



AREAS OF CONSIDERABLE PUBLIC INTEREST, TERRITORIAL COMMON GOODS AND ECOSYSTEM SERVICES

AN APPLICATION CASE FOR
THE CITY OF CAGLIARI

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ABSTRACT

The areas of considerable public interest (Decreto legislativo 42/2004, Article 136), as a spatial representation of landscape protection, are not circumscribable to a category of immediate identification in an applicative manner. They are affected not only by acknowledged, interpretative and representative inhomogeneities, but also management and operational ones. Against this background, territorial common goods are a topic of debate and the object of numerous interpretations that make it a whole from indefinite boundaries. This research is aimed to summarize all the different definitions and applications on the areas of considerable public interest and on the territorial common goods which are devoid of consolidated and recognized identification and execution practices and, therefore, need some forms of governance and management. An operational framework allows the definition of public policies in the field of urban common goods, starting from the identification of operational requirements and relatives criteria and indicators. On the one hand, this is a cause for reflection on the concept of "considerable public interest", on the other hand, it highlights a useful path for governance or management through the identification, representation and evaluation of potential public spaces to be involved and connect, intended as territorial common goods. In this sense, they play an essential role as a connective space for ecosystem services supply and driver for converting the character of marginal areas and improve their living condition. To illustrate this, a recent experience is presented here, concerning the potential of the connective spaces in the urban renewal in a peripheral neighborhood of Cagliari, Italy.

KEYWORDS

Areas of Considerable Public Interest; Territorial Common Goods; Ecosystem Services; Urban Regeneration

1 INTERPRETATIVE-REPRESENTATIVE AND PARTICIPATORY-NON-HOMOGENEITY ON THE TERRITORIAL COMMON GOODS

The areas of *considerable public interest*¹, as environmental resources and territorial goods, are affected by some problems in the national and regional legal frameworks, due to the different criteria of interpretation, which deviate from a homogeneous reading of the territory based on specific categories. In fact, several Italian regions have defined different approaches in terms of methods of interpretation, representation and prescriptions for use. Some of them, e.g. Emilia Romagna, Friuli Venezia Giulia, Lazio and Sardinia identify specific areas, landscape systems, sub-areas or sub-zones *etc.* by the presence of identity elements and features. Veneto is the only region that does not refer to specific places, while others, such as Piedmont, Puglia and Basilicata refer to places only in terms of prescriptions for types of interventions. As far as the representation is concerned, the identification of areas or categories of interventions, with the exception of the Puglia, Basilicata, Sardinia and Emilia Romagna regions, can't be supported by cartography. Although present, the latter has a technical nature, scarcely representative of the characteristic elements of the territory and limited to the identification of the perimeter of the constraints, with the exception of Emilia Romagna.

The Decreto Legislativo 42/2004 (hereinafter "Code") brings out some elements of reflection about the territorial goods and services that could not be verified in reality (e. g. to be characterized by different degrees of interest, to be able to public belonging, to be destined for the use of the community, *etc.*²). According to the Code, the process of recognition of territorial goods and services is deficient in terms of an active participation of citizens. In contrast, the Emilia Romagna Region (2015) foresees several participatory moments throughout the whole process aimed at the definition of environmental quality objectives. In the European context, Catalonia stands out for the central role of citizens in recognizing the environmental values by the so called "Landscape catalogues".

¹ Article 136 of Decreto Legislativo 42/2004 "Codice dei beni culturali e del paesaggio" identifies these four categories: a) "The immovable things that have conspicuous characters of natural beauty, geological singularity or historical memory, including monumental trees"; b) "Villas, gardens and parks, (...) that stand out for their uncommon beauty"; c) "The complexes of immovable things that make up a characteristic aspect having aesthetic and traditional value, including the centers and historical nucleuses"; d) "The panoramic beauties and also those points of view or belvedere, accessible to the public, from which one can enjoy the spectacle of those beauties".

² Reference: art. 2, c. 4.

2 OPERATIONAL DEVICE FOR MANAGEMENT: THE IDENTIFICATION, REPRESENTATION AND EVALUATION OF TERRITORIAL COMMON GOODS AND SERVICES

Starting from the critical issues emerged from this survey, the authors introduce an operative device to explore and manage the potential of the territorial common goods and services for provision of benefits. This device is aimed at highlighting the connections between public spaces, practices and way of living, laying down some actions for urban regeneration and recognizing their role as ecosystem services supply. It draws from the literature, practices and tools and it is structured as follows: requirements-spatial dimensions-quality criteria of the public space-criteria and indicators.

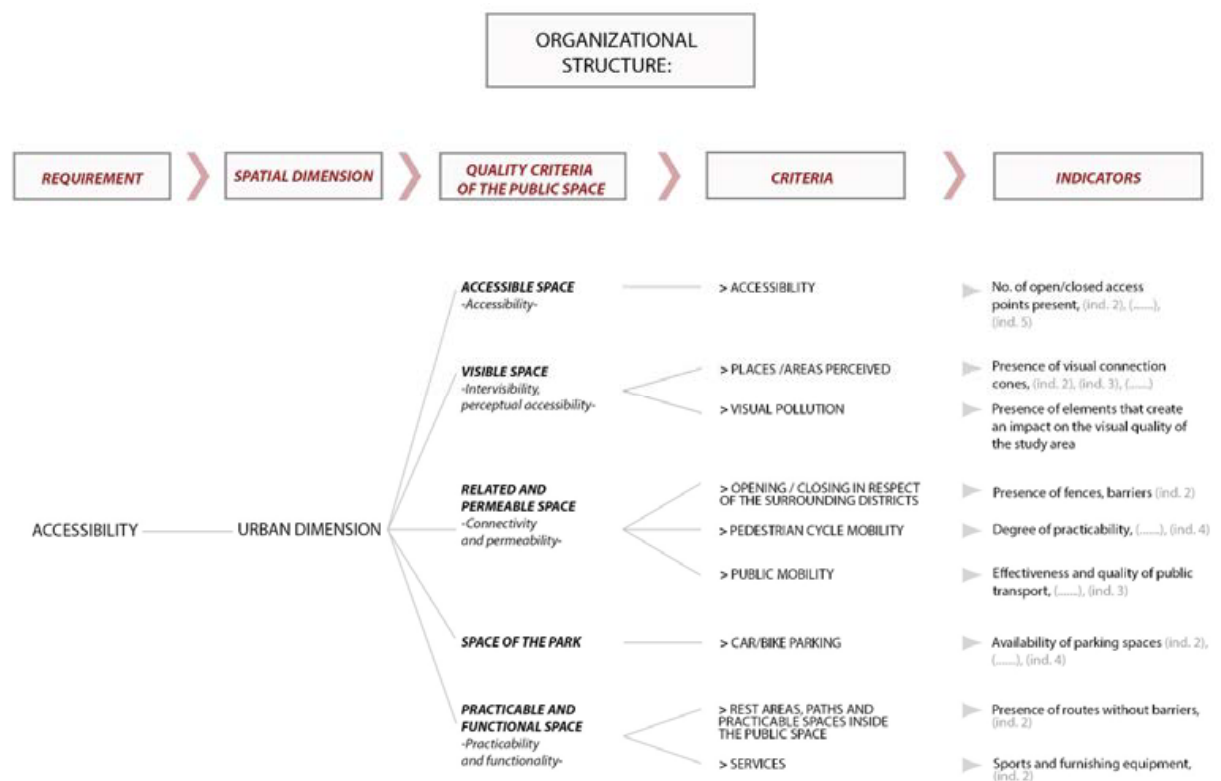


Fig. 1 The organizational structure on territorial common goods for the requirement of *accessibility* as an example. Source: personal elaboration.

The requirements for identifying the territorial common goods are outlined in: *identity*, *accessibility*, *management* and *sharing*, *membership* and *contribution to supply ecosystem services* (see Fig. 2). Further sub-requirements help clarify and emphasize details.

The *identity* sub-requirements are structured as follows:

- “Recognizability” represents the *degree of affection* and the *sense of belonging*. The territorial common goods are related to identity, culture, traditions of a territory and are functional to the social life of a given community (Iaione, 2012). This implies that

the recognition by citizens of a given urban-architectural context as a common good is essential to evaluate the degree of affection and the level of appreciation;

- “Unity of the context” refers to the identity of a place and it implies a *sense of belonging* as soon as *“The community embodies the ‘conscience of the place’ therefore ‘the awareness of the heritage value of the territorial common goods’ (...)”* (Bonesio, 2012). The common goods are therefore *“foundation and result’ of a process of enhancing the territory (...) intended as (...) not merely a space but a ‘place’ (‘space with distinctive characteristics’) and ‘place of places’, based on differences, on different ‘territorial values’”*. (Ferraresi, 2012).

Accessibility sub-requirements are:

- “Accessibility” implies *equal access* and *direct use* to places for everybody, by laying down the potential usability of the good (Garau et al., 2014). It also fosters the definition of community usability-oriented policies. Both physical and perceptual accessibility can affect different levels. Nevertheless, Iaione (2012) states that urban space as a common good *“(...) is subject to the principle of universal access.”* since *“... everyone must have access to them and no one can claim exclusive demands (...)”* (Rodotà, 2012).

The *management* sub-requirements are organized as follows:

- “Direct participation”. The awareness of the uniqueness of a common good and its sense of belonging and recognition can determine participatory moments triggered by *general willingness, management commitment* and *cooperation*. This requirement is the basis for getting involved in the common good³ through maintenance, care and regeneration, considering that *“(...) a ‘common good’ felt by the people is the result of direct involvement, a convincing acceptance of responsibility for its conservation and management”* (Garau et al., 2014).
- “Sharing of strategies”. Ferraresi (2012) interprets a common good as a *“(...) shared good in which people lives by building it (...)”*. Basically, a common good acquires this feature because of the fact that citizens recognize its functionality to individual and collective well-being and, consequently, they decide to agree on its use and management improvement or re-acquisition.

The *membership* sub-requirements are organized as follows:

- “Widespread ownership” (Rodotà, 2012). In this case we refer to the legal system of belonging that characterizes the common goods and guarantees that they can be used

³ “One does not possess a common good, one participates in the common good” (Iaione, 2012).

as spaces and services for all, especially for local communities that share rights and obligations (Carestiato, 2010).

- “Non-exclusive rights”. This requirement claims the collective use and denies the intention to require exclusive rights of use⁴ since “common goods should focus primarily on the idea that they are goods which everyone has the right to use (...)” (Seppilli, 2012).

The *contribution to supply ecosystem services* sub-requirements are organized as follows:

- “Ecological-environmental functionality”. This sub-requirement refers to the opportunities of a good to supply environmental services. At the design stage it implies the *maintenance or restoration of constitutive ecological functions*, for example through actions aimed at restoring ecological-environmental processes *etc.*
- “Socio-cultural functionality” is linked to the opportunity to offer socio-cultural services and, therefore, new land uses and activities for enhance the effective capability of people to use and benefit from places.

All these requirements pertain to different “spatial dimensions”: affective, urban, managerial/participatory and shared, perceived and concerning the construction of ecosystem services.

According to the *Place diagram*⁵ (Project for Public Spaces, 2018), they are strictly related to the criteria that a public space should have to be endowed with (see Fig. 2-diagram below). For this purpose, they are divided in different typologies, contains several qualitative and quantitative criteria and indicators able to operate following a multi-dimensional, multi-scalar and multi-level approach.

For this purpose, *recognizability, visibility, practicability, functionality, salubrity, safety etc.* along with *support to ecosystems and environment* become some of the essential qualities and characteristics for public goods to attain and support decisionmakers by addressing the interventions and their evaluation.

⁴ “(...) Their use belong (in full freedom and without demanding exclusive rights) to all citizens (...)” (Garau et al., 2014).

⁵ <https://www.pps.org/>

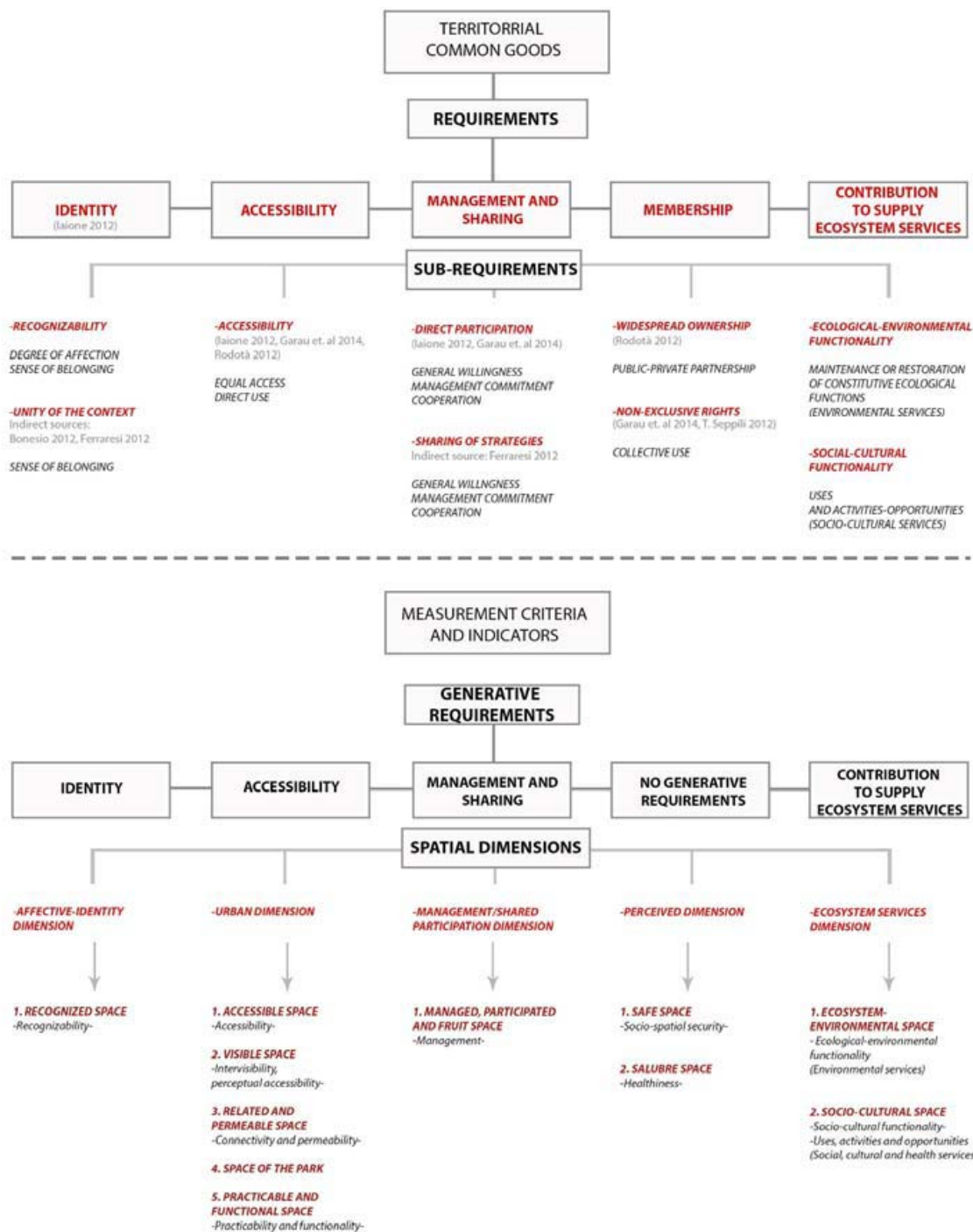


Fig. 2 Top diagram: requirements and sub-requirements for the identification of territorial common goods. Bottom diagram: transition from generative requirements to spatial dimensions and quality criteria of public space. Source: personal elaboration

3 OPERATIONAL DEVELOPMENTS: THE INTEGRATION OF THE TERRITORIAL COMMON GOODS REQUIREMENTS AND INDICATORS WITH THE ECOSYSTEM SERVICES PURPOSES

The ecosystem services approach allows us to reconsider the role of the areas of public interest in relation to the mitigation of certain risk factors/problems in a peripheral neighborhood of the city of Cagliari.

We have, therefore, looked at the interactions between different disciplinary fields, concepts, projects and scales.

Note that the interaction between the concepts “considerable public interest”, “common goods” and “ecosystem services” gains a further justification in the fact that they presents common features and elements⁶ starting from the goals of the Millennium Ecosystem Assessment (2005) and the requirements for identification of public goods. For example, the *sense of place* (link 1.2), finds direct correspondence with the *recognisability* and both converge in the requirement of *identity* (see ig. 3).

From this background, we describe the operating device to explore and manage the potential of the system of connections at the different level of scale in the neighbouring districts of S. Avendrace, Is Mirrionis and S. Michele in Cagliari, Sardinia, by highlighting the operative contribution of actions, single and combined, to the fixed spatial dimension goals according to the abovementioned requirements and criteria.

These districts are characterized by a mixed medium density fabric with low quality buildings, lack of public spaces and several abandoned sites waiting for restoration. This paper focuses the attention on the physical and functional accessibility and integration of spaces, land uses and practices of use introduced in the study area of “considerable public interest” of Tuvixeddu-Tuvumannu-Is Mirrionis located in the city of Cagliari, Sardinia.

Note that this area is endowed with important historical-environmental features of the landscape system (the Santa Gilla Lagoon, the Hills of San Michele, Monte Claro and Tuvixeddu-Tuvumannu, which houses one of the largest Punic necropolis, in the Mediterranean basin. In this sense, the potential of urban regeneration coming from the system of connecting the territorial common goods and services is strictly inherent to their opportunity to supply ecosystem services (ES). However, this does not imply that all these areas necessarily have a reference to ecosystem services but, in case of applications, they present themselves as areas incorporated in the urban environment able to provide specific categories of services at the different (metropolitan, urban and neighbourhood) scales.

⁶ Common requirements: *construction of ecosystem services* (socio-cultural and ecological environmental functions), *identity*, *accessibility* and *management and sharing*.

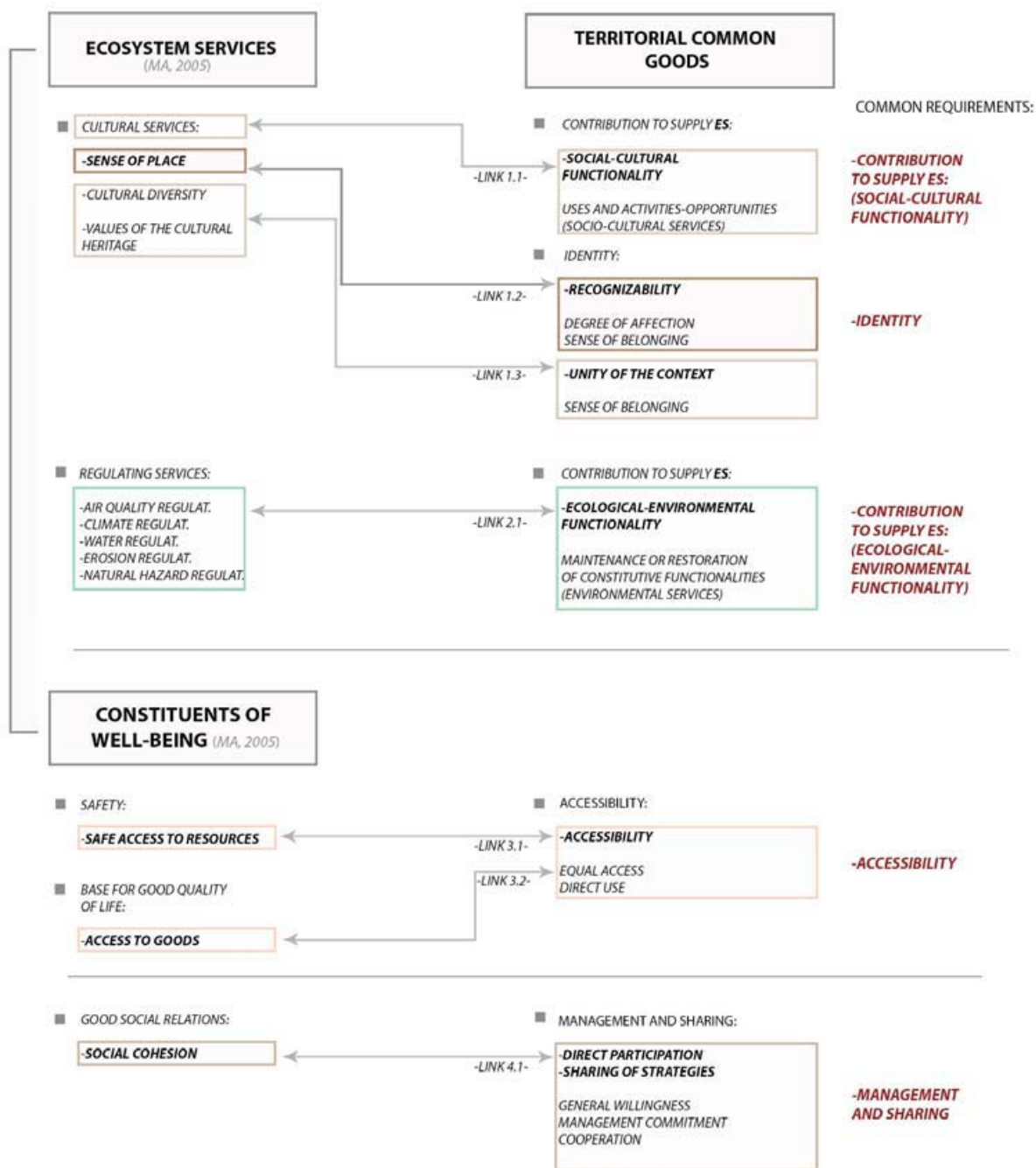


Fig. 3 Common requirements between territorial common goods, ecosystem services and components of well-being. Source: personal elaboration.

4 CONSTITUENTS OF WELLBEING AND ECOSYSTEM SERVICES, PUBLIC GOODS AND AREAS OF CONSIDERABLE PUBLIC INTEREST: RETHINKING CROSS-CONNECTIONS FOR URBAN

The operating device to explore and manage the potential of the system of connections at the different level of scale fosters the framework of scheduled interventions for the Sant'Avendrace and Is Mirrionis districts in Cagliari, as a means of implementation of the Extraordinary Program of intervention for urban redevelopment and security of the suburbs, c.d. *Bando Periferie*⁷ and the *ITI Is Mirrionis*⁸.

The connections of the areas of considerable public interest define two project axes (*transversal connection paths*) intercepting other public goods and determinants of well-being. Among these:

- The first axis connect the Lagoon of Santa Gilla, a new large urban park located next to the lagoon, equipped with sport, educational and leisure planned in the area of San Paolo (*Allotment B-Bando periferie*), the social housing complex of Via Po (*Allotment C*), the Hills of Tuvixeddu-Tuvumannu and the Park of Monte Claro;
- The second axis systematizes the different services planned by the ITI Is Mirrionis (the civic market of Via Quirra, the Ciusa school of Via Meilogu, the Hangar as a community center) between the Via Is Mirrionis and the Hill of San Michele.

The first axis is mainly part of the green corridor connecting the Santa Gilla Lagoon to the Pond of Molentargius and restores the relations between the Hills of Tuvixeddu and Tuvumannu through network of connective walkable spaces and then with the Park of Monte Claro, thus contributing to revitalise those parts today ignored and fragmented.

Further measures concern a new system of public spaces which has the purpose of organizing meeting points and rest areas between the new functions, services and territorial common goods, continuous and pleasant to walk and bike.

The second axis designs as a system of connective public spaces, including the new services and functions on which *ITI Is Mirrionis* actions are foreseen, to prevent the episodic, punctual and fragmentary nature of extraordinary interventions. In this case, the main intervention is designed with the aim of improving physical connections with the introduction of new land uses, services and the reconfiguration of public spaces. In

⁷ "Programma straordinario di intervento per la riqualificazione urbana e la sicurezza delle periferie delle città metropolitane e dei comuni capoluoghi di provincial" (Legge 208/2015). The project for S.Avendrace neighbourhood ranked 23rd/120 with a proposal focused on new urban functions and uses and their accessibility and connections.

⁸ Integrated territorial investments (delibera 26/6 - 2016), outlined for the neighbor districts of Is Mirrionis and S. Michele.

particular, the interventions concerning the Vie Quirra-Serbariu-Ciociarra and the Vie Meilogu-Bugerru relate important services such as the local market and the square, the Ciusa primary school and some interstitial area classified as S3 by the Town Plan. Thus the market square and the school become two fundamental operational focuses to address the design requirements. As well as the redesign of the system of connections with a main corridor of Via Is Mirrionis with different functions and services, reconverted into safe and inviting places to live in, walk and rest give new supply nourishment at the local and urban scale, as the under-requirements of fairness of access and direct fruition point at.

5 CONCLUSIONS

The proposed device guides the definition of public policies in the field of territorial common goods.

In an urban context where the “considerable public interest” areas are present, the approach of the ES allows to go beyond the logic of demarcation of the goods (the Hill of Tuvixeddu-Tuvumannu), to extend it to other environmental centres (the Hills of M. Claro and St. Michele) by revealing their physical, perceptual and functional connections.

In order to avoid fragmentation, an integrated program of interventions carefully combined to each other, operate at the local, urban and metropolitan scale. The actions proposed (for illustrative purposes) show important connections at different scales and also involve interstitial areas relevant to the functions of ecosystem services and to the components of wellbeing. The project deals with physical connections also through slow mobility systems which redirect the accessibility and the function of the common goods in a logic of integration (Tuvixeddu-Tuvumannu Hill, public spaces, the marketplace, etc.). and ensure fairness of access and direct fruition from different neighborhoods. Finally, the research addresses some of the five questions raised by Haase (2017) about the difficulty of understanding and applying the ES concept in an urban environment, the potential to facilitate the diffusion of common goods linked to nature in the cities, the complementarity to the infrastructure and the multiscale.

Multiscale is crucial for ES to be functional: it allows to reconnect territorial elements fragmented by urban transformations, it guides the interventions within the city and facilitate the integration between functions, environmental and perceptual elements. The complementarity to the infrastructure is also necessary as it ensures the restoration of environmental functions and pays attention to the components of well-being considered in terms of access to resources, health and quality of life. In short, ecosystem services enter fully into the discourse on territorial common goods and operate in a logic of integration, complementarity and orientation to the city's project.

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AUTHOR'S PROFILE

Marzia Morittu. Newly graduated student (December 2018) in "Planning and policies for the city, the environment and the landscape" (LM-48) at the Department of Architecture, Design and Urban Planning, Alghero, Italy (University of Sassari) with a thesis entitled "*Areas of considerable public interest and common assets such as the identification and planning of ecosystem services. An application case for the city of Cagliari*". In 2016 she graduated in "Urban Planning. Planning of the city,

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Alessandro Plaisant. I am an associate professor of the Department of Architecture, Design and Urban Planning, the University of Sassari, where I teach Urban Planning and Analysis of urban systems. I held a Ph.D. at the University of Cagliari, after spending eight month as a fellow at the School of Anthropology, Geography and Environmental Studies, the University of Melbourne, focusing my research on decision-making processes in public policymaking, strategic planning, policies and pluralism-oriented tools. I combine my research activities with higher education, international and institutional cooperation activities, as director of the II level International Master's Program "Advanced Methods and Tools for Sustainable Planning", developed in academic cooperation with Harbin Institute of Technology and as scientific coordinator of the activities planned for the funded national call "extraordinary Program of intervention for urban redevelopment and security of the metropolitan suburbs", specifically in Sant'Avendrace district, the Municipality of Cagliari (Sardinia, Italy). Among my recent publications: Urban regeneration of peripheral areas: the critical role of the connective space in an Italian city. (Aa.Vv) Urban Design Journal, 2018; Risk Prevention and Management. A Multi-actor and Knowledge-Based Approach in Low Density Territories (Aa.Vv.), Computational Science and its Applications (ICCSA 2017), in Gervasi, O., Murgante, B. et. al. (Eds.), Springer (ISBN 978-3-319-62397-9), Switzerland