INCLUSIVE CITIES AND REGIONS
TERRITOIRES INCLUSIFS

14° Biennale of European Towns and Town Planners, Naples

Edited by
Marichela Sepe

#Special Workshop

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Francesco Domenico Moccia

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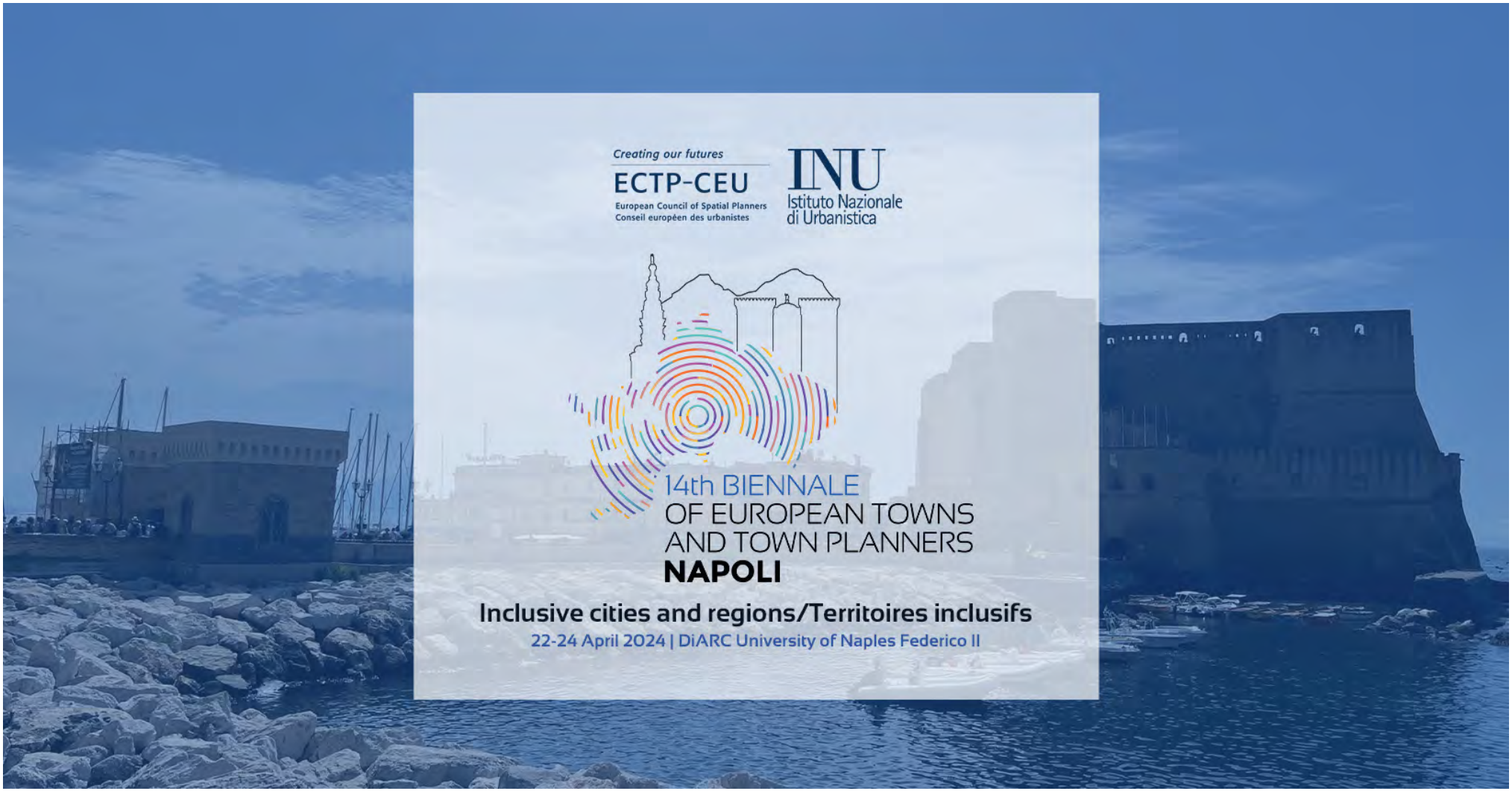
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INCLUSIVE CITIES AND REGIONS/TERRITOIRES INCLUSIFS
Edited by Marichela Sepe

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Foreword
Inclusive Places and People

*Marichela Sepe**

The Biennial of European Towns and Town Planners is an event of the European Council of Urban Planners ECTP-CEU which aims at discussing the main issues in the European debate relating to urban planning by sharing them with urban planners, architects, engineers, economists, sociologists, historians of architecture, citizens, politicians, private and non-governmental organizations (NGOs).

Since the first edition in 1995, problems have been debated at the Biennials, experiences have been exhibited and alternative solutions have been proposed.

The theme chosen for the 14° Edition, organized from 22 to 24 April 2024 in Naples with the INU as the main organizer, is Inclusive Cities and Regions/ Territoires inclusifs. Inclusion is understood in its multiple declinations that define the 10 general themes of this Biennial - Regional issues and regional disparity, Metropolitan or city proposals, Urban regeneration and Public Spaces, Migration and cultural inclusion, Cultural heritage, Resilience and adaptation, New economic approaches, IT and the use of artificial intelligence in planning, Ports, airports and other infrastructures, Underground space – and in additional ones proposed by the participants who further specify the general themes namely About Spatial Inclusivity, Urban regeneration and spatial justice with Nature-Based Solution, Inclusive public spaces for water cities facing climate change, Italian UNESCO Chairs vision and actions, A Transdisciplinary Approach to Placemaking and Inclusivity: COST Action Dynamics of Placemaking, Inclusive city Ecosystems, Youthbanism for a New Generation of Urbanists, Fragile geographies. Visions, projects and studies to mitigate and adapt to environmental and anthropogenic risk, Green Oasis for the 15 minutes city model, Making/unmaking urban circular economies with 'otherness', Public space for inclusive cities: the Biennial of Public Space, Universal accessibility and university education, the knowledge network, Findings and Evidences from the PNRR project RETURN, and River Contracts as voluntary and negotiated planning tools.

The works presented by administrators, professionals, academics and researchers who responded to the call concern projects, policies and research that have international interest and, at the same time, attention to the local, all at different scales.

It is possible, from this vastness of topics, to understand the broad discussion that resulted, outlining new interested subjects and involved actors, as well as new possible intersections of themes.

The theme of inclusion is in fact recalled in all the United Nation 17 Sustainable Goals, as well as in the principles of the New Urban Agenda adopted in 2016 during the III Un-Habitat Conference in Quito to underline the need for a holistic vision of this concept.

Among these, the principle 37. "We commit ourselves to promoting safe, inclusive, accessible, green and quality public spaces, including streets, sidewalks and cycling lanes, squares, waterfront areas, gardens and parks, that are multifunctional areas for social interaction and inclusion, human health and well-being, economic exchange and cultural expression and dialogue among a wide diversity of people and cultures, and that are designed and managed to ensure human development and build peaceful, inclusive and participatory societies, as well as to promote living together, connectivity and social inclusion"; and the principle 40. "We commit ourselves to embracing diversity in cities and human settlements, to strengthening social cohesion, intercultural dialogue and understanding, tolerance, mutual respect, gender equality, innovation, entrepreneurship, inclusion, identity and safety, and the dignity of all people, as well as to fostering liveability and a vibrant urban economy. We also commit ourselves to taking steps to ensure that our local institutions promote pluralism and peaceful coexistence within increasingly heterogeneous and multicultural societies".

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In this sense, inclusion must be understood as a set of actions aimed not only at ensuring that each place and/or person is considered adequately within societies and territories, but also at modifying any prejudices that could - in some way - discriminate against places and /or people compared to others. Accordingly, the actions - in their broadest sense - must be both material and immaterial; any policy, if is not accompanied by a participation process within all the involved - even potentially - subjects will not have lasting effects over time.

Accessibility and the elimination of architectural barriers, for example, will be able to guarantee that people with disabilities can enter in a place but not that they wholly feel comfortable and accepted in it if, for example, in addition to being able to access that space, no recreational activities are available, that they can access and make them all feel truly included.

Likewise, urban planning projects aimed at making geographically internal places more inclusive in terms of physical connections will not be able to have the expected results if this is not preceded by actions aimed at creating a greater attachment of people to those places in terms of memory and proximity. traditions.

And this attitude will also have to refer to physical infrastructures and - even more - to the more innovative virtual ones - such as the artificial intelligence - which will increasingly have to support people with different abilities in an equity perspective.

Finally, I return to those who consult this catalogue the wealth of contents expressed in the 14th edition of the Biennale to use, share, and rework them, each for their own interests.

Introductions
The policies of inclusion and the advocacy of urban civilization

*Michele Talia**

The European city has been a great incubator of human history for many centuries. It is still the driving center of economic, social and cultural development, but after playing a fundamental role in socialization, it now seems to have lost its ability to foster aggregation and social inclusion.
This withdrawal from exercising a fundamental role in developing the capacity to adapt to social change and the new challenges of contemporary society occurs paradoxically at the very time when the urban condition tends to constitute the dominant character of our continent. In the European Union, more than two-thirds of the population now lives in urban areas, and this corresponds to a concentration of 85 percent of GDP and about 80 percent of energy consumption.

Since social networks have a significant impact on the formation of the identity of local communities, the crisis of integration and social inclusion processes risks translating at the same time into a profound alteration of identity processes.

As social networks have a significant impact on individual and collective identity, the crisis of social integration and inclusion processes is likely to simultaneously result in a profound alteration of self-representation patterns.

The main crisis spots are caused by the deterioration of relations between the urban center and the periphery, where there is growing social polarization, driven by de-industrialization and increasingly extensive globalization processes. Here we are witnessing the emptying of entire urban suburbs of productive activities and urban provisions that could have played an essential role in fostering improved urban quality and greater social cohesion.

The main crisis spots are caused by the de terioration of relations between urban center and periphery, where there is growing social polarization, driven by de-industrialization and increasingly extensive globalization processes.

In particular, we are witnessing the desertification of entire urban districts, whose productive activities and urbanistic endowments could have played an essential role in fostering improved urban quality and increased social cohesion.

Among the dynamics between the center and the suburbs that the post-industrial crisis has accelerated is a growing impetus to "gentrification," namely the "colonization" of degraded urban areas by economically affluent individuals or households. The cost of such processes is the expulsion of residents, the geometric increase in property values, and the radical change in its social composition.

Therefore, globalization is creating a new emerging class of managers, politicians, scientists, artists, entertainment and sports people who represent a cosmopolitan bourgeoisie that moves easily and marks global cities with its presence. At the same time, it is still cities that absorb most of the impact of emigration from the global South.

Spatial mobility thus concerns the extremes of social classes: on the one hand, the globalized bourgeoisie, on the other hand, people fleeing poverty and wars and settling in the old, pre-existing urban fabric, often affected by deindustrialization and loss of social cohesion.

Although it has happened that public policies have attempted to counter the processes of marginalization, not only the current polarization of economic welfare, but also a crisis in the welfare system that appears beyond repair and a European Union increasingly alarmed by the entry of massive flows of migrants cause us to look with concern at the future of the city on our continent.

* President of the National Institute of Town Planning

For all these reasons, the main topics proposed for discussion by 14th Biennial of European Cities and Town Planners urge us to imagine a different tomorrow, in which the widespread tendency towards the regeneration of the public city can contribute to a paradigm shift, capable of guaranteeing social integration and putting the best energies of society back into motion. To get out of the crisis, we need to change the idea of the city, reconstructing the public city and urban welfare, and identifying some possible paths that could be adopted to make urban society more fair and cohesive.

Starting from an initial consideration of the values and meanings to underpin the redevelopment and regeneration strategies, the policy framework can be articulated to encompass the main welfare measures experienced in Europe today:
a) pursuit of the fundamental objectives of safety and urban well-being;
b) containment of land consumption;
c) implementation of actions to combat climate change;
d) enhancement of sustainable mobility;
e) improvement of the conditions of accessibility to the public city;
f) development of policies aimed at fostering social inclusion;
g) involvement of residents in the identification of urban policy targets and in decision-making processes.

In welcoming the participants to the Biennial in Naples, I believe it is appropriate to underline the importance of a comparison and exchange of good practices that can be valuable not only to promote the sharing of knowledge and experiences, but also to lay the foundations of new European partnerships and policies aimed at strengthening social inclusion and living with immigration.

Inclusion dilemmas

*Francesco Domenico Moccia**

Inclusion topic is a central aim of European Union and its member state territorial policy and, in the meantime, one of the more controverse concept because it lies in a conflicting arena of opposite economic political theory. Neoliberals consider inclusion as a by-product of growth reached with the so-called spill down effect. Only if a country increases wealth, can provide to the wellness of all its citizens and reduce economic and social exclusion and include stigmatized spaces where they live. Criticism on this process highlight polarization effects of economic development. An ESPON study in 2007 explains the lack of correlation between polycentrism and growth in Europe with the privilege of central European regions (blue banana) and monocentric capital metropoles in capturing globalization benefits. So, in contrast with market rationality, welfare state should take responsibility in caring of reclused people and space. In Italy, the passage from the large coalition of Draghi to the Meloni right wing governments follows this oscillation of focus on support to low-income families (citizen income) in contrast with deregulation for firms, targeted to GDP increase.

All statements about sustainable development – politic is full of oxymorons – requests equilibrium among social, economic, and environmental field. However, planners knows that real programs hardly can pursue that equilibrium: on the contrary, may generate conflicts, sometimes as unexpected effect. Fiscal incentives to homeowners to better energetic and ecological house performances eventually privileged the wealthier families increasing exclusion. Similarly, regeneration of neighbourhoods driven by private developers where real estate value increase may assure a resilient and sustainable space just to affluent families, raising divide and reach in the city space. Competitive mode of financial resources allocation met some criticism on the bases of privilege of the stronger public and private applicants in winning the grants. Poor people as well as small municipalities lacking technical expertise and personnel are disadvantaged while the much needed of help. So, while competition give more probability in the efficient improvement of interventions, it feeds the better and let lagging the worst places. To favour the last a planning mode is preferred so that territorial disequilibrium is analysed and, with a combined process bottom-up and top-down, strategies are elaborated helping local resources to emerge with the guidance of professionals, technical assistance of upper tears government organizations. An exemplar of this methodology is the National Strategy of Inner Areas. An apparent paradox of inclusion policy is the place-based approach because it theorizes that inclusion is obtained through development of differences. Its acceptance means a conception of inclusion made of differences, linked by complementarity and cooperation instead of uniformity. While the economic reason of integrated territorial development is based on differences of local resource like territorial capital, knowledge, and assets to develop with tailored solutions in different types of territories, the result is competitiveness for places, a long-term and unique function in the urban and regional network.

Territorial Agenda 2030 advocate for two territorial priorities for Europa: just and green. Two conflicting ends are at work: European territory is pushed to ecological and digital transition, now in a more felt global competition, on one end, and to spatial cohesion, on the other, trying to conceal two opposites. Weakness of cohesion policy is evident in the increasing opposition to European Commission directives, linked to populism politic spread in European counties, and culminating in Brexit. A growing number of studies are analysing personal and contextual factors related to this criticism and mapping a geography of discontent. In places that have been left behind, where there is a long-term economic and industrial decline, brain drain, either the more developed or often dynamic large cities or simply the least developed regions, anti-EU voting is on the rise. It seems that the more recent exclusion harder it is felt, also behind classical dualisms centre/periphery, rural/city, metropolis/town. This research speaks about difficulties of building a European polity because that is at stake in complex dynamics of entrance and

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exit, acceptance, and refusal of the Union as expression of approval or disapproval of its policy: territorial policy included. Inclusion comes from the Latin *includere* composed of *in-* inside and *claudere* close, and planners are authorized to extend the some meaning to space where segregated neighbourhoods and put-apart territories suffering exclusion. Although a strategic objective for nowadays Europe Union, inclusion is not a final achievement, rather a starting point. Pulling inside an open society builder of millenary complex city and regions cannot avoid conflict calling for a planner's main action of problem solver and dialogue facilitator. This task made more difficult by redundancy of communication of our time where – says Habermas – even identification of public deliberative issues object of civil society sphere conversation is at stake and rational discourse for comprehension among diversities is hard. It implies that one time we are gathered we should comprehend each other.

From Migration & Inclusion to Inclusive cities and Regions

*Giuseppe De Luca**

Inclusive cities and regions are the keywords around which the *14th Biennale of European Towns and Town Planners revolves,* organised by the *European Council of Spatial Planners-Conseil Européen des Urbanistes* (ETCP-CEU), with *Istituto Nazionale di Urbanistica* (INU), as the main co-organiser, and along with *Associazione Nazionale degli Urbanisti Italiani* (ASSURB).
The discussion about Inclusion as the theme for the Biennale started several years ago in the ECTP-CEU Working Groups. It was proposed in the introductory report of 6th November 2018. Since then, the proposal has been progressively improved, with a time schedule that needed to be updated several times. The debate was linked on the one hand to migrations generated by difficult geopolitical and economic conditions, and on the other to the effects of extreme climate events and the outcomes that these were beginning to manifest on European territory, also in terms of public awareness and political perception. The Covid-19 pandemic directs the debate around the fragile conditions of cities and territories, leading to the *Re-Start Europe Manifesto Declaration* (in 2020) for an inclusive and just post-covid future for all communities. Important document, organised into 24 points, the most important of which is No. 6, titled as follows: "The shared long-term European goal for more inclusive, just and sustainable development has been put at risk".

However, the time to implement this was short, very short. Just in February 2022, this discussion crossed paths with the brutal aggression of the Russian armed forces against Ukraine. A large European country is being exposed in nearly every region to a situation that was absent from the European continent since the end of the second world war. The scenario changes significantly and with it a new vision based on inclusiveness begins to take shape in the main places of contemporaneity: cities and regions.

The change in perspective is important, because it moves from the study of a phenomenon to the study of the space within which it takes shape. It is related to the role that cities and regions, and thus their instruments of government but also forms of governance, can play in responding to the new contemporaneity.

Cities play a crucial role in the organisation of human society, providing opportunities for work, education, entertainment and cultural exchange. They are centres of innovation, creativity and economic development, but can also face challenges such as pollution, traffic congestion, limited access to housing and resources, as well as social inequalities. The regions also play a role, not in the sense of institutional areas, but rather in the sense of large areas. While cities tend to focus on urban life and the management of challenges specific to urban areas, regions have a broader and more integrated perspective that includes both urban and rural areas within their territory. Both play crucial roles in people's lives and the organisation of society, albeit in slightly different ways.

Inclusivity has been divided into ten sub-themes, yet, from reading the contributions received, the keywords that intersect them all are, in my view, seven and are held together by a single practical approach: that of cooperative governance.

Diversity and Respect: Inclusive cities celebrate diversity and recognize the value of different cultures, languages, and perspectives. They promote respect and understanding among residents, fostering a sense of belonging for all.

Equitable Access: prioritise equal access to essential services such as healthcare, education, transportation, housing, and employment. They work to eliminate barriers that prevent marginalised groups from fully participating in society.

Social Inclusion: promote social inclusion by addressing issues of discrimination, poverty, and inequality. They implement policies and programmes that empower marginalised communities and promote social justice.

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Accessibility: ensure that public spaces, buildings, transportation systems, and information are accessible to people of all ages and abilities, including those with disabilities.

Community Engagement: for actively engage residents in decision-making processes and encourage participation from diverse voices. They foster a sense of community ownership and collaboration in shaping the city's future.

Affordability: address affordability challenges by implementing policies to ensure that housing, transportation, and other essential services are affordable for residents of all income levels.

Safety and Well-being: prioritise the safety and well-being of all residents, working to create environments where everyone feels secure and protected from violence, discrimination, and other forms of harm.

Overall, inclusive cities and regions recognise that diversity is a strength and are committed to building communities where everyone has the opportunity to thrive and contribute to the collective prosperity. Co-operative governance consists of the mechanisms, processes, and structures through which decisions are made and resources are allocated in cities, metropolitan areas, and broader regions. It involves the coordination of various actors, including government agencies, local authorities, community organizations, businesses, and residents, to address the challenges and opportunities facing urban and regional areas.

This is the main result that emerges from the studies and research presented in this Biennale.

Keynote speeches
Inclusivity in an adaptive planning system

*Janet Askew**

The power of the citizen is confronting all planners across Europe. Inclusivity is a critical concern of spatial planners, and in the UK, public participation in policy and decision-making has been enshrined in law since 1968. Planners, aided by communities and civil society, have been experimenting with how best to achieve inclusive physical, social, and economic environments for all parts of society. In 2024, we have a better understanding of inclusivity.

Has the adaptive, indicative planning system of the UK hindered or helped with the ambitions to involve citizens in decision-making? Does this system allow for a more inclusive society? What has changed? How has it evolved since 1968?

Many communities found a voice in the 1960s, when protests were happening all over Europe. In the UK, people were calling for higher levels of involvement in the planning of their areas. In the 1970s, there were reversals of policies which aimed to demolish communities and their homes. In London, a famous community protest against the demolition of the historic Covent Garden won the battle to retain and regenerate the old market and Opera House, now one of the most successful tourist honeypots.

The early days concentrated on community and individual involvement in meetings, small focus groups, role play, leaflets and advertisements seeking comments on planning applications and policies. There were some exemplary community projects where local people put forward their ideas for a neighbourhood, and radical planners who invented different ways of engaging the public. How to do this has dominated the literature for many years, and UK practice has ranged from radical ideas of citizen control to mere symbolic reassurance or meaningless consultation. It is recognised that methods of consultation and participation do not necessarily reach so called 'hard to reach' groups, people who would not normally get involved in local or national planning issues. Who contributes? Who has the loudest voice? Who hears? Who listens? What changes?

Planners have engaged with these issues for over 50 years, and in that time, citizen involvement has evolved. It is arguably more participatory now than before, partly because the UK adaptive planning system makes room for a more inclusive approach.

The planning system of the UK requires public involvement at every stage, depending heavily on negotiation through all stages. In policy-making, there is a hierarchy of plans from national to local to neighbourhood, and at each level there are time limits on inviting public and stakeholder comment – objection or support. The main arena for large-scale public participation is the local plan - the statutory development plan, to which land holders, developers, civil groups, public bodies, utilities, and the public contribute. Neighbourhood planning directly involves communities who participate in the allocation of land in their district, but it must conform with higher plans. There is considerable interest and participation when permission is sought to develop or change the use of land or buildings, and it is in this stage that the public and other stakeholders can have real influence. There is usually extensive negotiation over the details of design plus any value capture payments.

The adaptive system is inclusive because decision-making on how to use the land or building is discretionary – the final decision being made only at the point of granting planning permission for a development. There are no rigid, legally binding plans, nor is the permission granted in perpetuity – it only lasts for 5 years - after which it lapses.

In the 21st century, methods of involving stakeholders have been honed. There is a widening recognition that stakeholders in planning involve many different interests with unique characteristics, which planners need to accommodate. Diversity and inclusivity are higher on the agenda, targeted at certain hard-to-reach groups. Civil society, especially environmental groups are amongst the loudest, along with other interest groups who lobby hard for their interests, including developers, who nevertheless, accept that public consultation is embedded in the system.

* ECTP-CEU Past-President

Women have long argued for the city to be more suited to their needs. Glasgow has just voted to become the first feminist city, concentrating on public spaces, safety, lighting, public toilets, access. Disability is recognised as a necessity for planning differently. Belfast has a disability strategy for the city. How do we plan for the aged? Age-friendly places demonstrate adaptation for older people. In Taiwan, whole towns are designated as age-friendly. The RTPI publishes guidance on dementia-friendly environments, along with recognition of people with neurological conditions, such as autism, showing how the city needs to cater for their complex needs. The United Nations campaigns for better environments for children. Cardiff has recently become the first UK city to be a UNICEF child-friendly city. LGBQT groups seek their own spaces, and symbolic road crossings are seen in cities as far apart as Vancouver in Canada and Derry in Northern Ireland.

In conclusion, the indicative or adaptive system of the UK offers more opportunities to be inclusive than more rigid imperative systems might do. Planning in the UK, known for its discretion and negotiation at every stage of policy and decision-making, has significantly adapted its approach towards a more inclusive approach in the 21st century.

ECTP-CEU's vision on inclusive cities and regions – territoires inclusifs

*Markus Hedorfer**

Before entering more properly into the theme of this year's Biennale's and how it was conceived and brought forward by our organisation, I would like to spend a few words about the organisation itself.

The European Council of Spatial Planners — ECTP-CEU, in French Conseil européen des urbanistes — is an umbrella organisation that brings together the professional planners' associations and institutes in Europe. Currently, we have managed to recruit members from about 30 countries. It has been founded in 1985 as the successor organisation of the town planners' liaison committee at the European Communities. Later it has opened its door to all 46 countries of the Council of Europe.

Our goal is to promote spatial planning as a distinct profession. For many years, this profession has been encroached upon by other specialists convinced of their competence in this field. The truth is that approaching spatial planning scientifically makes it a separate profession. Moreover it must become a *robust* profession, where 'robust' means that it is clearly identifiable, clearly recognised by society and with clearly defined competences. Therefore, it must have, at least in Europe, a continent-wide common, full-grade initial education framework with common academic and professional titles, cross-border recognition and a common CPD framework for continuous professional development.

Being a member of such an association as ours has the advantage of being able to share ideas and knowledge about our mistakes and learn from each other. To achieve this, we promote a professional approach to spatial planning. Part of this involves fostering mutual understanding among urban planners from different European countries. Despite the strong differences between planning systems in Europe, our workshops and conferences have shown very well how similar the problems are that our colleagues must tackle every day in their professional work. Also, the solutions that our professional knowledge and expertise suggest are very similar in all our countries. Translation from these possible solutions into planning regulations and norms, which are at the centre of many national and regional planning systems, is a challenge we are facing in ECTP-CEU's formal and informal meetings. Another important aspect in our association's work is communicating to other people, such as decision-makers, stakeholders, citizens and, at the highest level, lawmakers, the importance of a correct approach to spatial planning, with professionally skilled colleagues and interdisciplinary planning process teams. We are making slow progress and hope for more successes in this aspect in the near future. We also believe that young students and young professionals are an important part needed to achieve this goal. So in our vision, we want young planners to collaborate with the European Council of Spatial Planners. An opportunity to do this is through our annual Young Planners' Workshop where students, junior and senior planners can meet and exchange their opinions and experience.

The ECTP-CEU and its members are actively getting involved in these issues. We have published case studies of good practice for post-Covid recovery. Exchanging ideas and comparing good and bad practice within an umbrella non-governmental organisation offers security to countries who are facing challenging situations — politically and environmentally. Planners in Ukraine are talking to other European countries, including the ECTP-CEU, about the post-war re-construction of their country, and these links will surely be of benefit. Conferences held by ECTP-CEU offer support to members on issues as diverse as social justice, migration, climate justice, marine spatial planning, and planning for those areas on the edge of Europe. In 2022, young planners addressed how to regenerate the mass housing neighbourhoods of our recent past. In 2023, the first conference was held about small island planning, based in Malta where the issues of migration, density, over-development, heritage were high on the agenda; and in complete contrast, our second conference for members and young planners was in Gdańsk, the theme being 'transforming cities'.

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Inclusion, inclusivity or inclusiveness is present in all these considerations. I think it is correct to say that the European and global planners' professional community is dealing with these aspects for many years now, and that, like in other aspects, decision-makers and lawmakers discover them much later than we do despite our efforts. Recently, we have tried to define — without any claim to completeness — six different kinds of inclusion.

Social inclusion, which is probably the most commonly perceived idea of inclusion, i.e., an inclusive process which involves all members of society in decision-making, regardless of race, social standing, age, ability, gender etc. at all levels of governance and for this to be incorporated into the laws and policies at the ap-propriate scale).

Spatial inclusion at different levels — neighbourhood, urban, metropolitan, regional, in which places are planned and designed to include everyone, to allow equal access to city spaces, public open space, housing, transport, affordable health, amenities and infrastructure.

Migratory inclusion to welcome and/or settle short-term, long-term or permanent new citizens, and to investigate case studies in which migrants have been successfully incorporated into the society that they join.

Cultural inclusion — planning for different ethnic communities and ensuring that the identity and heritage of a place is con-served with sensitivity.

Economic inclusion – planning for employment and commercial developments which reflect the changing economic landscape and the very different nature of work in the 21st century. How can planners ensure that all workers of whatever occupation have equal access to good working conditions, including the location of industry?

Finally, Inclusion to overcome conflict situations, such as natural vs. human landscape, heritage vs. contemporaneity, risk vs. resilience, linearity vs. circularity, permanent vs. temporary residents, port/airport vs. city/region.

Regulatory Inclusiveness and Territorial equipment

*Carolina Giaimo**

In Italy, the construction of a social welfare-system based not on the resolution of emergencies but on promoting people's wellbeing and skills as an engine of development and employment and a factor of social inclusion, has distant roots, dating back to the end of the 19th century. However, these notes make specific reference to the recent phase, following the turn of the 2000s.

About welfare and Essential Levels of Services

Among the innovative contents envisaged by the reform of the Italian Constitution in 2001, there are the Essential Levels of Services (ELS) that are connected to civil and social rights and must be guaranteed throughout the national territory. The constitutional reform had assigned the State the task of defining them, as a matter of exclusive competence. It is well known that this content has remained unimplemented for almost 20 years.

It was only in 2019 that the Minister - of that time - for Regional Affairs and Autonomies resumed this topic by drafting a bill on the implementation of differentiated regionalism to which we must give credit for having conditioned access to the differentiated legislative autonomy of the Italian regions to 3 questions: the identification of the ELS; the determination of standard-costs and requirements; the regulation of the equalisation-fund for regions with tax revenues that are unable to ensure the ELS in practice.

In the current legislature, it has once again become a topical issue brought to the political scene's-attention because it is connected to the definition of the differentiated legislative autonomy of the regions: among the transferable subjects there is territorial government. The allocation of functions over which autonomy is to be exercised requires establishing which services and benefits are to be offered throughout the country to guarantee the same social and civil rights of citizens throughout the national territory. This means that if the State defines an ELS, then it must also guarantee municipalities, provinces, metropolitan cities and regions sufficient resources to provide them.

The ELS are based on a Technical Report wich identifies also the 'territorial government' within which are identified, among others: the National Building Code (Dpr 380/2001); the urban planning law and the sectorial laws that have an impact on spatial planning; and also the Decree 1444/1968 - on urban standards.

Based on this Report, in January 2024, the Senate has approved a draft bill proposed by the government concerning *Dispositions for the implementation of the differentiated autonomy of ordinary statute regions*: a measure that is now being examined by the Chamber of Deputies. So if, on the one hand, the draft bill defines the general principles for the attribution to ordinary statute regions of further particular forms and conditions of autonomy, specifying that the process must take place 'in respect of national unity and to remove discrimination and disparities in access to essential services on the territory', on the other hand, it says that the attribution of further functions, relating to matters connected with civil and social rights will be subject to the determination of the ELS including those related to the fundamental functions of local authorities. The fact that this draft bill attributes the nature of 'essential services' to both 'services concerning civil and social rights' and 'fundamental functions of local authorities', generates a series of possible dangerous misunderstandings in the application of these provisions because the ELS, instead of being transformed into resources destined for the implementation of interventions to contrast urban and territorial gaps and disparities to the benefit of families and activities, it will be aimed at the distribution of resources to cover the costs of the functions exercised by the authorities.

The INU proposal

The importance of recognising in the ELS those minimum endowments that in Italy we call 'urban standards' since 1968, is also recognised by the INU and is an important content of the proposal for a law of principles for the territorial government, relaunched with the Bologna Congress in 2022, which has activated a sort of 'work-site' for the finalisation of a proposal.

What connections there may be between ELS and a fundamental activity of territorial government that, like planning, has as its central goal the public and general interest, starting with the relations with the regulation of services defined by urban planning standards?

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Writing the law of principles on territorial government and planning is the correct regulatory context to affirm that the minimum endowment of urban standards responds to the recognition of a minimum essential level.

It is well known that DM 1444/68 still defines minimum quantities of public spaces and equipment to be allocated for the entire national territory for parks, playground and sport, education, parking and facilities of common interest. It means that the urban standards are, therefore, a spatial prerequisite for the endowment of public space and the provision of public services. In that case, it is however a necessary but not sufficient condition for the realisation (and the proper functioning) of quality urban environments and for offering citizens the guarantee of the right to equal social dignity envisaged by the Constitution. The INU proposal i) confirms, after more than fifty years of validity of Decree 1444, the symbolic, political, technical and cultural value of this norm as a milestone for spatial planning; ii) revisits and updates the matter of urban standards; c) confirm the need to pursue social equity and the guarantee of the provision of spaces for the supply of public services throughout the national territory via minimum and mandatory urban and territorial endowments, which find their primary basis in the exclusive competence of the State reguarding the determination of the ELS.

The quantity of public land regulated in municipal plans constitutes, therefore, 'only' the vital premise for the concrete provision of services and the implementation of public policies. The endowment of a quantitative reserve of public areas represents the fundamental minimum basic guarantee that is placed at the beginning of a complex process aimed at satisfying collective and social needs but does not absolve the public actor from its responsibility of formulating and implementing planning and management policies.

Regional strategies for territorial cohesion (OP 5. Europe closer to citizens)

*Bruno Discepolo**

The central theme of the 14th Biennale of European Towns and Town Planners, focused on 'Inclusive Cities and Regions,' plays a strategic role in the urban and regional planning of the Campania Region.

It is indeed becoming increasingly urgent to adapt cities to meet the diverse needs of their communities, designing urban spaces that promote social inclusion, economic equality, and environmental sustainability. This contributes to the formation of communities that must be not only resilient but also cohesive and equitable.

The conference will address several key issues currently prominent in public debate, including how urban planning can be used to counter social exclusion and marginalization. Discussions will focus on integrating vulnerable populations, including migrants, the elderly, and people with disabilities, into the social context of settings. The role of technology and innovative urban design in improving accessibility and participation in city life will also be strategic.

We must not overlook the impact of global challenges such as climate change and economic disparities on urban inclusivity. During these days, experts will present the best practices and case studies of cities and regions from around the world that have successfully implemented inclusive policies and projects.

In the coming days, the contributions of experts and scholars may provide ideas and tools to policymakers and stakeholders on how to design truly inclusive cities and regions, ensuring that all inhabitants, regardless of their background or roles, can thrive.

Very briefly, I would like to illustrate how the Campania Region is addressing the issue of inclusivity, specifically referring to the activities being developed in recent years by the Assessorato al Governo del Territorio, also in the context of the programming of European Union funds for the 2021-2027 cycle, concerning Policy Objective 5, which falls under my responsibilities.

The socio-demographic and economic conditions in Campania are particularly critical. Research conducted by CRESME on behalf of the Region in 2021 presents an alarming vision of the future demographic scenarios for Campania, suggesting that without significant changes, the region risks losing essential elements for its revitalization, such as a solid production and employment base, skilled human resources, a robust internal market, and sufficient local tax revenues.

Projections indicate a loss of over half a million inhabitants over the next twenty years, caused by both low birth rates and migration. The employment situation is equally concerning, with an employment rate of only 44.5% in 2020, well below the European target of 75.0%. Additionally, Campania's per capita PIL in 2019 was only 44.0% of that of Trentino, and its total PIL was only 27.0% of that of Lombardy.

Moreover, in Campania, there are situations of severe settlement and socio-economic gaps, represented by the contrast between the coastal and lowland areas, which are denser in population, activities, and infrastructure, and the inland areas, which are mostly characterized by conditions of depopulation and strong marginality. Three-quarters of the regional population live in the Naples-Caserta-Salerno conurbation, and it is here that housing needs appear to be particularly problematic.

In this general framework, it is clear that the demands that have emerged at the European and national levels to define integrated territorial strategies that can effectively utilize available resources must be clearly defined and delineated as much as possible in accordance with territorial planning tools.

In the face of these prospects, it is essential to adopt a new culture of sustainable development and innovative models to guide Campania through ecological and digital transitions, enhancing local resources while respecting cultural identity and promoting welfare and social inclusion policies. These goals are central to the regional strategic plans for 2021-2027, as outlined in Campania's Regional Strategic Guidance Document (DRIS).

Over the past decades, the Campania Region has initiated a radical transformation in its approach to planning interventions on its territory, moving towards an integrated territorial planning strategy that focuses on a pluralistic vision of Campania, consisting of urban systems featuring medium-sized cities and territorial systems with strong naturalistic, cultural, and industrial characteristics.

* Town Planning Councillor, Campania Region

The Campania Region is currently engaged in the redefinition of land-government strategies, which, for some time now, have no longer been characterized as strategies of expansion but of urban regeneration. This shift aims primarily to rationalize housing needs within already urbanized areas while protecting green, agricultural, and natural spaces.

Regional planning under Policy Objective 5, "A Europe Closer to Citizens," cannot overlook a careful evaluation of phenomena occurring in the territory, notably the aging population, the loss of young people, and the extensive depopulation of entire areas.

The main activities of Assessorato al Governo del Territorio can be summarized into four macro-sectors:

- Updating urban planning regulations;
- Establishing compatibility frameworks for territorial enhancement actions through the development of a new Regional Landscape Plan;
- Integrating financial programming for the 2021-2027 EU funds cycle with urban and territorial planning through the new Territorial Agenda;
- Promoting social inclusion strategies through the Sustainable Living program, which supports regeneration, seismic safety improvements, and energy efficiency of the significant existing public residential building stock of the Region and Municipalities, and the production of new segments of public and social housing.

Twenty years after the approval of the regional urban planning law, it became necessary to intervene to define more effective legal and procedural bases to address the current challenges facing cities and territories.

A comprehensive amendment of the current law will soon be discussed in the Regional Council to ensure the necessary renewal of the legislative framework by introducing themes of urban and territorial regeneration, containment of land consumption, densification of already urbanized areas, upgrading urban facilities, improving seismic and hydrogeological safety, and energy efficiency of buildings.

The Regional Landscape Plan (PPR) results from a complex process of updating knowledge for the interpretation of Campania's landscape. The preliminary plan, approved in 2019, contains over 70 themes and 2,000 GIS-format maps.

The Plan is invaluable to define strategies to protect and enhance the territory, taking into account the social, demographic, economic, and cultural evolution of local communities, identifying and enhancing the environmental and cultural identity to be passed on to future generations.

With an innovative approach, it tackles today's planning challenges, such as soil consumption, climate change, territorial fragility, and regeneration, through an integrated action system aimed at urban and territorial requalification. This includes the reuse of degraded spaces, the reweaving of fragmented urban fabrics, the reconstruction of new landscapes, and the rational use of peri-urban spaces. This contributes to the definition of a Regional Territorial Agenda that focuses not only on the development of urban systems, but on the entire regional territory.

In the process of developing the Landscape Plan, local communities, as custodians of the landscape's identity values, play a strategic role in fine-tuning the enhancement strategies that stem from the landscape quality objectives assigned by the Plan to the territorial resources. In the coming weeks, an intense program will be launched, planning twenty meetings across various territories to start workshops on participatory planning.

In this scenario, the Region's strategy for the new cycle of programming European union resources aims to promote a new approach to sustainable and integrated development and urban regeneration, structured into:

- Twenty-three medium-sized urban areas including the four provincial capitals and major cities of the Region;
- broad territorial systems that coincide with the areas of the Masterplan-Integrated Development Programs, a new concept tool that, in the junction between the forecasts of landscape, territorial, and urban planning and the programming of economic and financial resources, proposes an innovative way of valorizing territorial resources;
- interior areas where the main goal is to counteract depopulation and demographic decline, also through the adaptation of services.

The fourth line of action is the promotion of the Plan for Sustainable Living, urban regeneration, and social inclusion, placing at the center of regional policies those for the right to housing, the requalification of suburbs, safety improvements, and energy efficiency of the building stock, and the regeneration of territories.

We are carrying out significant work with the Municipality of Naples for many peripheral neighborhoods in the city, focusing on numerous public housing districts.

The strategy aims to integrate multiple forms of intervention and resources to:
- increase the number and variety of public and Social Housing units;
- enhance the value of the existing urban building stock also through seismic safety improvements and energy efficiency;
- promote pilot urban regeneration initiatives;
- recover disused urban and productive areas.

Since two 2020, over 120 projects have been funded across the regional territory with total funding of approximately 600 million euros and a goal to invest a total of 1 billion euros by 2030.

In conclusion, I would like to highlight the crucial importance of this conference as a forum for sharing ideas, experiences, and strategies to build a more inclusive and sustainable future for our cities and regions. We face significant challenges, but also unique opportunities to reinvent our approach to urban and territorial development, as well as to redefine the identity and professionalism of technicians and professionals involved in various capacities in design, planning, and administrative processes. Continuous collaboration and dialogue among all participants are essential for translating shared objectives into concrete actions that improve the lives of all citizens. Thank you all for your attention, and I wish each of us a fruitful exchange of ideas and good work in the coming days.

Social housing and benefits in Austria: an approach in creating inclusive and just settlements

*Gerhard Vittinghoff MRTPI**

Austrian housing policy has maintained many features of the post-war housing policy scheme, especially the growing importance of limited-profit housing associations and the focus on supply-side subsidies are mayor tenants of this approach. The affordability has been promoted by reducing the costs of housing through low interest public loans and grants to ensure appropriate supply outcomes and relies far less on demand assistance than other systems.

The universalistic approach towards social housing avoids marginalization and stigmatization of the social housing segment and its tenants. Regulation plays a strong and prescriptive role in the Austrian model.

Specific land use instruments are in place and these include zoning categories which define well suited areas predominantly dedicated to subsidised Housing. These special areas are well situated within the urban framework. In identifying these areas, uniform and transparent allocation criteria allow for a good social mix in social housing estates. At the same time, affordable rents boost purchasing power. The large share of social housing contributes towards more affordable prices for a major proportion of the entire housing market.

Moreover, the sustained efforts towards "gentle urban renewal", too, play a role towards keeping housing in general affordable and also safeguard employment in the construction industry. This reflects a long tradition in Vienna and is likewise strongly supported by the population – a historic achievement that must be preserved for future generations.

Promoting a social mix in neighborhoods and preventing ghettoization has always been a priority of urban governance. In Vienna, municipal housing and affordable housing conducted by Limited Profit Housing Associations (LPHA) are scattered across the city. Compared to other cities the segregation in Vienna has remained relatively low. The local government sees the long-standing tradition of social housing construction as safeguards of good social mix. Social housing makes up 42% of the total housing stock and about 60% of all Vienna households live in social housing apartments, thus the city government remains in control of a large part of housing in the city. There are income limits to determine who can apply for social housing.

Promoting diversity is the major focus and it aims to bring together heterogeneity of various forms of living, working and various concepts of life, understandings of gender roles, values as well as economic, religious, language and cultural backgrounds. The focus is on co-creation of strategies at the local level and bringing various stakeholders into decision-making process such as public institutions, private enterprises, property owners, investors, civil society and individual residents.

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HOUSING CRISIS – after 1980's settlements reconversion and 2024 simplification

João Teixeira, Portugal

There are two periods of housing crisis in Portugal, that suggest solutions for the future, tackling immediate needs of affordable housing in Portugal:

- The illegal settlements constructed in the 1960's and 1970's and their reconversion in the 1980, based on *Vale de Milhaços* neighborhood reconversion.
- the Socialist Government solution, adopted in the beginning of 2024: simplification of processes, along with social housing construction.

Vale de Milhaços housing development

Vale de Milhaços is located 22 km *Península de Setúbal* (south of Lisbon). In the 1960´s several big enterprises were inaugurated in south of Lisbon, such as Nacional Steel Industry in 1961 and Margueira Shipyard in 1967, creating thousands of new jobs. Also, the Bridge, connecting Lisbon to the South bank, was built in 1966. The accessibility from *Vale de Milhaços* to Lisbon was reduced from 2 hours to 30 minutes. The demand for houses and land for construction was much bigger than supply. Illegal settlements appeared, and later, illegal constructions. Government couldn't control the situation.

Vale de Milhaços was an illegal allotment with plots around 300 sqm to 2000 sqm, along informal streets, without infrastructures or social equipment's. The reconversion of *Vale de Milhaços* illegal settlement and construction was based in the following principles:

- A General Plan developed involving new landowners in public meetings, later approved by the Municipality.
- A local technical team was created, paid by the Municipality, to implement the Plan, to help house owners to adapt existing houses according to legislation, to inform the local population about the Plan, and to control construction.
- The larger plots were destined for public equipment's.
- The owners of small lots had to give up 10% of the land area, when possible, for social equipment's and infrastructures.
- The costs of Infrastructures (street paving, water, sewage, electricity, and telephone infrastructures) were paid by the new owners of plots and houses, with installments during five years.
- Infrastructures projects and related works were coordinated by the technical team.
- The illegal promotor had to give away all the land owned and pay a fine for the illegal allotment.

Currently the accessibility has been increased with bus network and the new railway. The nearest station is located 700 meters from *Vale de Milhaços*.

Reconversion and rehabilitation were a very successful operation. It is a 128 hectares neighborhood with 5000 homes, taking advantage of urban infrastructure, domestic waste collection service, public transport, and social facilities: a kindergarten, two public schools (primary and secondary), a private school, a sports center, an Eco Museum, green areas, an urban park, as well as stores for everyday supplies. A house located in *Vale de Milhaços* can be worth between €300.000 (€1.500/sqm), and €700.000 (€3.000/sqm). The vision, the reconversion plan and the coordination of team's work were carried out by Professor Costa Lobo, one of the founders of ECTP-CEU.

2020 housing crisis

To solve the 2020 housing crisis, the Portuguese Government took several decisions during 2023/24, namely a new generation of housing policies (NGHP), with the following objectives:

- Respond to families living in severe housing shortages.
- Guarantee access to housing for all those who have no access to the market.
- Create the conditions for rehabilitation to be the main form of intervention in building and urban development.
- Promote social and territorial inclusion, along with housing choice opportunities.

The main measures to achieve these objectives are:

- To simplify the approval process for construction projects.
- The investment of 3.090 million Euros to rehabilitate and built new homes at affordable costs, financed by the Recovery and Resilience Facility, RRF, corresponding to 26.000 homes.
- To exempt from housing taxes, until 2029, the owners who give up tourist accommodation in favor of urban rental.
- To reduce housing rental taxes at affordable costs.
- To reduce or release real estate capital gains on the sale of second homes or land, to repay a loan for own and permanent housing.

Now and in the future

Recent policy became very expensive and takes times to implement. It doesn't ensure population involvement, by side public minimum participation.

Complementarity between housing policy and new urbanization plans can be strong solution, adequate to present needs:

- Locally, several new municipal, or part municipal developments could ensure large and diversify offer of affordable housing, as claim often by general population.
- New urbanization plans of municipal initiative, producing plot at affordable price, give the possibility to families invest in their own home over several years mobilizes savings and reduces the State's expense on housing development.
- It also allows tailor made projects, able to evolve through time adequate to family needs, adopting different sustainable solutions (Light steel framing, Light wooden framing, among others).

When the nature of the intervention takes the form of self-construction, the intervention of a specialized team is essential during the urbanization plan, design, and construction.

New urbanization plans of municipal initiative, benefiting from lessons learned, appear as a solution to be largely explored in Portuguese reality.