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THE DEVELOPMENT OF REGIONAL RESOURCES THROUGH LOCAL MANAGEMENT CAPACITY OF FOSTERING GROWTH

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ABSTRACT

Undoubtedly the development of Calabria region, following the evolution of the planning framework of European regions, is based on the balance of local identities, on the conservation and valorization of local, cultural and environmental resources, on the capacity of integrating, by means of regional planning both local and global factors.

The challenge of the Italian regions related to the objective 1, including Calabria region, is to cope with the new planning method aimed at pursuing the “new” development goals.

To foster the growth of Calabria region means to support the process of local and global integration in order to help the region exploit its own productive resources and manage its future development by maximizing its current potential.

This research work highlights a sensible programme of actions aimed at the structural change of the region, identifying the necessary elements to foster growth by exploiting local resources.

The structural change is possible thanks to the financial boost supported by the European Community through the implementation of the 2002/2006 regional plans.

According to these considerations, our staff intends to further develop the survey by defining the methodology of intervention, playing on the multiscale management after analysing the situation of reference (in Tunisia) and identifying the causes (in Turkey) of problems in a territory called to eliminate the obstacles which hinder the valorization of its actual resources, such as the depletion of its potential for production.

1. INTRODUCTION

Undoubtedly, the Calabrian region, in tune with the evolution of the European regions' planning framework, has developed, preserving its local peculiarities, valorizing its natural, cultural and environmental resources, and integrating the local and global dimension through regional planning.

The Italian regions of objective 1, including Calabria, are expected to use new planning tools in order to pursue the new growth objectives.

Fostering the growth of Calabria primarily means ensuring local/global integration in order to create an effective production system in an out-of-perspective region which hasn't succeeded in maximizing its potentialities.

This paper highlights a programme of actions aimed at changing the regional system by identifying the best way of exploiting local self-development capacity.

The change has been made possible by EC financial support in tune with the implementation of the 2000/2006 regional programmes.

These suggestions, as well as others, are provided in this paper by the team members who have taken great interest in the series of initiatives which started with the first international Conference held in Tunisia (Costa *et al.*, 2000).

¹ The present study was carried out by the authors as a joint research work. Nonetheless, chapter 1 was written by E.Costa, chapter 2 by A.M.Leone, chapter 3 by C.L.Trovino, chapters 4.1 and 4.2 by F.Critelli, chapters 4.3 by V.Magra, chapter 5.1 by F.Bonsinetto and chapter 5.2 by D.Passarelli.

The research team believe that annual conferences are not only (precious) occasions for the presentation of the "distinct" papers, but also steps in a research route. The latter is affected by the social-economic changes of the scenarios analysed and, therefore, calls for continuous updating and confrontation from a cultural and multidisciplinary standpoint.

According to these assumptions, the research team try to identify the most suitable intervention practices (in Marocco 2002) through the multiscale management, after the analysis, in Tunis 2000, and the study of causes, in Turkey 2001 (Costa *et al.*, 2001) referring to a region which should eliminate hindrances to the valorization of its resources, including depauperation of the production potential.

2. THE DYNAMIC STRUCTURE OF THE CALABRIAN REGION

2.1. The Mediterranean dimension

In the last few years the established society in the Calabrian region has become more and more aware of the importance of establishing relationships with the wider geographic, economic, social and cultural Mediterranean area, with its history and tradition of the cradle of local civilizations, in the whole of western culture.

"In the concert of the Mediterranean, Western man shouldn't only listen to the voices that sound familiar to him, but also to the others, which are extraneous, so the keyboard calls for the use of both hands. Nature, history and souls change depending on whether you stay north or south of the sea. Towards Europe and its peninsulas the ridge of mountains stands out. South of the sea, except the gebel with their thick North-African vegetation, lies the desert, a sea of stone or sand, and behind the Sahara, the immensity of black Africa, stretching to the Asian deserts" (Braudel, 1999).

The urban revolution which started five thousand years ago in the Near East, began to affect the West mostly thanks to that wonderful gateway that is the sea and found its best expression in the cities of Magna Graecia such as Reggio, Locri, Rosarno, Vibo, Crotone, Sibari, with diverse historical events since then.

In the current scenario of Europe - which is becoming a new economic and politic entity - the dichotomy between two cultures still exists: the continental one, round France and Germany, oriented toward the European East; the Mediterranean one, whose structure is less well organized, with two main countries, Spain and Italy, which play their fundamental role due to circumstances out of their own control.

In particular, it is important to consider that the European unification policy advocates for the creation, from 2010 on, of a *Free Trade Area*, to encourage free circulation of resources and Mediterranean relationships. Balancing the system means integrating three main factors: economy, society and environment.

Calabria stands out in the middle of the imaginary border stretching from the Straits of Gibraltar to the Channel of Sicily, from the Straits of Messina to the Ionian and Adriatic coast, separating the European from the North-African side of the Mediterranean. This border, which, over the next few years, will be attracting a lot of people searching for a way of solving economic and social problems, can represent a way of coping with cultural marginalization. "It shouldn't be a place of conflicts but rather a field for meeting, exchange, integration, where conditions are created so that the concepts of community and city find their real expression at a multiethnic, multiracial, multireligious, multilingual level"².

The growth of Calabria should be based on the valorization of the endogenous resources which can ensure autonomy and endogenous development in the Mediterranean context. Italy lies at the crossroads between the countries of North Africa, Near East, and continental Europe and Calabria is expected to play a primary role in the national growth.

2.2. THE LOCAL CONTEXT

After considering the overall Mediterranean scenario surrounding Calabria, it is important to analyze

² Università degli Studi *Mediterranea* di Reggio Calabria, "I lineamenti di un progetto Territorio. La dimensione mediterranea", in *Apporto sulla Calabria Economia Società Territorio. La Risorsa Territorio*, Academic Year Opening 2000/2001

the local scenario of the region. Its recent past shows that exogenous resources, extraneous to it from an economic, social, geographic, and cultural standpoint, have been used to meet local demand, failing to create a production system, as the dilapidated “remains of the basic industrialization” of the Seventies still argue. It is necessary to find a new way of addressing the problem of external dependence, and meanwhile try to organize an economic regional structure as autonomous and self-developing as possible. This can be obtained only through the valorization and the maximization of the endogenous resources of Calabria, integrating them with the exogenous ones.

This goal is related mostly to economic planning actions, but it can be pursued also through regional planning practices aimed at a better use of environmental resources, infrastructure networks, developments, city centres, and more generally of the archeological, architectural, urban and cultural heritage.

Secondly, it is necessary to exploit all local resources, taking into account that their quality and quantity vary across the region, since their availability in the internal areas, along the coasts, in the hilly zones, in the mountaineous zones, on the plains, and on the Tyrrhenian and the Ionian sides is uneven.

Calabria, a peninsula in the peninsula, with a 742 km long coastline, seemingly with the same characteristics, surrounded on three sides by the sea, is actually varied from a geomorphological and environmental point of view. Paradoxically, it is a land made up of mountains which are isolated and isolate, and differ from one another, Appennine-type ranges in the north whilst those in the centre and south are in many ways more like the Alps.

Among the natural and environmental resources that should be valorized, the immense patrimony represented by the mountains ranks first. Its extraordinary environmental value has been recognized through the foundation of three National Parks (Pollino, Aspromonte, Sila)³.

Many of the pressure factors related to development financed by structural funds, and even more to works financed by extra funds, have modified the physical structure of the region, sometime causing irreversible changes.

During the 20th century and in particular over the last thirty years, on the one hand, nature was preserved in the mountaineous areas, but on the other, urbanization and indiscriminate use of cement have dramatically altered the coasts, the main urban centres and, in general, the valleys and the plains. In some cases the internal areas have been markedly transformed as well.

Many problems are involved and, in some cases, with a high level of complexity. Nevertheless, it must be underlined that Calabria still has an immense patrimony of high - level “immobile” natural, cultural and environmental resources. They constitute a potential factor of territorial competitiveness, capable of fostering growth if they are preserved and managed while valorizing “mobile” resources (such as capital and labour) available in the region.

Undoubtedly, the move from the special intervention (Law 64/86) to the regular intervention (Law 488/1992), supported by the UE Commission decision, 1 March 1995 (solution of Italy-UE conflict on financial aids) and by the D.L. n. 123/95 (measures aimed at accelerating the completion of public works and the implementation of new developments in backward areas) was an important fact in the recent history of Italian regional policy.

³ The Pollino National Park was founded in compliance with the Laws n. 67, 11 March 1988 and n. 305, 28 August 1988. It covers a surface of 196,000 hectares, between Calabria and Basilicata. The territory of the park includes 56 municipalities, among which 32 belong to the Province of Cosenza. As regards the Aspromonte massif, the proposal for the foundation of a National Park there, was put forward in the early 70s, but the actual foundation took place much later thanks to the Law n.30, 1989 and the Outline Law for Protected Areas, n. 394/91. The park was delimited and safeguarded by the 14 January 1994 D.P.R. (Decree of the President of the Republic). With its 16,000 hectares, the Aspromonte massif is the southern end of the Calabrian Appennine and includes the Central Southern zone of the province of Reggio Calabria. The National Park of Calabria, founded in compliance with the Law 503, 1968, covers three distinct geographic areas: Sila Grande, in the province of Cosenza, Sila Piccola, in the province of Catanzaro, and Aspromonte, in the province of Reggio Calabria. The fixed surface limit is 18,000 hectares, nevertheless the three above-mentioned areas actually cover an area of 16,000 hectares. The Aspromonte National Park, since its foundation, has included the southern part of the National Park of Calabria.

3. REFERENCES TO EC POLICIES

3.1. Intervention typologies for a new quality of the Calabrian region

The new programmes for the 2000/2006 Structural Funds can be considered as the first step towards a new development rationale according to which environmental sustainability, besides playing a primary role, in compliance with the Treaty of Amsterdam⁴, has to be inserted in Intervention measures for accurately assessing and monitoring environment responses in order to carry out impact reduction policies later.

Calabria is the pacesetter of the Southern area involved in the project APE (Appennine as the Park of Europe)⁵ which intervenes over the whole Appennine range and joins the urbanized, semi-natural and natural areas of 14 regions⁶. The positive aspect of this project is that it focuses on the preservation and management of natural resources in a sensible way, accounting for the fact that they are not infinite and that man cannot reproduce them at will. The conception of a lasting development is taking root and is based on the following goals:

1. to valorize immobile resources - cultural, natural and human - with interventions for supporting backward areas and for preventing future degradation by providing new possibilities for development through conservation and sensible use of resources;
2. to create a social context suitable for growth, to improve living standards in backward areas, to inspire social confidence, to support the supply of innovative and high-quality services for residents and visitors;
3. to set the conditions for promoting new entrepreneurial initiatives in the sectors of nature preservation, rehabilitation of the historical heritage and of all settlement works, tourism, farming, job market, vocational training, territory maintenance and resource management. The interventions aimed at production can be improved and maximized accounting for the peculiarities and the cultural traditions of the places.

This strategy will have to be pursued by working out local development patterns tailored to the areas in question, whose planning, implementation and management will have to involve all sectors of the community, and will need extensive public consultation and the participation of private and public bodies.

Moreover, the European Union, by implementing the 5th programme of environmental action and the "Natura 2000" web, is preserving the biological diversity and the natural capital thanks to strategies tailored to the territory involved, where the infrastructural system of the Parks and the Protected areas can be a point of reference for all other systems (from Transportation to Territorial Services, to Trade, etc.).

Another important project drawn up for Calabria is the "Rete ecologica nazionale (National Ecological Web) launched by the Servizio Conservazione della Natura (Service for the Conservation of Natural Capital) under the Programmes for 2000/2006 Structural Funds.

The creation of the National eEcological Web becomes a planning tool geared to integrated management of the development processes with respect for the environmental characteristics of the areas concerned. In this way, the policies chosen for the diverse systems will contribute to creating a paneuropean ecological web.

This process will be complete and effective only through a participatory process involving the community on a large scale, by constantly urging conservation and valorization of environmental resources, and by ensuring job stability so as to reduce "welfarism".

⁴ When the first sectorial policies were drawn up, the Treaty of Amsterdam, sustainable development, the intervention for conservation and improvement of the environment heralded a new involvement of the authorities in spatial design issues; in particular, the new strategies aimed at conservation and valorization of Italian natural and environmental resources are carried out by regional, park and local authorities with respect for the principle of "subsidiarity".

⁵ The APE project was boosted by the Abruzzo Regional authorities and the National Legambiente, in cooperation with the Ministry of the Environment ; it focuses on the sustainable development of the mountaineous zones and proposes considering the Appennine Range, with its biodiversity and historical-cultural heritage, as a whole.

⁶ For a more effective and easy implementation, the three Appennine areas involved in the APE project were identified (the Northern area with Tuscany as leader region, the central area with Abruzzo as leader region and the southern area with Calabria as leader region). Abruzzo is the general co-ordinator with the help of the local authorities and several associations and organizations.

The main objective of the action programme related to maximization of local resources, is the launching of integrated area projects for spatial analysis and design, rehabilitation of the environment, valorization of social aggregation and preservation of local cultural peculiarities according to sustainable long-term development patterns.

3.2. Trends in sector al planning

In order to exploit its own natural, cultural and environmental resources and, therefore, its self-development capacity, Calabria has to aim at the growth of the specific sector of trade, industry and craft. This sector can enable the region to enter the global market effectively.

The aims, strategies and interventions must be integrated with POR Calabria regarding "Industry, trade, services and craft". That is why Calabria, in accordance with the national government, proposed a Framework Programme Agreement to integrate and coordinate the use of UE, national and regional resources aimed at the development of the regional entrepreneurial system.

Moreover, according to the findings of specific analyses, which Calabria will examine with its institutional and economic-social partners, it will be possible to put forward an operative proposal for the territorial and integrated production systems attracting PON investments in the trade sector. In particular, the measure 4.1 of the 2000/2006 Structural Funds "growth and competitiveness of industrial, craft, business and service companies"⁷ fixes among the specific objectives:

- to foster growth, competitiveness and productivity, entrepreneurial initiatives in the sectors with good development capacity (also by complementing and improving integrated systems, districts, productive activities using local natural and cultural resources); to boost the best environmental technologies, EMAS and Ecolabel schemes, process/product innovation curbing the dangerousness of the production cycle waste and facilitating the reuse, the recycling and the recovery of products;
- to back up companies in a consistent and well-organized way by meeting their actual needs as far as technological innovation, credit system, environmental sustainability, information technology, and vocational training are concerned;
- to boost trade from a perspective of integrated territorial development;
- to encourage the creation and improvement of services to companies that have to play an important role in the integrated production systems, tailoring interventions to demand (also to curb pollution, waste production and to control the use of natural resources);
- to encourage the creation of new enterprises capable of fostering growth and to ensure integration with the regional and environmental context, to valorize the clusters and the integrated production systems also through a continuous stimulation activity;
- to improve the potential of financial markets and operators, the incentive system, the information and technical assistance to companies ; to develop integrated programmes of credit facilities (PIA) for concerted investment financing, pre-competitive growth, production and environment technological innovation.

In particular, in the specific sector of trade, the measure, following the guidelines of the QCS Objective 1, supports the redevelopment of the regional distribution system through integrated interventions aimed at:

- encouraging initiatives and activities for innovation in the commercial and distributive network, especially as far as e-commerce and supply/transport web are concerned;
- identifying new distribution methods in lagging regions (rural areas) when it is more difficult to purchase certain products.

In this sense, the measure points to the transformation of the regional trade system that should keep up tune with the new trends. It is important to boost commercial network innovation (in the field of both e-commerce and supply/transport system).

Integrated interventions in the commercial sector are to be carried out under territorial integrated projects (PIT) or through incentives depending on the characteristics of the territory.

As further development, the first step is a settlement of aims, priorities and resources. It confirms that this is the only possible way of integrating exogenous resources and endogenous potentialities.

⁷ Official Bulletin of Regione Calabria, I Vol. Programma Operativo Regionale (POR) 2000-2008, Catanzaro, 27th October 2000

4. PRODUCTION/DISTRIBUTION STRUCTURE AND TERRITORIAL ORGANIZATION

4.1. Analysis of the distribution system

Trade strongly affects the territory and the city, urban and extra - urban mobility, the building fabric and people's emotions and opinions. Problems in the commercial sector stem from the production system characterized by tough competition among producers, and massive advertising, which brings about social imbalance and discomfort. The real original identity of territory has been dramatically spoiled by the uncontrolled sprawl of commercial structures.

Over the last decade the development of a large-scale distribution system has modified the suburban landscape, for example, by the side of the highways, causing desertification of the trade sector in the inner city. It is sufficient to consider that over the last few years more than 35,000 retail outlets shut down to the detriment of key areas, historical building fabric, and surrounding commercial areas. This deprives people of their traditional social aggregation points round which daily life was spent in the 60s and 70s.

Among the effects of a large-scale distribution system on land use, those on urban structure and historical-cultural identity are not the least.

Yet it is important to take into account other environmental factors affecting the urban structure. Trade, with its attractiveness, influences transportation, traffic, goods mobility, energy supply and so forth. In fact it is clear that cities are no longer places to live in but places to trade in as Henry Lefebvre points out: "It can be frequently observed that treaties on urban planning, or better, on the history of urban planning, have tended to neglect completely the influence of trade on the development of cities and of their surrounding areas over the centuries. The analysis of the historical evolution of cities and of land use, highlights the close connection, and the direct link between their growth and the spread of commercial transactions" (Lefebvre, 1970).

Especially in Calabria, trade is a key sector for economic-social growth in a perspective of liberalization of European markets.

Calabria has a very weak production system characterized by the presence of many service sector concerns. In 1998, in fact, 75 % of the regional added value was related to the service sector while farming and industry, the two basic productive sectors, in total, accounted for less than a quarter of the regional value added.

Owing to this weakness, the regional production structure represents a hindrance to commercial transactions on an international level.

In the field of exports, according to the analysis of 1998 per capita export data, Calabria accounts for 500,000 lire of 11.8 billions of the national mean value.

The 1996 intermediate census shows that in Calabria pivot economic sectors are not dynamic, since they are unattractive and confined to local markets.

The shortage of concerns, especially of subsupplier firms, the weakness and the instability of back-up facilities to concerns, the unreliability and inefficiency of the bureaucratic system bring about an "inward" growth of the regional market or, in other words, a closed production and organization system.

The production cycle involves only the distinct concerns with their internal structures, which are isolated from the external economic context and from other complementary businesses.

It is found that in Calabria 80 % of population is concentrated in urbanized areas. According to the findings of the survey (on occasion of the convention signed by Regione Calabria and Dipiter of Unical) carried out for fixing the guidelines of trade-related urban planning (Rossi, 1998), "11 commercial areas"⁸ are identified: Reggio Calabria-Villa San Giovanni conurbation, Catanzaro, Cosenza-Rende conurbation, Crotone, Lamezia Terme, Vibo Valentia-Pizzo, Rossano-Corigliano Calabro, Castrovillari-Cassano allo Ionio, Palmi-Gioia Tauro, Paola, Locri-Siderno.

⁸ Functional areas of reference to be conceived as "normal" and "prevalent" low scale consumer mobility zones

Table 1. Indices of commercial areas internal attractiveness related to systematic mobility.

Commercial area number	Pole	Mobility	Internal mobility	Index of mobility-related internal attractiveness
1	Paola	58,643	54,528	0.93
2	Castrovillari	59,363	56,272	0.948
3	Cosenza	155,274	150,019	0.966
4	Rossano	48,843	46,807	0.958
5	Crotone	70,900	69,014	0.973
6	Lamezia Terme	53,697	50,157	0.934
7	Catanzaro	109,100	106,275	0.974
8	Vibo Valentia	71,933	68,528	0.953
9	Palmi	72,824	69,983	0.961
10	Locri	53,949	51,338	0.952
11	Reggio Calabria	115,861	107,050	0.924

Source : 1998 ISTAT data processing.

For each area of the Calabrian region referred to 11 main centres, indicators of large-scale distribution commercial structures, according to information obtained from the regional archives and in the municipalities are :

Ra : surface for authorized large-scale distribution (art. 26,27, L. 426/71) per 1,000 inhabitants;

Re : surface for authorized under-way large-scale distribution (art. 26,27, L. 426/71) per 1,000 inhabitants;

Rt : surface for existing outlets with more than 400 sq.m. per 1,000 inhabitants.

It is not easy to outline the framework of the regional large-scale distribution system identifying its growth trends, due to the complexity of the distribution system, the wide range of parameters related to the commercial sector supply and to its dynamism.

This survey shows that there is imbalance between the different regional commercial areas, with absolute values below the national average except in the Tyrrhenian area of Cosenza.

4.2. Priority lines of intervention

The Calabrian context described constitutes the scenario where local and regional authorities have to address current problems in the sectors of production and trade.

In the region, the weaknesses of the economy are common to most of the South of Italy. Undoubtedly, interventions carried out with respect to local peculiarities, should be in tune with the general context of cooperation between the national government and local institutions, to identify priority actions as:

- increase relationships between the "Calabrian system" and foreign markets, encouraging sales not only from the marketing standpoint (product circulation), but also as a means of transaction and cooperation between concerns (Italian and foreign);
- encourage the spread of a new way of thinking based on innovation and quality assessment ;
- create more suitable infrastructures;
- encourage (as far as finance, management and accessibility are concerned) especially agricultural and food industry, and craft;
- concentrate on vocational training to obtain skilled human resources;
- foster co-operation between concerns especially with Central North Italy;
- improve bank-concerns relationships especially on a local scale;
- advertise more and better actions aimed at local economic growth (i.e. land use agreements, co-operatives for credit easy terms, etc.);
- promote more economic-financial information (i.e. on national and UE easy terms);

Calabria has a great opportunity: to convey its new economic and social energies toward a development "incubator".

These intervention guidelines complete those already presented in the Tunisia (2000) and in Turkey (2001) seminars.

4.3. The rationalization of the transportation system for Global Trade

For a long time infrastructures have played a minor role in the Calabrian growth process. In particular, the transportation system crisis was due to problems stemming from community procurement activities and affecting production and trade.

The overall transportation system in Calabria is remarkably imbalanced and mainly absorbed by medium and long distance road goods traffic which is hindered by the low functionality of the railway network.

The Calabrian road system is made up of 16,000 km of roads including 300 km highways, 3,300 km national roads, 5,700 km provincial roads, and 6,700 km secondary roads.

Road infrastructures, related to both population and surface parameters, rank the region above the national average, in spite of their low quality in functional levels and standards.

Boosting development policies for the infrastructural transport system and for investment pivots on key issues common to the whole evolutionary process involving the region. The same key issues contribute to build values, affect diverse attitudes and behaviours that can be alternately positive or negative.

It is interesting, in the perspective of the trade sector development, to point to the improvement of sea transport infrastructures⁹ and services. Calabrian ports, located along the Ionian and the Tyrrhenian coast, have diverse functions and sizes. The most important ports, whose goods traffic figures rank them in a good position compared to the national average, are: Reggio Calabria, Villa S. Giovanni, Gioia Tauro, Vibo Valentia, Crotona, and Corigliano. The most recent ones (Gioia Tauro and Corigliano), built to back up industrial growth, over the last few years seem to achieve a complete utilization even if in a different perspective than the original one. Nevertheless only the port of Gioia Tauro, exclusively hosting containers, is effectively linked to the regional transportation system. Over just two years its goods traffic has soared: in 1997, 1,448,000 TUES (Twenty-Foot container Equivalent Unit), 2,830 ships, more than 21,000,000 in 1998, which ranked it first in the Mediterranean and among the ten most important ports in the world for container transit (Regione Calabria, 2000).

The national Government, also due to social pressures, is now creating a "port zone", an area for industrial and commercial growth around the port. The goal is to build real linkages between the port and the surrounding areas by disseminating development factors and strengthening both the road and railway infrastructural system.

From this perspective, an interport near the main port has been built. The "regional port range" is expected to play the role of a "regional port" as a gateway for South Italy medium/long distance trade.

Moreover, Calabria cannot nowadays rely on significant terminals for goods traffic which is mainly represented by road transport. There are no precise figures on goods traffic; yet, in this sector, some data, referring only to the national context, highlight very poor effectiveness, ranking Calabria below all the other Italian regions (as it accounts for only 1 % of the overall Italian goods traffic).

About 70 % of goods are imported, which causes strong dependence on foreign economy.

The port system, with its noteworthy potential, calls for the improvement of the main infrastructures through the creation of an integrated, intermodal¹⁰ sea-road-railway system, in a perspective of a production-oriented global strategy.

Only by identifying problems and defining the most suitable multisectorial policy, will Calabria be able to enter the most important national and European level circuits.

Therefore, to address problems better, a wide knowledge of transportation-related phenomena is needed.

⁹ Through redevelopment and improvement of the main road system of both highways (all the principal arteries) and minor roads, and of the railway and port system.

¹⁰ Intermodality is the circulation of goods, per cargo unit, through mixed means of transportation (i.e. road-railway or road-sea)

It is necessary:

- a) to spur the efficiency of the main regional structures (the completion of the interport of Gioia Tauro and its link to the highway, the construction of the western wharf of the Gioia Tauro port, the completion of Lamezia Terme airport and the improvement of the airports of Reggio Calabria and Crotona);
- b) to improve the efficiency of the main Italian and European road axes : Salerno-Reggio Calabria and S.S. 106;
- c) to develop the railway links to the national road axes.

These interventions will make it possible to reorganize and rationalize the whole transportation and trade sector¹¹, guaranteeing intermodality and enabling Calabria to actually take part in the Italian and European development process.

5. URBAN AND TERRITORIAL GOVERNMENT IN A LOCAL/GLOBAL PERSPECTIVE

5.1. Local development as an autopropulsive strategy

With this contribution to the Rabat seminar, the work group has tried to demonstrate how valorization and development of local resources (in this case, referring to the Calabrian territory) by priming mechanisms of local development is possible.

In order to do this, it is important to locate all the characteristics of the territory, from an environment, urban, economic and social point of view, so as to know its strong and weak points, the aspect to develop or, otherwise, to reinvent completely.

Till now, they have put special emphasis on some real elements that are managed in a well-balanced and sustainable way or in such a way as to remove the negative elements that have obstructed the valorization and the development of the social resources of the territory.

The importance to outline a program of incisive actions for a structural change of Calabria has emerged: a change that seems to be realized, first of all, also on the ground of the analyses elaborated by the research group through the balanced development of the commercial and productive sector.

But not only. It would be necessary to aim at the development of the agriculture field, exploiting it as an instrument of environmental protection in the risk areas, by launching again the present activities through a policy of quality of product by means of the development of the typical local production and by means of giving impulse to the commercial field.

It would be necessary to exploit and to guard environmental resources by means of control of environment directed towards the prevention of hydrogeological disorders (the case of Soverato), of overflows (the case of Crotona), etc, by means of a more correct planning of the territory and a safeguard of the environmental property through support to structure and valorization of regional protected areas (APE plan and national ecological network plan)¹².

The tourist potential, a real resource of the Region that could be a fly wheel in comparison with other economic activities would be appropriate to develop.

We should aim at the valorization of human resources by supporting "local culture", by seeking the rescue and the growth of entrepreneurial culture so as to prime processes of socio-economic self-centred and long term development: human resources must emerge by also supporting local firms and management of various business resources and, then to enable the entrepreneur (businessman) to be competitive in national and foreign markets¹³.

These are actions and ambitious projects (plans) that may be realized if we began to carry out, for example, a development policy for internal areas and a support policy for the development of regional competitiveness - this growing policies dealing with local resources may prove to be incisive if

¹¹ The goal is to create state regions, economic entities in close connection with the global economy through commodity supply sufficient to encourage the sector of mobility infrastructures and professional services.

¹² See chapter 3 of this paper.

¹³ On the issue of local resources and a correspondent development model, see Garofoli G. (1994), *Modelli locali di sviluppo*, Milano, FrancoAngeli.

participation of local actors (protagonists), and the use of their potentiality through the adoption of a bottom up approach is encouraged and if innovatory actions that are able to influence in a structural way and not in a superstructural way, are carried out (Bagnasco, 1977).

Moreover, a more conscious evaluation of the different local specific, would permit “the sense and the role of the territory” (Fabbro, 1998) so as to mark the identify of the place and to give back productive dignity to a region that till now has taken little advantage of its potentialities - so we will be able to build up, for Calabria, a real project of the future on the basis of local development that is beginning to be perceived as the new idea that may “re-launch” a territory; never before has there been , at every institutional level, so much awareness that development does not come from heaven, but is bound to the territory, and acquires its cultural and social features to be autopropulsive.

Even the concept of “quality of life” is now bound up with a balanced and dynamic development of the local territory¹⁴.

This new way of seeing the development, starting from local particularities, has to be perceived as a route for integration among so many coinvolved sectors (industry, trade, tourism, craft) and not only - and in lacking in development¹⁵. This is already taking place in many regions and also Calabria, as the work group has shown, must be among those regions that start such a path, just not to mortify the wealth of natural environment cultural, artistic, historical, intellectual resources that it posses. They are becoming aware of the need of contributions from all the actors, that, in different ways, are involved in the process of the development of the territory, if they really want to be able to start a self-driving mechanism of development and if they want to revise the dependence on the outside totally¹⁶.

Local development has become a real strategy that has required a great attention from international organisms such as the European Union, the Council of Europe, various NGOs, etc, and that should require at least the same attention from decision-making organs of our country. In short, the challenge is to build new routes of economic growth and structural changes that lead to the best exploitation of existing resources in the territory and to the rise of work and living level in different cities and territories (Wolleb, 1993).

The keystone of politics which aims at development of local resources consists in the reinforcement of the abilities of the local people to play an important role in the formulation of decisions (empowerment) (Friedmann, 1992) and in the proposal of a model of a local development; such self-driving abilities have to come from the “bottom” (according to bottom up logic), so that only by making the operative and purpose positiveness of local communities emerge, can we think of priming mechanism of a real growth and not a fictious one. Even if we are in a period of global challenges Calabria has to aim at the reinforcement of local identities and at their rooting in a territorial context. Open comparison with other territories in the viewpoint of a better opening of the world is, of course, also necessary.

In conclusion, the development of local resources and, then, the global growth of the regional territory make up medium/long period objectives that may be reached only through “a strong plan for the future”, a plan that must represent the future, but also the present with the reinforcement of relationships with the external world, with the involvement of the people, and with the realization of strategies that aim at an acceptable balance between “world culture” and “genius loci”, between the global and the local¹⁷.

5.2. Multiscalar management for the integration of intervention tools and policies

The concept of “local” scale has been used since the 70s in the field of social and economic sciences to explain certain phenomena with direct reference to their real context.

On a “global” scale, according to the rigid classification of social-economic dynamics, “strong” settlements have an advantage over “weak” ones.

¹⁴ On the cultural change issue that involves the way of local and national government, see De Rita G., Bonomi A. (1998), *Manifesto per lo sviluppo locale. Dall'azione di comunità ai Patti Territoriali*, Torino, Bollati-Boringhieri.

¹⁵ It is clearly needed to define models of local development strongly connected to areas characterized by shared management. See Sylos Labini P. (1977), *Problemi dello sviluppo economico*, Bari, Laterza.

¹⁶ See Chapter 2.2 of this paper.

¹⁷ On the local and global issue and, more general, on the globalization issue, see Borja, Castells, 1997.

Land use imbalance in Calabria characterizes not only “weak” areas but also “strong” settlements, where, owing to degradation, demand for a better environmental quality is increasingly made.

Projects for the environment should foster growth suiting diverse needs, from the economic to the social and ecological ones, from a multisectorial standpoint.

The local scale approach becomes the rationale behind the use of resources not only per se but in close connection with “external” realities with which the local community sets up relationships of mutual support.

In Saskia Sassen's words (1991): “the spread and the internationalization of production contributed to the development of centralized facilities geared towards the management and control of the new spatial-based economy. Over the last fifteen years, most pivot economic activities, traditionally concentrated in the production sector, have shifted to the field of specialized financial and professional services”. A matter of fact, while production structures are scattered all over the world, services are increasingly concentrated in relatively few commercial cities, the so-called “global cities”¹⁸, and in their lower level satellite cities referred to as “subglobal”¹⁹.

According to assumptions in the previous chapters, it is clear that the balanced evolution of the production/trade sector and the development of the Calabrian endogenous resources inevitably call for the coordination of multisectorial planning policies; the research team came to this conclusion and reported the findings of their survey at the International Conferences held in Tunisia (2000)²⁰ and in Turkey (2001)²¹.

Nevertheless, Regional Authorities should encourage local authorities to draw up programmes for the trade sector, also providing them with some guidelines for planning.

This research highlights trade as one of the main sectors affecting the Calabrian economic and social growth seen from the wider perspective of European market liberalization.

It is very difficult to outline the system of the Calabrian large-scale distribution structures and to identify its evolutionary trends. The complexity of the scenario is due to the variety of commercial supply parameters (selling surface, total area, tables of product characteristics, etc.), to the speed at which sectorial phenomena take place as well as to the difficulty in finding sufficiently precise and up-to-date information (Rossi, 1998).

The analysis of the Calabrian distribution system highlights the imbalance between commercial areas which are ranked far below the national average, except the Tyrrhenian area of Cosenza. Moreover, Calabria, like Basilicata and Eastern Sicily, has 9 out of 10 municipalities with a per capita income below 75 % of EEC average (Unione delle Province Italiane, 1996).

Pursuant to the art. 10 of the legislative decree 114/98 (known as “Bersani decree”), Italy is trying to take steps to strengthen trade sector structures in mountainous and rural areas, to rehabilitate the distribution network and to revitalize the economic, social and cultural context in urban settlements.

It is necessary to foster a balanced and gradual growth of the concerns based in the urban areas so as to improve the local potential in tune with global development. Valorization of endogenous resources will be possible thanks to the best environmental technologies available, the EMAS and Ecolabel schemes.

The recent globalization and “Europeanization” in the economic and political field enable each single territorial entity a common citizen, a concern, a quarter, a city, a province, a region to form a relationship with the economic, information, political world at a global level. In fact, social and territorial cohesion

¹⁸ In these cities the economy mainly consists of specialized informative services in the fields of finance, media, education, health, tourism (including business tourism). Most of them are seats of the most powerful governments in the world. (King 1990, Sassen 1991)

¹⁹ Capital cities (Amsterdam, Brussels, Copenhagen, Stockholm, Oslo, Vienna, etc.) that play a role as commercial and cultural capitals as well ; they have from one to four million inhabitants (Hall, 2001).

²⁰ It was underlined and demonstrated that the points of weakness caused by urbanization of Calabrian coastal areas, thanks to an integrated land management, can become points of strength.

²¹ The report focused on the peculiar potentialities of the areas, both from a tourist-environmental and structural standpoint, and on the new trends in back-up policies.

cannot be considered anymore as something spontaneous and certain. It has to be created, coping with the disgregation effects of global economy, by adopting the most sensible policies. It is fundamental to consider that today every single area is under the power of various organizations at diverse territorial levels. The new land management tools are strategic planning, territorial agreements, governance, and quality assessment pursuing new objectives such as sustainable development.

Yet, modern sectorial planning (for trade) and global planning (regional and urban planning) fail to effectively achieve common aims, because the multisectorial planning, at the moment, is just through a phase of experimentation.

This topic was addressed by our research team at the National Conference organized by the Istituto Nazionale di Urbanistica (National Institute of Urban Planning), (Florence, 12-13 december 2001) and it was the focus of some preliminary reports on *Distinct planning practices and integrated territorial government* (Passarelli, 2001).

In an urban and regional planning system like the one regarding Calabria, whose regulative basis is the Law 1150/1942, cooperation between institutions is fundamental in order to move from a "hierarchical organization" to a "methodology of integrated planning".

The various levels of government, the diverse planning interventions and plan typologies (general, sectorial, strategic and structural, etc.) should be integrated when contributions from institutions and experts in the field are most useful to the planning process, because decisions have not yet been taken in the finished plan (Giaino, 2002).

Concerted and joint planning, conferences and planning agreements are respectively precedures, occasions and tools which, in a new perspective of institutional cooperation, should be used for the integration of Calabrian land-management, and, in fact, not only for this.

It seems clear that, as far as the trade specific planning/general planning relationship is concerned, according to a radically new trend; balance and social and economic demand satisfaction should be achieved only by pursuing certain objectives and choosing the most suitable planning and intervention practices.

Only in this way will the Calabrian region be able to enter the global market, valorizing its own resources, and exploiting them in a perspective of endogenous development.

Thus, the variety of the Calabrian territory will become a point of cohesion and strength, an enormous capital, a strong card which, as in the case of all the other regions, can be sensibly used in the field of global level interactions.

The present work is not intended as the conclusion of the work started in the Tunisia (2000), Turchia (2001) and Marocco (2002) seminars. It represents a further opportunity of reflection about a more articulated and complex way of characterizing Dsat's researches.

We still desire to continue working in the same interested way on the basis of further themes which will be indicated.

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