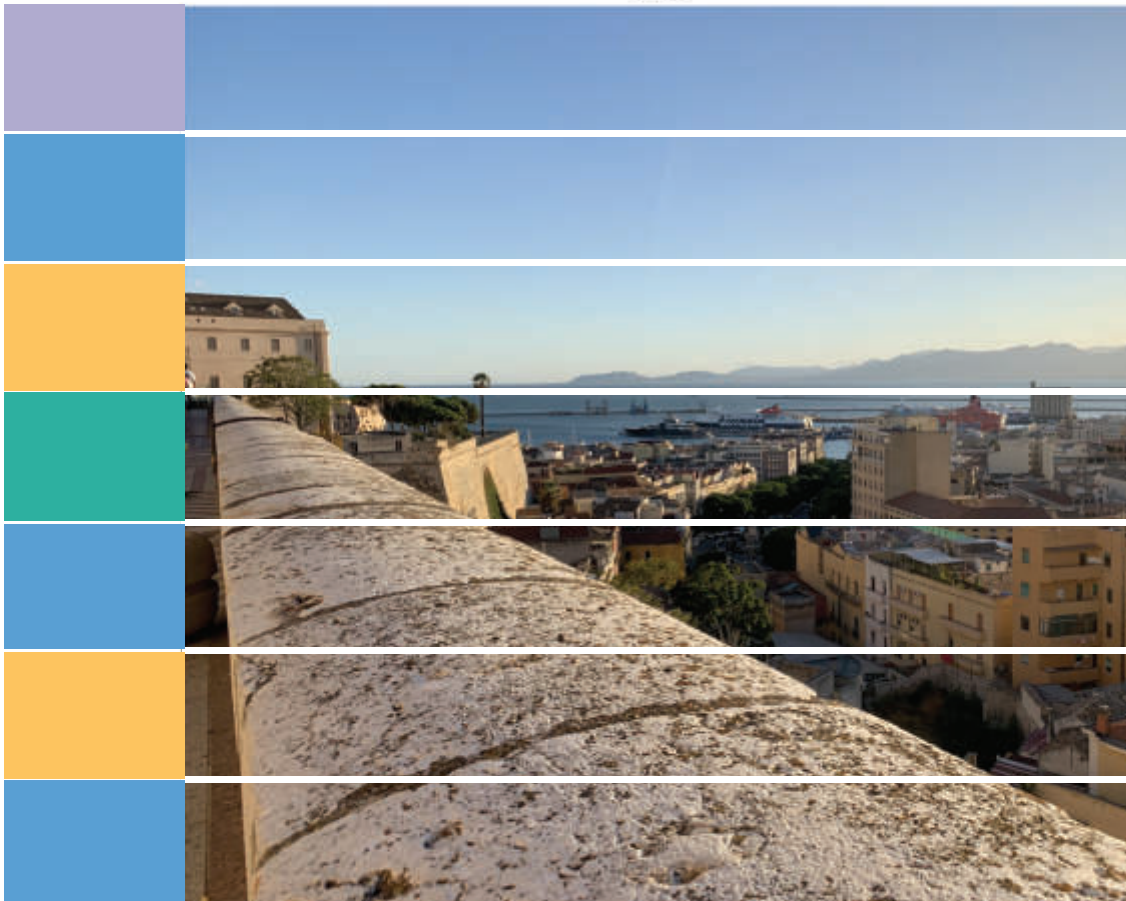


Carmela Gargiulo Corrado Zoppi
Editors

Planning, Nature and Ecosystem Services



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Smart City, Urban Planning for a Sustainable Future

5



Carmela Gargiulo Corrado Zoppi

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INPUT aCAdeMy Conference will focus on contemporary planning issues with particular attention to ecosystem services, green and blue infrastructure and governance and management of Natura 2000 sites and coastal marine areas.

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- Rosaria Battarra;
- Gerardo Carpentieri;
- Federica Gaglione;
- Carmen Guida;
- Rosa Morosini;
- Floriana Zucaro.

The most heartfelt thanks go to these young and more experienced colleagues for the hard work done in these months. A final word of thanks goes to Professor Roberto Delle Donne, Director of the CAB - Center for Libraries "Roberto Pettorino" of the University of Naples Federico II, for his active availability and the constant support also shown in this last publication.

Rocco Papa

Editor of the Smart City, Urban Planning for a Sustainable Future" Book Series
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PLANNING OF HISTORIC CENTERS IN SARDINIA REGION

CONSERVATION VERSUS VALORIZATION OF
ARCHITECTURAL AND CULTURAL HERITAGE

**FEDERICA ISOLA, FEDERICA LEONE
CHETI PIRA**

Department of Civil, Environmental
Engineering and Architecture
University of Cagliari, Italy
e-mail: federica.isola@unica.it
federicaleone@unica.it, federicaleone@unica.it

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ABSTRACT

Planning of historic centers has acquired a great importance within national, regional and local regulatory framework. The concept of historic center has been characterized by different interpretations and changes due to, on the one hand, the conservation conception, according to which city center is an identity asset, and on the other hand, to the strategic vision where city center is a source of cultural and economic development at the local level. The normative framework concerning city center planning has been characterized by several phases that have influenced and oriented its development. The European Convention on the Landscape and its implementation within the Italian legislation through the Law enacted by Decree no. 42/2004 "Code of cultural and landscape assets" includes historic center planning within the landscape planning. In relation to the case study of the Sardinian Region, after the approval of the Regional Landscape Plan (RLP) the implementation plans of the historic centers (IPHCs) have to comply with the RLP's Planning implementation code. Moreover, within this process, landscape component and the co-planning approach between regional administration and local municipalities represent two key elements that should address and orient the development of city centers. From this theoretical perspective, this study analyzes the elaboration processes of twenty IPHCs in compliance with the RLP in order to identify the key elements of this process. In particular, the study aims at defining a descriptive and normative framework, based on the key elements identified in the comparative analysis.

KEYWORDS

Historic centers; Conservation and Valorization; Local Plans; Regional Landscape Plan

1 INTRODUCTION

Since the beginning of the XX century, the issue of preservation and rehabilitation of architectural heritage has acquired increasingly importance within the European context, representing a reaction to the "chaos" of the post-industrial era. Although from the 1960s the protection of architectural heritage has been a hotly debated issue, only in 1975 it was formalized in the European Charter of the Architectural Heritage, a document adopted by the Council of Europe (Gabellini, 2011).

In Italy, several laws were enacted in order to preserve the architectural and cultural heritage. The first law on the landscape protection was enacted in 1922 by Benedetto Croce in order to defend and safeguard the most significant natural and artistic Italian beauties. On the other hand, this law focused on historical and cultural heritage and on monumental buildings at the expense of the environmental context in which they were allocated. The Law no. 1089/39 "Protection of historical and artistic heritage", duly noted as "Bottai Law" and the Law no. 1497/39 "Protection of natural beauties" focused on the protection of cultural and historical heritage and they introduced some innovative aspects within the Italian normative framework. On the other hand, once again, the concept of protection was conceived as a "passive protection" that safeguarded the single building without analyzing the environmental context in which it was allocated.

The Law no. 1150/1942, duly noted as the "urban development Law" represented the first planning tool that focused on the entire municipal territory through a land use classification. In the first post-World War II decades, the population growth and the rapid development of urban areas required the use of new planning tools, reinterpreting the spatial plans defined by the Bottai Law. Moreover, during the post-World War II reconstruction the relationship between the "New" and the "Old" acquired a significant importance within the national debate. However, although in 1960 a declaration on the protection and rehabilitation of historic centers, duly noted as "Gubbio Charter", was approved, the concept of historic center was defined by the Law no. 765/1967, hereinafter "Ponte Law". In 1968, the Interministerial Decree no. 1444/68 classified the historic center as "A" zone type, including those urban areas characterized by historic, and artistic values. Therefore, the concept of historic center assumed a new identity, representing both a solution to housing needs and an alternative to building speculation (Cassatella, 2015). In fact, historic center was conceived as an economic asset and its rehabilitation aimed at contrasting the economic crisis by transforming cities (Capalbo, 2006). During '80s and 90's, the focus of the national debate moved from the residential needs to the necessity of areas for the tertiary sector activities, changing the analysis scale from the city center to the municipal territory. Cities have been characterized

by the implementation of big urban projects and by programming agreements that have involved current problems that affect urban areas, such as pollution, housing degradation, uncontrolled urban sprawl with a consequent distortion of urban landscapes.

The Law no. 431/1985, duly noted as "Galasso Law", established protection restrictions on all the national territory characterized by particular landscape values, excluding "A" type zones. In 2004, the Law enacted by Decree no. 42/2004, "Code of cultural and landscape assets" identified the historic center as a landscape good. Nowadays, the historic center is conceived as a part of the city that need to be planned through an integrated approach. Indeed, the protection policies and strategies that have characterized the planning of historic centers from post-World War II period have entailed a progressive phenomenon of depopulation with a consequent abandonment of these areas. Therefore, the role of historic centers between revitalization and protection measures represents a key issue within the national planning debate and the normative framework (Valente & Gasbarra, 2004).

In this context, implementation planning may play an important role to face challenges that affect historic centers.

This study aims at analyzing the different phases of the co-planning process between Sardinian regional administration and local municipalities for the elaboration of Implementation plans of historic centers (IPHCs) in relation to two different perspectives: the Sardinian regional administration, the authority in charge for the approval of the IPHCs and the local municipalities, the authority in charge for their elaboration. In particular, the analyses aim at identifying the critical elements in the planning of historic centers, in relation to the regional administration's perspective, and the problems in the elaboration of the IPHCs from the local municipalities' perspective.

The study is articulated into four sections. The second section describes the methodological approach used and the normative aspects in planning of historic centers in Sardinia. The third section reports the results of the analyses of the two perspectives. The concluding section discusses implications, limits and suggestions for further research.

2 PLANNING OF HISTORIC CENTERS IN SARDINIA

In Sardinia, the Regional Landscape Plan (RLP) was approved in 2006 and includes the innovative aspects introduced by the Code of cultural and landscape assets that translate principles and strategies of the European Convention on the Landscape into the Italian legislation.

Innovative issues concern the concept of historic center conceived as a landscape good and the involvement of the different authorities (regional administration and local municipalities)

in charge for its planning within a co-planning process that represents the implementation of the subsidiarity principle (Cangelli, 2012).

According to the RLP, planning of historic centers should aim at defining a new spatial organization of the city and at strengthening social cohesion (Regione Sardegna, 2006). Although the principal historic and cultural resources are identified and mapped by the RLP, their accurate identification and the definition of protection measures are the results of the co-planning process (Regione Sardegna, 2006). The planning implementation code (PIC) of the RLP defines "Areas characterized by historic settlements" (article 51), provides rules (article 52) and defines strategies (article 53) for the elaboration of IPHCs in compliance with the RLP. In particular, "Areas characterized by historic settlements" are defined as centers of antique and primary development and their identification is the result of an accurate analysis of the historical cartography. Centers of antique and primary development are those core parts of the urban settlements that have been development since 1950 and they are not conceived a single asset but as a landscape asset composed by several identity elements. The area of the centers of antique and primary development is identified through a co-planning process between the regional administration and the local municipality. Local municipalities that do not have an IPHC elaborated in compliance with the RLP may authorize only interventions concerning ordinary and extraordinary maintenance, and internal restoration without increasing volumes and surfaces or changing the external building profile. Moreover, the Sardinian regional administration elaborated several documents and guidelines, such as "Lab.Net" Project and the Handbook on restoration of working-class architecture.

This study aims at analyzing the co-planning process to elaborate and to approve IPHCs through two analyses that reflect two different perspectives. The first perspective concerns the authority in charge for the approval of the IPHCs, that is the Sardinian regional administration, and the second concerns the authority in charge for the elaboration of the IPHCs, that is the local municipalities. The analysis of the two perspectives aims at identifying the critical issues that the elaboration and the approval of an IPHCs entails.

The first analysis focuses on official documents¹ that officials of the Sardinian regional administration elaborated to approve the IPHCs. These documents may include provisions that must be addressed by local municipality in order to make the IPCH consistent with national and regional strategies, policies and laws. Our study analyzes documents concerning twenty local municipalities (Fig. 1), located in the Sardinian regional territory.

¹ All documents are available online:
<http://www.sardegna.territorio.it/j/v/1293?s=191779&v=2&c=9559&t=1>

The second analysis focuses on the elaboration process of the IPCH of San Basilio, a small town located in the Southern-East part of Sardinia.

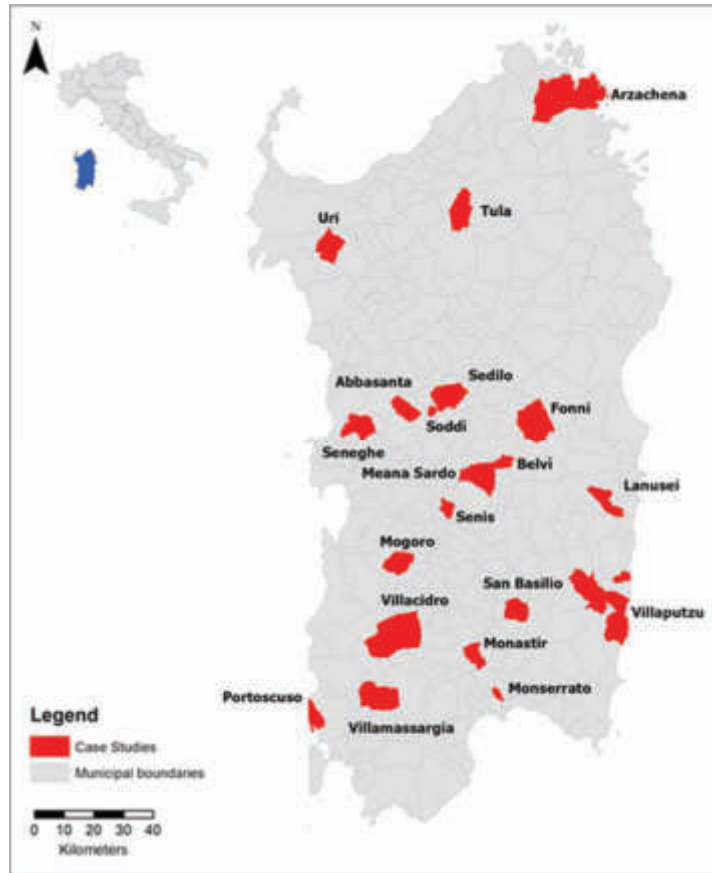


Fig. 1 Case studies

3 THE ELABORATION PROCESS OF IPHC IN RELATION TO THE REGIONAL ADMINISTRATION THE LOCAL MUNICIPALITIES PERSPECTIVES PLANNING OF HISTORIC CENTERS IN SARDINIA

In Sardinia, planning of historic centers must be consistent with objectives and rules defined by the RLP. Therefore, the elaboration processes of the IPCHs is analyzed and described, in critical terms, in relation to the normative context of the RLP. As regards the first perspective, the analysis of the Decisions of the regional government of Sardinia (DRG) in relation to the approval of the IPHCs highlights the repetition of some key issues that seem to direct plans towards the final approval. In particular, key issues concern provisions in relation to building interventions, public spaces and technological systems.

In relation to urban systems that maintain its historical characteristics, only interventions that do not alter the external envelope of the building are allowed (Municipalities of Abbasanta, Monserrato, Fonni, Monastir, Meana Sardo, Lanusei and Mogoro). Interventions of restoration must concern all buildings within the parcel including little structures used as storage room or stall (Municipalities of Abbasanta, Lanusei, Meana Sardo and Monastir) in order to safeguard their integrity. Moreover, interventions of restoration, concerning public spaces, such as green areas, streets and squares, must be based on a specific study, aimed at harmonizing and enhancing historical characteristics of the city center (Municipalities of Lanusei and Monastir). Empty lots must be designed in relation to their landscape values (Municipality of Lanusei). In particular, if the lot is empty due to demolition of the existing buildings, this empty lot may be used as public space. New buildings within empty lots must be consistent with characteristics of city center in terms of spatial distribution of single buildings and traditional building types (Municipality of Monserrato). New constructions within lot where historical buildings are present must be consistent with the specific typological schedule defined in the IPHC in order to safeguard the historical stratification (Municipality of Mogoro). In case of newly built buildings that do not have traditional typological characteristics, interventions must concern primarily the elimination of inconsistent elements in relation to the historical context (Municipality of Seleghe).

The installation of technological systems for the production of renewable energy is forbidden in those buildings that maintain their historical and typological characteristics. On the other hand, their installation is allowed in those buildings that are not visible from the streets and from panoramic views. In relation to other cases, the installation must be preventively evaluated through photo simulations (Municipalities of Villamassargia and Portoscuso).

In relation of the second perspective, the methodological approach used for the elaboration of the IPHC of San Basilio is based on the analysis of official documents, such as the RLP, in order to understand the structure and contents that an IPHC should have, and on the considerations derived from informal meetings with officials of the Sardinian regional administration.

The key element in the elaboration of the IPHC is the definition of a model to analyze each "minimum unit of intervention", defined as the minimum lot where interventions should be based on a unified design logic in structural, architectural and urban planning terms.

Moreover, although the IPHC governs and plans the territory included within the city center, the relationship between the city center and the rest of the municipal territory represents a critical aspect. In fact, a unified design vision for these transition areas is missing in both the IPHC and the municipal masterplan.

On the other hand, in the specific case of the municipality of San Basilio, a little town in the Southern-East Sardinia, this inconsistency between the city center and the rest of the urban settlement is not so evident as in other cases.

In addition, the elaboration and the approval process of an IPHC shows some problems due to the coexistence between different needs and expectations.

In fact, on the one hand, the elaboration of an IPHC is strongly influenced by the orientations of the regional administration in terms of methodological approach because the regional administration is the authority in charge for their approval. On the other hand, IPHCs may satisfy expectations and needs of local communities.

In conclusion, this complicated negotiation process often do not take into account some aspects that are not mandatory but that need a unified design vision.

4 DISCUSSION AND CONCLUSIONS

Within the Sardinian context, the elaboration of an IPHC represents a process, strongly influenced by the top. In fact, the methodological approach and decisions are largely guided by guidelines provided by the regional administration and by the strong conservation character of the RLP.

However, in Sardinian municipalities as well as in the majority of municipalities in Southern Italy, citizens express a strongly negative judgment on the landscape of the town where they live, sometimes due to inconsistency of policies concerning restoration and rehabilitation of city centers. In fact, according to the BES 2015 Report (ISTAT, 2015), the 2011 Census displays an almost complete preservation of the residential areas in the historic centers in some Italian regions. Sometimes, decisions of regional administrations focus on the integral preservation of the historic centers without taking into account that construction techniques, lifestyles and housing needs have changed. As a consequence, a revitalization of city centers may be achieved through a mediation between normative issues and needs of people that will invest in those areas. The elaboration process of IPHCs should be based on the protection of historic buildings without inhibiting the social and economic development of the area. In other words, regulations should be more flexible in order to promote the future development of city centers without compromising their conservation.

The analysis of the two perspectives highlights three important aspects in the elaboration process of the IPHCs. The first aspect concerns the necessity to use a methodological approach to identify the key elements that a plan should have.

The second aspect concerns the protection and the enhancement of the historic value of a building in terms of conservation and, at the same time, by adapting the existing buildings to new housing standards. In fact, although the existing socio-economic dynamics entail land-

taking processes, the re-use of the existing buildings within the city centers may represent an opportunity. City center is not a static element of the urban settlement; it should be conceived as a dynamic part of the whole city where promoting those activities that, in coherence with conservation measures, may revitalize this part of the city in economic and social terms. The third aspect concerns two issues: the co-planning process with the regional administration and the citizens participation from the starting phases of the planning process. In particular, in relation to the elaboration process of the IPHC of San Basilio, the dialogue with local community represented an important contribution to the definition of regulations.

In conclusion, the analysis of the two perspectives emphasizes the significant identity value that the city center assumes for local communities and regional administration. The greater is the identity value, the higher is his landscape value (Barocchi, 2006).

On the other hand, a high landscape value entails problem concerning policies of landscape protection that, in this context, may be in contrast with policies of urban, socio-economic and cultural development. The phenomenon of depopulation represents the key of the balance of the conflict between conservation and revitalization of city centers. As suggested by Severini (2015), the city center should be characterized by residential uses rather than abandoned areas. In fact, residential uses usually entail the demand for private services and public services should be maintained and developed within city centers. Therefore, both urban restoration policies and financial interventions are necessary.

The methodological approach proposed in this study is strongly influenced by the RLP in terms of strategies and policies, thus it shows some limits due to their possible exportation in other regional contexts characterized by different normative frameworks. However, the methodology, conceived as the analysis of the perspectives of different actors involved within the planning process, is easily exportable in other national and international contexts. In fact, one of the advantages of this methodological approach is to define a normative and descriptive model that summarizes contents and themes that an IPHC should have.

Future directions of the research may concern how and to what extent the implementation of the analyzed IPHC influences the local development of city centers.

NOTES

Federica Isola, Federica Leone and Cheti Pira have made substantial contributions to the study's conception and design, background and introduction of section 1. Cheti Pira has taken care of section 2. Federica Isola has taken care of section 3. Federica Leone has taken care of section 4.

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AUTHOR'S PROFILE

Federica Isola, Building engineer, is Research Doctor in Environmental Sciences and Engineering (Italy, 2012). She is currently a research fellow at the Department of Civil and Environmental Engineering and Architecture of the University of Cagliari.

Federica Leone, Building engineer, is Research Doctor in Land Engineering (Italy, 2013), and MSc in International Planning and Development (UK, 2012). She is currently a research fellow at the Department of Civil and Environmental Engineering and Architecture of the University of Cagliari.

Cheti Pira, Environmental engineer, is Research Doctor in Land Engineering (Italy, 2012). She is currently a research fellow at the Department of Civil and Environmental Engineering and Architecture of the University of Cagliari.