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DELIVERABLE REPORT

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Activity	No.	**2.2**	Title	Overview of participatory practice at national level
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Contents

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Revision History

Name	Institution	Date
Mariya Stoycheva	*Varna University of Management*	*17/04/2024*
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List of abbreviations

Abbreviation: **Definition**

CAP: Common Agricultural Policy

EAFRD: European Agricultural Fund for Rural Development

ERDF: European Regional Development Fund

ESF+: European Social Fund Plus

LAG: Local Action Group

SNAI: National Strategy for Inner Areas

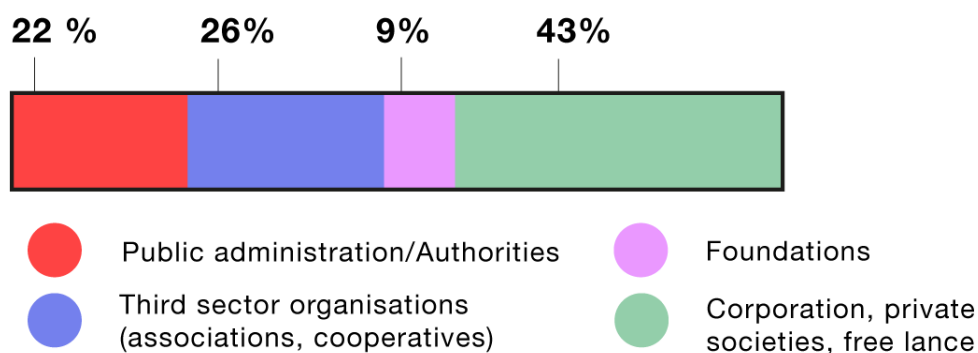SUMP: Sustainable Urban Mobility Plan

1. Introduction

In the broader context of work package 2, the survey activity named "Overview of Participatory Planning (PPL) practice at the national level" framed the topic of practices in different national contexts to develop coherent insights regarding structure and methodology. The report focuses on the field of Spatial Planning in the Italian context and is structured in three parts. The first part investigates the national context concerning participatory forms in the four fields of interest of the project partners (Land use planning, Rural development and planning, tourism management and planning and Urban mobility). The second part investigates which aspects of spatial planning characterise the participatory action of the interviewed practices. Finally, the third part reports on five good practices analysed from the point of view of participatory processes that flank or are integrated into the spatial planning process, opening up some sub-themes such as strategic planning, urban regeneration and public engagement in spatial planning processes.

The following report is the result of desk research and survey activities relating to the national context of planning practices in Italy; within the specific theme identified by the Politecnico di Torino, Spatial Planning, 23 organisations and subjects were surveyed on a pool of 67 mapped actors. Following the online survey, six of them were interviewed to get a more in-depth overview of participatory planning practices. The typologies of organisations surveied are visualised in *image n.1*.

Image 1

Respondents typology

| 22 % | 26% | 9% | 43% |

🔴 Public administration/Authorities

🟣 Foundations

🔵 Third sector organisations (associations, cooperatives)

🟢 Corporation, private societies, free lance

2. Methodology

The Activity is structured according to the following steps:

Step 1. Identification of scientific fields of interest

This is a separate step implemented for both Activities 2.2 and 2.3. The produced work documents were uploaded in the shared workspace of the project. Based on an open-ended questionnaire, for each department/branch/institute involved in the project, the partners are asked to briefly describe:

- the subject of studies,
- the general objectives of the study programme,
- the current research interest,
- and, finally, to indicate the scientific field(s) that they consider focusing on for the DEMo4PPL education modules. As for the latter, the UNESCO ISCED-F 2013 may be used (available here).

Step 2. Survey

The survey's goal is to collect data and comprehensive knowledge about participatory planning practice at the national level in each participating country. The survey results after the required consent of respondents will supplement the literature review required to produce the country's report. Step 2 consists of three parts:

Part A. Planning fields and participation

An open-ended questionnaire is addressed to 20 participants per country which are considered experts in the identified scientific fields (5 experts / field / country, 20 experts in total / country). This part of the survey targets practitioners, decision makers and local authorities. It is proposed that the participants complete the questionnaire on paper, either in person or by email ('self-administered paper questionnaires'). Each participant is asked to respond to the following questions regarding his/her own scientific field of expertise:

1. How much important or/and urgent is this field in terms of spatial planning?
2. Which is the spatial level of this planning field (e.g. national, regional, local)?
3. Is there any institutional obligation for mandatory participation and consultation processes concerning planning processes?
4. Apart from the possible institutional obligations for mandatory participation and consultation processes in the field, are there any non-institutional / informal participation processes?
5. Are there any mechanisms to ensure the integration of the participation outcomes in the final planning product?
6. What are the main success factors and impediments as regards participation processes in the field in your country?
7. Please list up to three good practices of public participation in your field.

Part B. Participatory processes in practice

Part B of the survey focuses on the scientific field of interest that was identified by each partner at Step 1 (5 experts / field) and aims to shed light on more detailed aspects of participatory planning in each country examined, both on institutional and planning practice level. It is suggested that each partner administers the questionnaire in person ('face-to-face interviews'), as this is a mode that allows for a high degree of control over the survey environment and can result in higher response rates. Each participant on the survey is asked to respond to the following questions regarding the specific scientific field of expertise:

1. What are the participation objectives in terms of aspiration/motivation (e.g. democratization, advising) and targeted output (e.g. mapping out diversity, reaching consensus)?
2. What (e.g. costs, equipment, staff) and how many (in case that relevant data are available) resources are allocated for accomplishing participatory processes? Are these resources separate or additional to the resources allocated for planning processes?
3. Which is/are the stage(s) of the planning process, where participatory endeavors are embedded (e.g. problem and goal definition, analysis of the current situation and its dynamics, developing/evaluating/selecting scenarios/solutions, formulating policy framework/measures)?
4. Which is/are the type(s) (e.g. stakeholders, experts, decision-makers) and planning jurisdiction of the coordinator(s) involved?
5. Which is/are the type(s) (e.g. public, stakeholders, experts, decision-makers) and spatial level (e.g. national, regional, local) of the participants involved?
6. What is the level of participants 'engagement (e.g. manipulation, therapy, informing, consultation, placation, partnership, delegated power, citizen control)? What is the impact of participation regarding decision-making?
7. Which are the specific (obligatory/optional) participation methods (e.g. Focus Groups, World Café, Charrette;), techniques (e.g. Brainstorming, Crowdsourcing, Mind Mapping) and means of information/communication (e.g. Fact Sheets, Tree Diagrams, Geographic Information Systems) used in physical (face-to-face), digital or hybrid participatory processes?

Part C. Good practices

Part C corresponds to a practice-based approach that will support the completion of the reports. It is based on the review of a selection of representative cases related to the identified scientific fields of interest (at least 5 cases per partner). A template has been prepared by SEMPXPA to help systematize all information needed to comprehend the characteristics of the case study and its value as regards participatory planning.

3. Planning fields and participation

3.1. Overview

This chapter provides general information about the integration of public participation in the planning and development in Italy

3.1.1. Importance and urgency in terms of spatial planning

Land use planning

The national regulatory context concerning legal provisions on land use and urban planning sees National Law 1150/1942 as the fundamental reference. The law was then amended and supplemented by various laws and ministerial and presidential decrees to readjust the general law to the changing context (e.g. Legislative Decree no. 267/2000 Testo unico delle leggi sull'Ordinamento degli Enti Locali, Legislative Decree no. 152/2006 Norme in materia ambientale). Each region is then endowed with a regional law regulating the government of the territory (e.g. L.R. 12/2005 Lombardy Region "regional law for the government of the territory", L.R. 24/2017 Emilia-Romagna Region "Regional Discipline on the protection and use of the land") The national law provides for the instrument of the General Regulatory Plan as the main instrument for defining the use of land at the municipal level; the regions have redefined this instrument by adapting it over time to the legislation and introducing, sometimes, elements of public involvement in the definition of municipal plans (e.g. PUG in Emilia-Romagna; PGT in Lombardia, PUC in Campania) in the strategic definition of urban regeneration actions. Elements regulating information dedicated to non-technicians through summaries of technical evaluation documents are present in regional laws.

The concepts of participation, engagement, and integration of non-expert subjects in territorial planning and urban and architectural design increasingly acquire a central role for practitioners and organisations operating in the planning sector and the labour market connected to territorial and urban development processes. The participatory aspect in the Italian context has, indeed, a non-secondary role in the experiments of urban development and territorial planning since the experiences of the 60s and 70s in which the need to respond to "various levels of knowledge and perception, to the plural expectations of many possible interlocutors; a language composed of many equally significant layers" (De Carlo G., 2013). The current context sees participation as a crucial aspect of planning in territorial contexts of strong urbanity where "... it is necessary to insert a justice perspective to generate and distribute positive externalities to the most vulnerable populations and simultaneously control the possible mechanisms of exclusion." (Ostanel, E. 2017).

Rural development and planning

The primary strategic reference in the national context regarding rural development derives from the national CAP Strategic Plan 2023-2027, which at a regional level is declined by the CSRs (Regional Complement for Rural Development). In this frame, the CLLD (Community-Led Local Development) supports the implementation of participatory local development strategies as a tool and a catalyst for change. It is a powerful implementation tool that activates the construction of territorial and local development strategies through participatory paths and tools, ensuring the active involvement of the community. Italy also has a specific public policy dedicated to the internal areas of the country (SNAI), which promotes the definition of territorial strategies for local development and the re-definition of essential services (mobility, healthcare, education) in secluded areas of the country. The strategies are built through the participation processes of local communities and the areas' main socio-economic and cultural stakeholders, following guidelines (prepared by the national authority) to construct strategic documents for rural development with an integrated approach. The SNAI is headed by the Department for Territorial Cohesion and the South, and since its activation in the seven-year period 2014-2020, it has involved 124 project areas for a total of 1,904 municipalities, in which 4,570,731 inhabitants live. The SNAI strategies can enable funds from the ERDF, the ESF+ and the EAFRD. They usually coordinate the strategic actions with the (Local Action Groups), that develop the Local Development Plans to access the EAFRD and EMFAF funds.

Tourism management and planning

Italy has no laws or national regulatory references defining a national tourism plan and management plan (Napierala et al., 2022). However, it has adopted a Strategic Plan for Tourism Development (PST 2017-2022 and 2023-2027) built through a participatory process at the national level, which does not contain definitions for the integration of participatory approaches. Tourism planning, mainly with strategic aims, takes place at the local or supra-local level at the request of groups of public and private stakeholders to define tourism strategies and plans. In the broader context of local development, some references to participatory planning concerning tourism topics appear in the territorial strategies defined by the procedures set by the National Strategy for Inner Areas (SNAI) (Cotella and Vitale Brovarone, 2022). In a not dissimilar manner, LAGs contribute to the dedication of tools aimed at tourism in their Local Development Plans (LDPs) that envisage forms of participation and co-planning between stakeholders and local administrations. There are also forms of autonomous initiative by regional and local authorities in the definition of bodies responsible for the promotion of tourism; these subjects can act in order to define local tourism strategies through the use of participatory approaches and processes (e.g. Tourism Promotion Agencies in Trentino-Alto Adige, Tourism Consortium in Valle d'Aosta Region).

Urban mobility

The primary tool for activating planning in terms of public transport and mobility concerns the SUMP (Sustainable Urban Mobility Plan). The PUMS are framed by the EU Urban Mobility Observatory guidelines defined by the Directorate General for Mobility and Transport of the European Commission, which frames them as strategic plans that aim to satisfy the varied demand for mobility of people and businesses in urban and peri-urban areas to improve the quality of life in cities. The PUMS integrates other existing plan tools and follows principles of integration, participation, monitoring and evaluation. The central participatory aspects are highlighted by the guidelines developed by the Italian Ministry of Infrastructure and Transport, which underlines the fundamental role of sharing and participation of citizens and stakeholders in the plan.

3.1.2. Spatial level of reference in policy development and implementation / planning

A total of 23 practices have been surveyed within the Italian context: 65% of them mainly work at the Local level, 22% work mainly at the National level, 4,5% work mainly at the Regional level (that data also comprehend the Autonomous Province of Trento and Bolzano, which shares a large part of the specificities of government duties with the ordinary statute regions); and finally, 8.5% of the respondents work at the national to the EU and extra-EU level. Respondents come mainly from the north of Italy (69,5%), while the central (17,5%) and south (13%) parts of the country are less represented.

Image 2

Respondent's main territorial level of activity
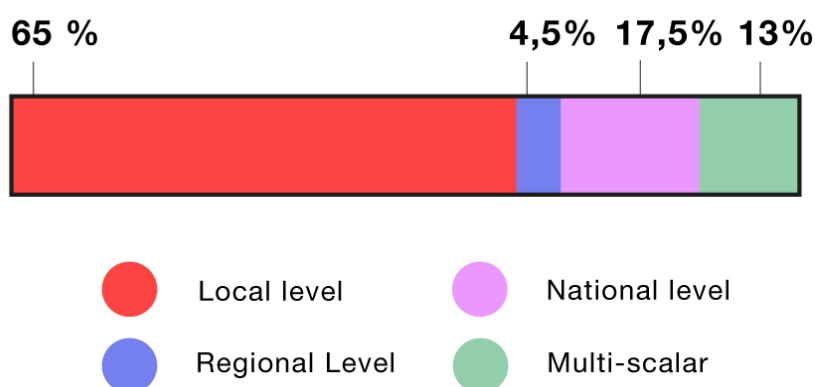
Land use planning

Spatial planning is structured at the national level in coherence with the corollary of rules referring to the Urban Planning Law 115/1942, structuring itself into the different levels

of cascade planning at regional, provincial and municipal levels. Making specific reference to the activation of participatory forms in planning processes, it emerges that these methods are provided for by national, regional and provincial planning regulations (often with Territorial Coordination Plans) and then find particular emphasis and practice at the municipal level and where foreseen in the supra-municipal level, with different methods of subdivision of planning competences (e.g. aggregations of municipalities, Valley Communities, etc.). The questionnaire respondents confirmed this aspect, reporting that, based on the specific context, the activation of participatory forms occurs mainly at the municipal scale and sometimes with specific focuses in neighborhoods and urban or territorial sectors.

Rural development and planning

The planning level of rural development takes place from the point of view of the regulatory framework at a national and regional level. It is then structured as an application of strategic definition processes at the local level at the municipal and supra-municipal scale both through the administrative organisation - administrative aggregations of municipalities - and about more voluntary forms of organisation, such as LAGs. Therefore, the application level of participatory processes occurs mainly in local contexts, even if it often involves regional bodies (mainly due to the role of the regions in defining the Operative Programs of the various European structural funds), sometimes also with the role of process managers participatory. Among the respondents, the participatory aspect revolves around constructing territorial strategies (e.g. STAMI). The case of the SNAI reports a multi-scalar methodology of the actors involved. Although the area's strategies were built at the local level among the selected municipalities of the internal areas, the participatory process took place with the participation of regional officials and the support of the Inner Areas Technical Committee headed by the Agency for Territorial Cohesion (now Department for Territorial Cohesion and the South, hinged at the Presidency of the Council of Ministers).

Tourism management and planning

Participation aspects are scarcely structured and mostly embedded in integrated local development strategies, as those mentioned in the section above.

Urban mobility

At a regional scale, transport plans or programs are structured (e.g. PRIT2035 Abruzzo Region, PRIT 2022-2033 Molise Region) within which the different forms of local plans are set out (traffic, sustainable mobility, and public transport). At this level, there is a particular emphasis towards the increasing innovation of transport models; an

interesting example is the possible activation of skills, such as mobility managers (corporate or area) who, even if not directly participatory, activate processes of engagement of stakeholders and targets of mobility services. The municipal scale remains the level where the application of public participation processes occurs the most, as expected for the definition of the SUMPs; the results of the questionnaire also confirm this. Some respondents reported how, with more institutional methods and involvement of administration and public authorities, they have operated in participatory terms at a regional or supra-regional level. That occurs with the co-design of priority public investments (for example, in the context of the National Recovery and Resilience Plan - NRRP funds).

3.1.3. Institutional obligation for mandatory participation and consultation processes

Land use planning

Regulatory plans at the local scale provide more or less evolved tools for engaging stakeholders and citizens. That occurred starting from the various processes of thematic assessment of the plan's contents (e.g. environmental, hydro-geological) carried out by public authorities other than those responsible for the territorial planning process. There are also forms of simplifying the administrative procedures, which involve collegial forms (service conferences) to finalize the definition of administrative measures in a shared form. In addition to these classic institutions dictated by the law, there are aspects of public engagement in municipal plans; these indications of public involvement are often considered an opportunity for local public administrations to become participatory processes deeply structured in time and content.

What emerges from the response are essentially two blocks: the first, which includes the majority of respondents, 56%, who give a negative response indicating the non-existence of institutional obligations or the fact that the existing indications do not determine absolute obligations of use upon activation of participatory approaches. A second group, a minority but significant, indicated that institutional obligation of participatory process activation exists. The group of those who responded YES expressed some examples of planning tools where there is a request for the activation of participatory tools, mainly at the local level. It is the case of PUG (Urban General Plan, in Emilia-Romgna Region), PAT (Territorial Management Plan, in Veneto Region), PGT (Territorial Government Plan, In Lombardia Region), which are different regional definitions of the local instrument of land use and territorial regulation requested by the Regional Law (e.g. L.R. n. 24/2017 Emilia-Romagna).

Rural development and planning

In the planning context of rural development, it should be noted that the tools envisaged, both by the CLLD implementation approach and in the context of the SNAI territorial strategies, provide for formulating paths and processes for engaging local communities and stakeholders. Even with these premises, an issue emerges relating to the depth and definition of the level of engagement, an aspect that the respondents reported as variable across the territories based on the level of existing administrative innovation. Higher levels of capacity building in local administrations correspond to a more remarkable ability to develop participatory models and tools to support territorial strategies. However, a difficulty emerges in overcoming the merely formal context of participation, which often stops at the information and remote consultation levels.

Tourism management and planning

There is no indication of mandatory or institutional obligation. Respondents reported that applying participatory tools and methods is discretional to the single authorities and entities in territories. At the same time, it is increasingly perceived as an opportunity to develop more qualitative decision-making outcomes.

Urban mobility

The primary mandatory tool and indication of activation of participatory models and approaches in the field of mobility are indicated, also by the questionnaire results, in the procedure for formulating Sustainable Urban Mobility Plans. The Ministry of Infrastructure and Transport 7/2017 decree provides indications for engaging citizens and stakeholders in different phases of the planning process. It is essential to underline that the provision of SUMP is not binding for all municipalities; since January 2023, its provision has been mandatory for cities with more than 100,000 inhabitants.

3.1.4. Non-institutional / informal participation processes

Land use planning

In this case, the positive response from the questionnaire is unanimous. It reports how the context of activation of public participation processes and public involvement is perceived as fundamental to guarantee transparency in planning processes and legitimacy towards citizens and social and economic groups in the territories. The definition of local or supra-local strategies, guidelines and consultation are the main informal participatory objectives. The informal context of participatory activation is where innovations of participatory methods and tools often take place; the respondent indicated as examples that urban exploration, temporary uses, temporary transformation of spaces and participatory budgets are increasingly used tools. There

are different ways to frame the informal or non-institutional participation processes. The positions can be synthesised in 2 main ideas:

1] There is a trend to "formalise" all the participatory processes. This happens because, since the procedures are not well codified, the practice of intercepting local requests and needs is sometimes chaotic and very rich in creative solutions but with the risk of not being effective and capable of producing outcomes and outputs.

2] The shades between formal and informal are sometimes subtle, while to a certain extent, the great majority of participatory processes are developed without a formal context of rules or a clear frame of institutional reference.

The participants of the questionnaire indicated as non-institutional forms:

- The development of a public forum dedicated to the collection of ideas relating to specific urban transformation projects.

- The participatory experiences that started derive from forms of activism and bottom-up initiatives.

- The development of collaboration agreements between citizens and public administration, both within the institutional frame of Municipal Common Goods Regulation and outside.

- Tactical urbanism which, by the activation of temporary uses of spaces and areas of the city, can trigger mechanism of participatory process outcomes

Rural development and planning

The questionnaire revealed several examples of informal activation in the rural context linked to the need to deal with challenges of local development in rural areas, including depopulation of internal and marginal areas, innovations of traditional economies, environmental issues and the effects of climate change on communities and production, digital transformation. In this sense, the respondents underlined how the effect of these participatory activations from the planning point of view is seldom effective and often not recognised by public bodies. In this way, even informal local processes have found and sometimes find an outlet in the definitions of territorial strategies (the CLLD approach, the SNAI, or the Local Action Groups).

There is also a vast series of experiences whose nuance between formal and informal is more subtle, activated not due to formal obligations from the planning process but thanks to the materialization of organized forms of local and non-local actors who have expertise in bottom-up processes. These experiences, often financially supported by foundations (banking and otherwise), operate in thematic contexts such as urban and territorial regeneration and community activations (e.g., "Places to regenerate" CARIPLO foundation, "Culturability" Unipolis Foundation).

Tourism management and planning

From the questionnaire, it emerges that in the field of tourism management, as there are no particular indications or obligations derived from national plans or regulations, the context is mainly composed of informal forms of participatory activation. These activities are organised autonomously by municipalities, third-sector bodies, and civil society groups. However, it should be noted that some measures defined within the resources of the National Recovery and Resilience Plan - NRRP (e.g. "Tourism of the Roots"; M1C3 - Investment 2.1 "Attractiveness of villages") have led the territories to activate forms of public participation to build the projects then nominated for tenders.

Urban mobility

In the context of mobility, it is reported that there is a solid informal activation made up of committees, working tables, public assemblies and movements. Many of these participatory activations have to do with the need to address the issue of sustainable mobility, the promotion of investments in slow mobility infrastructures and the redefinition of urban mobility in terms of safety, pollution and the impact of private mobility in the territorial context. The relationship between these activation forms and the possibility for many of them to access the processes developed in the SUMP planning processes is considered by the respondents to be valid and, if well designed, to increase the value of the local planning processes. Sometimes, these participatory and public movements arise in opposition to investments relating to transport infrastructure, which strongly impacts the territory's environmental and social systems.

3.1.5. Integration of outcomes in the planning product

Land use planning

The questionnaire reveals a concerning fact: 70% of the respondents are unaware of the mechanisms that ensure the transmission of participatory process results into the final product of territorial planning. However, there is a glimmer of hope. In cases where public involvement processes are strongly advocated by public administrations (especially at the local level during the development phase of local regulatory plans), the proposals and indications from the participatory phase are often respected and retranslated into the regulatory legal context of public administrations. This demonstrates the potential for positive change when public involvement is prioritized.

However, some examples have been reported that are considered helpful in guaranteeing the results of the participation, although not necessarily in spatial planning processes, as follows:

- The Emilia-Romagna Region law n. 24/2017 establishes the obligation to integrate the results of the participatory process into the local authority's territorial planning documents. The mandatory nature of the mechanism guarantees citizen participation in territorial planning.

- The Emilia-Romagna Region has a Law on Participation (LR 15/2018) provides resources to finance participatory processes. Local administrations produce a participatory proposal document, justifying which proposals are accepted and which not, motivating the choice. The law also provides a Participation Guarantor to protect the development of the participatory process and outcomes (a similar approach concerns Regione Toscana and Regione Puglia)

- The Common Goods Municipal Regulation, which is diffused all over the country, involves a co-planning phase between administration and citizens, associations and organizations, which ends in the stipulation of a Collaboration Agreement, assumed as a mutual guarantee of the co-designed outcomes.

- It should be noted that the main regulatory reference in this case is Article 118 of the Italian Constitution, which refers to horizontal subsidiarity and the autonomous initiative of citizens in terms of shared administration.

Rural development and planning

The EU funds implementation tool CLLD - Community Led Local Development as a possible participatory tool for regional authorities activating and supporting the development of spatial strategies at municipal and supra-municipal scales, such as:

- ATUSS "Urban Transformation Agendas for Sustainable Development" and STAMI "Territorial Strategies for Inner and Mountainous Areas" of the Emilia-Romagna Region; SISUS "Integrated Strategies for Sustainable Urban Development" of the Veneto Region

- SNAI "National Strategy for Inner Areas" in its different local declinations

Tourism management and planning

See section above concerning rural development and planning

Urban mobility

In the context of SUMPs, there is a legal definition of a specific procedure of the step to approve the plans, including those procedures relating to the participation process:

a) Definition of the interdisciplinary/interinstitutional working group;

b) Preparation of the cognitive framework;

c) Start of the participatory process;

d) Definition of objectives;

e) Participatory construction of the Plan scenario;

f) Strategic environmental assessment (SEA);

g) Adoption of the Plan and subsequent approval;

h) Monitoring.

In any case, the questionnaire participants report that effective integration is still not clarified and that the mechanisms are not effectively capable of guaranteeing the coherent translation of participatory results and outcomes within the plan.

Excluding some individual cases, it can be said that, in general, practitioners' satisfaction with the existence of mechanisms for protecting and integrating participatory process outcomes in the planning product is unsatisfactory. Apart from a few cases, the context appears to be very linked to the non-mandatory nature and a poor culture of participation in public administration and in the political sector.

3.1.6. Success factors and impediments

Land use planning

Image 3 Success factors of and impediments to puplic participation in land use planning
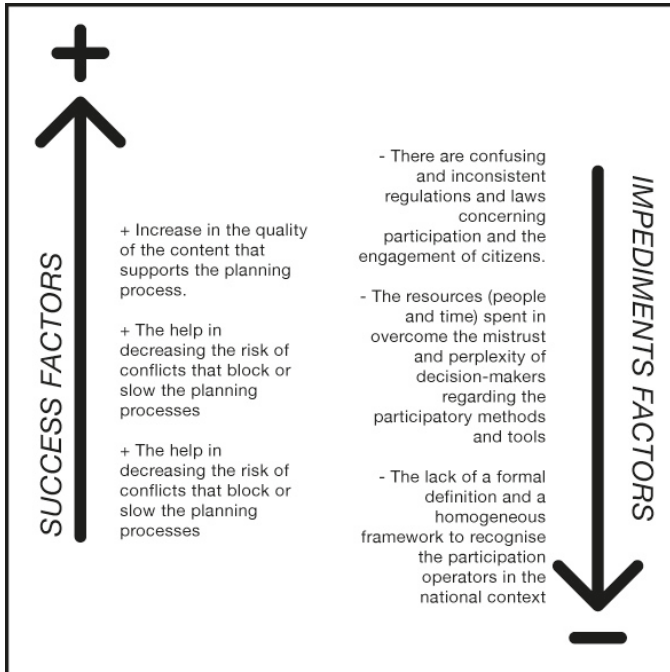
Rural development and planning

Image 4 Success factors of and impediments to puplic participation in rural development and planning

Tourism management and planning

Image 5 Success factors of and impediments to puplic participation in tourism management and planning

Success factors

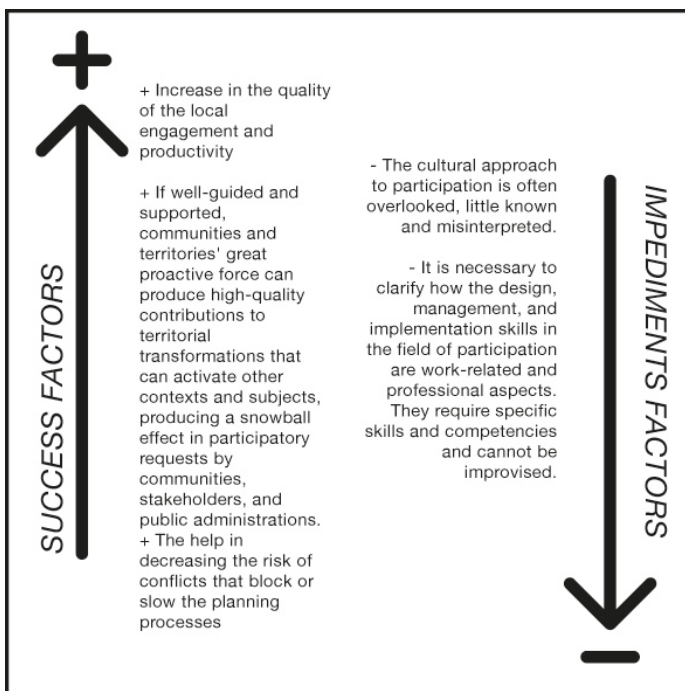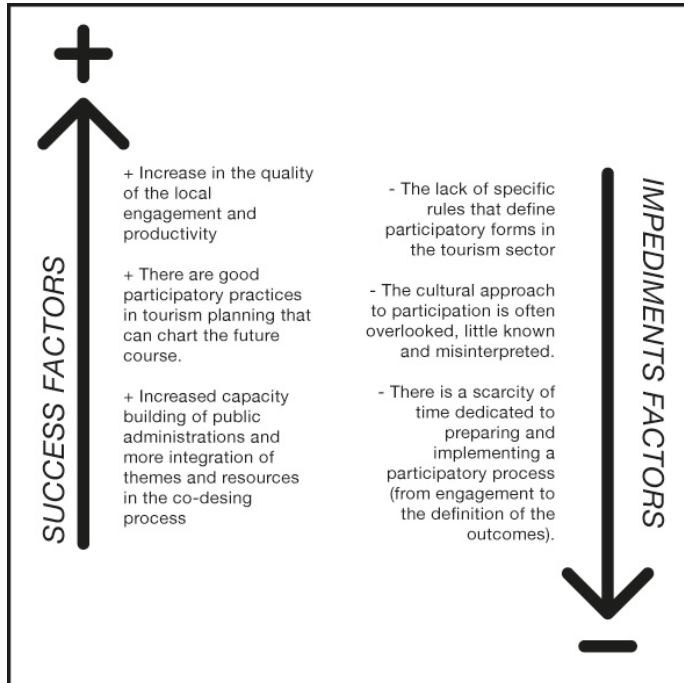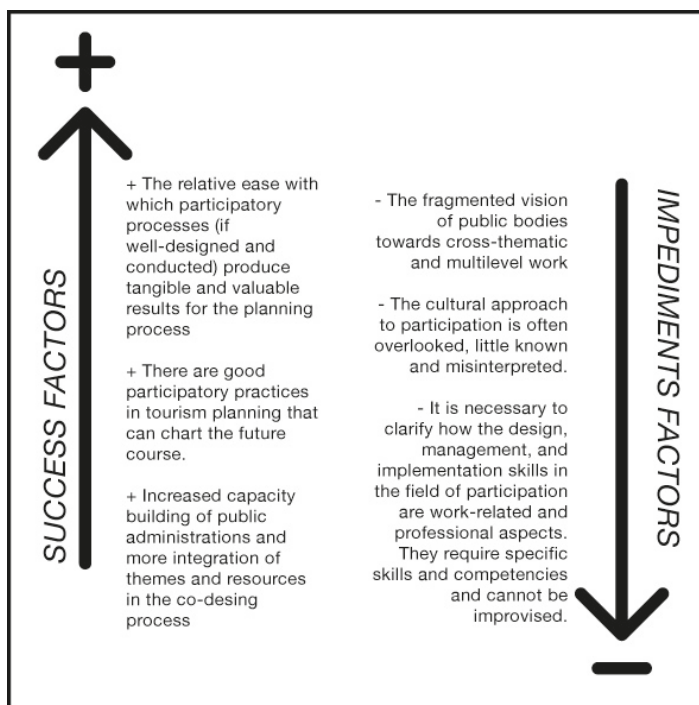+ Increase in the quality of the local engagement and productivity

+ There are good participatory practices in tourism planning that can chart the future course.

+ Increased capacity building of public administrations and more integration of themes and resources in the co-desing process

Impediments factors

- The lack of specific rules that define participatory forms in the tourism sector

- The cultural approach to participation is often overlooked, little known and misinterpreted.

- There is a scarcity of time dedicated to preparing and implementing a participatory process (from engagement to the definition of the outcomes).

Urban mobility

Image 6 Success factors of and impediments to puplic participation in urban mobility planning

Success factors

+ The relative ease with which participatory processes (if well-designed and conducted) produce tangible and valuable results for the planning process

+ There are good participatory practices in tourism planning that can chart the future course.

+ Increased capacity building of public administrations and more integration of themes and resources in the co-desing process

Impediments factors

- The fragmented vision of public bodies towards cross-thematic and multilevel work

- The cultural approach to participation is often overlooked, little known and misinterpreted.

- It is necessary to clarify how the design, management, and implementation skills in the field of participation are work-related and professional aspects. They require specific skills and competencies and cannot be improvised.

3.2.   Detailed analysis of field of interest: Spatial Planning

The following section aims to provide a deeper understanding of the issue of public participation in spatial planning.

3.2.1. Participation motivations and objectives

In general terms, each respondent reported very different organizational and working models, as well as scales of activation. One aspect to note is the diverse nature of the respondents: some of them practice participation as consultants (thus weaving in as process designers, facilitators and experts on different issues), while others require it as activators and managers of the planning process (playing the role of a subject that triggers the process, oversees it, participates and sometimes evaluates). Objectives and expected outcomes are thus different in each context, but this does not detract from the fact that it is possible to draw a bullet point schema of the main aspects that emerged:

Objectives and Motivation in the application of participatory planning:

- To offer paths and approaches in building territorial relationships and in welding existing networks

- To support public administration in planning processes, particularly in building institutional relationships among different public authorities

- Legitimize and confirm aspects of planning through participatory processes.

- Responding to the need for reuse of disused assets

- To Build consensus, in terms of collective action, on central issues (e.g., climate change and land, urban-rural relationship)

- To transform and innovate classic public administration planning procedures (e.g. Temporary Uses, collaborative agreements between administration and citizens)

- To activate sectors of communities and stakeholders that would otherwise not be involved

Expected Outputs in the application of participatory planning:

- To make the impacts of participatory processes visible

- To increase the coordination capacity of working groups in cooperating

- To create active communities around the participatory process

- To contribute to territorial re-balancing (resources, development opportunities) by involving proactive actors

- To establish processes capable of creating "pre-conditions" and a fertile context for participation in public administration contexts

- To define new spaces of shared administration and co-responsibility with citizens

- To develop a common vocabulary among experts and non-experts

To increase the efficiency of the planning process in responding to the needs of territories and communities

3.2.2. Resources

Concerning the topic of economic resources, here intended for the design, management and communication of participatory processes and participatory actions, the interviewees outlined a picture that can essentially be summarised in two main trends:

1] The first trend concerns participatory processes developed to support planning and design (mainly at the municipal level) in the context of the traditional planning process. In this case, there is rarely an allocation of economic resources specifically dedicated to the items of public and stakeholder participation in the planning process. Any resources must be obtained from the budget foreseen for the consultants or activated through collateral items of the public budget. That means that there is no real valorisation of the "participation" work, but rather, the latter must be derived from the costs of the design work or design support. What frequently happens is that "participation" is requested but not with the allocation of financial resources.

2] The second trend regards those less ordinary planning operations (e.g. creation of strategies, guidelines, innovative territorial transformation) financed by local, national or EU public tenders (e.g. "Participation Notice" Emilia-Romagna Region; EU URBACT; EU EUI) or private (e.g. "Next Generation We" Fondazione Compagnia di San Paolo, "Places to Regenerate" Fondazione Cariplo). In these cases, the activation of participatory processes or participatory actions can be indicated by funders as a band criterion, varying the estimate in the total budget from 10% (Next Generation We" Fondazione Compagnia di San Paolo) up to 50% or more ("Bando Partecipazione" Regione Emilia-Romagna).

In general, the companies interviewed estimated that the costs of participatory planning operations can be between 5% and 30% of the overall budget; this varies based on the type of objectives and client requests.

It is interesting to underline how organisations activate participatory actions to facilitate the planning process and the dialogue among stakeholders regardless of the allocation of economic resources from clients and founders.

Other resources taken into account are those of time, which is almost unanimously indicated as a scarce resource in planning processes, in the sense that objectives and results expected from participatory processes are estimated with insufficient time resources. That may be due to various aspects: delays in the activation of processes by the public administration, lack of understanding and unfamiliarity with public participation tools, underestimation of the impacts of participation in the process and lack of economic resources to allocate.

From the point of view of human resources (skills and personnel), the varied geographies and scales of the processes enable expertise and skills that are sometimes very different from one process to another. In general, however, participatory actions require an average of two to five people on the field with participatory expertise.

3.2.3. Coverage of themes and stages

As a preface to this sub-section, it is essential to note that respondents operate at different levels and with different tasks in territorial planning and design processes. The aspect of intervention and application of participatory approaches, processes and tools is therefore influenced by the duration of the planning process, which in the case of the respondents varies from 1 year to 3 years or more. All interview respondents reported that the initial phase is the one in which a participatory approach is generally requested and activated. At this early stage of planning or design, however, the purpose of participation acquires different nuances and objectives, the main are:

- The area's weaknesses and strengths will be analyzed collectively, integrating the skills and knowledge of the stakeholders involved into the technical process.

- To delve into conflicting and difficult-to-solve aspects by hoping for a negotiation that allows building shared responses.

Mapping and involving stakeholders is often an activity that, although preliminary, continues into the participatory stages to broaden the base of participants.

There is then a final stage in which public involvement again becomes a present theme, in which case the primary purpose, shared by all respondents, appears to be to:

- Inform participants and the community about the outcomes of the process.

- Gather feedback regarding the functioning, quality and participatory experience from participants.

Respondents reported how, more rarely, the final phase of the process is also the one in which a process of monitoring and evaluating the impacts and effects of the participatory process is activated in the continuation of the implementation process of the planning products. This follow-up phase is crucial in gathering the capacity to influence the planning process and the quality of the contribution the participatory processes and tools offer to territorial planning. This aspect is rarely practised but is also considered central in understanding the effectiveness of the tools and the methodologies applied for those who operate, plan and manage the participatory processes.

3.2.4. Coordinator(s)

The leading authorities that play a role in coordinating processes and participatory actions are:

- Municipalities (with specific reference to the offices deputed to urban and territorial planning or Urban Center where the municipal)

- Regional Offices and Services or regional external braches organisations (e.g. ART-ER)

In answering that question, the interviewees underlined an aspect common to almost all experiences: it is not necessarily the authorities responsible for the planning or design process who activate participatory processes or propose participatory approaches. In the case of municipalities, it is not uncommon to encounter a situation whereby the technical or planning offices responsible for the technical design and process are involved in the participatory actions as participants. In contrast, the political roles of other administrative offices promote the engagement of stakeholders and citizens.

It also emerges that the authorities often rely on external experts and consultants, both for the specific skills of participatory methodologies and tools and for hybrid insights between the object of the participatory processes and other necessary skills (e.g. agronomists, eco-social designers, architects, geologists, climate scientists, mobility manager, community manager).

3.2.5. Participants

The topic of participants and, consequently, the models of communication, information, and engagement of participants is considered central by all the interviewed. In particular, two common discriminating elements emerge concerning who participates in participatory processes: the process's activator and the scale of intervention. Processes triggered by bottom-up initiatives are more open to different typologies of stakeholders and civic society representatives. In contrast, the top-down or more institutionalised activation of participatory processes is more selective and driven by the institutional and formal approach. The second element that influences stakeholders' definition is the territorial level of application of participatory approaches. The more the process delves into the definition of territorial scale, the more specific the typology of participants becomes.

At a broad scale, the main indicated subjects of participatory actions are:

- Associations and cooperatives (Generally described as Third Sector) and among them, trade associations and representation of economic and commercial sectors

- Public and para-public bodies with direct or indirect responsibilities in the planning process

- Formal and informal groups of citizens who have an interest in the process or who may have an interest in its outcomes.

Going down in scale increases the level of detail and relational quality that entities and actors have in communities. Thus, a diverse spectrum of actors emerges, from subjects with purposes of protection and care for heritage and the environment (associations, committees) to groups of people and associations that operate in community activation and societal relations or have vital interests in the hypotheses of territorial transformation.

An interesting aspect that emerges is that the concept of "generic citizen" as a target is avoided, although many of the processes are open to public participation. Indeed, respondents indicated a growing interest in qualifying the engagement phase by structurally defining the targets of participation and the communication methods to be adopted, both at the invitation and facilitation phases of the processes.

3.2.6. Level of engagement

The will and ability to achieve participation targets and the actual level of engagement achieved in participatory operations are linked to the objectives defined in the preparation and preliminary phases of the planning process.

From this point of view, an aspect emerges reported by approximately half of the respondents, namely, the fact that there is not always a phase of preparation of the participatory models and tools, but these are requested and applied at already advanced

stages, which means that sometimes deep engagement (co-design) is limited to lighter solutions (information and consultation).

The networking aspect emerged unexpectedly and found its response, according to the interviewees, in needing both in the initial and intermediate phases of participation to find more legitimation and increase the base of subjects involved in the process (willingness to demonstrate the quantitative success of the processes themselves). The aspects relating to co-planning and co-action are considered the most sought-after result but cannot always be activated. These aspects are also considered central when trying to build co-decision processes and pursue the transfer of power by the planning authorities, which is why it is often difficult to reach this level of engagement. In this sense, the co-design and co-programming tools within the new Third Sector Law (DM n.117/2017) have been indicated as an interesting experimental instrument for practising co-action among public administrations and organisations.

Image 7

## Level of engagement in participatory planning processes
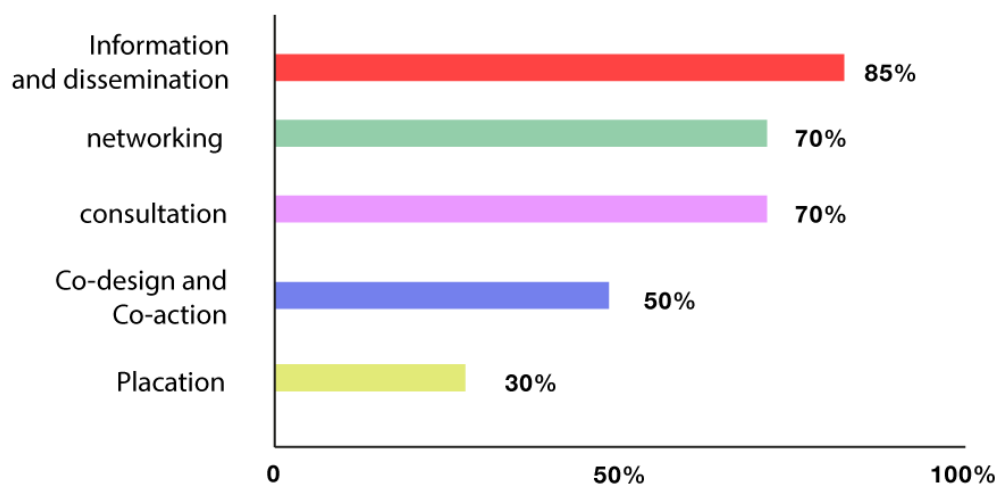
3.2.7. Methods and tools

The definition of participatory tools and methods varies greatly depending on the phase, scale and type of process activated. It emerges that not all subjects who activate participatory actions can fully provide the necessary skills to activate the necessary participatory tools and methods, therefore using external experts, often employed as workgroup facilitators.

Tipology of methods and tools applied in participatory processes
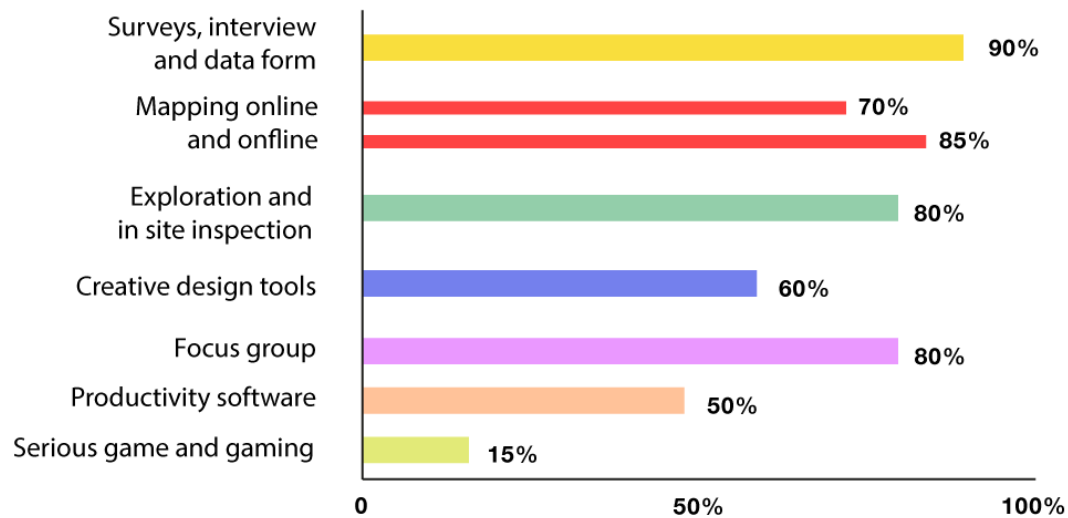
All interviewees underlined how the ecosystem of participatory tools is undergoing a profound transformation due to digital innovation. The diffusion of digital applications is increasingly widespread and necessary, as is the democratization of access to data and the outcomes produced by participatory processes. This aspect is also reflected in the demand for new hybrid skills and knowledge, which are linked to spatial planning and the use of productive software, privacy policies, and facilitation through digital tools.

3.3. Good practices

3.3.1. Good practice 1: Comune di Mirano SUMP

Title: SUMP Mirano

Location: Mirano (VE)

Responsible Authority: Municipality of Mirano

Link:

Keywords: Public engagement / urban experimentation / integrated development

Image: © Vicky Solli

IDENTIFICATION

Type: Definition of the municipal plan for the urban sustainable mobility (SUMP)

Policy field: Mobility and Spatial Planning

Spatial level: Local

Stakeholders involved: Citizens, mobility managers, Municipality, municipal police

Timeline: 2022/2023

CONTENT AND RESULTS

Purpose and context: With Mirano makes space the Municipality wanted to experiment with a method of working that is new and innovative for the city: starting by listening to citizens through moments of participation and meeting, in order to arrive at the definition of shared projects on such important issues as road safety, the promotion of cycling and the redevelopment of public space. The main purpose was to collect ideas and define a participatory proposal to be integrated within the Sustainable Urban Mobility Plan (PUMS)

Problems   and   challenges:
1] Develop productive communication and engagement of citizens.
2] To increase the quality of life in urban centers
3] To improve the health, street safety and welfare of citizens

Organizing, supporting and funding entities: The organizing entity is the Municiaplity of Mirano which is also the funding authority. The project has been developeed by a pool of external experts and consultants with the support of the Mobility Planning and Management Municipal Office and two city councillor with responsibility about Mobility, Urban Regeneration, participation and culture.

Process   and   interaction/participation
Citizens and stakeholders has been engaged through a work of contact with associations and cooperatives that work daily with the local community. Exploration on the territory, focus group and creative application were the main instruments and methodologies used to involve the participants. The transformative test on the real road has been a great way to work practically with people and enabled the participation of children in the participatory process.

Outcomes, effects and lessons learned: The definition of proposals to be integrated within the SUMP

Bibliography (references, including digital ones, i.e. websites etc.)

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3.3.2. Good practice 2: Supertrento participatory process

Title: Supertrento

Location: Trento (TN)

Responsible Authority: Municipality of Trento

Link https://www.supertrento.it/

Keywords: Urban Regeneration / town planning / scenario design

Image

IDENTIFICATION

Type: Participatory process within the urban regeneration project of the new railway area.

Policy field : Spatial Planning

Spatial level : Local

Stakeholders involved: Municipality of Trento, Ferrovie dello Stato, Autonomous Province of Trento, citizens and local association

Timeline: January 2023 /December 2023

Co-funded by
the European Union

CONTENT AND RESULTS

Purpose and context: SUPERTRENTO is a participatory process to re-think and design together an area near to the city center reclaimed after the undergrounding of a portion of the railroad tracks (between Scalo Filzi and Museum of Science of Trento).

Problems and challenges:
Problems:
- The complexity of re-use great portions of dismissed railway buildings and fields
Challenges:
- High risk of conflicts (due to the long history of the requalification process that started in 2000).

- To overcome the functional division among the two parts of the city, creating a reconnection between the historical and contemporary urban fabric.

Organizing, supporting and funding entities:

- Municipality of Trento [Urban planning department; Culture, Tourism and Youth policies Department; Cabinet of the Mayor and Public relation Department]

- Campomarzio Architecture and Urbanism studio

Process and interaction/participation:
Focus Group, Urban Exploration

Outcomes, effects and lessons learned: The definition of Guidelines for the future urban design competition which will be implemented by the municipality in 2024.

Bibliography (references, including digital ones, i.e. websites etc.): https://www.supertrento.it/

3.3.3. Good practice 3: COSTASUD Urban Transformation Plan
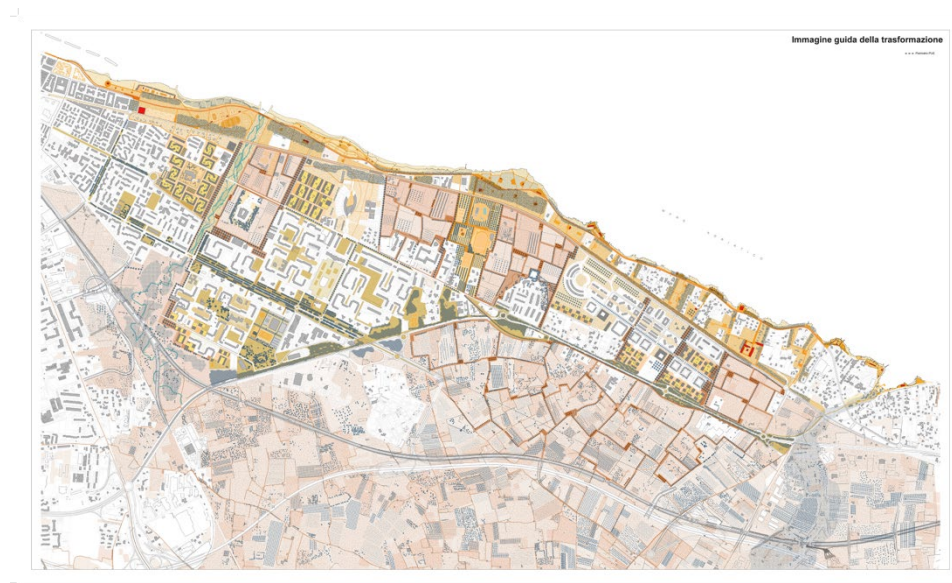
Title: Costasud

Location: Bari

Responsible Authority: Municipality of Bari

Link https://www.urbancenterbari.it/progetti/percorso-partecipativo-per-il-piano-urbanistico-esecutivo-bari-costasud/

Keywords: Urban Transformation Plan / Maritime environment / water front

Image

IDENTIFICATION

Type: Executive Urban Plan (Piano Urbano Esecutivo – PUE)

Policy field : Spatial Planning

Spatial level : Local

Stakeholders involved:

- Municipality of Bari

- Ordine degli Architetti di Bari (Architects and planners Association of Bari)

- Association SIGEA (promotion of geo science and hearth studies)

- Legambiente (Environment protection association)

- SideOn School (water sports)

- Associazione Litor-Ali

Timeline: October 2021 / Ongoing

CONTENT AND RESULTS

Purpose and context: The Executive Urban Plan (Piano Urbanistico Esecutivo) The PUE aims to regenerate an extensive coastal area, located southeast of the city of Bari, through the valorisation and enhancement of its landscape resources, contemplating, among other interventions, the creation of the city's largest park. The coastal park project has been granted with 75milions euros from the National Recovery and Resilience Plan (NRRP) in the context of the Next Generation EU.

Problems and challenges
Problems: Necessity to placate conflicts and to design a collective outcome

Challenges: Protect and preserve existing wetlands; re-Balance the relation among human pressure in the coastal areas with tourism and sportif activities

Organizing, supporting and funding entities:

- **Municipality of Bari**

Process and interaction/participation:
Focus Group, Seminar, Thematic mapping, in site visits.

Outcomes, effects and lessons learned: A now local partnership for the development of an integrated regeneration project, directly acting on land-uses

Bibliography *(references, including digital ones, i.e. websites etc.):*

https://www.urbancenterbari.it/progetti/percorso-partecipativo-per-il-piano-urbanistico-esecutivo-bari-costasud/

3.3.4. Good practice 4: È Futuro Presente

Title: "è Futuro Presente" processo a supporto della relazione del PUG

Location: Santarcangelo di Romagna (RI)

Responsible Authority: Municipality of Santarcangelo di Romagna

Link https://www.comune.santarcangelo.rn.it/futuropresente/incontri

Keywords: Urban General Plan / Visioning / co-design

Image

IDENTIFICATION

Type: Definition of the Urban General Plan of Santarcangelo di Romagna

Policy field: Spatial Planning

Spatial level: Local

Stakeholders involved:

- Local High Schools

- Experts in the fields of: Urban Regeneration, Contemporary Cultural Production, Social Innovation, Climate Change and Environment protection, Landscape design, Cultural Heritage.

- Local Associations

- Community members

Timeline: January 2023 / Ongoing

CONTENT AND RESULTS

Purpose and context:

The main purpose of the Participatory Process named "è Futuro Presente" lies in the necessity to open, through a participatory democracy approach, the definition of the Urban General Plan. The participatory aimed to involve the citizens and stakeholders of the territory in deepening and contributing to the innovative themes and contents of the PUG and in the construction of the connected Strategy. According to the Regional Law 24 of 2017, the Strategy is the guiding document of the Plan because it identifies the challenges that communities must look to in thinking about their future and in which actions and measures to address them are specified.

Problems and challenges

Organizing, supporting and funding entities:

- Municipality of Santarcangelo di Romagna

- Economic and Financial Area of the local administration

- Public Assets and Urban Development Area of the local administration

Process and interaction/participation:

- Focus Group

- Public conferences

- Urban exploration and study visits

Outcomes, effects and lessons learned:

- Consolidation of the cross-departmental working group within the administration (technicians, officials and city council)

- Broaden awareness of the Plan among non-experts and younger generations

- Have focused the main framework choices to be addressed by the Plan

- Have prepared a first Strategy draft and Manifesto of the PUG

Bibliography *(references, including digital ones, i.e. websites etc.):*

Websites https://www.comune.santarcangelo.rn.it/futuropresente/futuro-presente

References:

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https://www.comune.santarcangelo.rn.it/futuropresente/processo_partecipazione_pug.pdf

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https://www.comune.santarcangelo.rn.it/futuropresente/presentazione_quaderno_degli_attori.pdf

https://www.comune.santarcangelo.rn.it/futuropresente/processo_partecipazione_pug.pdf

3.3.5. Good practice 5: Torino Cambia

Title: Torino Cambia. Verso il nuovo PRG

Location: Torino

Responsible Authority: Città di Torino

Link https://urbanlabtorino.it/progetti/verso-il-nuovo-prg/

https://www.torinocambia.it/prg

Keywords: Urban General Plan / urban regeneration

Image

IDENTIFICATION

Type: Piano Regolatore Generale (Town General Plan)

Policy field : Spatial Planning

Spatial level : Local

Stakeholders involved:

- Città di Torino

- Urban Lab Torino

- Cities districts

- Citizens

- Local associations

Timeline: june 2023 / Ongoing

CONTENT AND RESULTS

Purpose and context:

The General Town Plan (PRG) is the primary tool for governing the territory and its transformations. It dictates rules, establishes limits and indicates, by designing it, the city's future. It acts to meet the needs of local communities and to envision a vision for the city of tomorrow.

Problems and challenges:

- To update the current PRG.

- To integrate new central themes for the territory into the plan (e.g. water management, social inclusion, climate change, sustainable mobility)

Organizing, supporting and funding entities:

- City of Torino

- Urban Lab Torino

Process and interaction/participation
Focus Group, urban exploration, seminar

Outcomes, effects and lessons learned:

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https://www.torinocambia.it/pr

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- https://www.labsus.org/i-regolamenti-per-lamministrazione-condivisa-dei-beni-comuni/

https://www.ruralcommonsfestival.com/

5. Annexes

5.1.   Annex I – List of surveyed organisations

n.	Organisation	City	Typology of organisation	Field of DEMO4PPL	web
1	Labsus	Roma	Association	C - Tourism Management and Administration, local development	https://www.labsus.org/le-persone/
2	Khora Laboratory APS	Modena	Association	C - Tourism Management and Administration, local development	https://www.khoralaboratory.eu
3	ABcittà	Milano	Cooperative	C - Tourism Management and Administration, local development	https://abcitta.org/
4	Farm Cultural Park	Favara (Agrigento)	Foundation	C - Tourism Management and Administration, local development	https://www.farmculturalpark.com
5	Progetto Turismo	Trento	Private company	C - Tourism Management and Administration, local development	https://progettoturismo.tn.it/it
6	Kcity	Milano	Private company	A- Spatial Planning	https://www.kcity.it/
7	Urban Center Bari	Bari	Public Administration	A- Spatial Planning	https://www.urbancenterbari.it/

8	Urban Lab Torino	Torino	Public Administration	A- Spatial Planning	https://urbanlabtorino.it/
9	ART-ER	Bologna	Consortium company	A- Spatial Planning	https://www.art-er.it
10	Orizzontale	Roma	Association	A- Spatial Planning	http://www.orizzontale.org
11	Unione dei Comuni della Bassa Romagna	Lugo (RA)	Public Administration	A- Spatial Planning	https://www.labassaromagna.it/
12	Comune di Mirano (VE)	Mirano (VE)	Public Administration	A- Spatial Planning	https://lapiazzadelleidee.comune.mirano.ve.it/?page_id=1966
13	Fondazione Riusiamo l'Italia	Novara	Foundation	A- Spatial Planning	https://www.riusiamolitalia.it
14	Codici Ricerche	Milano/ Napoli	Cooperative	B - Urban Studies, Rural Development and territorial regeneration	https://www.codiciricerche.it/it/
15	OSUN wes	Biassono (MB)	Private company	B - Urban Studies, Rural Development and territorial regeneration	https://www.osunwes.eu
16	Planimetrie Culturali	Bologna	Association	B - Urban Studies, Rural Development and territorial regeneration	https://planimetrieculturali-aps.org
17	2a+p/a	Roma	Private company	B - Urban Studies, Rural Development and territorial regeneration	https://www.2ap.it/?page_id=8

18	Progetto Fermenti	Ala (TN)	Project - Public Private Partnership	B - Urban Studies, Rural Development and territorial regeneration	
19	Decisio	Torino	Private company	D - Mobility	https://decisio.nl/it/
20	Decisio (second application)	Torino	Private company	D - Mobility	https://decisio.nl/it/
21	Meta	Monza/Torino	Private company	D - Mobility	https://metaplanning.it/
22	TRT Trasporto e territorio	Milano	Private company	D - Mobility	https://www.trt.it/
23	TRT Trasporto e territorio (second application)	Milano	Private company	D - Mobility	https://www.trt.it/

5.2.   Annex II – Interview protocol

1] What are the participation objectives in terms of aspiration/motivation (e.g. democratization, advising) and targeted output (e.g. mapping out diversity, reaching consensus)?

2] What (e.g. costs, equipment, staff) and how many (in case that relevant data are available) resources are allocated for accomplishing participatory processes? Are these resources separate or additional to the resources allocated for planning processes?

3] Which is/are the stage(s) of the planning process, where participatory endeavors are embedded (e.g. problem and goal definition, analysis of the current situation and its dynamics, developing/evaluating/selecting scenarios/solutions, formulating policy framework/measures)?

4] Which is/are the type(s) (e.g. stakeholders, experts, decision-makers) and planning jurisdiction of the coordinator(s) involved?

5] Which is/are the type(s) (e.g. public, stakeholders, experts, decision-makers) and spatial level (e.g. national, regional, local) of the participants involved?

6] What is the level of participants' engagement (e.g. manipulation, therapy, informing, consultation, placation, partnership, delegated power, citizen control)? What is the impact of participation regarding decision-making?

7] Which are the specific (obligatory/optional) participation methods (e.g. Focus Groups, World Café, Charrette;), techniques (e.g. Brainstorming, Crowdsourcing, Mind Mapping) and means of information/communication (e.g. Fact Sheets, Tree Diagrams, Geographic Information Systems) used in physical (face-to-face), digital or hybrid participatory processes?

5.3. Annex III – List of interviewees

n.	Organisation	City	Typology of organisation	Field of DEMO4PPL	web	Name of the intervieweed
1	**Kcity**	Milano	Private company	A- Spatial Planning	https://www.kcity.it/	Paolo Cottino (Founder and Director)
2	**Urban Center Bari**	Bari	Public Administration	A- Spatial Planning	https://www.urbancenterbari.it/	Anna Vella (Responsible planning sector)
3	**ART-ER**	Bologna	Consortium company	A- Spatial Planning	https://www.art-er.it	Andrea Panzavolta (Expert)
4	**Comune di Mirano (VE)**	Mirano (VE)	Public Administration	A- Spatial Planning	https://lapiazzadelleidee.comune.mirano.ve.it/?page_id=1966	Elena Spolaore (Councillor with urban planning responsibility)
5	**Fondazione Riusiamo l'Italia**	Novara	Foundation	A- Spatial Planning	https://www.riusiamolitalia.it	Roberto Tognetti (founder)
6	**Decisio**	Torino	Private company	D - Mobility	https://decisio.nl/it/	Cinzia Baralla (consultant); Matteo Jarre (Director)