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Riflessioni e ipotesi di ri/territorializzazione ecologica

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Lo scritto evidenzia come i piccoli e piccolissimi centri, pari al 69,9% dei Comuni italiani, il tessuto connettivo del “Paese delle 100 Campanili” costruito in millenni, soffrono processi di abbandono. Politiche dissenate di tagli nei collegamenti assieme a quelle di privatizzazione e liberalizzazione sono tra le principali responsabili del venir meno dei caposaldi storici del territorio. Mentre i poli principali stanno giovandosi di alta velocità e finanziamenti speciali con Agenda Urbana UE. Per ribaltare tale situazione, avendo come riferimento la Carta del paesaggio, da anni si sta proponendo un approccio ecologico integrato basato sulle indicazioni della Carta di Lipsia che richiede strategie integrate di pianificazione tra aree rurali e urbane, piccole, medie, grandi, e metropolitane. Si prende in esame la Strategia Nazionale per le aree interne, lanciata nel 2013, per valutare la qualità della vita dei cittadini di tali territori (LUCATELLI 2016) e vengono considerate le misure della legge a sostegno dei Comuni sotto i 5000 abitanti emanata nel 2017. Essi sono un’opportunità nel modificare la logica insediativa formatasi in oltre 300 anni basata sul paradigma industrialista che sempre più sta mostrando l’insostenibilità ambientale e sociale (MEADOWS 1972). Qui si ripone al centro il cum-cives, cioè il cittadino, che con gli altri condivide la civitas (CACCIARI 1991) per costruire Comunità inclusive e sostenibili materialmente e socialmente, obiettivo di Smart City.

ONE NEEDS A TOWN

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Reflections and Hypotheses of Ecological Re-territorialization

Stefano Aragona

The paper highlights how the small and very small centres, equal to 69.9% of the Italian Municipalities, the connective tissue of the “Country of the 100 Bell Towers” built over millennia, suffer abandonment processes. Insane policies of cuts along with privatization and liberalization are among the main culprits in the disappearance of the historical landmarks of the territory. While the main poles are enjoying high speed and special funding with the EU Urban Agenda. To reverse this situation, having as a reference the *Landscape Charter*, for years an integrated ecological approach has been proposed¹ based on the indications of the *Leipzig Charter* which calls for integrated strategies for bread-making between rural and urban, small, medium, large and metropolitan areas. It is examined the *National Strategy for Inner Areas*, launched in 2013, to assess the quality of life of the citizens of these areas² and the law, issued in 2017, in support of the Municipalities under the 5000 inhabitants is considered. They are an opportunity to modify the settlement logic that developed over more than 300 years based on the industrialist paradigm that is increasingly showing environmental and social unsustainability³. Then, at the centre is placed the *cum-cives*, that is the citizen, who shares the

1. ARAGONA 2010.

2. LUCATELLI 2016.

3. MEADOWS 1972.

*civitas*⁴ with the others to materially and socially build inclusive and sustainable communities, which is the goal of *Smart City*.

Which territory do We think for Italy?

The theme is of great importance for Italy, a melting pot of cultures and history that has stratified over the millennia. Here, much more than in other areas of the world, the succession of different populations, and the continuous transformation linked to the different powers that have been present, have resulted in a very rich and varied landscape, stratified and widespread⁵. Landscape that is built in the continuous relationship between nature and human action. That is to say processes of anthropization that, in a manner consistent or not with the geomorphological characteristics of the territory, have drawn settlement morphologies that include almost 70% of the 7915 Italian Municipalities⁶. The *European Landscape Convention*, drawn up following the Florence meeting in 2000, expresses precisely this concept. It is significant that the document was signed in a city that is among the most emblematic in this regard. The geographical position of Italy, at the center of the Mediterranean and a sort of great “pier” with the African continent, and also close to the greater seafront of Eastern Europe, has meant that the Italian landscape was a melting pot of populations, languages, cultures and ways of representing and constructing space.

The continuity that slowly took place over more than 11 centuries disappeared in 476. Thus, in an increasing way, the territory has seen its links fade away and disappear, at least apparently, meanings linked to that long period which had never forgotten the cultures that had preceded it⁷.

4. CACCIARI 1991.

5. EMILIANI 2014.

6. Note that from 1946 to 2000 there were only 5 mergers between municipalities. After the 2000, when a law called for unification and did not allow the formation of new municipalities if less than 10,000 inhabitants, they were eighty. In April 2017 the Municipalities had fallen to 7982 from the little more than 8000 after the war (*Quanti sono i comuni italiani? Una domanda utile per sapere qualcosa in più sull'Italia*, <https://www.tpi.it/2017/04/27/quant-sono-i-comuni-italiani/#>, accessed March 5th 2019). As assessed in February 2019 data (7915 municipalities), the negative trend has been continued (*Variazioni amministrative Comuni, Province e Regioni*, <https://www.tuttitalia.it/variazioni-amministrative/>, accessed January 5th 2019). The Municipalities under 5000 inhabitants are 5,591, 69.9% of the total; they occupy 54% of the national territory, with 11 million people (DECARO 2017).

7. Among the main ones, Etruscan and Greek.

The conquerors that come brought their traditions and spatial forms, and because of the multiplicity of political subjects that were going to be affirmed, with the age of the Municipalities and therefore of the Lords, the numerous and different local specificities are formed. All this until the unification of Italy when there was a first sensible push towards the abandonment of the centres of the South, especially the smaller and less central ones, as well as the more difficult areas for geomorphological reasons of other parts of the nation – many for example in Veneto – to move to larger urban areas where industrial towns were forming. However, despite this dynamic, the need to have connections and services for basic activities and, increasingly, a railway station was not ever denied.

The presence of natural resources indispensable to life was one of the cornerstones of localization criteria⁸. So being close to rivers or lakes was a strong guarantee of having water availability. Having areas available for agricultural crops was another significant element, so important that the French geographer Raffenstein considers it one of the “territorial Invariants”⁹ (fig. 1), next to the “nodes” and the “networks”, of the various types of civilizations. Often the villages rose next to settlements created to use water energy for grinding purposes (fig. 2). This meant the need for roads and routes, which allowed accessibility.

After the Second World War, the process of abandoning the existing city grew significantly and attention was paid to industrialization and residential expansion, whether legal or not. In this philosophy, the territory has been a “base” on which to build factories and settlements: the Italian urban planning law of 1942 is the normative formalization of this logic of industrial and residential growth. It was only in 1960, with the foundation of the ANCSA (National Association of Historic and Artistic Centers), and the publication of the Charter of Gubbio, which began a systemic vision of the testimonies of the past. However, it will take almost 30 years before having a first regulatory intervention dedicated to the recovery of the existing historical heritage¹⁰. Furthermore, only at the end of the 1990s the idea of defining integrated projects for the territory arose. Finally, in 2000 protection of landscape have been introduced with the European Landscape Convention: outcome of the dynamic relationship between nature and human action. In 2007, in the *Leipzig Charter* the EU

8. Of course the reasons for defence were however and always basic in the settlement choices.

9. RAFFENSTIN 1987.

10. Title IV, law 5 August 5th 1978, n. 457. Norme per l'edilizia residenziale, Titolo IV Norme generali per il recupero del patrimonio edilizio e urbanistico esistente.



Figure 1. Fiuggi (Roma), Historical city centre (photo S. Aragona, 2010).

highlights the need for integrated strategies and policies between rural and urban, small, medium, large, and metropolitan areas.

However, the so-called «cut off of the dry branches of the railways»¹¹ of 1992 initiated the growing isolation of the inner, minor areas. This choice was criticized since 1993 as a choice driven only by

11. ARAGONA 1993, p. 1211.










Invariants territoriaux Grands types de civilisation	Mailles	Noeuds	Réseaux
Civilisations traditionnelles			
Civilisations traditionalistes et rationalistes			
Civilisations rationnelles			

Figure 2. Territorial Invariants (from RAFFENSTIN 1987, p. 15).

financial reasons with heavy relapses on territorial assets¹², which would have manifested itself over the years. Choice that since 1999, with the creation of the “European Corridors” provided for in the European Connection Structure (SDEC) has focused attention on some urban poles of the European continent, thus disadvantaging all others. In any case disadvantaging the smaller, internal and non-internal areas, since the creation of fast connections has not been combined with an adequate expansion of Local Public Transport, thus “approaching” those who are far away and “making more far” those closer.

In an increasingly dark framework of privatization and liberalization that is depriving the small and very small centers of the historic landmarks from railway stations to pharmacies, barracks, even bank ATMs. This framework is even more aggravated by the European strategies that aim, with Agenda Urbana, to have some, few, urban poles where to create, potential and alleged, conditions

12. The title of the paper was very significant in this sense: *Communication infrastructures, urban transformations and planning: options for territorial models or microeconomics choices*, ARAGONA 1993.

of competitiveness to confront globalization. This involves funding and special attention for these poles and rising competitive disadvantages for the other settlements. Thus giving strength to the predictions that give the urbanization of 80% of the world population: but this is a self-fulfilling “prophecy”. Obviously the abandonment of the inner areas means that if the ordinary maintenance of the territory is lacking the natural risks grow enormously both locally, and downstream and the push towards further urbanization means inevitable increase of congestion and pollution associated with the fall in the quality of services¹³.

Strategies for Planning and Implementation of Choices

The inner areas are about three fifths of the national territory, and are extremely diversified between them and within them. Despite these diversities, they have similar characteristics such as, great natural riches, polycentrism, distance from large urban agglomerations and service centers, potential for development combining innovation with tradition. For their relaunch and enhancement it is necessary that the Municipalities, mostly small or very small, overcome their limits, looking beyond their own borders and working on forms of associated management of the services offered to citizenship, starting from health services, education, mobility, protection and enhancement of the territory.

The National Strategy for Inner Areas (SNAI), launched in 2013 – on the initiative of the then Minister of Territorial Cohesion Fabrizio Barca – aims to contribute to the process of reorganization of public services in the territory of the Internal Areas, guaranteeing the identification of effective management models and consistent with the needs of the territories. The project aims to support the Internal Areas Technical Committee and, through this, the local bodies involved in the process of creating and/or consolidating integrated forms of government and local municipal public services in the identified 72 internal areas, taking into account urban polarities (fig. 3). The activities focus on: definition of the support, verification and evaluation methods of the associative and accompanying processes for the decision-making processes for the start-up or development of the process of aggregation of functions and services, sharing and dissemination of documents, activities and solutions. The results of the project can also be used for other local authorities that are not directly involved in the national strategy for inner areas and for other administrations that will have

13. This is despite the many speeches on sustainability made everywhere.



Figure 3. Loro Ciuffenna, Tuscany, medieval village with the oldest water mill (photo i Rintronauti, 2018).

to implement associated service management interventions. To support these actions there is the 2016-2022 National Operative Programme (PON), Beneficiary Department of the Public Function, there are 4,400,000 euros¹⁴.

At 10/2018, two actions are underway¹⁵. Action 1 is dedicated to the structuring and updating of the database monitoring system. This is useful for: expanding the information base, the analysis of the territorial-administrative context on a municipal basis, the general verification of all 72 areas, and the precise detection of 66 of them and the realization of 19 on-site meetings for the verification

14. Agenzia per la coesione territoriale, Dipartimento Funzione pubblica, *Progetti*, 2019, <http://www.ot11ot2.it/dfp-organismo-intermedio/progetti/aree-interne> (accessed March 6th 2019).

15. Agenzia per la Coesione Territoriale, Dipartimento funzione pubblica, *Aree Interne. Nuovi Assetti Istituzionali e sistema intercomunale. Strategia Nazionale per le Aree Interne*, 2019, <http://www.funzionepubblica.gov.it/progetti-approvati#StratNaz> (accessed March 7th 2019).

of the associative process. Action 2 has the purpose to assess the associative requirement of 30 inner project areas, the accompanying activity to 50 internal areas for the construction of the associative path through the realization of about 150 days, the organization and realization of internal areas seminars. Events already held: The added value of associations (1.12.2016); The Mergers of Municipalities (06.21.2017); Associations and strategy of economic and social development. Work seminar on the short and long-term association choices of the municipalities in the area (12.04.2018); Sicilian Internal Areas (11.07.2018); Processes for the merger of the municipalities (04.09.2018); SNAI Coworking Laboratory: interactive laboratory for interinstitutional cooperation in the Inner Low Pesaro area - Ancona (19-20.04.2018); National Forum Internal Areas 2017 (29-30.05 Aliano) and 2018 (17-18.05 Acceglio)

All this with the involvement of the FORMEZ starting from May 2016¹⁶. The specific objectives consist in defining the level of association to calibrate the support interventions and to monitor the progress of the integrated management processes between municipalities. The expected result is the classification of the areas based on the level of associationism in place. The project is divided into two lines of action starting on 25th May 2016 and ending on 30th June 2022. Recipients are the Municipality, Region, central and peripheral Public Administration¹⁷. As part of the dissemination and communication activities, the thematic site was structured¹⁸ and implemented for a constant update on the topics of interest of the project and the activities carried out¹⁹.

In the two-year period 2016-2018, the Department for Public Administration has allocated 1,500,000.00 euros for the evaluation of association processes and the actions to support their implementation, the monitoring of inter-municipal aggregation processes in internal areas, and the

16. FORMEZ - Center, founded in 1965 for the extraordinary interventions for Southern Italy, then transformed in producer of services, assistance, studies and training for the modernization of Public Administration; *Focus per La Strategia Nazionale per le Aree Interne e i suoi assetti istituzionali*, <http://focus.formez.it/content/strategia-nazionale-aree-interne-e-nuovi-assetti-istituzionali> (accessed March 5th 2019).

17. Project Manager: C. Fusco; Tags: internal areas, SNAI, structural funds 2014-2020, territorial governance, associationism, union of municipalities, Delrio Law; Client: Department of Public Administration.

18. *Territori in rete per La Strategia Nazionale per le Aree Interne e i suoi assetti istituzionali*, <http://territori.formez.it/> (accessed March 6th 2019). identified théline:re bisogna iscriversidalla bibliografia ed eventualmente messo in nota, dove attualmente manca)are)

19. Agenzia per la coesione territoriale, Dipartimento funzione pubblica, *La Strategia Nazionale per le Aree Interne e i suoi assetti istituzionali*, 2019, <http://www.pongovernance1420.gov.it/it/progetto/la-strategia-nazionale-per-le-aree-interne-e-i-nuovi-assetti-istituzionali/> (accessed March 5th 2019).

identification of the best association practices, promoting the strengthening of the administrative capacities of local governance as a whole.

All this in a coordinated way with the PON *Governance and institutional capacity 2014-2020* dedicated to the competitiveness of the territory.

The law n.158/2017 – *Measures for the support and enhancement of small towns, as well as provisions for the redevelopment and recovery of the historic centers of the same municipalities*²⁰ – is not a point of arrival, but of departure. Even if the 150 million of financial endowments are very few, however, as Tino Iannuzzi, one of the speakers in the Chamber of it, notes at the end of March 2019

«are [...] urgent and fundamental [actions for...] the use of the funds already available (a total of 100 million euros provided for in Law 158 and another 10 million euros per year added with the Budget Law for 2018 [...] continuing the commitment that I have been pursuing for years with Ermete Realacci, I shared with (the honorable) Enrico Borghi, (another Relator of the Law), the need for a Question to the President of the Council, to the Ministers of the Interior, for Cultural Heritage, Infrastructures and for the Public Administration [...] where it is requested] the adoption of the decrees to which Law 158 refers, for its [...] implementation [...] the decree to define the list of the most disadvantaged municipalities that can benefit from the funding, based on the established criteria (economic backwardness; depopulation; old age index of the population; lack of essential services; areas affected by hydrogeological instability) or included in national or regional parks); (recalling that) the Minister for Cultural Heritage is in charge of promoting the creation of tourist-cultural and enogastronomic circuits and itineraries connected to the historical railway network (and to) Minister of Administrative Simplification [...] identifying specific initiatives of technological innovation and e-government programs. Furthermore, the Law allows Small Municipalities to benefit from the measures envisaged by CIPE resolution no. 65/201 [...] for access to broadband and ultra-broadband, to the Internet²¹. At the same time, a tight activity is required for the preservation and strengthening of essential public services. The law has established the general principle of the protection and maintenance of fundamental services, whose concrete application requires a strong action of the public institutions: for postal services, the school network, health facilities, and the law enforcement agencies. In Anas and Ferrovie dello Stato it is up to grant the Small Municipalities houses for roadmen and abandoned and disabled railway stations to allocate them to protections of civil heritage, to places of promotion of typical local products. The agri-food products coming from short chain or “zero” kilometers must also be valued [...]

20. A. DE CARO, *Primo firmatario Ermete Realacci Ddl sui piccoli comuni: sì bipartisan dal Senato, ora è legge*, 28 settembre 2017, <http://www.rainews.it/dl/rainews/articoli/legge-piccoli-comuni-si-bipartisan-senato-dc49320b-f636-44ba-abe6-e799152b1abc.html> (accessed March 27th 2018). Outcome of a long battle carried out mainly by Ermete Realacci, currently honorary president of Legambiente, and Vittorio Emiliani, a journalist known for his many battles for the defence and protection of the environment and the historical and artistic heritage, one of the Park’s “fathers” Archaeological Museum of Appia Antica in Rome, and newspapers including «Il Corriere della Sera».

21. «I am very pleased with the announcement made yesterday by the European Commissioner Corina Cretu, who coordinates regional policies, regarding the allocation of 573 million euros of European funds for the development of the ultra-wideband plan» says (2019) Marco Bussone, President of the National Union of Communities Montani institutions (UNCCEM) after the meeting organized also with the European deputy Mercedes Bresso, President of Piemonte Region between 2005 and 2010.

the binding principle of Law 158: Small Municipalities, in the allocation of financial resources and in the organization of public services, are entitled to receive differentiated treatment, which goes well beyond the number of inhabitants, in order to ensure and promote their life and their activity. Only in this way can the mission that indicates the Law be realized: translating the sense of community so strong in these municipalities, the value of identity and love for roots in a large investment that combines cultural and historical traditions and technological innovation; handicrafts, typical productions and excellent agriculture; landscape and environmental beauties, liveability in ancient villages and ability to intercept new segments of tourist demand»²².

They are a great, potential, territorial “reserve” that must be defended and protected to face the growing threats deriving both from the climatological transformations underway and from the concentration of tens of millions of inhabitants in a few concentrated and increasingly unlivable places. The greenhouse effect and the associated climate change is already the cause of the abandonment of many islands in Poinesia and in areas of New Zealand due to the rise of the sea. Several studies show a similar risk for the area of Manhattan, New York, Singapore and Paris, which has seen the Seine flood several times. So many hundreds of millions of people will be forced to find new areas to live. While the increasingly strong push that economic, often transnational, interests have been giving for decades to the expansion of some urban poles means that these become increasingly congested and unlivable. This will push an increasing number of individuals to look for places where they can have an acceptable quality of life: on the other hand, it should be noted that for years it has been found to be high in small towns such as Todi (PG)²³ and that in any case in the rankings carried out on a world scale at the top is Vienna which counts approx only 2 million residents²⁴.

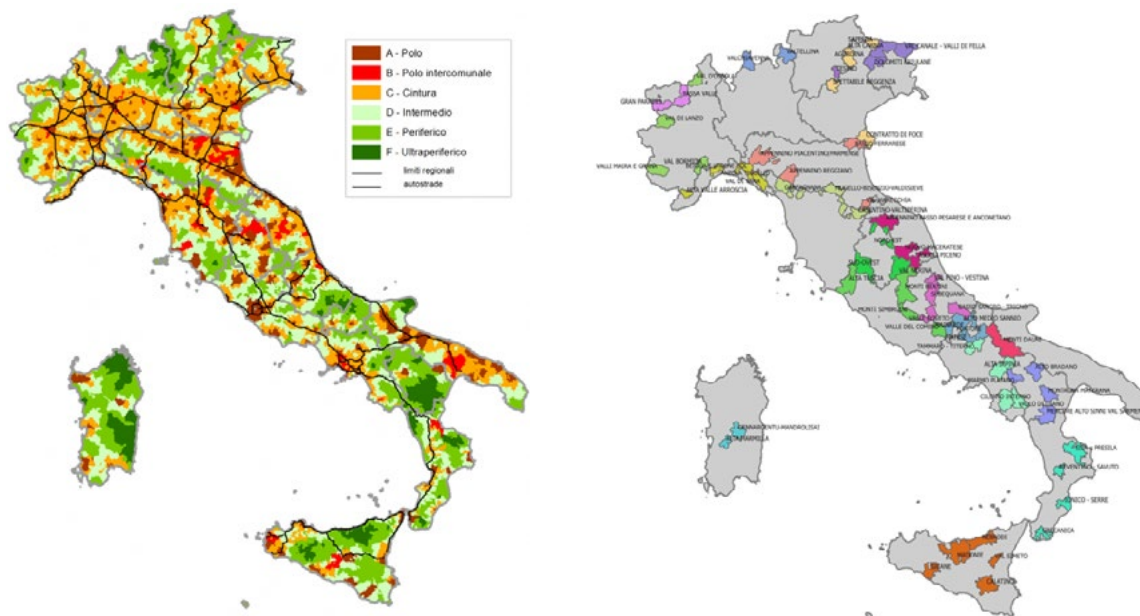
Alongside the political strategies, the rules and funding, in these territories there have long been initiatives of “autopoiesis”, self-organization²⁵, a sort of “place based” approach proposed by

22. *Press release, Legge sui piccoli comuni, Iannuzzi sollecita attuazione. Appello al Governo*, <https://www.infocilento.it/2019/03/29/legge-sui-piccoli-comuni-iannuzzi-sollecita-attuazione/> (accessed March 27th 2019) (English translation by the author).

23. In 1990 a research by Kentucky University, taken up by the New York Times, defined Todi, ca. 16,000 inhabitants, *The most liveable city in the world*, in 2010 the Municipality organized the Convention *From liveability to sustainability, an ideal city 20 years later*.

24. *Quality of Living City Rankings*, <https://mobilityexchange.mercer.com/Insights/quality-of-living-rankings> (accessed September 5th 2018).

25. MATORANA, VARELA 1987.



Figures 4a-b. Polarity and Internal Areas of the *National Strategy of Internal Areas* (from Agency for Territorial Cohesion, 2013, <http://www.pongovernance1420.gov.it/progetto/la-strategia-nazionale-per-le-aree-interne-e-i-nuovi-assetti-istituzionali/> (accessed March 5th 2019).

Barca since 2009²⁶. This is the case of the Ecomuseum of the ironworks and foundries of Calabria, archaeological, monumental, environmental park of the communities and of the testimonies of the first Southern industrialization in the areas of Mongiana (VV), Bivongi (RC), Pazzano (RC) and Stilo²⁷ (RC) in the Valley of the Stilaro²⁸ (figs. 4a-b,5-6).

26. F. BARCA, *Un'agenda per la riforma della politica di coesione. Una politica di sviluppo rivolta ai luoghi per rispondere alle sfide e alle aspettative dell'Unione Europea. Rapporto indipendente (2009) per D. Hübner, Commissario europeo alla politica regionale*, 2010, https://europa.eu/european-union/index_it (accessed September 5th 2018).

27. Respectively with 712, 1343, 529 and 2542 residents.

28. F. DANILÒ, *Ecomuseo delle ferriere e fonderie di Calabria, Parco archeologico, monumentale, ambientale delle comunità e delle testimonianze della prima industrializzazione Meridionale*, <http://web.tiscali.it/ecomuseocalabria/> (accessed March 5th 2019).



Figure 7. Acri (Cosenza), Museum of Contemporary Art, http://www.museomaca.it/index.php?option=com_content&view=article&id=29&Itemid=128&lang=it (accessed March 1st 2019).

Another example is the Museum of Contemporary Art, MACA, in Acri²⁹ (CS), an original enhancement of glass processing, exhibitions and initiatives with reuse of the eighteenth-century Palazzo Sanseverino-Falcone (fig. 7). The MuSaBa - Parco Museo Laboratorio Santa Barbara is one of the oldest experience (fig. 8). It has been created in 1986 by the Spatari/Maas Foundation, a non-profit moral institution. This is a creative and intellectual foundation, an integration of art, science, architecture, environment, archeology, biological agriculture and relevant research to the artistic and cultural heritage of the Mediterraneo in the heart of Calabria, in the extreme south of Italy, the province of Reggio Calabria. Located in the Torbido Valley south-east of the town of Mammola (RC), 2746 inhabitants, it is 10 kilometers from the Ionian Sea, and has been created by the artists Nik Spatari and Hiske Maas since 1969. The heart of MuSaBa is the museum-laboratory located in a multi-faceted building obtained from the remains of the ancient monastic “grangia”, the ancient complex (the first church was built between 300 and 450, rebuilt in the following centuries, the last architectural restructuring dates back to 1300 by the Carthusian monks) with necropolis dating back to the 11th-7th century BC and a protohistoric settlement that overlaps between the 5th and 4th century BC³⁰.

29. City that has about 20.000 inhabitants, therefore bigger than the centres considered, but it is internal and difficult to access.

30. *Parco Museo Santa Barbara*, <http://www.mondodelgusto.it/territori/4376/parco-museo-santa-barbara> (accessed March 9th 2019).

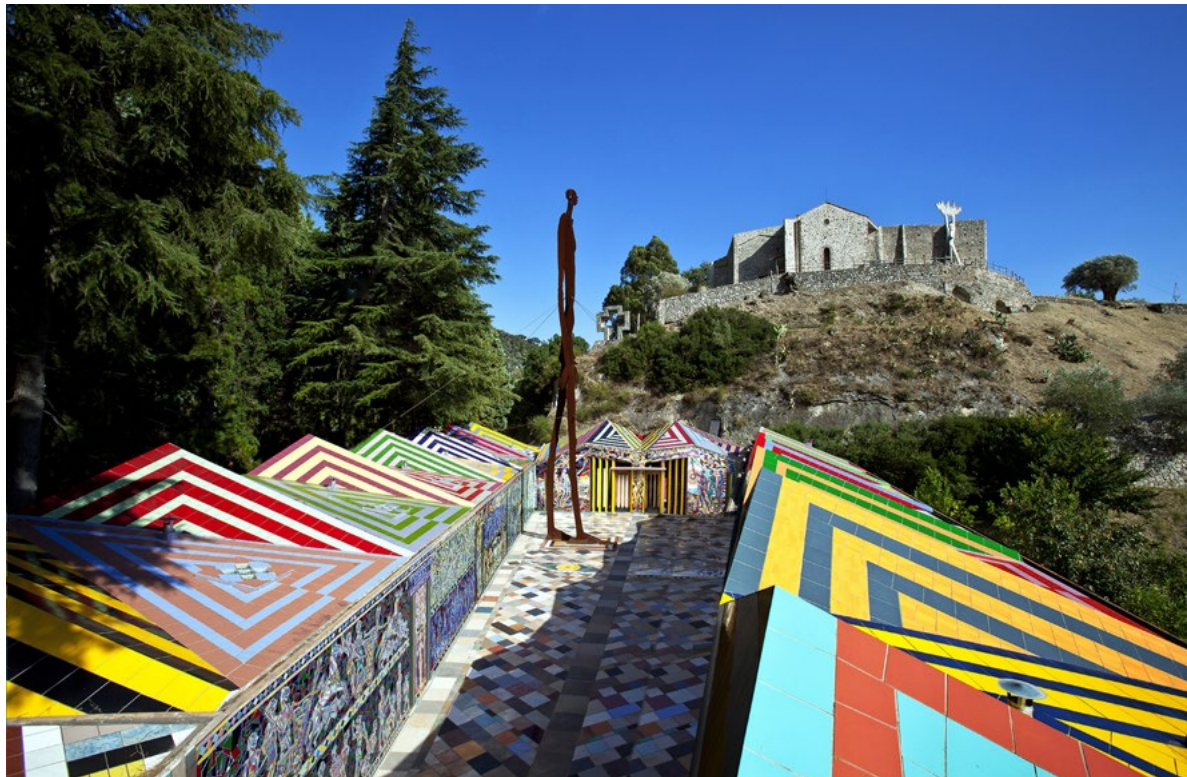


Figure 8. Mammola (Reggio Calabria), MuSaBa, <http://www.museomaca.it/> (accessed March 1st 2019).



Figures 9-11. Riace (Reggio Calabria), from left, entrance to the historic centre; the donkey stables for waste collection and Passage towards the valley (photo S. Aragona, 2018).

The example of Riace (RC) is also magnificent with the recovery and revitalization of the historic centre thanks to an intelligent local immigration management strategy established in 2006 thanks to the cooperation between the *La Città del Sole* (City of the Sun) Community³¹, Monsignor Giancarlo Maria Bregantini, then Bishop of Locri-Riace, and Riacese emigrants abroad, owners of the buildings unable to keep them. As Sonia Montella wrote in 2017, the country, after having seen its population halved in just a few years, rising to only 2309 residents, was reborn (figs. 9-11). Currently, due to questionable options of various kinds, political and judicial, this “laboratory” is in crisis and the activities are closing³².

31. Tommaso Campanella, author of the homonymous text, came from Stilo (RC).

32. S. MONTELLA, *Riace si scopre multietnica e piace ai turisti*, https://www.agi.it/cronaca/riace_immigrati_sindaco_lucano_bronzi-1739872/news/2017-05-04 (accessed September 27th 2017); C. BELLOMI, *Riace, il paese sospeso che rischia di fallire*, <http://www.famigliacristiana.it/articolo/riace-il-modello-sospeso-che-rischia-di-fallire.aspx> (accessed December 9th 2018).

The Society of Territorialists³³, among the many who adhered to the Network of the 100 Cities of the early 1990s, has for years been devoting to these topics with analyzes, proposals, initiatives. The 2017 Annual Conference took place in the small reality of Matelica (MC), and the emblematic title was *From the territories of resistance to heritage communities. Self-organization and self-government paths for fragile areas*. The involvement of the population is essential in every type of option. In this sense the *River Contracts* (fig. 12) offer an important opportunity³⁴. Opportunities that the Calabria Region has, before the South, included in its urban planning instrumentation and started meetings with the Association of Local Action Groups³⁵.

These examples are also privileged places to embody Ecosystem Services³⁶ as can be deduced from the four main categories, namely life support (eg. soil formation), procurement (eg. food), regulation (eg. erosion control), cultural values (eg. aesthetic or religious) reported in fig. 12 together with the identification of the Earth's biomes.

However, it must be remembered that in the national support strategies essential territories are the ordinary funds allocated. Luca Bianchi, SVIMEZ researcher, in 2018 has illustrated at the XXXIX AISRe (Italian Regional Science Association) Conference that the various Governments have cut to the southern regions approx. 35 billion of Euros³⁷, over 2 in Central Italy³⁸. The smaller you are, the more this creates further disadvantages, problems. All that with a network of health and social services that is highly deficient if compared to that of Central and Northern Italy (fig. 13).

33. Besides others, these include Alberto Magnaghi, Anna Marso, Enzo Scandurra, Alberto Budoni, the mourned Silvia Macchi and Alberto Ziparo.

34. *Contratti di Fiume, nuovi strumenti per la gestione delle risorse idriche*, <http://www.ambienteterritorio.coldiretti.it/tematiche/Acque/Pagine/ContrattidiFiume,nuovi> (accessed May 27th 2018).

35. *Contratti fiume, firmato accordo tra Regione e Assogal*, <http://www.regioni.it/dalleregioni/2017/03/29/calabria-contratti-fiume-firmato-accordo-tra-regione-e-assogal-506953/> (accessed January 5th 2019).

36. ISPRA, *I Servizi ecosistemici*, <http://www.isprambiente.gov.it/it/temi/biodiversita/argomenti/benefici/servizi-ecosistemici> (accessed June 14th 2018).

37.. L. BIANCHI, C. PETRAGLIA, *Federalismo differenziato e diritti di cittadinanza*, Tavola rotonda Autonomia, capacità fiscale e federalismo, XXXIX Conferenza Scientifica AISRe Le regioni d'Europa tra identità locali, nuove comunità e disparità territoriali, (Bolzano 17 -19 settembre 2018).

38.. It is important to underline that European funds are supplementary and not substitutes for ordinary national ones.





CoF a livello nazionale

Il 2014 è iniziato con l'inflessa notizia dell'approvazione del Collegio Ambientale che riconosce i Contratti di Fiume a livello legislativo (art. 68-bis "Contratti di Fiume" del D.Lgs. 152/2006) con l'aspetto importante per questo strumento volontario di programmazione negoziata che si sta diffondendo in tutto il Paese.

Il Collegio Ambientale è uno strumento normativo corposo e contiene "Disposizioni in materia ambientale per promuovere misure di green economy e per il contenimento dell'uso eccessivo di risorse naturali e introduzione misure in materia di tutela della natura e sviluppo sostenibile, valutazioni ambientali, recupero, acquisti verdi, gestione dei rifiuti e bonifiche, difesa del suolo e risorse idriche".

L'articolo 68-bis recita: "I Contratti di Fiume concorrono alla definizione e realizzazione degli strumenti di pianificazione di dettaglio a livello di bacino e sottobacino idrografico, quali strumenti volontari di programmazione strategica e negoziata che perseguono la tutela, la corretta gestione delle risorse idriche e la valorizzazione dei territori fluviali, unitamente alle salvaguardie del rischio idraulico, contribuendo allo sviluppo locale di tali aree".

Sul fronte della lotta al dissesto idrogeologico introduce il foro per il rischio idrogeologico, permettendo di mettere così in sicurezza e programmando le demolizioni di opere realizzate in aree ad alto rischio, stanca con un fondo di iniezione la programmazione di opere di difesa e riqualificazione idraulica, nonché la disposizione in materia di autorità di bacino e sui Distretti Idrografici italiani in modo di potenziare la programmazione di prevenzione del dissesto idrogeologico. In questo contesto assume quindi particolare importanza l'introduzione dei Contratti di Fiume quali strumenti volontari di programmazione strategica e negoziata che perseguono la tutela, la corretta gestione delle risorse idriche e la valorizzazione dei territori fluviali.

Il riconoscimento è un passaggio fondamentale per lo sviluppo dei CoF e per la riqualificazione dei bacini in generale. Tra gli aspetti di maggior rilievo emerge il contributo che i Contratti di Fiume possono offrire: "alla definizione e affiliazione degli strumenti di pianificazione di dettaglio a livello di bacino e sottobacino idrografico", riconoscendo in tal modo un ruolo importante ai CoF nella pianificazione territoriale, da strumento volontario basato sulla realizzazione di importanti azioni e strumenti che può contribuire ad una visione di lungo periodo di un bacino.

I principi ispiratori

Sussidiarietà orizzontale e verticale

Nei Contratti di Fiume il coordinamento tra attori situazionali si sviluppa in due diverse forme, una di carattere orizzontale, ovvero tra soggetti istituzionali di pari livello, ma che operano in differenti aree territoriali allo in ambito di competenza strategica, una di carattere verticale, cioè tra autorità che esercitano i propri poteri su scale territoriali di diversa ampiezza: il coordinamento orizzontale presuppone interlocutori che, su scale locali, si differenziano forme efficaci di collaborazione tra amministrazioni e cittadini, loro associazioni o categorie, il coordinamento verticale si basa sul principio di sussidiarietà tra istituzioni (Comuni, Comunità Montana, Province, Province, Regioni, Autorità di bacino idrografico, Stato, Unione Europea), anche con modalità che convergono conseguentemente più livelli territoriali superando le difficoltà labora indotte dalla frammentazione delle competenze istituzionali e territoriali.

Sviluppo locale partecipato

Un processo di governance delle trasformazioni dei territori dei bacini idrografici che faccia riferimento ad un approccio eco-sistemico deve fare leva sulla responsabilità della società insediata, che riconosce nel bacino la matrice della propria identità culturale. Da tale riconoscimento scaturiscono comportamenti e volontà di azioni continue di riqualificazione e valorizzazione, a partire dalle risorse idriche. Per raggiungere il modo efficace gli obiettivi di valorizzazione e di tutela – così come indicati nella Direttiva 2000/60 CE che identifica nel prioritario e fondante ricorso alla partecipazione (l'unica modalità di interrelazione capace di cogliere l'identità territoriale e trasferire i caratteri distintivi nelle scelte strategiche di sviluppo locale – è ineliminabile la qualità partecipativa dei processi.

Sostenibilità

Attraverso questi processi di programmazione negoziata si possono identificare percorsi di riqualificazione territoriale capaci di perseguire il cosiddetto "equilibrio" delle tre "E" (ecologia, equità, economia), le comunità insediate dell'innesto in modo condiviso le risorse per la riqualificazione dei territori [...] senza trascurare l'operatività dei settori culturale, edile ed a sociale (a cui dipende la fornitura dei servizi ambientali, sociali ed economici".



Gli strumenti

I Contratti di Fiume si devono dotare di strumenti appropriati per garantire l'operatività e il raggiungimento degli obiettivi prefissi. Nella "cassetta degli attrezzi" dei CoF non devono mancare: strumenti di rappresentazione dei territori (cartografici, narrativi etc.) capaci di fornire una lettura interpretativa degli aspetti valoriali, delle risorse, delle opportunità presenti e possibili future, strumenti operativi per la programmazione delle azioni da sviluppare sul territorio per il raggiungimento degli obiettivi condivisi, strumenti di monitoraggio della performance e dell'efficacia del processo, che possano rilevare eventuali criticità e suggerire un'adeguata ridefinizione del percorso, strumenti di comunicazione e formazione. Inoltre, nel pilot-project di bacino va ampiamente valorizzato la cultura strategica della VAD per la sicura integrazione degli obiettivi ambientali nella programmazione la valutazione della sostenibilità delle scelte locali rispetto all'ambito di bacino/idrografico; l'attuazione di obiettivi ed azioni coerenti tra loro ed integrati con le politiche territoriali e settoriali, il consolidamento di razionalità dei contenuti delle Intese e Accordi istituzionali, la condivisione delle conoscenze, il rafforzamento dell'organizzazione dei processi partecipativi nelle varie fasi (dall'individuazione dei target, all'elaborazione delle visioni, al monitoraggio dei programmi).

Gli obiettivi

I Contratti di Fiume, attraverso l'integrazione delle politiche e stimolando la capacità di cooperazione e di condivisione tra diversi livelli di governo e tra diversi soggetti dello stesso livello, perseguono molteplici obiettivi: sicurezza, mitigazione e prevenzione dei rischi, equilibrio ambientale e valorizzazione paesaggistica, uso sostenibile delle risorse, fruizione turistica sostenibile, diffusione della cultura dell'acqua. A corollario, questi processi partecipativi permettono il consolidamento della governance entro l'intera estensione di un bacino con la messa a sistema di azioni per la mitigazione del rischio idraulico sono integrate con la tutela e la valorizzazione del bene fluviale, delle condizioni di habitat, degli ecosistemi, dei luoghi storico-culturali presenti, della biodiversità, delle risorse idriche sia superficiali che sotterranee e così via. La creazione di una visione condivisa permette di guidare il processo verso una generalizzazione degli obiettivi e il rafforzamento delle programmazioni e delle risorse finanziarie, anche in ragione del carattere innovativo che il territorio non è un'entità omogenea, ma è divisa in numerose caratteristiche strutturali, che esprimono diversi bisogni e funzioni. I Contratti di Fiume stimolano così la progettualità territoriale del basso, perché coinvolgono le comunità nella valorizzazione del proprio territorio, promuovendo azioni dirette e concrete dalle varie componenti della società e dalle istituzioni.

CONTRATTI DI FIUME (CDF)

Un processo di costruzione di un Contratto di Fiume è solo apparentemente una strada decisionale con far più lunghi rispetto ad altre forme di decisione, come dimostrano gli innumerevoli progetti ed opere pubbliche bloccate anche per 15 o 20 anni, non per eccesso di democrazia ma bensì di burocrazia. I ritardi sono spesso imputabili ad una palese incostanza tra la struttura giuridico-legislativa delle decisioni, l'azione politica e la mobilitazione sociale che nei territori dovrebbe condurre a sostenere gli interventi.



PREVENZIONE



PREPARAZIONE



PROTEZIONE



 Università degli studi Mediterranea di Reggio Calabria, Dipartimento FAU	
EQUILIBRIO TRA CITTA' E NATURA Una sperimentazione tra Ravennese e Pentimetele a Reggio Calabria	
Contratti di Fiume - CDF	
TAV. 7 STUDENTE: Giuseppe Bruni	PROFESSORE: Stefano Aragona Corso La qualità nella progettazione territoriale e urbana
Questo file: 	FONTI: http://www.contrattidifiume.it/cosa-so-no-i-cdf/a-livello-razionale/index.html

Figure 12. Description of River Contracts (elaboration of G. Bruni, 2018, Corso La qualità nella progettazione territoriale e urbana, professor Stefano Aragona, CdL Magistrale Architettura – Restauro, University Mediterranea of Reggio Calabria).

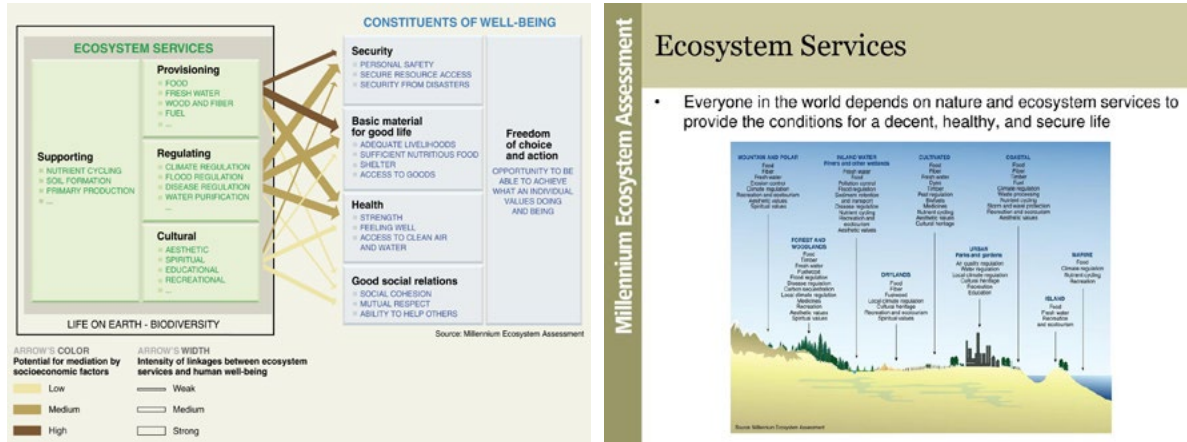


Figure 13. Classification and identification of the main ecosystem services of biomes (from Millenium Ecosystem Assessment Synthesis 2005).

Concluding notes

Attention to the so-called minor areas, internal or otherwise, is essential to preserve the Italian landscape. Smaller and smaller villages and towns are the nodes of a territorial network built over thousands of years and that has drawn a territorial morphology that is an inestimable cultural wealth, appreciated worldwide. Places where the quality of life could be high if only essential services and infrastructure were present or maintained. Certainly following a philosophy different from the economist one in assessing the well-being going, as Ezechieli suggests since 2003, beyond the canonical economic indicators: a line of thought to which the Fair and Sustainable Well-being refers, BES, a complex indicator elaborated by ISTAT together with the CNEL starting in 2013³⁹ and the work theme of the 1998 Nobel Prize in Economics Amartya Senn.

It is necessary to concur with political will that interrupts the growing isolation of these areas, overturning the microeconomic vision of these over 35 years that is favoring few areas and in them few subjects increasing, moreover, the various congestions and pollution. They are able to grasp the potential of small and very small centers, as we said, material and social “reserves”.

39. Some, still few, however, of the 134 indicators have entered the 2017 Financial Law.

We need a growing commitment of local institutions in spreading these opportunities and in forming their populations both on present opportunities and on risks. Recalling, however, that being historical anthropization does not mean security regarding the risks of various nature, from the seismic to the hydrogeological or other. On the contrary, sometimes the ignorance in the past of the fragile conditions of a territory has been the cause of dramatic events.

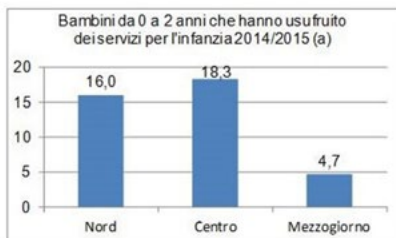
Then there are opportunities that are lost, such as that of Matera, City of Culture 2019⁴⁰. Emblematic of “attitudes” and deeper cultural problems. Despite the fact that the University has been pursuing initiatives and events for years such as the National Design Workshop *Ideas and projects for recovery and rehabilitation in smaller areas and not in the age of globalization* held in 2005 in Tropea, a well-known and renowned touristic and cultural place⁴¹. But there were problems of hospitality since only one hotel facility was open, and it was outside the centre. With virtually no railway connections (figs. 14a-b). Opportunities that can mean inserting smaller areas into larger strategic plans such as the proposal to create a Metropolitan Area characterized and formed by many small realities, in a network of innovation, history and territories⁴².

40. *Matera 2019: l'opportunità mancata?* <http://www.cgilbasilicata.it/176455-matera-2019-l-opportunita-mancata.html> (accessed March 5th 2019).

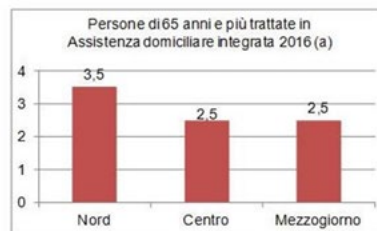
41. It was one of the places visited and designed by the Flemish painter Escher in 1931, during his Grand Tour in the South, and which inspired the Workshop Poster and the Brochure of the Program.

42. ARAGONA 2015.

La cittadinanza «limitata»: il divario nei servizi al Sud



Fonte: Elaborazioni SIMEZ su dati ISTAT



La contrazione della redistribuzione interregionale negli anni 2000

«Residui fiscali» per macro-ripartizioni

	2000-2002	2012-2014
	in mld di euro	
	(prezzi costanti 2010)	
Nord Ovest	35,3	32,5
Nord Est	22,5	21,2
Centro	-2,3	-3,4
Sud	-34,2	-31,2
Isole	-21,3	-19,0
	in euro procapite	
	(prezzi costanti 2010)	
Nord Ovest	2367	2039
Nord Est	2122	1836
Centro	-208	-285
Sud	-2458	-2224
Isole	-3215	-2848
	in % del PIL	
Nord Ovest	7,0	6,4
Nord Est	6,5	6,0
Centro	-0,7	-1,0
Sud	-13,0	-13,0
Isole	-17,2	-16,7

Figures 14a-b. Above, World Health Organization, *Ecosystem and Human Well-Being*, <https://www.millenniumassessment.org/documents/document.356.aspx.pdf>, p. 15 (accessed June 14th 2020); left, Island Press, *Millennium Ecosystem Assessment, A Toolkit for Understanding and Action Protecting Nature's Services. Protecting Ourselves*, 2007, p. 4, http://dev.ecoguineafoundation.com/uploads/5/4/1/5/5415260/millennium_ecosystem_assessment_toolkit.pdf (accessed 14th June 2020).

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