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Territorial planning and urban gouvernance in Mediterranean areas refered to the problem of the increase of the number of housing, population decrease and loss of identity in the "Streat area", Italy

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Abstract

The coasts areas, in Europe, exsert a large interest and care for what concerns territorial planning and management. Infrastructure and structures for relationships and exchange with people and goods from other countries take prevalently place there, as well as tourism, free time activities and over all urban settlements.

In face, the coasts areas result to be increasing their population over the long term. Especially some areas in Mediterranean Europe, with ecceptional levels of growth are foreseen to reach growth peaks of 75% of the present population by the next ten years. This will mean heavy damages to the carrying capacity of natural environment (which is by itself the motor of development).

The Streat Area (Reggio Calabria and Messina, in the South of Italy), object of the study, presents an inverse tendency and a very peculiar situation with a sensible population decrease and a high increase of the number of housing, legal and mostly illegal on the last two census (1981-1991). In order to search for the reasons of the unusual situation, the social, economical and demographic structure of the area was analysed with particular interest to the housing question. From the analysis it results that a number of urban and territorial politics and measures undertaken by State and Region were the

causes of housing construction illegacy as well as of soil (distruption and) waste over time.

For concluding, alternative organization and management models are drawn for the area in order for them to better adjust to the actual context of the area as it results arbitrarily organized in the present.

1. Introduction

The present paper intend to investigate into the process of urbanization happened in the "Strict Area" whith a point of view which lies between two research trends of considerable relevancy to the present and of grear international importance .

On the one hand there is a process of globalizzaion in act wich requires of everybody to remember one's roots and to affirm them in mural recognition. Consequently this will lead to the conferring of great importance on local identities. On the other hand there is an increasing interest in the sustainability of the development that leads to the re-considgration of some processes. In particular this factor confers great attention to the capacity to set off self-propelling and relational mechanisms (localistic approach) where the historic-cultural context but above all the social one is a resource opportunity.

2. The Mediterranean identity

The Mediterranean, which has always been the heart of civilisation and culture, is chosen as a territorial area to investigate as it is an exellent place of cohesion between permanence and innovation.

The Mediterranean cities appear to be in costant activity (for their significan position) characterised by a continual exchange of ethnic groups and cultures, rapid social chance, traditional change and chance of customs. The existance of communal aspects that unify and homologate the territory (as the generalisation produced by the contemporary outskirts or by the construction practices for urban space) and don't cancel the diversities, the veriety of the situations (including both areas of full post-industrial

civilisations and areas of under development, cities with a high standard of living and areas in bad conditions), the different rates of the development (cities found on the global circuit and others alienated but still a part of the global situation), the substantial presence in history and the traditions.

Along side new homologated “areas” that have no proper identity, there still exist “areas”that give back a territorial identity along whith authenticity and wealth.

In these towns the identity has deep-set roots in the past and it showe itself not so much in the shape of the city but in its feeling of belonging to a “sea” of transitions and to a civilisation yhat has known how to mix different ways of thinking, living, expressing themselves and handing downn ideas.

The nature of this diversity survives and moulds new models of the citiùy but as a way of avoiding falling into marginality, that the image of the past is ruined before the indifference and generalisation of the present, it is necessary to resiscover and strencthen this sense of belonging.

Evaluting and appreciating the continuity of the area and giving it voice.

It is necessary therefore to intervene with criteria of adaptability to the site, with actions that are abundant in the filosophy of great projects, imported from far off realities, favouring politics that are able to account for local reality and the impact with them.

3. The concept of soustainability in Mediterranean areas

From this last point of view, the concept of sustainability is interwoven with theme of identity opening up new perspectives and an opportunity of recoveey to greas until now considered marginal and deprived of value. It is correct to gather in these spaces the peculiarities and the specific characteristics and to trigger off suptems of integrated approaches that start from a global consideration of the territorial sistem without, howerer, forgething to favoure the forces that move towards differentation throigh the local identities as on alternative to the dependence on central and predominant areas

In this sense the demand for agreement plays a strony role and even stronger one for the decisions that concern the use of space, the specific

characteristic of the actual process of urbanization, the crisis concerning the territorys resource in itself and relative to the conflicts in the use of the ground caused by an economy which has not been planned and is not in harmony with the availability of this resource and by the behaviour of private bodis who have been favoured by public policies insufficiencies. These latter have not respected local identities and the values concerning the use of the territory, which have been accepted as a local approach to planning.

These are only some of problems regarding the "Streact Area".

In the near future collective decisions will always be more the product of on agreement between public and private central and local workers. Sustainable development, which must be based on the real resource of the territory, therefore requires on intersectorial approach to planning that marries economic and environmental social aspects with procedures of menagement and an assessment of the impact on sustainability. The examination and the comparison between different development proyects carried out in the Mediterranean area becomes a valid instrument for investigation and a starting point for new experimentation models innovation and entrepreneurship,. It will thus be possible to define the guideliness and the directive that allow the imnteraction between the sustainability process and the concept/value of identity as applied to Mediterranean countries to develop better.

4. The international attention to Local Sustainability and Mediterranean urban identity

The European Union, following its creation after Maastricht has once again turned its attention to an important extent to the mediterranean area. The more encouraging sisnals of this tendency is the Resolution adopted by the EuropeanUnion on the 17/11/1995 concerning the Economic and Commercial relationships between European Union and Mediterranean countries, but above all, the declaration of Barcellona, approved at the and of the Euromediterranean Confernce, on the 28/11/1995. The Declaration of Barcelona can be considered a turning-point in the Euromediterranean

dialogue because the themes discussed where of greater depth and so give weight and a sense of completion to the dialoghe. The dialogue is no longe limited to purely economic, commercial and financial aspects but it puts emphasis on political and ideological problems and on the planning of the territory wich must give prlority to respecting the existing cultural differences between the varios societies. The 1994 Medaride Paper in its Il Principio "City and People" a firms that the future city will have to be inter-racial and will have to provide a satisfactory quality of life for all of its citizens, respecting the differences between the single communities and the cultural identity of the places.

The attention given to the sustainability of the cities on an international level has been testified above all by the Rio Conference on the Enviroment and Development in 1992 and by the following Notebook 21.

The conference in Aalborg in Denmark in 1994, in addition, gave an important warning to European cooperation on joint projcts. On that occasion the Paper "European Cities towards sustainablity" was also stipulated "The Paper of Aalborg" and was signed by 80 municipalities and 250 local and Regional corporate bodies whereby it was agreed that everything possible would be done to developt and to reach an agreement between their local communities concerning a long-term plan of action towards sustainability.

In the following years the Conference in Libon in October 1996 on the Sustainability of the small and Big Cities, first and the United Nation Istabul Concerence in 1996 and the work of the Group of Experts concerning European Union's. Urban development produced respectively the documents "From Paper to Action" the Habitat II paper and the report on sustainable cities all these documents reiterated and spead the concept of the importance of "sustainable planning" for cities and a "local sustainability" wich is connected to the principal identities of the places.

5. Problems of gouvernance in the South of Italy

The reading of the transformations of the urbanistic plant of the major cities of South of Italy demostred the failure of a whole series of operations, urban politics and government provisions.

To build out of the terms imposed by the " legality " has been, for a lot of time, and it is still a diffused phenomenon in Italy that however to the South has become consolidated routine. It is the expression of the ineffectiveness of the institutional urbanism, and a distorted system of conveniences. The illegal building has produced ephemeral individual economies to front of an evident increase of the collective costs in terms of production and management of the nets and the services.

In addition all cities of South of Italy are, today interested by a phenomenon of diminution of resident population.

The to proliferate of an autonomous culture has favored the loss of identity and the historical role of the cities promoting a logic of indiscriminate consumption of the territory and arbitrary organization. The proposal, today, of whatever model of organization and management it has to adapt to a context already structured and organized arbitrarily.

In the last time the gouvernance in territorial context of South of Italy, promoted by the State through the varied legislative provisions, have been, in terms of benefits, the routine of the to cure with an appropriate tax system for owners.The effects of this policy, in all cities are: the destruction of the natural resources, the destruction of the landscape, the destruction of the cultural, historical, social and morphological identity of the places, absence of urban quality.

6. The causes of increase of number of illegal housing

Between the imputable causes of the phenomenon there is:

1) impossibility to get, in contained times, the authorization to be able to build legally[1].

[1] *In the decade 71/81 in the municipality of Reggio Calabria there are around 30.000 vain unauthorized, in the same period the licenses and the building concessions released by the Commune are for 1.300.000 meters cubes. Therefore 70% of the total increase (vain realized 50.000) it is unauthorized.*

2) cause the presence of urbanistic tools that had a scarce ability of control of the transformations of the territory, the processes of building expansion (also legally) happen of predestined mechanisms out or programmed .[2]

3) lack of urbanistic tools for the building,

4) the considerable saving that is realized building illegally because is not necessary to pay planners, neither concessions to the Commune, neither work of urbanization and often, if works personally, not even the manpower,

5) fiscal burden[3] non existent,

6) immobilize of capital extremely contained,

7) not to owe to retrieve the area because it is a form of family builds on territory of property

8) not to owe to resort to the credit to finance because it is a built work in very long times, for following phases when property financial availabilities there are.

9) the costs of construction of the building unauthorized has been calculated to be, according to the cases since 25 at 60 % to have saved in comparison to the cost of the legal house building (Fera, Ginatempo, 1985)

10) the quality of the realized buildings illegally it doesn't have anything from to envy to those realized by the enterprises in the legal market.

11) the illegal building has represented, often in some zones a real building speculation managed from the "ndrangheta" or from the "mafia".

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[2] *"You history of the P.R.G. of Reggio Cal., Fera says (1983) it is exemplary: adopted in 70, approved in 1975, subsequently impoverished in 1984 because declared void from the Suggestion of State" following numerous recourses introduced by privacies riapprovato it comes definitely with changes in 1985. The only existing detailed plan is that of the district Bars (impoverished in how much anticipated in the P.R.G.approvato in 75 and not in that riapprovato dell'85) Between the plain attuativis that has been realized only for the economic and popular housebuilding and it doesn't exist any other form of approved urbanistic instrumentation. The Program exists neither Pluriennale of Realization nor other forms of planning of the interventions. Only the commune is thinking lately about entrusting the charge for the editing of the new P.R.G.della city. Also in the city of Messina, from little time, the jobs have been completed for the editing of the new P.R.G..*

[3] *that according to a respect of the reeds they generally engrave for 35% on the cost of the construction*

12) the illegal building has very often been dictated by the need to build conditions of life more dignified in front of the absenteeism of the Institutions[4].

7. Problems of gouvernance in the Streat areas which depended from urban expansion caused by illegal building

The Streat Area is composed by Reggio Calabria and Messina: two urban systems of average dimension in which the failure of a whole series of operations, urban politics and government provisions are well visible been the conclusive cause of the building abusiveness.

Expansion of both this two cities has followed different directions but not those preview by urbanistic plans.

The Streat Area (Reggio Calabria and Messina, in the South of Italy), object of the study, exsert a large interest and care for what concerns territorial planning and management. The Streat Area presents an inverse tendency and a very peculiar situation with a sensible population decrease and a high increase of the number of housing, legal and mostly illegal on the last two census (1981-1991). In order to search for the reasons of the unusual situation, the social, economical and demographic structure of the area was analysed with particular interest to the housing question. From the analysis it results that a number of urban and territorial politics and measures undertaken by State and Region were the causes of housing construction illegacy as well as of soil (distruption and) waste over time. The actual context of the area as it results arbitrarily organized in the present.

The Streat area is located in South of Italy on the coast of Calabria and Sicily Regions. In Calabria and in Sicily is verified a development very sustained of the housing patrimony. Both the regions are classified to the first place, between the Italian regions, relatively to the strong increase of

[4] *In effects, particularly in the last years, is verified a redistribution of the income in favor of South of Italy, very diffused on the territory, especially in the behind peripheral areas that have reacted improving, the housing condition.*

the number of lodgings and rooms. From the examination of the data of the census Istat 1981 and 1991: to a substantial stability of the resident population from 1971 at 91 corresponds a middle increase of the number of residences and 60 rooms% (between 71 and l'81) and of 70% (between 81 and 91) that it reaches in some situations extremely elevated up to 300%.

In the province of Reggio Calabria, in the decade 1971/81 have a 32,1 % increase of residences and, in the decade 1981/91, of 15,1%. For how much it concerns the number of the rooms it is passed by 557.980 at 71, to 842.669 all'81, up to 1.068.264 of 91.

Gives analogous they are also recorded for Sicily. In the province in Messina, in fact, on a resident population of 669.323 inhabitants at 81, and of 646.871 at 91 , there are 224.007 occuped residences and 99.570 are counted don't occupy.

The forms of urban growth driven not by an urbanistic planning, but on the contrary from the private affairs, they are manifold in the municipalities of Calabria and Sicily.

The varied town administrations have very often assisted, passively, to the explosion of the illegal building without making recourse to the tools to them disposition to embank it, in the conviction that such way to operate could be rewarded with a great electoral consent. Either in Calabria that in Sicily a regional urbanistic law has never existed for political ineffectiveness in the building sector. The times for the approval of the plans are still very long, without counting that only little communes are already gifted of a P.R.G. (on 409 communes in Calabria, only 36 have a PRG in vigor). Several laws (national law n.47 dell'85 and art.39 of the 95 financial Berlusconi) have legitimated, definitely, the " deregulation ". According to the ISTAT the variation 71/81 of the building patrimony are calculated in the 224.449 residences equal to 974.858 (+52%) rooms. Excluding the demolitions, can be spoken practically, of around 45.000 legal residences against almost the triple one (142.000) realized illegally; and, in terms of rooms, we speak of around 800.000 unauthorized rooms. In other words, in the decade 71/81, the unauthorized rooms have been around l'80% of the whole building production. The variation 81/91, are instead of 267.569 residences equal to 1.068.264 rooms. According to a study of the

CRESME in the decade 1971/81 are recorded a percentage of unauthorized housebuilding equal to 91,5% (only a house every 10 would have been built legally). The legalized house building, very often, has entirely formal characteristics and urbanisms similar to that unauthorized.

To all this it corresponds, obviously, a low quality of the urban life, a strong degrade of housing patrimony, grown to excess and often used not. In prevalence the unauthorized housebuilding is constituted from villas with one or two lodgings for plain, for a maximum of five plans out earth. Plain earth is almost always used to commercial purpose while the last floors are being almost always incomplete (left to rustic). The structure of the unauthorized agglomeration is almost always each other fully grown for following aggregations; for example around to a principal road axle, center of services and public equipments. Abuses have often located in agglomerations to one self stale, distant from the urban center, spread inside the legal urbanistic structure, they consist in modifications of existing buildings, and, frequently consist in modifications of destinations of use of these, that bring the contortion of the zoning foreseen by the norms of the plan in vigor. The different motivations that have produced illegal building in Calabria and Sicily have resulted relatively in different typologies of areas and communes to the phenomenon in matter. Particularly can be distinguished:

1)aree peripheral in proximity of big urban centers where are verified migratory trials;

2)gravitation centers of work force of the areas of industrialization recent;

3)coastal centers of small dimensions interested by phenomenons of residential tourist development;

4)small centers inside traditional poles of emigration.

All and four these typologies are found again in the communes of the province of Reggio Calabria and Messina (Fera 1982).

8. The Reasons of presence of illegal building patrimony in the Streat area

This unauthorized building patrimony has consolidated and now it represents a real datum with which any politics of the territory has to compare. (Albamonte A. ,1985)

The actual urbanistic order of the cities of Reggio Calabria and Messina, depend on a series of partner-economic transformations suffered in the time.

The building production not have been to grow, parallelly of the population increase; really is never verified because for to determine the urbanization of the cities have been different factors (as the demand of lodgings after the earthquake which has determined the 90% destruction of the buildings). From the postwar period to our days the two cities almost suffer a total process of tertiority derived from the crisis of the countries and from the new national political formulation.

The economic breakup of the rural areas provokes, therefore, the formation of a new class and in the two urban centers a market of the marginal job based on the housebuilding is born: there is not the need to make front to a real social necessity but a speculative operation determined by the birth of this new sector of investment.

Another phenomenon that is born beginning from the second half the years 70, when, for a series of motives, the government politics is addressed to satisfy a type of private request that has a preference for the most profitable sectors what seconds houses, houses of luxury, offices and tertiary activity. Therefore the costs of construction and the prices of the lodgings grow up to incompatible levels with the incomes of the families of some social classes; the production of economic and popular housebuilding, in these years, it is, besides, very small and the public house building doesn't succeed in satisfying the request of lodgings to low prezzo,in addition whith disappears, following some laws what the "equitable canon", the market of rent, for which the possibilities of choice of the families are reduced notably.

In this picture the illegal building is born and is developed in the cities of Reggio Calabria and Messina beginning from the years 50, but in particularly in the years 60/70. It is not only extended in conformity to the linear urbanistic development of the two cities, as in nearness to the

preexisting nucleuses, but also along the runs, in the most inside and precarious areas,etc.

In Reggio Calabria city are 24 417 604 mc. of illegal building and in Messina city are 7 793 968 mc. of illegal building.

9. Conclusive considerations

In these two cities the illegal building exploded macroscopically after the years of the economic boom, has suffered a slow process of transformation since then; in fact has passed from a rural phenomenon to the management of the fund of ownership (whith houses for one family) to a urban phenomenon to the development of the cities and the breaches of the political house building and urbanism. The wish to realize forms of investment and the to modify relishs have substitued architectural practice based to forms of rural typologies and prefered to urban typologies (building) have involved the realization of interventions of great dimensions for which the illegal building has overcome the circle of the hold family necessity and has risen small and big forms of building speculation.

Today the building stock seems to have come to a point of glut. The houses censussed by the Istat at 1991 are 66 522, and result to a house every 2,8 resident for Reggio Calabria, and 93.626 peers to a house every 2,4 resident for Messina. The production building of Reggio Calabria e Messina cities has returned to absolve to her primary function, or rather to offer houses for people. The 84% of the new apartments built in the last decade are occupied from families.

The new constructions result predominantly destine to increase the popular building patrimony, or the segment of the housing question, with the greatest incidence of the self building on the total volumes. The house building is not prevailing activity as in the past years. Few local enterprises are devoted, by now, to such activity; the richest market has become this concerned public work, of the public contracts that involve a risk of enterprise almost void.

10. A new governance for the restauration of building patrimony and recupered identity of Streat Area

Nevertheless, the big urban growth determined by the illegal building has involved a big loss of urban quality. There is, therefore the immediate necessity to intervene on the existing patrimony that, despite the recent epoch of construction, introduces a strong degrade generalized because the lak of structures and common spaces, infrastructures, urban fittings and quartiers fittings, collective services, green, etc..

The problem becomes, that of as to transform, to use and, to qualify what already exists.

Would need, therefore, to formulate, for the two cities, a plan of urban retraining able to establish some relationships between the existing, the shattering of the urban and territorial structure, the environment and his resources. Would need, besides, to embank illegal building definitely with managerial politics and of government new, transforming the self promotion of house building from single in partnership, promoting initiatives of share for the management of the unauthorized districts already built in the two cities. Organizing one contemplated and capillary activity of formation directed to teach that both the cities possess one theirs it specifies historical culture of him to live that it countersigns them in univocal way and it contributes to confer him an own irripetibile identity that must be recovered and defaced not (as you/he/she has been done, to esempio,con the abusiveness using more economic building typologies but entirely extraneous to this culture).

Therefore the principals actions must are oriented to restauration of local identity. In particular for the Streat area the lines of strategic action are:

Restauration of the symbols of the cities

Exploitation of the strategic public spaces for location and function

Restauration of the old city

Regeneration of the peripheral areas

Regeneration of the urban coast areas

Exploitation of the archaeological areas

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