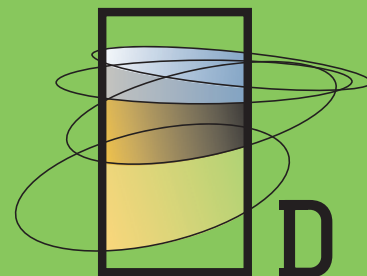


# MOUNTAIN DOSSIER

SCIENTIFIC REVIEW OF DISLIVELLI.EU *RIVISTA SCIENTIFICA DI DISLIVELLI.EU*

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## HOUSING POLICIES IN MOUNTAIN AREAS



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**Federica Corrado**  
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The third number of the scientific journal Mountain Dossier deals with the issue of housing policies in mountain areas. This issue is of great significance, although it is more commonly associated to urban areas. The out-dated deceiving idea that the mountain is either a place for leisure or else it is abandoned, has induced to believe that housing policies in the mountains must principally address the needs of secondary residents and all the issues connected to disperse and marginal settlements connected to primary economic activities. This is to ascribe on one hand to the idyllic and rural image people have of mountain activities, on the other to the exploitation of mountain resources for recreational purposes, mainly winter sports.

Mountain areas show *profound complexity*, as it is a territory of great heterogeneity:

stable urban-mountain areas, easily accessible, able to provide the necessary services to its population and offer an urban-like lifestyle despite their environmentally prestigious locations. In other words, these are small and medium sized town in the Alps, able to network long distance on the economic and cultural stage;

- town located on the valley floor continue to be a point of reference for those people deciding to leave urban areas for more rural well-served ones (alpine peri-urban areas), but also for those who, after a migration wave, decide to leave the higher valleys and move to areas that better cater for their family needs;
- disadvantaged areas in middle and upper valleys, with low accessibility and high marginality, show a lack of social and economic vitality, which have on the other hand preserved its cultural and environmental heritage from the “pollution” brought by progress;
- intermediate areas, usually localised in the middle valleys show some interesting strengths, such as the easy accessibility and closeness to outstanding environmental settings (e.g. protected areas). However, their development has been marginal due to their intermediate position, cutting them out of the tourist network of the upper valleys and out of the industrial development in the lower valleys. These are in fact small urban centres that might gain a new important connecting role today and offer a new alternative for residency.

These different situations on the territory show us that the housing issue needs to be looked at from different angles. Policies regarding housing issues in mountain areas must address different aspects: recovering of small villages, reutilising mountain buildings, addressing the issue of second homes distribution in tourist locations which remain empty for

most of the year, the need for new eco-friendly buildings, the necessity/possibility to start new trends for buildings recycle, social housing in urban-mountain contest, etc.

Therefore, this year the scientific journal Mountain Dossier intends to spur reflection on this complex topic. This number (n. 3) is dedicated to a specific case study in the Province of Pordenone with the aim of reutilising the mountain building heritage still largely unused. This case study is an example of best practice carried out by the local authorities to respond to the need of protecting mountain areas. It also depicts the situation from an anthropological point of view, due to the fact that territorial planning in mountain areas is strictly connected to the creation of a local identity and fusion of past and present.

Finally, we propose our first call for papers on the topic of innovative way of housing in mountain areas. In the next number (n. 4) all the articles selected by the Scientific Committee of Mountain Dossier and the Province of Pordenone will be published with the aim of collecting a spectrum of experiences on this issues within the alpine area inside and outside Italy, in order to create state of the art policies for all the different territorial contexts.

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**Federica Corrado**, Assistant Professor in Urban and Territorial Planning, Interuniversity Department of Regional and Urban Studies, Polytechnic of Turin. She deals with territorial programmes and policies on local development, especially in relation to the alpine context. She is coordinator of Research Area in Dislivelli Association for research and communication on the mountain. Since 2014 she is President of CIPRA Italia.



# PRESENTAZIONE

IT

**Federica Corrado**

Politecnico di Torino e Associazione  
Dislivelli

Il terzo numero della rivista scientifica Mountain Dossier intende aprire una riflessione sul tema delle politiche abitative nelle aree montane. Il tema riveste indubbiamente una grande importanza, anche se siamo generalmente abituati ad affrontarlo in contesti specificatamente urbani. L'immagine, ormai obsoleta e alquanto patinata, della montagna ha favorito anche in questo ambito l'idea che l'abitazione montana corrisponda all'incirca alla baita di Heidi o, forse peggio, ai condomini destinati ad una residenzialità secondaria. Tutto questo ovviamente legato ad usi e funzioni che da un lato rimandano appunto ad un'immagine bucolica e idilliaco-rurale delle attività montane, dall'altro lato ad una visione legata all'uso ricreativo delle risorse montane, principalmente in termini di sport invernali specialmente.

Il territorio montano oggi si presenta in realtà estremamente complesso, caratterizzato da situazioni territoriali assai eterogenee:

- situazioni urbano-montane consolidate, facilmente accessibili, in grado di erogare i servizi necessari alla collettività e di offrire uno stile di vita urbano, pur essendo localizzate in contesti ambientali di pregio. Si tratta sostanzialmente di quei centri che fungono da località centrali rispetto al territorio circostante;
- centri di fondovalle che continuano a fungere da catalizzatori sia rispetto a chi decide di lasciare le aree urbane a favore di contesti più rurali ma ben serviti (peri-urbano alpino) sia per chi decide, anche a fronte del recente movimento migratorio, di lasciare ancora le alte valli per soluzioni di vita più rispondenti alle esigenze famigliari;
- aree deboli di media e alta valle, con basso livello di accessibilità e alto livello di marginalità, caratterizzate da una assai scarsa vitalità economica e sociale che però hanno preservato il patrimonio ambientale e culturale dall' "inquinamento del progresso";
- aree intermedie essenzialmente localizzate nella media valle, le quali, da un lato, posseggono alcuni punti di forza interessanti per il processo di insediamento, dalla facile accessibilità alla vicinanza a luoghi ambientali di pregio (aree protette, ad esempio), dall'altro però sono rimaste ai margini dello sviluppo delle valli proprio per la loro localizzazione fisica intermedia che non le colloca nei circuiti delle alte valli del turismo ma nemmeno nelle basse valli dello sviluppo industriale. Spesso, appunto, si tratta di centri urbani di piccole dimensioni che però oggi possono svolgere un interessante ruolo di collegamento e offrire una alternativa di residenzialità sostenibile.

Queste diverse situazioni territoriali pongono oggi alla nostra attenzione la necessità di affrontare la questione in maniera articolata. All'interno delle politiche abitative per la montagna, si riconoscono dunque diverse problematiche che vanno dal recupero delle borgate, alla rifunzionalizzazione dei masi, alla distribuzione e presenza delle seconde case in località turistiche e relativi problemi di non occupazione delle stesse per lunghi periodi dell'anno, alla realizzazione di nuovi complessi eco-sostenibili, all'housing sociale in contesti urbano-montani, etc.

In quest'anno, la rivista scientifica Mountain Dossier intende portare avanti un percorso di riflessione sul tema. In particolare, il primo numero vuole avere un carattere illustrativo relativamente ad un'esperienza portata avanti dalla Provincia di Pordenone, la quale attraverso un'azione di valorizzazione integrata ha dato avvio ad un processo di riutilizzo di residenze secondarie. Questa esperienza viene letta anche sotto un approccio antropologico che si è ritenuto utile inserire poiché il ri-abitare oggi le montagne necessariamente passa per un processo di ibridazione identitaria tra vecchio e nuovo.

La call for papers inclusa in questo numero mira dunque a raccogliere una serie di esperienze sul tema all'interno dell'arco alpino, non solo italiano, al fine di provare anche a costruire uno stato dell'arte sulle declinazioni possibile che queste politiche assumono nei differenti contesti territoriali. Gli articoli selezionati dal Comitato Scientifico della rivista insieme alla Provincia di Pordenone saranno pubblicati nel prossimo numero.

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**Federica Corrado**, ricercatrice universitaria in Pianificazione e progettazione Urbanistica e Territoriale presso il Dipartimento Interateneo di Scienze, Progetto e Politiche del Territorio del Politecnico di Torino. Si occupa di strumenti e politiche territoriali per lo sviluppo locale con particolare attenzione al contesto alpino. E' responsabile dell'Area Ricerca dell'Associazione Dislivelli per la ricerca e comunicazione sulla montagna. Dal 2014 è Presidente della CIPRA Italia.

# CALL FOR PAPERS



EN

Mountain Dossier and the Housing Policies Observatory of the Province of Pordenone are selecting original contributions such as articles and papers dealing with the development of mountain areas with particular attention to the different ways of living in the mountain and the socio-economical dynamics involving its territories and influencing its development. The focus is on the role of local, supra-local and national policies brought forward to respond to mountain housing needs. Living in the mountains also means looking after the territory, namely integrating economic, social and cultural aspects, a “smarter” way of perceiving residency.

The development of mountain territories has become a topic of great interest, inspiring studies and research as well as receiving funding provided by the European Program 2014-2020. The reason for this interest is to be found in the growing awareness of the role played by agricultural, forestall and pastoral activities in producing highly relevant environmental services ranging from hydro-geologic safety to tourist fruition, from landscape maintenance to biodiversity as well as protection and valorisation of natural and cultural resources. From this perspective, the importance of mountain towns is quite central in defining a system able to valorise its surrounding territory and its most precious components such as historical, architectural and cultural richness, along with typical products. This ensemble can be the starting point for new positive scenarios, new policies aimed to renovate the territory itself, thanks to new technologies, which can support and encourage local actions steering towards a “smart” direction.

The articles or papers should deal with the following topics:

- Policies, best practices, re-utilisation of abandoned or neglected mountain building heritage in order to implement local development
- Social Housing in mountain areas

- Innovative ways to utilise second homes to reduce the negative effect of empty houses for most of the year
- Examples of sustainable settlements in the alpine area
- New migration trend towards the mountain and its effects on housing policies

The articles and papers must be written in English, max 20.000 characters (spaces and images in .jpeg format with a minimum 300 dpi resolution included). The contributions need to be followed by an abstract in Italian at most 5.000 characters (spaces included) and a brief author's chart (in English and Italian). The contribution should be send (as .doc attachment) before 30th June 2015 to the following email addresses:

info@dislivelli.eu,  
politicheabitative@provincia.pordenone.it

The images must be followed by a caption and an authorisation for reproduction “for critics use, for scientific research and with illustrative and non-commercial purposes”, that the author of the article or paper will need to request to copyright owners. All papers will be peer-reviewed by the Mountain Dossier Scientific Committee and the Housing Policies Observatory of the Province of Pordenone. Before 31st July 2015 participants will receive a communication about the selection.



## IT

Mountain Dossier in collaborazione con l'Osservatorio Politiche Abitative della Provincia di Pordenone seleziona contributi originali in forma di articoli e saggi sui temi dello sviluppo delle aree montane e con particolare riferimento alla tematica dell'abitare in montagna e delle dinamiche socio economiche che interessano i territori e che ne connotano lo sviluppo. Il focus riguarda il ruolo delle politiche locali, sovra-locali e nazionali portate avanti per rispondere alle esigenze dell'abitare i territori montani, un abitare inteso come "cura del territorio". Ciò significa includere aspetti economici, sociali e culturali dentro il percorso di recupero e presidio territoriale nelle aree montane al fine di rendere i contesti montani effettivamente luoghi che offrono una certa qualità di vita.

Il tema dello sviluppo dei territori montani è divenuto oggi di grande attualità ed è oggetto di analisi e studi nonché di finanziamenti specifici previsti dalla futura programmazione europea 2014-2020. Il motivo di una tale attenzione va ricercato nella consapevolezza del ruolo delle attività agro-silvo-pastorali nella produzione di servizi ambientali ad elevata rilevanza, dalla sicurezza idrogeologica alla fruizione turistica, dal mantenimento del paesaggio alla biodiversità fino alla tutela e valorizzazione delle risorse naturali e culturali. In un territorio diffuso non metropolitano come quelle delle aree montane, attuare politiche smart significa avviare pratiche ed azioni sostenibili che adottino le nuove tecnologie per aumentare la competitività dei luoghi, organizzare i trasporti, incrementare le ITC, valorizzare il capitale sociale, incrementare la qualità della vita, preservare e tutelare l'ambiente ed incrementare la governance.

I papers e articoli dovranno riguardare i seguenti topics:

- Politiche e buone pratiche di ri-uso del patrimonio edilizio montano abbandonato in un'ottica di sviluppo locale integrato
- Social Housing nelle aree montane

- Modalità innovative di utilizzo delle residenze secondarie al fine di ridurre gli effetti negative generate dai "vuoti" che si creano in alcuni periodi dell'anno
- Esempi di insediamenti alpini sostenibili
- I recenti trend migratori verso la montagna e il loro impatto sulle politiche abitative in montagna

I papers e articoli dovranno essere presentati in lingua inglese con lunghezza massima di 20.000 caratteri (spazi e immagini incluse). Le immagini dovranno essere fornite in formato .jpeg con una risoluzione minima di 300 dpi. Inoltre, i papers dovranno essere corredati da un abstract in italiano di massimo 5.000 caratteri (spazi inclusi) e da una breve scheda dell'autore in italiano e in inglese. I papers e articoli dovranno essere inviati entro il 30 giugno 2015 ai seguenti indirizzi:

info@dislivelli.eu,  
politicheabitative@provincia.pordenone.it

Le immagini dovranno essere accompagnate da didascalie e da un'autorizzazione alla riproduzione "per uso di critica, a scopi di ricerca scientifica e con finalità illustrative e non commerciali", che l'autore dell'articolo o saggio avrà cura di richiedere ai soggetti eventualmente detentori dei diritti.

Tutti i saggi verranno sottoposti a *peer review* da parte del Comitato Scientifico di Mountain Dossier e dell'Osservatorio Politiche Abitative della Provincia di Pordenone. Gli autori riceveranno entro il 31 luglio 2015 comunicazione relativamente al risultato della selezione.



Housing Policies Observatory  
Province of Pordenone

EN

## MOUNTAIN DWELLING IN THE PORDENONE AREA: ISSUES AND PROSPECTS IN THE LIGHT OF SOCIAL AND ECONOMIC DYNAMICS OF THE LAND

### HOUSING POLICIES OBSERVATORY, THE PROVINCE OF PORDENONE

#### ABSTRACT

*Tackling depopulation of mountain areas, and the ensuing loss of identity and community values, is one of the main action plans of the Pordenone Province. Today's socio-economic development of the province cannot disregard the mountain as its own complement. Thus, in the face of the challenges brought forth by structural changes of the broad society, as well as by dynamic trends due to the economic downturn, it is of utmost importance to identify targets, promote policies, and implement action plans that may complement economic development, social inclusiveness, welfare, as well as land promotion.*

*The mountain area around Pordenone can make use of intrinsic resources of huge value and high potential, and range from tourism to woodlands, natural and mining areas. Though, such resources must be supported with work activities, as well as to ensure welfare to local communities. To keep up with an appropriate quality of both services and life of the mountaineers is a commitment that the Province, as land authority, has long been carrying out through the work of the Osservatorio Politiche Abitative (Housing Policies Observatory) which, upon a comprehensive inquiry, has pinpointed policies that can stimulate the alpine dwelling system in the light of an economic development and ensuing housing demands.*

*The inquiry, whose outcomes are illustrated in these pages, shows that social care services must be implemented and supported (i.e. Health care, Schooling, Trading). With regard to specific lands, such as that of terre alte (highlands) action should be taken to change of the typical paradigm of short-term planning, in favour of views encouraging long-term investments. The study has highlighted different ways of action, ranging from the abatement of housing taxes, to tax cuts on utility bills at local level. These incentives would certainly foster a new balance, as well as the development of better life conditions for all residents. However, these measures must be paired with specific actions that may involve and stimulate the tourist system and the land resources of Pordenone's mountain area so as to achieve an integrated and synergetic combination with housing and transport policies.*

*These are topics that call for all social, administrative, and political groups. A wide-range institution plays a strategic role, inasmuch as it gathers, arranges and facilitates those processes that have to build their strengths within local communities and agencies. This hinges upon a fundamental point: the mountain is not an obstacle. The mountain is, as it should be, a resource to rediscover. Furthermore, the mountain is a social and economic environment that must be carefully accounted for, so as to value its strategic components that may encourage any future development, as well as those factors that may enable action plans favouring sustainable and inclusive dwelling, housing and work policies.*

40% of the Pordenone province land area is located within the socio-economic alpine environment, with only 3% of the whole population living and working there. This land area has been witnessing a significant decrease in residents and families, while a comparison between actual housing units and families shows 9 lodging units per each residing family. This is certainly due to a number of holiday homes, although there is a general long state of abandonment.

Such progressive neglect of the land is mainly due to socio-economic reasons, although housing policies do play a crucial role, as they can define the appropriate level of services in order to safeguard equal opportunities as well as conditions suitable to local development. Mobility and services associated to studying and schooling needs, as well as training and working activities are inescapable facts confirming the need of an action plan that considers the mountain as a valuable resource and not as a source of problems.

How to achieve all this? All issues pertaining to mountain areas must be tackled thoroughly by all interested subjects and stakeholders, through the implementation of a network of services and infrastructures that serves mobility, green resources,





housing trends, dwelling needs in relation to nature, the valorization of the land and its own typical products and crafts, the promotion of the Dolomites area, a UNESCO world heritage site.

Topics are countless, important, and relevant to local trends that large-scale local authorities, in their own specificity, must be able to read, survey and valorize, focusing on problems, as well as fostering knowledge and sharing inquiries and outcomes with local partners. This will stimulate available intellects and skills so as to achieve solutions, build action plans, open effective round tables between actors who can and must plan actions aimed at providing the mountain with the opportunities it has long been awaiting and deserves.

To make it possible for mountain areas to gain importance and increase its dwelling and housing supply, as well as mobility and welfare, everyone needs to be aware of problems and ongoing trends. The *Osservatorio delle Politiche Abitative* (Housing Policies Observatory) has chosen “*conoscere per decidere*” (Be informed to make better decisions) as their motto. Knowledge is crucial, since problem-solving partnerships can only be implemented through a process of information sharing.

But knowledge alone is not enough. Decisions must ensue, within a network of operations in which actions are planned, along with synergies that can revitalize lands that are today at a disadvantage due to their remoteness more than their poor infrastructures. To this end, the Pordenone Province has implemented local incubators, i.e. a special “focus group on mountains”, whose aim is to enable solid and shared action plans through inclusiveness and dialogue.

The Province of Pordenone has decided to invest its knowledge and governance tools to use in the development of a new way of conceiving the land and its problems, and hence envision solutions. It is therefore through these premises that the following chapters will illustrate the outcome of a new course of action that plays a crucial part in the actions implemented across the territory by *Osservatorio delle Politiche Abitative* of the Province of Pordenone every year. Such course of actions focuses on the mountain as one of the preferential areas in which to invest resources related to the knowledge and understanding of the problems, and ensuing viable solutions.

## 1. THE MOUNTAIN AREA OF PORDENONE: A SOCIO-ECONOMIC OVERVIEW

An approach to large-scale action plans in the field of housing entails a close look to the land peculiarities. Pordenone's mountain area includes 14 municipalities located within the northernmost provincial area, which structures in three valley systems:

- Cellina Valley (*Val Cellina*), which includes the municipalities of Andreis, Barcis, Cimolais, Claut, Erto e Casso.
- Tramontina Valley and Colvera Valley (*Val Tramontina e Val Colvera*), including the municipalities of Frisanco, Meduno, Tramonti di Sopra and Tramonti di Sotto.

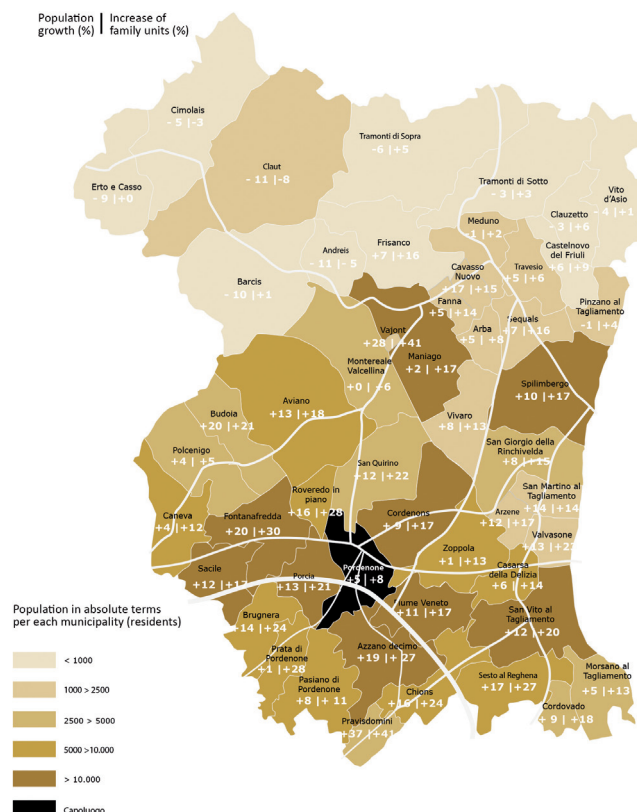
- D'Arzino Valley and Cosa Valley (*Val d'Arzino e Val Cosa*), with the municipalities of Castelnovo del Friuli, Clauzetto, Pinzano al Tagliamento, Travesio, and Vito d'Asio.

Alpine municipalities in the Pordenone province encompass 908,620 sq. km of land area, which accounts for 40% of the province land area, populated by 10,962 residents, out of the 310,811 of the entire province (3.5%, according to a 2011 ISTAT poll). This figure highlights a rarefied population density (12 residents per sq. km.), the lowest when compared to the whole of the Pordenone land area.

This preliminary investigation emphasizes that the mountain area of Pordenone shows a peculiar aspect of the alpine environment, inasmuch as despite a confirmed land value, the resident population is residual compared to urban and foothill land areas.

Unlike demographic trends that mark the entire province, mountain areas feature original aspects and trends that are in line with it. In step with the structural trends of the highlands, alpine municipalities of the Pordenone province show depopulation trends, with a loss in the region of -4.68% (538 residents lost in the decade), against a large-area trend showing a growth ratio of 24,676 residents. Despite the decrease of dwellers across the Pordenone mountain area, the number of family units is virtually unaltered (+0.02%), in line with a trend that is less marked and consistent with the province trend, witnessing an increase in family units (+16%).

Mountain areas also witness a reduction in the number of family members, which affects family organization (average family members dwelling in the mountain amount to 2.08, a 4% decrease compared to the steadily declining trend, at provincial level, of 2.4 average members: from 2.56 (2001) to 2.40 (2011).



**MOUNTAIN DWELLING IN THE PORDENONE AREA: ISSUES AND PROSPECTS IN THE LIGHT OF SOCIAL AND ECONOMIC DYNAMICS OF THE LAND**

The average age of elderly mountain residents (26% over 65 and 15% over 75) indicates that, while across the province the drop in number of family members may be accounted to social and cultural aspects, i.e. reduction of newborns and the existence of single-parent families, due to divorces and separations, single-member families within mountain areas of Pordenone are mainly lonely elderly people.

Hence, in the alpine social fabric those turnover aspects of other residents in the province do not feature, particularly in urban settings. On the contrary, it remains stable, even with regard to foreign dwellers, scoring 7% against 10.6% of the province.

As to the housing system, the process of the highlands abandonment is confirmed by the number of vacant or underused houses, which levels to a 47.54%, against an average province figure of 18.7% (*Agenzia del Territorio*, Land Agency, 2009), with a loss of 9,536 residences (-7% compared to ten years ago).

	2001	2011	var. %
inhabitants	11.500	10.962	- 4.68
>65 (%)	26,6 %	25,7 %	
>75 (%)	14,9 %	14,4 %	
foreigners (%)	5,9 %	7,0 %	
households	5.267	5.268	0,02 %
medium number of members	2,18	2,08	-4,70 %
dwellings	10.249	9.536	-6,96 %
dwelling used by inhabitants	5.248	5.140	-2,05 %
dwelling not used	5.001	5.397	7,92 %

Statistics of the mountain territory of the Province of Pordenone  
Source: ISTAT

Comparable investigations of the three valleys draw attention to the existence of land systems that differ both under a demographic and housing point of view. Focusing on figures regarding population trends we derived that, despite ordinary depopulation processes, the d'Arzino Valley – the Cosa Valley is losing 1.31% of its residents, a significantly lower rate if compared with the Tramontina Valley – Colvera Valley (-4.16%) and Cellina Valley (-12.3%).

The drop in depopulation is connected to the loss of family units only with regard to Cellina Valley (-7.17%), whereas the other two valleys show an increase of family units (+2.5%). Cellina Valley features a 2.8% foreign presence, a slightly lower number compared to the other two valleys (7% and 9% respectively). All valleys show a percentage of elderly residents which levels to 25%. From the housing viewpoint, evidence indicates that vacant and underused houses accounts for about half of the housing available for all valleys.

Statistics depict a complex housing situation, which needs to be compared with the system of services offered to the community in the area. This will allow for a fine-tuning of action plans to implement, and tackle the abandonment trend and social rarefaction. To this end, the “highlands” have been the subject of a detailed inquiry that looked into typology, distribution, and efficiency of public and private service systems in the area. Outcomes are reported in the *Quaderno 03* (Notebook 03), “Living in the Pordenone mountains”, by the *Osservatorio Politiche Abitative* (Observatory of Housing Policies) of the Pordenone Province. Results identify number and quality as well as degree of appropriateness and integration of the service system operating in the Pordenone mountains, to implement guidelines on political action in order to improve the quality of service offered.

**2. THE TERRITORIAL SYSTEM  
2.1 THE SERVICE SYSTEM**

As regards the methodological profile, local service has been included in a research called “*città pubblica*” (“public city”), meaning that the units of built up land as well as the infrastructures related with the tangible and intangible service system are accessible to the whole community. This concept is structured into two main categories: the “built up” public city, enacted by the service system (land provision of services, facilities, and technological services) and the public city that is “open”, i.e. defined by environmental infrastructure systems and mobility. Both these systems underwent investigation, in terms of dwellers’ accessibility and awareness, based on three criteria:

- Free access, meaning free and complete enjoyment of the facility;
- Access subject to opening/closing times of facility or area vs. access not free of charge.
- Private areas or services generally perceived as public, inasmuch as such locations are freely accessible and give a general perception of shared areas.

The analysis of the public city system of the Pordenone mountain areas and their services has systematized a critical reading of urban projections (General Town Planning Schemes, GTPS), enacting a homogenization of GTPS’s keys, and hence permitting the achievement of rational aggregations which have allowed an unvarying interpretation of the entire field of study. Analysis of urban projections integrates the recognition of the service system on the land. The methodology used for this study was to hand out a well-structured survey card to each municipality, focusing on qualitative features of services, their degree of suitability with regard to the served base, as well as on the comprehensive aspects that could be adopted to improve the quality of life on the highlands significantly.



The study has acquired three different classification levels, in relation to the comprehensive quality of services:

- Non-existent (when the service is not available across the land).
- Present and suitable in reason of the demand claimed by dwellers.
- Present, although not sufficient and therefore unsuitable.

Consequently, the service system ranks in six groups, according to their vocational purpose:

- School services organized according to five specific topics, distinguishing school grade and hence content users.
- Healthcare services, structured according to the type of service provided. This category includes areas where a healthcare service is able to serve all dwellers at a general level (family physician, pediatrician, emergency medical care, ambulance, blood samplings, dispensaries). On the other hand, the area qualifies as medical center. The third type of healthcare services is specifically for population groups (elderly and disabled).
- Leisure services (urban parks and playgrounds).
- Recreational and cultural services (sport facilities in general, libraries, museums, etc.), and services for religious groups and associations (churches, vicarages, oratories, civic centers, scout camps, etc.).
- Technological Services and facilities (purifiers, power plants, communication systems, etc.)
- Services related to public security (*Carabinieri*, or armed force security station, and police station), communication (post offices), food provision and social promotion (restaurants, lodges, bars, etc.), and ATER social housing supply (*Aziende Territoriali per l'Edilizia Residenziale*, or Land Agencies for Residential Housing).

## Cellina Valley (Val Cellina)

The service system in the Cellina Valley shows a provision of public services planned in relation to available support services. An inquiry carried out on the school system highlights the presence of two educational centers: the alpine center of Claut, and the mid-valley center of Montereale Valcellina.

With respect to this polarization, primary school in Erto e Casso is ensured through plural classrooms. In addition, the system of accessibility to the right of education in municipalities that lack educational facilities is guaranteed directly by municipal offices, which take up costs of transport to the two above-mentioned educational centers.

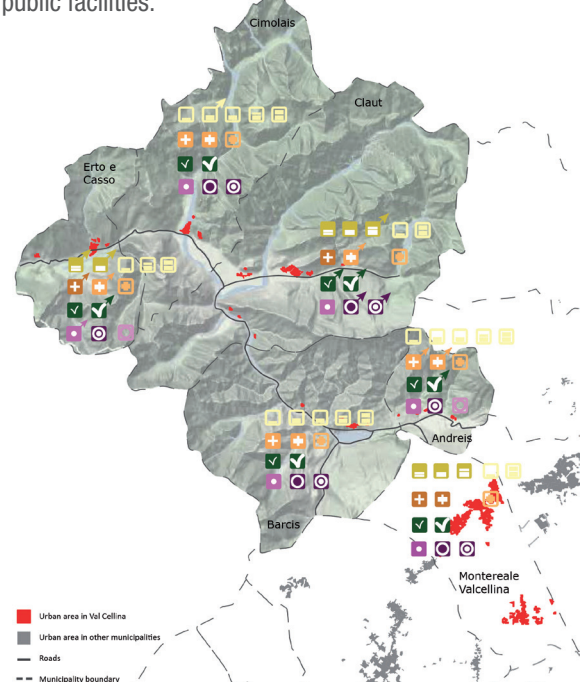
The aid, healthcare, and sanitation system is possible thanks to the presence of land supports on a rotation basis (family physician, pediatrician, emergency medical care, pediatrician, samplings). Such temporary healthcare service shows two key problems: first aid service is impaired by a difficult accessibility to the alpine environment and the required transport to hospitals in Pordenone. On this score, municipalities have claimed that the agreement between Friuli and Veneto regions needs to be reinstated, in order to allow access to the nearest hospital in Belluno. Furthermore, there is a need for more beds for non self-sufficient elderly people living in nursing homes in Cimolais, to avoid long commutes to Spilimbergo to family members. Drug distribution through pharmacies and dispensaries records a severe drop, despite the municipalities attempt to make up for this problem.

Places of worship and associations are well distributed across the land, with civic and operational centers also integrated to other public facilities.

an arrow indicates that "desiderata" (wish list) have been addressed for that service

quality of service	unavailable	suitable	needs im. provent
nursery			
preschool			
primary school			
lower secondary school			
higher secondary school			
healthcare			
social assistance to elderly and disabled			
hospital centers			
urban parks			
sports events and others			
worship			
association life			
culture (libraries, cultural centers, museum center, others)			
police station			
post office			
restaurants, pizzerias, agritourist destinations			
food product			
bars			
hotels, inns, B&B, others			
purifier			
gas storage plants			
green area			
transformer room			
public waterworks tank			
tech services			
power and telephone grids			
public housing			

Legend of the service system of Pordenone mountain areas  
Source: own elaboration on direct data collection



The service system in Cellina Valley  
Source: own elaboration on direct data collection

**MOUNTAIN DWELLING IN THE PORDENONE AREA: ISSUES AND PROSPECTS IN THE LIGHT OF SOCIAL AND ECONOMIC DYNAMICS OF THE LAND**

The activities of *Parco Dolomiti Friulane* (Friuli's Dolomite Park) play a key role to enliven and add value to the dynamism and appeal of the Pordenone mountain region. Indeed, such activities stand out as a high-quality tourist offer, and the local tourist promotion agencies encourage and support local traditions (craftsmanship, gastronomy, etc.), as well as its history, i.e. guided tours to the Vajont dam. In this view, it is worth mentioning a project in Erto e Casso, where the former town hall will be turned partly into a green museum, partly students' housing, and other uses. Another interesting project is in Claut, where a new headquarter of the Friuli's Dolomites Park is under construction. There is a lack of stable church units against a good distribution of houses of worship.

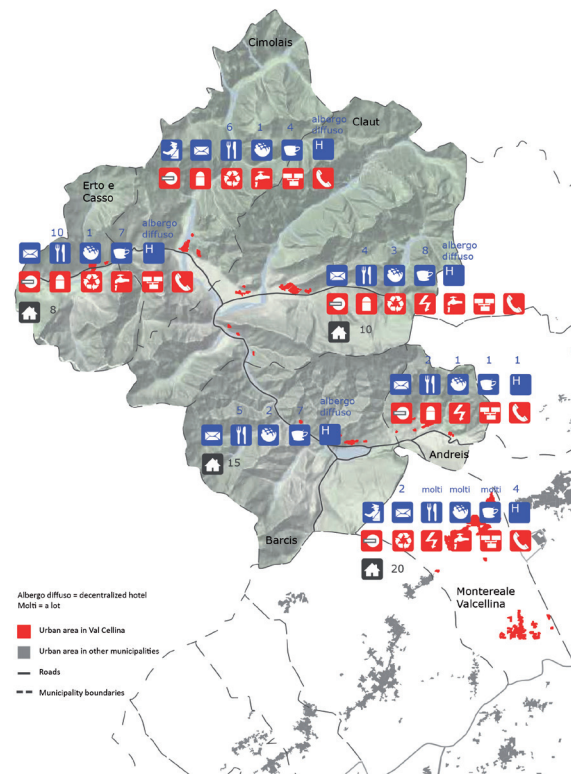
The cultural offer shows how each municipality is provided with a library, a landmark for kids and young people. In Claut, Andreis and Montereale the library is paired with a museum center. Here there are also different cultural centers. Accessible green and recreational areas are well-distributed with football pitches and bike-paths in each municipality. This includes municipalities offering a broad range of sports and recreational areas: Claut is the center for winter sports, while Barcis, Andreis, and particularly Montereale offer a wide range of sport opportunities that are unavailable in Erto, Casso e Cimolais.

With regard to services operating as land support, in contrast to available structured services (physical premises), it is staff turnover that ensures service delivery (i.e., postal service). Commercial areas linked to food services and bars are present. Some are seasonal. Many areas see a limitation in the number of commercial services for food provision, which shows a potentially critical situation.

As for the green area system, inquiries show how the green component is a primary, prevailing, and ultimately a qualifying asset to the life quality in the mountains. Finally, the public housing offer amounts to 33 units in the Cellina Valley, clustered in Erto e Casso, Claut and Barcis, with 20 more units in Montereale Valcellina.

The fields in which people need improvement of the service system are the following:

- More health services for children, mothers (pediatric service), and elderly people.
- Actions toward rationalization of educational facilities are being adopted so that to ensure right of education within processes of classroom depopulation and aggregation.
- With respect to social aspects, an improved continuity is required in the management of aggregation areas, i.e. sport facilities and libraries.
- Visibility and information system of actual sport facilities.



The service system in Cellina Valley  
Source: own elaboration on direct data collection

**Tramontina Valley and Colvera Valley (Val Tramontina e Val Colvera)**

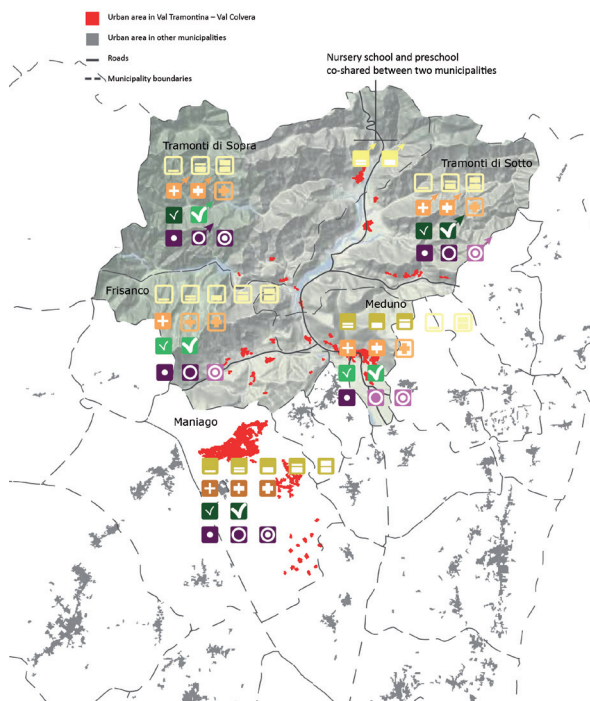
Public service provision in Tramontina Valley and Colvera Valley shows a diverse offer of educational facilities across Maniago, Meduno and Tramonti. Particularly in Maniago, the educational offer is complete – from nursery to secondary schools – whereas preschools cluster in Tramonti di Sotto and Tramonti di Sopra. The educational offer in Meduno caters to demand for education from preschool to secondary schools. As for quality, the surveyed municipalities claim that the school offer meets demand, safe to provide a suitable educational support even in Tramonti di Sopra and Tramonti di Sotto, where both municipalities already share the same facilities.

The network of hospitals in Maniago guarantees the system of aid, healthcare, and sanitation, while in other municipalities of the valley healthcare service is delivered on a rotation basis, and however it is considered adequate. Specifically, if a GP can offer a good coverage on all valley municipalities (3, 4 days per week), pediatric service is not at all provided. In Tramonti di Sotto, Tramonti di Sopra and Meduno there is a service for elderly people, as well as a social aid that supports the municipality of Frisanco.

Similarly to what observed in the Cellina Valley, first aid service needs particular attention, so to ensure celerity of transport, mainly across lands whose accessibility is strongly contingent upon the



nearest hospital. Pharmacies are allocated appropriately in surveyed municipalities and, remarkably, in Tramonti di Sotto a service of medicine supply is about to start, thanks to European funding. Premises for worship and associations are present, well allocated across the land, and overall deemed suitable for local demand. Churches and vicarages with oratories are available in all surveyed municipalities, while civic and multi-functional centers that are present in all municipalities house association life. Finally, Tramonti di Sotto offers a public campsite, equipped areas, as well as countless parish camps.



The service system in Tramontina Valley and Colvera Valley  
Source: own elaboration on direct data collection

Except for Frisanco, in all municipalities the cultural offer is guaranteed by exhibition and museum areas, as well as libraries, which complement facilities dedicated to the Dolomites Park (in Frisanco and Tramonti di Sopra).

However, recommendations from municipalities point out that museum and exhibition areas do not get many visitors. Hence, activities to help visibility and networking are welcome, to prime museum services with an actual fruition, rather than as a mere stand-alone. It is remarkable how, according to interested subjects, tourist promotion agencies in Tramonti are not enough for the efficient dissemination and information about tourist opportunities.

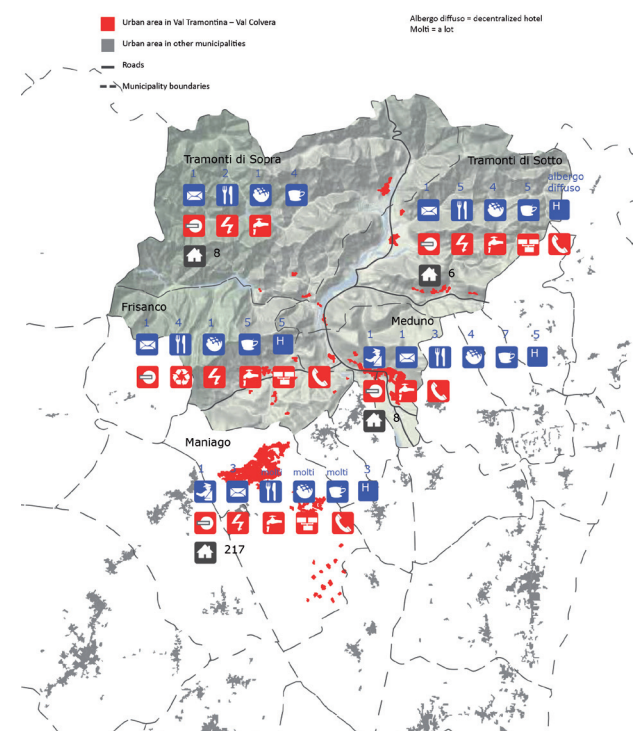
Tramontina and Colvera Valleys also has a good distribution of accessible green areas and sport facilities and playgrounds, which overall meet the demand of both residents and tourists. As a matter of fact, Tramonti di Sopra and di Sotto deliver a combined offer in terms of diversified sports facilities (football pitches and multi-functional facilities), and specifically regulate areas destined to other sports (tennis, track-and-fields, multifunctional areas for volleyball, basketball, as well as two rock-climbing walls).

Notably, in these two municipalities areas for tennis and swimming pools are not accessible nor usable, as maintenance work is inexistent. On the other hand, both the bike path and the mountain-bike trail are outstanding and appealing assets. The municipalities of Frisanco and Meduno offer less diversified areas (football pitches, tennis courtyards, and multi-functional facilities), whereas the range of sport areas in Maniago is extremely wide.

On a final note, the land support service records a significant diversification:

- The commercial system prefigures the existence of a “natural commercial center” both in each single municipality and across the valley: food provision, catering and accommodation are undoubtedly more available in the Meduno area, although other municipalities also offer numerous and suitable facilities. To this respect, actions need to point out and foster knowledge and dissemination of local production, i.e. the “educational farm” and the “social bakery” in Tramonti di Sotto, promoted by the “Social Factory” project.
- Conversely, postal service is operational in smaller municipalities, although it is delivered on a rotation basis in Tramonti di Sopra and di Sotto.
- Security supports are located on the valley’s floor (Meduno and Maniago).

Finally, as regards public housing availability, it is noteworthy how such system is available in all municipalities.



The service system in Tramontina Valley and Colvera Valley  
Source: own elaboration on direct data collection

## **D'Arzino Valley - Cosa Valley**

*(Val d'Arzino - Val Cosa)*

The provision of public services available in d'Arzino Valley and Cosa Valley are diversified educational facilities in Spilimbergo, with a municipality at the valley's floor where schools of all grades are located – from nurseries, through to secondary grade agrarian and mosaic-making schools.

In Vito d'Asio and Pinzano al Tagliamento there are preschools and a primary school, which offer a service in line with demand, although loss of staff may undermine current quality level in the long run.

In Travesio has educational facilities, i.e. preschools, first grade primary and secondary, ensuring the right to education also to the municipalities of Clauzetto and Castelnuovo, thanks to associated transport services at the expense of municipalities. A need for summer activities has emerged from this study, i.e. "Green Spots", summer courses and laboratories.

When it comes to aid, healthcare and sanitation, the municipality of Spilimbergo operates as a delivery hub and offers widespread and diversified services. Municipalities state the need of an agreement, for the provision of an ambulance service to the nearest hospital in San Daniele del Friuli (Udine province), or to the hospital in Udine. Still, GPs rarely visit alpine municipalities – emergency medical care headquartered in Anduins (Vito d'Asio) or Meduno (night shift only) ensure a "consistency" of service – and, similarly to other mountain areas, pediatric centers are unavailable, whereas elderly assistance and social aid are available in all municipalities, although on a rotation basis. Municipalities in the valley need a day-center for the elderly, to improve assistance opportunities. Pharmaceutical centers are always available. In general, the municipality of Spilimbergo suggests a rationalization of the social and healthcare offer to meet users' basic demand.

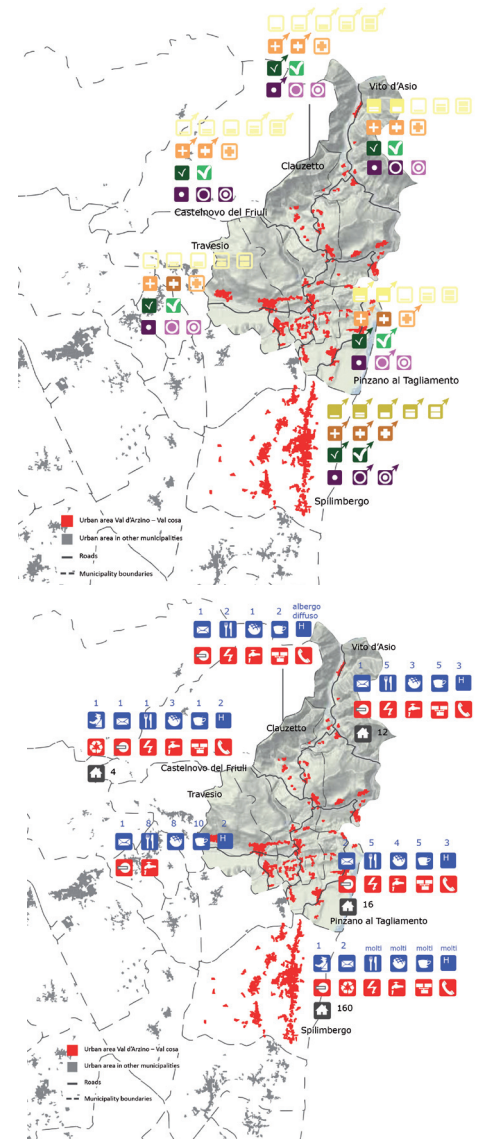
Sport facilities and accessible green areas with playgrounds are available and well allocated across the land, although an improvement of these services is expected in Spilimbergo and Pinzano al Tagliamento, particularly with regard to security as well as diversification of premises. Sports facilities in Spilimbergo are available, diversified and in adaptation; in all smaller municipalities a football pitch is available, and in some cases (in Vito d'Asio, Travesio and Pinzano), there are also tennis, volleyball and basketball courts. Notably though, some municipalities express the need to upgrade such facilities both in their plant and structural design.

In the same way as the other surveyed valleys, churches and vicarages operate as a firm and popular service across the municipalities of Val d'Arzino – Val Cosa, inasmuch as they pair with multi-functional clerical centers in Spilimbergo, Travesio and Pinzano.

Areas dedicated to association in Spilimbergo cluster in the Student's House, which hosts a multi-functional civic and social center, whereas the civic center in Pinzano needs regulatory and equipment provision actions. Civic Centers are also available in research facilities in Vito d'Asio and Travesio.

Once again, the library proves to be a cultural support, as it is available in all municipalities. On the contrary, museums are not as accessible in Val d'Arzino as they are in Val Tramontina: notably, a parish museum is available in Spilimbergo, and the mill of Borgo Ampliano – in Pinzano – has a green-museum area, which is part of a larger action plan for tourist promotion encompassing the implementation of an archaeological park project.

The security support system for residents is located in Tauriano (within the Spilimbergo municipality), where three more facilities are observed, although dismantled. Post offices are available in all municipalities, though they virtually do not deliver any consistent service. Commercial services range from restaurants to accommodation facilities, showing a good organization of the land, which also denotes a good offer of food shops destined to grow in Spilimbergo, where a shopping mall is under construction. As for provision of technological equipment services, there is an absolute need for an urgent implementation of a broadband signal.



The service system in D'Arzino Valley and Cosa Valley  
Source: own elaboration on direct data collection



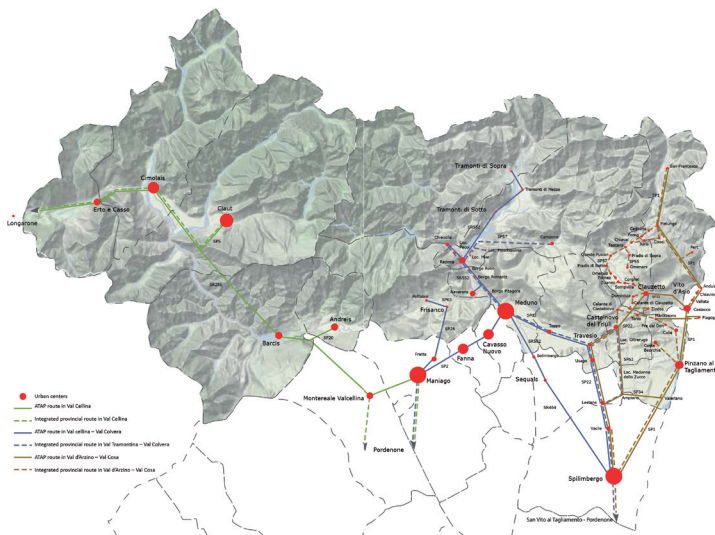
## 2.2 SYSTEM OF MOBILITY INFRASTRUCTURES

Alpine mobility is difficult for both users and service authorities. If, on one hand, the user charge is often high and service is poor with regard to roads or routes, on the other hand service authorities find costs very high and do not often have a sufficient number of users to justify an investment.

In the Pordenone mountain areas there has been an attempt to ameliorate transport demand and offer. ATAP transport offer (Agency for Public Transport in Pordenone province) has been enhanced through six flexible and additional services of public local transport delivered by the Pordenone Province (in compliance with Regional Law 23/2007). Such supplementary services called “A chiamata fissa” (on demand), use small-sized vehicles (20 seats), and reaching few isolated alpine villages, offering disadvantaged users, mostly elderly people, the chance to easily reach public facilities in the valley (post office, town hall, outpatient services, ect.). The year 2012 recorded a relevant number of transported users:

- The Cellina Valley accounts for about 18,000 users (with the service Monday-Friday), meaning that every week in 2012 one resident out of six in the Cellina Valley used the Integrated Service.
- 390 users in the Tramontina Valley – in the Colvera Valley this service is available only on Wednesdays.
- 2,154 users adopted the service in the d’Arzino Valley – Cosa Valley, available on Tuesday, Thursday, Friday and Saturday.
- Another useful action, implemented in 2012, was one called “Circolare. Mobilità sostenibile” (Circulating. Sustainable Mobility), promoted by the Pordenone province and other authorities, ATAP associates, which decided to allocate 2011 revenues to ATAP school transport passes.

The investigation conducted on the three systems of the Pordenone alpine areas focused on public transport according to the frequency of routes. Such research aimed to disclose whether, and to what extent, Pordenone alpine areas guarantee mobility rights to its population.



Public transportation system in the Pordenone mountain areas  
Source: own elaboration

### Cellina Valley (Val Cellina)

As for the Cellina Valley, the transport infrastructures lay east-westward through SR 251 (Regional Road 251), which connects Montereale Valcellina with Longarone, across the Cellina Valley municipalities.

Public transport is guaranteed by two ATAP routes, one bound to Longarone (Belluno province) - that is route 69, Claut – Longarone – Belluno; the other route is connected to the Pordenone valley (route 32, Claut – Maniago – Pordenone). Additionally, the province offers an Integrated Service. In particular, the itinerary Claut – Cimolais is the most served, since it involves both routes from Claut to Longarone and part of the routes bound to the Pordenone valley (they depart from Claut, are connected to Cimolais, and then descend to Barcis). It is remarkable that daily connections with Pordenone are implemented in order to encourage tourism in the Cellina Valley, whereas connections with Longarone (Belluno province) serve the industrial zone.

Integrated service in the Cellina Valley has been optimized to complement ATAP service to Longarone’s industrial zone, in the small town of Faè, and serves all those who work there and others.

### Tramontina Valley - Colvera Valley (Val Tramontina – Val Colvera)

With regard to the Tramontina Valley – in the Colvera Valley, the transport system guarantees the service to the Province of Udine, in the north, by means of the SR 552 (Regional Road 552), until Rest pass, and a connection to the foothill area and the valley is guaranteed by a network of provincial and regional roads.

ATAP offers three public transport routes, as follows: route 27 (Tramonti – Meduno – Sequals – Spilimbergo); route 28 (Tramonti – Meduno – Maniago – Pordenone); and route 31 (Frisanco – Maniago). The routes Maniago – San Martino – Pordenone, and the Maniago – Aviano – Roveredo – Pordenone are connected, improving accessibility to the province.

The map clearly shows how Spilimbergo, Maniago and Meduno are the main hubs with the highest number of stops. The research points out that only one in three routes offers a high daily service, limited to the summer season. Moreover, thanks to other ATAP connections, journey to the coast and seaside tourism is possible. Therefore, it is clear that public transport in the Tramontina Valley – Colvera Valley mainly caters for people needing to go to work or school.

An additional service implemented by the province complements these routes on a weekly basis (on Wednesday only), thus offering disadvantaged users from most isolated villages, mainly elderly people, the chance to easily reach public facilities, healthcare and commercial centers of the valley.

### D’Arzino Valley - Cosa Valley (Val d’Arzino - Val Cosa)

Transport infrastructures in the d’Arzino Valley – Cosa Valley are a network whose main backbone includes provincial roads and their branching, i.e. municipal roads connecting much smaller villages.

**MOUNTAIN DWELLING IN THE PORDENONE AREA: ISSUES AND PROSPECTS IN THE LIGHT OF SOCIAL AND ECONOMIC DYNAMICS OF THE LAND**

Public transport is guaranteed through two ATAP routes, one north-southward through SP 1 (Provincial road 1) – route 25, San Francesco – Pinzano – Spilimbergo; the second is a ringroad (route 26, Spilimbergo – Travesio –Castelnovo - Spilimbergo).

Spilimbergo, Pinzano al Tagliamento, Casiacco and Clauzetto cluster the highest number of stops, as shown by the map. The research points out that only, , public transport routes offers a limited high day service, restricted to the summer season, as for example the Tramontina Valley. Additionally, thanks to other ATAP connections, it allows tourists to travel to the coast and seaside. Therefore, it is clear that, like in Val Tramontina, public transport in the d’Arzino Valley – Cosa Valley is mainly for work and school purposes.

In that valley, the Provincial integrated Service is even more widespread. The service is delivered on Tuesday, Thursday, Friday and Saturday. Similar to the Tramontina Valley, this service aims at offering disadvantaged users from most isolated villages, mainly elderly people, the chance to reach public facilities, healthcare and commercial centers of larger villages across the valley easily.

**2.3 THE GREEN INFRASTRUCTURES SYSTEM**

The data collected show the need to prioritize green areas, because they dominate and improve the quality of life in the mountains.

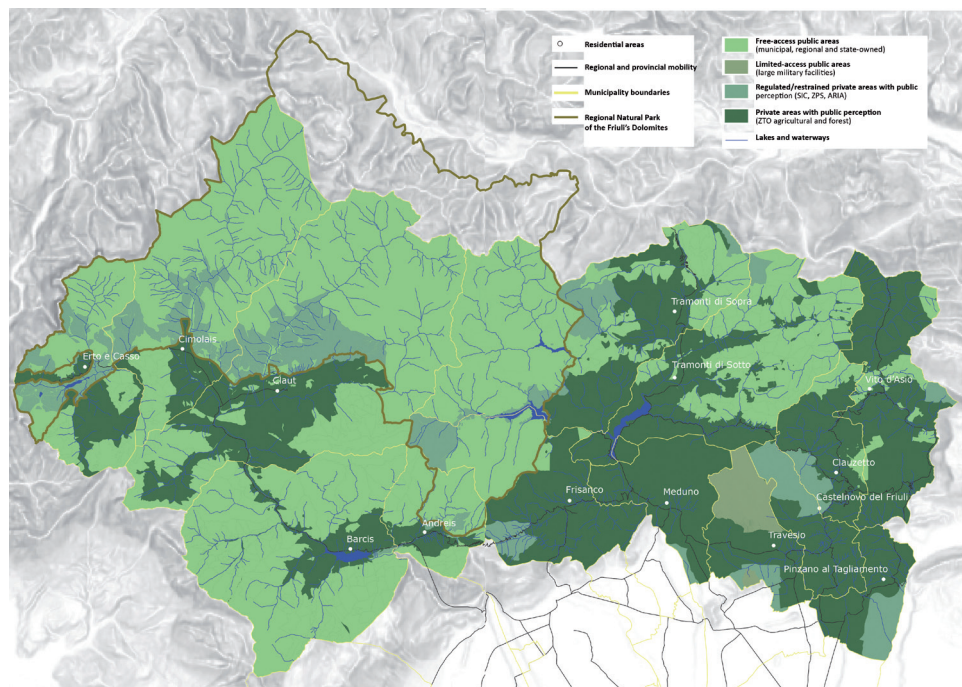
The system of green public spaces in the alpine areas is very broad and almost entirely free to access, as there are no timetable restraints nor admission fees (unlike the public green areas surveyed in the Pordenone conurbation in the “Quaderno 02” – Notebook 02- of the Observatory for Housing Politics).

Military areas, such as that in the d’Arzino Valley, are the only exception, as these are parts of the state-owned green areas, with restricted admission. Areas in question are located within Travesio municipalities, specifically a huge, fenced military range that lies north of Travesio, on mount Ciaurlec, and a fenced powder keg, situated south of the municipality border. Both areas are disused and could have a new purpose in the future.

In addition, the research shows how the Cellina Valley and a large part of the Tramontina Valley, possess an impressive number of public areas belonging to the Regional Natural Park of the Friuli Dolomites. Such an extent of state-owned lands, compared to the rest of the Pordenone mountain areas, is likely due to the arduous morphology of the land, which impaired its anthropization in time.

To this regard, it is remarkable that the regional land area involved in the process of forestry planning covers 173,500 hectares, managed through 103 forestry plans, which accounts for a net woodland area of about 119,500 hectares. In terms of total planned surface, 96.5 % belongs to public authorities, whereas only the 3.5% pertains to private ownerships (neighboring consortiums, forestry associations, agricultural and greenbelt enterprises).

Finally, the private regulated green system, which includes Sites of Community Importance (Siti di Importanza Comunitaria, SIC), Special Protection Areas (Zone di Protezione Speciale, ZPS), as well as Areas of Relevant Green Heritage (Aree di Rilevante Interesse Ambientale, ARIA) basically stands as a continuity of the free access public system, seen its relevant environmental component. Likewise, the private green space system that is generally felt as public, in that it does not show any clear identity traits, should also be completely accessible.



System of green infrastructures in the Pordenone mountain areas  
Source: own elaboration on Friuli Venezia Giulia regional forest management plan





### 3. GRASSROOTS RECOMMENDATIONS: FOCUS GROUP OUTCOMES AND ACHIEVEMENTS

With regard to the actions of the of the Housing Policies Observatory, the socio-economic analysis of the service system and the public city leads to a phase of active participation with the land opinion leaders. Debates with local stakeholders is by now a well-established procedure of the Observatory, and it aims to build a detailed knowledge of both housing trends and issues, as well as to recommend guidelines for action plans to tackle claims clearly and efficiently.

Overall, the active participation stage is done through focus groups, i.e. a group of privileged observers are asked to discuss topics of qualitative nature. With this we obtain recommendations and information that will help to enrich and structure the quantitative approach.

On February 28th, 2013 the Mountain Focus Group was held in Claut, and on that occasion an experimental elaboration was introduced with regard to the system of services, infrastructures and mobility of the Cellina Valley. An lecture by the sociologist Diego Cason stirred up an in-depth discussion.

In the light of results obtained from the surveys submitted to the 18 Mountain Focus Group members, it is possible to monitor trends, approval, and benefits of actions promoted by the Housing Policies Observatory of the Pordenone Province.

Participants are mainly public administrators (11) and employees from local facilities (5), while participation of delegates from associations and professional orders is only 10%. Participants unanimously agree on the need to introduce round table discussions specifically dealing with the issues of living in mountain areas.

A second relevant aspect for most participants (75%) is that this meeting arranged by the Pordenone Province was the first opportunity to be involved in events discussing issues related to the housing system of the Pordenone mountain areas.

The very evidence that only 25% of participants had already partaken in similar events at regional level (Mountain Community, Comunità Montana), rather than deep-rooted lending institutions in the land, confirms the originality and benefit of such action. Additionally, this initiative – and more generally the Housing Policies Observatory – is of utmost importance for the stimulation, at municipal level, of synergetic and effective actions regarding land programming and planning.

The participants felt generally satisfied and about half of them thinks that information uploaded on the Pordenone Province site is suitable, whereas the other half believes that the broadcasting of contents and communication through the web is insufficient.

With regard to the usefulness of contents, 90% of participants believes that both the social and the economic aspects represent the main field of investigation, which contents need further study.

Some of the most relevant and recurrent topics emerged from the survey and the Focus Group discussion are the mountain depopulation trends and the ensuing loss of identity and community values.

As for the socio-economic field, another vital topic which surfaced regards the implementation of systemic actions able to stimulate both welfare and employment.

The guidelines mostly appreciated by participants focus on the enhancement of local resources of this land (tourism as well as woodland or natural and mining resources), along with a better exploitation of resources which are normally unused or utilized inefficiently, in view of stimulating employment opportunities.

A further element of discussion regards the huge effort from local agencies to keep levels of services and quality of life of mountain dwellers high. Indeed, this represents a vital ingredient for the success of future action plans regarding the alpine housing system.

Participants sided on two fronts when it came to advanced ideas. The first relates to subsidising social care services (healthcare, educational, and commercial), which for highland areas would mean to modify the standard short-term planning model (costs vs. results scheme), in favor of long-term investment approach.

The second most discussed topic concerns the implementation of actions to support residents' life: from house tax reduction (IMU) to cuts on land utility bills (the cost of fuel for transport and heating). According to participants, such measures would improve residents' quality of life.

The topic of systemic actions is always positively welcomed, as it may encourage the development of alpine areas through the involvement and implementation of the tourist system and landscape resources of the Pordenone mountain areas and synergically integrate with housing and transport policies. Hence, evidence calls for the proposal to establish a public board that may favour enhancement of housing and real estate heritage (la cd. Public Real Estate, *Agenzia immobiliare Pubblica*).

### 4. VILLAGES ENHANCEMENT IN ITALY AND ACROSS THE PORDENONE MOUNTAIN AREAS

The topic of small municipalities, inland areas, and those of the so-called “dwelling discomfort” (*disagio insediativo*) is of great interest. The future 2014 – 2020 European planning will allocate specific funds to inland areas and the Ministry for Social Cohesion (*Ministero per la Coesione Sociale*) has developed detailed and in-depth studies on this matter. Reasons for this urgency point to the awareness of the role played by agro-sylvan and pastoral activities related to the production of green services of high relevance, ranging from hydrogeological security through to tourist accessibility, land and biodiversity maintenance, to the safeguard of natural and cultural resources. Italy possesses 8,100 municipalities. Of these, over 5,600 have less than 5,000 residents, which accounts for 10 million residents and two-third of the national land area. These figures show the urgent importance of such action plans that need to be implemented in those areas, through improvement of Local Systems, establishment of new subsidiary actions and organized innovation, enhancement of local communities, “village sociability” (*sociabilità paesana*) and cooperation.

The Italian land area is characterised by this peculiar dwelling asset. In 8,100 municipalities there are 22,000 urban centers and 33,000 housing units, not to mention the countless buildings scattered in the heartland of rural and woodland systems, a heritage the needs to be valued for its tourist potential developed in recent years. However, today we are witnessing the shift from the idea that Italy has an “harmonic distribution” of the population, to that of a country with dwelling discomfort. Since the 1950s, large foothill, alpine and insular areas have been depopulating, and therefore impoverished.

Planned inquiries at national level carried out by the “Trade Confederation” and “Environment Agency” (Confcommercio e Legambiente) have shown that a progressive demographic loss leads to a drop in delivered services, i.e. education, social welfare and healthcare. Furthermore, depopulation affects the productive dynamism boosting economic growth across the land. Over 2,800 municipalities, covering a land area of 100,000 sq. km., over 30% of the country, are today at stake and may become ghost towns. Anyway, inland tourism is one of the major resources for the country. However, this alone is not enough. Such areas need programs for the redevelopment and recovery of local heritage, as well as initiatives to revitalize and regenerate land and commercial services, which are and must be closely connected to local potential, to transform the land from a green, social, economic and cultural viewpoint. Indeed, it goes without saying how Italy stands out in terms of wine and food tradition, as well as creativity (and this can translate into craftsmanship and hence material culture), and, above all, art and historical heritage. The environmental heritage is also crucial to the whole picture, since such asset is broad and diversified, and landscape is considered a maieutic and experiential element.

Such marginal contexts need maintenance of the land area and small local villages, thus creating a widespread network of local operations, like those once autonomously accomplished by farmers. Land care, local support, service maintenance, development of sustainable tourism and accommodation facilities (diffused accommodation, *ricettività diffusa*): these are the aspects which will help to revive villages that today are increasingly appreciated across Italy, and which strongly oppose the productivity-based vision of life belonging to the “infrastructures market” (*mercato delle infrastrutture*).

At present, tourism is the first national and international industry. In Italy, tourism accounts for 10% of GNP. Tourism development can operate as a key factor to stimulate economic and local resources. Today’s tourism, made of niches, clearly entails an infrastructural demand based on local districts, widespread services, availability of systems of offer that keep up with new requests. Today tourism do not need large hotels and renowned destinations; rather, it calls for an efficient network of accommodation and land area services, able to promote self-sustainability

of the land, as well as their ability to keep local residents. Moreover, tourism needs salvaged sites, historical landmarks handed back to their old culture, that may find its own identity also thanks to tourism. In a society where information technology has the lion’s share, rural areas represent a key heritage, a “pot of wealth” which, if appropriately enhanced, may boost economic growth, and provide solid answers to the needs of tourist and recreational accessibility, hence improving quality of life.

In particular, the more standardization and homogenization offered by the city grow, the more the residents increase, as they are greedy for “particularisms” and therefore choose alternative, non-conformed, green, rural areas. The mountain, in fact, just like the countryside and its locations, is portray the past, and hence stands as an approved and recognizable element, a reassuring and welcoming one. Increased accessibility to mountain and historical sites in rural areas from increasingly larger shares of the population may stimulate a potential regeneration of most marginal and disadvantaged rural areas, as well as new business opportunities for renovators and administrators of such new offers. Tourism generates local wealth, and certainly rural residents, local communities are becoming more aware that their development cannot be only exogenous, but it must benefit the actual local resources. Tourism, in this context, as an external asset toward economic development, requires the availability of endogenous factors in order to grow.

Accordingly, even the Pordenone mountain areas are beginning to move their first steps. After the data collected during the investigation of the Housing Policies Observatory of the Pordenone Province, included in the Notebook 01 (Quaderno 01), in early 2013, the Alpine Community of Western Friuli region proposed the project “Rent?yes!” (Affitta?si!), supported by regional funds and the collaboration of the Observatory itself. Such project, lasting for the entire year 2013, aimed at stimulating a broader, low-budget accommodation offer, by exploiting the available unused real estate heritage in the Cellina and Tramontina Valley. The project, addressed to Friuli’s residents and in particular, but not exclusively, to young unemployed women, included free participation to training modules focused on research in topics related to the land area, to resources, marketing, tax system and commerce, with the ultimate goal of improving contacts with tourists coming from other areas, as well as strengthening tourist administration and offer.

Thus, which are the aspects that allow small municipalities to compete? Development, and therefore the absence of dwelling discomfort, depends on the ability of each single land area to implement a “self-offer”, in accordance with its own vocations and traditions, as well as the relationship with its own green, housing, economic and cultural “assets”. Finally, this must go hand in hand with what Richard Florida calls the “TTT”: technology,



talent, tolerance. Like in the natural state, where opulence comes from biodiversity, it is possible to claim that dwelling wealth, strongly diversified like the Italian one is, is a quality element and a great potential, and therefore needs safeguarding. Just like biodiversity, we must safeguard “socio-diversity”. To this regard, Richard Florida’s “TTT” statement represents an interesting benchmark, inasmuch as it stimulates toward technology and innovation, intended as output of new products and services. But also talents, that is the inner tangible components, but also the intangible ones, i.e. the knowledge of a given land area. Furthermore, it fosters tolerance, that is the capacity to embrace and build a multi-ethnic community, strongly diversified from a social viewpoint. All elements help to achieve competitiveness.

Clearly, this has nothing to do with an interpretation and an ultimate attempt to sort the problem of dwelling discomfort, according to winning patterns elsewhere. On the contrary, the idea is to point out that, wherever action plans manage to create a network of resources, then the result is more efficient and incisive.

In some ways, this transfers the idea of smart city to land areas, creating the new concept of “smart lands”.

For what concerns the strategic aspects, action plans enhancing land areas are in need of a creative shockwave, based on new ideas with a long-term development perspective. Anyway, the crucial point is to network and cooperate. A “thick fabric”, an elastic and resilient framework must be implemented, catering for both local and global needs. In addition, bottom-up processes must be connected to top-down ones: the positive recovery of few villages, that has taken place recently, along with some other areas, shows that there is a need for positive exogenous factors that must be encouraged and promoted whenever possible, through a strong synergic action between local actors and exogenous aspects. The bottom-up and top-down approaches need integrating, thanks to the productive support of government actions from public stakeholders. Striking examples are the village of Santo Stefano di Sessanio (the Province of L’Aquila), Sermoneta (the Province of Latina) or San Leo (the Province of Rimini), all the way to villages within the Province of Pordenone, i.e. Poffabbro (municipality of Frisanco), Toppo di Travesio, Cordovado and Valvasone. Today, many of these communities are part of a network of some of the most charming Italian villages, since renovating a village with a recovery and revitalization plan is an investment always worth making. History teaches us that our heritage is built through our identity, our traditions, i.e. places not only reminds us who we are, but first and foremost who we used to be, and perhaps who we will be. Santo Stefano di Sessanio, like many other historic villages in Italy, is namely an historical village, a site where we rediscover our roots and culture; but it is also a village that shows us how an abandoned site may be born again, find renewed vitality and opportunities for development.

Santo Stefano di Sessanio is a small center of 120 residents located at 1,250 meters above sea level and about 30 km away from L’Aquila. The village has a very old history, dating back to the age of ancient Romans, when the fortified village was known as Sextantius, and was located near the royal sheep track (*tratturo regio*), the main transhumance trail

between L’Aquila and Foggia. The village grew mainly thanks to its strategic location and the business of shepherds and travelers. It is situated near the Navelli Plain (*Piana di Navelli*), which is famous for saffron production. For two centuries, starting from the mid 1500s, the village was part of the Medici state, its golden age, particularly for its wool production, eventually woven in Tuscany and sold throughout Europe. After the Unification of Italy and the end of the transhumance business, the village witnessed a time of emigration and decay, in particular after the Second World War, when the number of residents fell from 1,000 to 200 in two decades. At that time, most of the houses were abandoned, as people moved to North America (mainly US and Canada). Most strikingly, the families emigrating left their homes just as they were, handing the door keys to neighbors, in the hope of making it back one day, and to make sure their home was kept in good hands. Buildings, villages and landscape were left untouched, crystallized. With the creation of the Gran Sasso National Park and the Mountains of the Laga, Santo Stefano di Sessanio became the privileged access way to the park and to the spectacular highland of Campo Imperatore. Tourism started to rediscover this site, and European funds encouraged and supported the preservation and enhancement of the site. However, for a real rebirth of the village it took the effort of many people: Daniel Elow Kihlgren, a young Swedish-born entrepreneur, Walter Mazzitti, a foresighted park manager and current president of the board for the rebirth of Santo Stefano di Sessanio, together with watchful and capable administrators, such as Antonio D’alio, the current town mayor. The revival process had already started though slowly and with many difficulties. However, the strongest contribution to the rebirth of the village came from the business idea and investments of Daniel Kihlgren, a private citizen who, in 2004, bought many properties across the village, and turned them into an innovative tourist offer, known today as “decentralized hotel” (*albergo diffuso*). Basically, the management of accommodations works like in an ordinary hotel, but rooms are scattered across the village, in old lodges refurbished with great care.

The decentralized hotel is implemented in the Pordenone mountain area too. Today, it counts 26 lodges in Cellina Valley and Vajont Valley, with 17 accommodation units available between the d’Arzino and Tramontina Valley. Certainly, this tourist offer should be improved and integrated through a dynamic system of tourist service offers.

The village of Santo Stefano has acquired status for its laudable and unique system of tourist offer, mainly because Kihlgren’s entrepreneurial idea and his “Sextantius” ([www.sextantio.it](http://www.sextantio.it)) inspired other young local entrepreneurs to pool together to recover the village and start new business activities: from food and catering services to bed and breakfast lodges, as well as sale of typical products and new service offers to tourists. The municipal administration authority offered its support by issuing a set of ad hoc regulations in the matter of renovation plans, with the aim of keeping the existent heritage intact, forbidding the construction of new buildings and the use of concrete, and enforcing the use of wooden doors and windows. Another positive aspect is the employment of local construction enterprises, the offer of tourist accommodation created a large number of new jobs and new opportunities to young people. Today the village offers 350 total lodgings, a lot of work for young people engaged in activities connected to tourism and services. In recent years, the municipality has signed a very important twinning agreement with the Uffizi museum in Florence, with the

purpose of promoting important exhibitions linked to the common history of Santo Stefano and the Medici family. Along the last two years, thematic exhibitions have attracted over 25,000 visitors.

Similar to this, the recent collaboration experience started between the Province of Pordenone, the municipalities of Erto e Casso, Cimolais and Claut with “Dolomiti Contemporanee”, an association dealing with contemporary art. This association has been managing former primary schools in Casso, now recovered and used as exhibition rooms also hosting meetings and workshops.

The rebirth of villages originates from the combination of many factors: a watchful administration authority, an enterprising social fabric, the drive of an enlightened entrepreneur such as Daniel Kihlgren, a forgotten site, though preserved in time and with a clear potential for future development, and the care, attention, respect used to rediscover it. An “idem sentire”, or shared idea, that involves every single social actor, from administrators and entrepreneurs to residents. A successful formula that may be replicable in many other places. If, on the one hand this very experience may teach and stimulate active participation, on the other hand there could be also further forms of land development.

One such example is the Vajont apocalypse (with its 50th anniversary commemorated this year), which, in its endless tragedy, has shaken the conscience of politicians and millions of people, stimulating local tourism unexpectedly. With regard to the Pordenone mountain areas, another aspect that is becoming crucial is the recognition of Friuli’s Dolomites (specifically the Cellina Valley and the upper Tramontina Valley), as a UNESCO world heritage site, along with other eight dolomitic sites, in 2009.

This new opportunity is slowly changing the attitude of those who live in these land areas, both administrations and residents. The initiatives that, proposed in these four years to enhance the land areas interested in being recognised by the UNESCO, have boosted tourism in these areas— not without difficulties due to the novelty factor— making the public more aware of their outstanding landscape beauties and their geological uniqueness.

The Week for the Friuli Dolomites as UNESCO world heritage is an example of such initiatives: conceived and launched in 2011 by the Province of Pordenone, in partnership with local administrations and associations. Exhibitions, conferences, sports and hiking events, promotion of arts, traditions and typical local products, all aim at drawing attention to the mountain areas, though at the same time they aim at making people aware that it is possible to enjoy such a unique treasure while safeguarding it.

Therefore, it is clearly understandable how topics related to the Pordenone mountain areas are complex and structured: there is a need to create new opportunities in order to broaden and improve the

quality of dwelling, hence encouraging relationships between alpine communities. This with the aim of preserving the cultural identities, stimulating an alpine “system” that holds potentials that need to be nurtured and valued. This is the task that the Province of Pordenone is taking up through activities linked to its mountains, and with the core mission to revitalize its precious heritage with an action plan mainly focusing on “re-inhabiting”.

## **5. LIVING IN MOUNTAIN AREAS: TOWARD SMART COMMUNITIES**

Mauro Corona wrote that “the mountain has a voice and speaks to us, although we do not have time to listen to its words, as we are too busy in our world.” (*La montagna*, Corona, M., ed. Biblioteca dell’Immagine, 2003). Today, in order to progress, economic, industrial and commercial development need to focus, prime, exploit availability of large markets within contained areas. The city is perfect, and within a few years, 80% of the population will be dwelling in the city. In recent years, many Italian cities have discussed the issue of power consumption and on the need to act toward waste management and promote a more sustainable development. European policies about energy saving, targeted to Europe 2020 objectives, put sustainability as the base of action plans, renewal and development of our land areas, starting from urban and populated sites. On the one hand, topics such energy requalification, building recovery, as well as socio-economic and cultural valorization are closely linked to the capability of local administrations to design and plan policies, targets and actions to attain this scope; while on the other hand, these topics are linked to technological innovation, to find problem-solving patterns and design products and processes able to cater to these needs.

The system of Italian villages is not alien to such observations, as they are able to enhance the land’s most precious components: its history, architecture, culture and crafts. Such system is also capable of stimulating new confidence, new action plans that may be suitable not only to limit power consumption, but also to promote villages in the light of European policies. Europe, for that matter, has designed local policies aiming to turn our cities into “smart” ones. For a non-urban land, such as villages, the implementation of smart policies means the activation of sustainable policies and actions that adopt new technologies in order to boost competitiveness (economic development), organize transport (mobility and accessibility), increase ICT (connectivity, innovation), enhance human capital, improve quality of life (new services to residents, businesses and tourists), preserve and safeguard the environment (natural and non-renewable resources), and finally, improve governance (participation).

A smart land, a “smart” alpine village is not a project but a path, a process that calls for start-ups supported by innovative technologies, with feasible



clear objectives. In such process, governance is strategic, inasmuch as the design of management tools should be able to prime the system of services that a smart village must offer (the lowest acceptable offer level) and can offer (the prospective offer level). This process also implies an adaptation and promotion of smart city policies to local districts so as to build smart communities, i.e. sites where quality living is possible without being cut off from society.

Creating a smart alpine village means operating on five fields of action: environment, culture and tourism, economy of knowledge, mobility and accessibility, historical and architectural valorization. This responds to what Europe is asking for in action plans for cities and lands. A “smart” policy is not only power-efficient, but rather efficiency broadly speaking, on a larger scale. This entails efficiency in delivery of services to residents and businesses, as well as efficiency in security, accessibility management, broadband internet connection, implementation of hotspots and wire-free services (wifi), so that residents, tourists or “nomadic workers” can be connected to the land.

Sustainability and efficiency, two words that indicate both objectives and action plans. Today, living in the mountain must provide equal opportunities. A “smart” model suitable to alpine villages could be implemented around pilot projects in the fields of power efficiency, environmental and urban renovation, tourism management, promotion of local productions, implementation of actions of active housing and productivity, in line and consistent with the web 2.0 development of society. Action plans combining European needs and Europe 2020 objectives with local needs for valorization, safeguard and development of our land areas could be tested and implemented. There are many fields of action in which smart policies suitable for alpine villages and their communities could be tested and molded, i.e. the renovation of available buildings and lodges through state-of-the-art techniques of thermal and sound insulation, but also the implementation of co-housing and social housing policies. Furthermore, the adoption of “smart grids”, renewable energies and their relevant production plants, mobility support, including the green individual one. Finally, wifi network hotspots that may encourage the implementation of real-time information systems available to users.

If we look at practices already underway across Europe and in a few Italian areas, there are different patterns and approaches that may make lands more efficient and sustainable. Hence, we must record that 1 Euro invested today in “smart” policies will generate 3 Euros in return at a management efficiency level, as well as new job profiles and comprehensive economic development. For instance, an idea could be that of defining the so called “green villages”, that is to suppose that some sites which stand out for their innovative nature, in accordance to the above-mentioned criteria, could agree to the *Patto dei Sindaci* (Mayors’ League). Thus, a smart community experience could hinge on an action grid as follows:

- Integration of a group of alpine villages with “smart” local action plans.
- Resolution of actions and objectives.

- Outline of a comprehensive investment plan or a set of target plans at local level that may collect resources and funds within the frame of European policies and specific action plans: from the “Mayors’ League” (*Patto dei Sindaci*) up to the “Intelligence Energy Europe”, but mainly through a careful training on the new 2014-2020 European action plan.

- Exchange with other sites, at European level to increase opportunities on available funds and specific European programs.

The main issue building governance of processes across these lands, thus generating active policies on identity-making patterns targeted to local subsidiarity. Local authorities play a crucial role in achieving these objectives, although grassroots involvement must start in the very lands, at the foothill of the mountain that, according to Mauro Corona, is speaking to us and perhaps sometimes would be worth listening to.

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The Province of Pordenone founded on 2011 the **Housing Policies Observatory**, aiming to increase and share precious information regarding this strategic branch of the economic and social development, initializing an actual participative process. The main intent of the Observatory is not only to offer a screenshot of the current condition of housing policies, but also to create a future scenario made of operative proposals and responses. In this sense the Observatory is perceived and promoted as an informative, sharing and supportive tool, available for anyone would like to use it.



Osservatorio Politiche Abitative  
Provincia di Pordenone

## IT ABITARE NELLA MONTAGNA PORDENONESE: PROBLEMI E PROSPETTIVE ALLA LUCE DELLE DINAMICHE SOCIALI ED ECONOMICHE DEL TERRITORIO

*Osservatorio Politiche Abitative,  
Provincia di Pordenone*

### PREMESSA

*Lo spopolamento della montagna, con la conseguente perdita di valori identitari e comunitari, è uno dei temi al centro dell'attenzione e dell'azione della Provincia di Pordenone. Oggi lo sviluppo socio-economico della provincia non può non considerare la montagna come parte integrante di essa e, di fronte alle sfide poste dai cambiamenti strutturali della società e alle dinamiche congiunturali dovute alla crisi economica, è di vitale importanza individuare obiettivi, promuovere politiche e mettere in atto azioni in grado di integrare sviluppo economico, inclusività sociale, welfare e promozione del territorio.*

*Il territorio della montagna pordenonese ha risorse intrinseche di notevole spessore e di grande potenzialità – dal turismo alle risorse boschive, naturali ed estrattive – ma esse devono essere intimamente legate ad una efficiente azione nel sostegno alle attività lavorative e ad una efficace azione di welfare nei confronti delle comunità locali. Mantenere un adeguato livello dei servizi e della qualità della vita dei cittadini montani è uno sforzo che la Provincia, quale ente di area vasta, sta portando avanti da tempo, attraverso l'azione dell'Osservatorio Politiche Abitative, che con una specifica indagine ha individuato le politiche in grado di riattivare il sistema insediativo montano, che deve poter contare su sviluppo economico e risposta alle esigenze abitative.*

*Dall'indagine, i cui risultati principali sono presentati in queste pagine, emerge che vanno incentivati e sostenuti i servizi alla persona (servizi sanitari, scolastici e commerciali) che per territori specifici, come quello delle "terre alte", dovrebbe passare anche attraverso una modifica del paradigma tipico della "programmazione a breve termine" a favore di logiche di "investimento di lungo termine".*

*Lo studio ha individuato modalità di intervento di diversa natura, dalla riduzione della fiscalità sulla casa a sgravi sulla bolletta energetica a livello territoriale, che consentirebbero un riequilibrio e uno sviluppo di condizioni migliori di vita dei cittadini. A queste azioni tuttavia vanno associati specifici interventi che coinvolgono ed implementino il sistema turistico e le risorse paesistiche della montagna pordenonese in modo integrato e sinergico con le politiche abitative e dei trasporti.*

*Sono temi sui quali sono chiamate tutte le componenti sociali, amministrative e politiche. Il ruolo che un ente di area vasta è strategico, perché funge da collettore, organizzatore e facilitatore di processi che devono trovare nelle comunità locali e nelle amministrazioni locali i loro punti di forza. Partendo da un punto irrinunciabile: la montagna non è un problema. La montagna è e deve essere una risorsa da riscoprire. Ma la montagna è anche un ambito socioeconomico al quale guardare con attenzione, per valorizzarne le componenti strategiche per lo sviluppo futuro e gli elementi in grado di rappresentare i fattori sui quali agire per costruire politiche insediative, abitative e lavorative inclusive e sostenibili.*

Il 40% del territorio della provincia di Pordenone è localizzato nell'ambito socioeconomico della montagna, dove abita e lavora solo il 3% della popolazione. È un territorio che nel tempo ha visto una diminuzione significativa degli abitanti e delle famiglie e dove il rapporto tra abitazioni esistenti e famiglie è, anche a causa delle seconde case per vacanza ma più in generale di un abbandono storico, superiore a 9 alloggi per ogni famiglia residente.

È un territorio che ha visto nel tempo un progressivo abbandono dovuto per lo più ad esigenze di carattere socioeconomico, ma nel quale le politiche abitative giocano un ruolo determinante nel definire il livello di servizi adeguato a garantire pari opportunità e condizioni adeguate per lo sviluppo locale.

La mobilità e i servizi legati alla scuola, allo studio, alle attività formative e a quelle lavorative, sono elementi imprescindibili di una politica che deve guardare alla montagna come un luogo di valore e non come ad un problema.

Come si fa? Affrontando le questioni inerenti la montagna in modo integrato e coeso tra tutti i soggetti interessati e i portatori di interesse. Il sistema dei servizi e delle infrastrutture per la mobilità, le risorse ambientali, le dinamiche abitative, le esigenze insediative in relazione alla natura, dimensione e impiego del patrimonio abitato, le dinamiche fiscali e finanziarie, lo sviluppo del turismo, la valorizzazione del territorio, dei suoi prodotti tipici e dell'artigianato, la promozione delle Dolomiti, patrimonio dell'UNESCO.



I temi sono tanti, importanti, e radicati nelle dinamiche locali che gli enti locali di area vasta, per la loro specificità, devono leggere, analizzare e valorizzare, mettendo a fuoco i problemi, alimentando la conoscenza e condividendo analisi e risultati con gli interlocutori locali, per mobilitare le intelligenze e le capacità presenti al fine di trovare soluzioni, costruire azioni, aprire dialoghi fattivi tra chi può e deve programmare azioni mirate per dare alla montagna le opportunità che attende e che si merita.

Perché la montagna possa da un lato valorizzarsi e da un altro rafforzare le sue dotazioni abitative, quelle insediative, quelle legate alla mobilità e al welfare, è necessario che tutti siano a conoscenza dei problemi e delle dinamiche in atto. L'Osservatorio Politiche Abitative ha posto alla base del suo operato lo slogan "conoscere per decidere". La conoscenza è fondamentale, perché è nel processo di condivisione delle informazioni che si costruiscono i partenariati attivi in grado di risolvere i problemi.

Ma la conoscenza da sola non basta. Servono decisioni, serve un ambito operativo nel quale programmare interventi, azioni e sinergie in grado di rivitalizzare territori che oggi soffrono per distanze che non sono solo infrastrutturali. Per tale motivo la Provincia di Pordenone ha costituito dei laboratori territoriali, uno dei quali è uno specifico "focus group sulla montagna" che, attraverso la condivisione e il dialogo, possa avviare la costruzione di azioni concrete e condivise. Nel caso della montagna pordenonese un fattore che sta diventando fondamentale è il riconoscimento delle Dolomiti Friulane (nello specifico la Val Cellina e l'alta Val Tramontina), avvenuto nel 2009 assieme ad altri otto siti dolomitici, a patrimonio mondiale dell'umanità da parte dell'UNESCO.

È una nuova chance che viene offerta e che sta pian piano entrando nella mentalità di chi vive questi territori, sia amministratori che residenti, e che si sta facendo ad un pubblico sempre più ampio le eccezionali bellezze paesaggistiche e l'unicità geologica, grazie anche alla Settimana delle Dolomiti Friulane Patrimonio dell'UNESCO, iniziativa ideata e promossa dal 2011 dalla Provincia di Pordenone in collaborazione con le Amministrazioni e le associazioni locali: mostre, convegni, attività sportive ed escursionistiche, promozione delle arti, delle tradizioni e dei prodotti tipici locali. L'obiettivo è focalizzare l'attenzione sul territorio della montagna ma, al tempo stesso, di far assumere ad ognuno la consapevolezza di poter godere di un bene unico al mondo e che, in quanto tale, va valorizzato e soprattutto conservato.

Le tematiche legate alla montagna pordenonese sono complesse ed articolate e per ampliare e migliorare la qualità dell'abitare, si devono favorire le relazioni tra le comunità della montagna, per preservare la cultura identitaria, per dare nuovi impulsi ad un "sistema" montano che ha al suo interno delle potenzialità che vanno maggiormente valorizzate. È questo il compito che la Provincia di Pordenone si sta assumendo con le attività legate alla sua montagna, convinta che questo prezioso patrimonio debba essere rivitalizzato proprio in virtù di una politica con scopo prioritario il "ri-abitare".

A tale scopo la Provincia di Pordenone ha deciso di mettere gli strumenti della conoscenza e della governance a servizio della costruzione di un modo diverso di pensare il territorio, i suoi problemi e individuare soluzioni. È pertanto con queste premesse che nei paragrafi seguenti è presentato l'esito dell'avvio di un percorso che costituisce una parte rilevante del lavoro che ogni anno l'Osservatorio Politiche Abitative della Provincia di Pordenone svolge sul territorio e che vede la montagna come una delle aree preferenziali sulle quali investire risorse relative alla conoscenza, comprensione dei problemi e individuazione delle possibili soluzioni.

**L'Osservatorio Politiche Abitative** è stato istituito dalla Provincia di Pordenone nel 2011 con l'intenzione di approfondire e condividere le informazioni su un settore strategico per lo sviluppo sociale ed economico, avviando un vero e proprio processo partecipativo. Obiettivo dell'Osservatorio è non solo proporre una fotografia della situazione relativa alle politiche abitative, ma giungere ad un vero scenario prospettico costituito da proposte e risposte operative. In questo senso, l'Osservatorio è concepito e promosso come strumento – informativo, di condivisione e supporto – per chiunque lo vorrà utilizzare.



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## WHAT IS A SOCIAL HOUSING POLICY IN AND FOR THE ALPS? THE HOUSING POLICY OBSERVATORY IN THE PROVINCE OF PORDENONE AND ITS WORK IN MOUNTAIN TERRITORIES

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### ABSTRACT

*In 2013, the Housing Policy Observatory in the Province of Pordenone issued its 3rd paper dedicated to the Alps. This contained some important contributions: one on the quantitative studies of the socio-demographic dynamics of the Pordenone's mountains; another on the description and results of the activities carried out with the population as the focus group "Mountain", that, from an anthropological point of view, gave importance to there-creation of a strong sense of community to contrast the loss of traditional know-how and its transmission from generation to generation.*

In 2013, the Housing Policies Observatory in the Province of Pordenone, in Friuli Venezia Giulia, presented its 3rd paper entitled "Living in Pordenone's mountains. Problems and perspectives of social and economic dynamics of the territory".

The paper contains, among other things, the results of the focus group "Mountain", a participative work carried out together with the population. The catch phrase used was "learn to decide": local administrations have realised it is impossible to exploit the High Lands potential without understanding the issues and dynamics of this complex area.

Data already speak for themselves: 40% of the province is mountainous but only 3.5% of the population resides there; the population density is very low, 12 inhabitants per km<sup>2</sup>. Furthermore there are 9 vacant houses for each resident family. The global picture is therefore tragic.

This is why the local government should intervene with housing policies that take into account many interrelating factors: on one hand the use of local resources as a driving force for new economies, on the other hand the maintenance and strengthening of services for a greater social inclusion against marginalization.

Anthropologically speaking, it means to re-create a strong sense of community, in which different social groups become harbingers of values and interests and acquire a strong bargaining power on the political and decision-making scene.

The paper presents a socio-economic framework of the territory and provides the quantitative data necessary to implement housing policies responding to specific Alpine characteristics.

Comparing the 2001 census data with those of 2011, the mountainous area of the province shows

a general depopulation trend, with a generally higher median age and on average 2 family members per household, which means that there is no generational turn-over to ensure the permanence on the territory.

From a sociological point of view, the absence of new families in mountain areas does not only mean a contraction of the population, but also a loss of traditional know-how and its transmission from generation to generation. Moreover, in this specific area the number of migrants is very low unlike other alpine areas, hence, oblique transmission of local know-how – from old to new residents instead of the traditional transmission model, elderly to young people – is not guaranteed.

Even more so, this situation needs social and cultural policies that safeguard the existing heritage and capitalize it in the long term, going beyond the logic of cost/result adopted in short term programs. This heritage also includes the existing buildings: with the aim of reducing land use, this study encourages stakeholders to reverse the current logic of constructing new buildings, especially considering the real estate market stagnation due to the imbalance between supply and demand.

The Alps cannot be considered a problem but a resource: its people, environments, contexts cannot be easily found anywhere else. The three territorial systems identified, those of Val Cellina, Val Tramontina and Val Colvera, Val d'Anzino and Val Cosa, with their 14 municipalities, show similar trends but also peculiarities (not just geographical) which demonstrate how a micro-analytical approach needs to follow a general overview.

This was used in the analysis of two provincial divisions, the Housing Policies Service and the Provincial and Territorial Informative System (SITP)





that investigated the type, distribution and effectiveness of public and private services. The method used was to hand out a form to be filled in by each municipal administration (5 foothill villages were included in addition to 14 mountain villages) stating: the quality of services, the level of adequacy of the catchment area and the elements that could be activated to improve the quality of life (*the desiderata*).

The results show the marginality degree as the product of political, social, economic and cultural marginalization due to allogeneic images that affected the so-called internal areas, historically considered untouched by large changes: a prejudice that has led to the countryside-town cleavage and to the hegemony of the second on the first.

Finally, the socio-economic analysis was followed by a focus group between local opinion leaders and stakeholders. They were asked to fill in a questionnaire analyzing the aforementioned issues. The participatory method used is rarely seen in contexts such as the Pordenone's mountains.

Last but not least, the paper deals with the issue related to the use of European money in the current 2014-2020 programme and in relation to the 8000 Italian villages. They can be a way to contrast the housing deprivation trend affecting the country, because from the redevelopment and recovery of these traditional settlements can begin a new promotion of excellence in terms of environmental, historical, artistic, gastronomic and ethnological heritage and propose a new experiential tourism with resumption of traditional activities in different fields such as agriculture and handicraft.

Nowadays, rural areas go beyond the satisfaction of basic needs and invest in new fields, such as the aesthetic one. The enhancement of natural heritage, such as the registration of the Dolomites as a UNESCO World Heritage site in 2009, has led to the creation of slow tourism models which try to promote what is "local". Connected to this there is also a growing awareness in citizens, administrators and tourists that common goods are to be enjoyed, thus leading to a growing sense of civic responsibility.

Furthermore, the paper mentions the village of Santo Stefano di Sessanio, in Abruzzo, as an example of good practice. The village has been entirely recovered from the architectural point of view by local workers, it was enhanced by the presence of "diffused hotels", handicraft shops and restaurants. This is a significant example of when a top-down intention (i.e. private business man), is combined to a bottom-up approach (with the local population taking part in the project).

With reference to the paper, noteworthy is the art project to convert disused schools into exhibition spaces, started by the provincial authorities in the villages of Erto, Casso, Claut, Cimolais together with the private society "Contemporary Dolomites".

The recovery of the ancient villages is not only oriented towards giving these places a traditional look but is powered by innovative and technological ideas that make it possible to repopulate the Friuli Alps. This leads to consider the creation of smart communities on the model of smart cities.

It is not a minor matter. Considering that the process of urbanization in the world is growing and in the near future 80% of the world population will live in urban contexts, there is an urgent need to look at new models of energy

use. It's undeniable that a new relationship between peripheral and central territories is necessary, not in the cannibalistic view of unconditional exploitation but with a critical review of the technological, social and innovation gap that peripheries have experienced in the last century.

According to this study, the points to work on are 5: environment, culture and tourism, economy of knowledge, mobility and accessibility, historical-architectural heritage. The Alpine Convention has been working on these issues since 1991, and only now seems to have been accepted by the new European programme.

The work of the Observatory, as briefly defined in this article, bodes well not only for the province of Pordenone but for all the different alpine areas, where the increasingly evident common problems to be solved through participation are also developing lines of thought bringing the Alps to international attention as an engine of important social, political and economic changes.

**Maria Anna Bertolino**, PhD in Anthropological Sciences at the University of Turin.

She worked in Piedmontese mountains on the recovery and restoration of rural architecture and she studied socio-demographical processes that affected this portion of the Alps. She took part of some European projects as E.C.H.I. for the catalogation of alpine intangible heritage.

## IT

### QUALE POLITICA DI SOCIAL HOUSING NELLE E PER LE ALPI? L'OSSERVATORIO POLITICHE ABITATIVE DELLA PROVINCIA DI PORDENONE E IL SUO LAVORO NELLE AREE MONTANE

Nel 2013 l'Osservatorio per le Politiche Abitative della Provincia di Pordenone ha presentato il suo 3° Quaderno intitolato "Vivere nella montagna pordenonese. Problemi e prospettive alla luce delle dinamiche sociali ed economiche del territorio".

Il quaderno raccoglie interessanti contributi relativi sia allo studio quantitativo delle dinamiche socio-demografiche della montagna pordenonese sia alla descrizione ed ai risultati delle attività avviate con la popolazione, come il focus group "Montagna". Quest'ultime, in particolare, hanno dimostrato come ad uno sguardo d'insieme debba seguire un approccio microanalitico ed hanno lavorato in vista di una maggiore inclusione sociale in contrasto alla marginalizzazione odierna.

Antropologicamente parlando, significa ri-creare un senso di comunità forte – in cui i diversi gruppi sociali divengono portatori di valori e anche di interessi, affinché si possano affacciare sulla scena decisionale e politica con un potere contrattuale forte – ma anche permettere la trasmissione di saperi e saper-fare di generazione in generazione.

**Maria Anna Bertolino**, PhD in Scienze Antropologiche all'Università di Torino. Ha lavorato sul tema del recupero dell'architettura rurale nel contesto montano piemontese e si è dedicata allo studio dei processi socio-demografici che riguardano questa porzione di territorio alpino. Ha preso parte al progetto europeo E.C.H.I. per la catalogazione del patrimonio alpino immateriale.

# PUBBLICAZIONI

## OSSERVATORIO POLITICHE ABITATIVE DELLA PROVINCIA DI PORDENONE



Q01



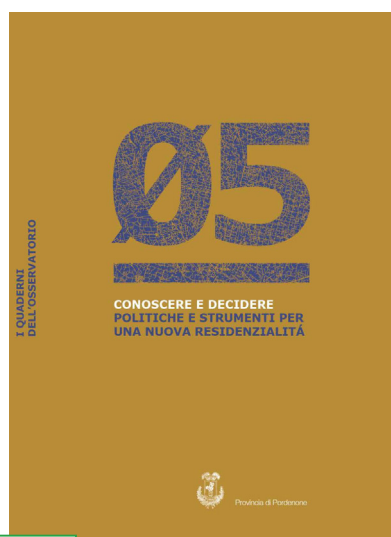
Q02



Q03



Q04



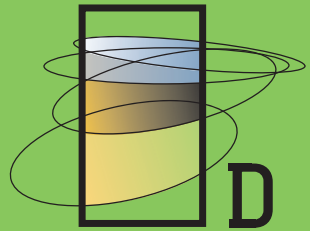
Q05

- Q01** Le politiche abitative in provincia di Pordenone  
Analisi, strumenti e strategie per il nuovo osservatorio provinciale
- Q02** Città pubblica  
Politiche abitative e progetto
- Q03** Abitare nella montagna pordenonese  
Problemi e prospettive alla luce delle dinamiche sociali ed economiche del territorio
- Q04** Gestire il consumo di suolo  
Riqualificare l'esistente per ridurre le espansioni urbane
- Q05** Conoscere e decidere  
Politiche e strumenti per una nuova residenzialità

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