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Università degli Studi di Napoli Federico II

Via Toledo, 402
80 134 Napoli
tel. + 39 081 2538659
fax + 39 081 2538649
e-mail info.bdc@unina.it
www.bdc.unina.it

Direttore Responsabile: Luigi Fusco Girard
BDC - Bollettino del Centro Calza Bini Università degli Studi di Napoli Federico II
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New awareness for a different challenge in contemporary planning. Marigliano “laboratory city” in the metropolitan area of Naples

*Nuove consapevolezze per una diversa sfida nella pianificazione contemporanea.
Marigliano “città-laboratorio” nell’area metropolitana di Napoli*

Anna Terracciano^{a*}

AUTHORS & ARTICLE INFO

^a Department of Architecture,
University of Naples Federico II,
Italy

* Corresponding author
email: anna.terracciano2@unina.it

ABSTRACT AND KEYWORDS

New awareness for a different challenge in contemporary planning

This contribution aims to return a good practice, recently developed in Marigliano, a municipality of about 30,000 inhabitants, in which a synergic governance has been activated between the urban planning process and resource programming, which make it a laboratory city in the metropolitan area of Naples.

These processes are founded and substantiated, with the new awareness and perspectives between the emerging and central issues for contemporary urban planning, relating to the multi-risk dimension of cities, the proactive contrast to land consumption, the regeneration of the existing city, the enhancement of historical heritage, the protection of agricultural landscapes, the implementation of services in urban areas, etc.

In this changed context, the new Municipal Structural Plan PSC/PUC that the Municipality of Marigliano has equipped itself with (2022), defines sustainable development prospects for the territory in full coherence with the financing lines of the PNRR, embedding regeneration strategies and projects within three Strategic Projects that focus on the role of environmental infrastructures as condensers-providers of services for the city.

Keywords: urban planning, urban policies, regeneration, blue and green infrastructure

Nuove consapevolezze per una diversa sfida nella pianificazione contemporanea

Con il presente contributo si intende restituire una buona pratica, recentemente sviluppata a Marigliano, un Comune di circa 30.000 abitanti, nel quale è stata attivata una governance sinergica tra i processi di pianificazione urbanistica e di programmazione delle risorse, che la rendono una città-laboratorio nell’area metropolitana di Napoli.

Tali processi si fondano e si sostanziano, con le nuove consapevolezze e prospettive tra le questioni emergenti e centrali per l’urbanistica contemporanea, relativamente alla dimensione multirischio delle città, il contrasto proattivo al consumo di suolo, la rigenerazione della città esistente, la valorizzazione del patrimonio storico, la salvaguardia dei paesaggi agrari, l’implementazione dei servizi negli ambiti urbani, ecc.

In questo mutato contesto, il nuovo Piano Strutturale Comunale PSC/PUC di cui si è dotato il Comune di Marigliano (2022), definisce prospettive di sviluppo sostenibile per il territorio in piena coerenza con le linee di finanziamento del PNRR, incardinando strategie e progetti di rigenerazione all’interno di tre Progetti Strategici che mettono al centro il ruolo delle infrastrutture ambientali come condensatori-erogatori di servizi per la città.

Parole chiave: pianificazione, politiche urbane, rigenerazione, infrastrutture blu e verdi

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1. New awareness for contemporary planning

The intensive linear consumption of land and resources (Meadows at all, 1972), the subversion of the planet's ecological conditions and the damage resulting from climate change (IPCC, 2022)¹, have caused an imbalance and the decline of a sustainable model. The constant growth of the world population - from 2.5 billion in 1950 to 6 in 2007 up to 10 billion expected for 2050 (UN, 2022) - is combined by an incessant land² consumption as a phenomenon of mass urbanization, which has been accompanied by opposite processes of contraction (Oswalt, Rieniets, 2006). This has led to the deposit on the territory of an enormous heritage of critical areas and buildings, and their consequent abandonment, producing significant impacts on the symbolic geography of the city and in the society (Gasparrini, Terracciano, 2016).

To these conditions are added the pervasiveness of pollution and the multiplicity of contamination factors, the hydro-geomorphological fragility, the scarcity of water resources, the lack of adequate management of the waste cycle, the seismic vulnerability of the built heritage and its energy inefficiency (Beck, 2013).

The sum of these factors determines a condition of great stress for cities³, dangerously intercepting the risks deriving from climate change (Jabareen, 2015), and inevitably soliciting new awareness, perspectives and forms of integration in relation to emerging and central issues for contemporary urban planning, such as: (1) the risks and fragilities of the territory; (2) the economic and environmental potential of the agricultural heritage of cities; (3) the competitive opportunities linked to the qualification of the city and production areas to develop and attract diversified and innovative economic chains; (4) the necessary multifunctionality of the city; (5) the opportunities offered by the demand for regeneration and re-functionalization of the existing city.

These new awarenesses will have to be corresponded, in the new generation Urban Plans (Gasparrini, 2018), to the development of guidelines, rules, programs and projects capable of pursuing actions based on the principles of a "circular urban planning" (Russo, 2020, 2021) and values aimed at integrating between: (a) adaptation to risks with landscape, urban and ecological-environmental quality; (b) industrial agricultural production with the zero-km food chain; (c) the flows of goods and tourists, and widespread accessibility to the city; (d) the logistic-industrial economy and the economy of culture, tourism and creativity; (e) the proactive contrast to land consumption (EC, 2021) and the regeneration of the existing city.

In this context, the drafting of Structural Plans and Operational Plans, even if in the different forms provided for by the different regional laws (Barbieri, Gabellini, 2022), must be able to characterize its programming according to the inspiring principles, guidelines and main strategies promoted by the most recent international policies, aimed at achieving the objectives of the 2030 Agenda. This is necessary to promote sustainable and ecologically oriented development, and to implement a progressive reduction of social, economic, environmental and territorial inequalities. These Plans will have to promote visions of cities capable of achieving a transition to a climate-neutral, green, competitive and inclusive economy, consistent with the indications of the European Green Deal (EU, 2019). But, also and above all, these plans will be capable of intercepting and knowing how to use the funds from European, national and regional programming, which in addition to the ordinary resources provided for by the 2021-27 structural funds, have been further strengthened by the extraordinary resources defined in the Recovery Fund programs of the Next Generation EU⁵.

This scenario of great opportunities, determined in response to the consequences of

the planetary emergency of the Covid-19 pandemic (since February 2020), has further exasperated the critical issues that already characterize our cities, producing new conflicts and contradictions, but also stimulating important reflections on:

- the updating of the concepts of “healthy city” (Diolaiti, Tagliaventi, 2021) and public health, for which the role of blue and green infrastructures (IBV) in urban planning at all scales is central;
- the centrality of “urban regeneration” (Musco, 2010; Bianchi, Placidi, 2021) as a priority mode of intervention in urbanized areas, in peripheral areas, and also on isolated buildings;
- the necessary innovations and flexibility of the “living space” and “workplaces” (Bassanini, 2017; Misino, 2018) which, due to the restrictions imposed, have led to a significant increase in the time spent at home, carrying out smart working and distance learning, and require a rethinking of spaces for living, working and studying;
- the affirmation of the concepts of “network of services” and “widespread centralities” on the basis of the suggestion of the “City of 15 minutes” (Moreno, 2020; Whittle, 2023), which is based on the idea that every citizen can reach the services necessary in fifteen minutes, on foot or by bicycle;
- “digital accessibility”⁶ and “sustainable and slow mobility”⁷ to be rethought also in terms of equal access to the city and its resources, including through digital networks still absent in peripheral areas of our country, and which have led to the exclusion of many from essential services during the pandemic.

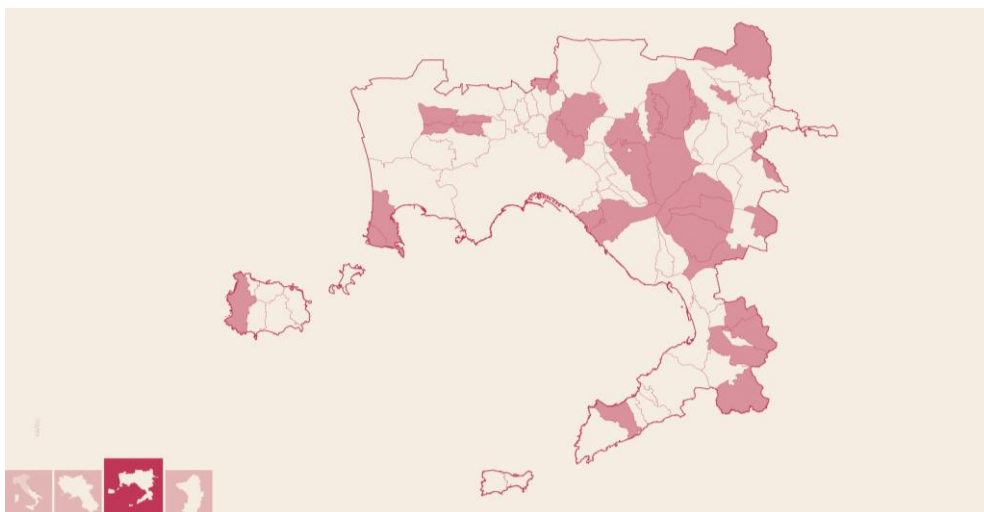
2. The planning framework in the Metropolitan City of Naples and the challenge of the PNRR

More than twenty years after the approval of Regional Law no. 16/2004⁸ and fourteen years after the entry into force of Regulation no. 5/2011⁹, the planning condition in Campania, and in particular in the Metropolitan City of Naples, appears to be more critical than ever, despite the fact that in recent years the Region has activated procedural “simplifications” to facilitate the approval processes of Municipal Urban Plans.

In particular, with the Note transmitted by the Campania Region on 23/03/2021, having as its subject the “Procedure for the approval of the PUC [...]. Clarifications”¹⁰, all municipalities were recognized the possibility of equipping themselves, first of all, with a permanent Municipal Structural Plan (PSC), separately from the Municipal Operational Plan (POC), to be approved, if necessary, later.

This Note also comes as a result of the dissemination of the results of the research “Urban planning in Campania” (Moccia, 2018) promoted by ANCE Campania, which provides a complete picture of the state of urban planning in the Region, in order to make an objective point on the territorial government activity conducted by the Municipalities. From the data obtained, it appears that most of the 550 municipalities in Campania have obsolete urban planning tools, in fact, only 71 municipalities out of 550 (about 13%) have approved the PUC, while the remaining 479 (about 87%) are divided between municipalities that still have a PRG (General Regulatory Plan), a PdF (Construction Program), or even do not have any urban planning tools. In this critical context, the Metropolitan City of Naples CMNA has launched an annual monitoring¹¹ on the status of drafting and approval of the PUCs, which shows, as of 31 December 2024, that the municipalities that have approved the Plan are 32 out of 92, for a percentage of 29% (Figure 1).

Figure 1. General Urban Plans (PUC) approved in the Metropolitan City of Naples



Source: <https://sit.cittametropolitana.na.it>, 2024 (Image processed by the author)

The challenge of the PNRR (EU, 2021; Governo Italiano, 2021) which, as is well known, paying attention to the issue of territorial rebalancing, has allocated a share of 40% of its resources to the South¹². Therefore, the municipalities found themselves facing a double but very important challenge, the drafting of the PUCs, which proceed with very long times and insidious processes, and the implementation of the PNRR which, on the contrary, had the ambition to proceed with very tight deadlines and simultaneous processes.

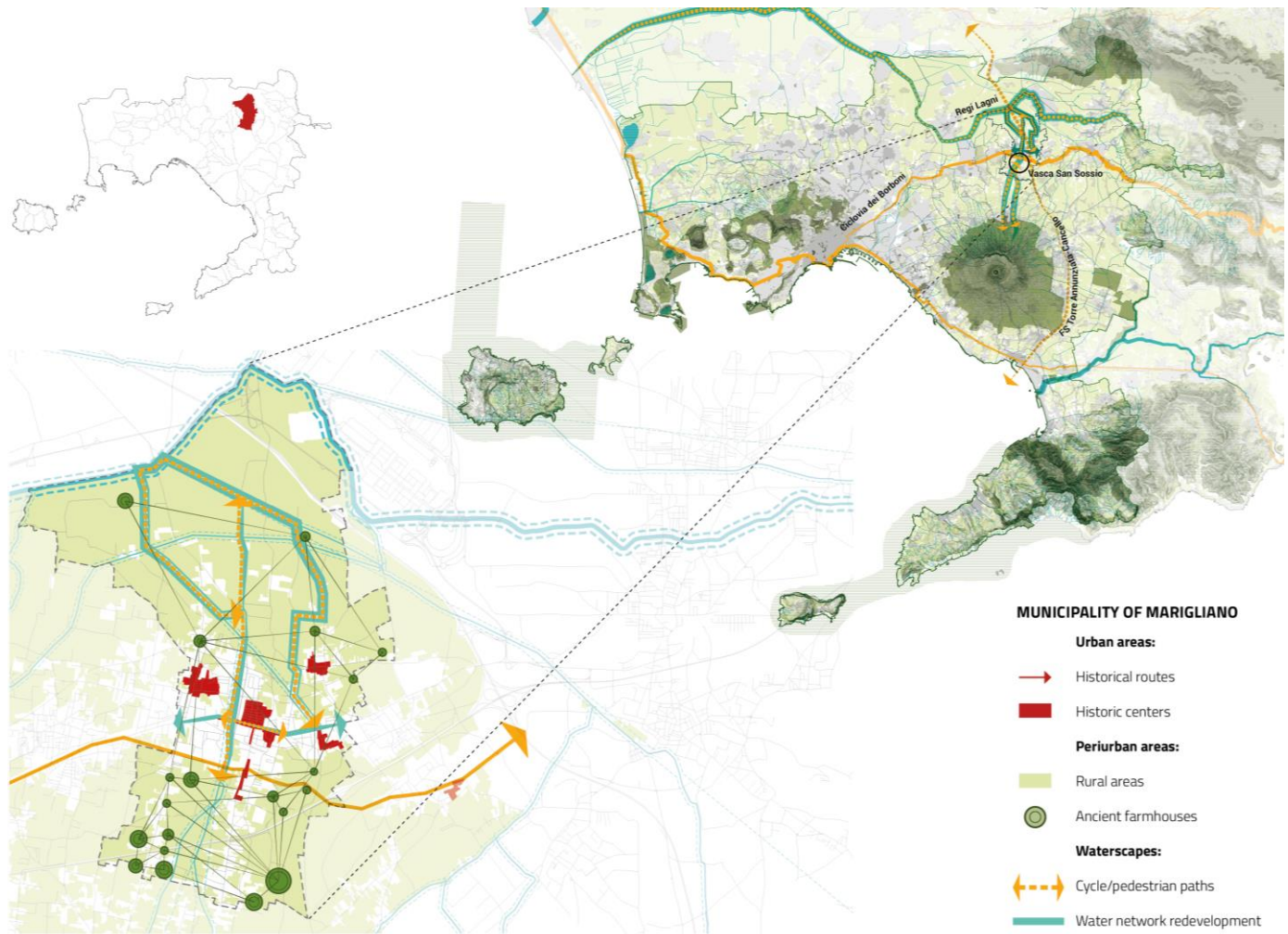
The combination of these two process has therefore prompted multiple reflections, including the one developed in the Round Table proposed at the XIII INU Study Day (2022) in which a comparison was stimulated between some Municipalities (CMNA)¹³ equipped with an adopted and/or approved PUC, with the aim of understanding how the provisions of these Plans have found, are or intend to be implemented through European resources.

In fact, the measures of the PNRR have been addressed, in most of the calls, to public works interventions located on parts of the city owned and/or managed by the public, so these measures have potentially constituted a unique opportunity to finally be able to intervene on the “public city” (Bauman, 2001).

The ambition was to start a field of reflection, but also and above all to build a repertoire of good practices implemented in the area, about the activation of synergistic governance paths between resource planning and programming processes, between urban planning tools and public works projects.

3. Marigliano “city-laboratory” in the metropolitan area of Naples

The territory of the Marigliano Municipality (Figure 2), and more generally the Nola area, is affected by the same condition of multiple risks and stress factors that affect the other territorial contexts. It is thus characterized by its potential role as a territorial laboratory of urban and environmental regeneration¹⁵. Here we tried to experiment with a new generation of high-quality strategies, projects and processes, within a vision of sustainable development and future, capable of producing good practices of reference for contexts characterized by similar critical conditions.

Figure 2. Territorial framework: Marigliano in metropolitan area of Naples

Source: PUC/PSC Marigliano Municipality (institutional website), 2022 (Image processed by the author)

Marigliano is, in fact, currently characterized by a widespread condition of decline in ecological-spatial conditions (land consumption, compromise of ecosystems, impoverishment of resources, degradation of the built heritage, etc.) also crossed by processes of economic and social crisis, particularly in the fabrics of high housing tension such as the large public housing districts (Rione 1919 di Pontecitra), which once again propose the centrality of the question of living (Figure 3).

These vulnerabilities, the complexity of urban and environmental issues, together with the uniqueness expressed by the resources of the NGUE, have imposed a radical rethinking of the traditional paradigms of design and planning at all scales, introducing greater attention to processes increasingly characterized by a dimension of active community participation. However, this condition of widespread fragility is associated with the opportunities expressed by a territory rich in history, culture and traditions and which possesses a historical heritage including important archaeological surveys, a widespread system of assets of historical-architectural and documentary interest, together with the characterization of the landscape context (Figure 4).

It is from the reading of the historical territory of Marigliano and from the succession of settlement processes, according to some significant temporal scans, that we can deduce the degree of permanence and persistence that the networks of environmental

infrastructures still preserve today as a supporting structure capable of innervating its entire dimension, while changing profoundly through urban, peri-urban and natural contexts. This foundational dimension, structuring and endowed with enormous potential in terms of urban and environmental regeneration, is present overall throughout the new PUC (2022) (Figure 5).

Figure 3. “Rione 2019” of Pontecitra public housing



Source: Francesco S. Sammarco, 2021

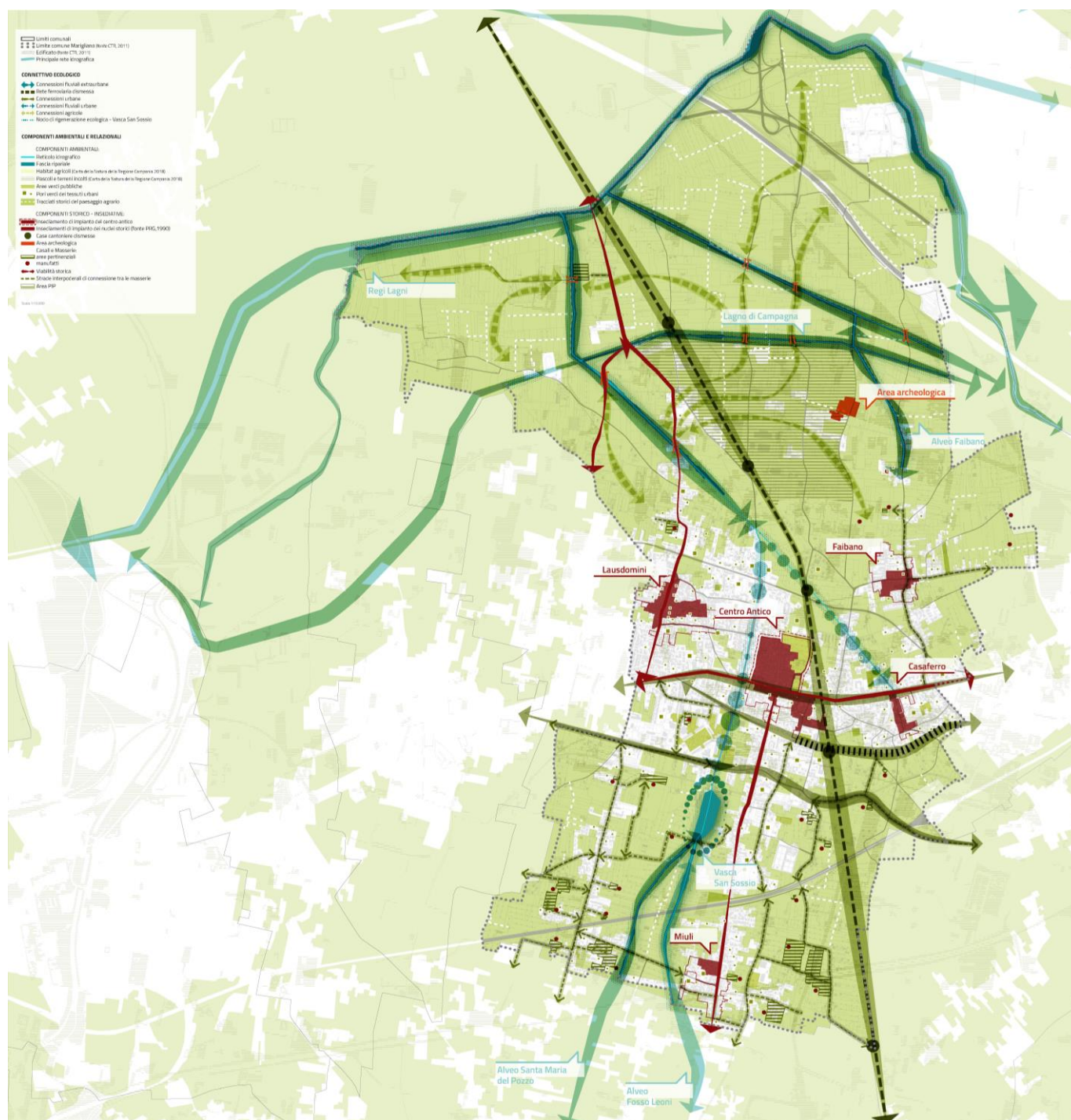
Figure 4. Don Rocco old farmhouse



Source: Francesco S. Sammarco, 2021

The historical landscape of the water network and hydraulic artefacts (including the San Sossio Bourbon lamination basin, of about 2 ha) (Figure 6) which from the Vesuvius side overlooks the Regi Lagni, together with the system of disused railways (Fs Torre Annunziata-Cancello and ex - Circumvesuviana Baiano dierection) (Figure 7), becomes unavoidable for the construction of a “landscape network” at different scales, with which actions aimed at reducing emissions and environmental compromise factors can be incentivized.

Figure 5. Green and blue infrastructures in Marigliano territorial area



Source: PUC/PSC Marigliano Municipality (institutional website), 2022

The planning and design of blue and green infrastructures (Ibv) (Gasparrini, 2019; Mell, 2015) can in fact constitute, starting from the new PUC of Marigliano, an opportunity for the entire Nola area. It is a matter of achieving a vision of the territory in which, a large multi-scale environmental network, is able to reconstruct the ecological connections between highly natural areas and green areas in the urban environment, giving priority to climate change adaptation and mitigation strategies.

Figure 6. San Sossio Bourbon lamination basin

Source: Francesco S. Sammarco, 2021

Figure 7. Disused railway FS Torre Annunziata - Cancellò

Source: Francesco Sammarco, 2021

Figure 8. Regi Lagni and agricultural landscapes

Source: Francesco S. Sammarco, 2021

The perspective that is aimed at is not only that of an ecological reconnection from Vesuvius to the Domitio Flegreo coast along the entire agro-Aversa plain, but above all a very important opportunity for landscape redevelopment aimed at building a new way of traveling the peri-urban landscape through the project of a large territorial park of the Regi Lagni¹⁵ (Figure 8), as the first step of a broader process aimed at promoting the territory.

And today is also an unmissable opportunity for its centrality in funding programs from external resources (regional, national and European).

4. A different challenge for the new PUC

This profound modification of the context, together with the need to equip the Municipality of Marigliano with a new Urban Plan, in which a system of clear rules would finally close a long phase of administrative non-compliance in the field of planning, are the basis of the process of drafting the new PUC. Added to this is the need to provide the new Plan with an updated framework of objectives and strategic projects capable of supporting the search for funding, to implement projects hinged on a vision of a contemporary city shared with the community.

In this changed context of opportunities, cultural and regulatory guidelines, the new Municipal Structural Plan (PUC/PSC, 2022)¹⁶ approved by the Municipality of Marigliano, defines prospects for sustainable development for the territory in full consistency with the funding lines provided for by the PNRR and with the ordinary resources provided for by the 2021-27 European programming. In these are defined strategies and projects of urban and environmental regeneration within unitary narratives of the territory, which focus on the role of IBVs in the processes of re-urbanization in a resilient-adaptive key, as condensers-providers of services for the city as well as ecosystem services. The guidelines, rules, strategies and projects of this Plan are based on and substantiated in the most advanced policies of the European urban planning experience, highlighting the most important priority objectives that have also emerged from the interpretative frameworks of the municipal territory and aimed at achieving the objectives of the 2030 Agenda.

This result was achieved after a thirty-year history through which the urban planning history of the Municipality of Marigliano has been marked by numerous incomplete and partial planning attempts, following the approval of the PRG of '90, and which have all had negative results.

In reality, the PRG of '90 was approved only limited to the provisions concerning the road network, the areas reserved for equipment and public green areas, the areas identified for the PEEP (Economic and Popular Residential Housing Plan) and those for industrial and artisanal production settlements PIP; while the other parts of the plan (zones A, B and C) were removed by the Regional Technical Committee C.T.R. to be subjected to modifications. The deleted areas have remained subject to the discipline of the "white zones" for decades. The combination of the partial operation of the PRG and the protracted difficulties of the various Administrations in reaching, despite numerous attempts, a planning of the municipal territory including the "reclassification" of the aforementioned areas, has given rise over time to multiple disputes between the Municipality and the owners of the land. They, in many cases, have initiated "reclassification" procedures adverse to the Authority, in default, against the payment due for the tax charges of these owners who have never been able to exercise the legitimate building right deriving from the provisions of the P.R.G.

Thus, with D.G.C. no. 70/2021¹⁷, the new PUC/PSC is simultaneously adopted – in

the sole component of the PSC¹⁸ Structural Plan – and the 2020 PUC adopted by the previous administration is withdrawn¹⁹, with the economy of the Preliminary Plan and the Preliminary Environmental Report²⁰, as they are not affected by critical issues and gaps²¹.

The adoption of the new PUC/PSC takes place downstream of a process of public participation²² carried out with the aim of building a shared vision of the city's development lines, and within the terms of the deadline of the safeguard regulations of the PUC 2020, not in any way determining a situation of planning vacuum and thus guaranteeing a regulatory regime of safety for the city.

The spatial and relational precipitation of the results of this participation has resulted in the drafting of three Strategic Projects relating to specific parts of the city, in which, also due to the presence of critical urban and environmental conditions, interventions of particular importance are envisaged. Overall, the new PUC/PSC promotes prospects for care of the territory, regeneration and sustainable development, in order to pursue a generalized program of redevelopment of the city, achieving the following objectives:

- the containment of land consumption;
- the preservation and enhancement of the various components of the historical territory (the historic center, the historic nuclei of the hamlets, the buildings of historical-documentary interest, the farms, etc.);
- the construction of a qualified system of public spaces characterized by urban continuity and high ecological-environmental standards in order to improve the quality of the air and the urban microclimate;
- the regeneration of the building fabrics of the expansion to ensure a profound spatial, formal and technological renewal, and to widely reduce the vulnerability of buildings to natural and anthropogenic risks;
- a robust increase in the presence of qualified non-residential functions, ensuring the necessary multifunctionality;
- the increase in the widespread endowment of equipment and services, with local or supra-municipal centrality value;
- the rationalization and upgrading of existing road networks to improve connections also through sustainable mobility systems, including a continuous and widespread cycle and pedestrian network;
- the densification of already urbanized areas also through redevelopment operations of urban and peri-urban margins;
- the regeneration of the “public city” and the monofunctional settlements.

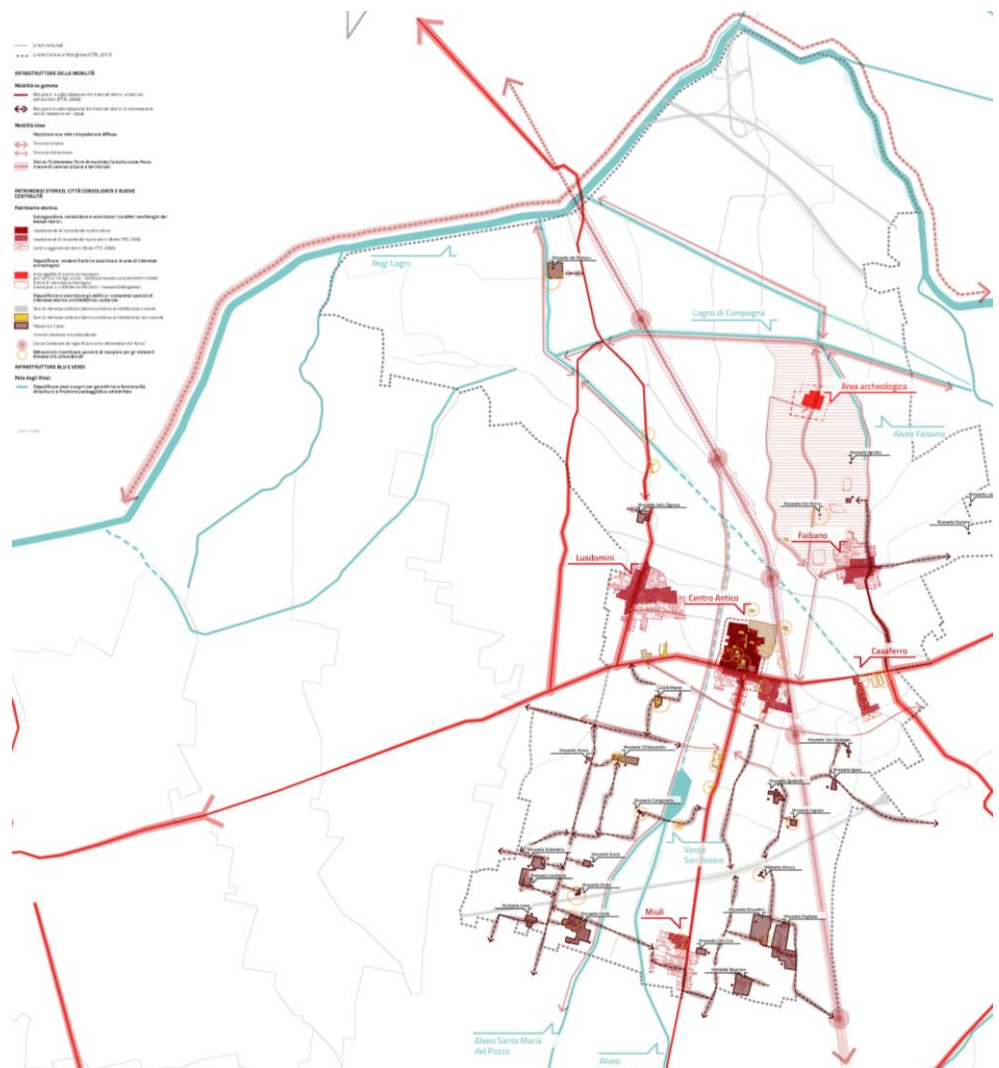
5. The PUC's strategic projects for the search for funding and the city vision

The PUC/PSC therefore proposes three Strategic Projects that constitute the operational method for identifying priority interventions, according to some relevant urban narratives for the future of the city, the result of the elaboration of the Interpretative Framework and the participation phase.

These Strategic Projects condense and integrate the most important project actions in the short, medium and long term, and aim to allow a virtuous interaction with the resources of the 2021-27 European funds and the PNRR, of which they have already constituted and will continue to be the main reference. In fact, they define the areas in which the transformation interventions and the widespread and punctual interventions considered priorities will take place, over time and in parts, within a system of infrastructural, spatial, functional and symbolic relationships, thus avoiding an ineffective decision-making practice based on fragmentary and

disorganized lists of works. In fact, it is a matter of incrementally redesigning the territory, crossing the city along the disused environmental and infrastructural networks with a generation of multiform and multifunctional spaces within which to place a qualified, updated and dynamic offer of welfare places, moving from a perspective of regulatory resistance to land consumption to a strategy of production of new soil. Thus, all efforts have been concentrated and will continue to focus on these Strategic Projects to intercept the necessary funding and promote adequate synergistic and multilevel governance processes with other public entities, to give substance to the objectives and strategies of the PUC, guiding the drafting of the Operational Plans and Programming Acts.

Figure 9. PS1: The polycentric system of historical-archaeological excellence for city revitalization.



Source: PUC/PSC Marigliano Municipality (institutional website), 2022

5.1 Strategic project 1: The polycentric system of historical-archaeological excellence for city revitalization

This project aims to enhance and network the system of resources of the historical territory which, as emerges from the participation phase, can be one of the engines of tourist revival in an environmental, architectural, cultural and religious sense of the city. The historic center, in particular, the founding and identifying place of the city, together with the historical fabrics present in the hamlets, and the assets of

historical-documentary interest, such as the farms and farmhouses that dot the agricultural landscape, need a widespread program of reuse through the articulation of a functional mix capable of guaranteeing attractiveness and vitality at different times of the day and week. Thus, avoiding proposals focused exclusively on evening leisure time or the scattered hotel, but which instead know how to build new and innovative scenarios, capable of triggering new economies and new forms of sociality, also through the activation of places for co-working and co-studying (Figure 9).

5.2 Strategic project 2: The sustainable mobility network to reconnect urban areas and new centralities

This project proposes an innovative surface public transport system on a hybrid site, integrated with the Circumvesuviana system, in which the stations can be configured as intermodal and exchange nodes, and capable of connecting the municipal territory in a circular way from the center to the hamlets, thus effectively guaranteeing the different catchment areas. The goal is to contribute to a recomposing of the urban system today divided into several separate entities, ensuring widespread accessibility to existing and planned services, opening up to new economic opportunities and sustainable development. The path identified intercepts and networks the system of existing and potential centralities within a narrative of coherence and new accessibility, helping to qualify the settlement structure by inserting new functions, and rethinking the uncertain margins (also through the networking of the Art. 38 NTA re-linking areas) and establishing new relationships between the urban parts, also by strengthening the connections with the neighboring municipalities. In this way, a powerful multifunctional urban and territorial infrastructure is configured that sequences the historic center and the large agricultural plains in terms of an integration of the landscapes, the centralities and the fabrics crossed. (Figure 10).

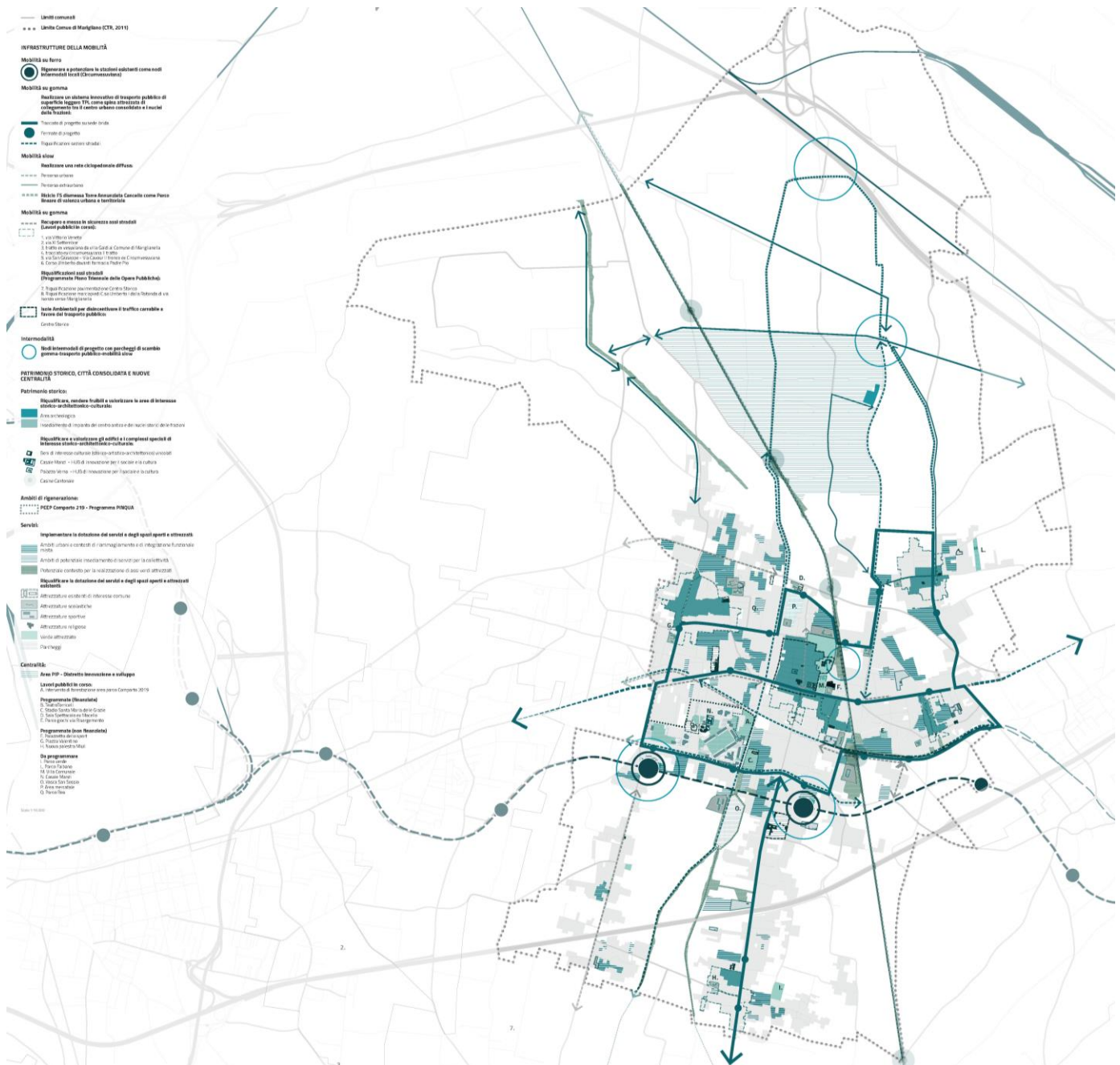
5.3 Strategic project 3: The multifunctional park of agricultural landscapes for the enhancement of agri-food chains and ecological reconnections

This project aims to consolidate and enhance the landscape, historical and productive quality of the countryside still almost intact, north and south of the urban center, and which draws a dense system, in different directions of travel, from the Regi Lagni towards Vesuvius and vice versa, and presents a rich and articulated armor of signs and permanence of the historic agricultural territory, and which represents an extraordinary opportunity to enjoy the urban countryside. What we want to promote is the idea of a multifunctional agricultural park with a high production of ecosystem services, capable of assuming a territorial value beyond the borders of Marigliano, to network and build new synergies. In peri-urban contexts, longitudinally and transversely to the large agricultural plains, the network of riverbeds and disused railways run that configure a potential system of environmental infrastructures.

In urban contexts, the theme is to intervene along the frayed margins to consolidate the design of the city and counteract land consumption with a project of open spaces of urban value, addressing some key issues such as: (a) the enhancement and integration of the urban green spaces within the compact built fabric with the implementation of plant endowments to counter CO₂ and fine dust pollution and ensure an increasing endowment of permeable soils, also in order to reduce heat islands; (b) the creation of local services for the settled inhabitants and the development of social relations of the community, with particular reference to the identification of green sports spaces and spaces of common interest; (c) the improvement of air quality and urban microclimate through the reduction of private

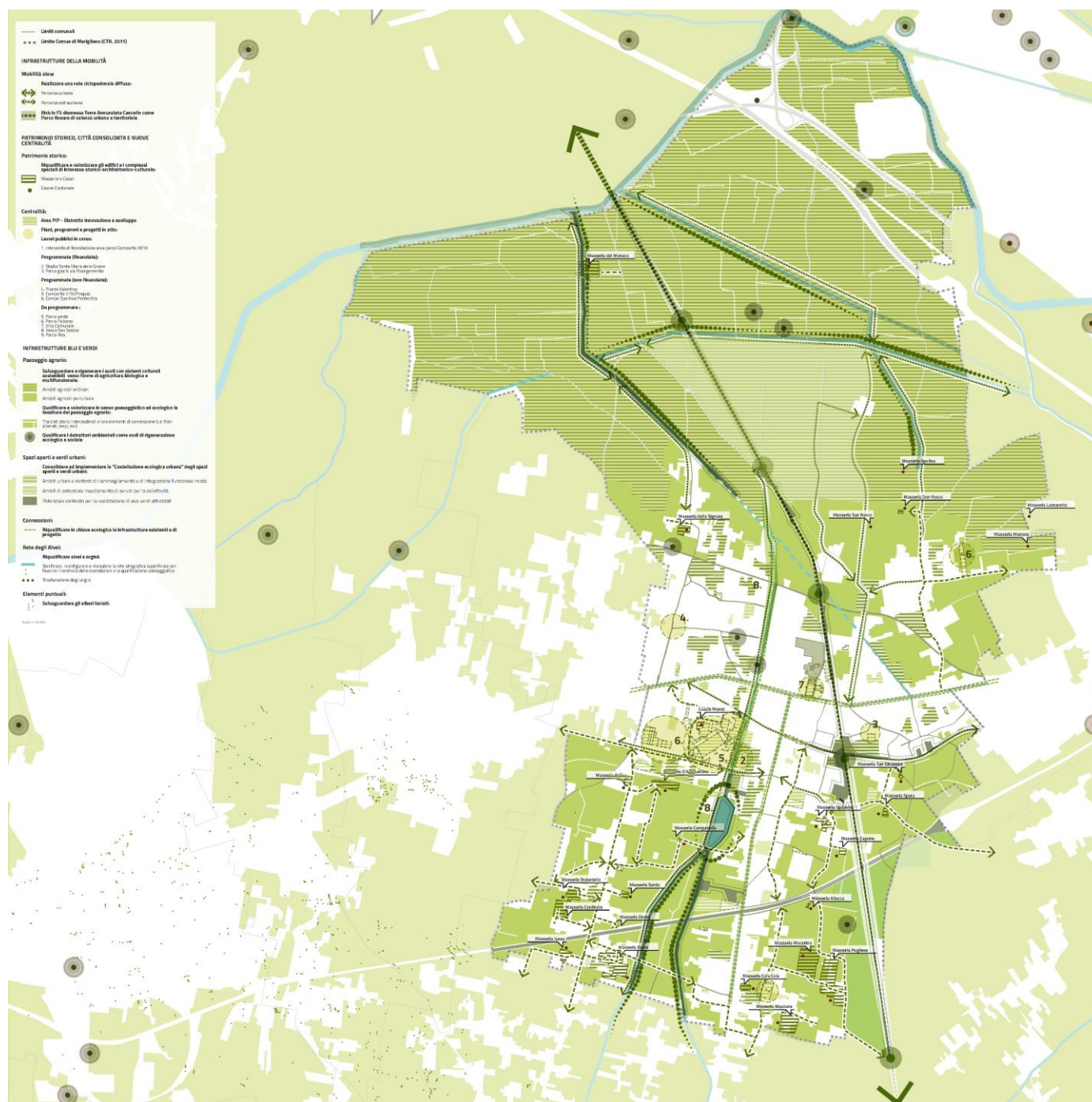
road mobility in favor of public and cycle and pedestrian mobility; (d) the configuration of open spaces, where possible, also as “raingardens” and “water squares” to counteract the concentration of storm events related to climate change; etc. (Figure 11).

Figure 10. PS2: The sustainable mobility network for reconnect urban areas and new centralities.



Source: PUC/PSC Marigliano Municipality (institutional website), 2022

Figure 11. PS3: The multifunctional park of agricultural landscapes for the enhancement of agri-food chains and ecological reconnections



Source: PUC/PSC Marigliano Municipality (institutional website), 2022

6. The “Marigliano PNRR Laboratory” to implement architectural and urban projects

Taking note that at the end of the year 2021 the Municipality of Marigliano already had won multiple loans, and considering, on the one hand, that the season of PNRR notices was still to be held, and on the other hand, considering the chronic shortages of the Authority in terms of personnel, typical of many municipalities in the area, it was necessary to start an important reflection on the implementation of adequate organizational measures in order to usefully access such funding, addressing them

to the actual territorial needs.

Thus, with D.G.C. no. 160/2021, the Municipality of Marigliano approves an Act of Direction aimed at providing the Authority with a special technical-operational-organizational structure for the oversight of the processes put in place with the PNRR, and for the development of the projects necessary to respond to the consequent notices, called “PNRR Marigliano Laboratory”. With this approach, it was intended to propose a structure with a multidisciplinary and transversal character to the sectors already present, to be composed of profiles of high competence.

To ensure maximum consistency and osmosis between the planning processes in place, between the drafting of the PUC and the programming of architectural and urban projects and of the PPOs in general, it was deemed appropriate to indicate the Head of the Planning Office as the Head of this “Marigliano PNRR Laboratory”.

The opportunity for the establishment of this technical-operational structure was based on the faculty²³, granted to local authorities, to activate interventions aimed at strengthening their staff, for the management of the planning and implementation processes of the PNRR, also by activating new recruitment procedures in derogation from the expenditure limits (pursuant to Article 1 of Legislative Decree 80/2021). The public notices and all the procedures for the recruitment²⁴ of dedicated staff - fixed-term, for 3 years, and part-time at 50%²⁵ - were concluded by the year 2022, thus affirming this action as a strategic priority for the Authority with the allocation of the necessary sums in the 2022-2024²⁶ Budget.

Marigliano was thus the first municipality in Campania to have activated a technical-operational structure dedicated to the development of projects and the oversight of the processes of the PNRR, together with the planning of projects and the search for new resources for the implementation of public works and services for citizens.

7. The Municipal Operational Plans for the PNRR: tools for the creation of the “public city” and services

To date, the city of Marigliano has projects financed from the resources of the PNRR for about 30 million euros, which concern the following priority thematic areas:

- A. Public open spaces: redevelopment and implementations. These include the redevelopment of the Villa Comunale as an equipped urban park and the conversion of the route of the former Circumvesuviana as a linear cycle-pedestrian park of territorial value together with the neighboring municipalities of San Vitaliano and Scisciano.
- B. Historical heritage: recovery and enhancement. Important resources are allocated for the restoration and reuse of Casale Manzi di Pontecitra and Palazzo Verna, which will become two very important HUBs for social and cultural initiatives and to strengthen the presence of the Institutions in the most marginal and degraded areas of the city, as well as to activate processes of revitalization of the historic center.
- C. School buildings: adaptations and new constructions. In fact, Marigliano, thanks to its participation in the program “Futura. The school for the Italy of Tomorrow”, will host one of the 212 new Innovative Schools, seismic improvement and energy efficiency interventions for the historic building that houses the Siani Complex and two new municipal kindergartens (0-2 years), which constitute a very important step forward in the improvement of educational services in the area and welfare in general. In fact, there is no structure in operation, neither public nor private, used for this purpose in the municipal area. We are therefore well below the minimum threshold of coverage of 33% of the total number of

children, set by the Barcelona European Council in 2002.

- D. Technical infrastructure: renovation and modernization. Another important funding, under the CIS Terra dei Fuochi Institutional Development Contract, is that for the White-Water Lifting Plant, a strategic infrastructure for the mitigation of flooding events, currently in conditions of great precariousness.
- E. Health infrastructure: new constructions. This funding provides for the strengthening of the structures of the territorial medicine chain with the creation of a Community House (CdC) – i.e. a reception point for health and social services with the aim of ensuring equal treatment of care and access to facilities – and a Territorial Operations Centre (COT) – i.e. an innovative organisational tool that performs a function of coordinating the care of the citizen/patient in the process charitable.

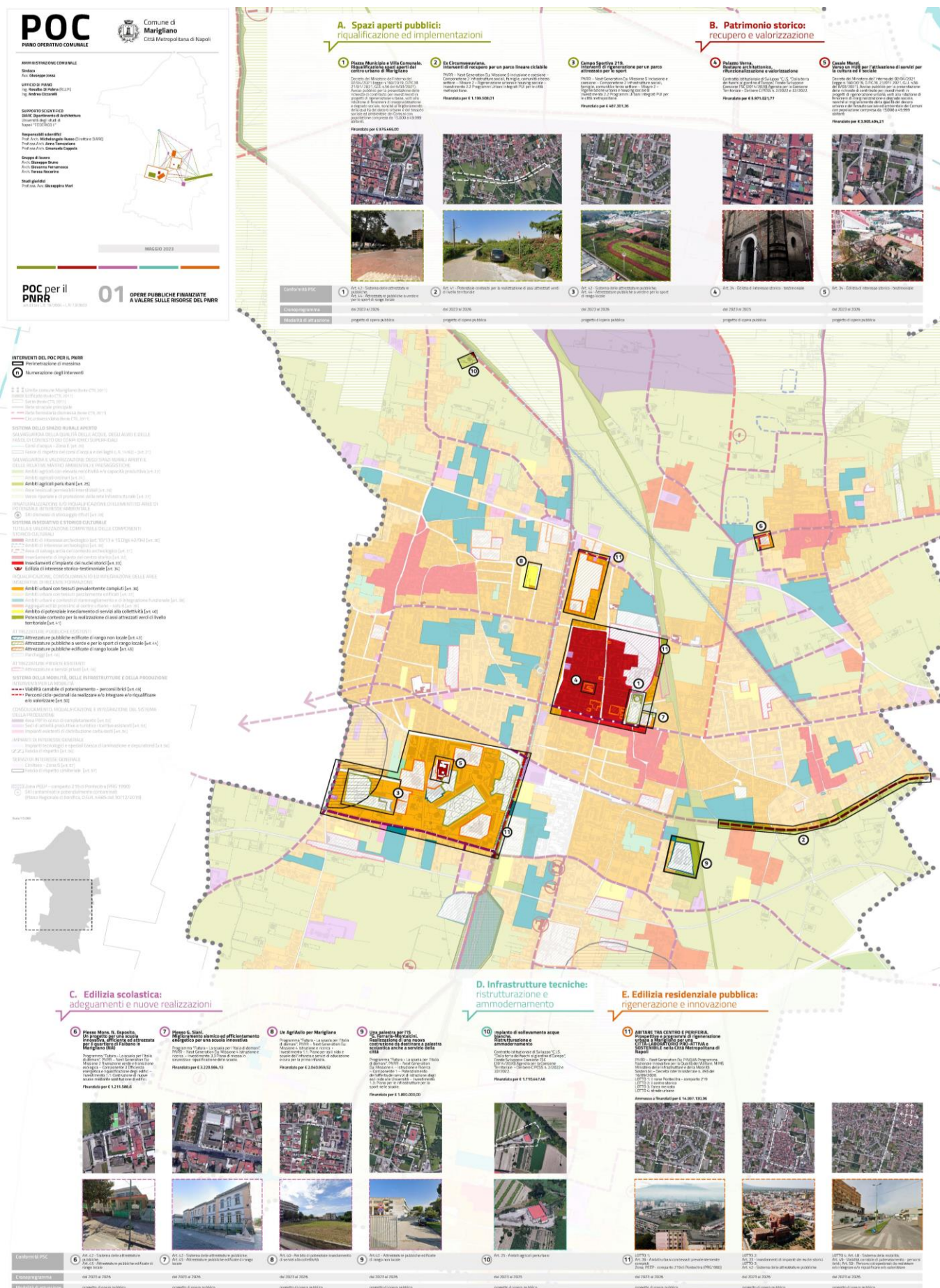
The multiplicity of proposals and projects submitted and financed, all relating to public works and services, are already hosted among the Strategic Projects of the PUC/PSC, as well as being hinged within the structural discipline of the Plan. These projects were then implemented in the two Municipal Operational Plans “POC for the PNRR”²⁷ (drawn up pursuant to LR 13/202230 and LR 5/2024²⁸): the first approved with D.G.C. no. 60/2024, and the second adopted with D.G.C. no. 15/2025, and which really represent an opportunity to realize that idea of the public city and the 15 minutes envisaged in the approved Plan, through virtuous interaction with the resources of the new 2021-2027 Structural Funds and those of the PNRR (Figure 12).

8. Conclusions

The experience described aims first of all to demonstrate the importance of placing a strategic vision at the basis of the urban planning policy of a municipality, which in this case has translated into the desire to direct public attention to the issues that today represent the main priorities and challenges of this historical phase for contemporary territories, such as: ecological transition, risk mitigation, the demand for proximity services, the centrality of public facilities and public space, places for sport, the recovery of historical heritage for the strengthening of local identities, the activation of local economic chains based on the enhancement of excellent productions, etc.

To do this, it was necessary to determine, through the political-administrative action of the Municipality of Marigliano, in particular through the guidance of the Department of the PUC and the PNRR, a synergy between the planning processes – drafting of the Structural Plan and Operational Plans (Planning Office) – and those of programming resources for the financing of strategic projects (PNRR Laboratory). In this sense, the experience carried out for Marigliano can really be configured as a good planning practice in which, in a city-laboratory, a new generation Structural Plan is prepared and approved, open-ended and endowed with a character of flexibility, aware of contemporary challenges, and of the principles and values that are unavoidable today, as amply argued in the opening paragraphs of this contribution, and whose Strategic Projects are the result of a process of public participation.

Figure 12. Public projects financed with PNNR resources



Source: “POC for the PNRR 1” Marigliano Municipality (institutional website), 2024

This process is synergistically accompanied by the planning of strategic projects for the search for funding, which are implemented through the drafting of n Operational Plans, which allow the realization, through an incremental process, of that public dimension of the “15-minute city”, necessary to recover that demand for quality of living that our territories strongly claim.

Notes

1. <https://www.ipcc.ch/report/sixth-assessment-report-working-group-ii/>
2. <https://www.isprambiente.gov.it/it/attivita/suolo-e-territorio/suolo/il-consumo-di-suolo/definizioni>
3. Cf. Brundtland Report (1987); Rio de Janeiro Environmental Conference (1992); Agenda 21 (1992); UNEP World Environment Report (GEO 5) (2012); Rio+20 Conference (2012); COP 21 Paris Conference (2015)
4. <https://www.un.org/sustainabledevelopment/>
5. https://next-generation-eu.europa.eu/index_it
6. <https://digital-strategy.ec.europa.eu/it/policies/web-accessibility>
7. <https://www.consilium.europa.eu/it/policies/clean-and-sustainable-mobility/>
8. http://www.sito.regione.campania.it/leggi_regionali2004/lr16_04.htm
9. http://www.sito.regione.campania.it/regolamenti/regolamento5_2011.htm
10. <https://www.territorio.regione.campania.it/news-blog/puc/-nota-sullapprovazione-dei-piani-strutturali>
11. <https://sit.cittametropolitana.na.it/catalogo.php>
12. <https://www.ministropersud.gov.it/it/attuazione-misure-pnrr/>
13. the Municipalities invited to the “PUC and PNRR Round Table. A necessary reflection”, organized and coordinated by the writer in the XIII INU Study Day (DiARC UNINA, 16/12/2022) were: Casoria, Giugliano, Gragnano, Marigliano, Pomigliano and Portici
14. See Marigliano 2020/2025 Programmatic Mandate Guidelines approved by D.G.C. no. 14/2021
<http://old.comunemarigliano.it/Documenti/AlboOnLine/HomePageAllAlboOnLine.htm>
15. The CIS Institutional Development Contract ‘From the Land of Fires to the Garden of Europe’ was promoted in 2021 by the Minister for the South under the 2014-2020 Development and Cohesion Fund (CIPESS 15/02/2022 and OJ 11/05/2022).
16. The new PSC/PUC Municipal Structural Plan of the Municipality of Marigliano was approved by D.C.C. no. 19/2022, was published on the BURC no. 59/2022, and is available on the website
<https://servizionline.hypersic.net/cmsmarigliano/portale/trasparenza/trasparenzaamministrativa.aspx?CP=339&IDNODE=>
17. BURC n. 55/2021
18. pursuant to Regional Law no. 16/2004, art. 3 of Reg. no. 5/2011 and in line with the circular of the Campania Region of 23/03/2021 to the Municipalities.
19. D.G.C. no. 24/2020 and subsequent amendments and additions.
20. D.G.C. n.170/2017
21. See preliminary report prot. 9710 of 10/05/2021 attached to D.G.C. no. 70/2021
22. The participation process was carried out during the covid-a19 pandemic with online meetings and questionnaires from 16 to 30/04/2021
23. See Law Decree no. 77/2021, conversion law no. 108/2021 and subsequent amendments;
24. D.G.C. no. 84/2022 Strengthening of the project unit PNRR Marigliano Laboratory
25. Sector Resolution no. 761/2022
26. D.C.C. n. 31/2022
27. The POC Documents for the PNRR can be consulted at the link
<https://servizionline.hypersic.net/cmsmarigliano/portale/trasparenza/trasparenzaamministrativa.aspx?CP=339&IDNODE=>
28. <https://www.territorio.regione.campania.it/urbanistica-blog/legge-regionale-n-5-del-29-aprile-2024>

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All the documents produced during the planning process can be consulted on the institutional website of the Municipality of Marigliano on the page:

<https://servizionline.hypersic.net/cmsmarigliano/portale/trasparenza/trasparenzaamministrativadocs.aspx?R=1&CP=339>

Conflicts of Interest

The author declares no conflict of interest.

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