps may be helpful – although life is seldom as logical. The Strategic Choice technique provides a more flexible, if complex, approach.

Delegation
Delegation is important in groups if they are to survive in the longer term. Although most groups revolve around the enthusiasm of a few people, unless they share the load they will burn out and/or others will see them as a clique. To encourage delegation:
- Run workshops to share ideas and develop action plans.
- Set up small working groups to tackle specific tasks.
- Carry out a skills audit to see what talent there is in the group.

Development workers
The term is used here for full or part time staff devoted to the development of a project or process, using community development methods.

Empowerment
Empowerment is a working style which aims to help people achieve their own purpose by increasing their confidence and capacity.

Enabling
Enabling is participation as if the participants mattered: helping people achieve their purpose at an agreed level of participation. It involves helping people understand, join in decision making, or participate actively in some initiative

Equal opportunities
Considering equal opportunities means thinking about and challenging situations in which people may not participate fully because of, for example, their disabilities, culture, gender, ethnicity, learning difficulties. Equal opportunities mean taking participation seriously.

Evaluation
Evaluation is checking whether you have succeeded, monitoring is checking how you are doing along the way. Both require criteria.

Exhibitions
Exhibitions may be used to highlight an issue, report on a survey, or offer people some options. As such they provide information, and allow some consultation. Unless they are part of a more substantial process they will not, in themselves, help people participate actively in making decisions.

Exit
There are few things more demoralising for all concerned than to have the key person pull out part way through a complex participation process. Almost as bad is for someone who presented themselves as facilitator or enabler to hang in long after key issues have been resolved, or a group developed its own momentum and confidence. For that reason it is important, if you are managing a participation process, to consider how and when to leave as well as how to start.

Experts
It may be necessary to seek professional advice on several fronts: for example, it is important to consult a solicitor when setting up a charitable company if you are to avoid problems and delays.

Facilitation
Much of this guide is about facilitation – helping others think through what they want and organise themselves to achieve it. The role of the practitioner – as someone managing a participation process – is frequently that of facilitator.

Focus Groups
Focus groups are small groups of people who work through an issue in workshop sessions.

Force Field Analysis
This is a technique for working out the forces driving towards a solution you want, and those against.

Framework for participation
This guide suggests thinking about three dimensions of participation:
- The level of participation which is appropriate, from simply providing information to offering support for independent community initiatives
- The phase of the activity, from Initiation to Continuation.
- The key interests, or stakeholders involved.

Fundraising
If the participation process is more than simple information-giving or consultation, there may well come a time when outside resources will be needed. In planning any fundraising consider:
- What do you need the money for, and how much? Do a Budget.
- When will you need it? Produce a Timeline.
- What will you do if you can't raise the total you need?
- Who is likely to give you the money?
- Why should they want to support you?
- Will you need more money later when initial funds are used up?

Games and simulations
Games and simulations offer some of the most effective techniques for helping people to 'play through' the issues and understand the interests of the different stakeholders. Designing simulations obliges you to think through who the different interests are, the problems they may face, the rules by which they may operate and so on.
At their simplest simulations may involve taking a particular issue and getting people to adopt different roles and negotiate with each other. More complex simulations can run over several days.

Getting things done
How you make things happen within a participation process depends on the style you adopt , the role you play, and what you are trying to achieve. The style needed to run a project or organisation may not be appropriate for someone seeking to help others to understand problems and make decisions.

Groups
Understanding groups is important in participation processes because:
- Many of the participants – stakeholders – will be members of formal or informal groups.
- Working in groups – that is, holding workshops – is one of the most effective participation methods.
- Groups are generally necessary to plan and take forward projects.
- Well-tried methods of developing and running groups can be more widely useful in participation processes

The most effective longer-term groups are those where people share a common purpose and can provide support for each other, recognising that each person brings different skills, ideas and attitudes.

Icebreakers
Icebreakers are techniques to help a group of people get to know each other. At its simplest, just ask people to turn to their neighbour and come up with a few questions or ideas around a point you have raised. People usually start by explaining who they are, why they are there before getting around to what you asked – which is the purpose of the exercise.

Identity and image
We judge information by style as well as content – just as we form judgements about people by the clothes they wear. Corporate identity is the designer's term for the way everything about an organisation looks and sounds, from the typeface of the letterhead to the way staff answer the telephone. This is important in participation processes because:
- People are sophisticated in their judgements of identity. They will subconsciously check whether for example, your open, friendly, personal style fits with the aggressive, inflexible promotional material of your organisation. If not, they won't trust your ability to deliver what you say if that involves others in your organisation.
- Working with a designer and writer to develop identity on a large project is an excellent way of clarifying what you are trying to say and to whom.
- Once you have developed a strong sense of identity you have to live up to it. If presentation starts to outweigh performance, people will spot it rapidly. The resulting feeling of discomfort is a useful form of monitoring – either you deceived yourself at the outset or you are off course.

Information
Information is the level of participation which offers least involvement – it is more an essential basis for real participation at 'higher' levels than participatory in itself.

Information systems
Information systems are the means by which you organise the collection, storage and dissemination of information. These may include your internal administrative systems, the letters you write, print you produce, meetings you hold. The methods may include the use of information technology. A participation process requires an information system which can deal with:
- The lack of a common language – jargon often gets in the way.
- The lack of common ways of communicating – people don't all work in the same organisation, read the same papers, go to the same meetings.
Information systems are particularly important if the organisational structure you are moving towards is a network. Information is the glue which hold networks together that may lack a formal constitution.

Information Technology
Information technology is the collection, processing, storage and dissemination of information using computers and telecommunications.
Like all communication methods IT can work for or against the involvement and empowerment of different groups. As the cost of computing falls, small groups can manage their mailing lists, produce newsletters and even manage their accounts using computers. They can also waste a lot of time and effort.

Initiation
The first of four stages of the participation process. In this phase some event – a campaign, plans for a project, an offer of funding – triggers the need to involve different interests. The key issues are then who should be involved, and at what level.

Launch
A launch is the point at which you formally announce or celebrate a process or project. As such, a launch event can come at the beginning of a process – during the

Preparation or Participation phase – or later during Continuation. The launch can be useful both externally and also within an organisation:
- It provides a formal start line if used at the beginning, when you can outline the overall process and your stance .
- It is a good time to attract media coverage.
- It is an opportunity for social contacts.
- It is a deadline for making decisions and preparing materials.

Leadership
As a reaction against the stereotype of the autocratic leader, it is fashionable in some management development circles to suggest that everyone can be a leader – that is, everyone can try and fulfil their purpose in life, and help others do the same. That may not be how most people see the issue of leadership, but it can be another helpful way of looking at issues of confidence, capacity, empowerment and enabling.

Leaflets and newsletters
Some simple form of printed material will almost certainly be necessary in a participation process – but will not be enough alone to gain people's involvement. There is no substitute for knocking on doors or networking. If the participation process is lengthy, it may be worth considering a regular newsletter or bulletin to report back on surveys, meetings and other activities.

Levels of participation
Levels of participation are the different degrees of involvement offered to others by whoever is starting or managing a participation process.
The levels used in this guide are Information, Consultation, Deciding Together, Acting Together, and Supporting Independent Community Initiatives. Methods for tackling problems and making progress are listed under each one.
No one level is necessarily better than another – each may be appropriate in different circumstances. However they do represent different balances of control between the different interests. Empowerment may be seen as helping people reach the higher levels – provided that is what they want to do.

Limits
There's only so much any participation or capacity-building process can achieve, and it is important to agree what is realistic early in the process. People are more likely to accept limitations, if they are put openly and honestly, than disappointments later. That approach offers the different interests an opportunity to decide whether to get involved, or take some other action.

Listening
Listening is important at all stages of the participation process:
To find out what people's interests are.
To learn the language they use.
To understand what role you can most usefully play.
To find what people think of what is happening.

Management committee
The governing body for a project or organisation, to which staff are accountable. In a company the management committee is the Board of directors. If the organisation is a charity the members of the management committee will be trustees. In appointing management committees it is important to strike a balance between representation and competence. Little will be achieved if everyone on the committee has to learn how to manage an organisation. At the same time, a committee which has no representation of key interests may well find itself in difficulty.

Meetings
Meetings are at the heart of participation processes, whether social get-togethers, committees , workshops, or public meetings.

Mind Maps
Mind maps or spidergrams are a graphical technique for exploring solutions to problems.

Minutes
Minutes are the formal record of meetings. As such they are an important reference point for any discussions or arguments about what was decided. They can be a spur to action as well. See the box below on how to develop action minutes.

Mission
Mission is what you wish to achieve. The term is much favoured in business management, but can confuse people with its military or evangelical overtones.

Mistakes
You will certainly make them – at least in the eyes of some of those involved. Try and be honest about what happened, and use the results to reshape the process.

Monitoring and evaluation
At the end of any piece of action you need to know two things that will aid future planning:
- How do we know we have been successful?
- What can we learn so that we can do it better, or what is the next step?
In order to do this you ideally need to be clear about aims and objectives or purpose, and criteria for judging success. Setting yourself the task of creating a system for monitoring and evaluation may help clarify the purpose and criteria.

Negotiation
Negotiation is 'a back-and-forth communication designed to reach an agreement when you and the other side have some interests that are shared and others that are opposed.' (*Fisher and Ury*).
Practitioners in participation processes are bound to get involved in negotiation as different interests try and work out what they want from any situation, and have degrees of control over the results.

Networking
Networking is the business of making informal contacts, chatting, and picking up further contacts. It is the way to learn:
- What people are interested in – the issues they consider important.
- The sort of ideas and language they find familiar.
- Who are the key people and organisations – the stakeholders.
Some networking is essential before other more formal information-giving like producing leaflets, staging exhibitions and holding meetings.

Nominal Group Technique
This technique – sometimes called Snowball – can be used with fairly large groups and is often more successful than Brainstorming with small groups.

Options
'There is no alternative' is seldom true. Options are the different ways in which you might achieve what you want, or just take the next step. They are ideas on how to tackle problems and reach solutions.
In order to generate options use Brainstorming or Nominal Group Technique.

Outcomes
The term 'outcomes' is used in this guide to describe those results of plans and actions which you are seeking to achieve.
Thinking in terms of outcomes which you may see, hear, feel as well as the more abstract aims and objectives should help clarify what to do to achieve what you want. One of the most important questions in any participation process is What outcome do you want?

Ownership
The stake that people have in an idea, a project or an organisation is fundamental to their commitment. 'Not invented here' is a powerful block to gaining people's involvement – whether they are councillors, officers, professionals, business people or residents. For that reason early brainstorming workshops, where everyone has a chance to contribute ideas, are important.

Parish maps
A technique in which features of human and natural interest which local people value are shown on a map of the locality and publicly displayed. The maps can be any size, shape, scale or material – such as paint, ceramic, textiles or photography.

Participation
A process during which individuals, groups and organisations are consulted about or have the opportunity to become actively involved in a project or programme of activity.

Partnership
Partnerships are formal or informal arrangements to work together to some joint purpose.
Informal partnerships work best when the project is specific and can be achieved relatively quickly: the purpose is clear, and outcomes achievable.
Where the task is complex and long term it may be necessary for formalise the partnership through some constitution or contractual arrangement. This provides a structure for decision-making and agreeing ways of working.

Phases of participation
Participation is not achieved in one survey, leaflet or meeting – it is a process. People and groups need time to understand what is proposed, develop trust and work out what to do.

Plan, act, review
In order to make regular checks on progress and keep your plans under review, see development of your participation process as a cycle:
- Plan how you will achieve your aims.
- Take action on the basis of these plans.
- Review progress regularly.
- If necessary, modify your plans.
- Put the new plans into action....and so on

Politicians
Politicians will be important stakeholders in any participation process. They are in the business of identifying different interest groups, and balancing priorities. On the one hand they may be a stumbling block, concerned about challenges to their power and status.
On the other hand they can be an invaluable source of contacts and influence. Like any other stakeholder it is important to see things from their point of view – to find what they are interested in, what they are seeking to achieve – and to get to know them informally. Try and judge their leadership style, and work with them accordingly. You may get more done if you let them take some credit.

Post-it notes
A great technical aid to collective decisionmaking, and an improvement on basic Brainstorming. When running workshops give people pads of Post-its to write their ideas on, then stick them on a chart and move them around into groups.

Power
Behind participation processes lie issues of power and control. For example:
- Do all key interests have an equal ability or opportunity to participate if they wish?
- Who designs the process, and to whom are they accountable?
- Who sets the timetable and controls the funds?
- Who makes the final decisions?

Preparation
The second phase in the process of participation described. In this phase the practitioner managing the process should clarify key issues with whoever is promoting the process, make informal contact with interests in the community, and develop a strategy.

Principles of participation
The advice in this guide is based on the following principles:
- Effective participation requires a planned process in which the key interests agree on the level of participation which is appropriate.
- Participation involves developing agreement on both what is to be achieved (the outcomes) and how it is to be done (the methods).
- Participation is a process of learning and development for all concerned. It takes time.
- People will only be involved if they understand each other, have the confidence to participate, and can see some point to it.
- The use of short-term methods and techniques for participation requires understanding of the overall process, and skilled application. There are no quick fixes.

Print
Print is not always the most effective means of communication, but it is important everything of importance is written down and appropriate material is freely available. Among the print methods you may use are:
- Committee reports and other formal papers. Are they freely available – and if not, why not? Few people may be interested, but making them available combats rumours and dispels mistrust.
- Letterheads for a project or new organisation. These may seem simple, but raise important questions of what you are called, where you are based, and the way you present yourself.
- Leaflets and posters. Useful in two ways. First externally – to promote meetings or give a simple explanation of your project. Second internally – challenging you to agree on what you are trying to say, to whom, and what response you want.
- Newsletters. Worth doing if you have regular new information, or production is a good way of involving people. Bulletins linked to events can be effective. Drop newsletters if they become a chore or the self-congratulatory.
- Folders. Instead of, say, a substantial brochure, consider a card folder containing a newsletter, leaflet, and inserts on letterheads. It is much easier to update.
- Reports. Putting the results of a project between covers builds credibility. Considering the report during a project, not just at the end, may help you clarify what you are trying to achieve. If you are running an organisation, take trouble over your annual report for the same reasons.

Problem clarification
You can't find an appropriate solution unless you are sure that you are tackling the right problem. A lot of ideas, discussion, and decision-making suffer from a failure to keep asking: 'Is this really the problem?'

Problems
Problems are what make us think. In participation processes they are the barriers to progress, conflicts, uncertainties which make it difficult to know what to do.

Public meetings
Although widely used, public meetings are not the most effective method of involving people. While they may be useful for giving information, and gaining support around a clear-cut issue, they are poor vehicles for debate and decision-making. Classic public meetings with a platform party can easily be dominated by a small number of people, and become stage sets for confrontation.

Purpose
A statement of purpose, or mission statement, is a summary in a sentence or two of your intention – your aims and objectives. It may be the broad statement of the reason for a project or a group's existence. Statements of purpose may start out as broad intentions like 'we aim to create a better place to live and work'. They become meaningful when the aim is followed with statements of how: for example 'by providing advice and support for practical environmental projects'. There may be a number of these 'how to' statements which are objectives. If they are measurable, they become targets. Purpose will be important on two fronts:
- In clarifying why you are carrying out a participation process.
- In reaching a common view among those involved about what result – outcome – they want.

Research
The research you may need to do in planning and starting a participation process will depend in part of the level of participation you are considering. For example:
- For levels of information and consultation you will need to research and prepare clear proposals early in the process to put to other interests.
- If you are aiming for Deciding or Acting Together, it will be more appropriate to delay research into options until this can be agreed together.
- If you are supporting community initiatives, you may wish to support other people's research.

Whichever level you are working at it will be necessary to find out who are the key interests.

Resources
In a participation process you may need two sets of resources: first the skills, money and equipment to run the process, and second, the resources for any project or organisation that develops from the process.

Role of the practitioner
Much confusion arises when people are not clear about the intentions and responsibilities of practitioners involved in participation processes. For example 'enabler' sounds fine, but people will be mistrustful if they feel that as well as facilitating the discussion you are making decisions on who gets what resources, and have your own agenda. If you are seeking to empower people, it is particularly unhelpful to act as a spokesperson for a group negotiating with authorities, or to act as gobetween. It prevents the different interests getting to know each other and developing mutual trust, and can lead to filtering of information and closing options.

Roles in groups
One of the many benefits of working in a group is to be able to share responsibilities with different people undertaking different parts of the work. You may all want to have an equal say, but even groups that work as collectives find it easier to have different individuals taking responsibility for coordinating a particular area of work.

Roles of participants
In planning participation a local authority should see those involved in three possible roles:
- As citizens who have certain political rights and duties, including the right to vote. As such they have an interest in every part of the policies and operation of any authority.
- As paymasters, people contribute a significant amount of the authority's finances and have a right to call the authority to account for the way it spends their money.
- As consumers, people use different services paid for by the local authority and sometimes provided by them (e.g. parks, education, highways, leisure, libraries, housing, waste disposal etc).

Skills Audit
You may need to look no further than your own group for the expertise you need for your project.

Small Group
Large meetings and committees are not good for working through difficult issues. You can often make a lot more progress by taking some time out in smaller groups and reporting back.

Socials
Among the committee meetings and workshop sessions allow time for social events where people can get to know each informally. People are far more likely to get involved in something which is fun.

Solutions
Solutions have to be custom-made for the problems they are going to unlock. They are reached by clarifying the problem, having ideas and generating options, and then decision making.

Stakeholders
Stakeholders are those who have an interest in what you are or may be doing, because they will be affected or may have some influence. For example:
- Who will benefit from your proposals?
- Who may be adversely affected?
- Who may help or hinder?
- Who may have skills, money or other resources?
- Who decides?

Stance
One of the most important decisions to be made in a participation process is the level of involvement offered to the various interests by whoever initiates the process – for example Consultation or Acting Together. Stance is the suggestion or assertion that a particular level is appropriate – which may not be generally accepted. For example, a local authority may start a consultation process but find that residents want more say. Negotiating stances is an important early stage of a participation process.

Steering group
If you are at the level of participation of Acting Together, and aiming to create a formal partnership, it may be appropriate to set up a steering group which is a 'shadow' of the management committee or Board that you will be creating later. Adopt similar procedures for the steering group that you will use for the management committee – that should help ensure that early decisions are taken are in the interests of the partnership, rather than simply the self interests of the various representatives.

Strategic choice
Strategic choice is a sophisticated technique for making decisions and developing action plans in situations with many options and uncertainties.

Success
Success may take many forms in a participation process. Ultimately it may be associated with some 'product' – achieving your aims and objectives, or purpose. It may also be about a successful process – meeting deadlines and targets along the way, ensuring that people are staying involved.

Supporting independent community initiatives
Supporting community based initiatives means helping others develop and carry out their own plans. You can, of course, put limits on what you will support. It is the most 'empowering' level of participation – provided people want to do things for themselves. They may, quite properly, choose a lower level of participation.

Surveys
Surveys provide an important starting point for participation processes. Whether they enable people to participate significantly in decision making, and subsequent action, depends very much on the way they are done.

Team building
The process of helping a group of people develop shared aims and objectives, values and a plan for putting them into action. People working together have more opportunities to get to know each other than, for example, members of a management committee meeting every month or two – so team building workshops can be particularly useful.
Most techniques for developing ideas and making decisions together will help with team building, because they help people understand each other's interests and priorities. Similarly techniques specifically designed for team building can be useful in participation processes.

Techniques
The term is used here to describe any short-term device which helps make progress in a participation process. This may be a brainstorming workshop, a task like writing a leaflet to help clarify what you are trying to achieve, or a more complex game or simulation.
Techniques are particularly useful for consultant, facilitators and trainers because:
- They are discrete pieces of work with clear preparation and results.
- If used well, everyone gets a sense that things have moved forward.
- They are a good way of breaking out of conventional committees and public meetings which may not have worked in the past.
However, techniques should not be seen as 'quick fixes', but as milestones in a long term process. If people feel they are being manipulated, or made to 'jump through hoops' they will avoid further involvement or oppose further activities.

Terms of reference
Any subcommittee or working group should have clear terms of reference covering:
- The purpose and membership of the group.
- Who services it with agendas and minutes.
- How often it meets – and for how long.
- The topics or issues the group covers.

- The powers of the group to make decisions.
- What funding it has, if any.
- To which committee or group it reports back.

Time Line
Everything takes longer than you think – even when you know it does. Drawing a timeline is a simple technique to set priorities among activities and events which must be completed within a given period of time

Trust
The most brilliant presentation will achieve little if the audience suspects they are being misled – and workshop techniques will fail if people feel they are being manipulated. Trust is an essential foundation for all aspects of participation.

Values
Values are statements of what we consider important. Since they may be emotive, political, and difficult to express, they are frequently hidden. However it is difficult to understand each other or reach agreement if we are unclear about values.

Vision
The idea of a vision of the future seems rather broader than purpose or mission, because it places more emphasis on values and approach – how you do things as well as the result you achieve. Vision may be a helpful term if you are using participation techniques that encourage people to create pictures of what they want, or develop models.

Voluntary sector
This blanket term is often used to cover a wide range of organisations which are very different from each other:
- Self-help groups of people with a shared interest seeking to assist each other.
- Community groups of activists concerned with a locality or local issue.
- Small local charitable organisations with management committees and paid workers.
- National charities with local branches.
- Bodies like development trusts which may see themselves as not-for-profit companies.

Each will have its own style of working, and community of interest. Although a very important route to these communities, they should not be seen as representing 'the community'.

Voting
Seeking a standard committee-style majority vote on a major issue is not an effective means of involving people in participation processes. However, simple voting techniques can be useful in small groups to decide between options.

Working groups
A working group is a small group set up with a specific task to complete, with members chosen for their appropriate skills. Working groups are a good way of making sure interested people can get involved and make a contribution

Workload planning
This technique – which combines action plans with a time line can be useful in planning participation process.

Workshops
Workshops are meetings at which a small group, perhaps aided by a facilitator, explore issues, develop ideas and make decisions. They are the less formal and more creative counterpart to public meetings and committees. As well as generating a lot of useful content, workshops provide a good opportunity for all concerned to get to know each other better – something which seldom happens at more formal meetings.

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Partners, staffs and collaborators

Innoref

The INNOREF project, financed in the framework of the INTERREG IIIC East programme and managed by the Unit for general affairs and European policies of the Directorate for the agriculture, natural resources, forestry and mountain as lead partner, aims to affect the regional development by improving the use of local resources, setting up and promoting sustainable product lines, establishing cooperation among different economic and social sectors and suitable regional marketing structures. In this framework, the Stra.S.S.E. sub-project, which made the participatory process as its core, aimed at the development of methodologies and tools suitable for the strategic spatial planning of the areas involved, engaging different technical capabilities to be applied to different areas and issues.

Marina Bortotto, Engelbert Ruoss

Dr **Marina Bortotto** is director of General and Administrative Affairs and EU Policies of Friuli Venezia Giulia Region and Lead Partner of INNOREF project.
Dr **Engelbert Ruoss** is Trainer Process Moderator of INNOREF project

Comunità Montana Torre Collio Natisone

The Lead partner is a public body operating in a part of mountain territory of Friuli Venezia Giulia Region. Its general aim is the development of mountain area. The Comunità Montana is composed by 24 municipalities and its main towns are Tarcento, Cividale del Friuli, Cormons and San Pietro al Natisone. The experience of this partner was achieved in projects involving deployment of ICT and WEB technologies and management of digital cartographic data-bases; projects regarding infrastructural investments; projects of tourism development and for culture deployment. Particularly the Comunità Montana have experience in local spatial planning projects, at municipality and vast area level, and in crossborder spatial planning projects.

Duilio Cosatto, Franco Marchetta, Sandro Fabbro, Valeria Masutti, Martina Pertoldi

For this projects the staff is composed by:
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Dr **Franco Marchetta**, Director of Euroleader s.cons.r.l., is Architect and Consultant Manager of the project.
Dr **Martina Pertoldi**, is Architect and taking a doctor's degree

Industrial Systems Institute of Patras

The Industrial Systems Institute is a public research institute operating under the supervision of the Greek Ministry of Development. Its general aim is the design and development of high technology products and the provision of advanced services. In this context ISI research interests fall into a number of disciplines comprising Information and Communication systems for the industry, Enterprise Integration, Advanced Production Systems, Modeling and Automation, Electronic and Embedded Systems, all aiming at the ultimate goal of Sustainable Development. The sustainable development discipline comprises special applications relevant to such areas as environment risk management, energy sustainability and modeling methodologies leading to sustainability. ISI has developed strong and strategic collaborations with academic / research institutions and enterprises both at local and European level, while it is a major regional actor in the Region of Western Greece with a significant international presence.
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Palacký University of Olomouc, Department of Geoinformatics

The Department of Geoinformatics Faculty of Science at Palacký University Olomouc is leading geoinformatic and cartographic academic workplace in the Czech Republic. It leads both national and international research projects and guarantees the Bc., MSc. and PhD. courses in geoinformatics and cartography. The Department deepens cooperation with other universities and research institutes. Department staff lectures cartography, GIS, remote sensing, GPS, geostatistics, and other geoinformatic disciplines. Research is oriented in geosciences by digital techniques. The highest progress has been reached in topics of atlas cartography and spatial phenomena modelling.
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Comune di Corciano

Corciano, municipality with 18.000 inhabitants, is situated to approximately 15 km from Perugia and 10 km from Trasimeno Lake, in a high quality environment context with rural, cultural and tourist features, but it is also interested, even for its contiguity to Perugia, by an important process of economic growth, industrial and commercial development urbanisation, implmentation of infrastructures and continuous increase of resident population.
The staff is composed by: **Dante De Paolis**, Project Manager
Barbara Paltriccia, Workshop Moderator and Collaborator
Fabio Palmi, Collaborator for technical activities
Filippo Castellani, Collaborator for technical activities
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Indice

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