

ARCHITECTURE HERITAGE and DESIGN

Carmine Gambardella

XXII INTERNATIONAL FORUM

Le Vie dei  
Mercanti



WORLD HERITAGE and  
CITIES IN EMERGENCIES

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Carmine Gambardella

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World Heritage and Cities in Emergencies  
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# WORLD HERITAGE and CITIES IN EMERGENCIES

## Le Vie dei Mercanti

### XXII International Forum

Naples | Capri

14 Giugno 2024 | 15 Giugno 2024

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### **Peer review**

Scholars has been invited to submit researches on theoretical and methodological aspects related to the impact of natural ecological disasters and armed conflicts on Cultural Heritage, and show real applications and experiences carried out on this themes. Based on blind peer review, abstracts has been accepted, conditionally accepted, or rejected. Authors of accepted and conditionally accepted papers has been invited to submit full papers. These has been again peer-reviewed and selected for the oral session and publication, or only for the publication in the conference proceedings.

### **Conference report**

300 abstracts and 550 authors from 20 countries:

Albania, Algeria, Austraia, Belgio, China, France, Germany, Greece, Hungary, Iran, Italy, Japan, Mexico, New York, Portugal, Romani, Serbia, Spain, Turkey, United Kingdom.

**From the XXI FORUM WORLD HERITAGE and DWELLING ON EARTH  
to the XXII FORUM WORLD HERITAGE and CITIES IN EMERGENCIES.**

World Heritage and Dwelling on Space – World Heritage and Cities in Emergencies: this is the title of the International Forum “Le Vie dei Mercanti” which reached its XXII Edition in 2024. A story of love for the Earth, its Inhabitants, Landscapes, Architecture, Cultural and Archaeological Heritage told by more than 7000 Scholars and Lecturers from all over the World to with the aim of integrating expertise, sharing and disseminating scientific knowledge and implementing best practices to protect and safeguard our planet.

The focus of the Forum is no longer be only Inhabiting the Earth but is stretched and extended to Inhabiting Space, in a broader sense, to reflect on the impact of natural ecological disasters and armed conflicts on Cultural Heritage. Now more than ever, with the war in Ukraine, geographically closer than others, and with the latest events in the Middle East, the theme of wars and conflicts has become even more present in our lives.

Armed conflicts, synonymous with death and destruction, as well as weakening the social and economic fabric, put at risk the cultural heritage of besieged countries whose destruction has a strong symbolic as well as strategic significance because of the enormous identity value that resides in cultural heritage which stimulates a sense of belonging and social cohesion.

And it is precisely in order to deal with the tragic devastation of entire cities and territories and the terrible wound inflicted on the cultural heritage of peoples that the scientific community must create starting points to implement important and immediate actions aimed at safeguarding monuments, architectural works, archaeological sites, works of art, manuscripts, books and other objects of artistic, historical or archaeological interest, as well as scientific collections of all kinds. If the future is an eternal now, as I remind every year, it is good for the Academy, Scientific Institutions, civil society, and stakeholders involved to make their knowledge and expertise available to promote a more widespread and in-depth knowledge on the issues regarding the safeguarding cultural heritage during armed conflicts.

**Dal XXI FORUM WORLD HERITAGE and INHABIT THE EARTH  
AI XXII FORUM WORLD HERITAGE and CITIES IN EMERGENCIES**

World Heritage and Dwelling on Space – World Heritage and Cities in Emergencies: è questo il titolo del Forum Internazionale “Le Vie dei Mercanti”, che nel 2024 ha raggiunto la sua XXII Edizione. Una storia d’amore per la Terra, per i suoi Abitanti, i Paesaggi, l’Architettura, i Beni Culturali e Archeologici raccontata da oltre 7000 Studiosi e Docenti da tutto il Mondo per integrare competenze, condividere e diffondere conoscenze scientifiche e mettere in atto best practices volte alla protezione e salvaguardia del nostro pianeta.

L’obiettivo del Forum non è più solo quello di Abitare la Terra ma è proteso e si estende verso l’Abitare lo Spazio, in senso più ampio, per riflettere sull’impatto dei disastri ecologici naturali e dei conflitti armati sul Patrimonio Culturale. Oggi più che mai, con la guerra in Ucraina, geograficamente più vicina di altre, e con gli ultimi avvenimenti in Medio Oriente, il tema delle guerre e dei conflitti si è fatto ancor più presente nelle nostre vite.

I conflitti armati, sinonimo di morte e distruzioni, oltre che di indebolimento del tessuto sociale ed economico, mettono a rischio il patrimonio culturale dei paesi assediati la cui distruzione ha un forte significato simbolico oltre che strategico per l’enorme valore identitario che risiede nel patrimonio culturale che stimola senso di appartenenza e coesione sociale.

Ed è proprio per far fronte alla tragica devastazione di intere città e territori e alla terribile ferita inflitta al patrimonio culturale dei popoli, che la comunità scientifica deve creare spunti per mettere in atto azioni importanti ed immediate volte alla salvaguardia di monumenti, opere architettoniche, siti archeologici, opere d’arte, manoscritti, libri e altri oggetti di interesse artistico, storico o archeologico, nonché collezioni scientifiche di qualsiasi tipo. Se il futuro è un eterno presente, come ricordo ogni anno, è bene che l’Accademia, le Istituzioni Scientifiche, la società civile, gli stakeholders coinvolti, mettano a disposizione le loro conoscenze e competenze per promuovere una più diffusa e approfondita conoscenza sui temi della salvaguardia del patrimonio culturale durante i conflitti armati.

Prof. Carmine Gambardella  
General Chair XXII Forum ‘World Heritage and Cities in Emergencies’  
President and CEO of the Benecon University Consortium  
UNESCO Chair on Landscape, Cultural Heritage  
and Territorial Governance



UNESCO Chairholder on Landscape, Cultural Heritage, and Territorial Governance; President and CEO of the Benecon University Consortium - Research Centre on Cultural Heritage, Ecology, Economy (Pegaso University, University of Campania "Luigi Vanvitelli", University Federico II of Naples, University of Salerno, University of Sannio). Full Professor of Drawing at the Pegaso University and at the University of Campania. President of the International Forum 'Le Vie dei Mercanti' since its first edition in 2003 to the XIX edition in 2022. Editor and Founder of the series "Surveying is/or Project", "Knowledge Factory" and "Architecture, Heritage and Design". Component of the Scientific Committee of International A Class Magazine 'Abitare la Terra'/'Dwelling on Earth' (Gangemi Editor International Publishing). He covered various roles for the University of Campania, including the Pro Rector of Institutions, Academic Senator, Director of the Department of Architecture and Industrial Design Luigi Vanvitelli, Dean of the Faculty of Architecture Luigi Vanvitelli, Director of the Department of Culture of Design, Director of Doctoral School in the Discipline of Architecture, Coordinator of the PhD in Protection, Safety and Representation of the Environment and Structures and Territorial Governance, Coordinator of the PhD Program in Surveying and Representation of Architecture and the Environment. He is author of numerous scientific international papers, publications and proceedings on surveying and representation of the built and natural heritage.

## TABLE OF CONTENTS

ID 002 - Violeta BAKALCEV, Sasha TASIC, Marija PETROVA, Minas BAKALCEV Brutalism as a Post-war Syndrome, The Case of City Archives by Georgy Konstantinovski . . . . .	16
ID 005 - Maria Paola GATTI, Giorgio CACCIAGUERRA Bolzano's war damage and urban reconstruction . . . . .	24
ID 006 - Luca ZECCHIN Toxic Heritage. Orphan sites . . . . .	35
ID 007 - Simona OTTIERI, Concetta TAVOLETTA Motus sine fine . . . . .	45
ID 008 - Laura RICCI, Carmela MARIANO, Marsia MARINO Cities in Emergency: Practices of Sustainable Urban Regeneration in Spain and the United Kingdom . . . . .	53
ID 009 - Francesco CRUPI Climate-proof urban regeneration and cultural heritage. The case of the "Saxa Rubra" Urban and Metropolitan Centrality in the Municipality of Rome . . . . .	59
ID 010 - Andrea MARCUCCETTI The urban religious archaeology. A sustainable socio-cultural vision . . . . .	68
ID 011 - María Victoria VIVANCOS RAMÓN, Francisco GARCÍA GARCÍA, Valeria NAVARRO MORENO Marine Cultural Heritage as a Bridge of Concord: Portolan Cartographies . . . . .	74
ID 013 - Tiziana FIRRONE The "Tires School" in Khan al-Ahmar, a symbol of resilience, hope and redemption of a marginalized community	80
ID 014 - Natasa ZIVALJEVIC LUXOR, Hartmut PASTERNAK About Steinort Castle Intervention . . . . .	87
ID 015 - Claudia BATTAINO, Maria Paola GATTI A land factory for preserving, developing and innovating: the Arco terraces . . . . .	96
ID 016 - Ina MACAIONE, Enrica Gaia CONSIGLIO Agri-tecture: towards a collaborative architecture. Public spaces and urban agriculture for ecological and resilient transitions . . . . .	102
ID 017 - Antonio BIXIO, Ina MACAIONE, Francesco P.R. MARINO, Giuseppe D'ANGIULLI. Community connections. Project hypothesis for cable car connections in the municipalities of the Lucanian Dolomites . . . . .	112
ID 019 - Alessandro RAFFA, Angela COLONNA Climate Heritage between threats ad opportunities. Matera and its Sassi as a Design-oriented Prototype for Nature-based Climate-Adaptive Regeneration . . . . .	120
ID 020 - Caterina GATTUSO, Domenico GATTUSO, Meriem SEGHIRI The hilly historic centres in the Ionian settlement system of Calabria. Between conservation and tourist accessibility . . . . .	130
ID 022 - Erfan ALIMORADI, Mehdi SAVARY, Soheyl SAZEDJ, Solmaz ASADPOUR A review of urban development plans in Iran and the existing weaknesses in preservation and sustainable development . . . . .	140
ID 023 - Fabio LANFRANCHI, Piero BARLOZZINI, Luca MARTELLI From SfM acquisition of the current state to the as-built model state. The Village of Pietrapizzuta in Francavilla di Sicilia . . . . .	146
ID 025 - Laura CALCAGNINI, Marina TONOLO Human centered approaches: flexibility as a design strategy for dwellings . . . . .	156
ID 026 - Pierfrancesco CELANI, Massimo ZUPI HIA methodology for safeguarding the minor historical and cultural heritage from the impacts of natural disasters . . . . .	165
ID 027 - Takeyuki OKUBO, Miyu NAKAHIRA, downon KIM Possibility of Countermeasures for Visitors' Evacuation by Utilization of Tourist Resources - For Emergency Evacuation Spaces in Tourist Attraction Areas of Historic City Kyoto . . . . .	170
ID 028 - Caterina MELE Cultural and environmental heritage amid conflicts, climate change and overexploitation: an unsustainable and often underestimated cost for the future . . . . .	181

ID 029 - Francesca MUZZILLO, Fosca TORTORELLI Agricultural and environmental recovery between archeology and viticulture in Alta Val d'Agri . . . . .	186
ID 030 - Wafaa Anwar Sulaiman GORIEL, Zoltán ERZSÉBET, Molnár TAMÁS. The Mutations of Time: Erbil Citadel's Heritage Dwellings Between Architectural Preservation and Transformation . . . . .	190
ID 034 - Barbara GALLI, Flora BERIZZI A dip in the pool in Milan: Cozzi and Caimi swimming pools . . . . .	198
ID 037 - Carmela MARIANO, Maria RACIOPPI Regeneration of City-Port Interaction - Areas: A New Method for managing a contested space . . . . .	207
ID 038 - Riccardo RENZI Learning from the Ruins. Pelayos Monastery, B.i.c. heritage site. Reorganization of the cistercensian ruins as Cultural Center and new Museum . . . . .	214
ID 039 - Bruna CANONACO, Giuseppe FORTUNATO The earthquake of 1783 in Calabria: reconstruction, transformation, forgetting . . . . .	221
ID 040 - Lourdes Royo NARANJO, Gonzalo Díaz-Recasens MONTERO DE ESPINOSA, Sebastián Fierro RAYA. World heritage declarations and tourism. Risks and opportunities as future strategies . . . . .	228
ID 041 - Alessandro BARCA, Maria Concetta CARRUBA, Valentina Paola CESARANO Digital Connections between educational contexts for a Sustainable Cultural Heritage: Protection, Innovation, Training . . . . .	237
ID 042 - Rosaria SAVASTANO Aeroponics/soilless crops . . . . .	242
ID 043 - Piero BARLOZZINI, Fabio LANFRANCHI The fresco in the inner loggia of palazzo Petrucci at Carinola: survey of a lost work of art . . . . .	248
ID 044 - Laura RICCI, Maurizio ERRIGO, Paola Nicoletta IMBESI Combining Missions and enhancing Tourism. Cultural Heritage between experimentation and innovations . . . . .	258
ID 045 - Francesca BILOTTA, Federica CASTIGLIONE The Rendano theater in Cosenza (Calabria). Notes on post-war restoration . . . . .	267
ID 046 - Antonio Maria NESE Preserving a disused tobacco factory (Tabacchificio Salvati in Eboli). . . . .	274
ID 047 - Fernanda CANTONE A Rehabilitation Project for Peace Education. The Recovery of the War Wounded House of Catania . . . . .	281
ID 048 - Irene POLI, Tommaso BERRETTA, Federico DESIDERI Contemporary City and Archaeological Areas: towards an integrated urban regeneration project . . . . .	291
<b>ID 050 - Gianfranco PERTOT</b> <b>Preservation of the identity of an exiled population and architecture: the "Borghi Giuliani" built for the Italian exiles from Istria, Fiume and Dalmatia after the Second World War . . . . .</b>	<b>298</b>
ID 051 - Stefano CECAMORE Farmsteads, suburban manor houses and country houses, itineraries of conservation of a damaged heritage of the Adriatic coast . . . . .	308
ID 052 - Buşra GÜRDAĞ Rosettes (Gülbezek) on the Tombstones in Muradiye Complex . . . . .	318
ID 053 - Anna Rita VILLANO, Francesca CIAMPA, Maria Rita PINTO Rebuilding settlement culture: playground as a tool to reactivate the social cohesion in fragile communities . . . . .	326
ID 054 - Laura RICCI, Francesca PERRONE, Alessandra ADDESSI Urbanisation in Protected Areas and Beyond Their Boundaries. An Analysis of National Parks in Italy for an Integrated Planning . . . . .	335
ID 055 - Lilas ABDULMAWLA, Adalberto DEL BO, Claudio CHESI, Enrica BRUSA Protection of Cultural Heritage from War Damage in Aleppo During the Time of War . . . . .	344
ID 056 - Stefania DE MEDICI, Giulia MARCHIANO, Maria Rita PINTO Strategies for reusing Albanian bunkers . . . . .	355
ID 059 - Lorenzo ARBORITANZA, Iana BOITSOVA, Fedir BOITSOV, Marco MEDICI, Andrea STERPIN Re-build identity. Ukraine War and digital preservation . . . . .	367

ID 060 - Roberto PEDONE, Rossella LAERA, Emanuela BORSCI The culture of protection between Architecture and Archaeology: the case of the “Parco Archeologico di Metaponto”, Matera . . . . .	.374
ID 061 - Teresa CILONA Cities and cultural heritages: resilient policies and safeguard measures . . . . .	.383
ID 063 - Gianmauro ROMAGNA, Angelo ODDI, Marta SANZARI, Teresa VILLANI Evaluating safety in museums during pandemic emergencies: an integrated approach between Space Syntax and an AI-based analysis of visitors’ flows . . . . .	.389
ID 065 - Diana CIUFO Urban resilience: facing catastrophe, rebuilding community. . . . .	.396
ID 066 - Antonio CONTE, Marianna CALIA, Ali Yaser JAFARI Knowledge and project for the protection of cultural heritage affected by calamities and conflicts: some case studies from Afghanistan. . . . .	.402
ID 068 - Solmaz ASADPOUR, Momen FOADMARASHI, Soran SHANGAPOUR, Francisco SERDOURA Revitalizing Joybarez: A Case Study of Endogenous Development & Contextual Design for a Historic Neighborhood . . . . .	.412
ID 069 - Giovanni MONGIELLO, Riccardo TAVOLARE The spatial articulation of the Valley d’Itria pignon buildings, a UNESCO protected architectural asset . . . . .	.425
ID 070 - Dominik LENGYEL, Catherine TOULOUSE The new physical model about the ancient city of Pergamon for the Pergamon Museum Berlin . . . . .	.430
ID 071 - Nicola ORLACCHIO Digital twin cities: Helsinki case study . . . . .	.438
ID 072 - Mariacarla PANARIELLO The eighth day . . . . .	.446
ID 073 - Antonella SALUCCI, Francesca LIBERATORE Surveying visual-spatial Relations between Bisentina Island and its Environment. The Atlas of the Coastal Villages of Lake Bolsena, Italy . . . . .	.452
ID 075 - Marichela SEPE Multirisks and multiresilience planning . . . . .	.460
ID 076 - Maria MARTONE Cultural heritage in danger. Fragments of the Appia Antica from Sinuessa to Mondragone . . . . .	.467
ID 077 - Francesco MAGLIOCCOLA An italian place to discover in Shaoguan . . . . .	.475
ID 078 - Greta MONTANARI, Andrea GIORDANO, Federica MAIETTI The social value of living historical space . . . . .	.482
ID 079 - Celeste D’ERCOLI From the UN Agenda 2030 to the organisation of a mega sustainable event: the case study of Paris 2024 Olympics . . . . .	.490
ID 080 - Antonio PUOCCI Archetypes of resilient architectures. Primary forms for the protection of the community. . . . .	.497
ID 082 - Mariagrazia CINELLI The absence of colors . . . . .	.510
ID 083 - Claudia DE BIASE, Giuseppe Guida, Chiara BOCCHINO, Antonietta NAPOLITANO In search of a new urban livability. The case study of Parco Verde . . . . .	.517
ID 084 - Pedro António JANEIRO The notion of “Drawing” as a contribution to the notion of “Existential Space”. Architectural graphic representation: user, space and landscape . . . . .	.523
ID 085 - Gigliola AUSIELLO, Vincenzo LANDI The memory of the protection of the Italian historical-artistic heritage among the wounds of the last war . . . . .	.529
ID 086 - Massimiliano CAMPI, Valeria CERA, Marika FALCONE Relationships between the Tangible and the Intangible in the insula of Monteoliveto in Naples . . . . .	.535
ID 087 - Giorgio GARZINO, Enrica PRATAVIERA, Mariapaola VOZZOLA, Maurizio Marco BOCCONCINO FAR.Enough. Housing moments of uncertainty.Adaptive reuse. . . . .	.543

ID 090 - Marina DE FRANCESCHINI, Maria Rosaria CUNDARI, Giovanni Maria BAGORDO, Gian Carlo CUNDARI About Hadrian's Mausoleum . . . . .	.555
ID 091 - Martina CASTALDI Degenerate Art Posters . . . . .	.563
ID 092 - Francesca SALVETTI, Michela SCAGLIONE Architecture on the Net: from Analogical Drawing to Social Communication . . . . .	.570
ID 093 - Raffaele POTRANDOLFI, Antonio BIXIO Protection and valorization of the modern rural heritage: ICT methodologies, rehabilitation projects and reuse of agrarian land reform villages in Basilicata. . . . .	.576
ID 095 - Donatella CAMPANILE, Valentina CASTAGNOLO, Francesca STRIPPOLI. Heritage digitalisation to preserve memory. Studying the archaeological evidence of Herdonia through the measure and the sign . . . . .	.586
ID 097 - Pedro Marques ABREU What is Architectural Heritage? - After the "affective turn". . . . .	.595
ID 098 - ,Salvatore LOSCO, Claudia DE BIASE Seismic vulnerability: the case study of new Conza della Campania (AV) rebuilt on a different site after the 1980 Irpinia earthquake . . . . .	.610
ID 099 - Eleonora NAPOLANO, Vincenzo CARRATURO Cultural Heritage Governance in the aftermath of a crisis: How policies are supporting the revitalisation of the Rione Terra in Pozzuoli . . . . .	.618
ID 101 - Angela Alessandra BADAMI Dynamic Climate Adaptation Strategies to Tackle Sea Level Rise Bådparcken Project for Coastal and Port Areas of Aalborg Vestby (DK) . . . . .	.623
ID 103 - Antonella GIARRA, Marco TRIFUOGGI, Cristina SPANO From bombs to cities: the silent spread of particulate matter and metals . . . . .	.633
ID 104 - Carmine GAMBARDELLA, Rosaria PARENTE, Giuseppe CIABURRO Changing Agriculture: Enhancing Crop Quality and Production Through Remote Sensing and Artificial Intelligence . . . . .	.638
ID105 - Silvia BUONOMANO Aerial Remote Sensing for Land Monitoring . . . . .	.643
ID106 - Bora AKSU, Elif Hasret KUMCU, Merve Vuolat AKSU, Giuseppe CIABURRO, Rosaria PARENTE Integrating Facility Management, Machine Learning, and Building Information Modeling for Cultural Heritage Management . . . . .	.649
ID107 - Luciana ABATE, Rosaria PARENTE Precision agriculture: Big Data for crop control . . . . .	.654
ID110 - Maria NATALE Beyond the devastation of war. The reconstruction of Montecassino Abbey between regulatory measures and symbolic impulses . . . . .	.658
ID111 - Elif Hasret KUMCU Innovative Policies for Sustainable Development: Learning from Organic Farming Leaders . . . . .	.663
ID112 - Rosaria PARENTE 3D survey and drawing of an architectural artifact: methodologies, studies, and innovative applications. . . . .	.668
ID113 - Marin MARINOV, Maria KOKORSKA Internet of things and Artificial Intelligence Technologies Preserve Cultural Heritage . . . . .	.679
ID114 - Maria KOKORSKA ,Marin MARINOV Influence of the Smart Home Technologies On The Interior Design Principals . . . . .	.687
ID115 - Stefano CHIARENZA, Barbara MESSINA The Role of Images in the Safeguarding of Cultural Heritage in Times of Conflict . . . . .	.692
ID116 - Antonio BRUNO The Use of WebGIS in Emergency Planning for Seismic, Volcanic, and Geochemical Risks: the Experience of the Health Sector Plan of the Campania Region for the Campi Flegrei Area . . . . .	.702



# World Heritage and Dwelling on Space World Heritage and Cities in Emergencies

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## Preservation of the identity of an exiled population and architecture: the “Borghi Giuliani” built for the Italian exiles from Istria, Fiume and Dalmatia after the Second World War

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### Abstract

After IIWW, many settlements (Borghi - i.e. Villages - Giuliani) were designed and built in Italy for the Italian exiles from Istria, Fiume, and Dalmatia. For their construction, standard projects and procedures were followed. Many characteristics of the cities and villages of origin of these displaced communities were replicated to promote the preservation of memories, religion, and family and social life. This paper aims to present the results of research that led to the documentation of over a hundred interventions.

**Keywords:** Borghi Giuliani, Exiles, Reconstruction, IIWW

### 1. The numbers of the exodus

The exodus of the Italian population from Istria, Dalmatia, and Fiume during and after the Second World War occurred in three phases between 1943 and the early 1960s of the short twentieth century: immediately after the armistice of September 8, 1943, and the first violent Yugoslav partisan occupation; in the period immediately following the end of the war, the second Yugoslav partisan occupation, and the Paris Peace Treaty (1947), which decreed the formation of the two zones of the Free Territory of Trieste (FTT) and the definitive cession of Dalmatia, Fiume, and most of Istria to Yugoslavia; after the London Memorandum (1954), which definitively assigned Zone B of the FTT (north-western Istria) to Yugoslavia, while Zone A, with Trieste, returned to Italy.

Historians agree that the exodus involved more than 300,000 people, who were forced to leave their homes, often by makeshift means and abandoning all their belongings, despite the guarantees provided - on paper - by the peace treaties. From the city of Pula alone, the Istrian capital, more than 28,000 Italians emigrated in the first months of 1947 out of a population of just over thirty thousand people.

Tens of thousands reached North and South America and Australia, while others found accommodation on their own, and for tens of thousands, the so-called "refugee cycle" began: first hospitality at state Refugee Collection Centres (C.R.P.) or at Accommodation Centres managed by municipalities and other welfare entities, then job placement, and finally definitive assignment of housing.

### 2. The construction of houses for the exiles

Initially it was planned to concentrate the exiles in one locality, but the Italian government preferred to distribute them in small settlements (“*borghi giuliani*”), to be built in almost all Italian regions.

The first ad hoc laws were also defined, reserving for the exiles a share of the new economic-popular housing of the houses built for state employees.



Given the growing size of the exodus, it was necessary to prepare extraordinary housing programs and establish dedicated institutions.

Based on the experience of the Italian UNRRA mission, which operated from 1945 to 1947 in the field of assistance to displaced people, the (UNRRA)-Casas (Administrative Committee for Relief to the Homeless) was founded in 1947.

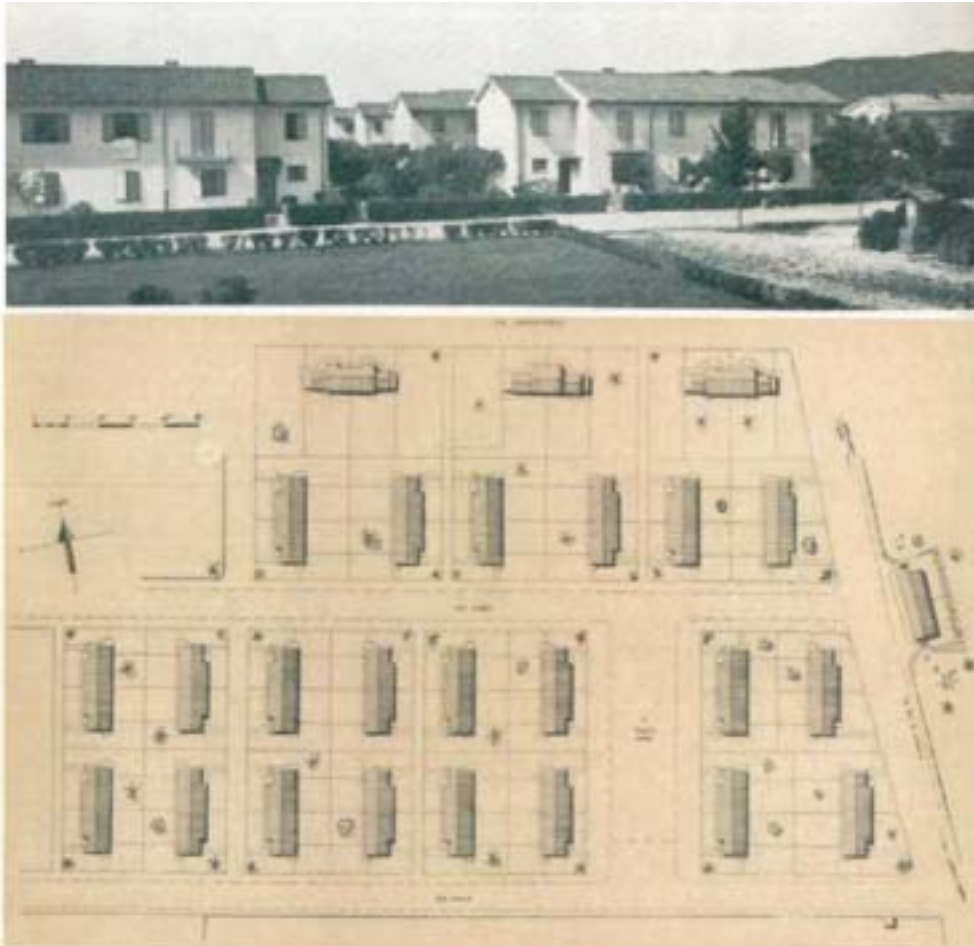


**Fig. 1:** Panel of the exhibition held by the OAPGD at Trieste City Hall, March 27, 1960 – Borgo San Pellegrino, Opicina, Trieste. Archive of ATER Trieste (Trieste Territorial Housing Authority), OAPGD, *Fotografie*.

This Committee, divided into two councils and organized into ten district offices, built 125 houses, totalling 500 housing units, for the Giuliano-Dalmatian exiles, thanks to funding for two two-year programs (1948-49 and 1951-52), in the provinces of Gorizia (68 housing units in four villages, in Gorizia, Gradisca, Grado and Monfalcone), Udine (23), Venice (15), Brescia (10) and La Spezia (9), near the most crowded refugee camps.[1]. At the same time in Zone A (Trieste) of the FTT, the Allied Military Government (U.S. and GB) strictly managed the wave of people fleeing Yugoslavia by preventing them from staying permanently in the Zone. As of July 1, 1949, however, the responsibilities for assisting Italian refugees were transferred from the AMG to the Italian government. The refugees in Zone A of the FTT were allowed to enjoy the benefits provided by Italian law, and the Italian government was authorized to intervene in the construction of houses for the Giuliano-Dalmatian exiles.

After the construction of about 150 dwellings in the Trieste neighborhood of Gretta (temporary housing), three other interventions were carried out: in Trieste (140 housing units in the Chiabola district), in the neighboring municipality of Duino-Aurisina near the source of the

Timavo River (40 housing units), and in the Trieste hamlet of Santa Croce (initially only 24 housing units). In the rest of Italy, associations and committees of exiles, supported and financed by the state, were beginning to operate. The most important was undoubtedly the Opera per l'assistenza ai profughi giuliano dalmati (OAPGD - Organization for the assistance to Giuliano-Dalmatian refugees), founded in 1947 as the Comitato Nazionale per i Rifugiati Italiani (National Committee for Italian Refugees), thanks to the engineer Oscar Sinigaglia, the father of Italian steelmaking, and his wife Marcella Mayer (daughter of the founder of the city's main daily newspaper, *Il Piccolo*). It remained operational until 1977 [2].



**Fig. 2:** Villaggio giuliano, Gorizia, 1948-49 (UNRRA-Casas Prima Giunta. *Realizzazioni edilizie per gli esuli adriatici*. Roma: UNRRA-Casas Prima Giunta, 1957, p. 18-19).

Initially, the Opera also financially supported groups of exiles who gathered in building cooperatives to benefit from the funding provided by Law 162/1949 (Tupini Law)..

In 1952, with the aim of emptying the Refugee Camps, the Italian government, through Law 137, allocated nine billion liras for the construction of thousands of low-cost housing units in forty provinces by the Istituti autonomi case popolari (IACP - Autonomous Institutes of Public Housing). The largest Giuliani suburbs were built in Alessandria, Bari (Villaggio Trieste), Bologna (Villaggio Giuliano - demolished), Brescia, Civitavecchia, Cremona, Florence, Grosseto, Latina (Villaggio Trieste - demolished), Livorno, Lucca, Mantua, Massa, Milan, Novara (Villaggio Dalmazia), Ravenna, Turin-Lucento (Villaggio del profugo), Tortona, Venice-Marghera (demolished) and Vicenza-Campedello (Villaggio Giuliano).

In 1955, on the other hand, five billion liras were allocated for the reclamation for productive purposes of land to be assigned to exiled peasants, with related colonial buildings. The Ente Nazionale per le Tre Venezie (ENTV – National Institution for Tre Venezie) was in charge of the interventions, which obtained 142 farms in Fossalon di Grado (GO), 53 in San Michele al Tagliamento (VE), 63 in Maniago (PN), 25 in Roveredo in Piano (PN) and 59 in San Quirino (PN). ENTV was also commissioned to build two Istrian Fisherman's Villages in Muggia (TS), for a total of 80 housing units, and a third in Duino-Aurisina (TS), for 140 housing units

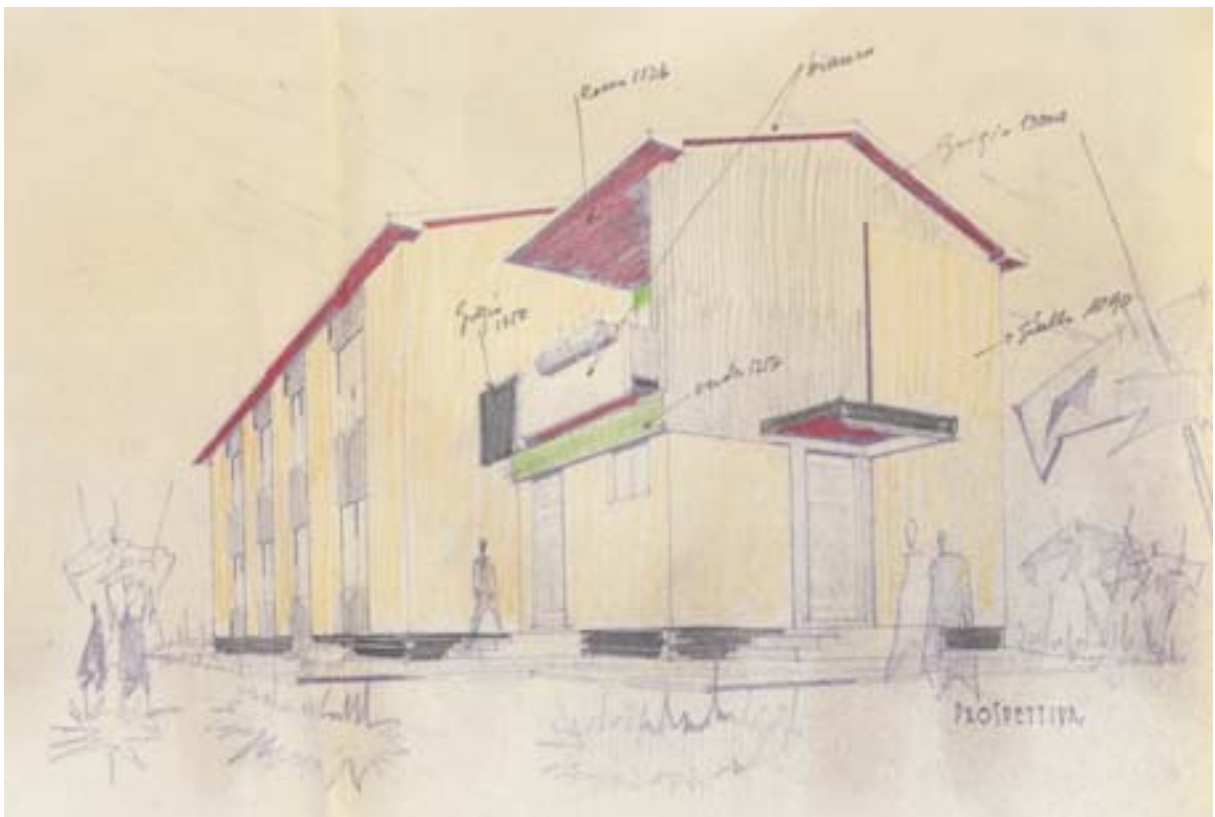
[3]. These were not the only interventions: many exiles were placed in Alghero, Sardinia, where they were assigned the city of Fertilia, whose construction had been started by Mussolini but left unfinished.



**Fig. 3:** Villaggio Istriano, Chiarbola, Trieste, 1952-53. View (above - UNRRA-Casas Prima Giunta. *Realizzazioni edilizie per gli esuli adriatici*. Roma: UNRRA-Casas Prima Giunta, 1957, p. 49). Ceremony for the delivery of the houses house, May 9, 1954. Archive of ATER Trieste (Trieste Territorial Housing Authority), OAPGD, *Fotografie*,26



**Fig. 4:** Giornafoto, Borgo San Mauro, Sistiana, Duino-Aurisina (TS) 1948-49. Archive of ATER Trieste (Trieste Territorial Housing Authority), *Fotografie*.



**Fig. 5:** UNRRA-Casas, building project for Borgo San Mauro, Sistiana, Duino Aurisina, 1955. Archive of ATER Trieste (Trieste Territorial Housing Authority), OAPGD, 144.

In Rome, twelve exiled families occupied in 1947 the abandoned village of the workers who had worked on the construction sites of the E42; thanks to the construction of new buildings, it became today's Quartiere Giuliano-Dalmata, which now houses several thousand descendants of exiles. Finally, in Fossoli, near Carpi (MO), many exiles found permanent accommodation from 1954 to 1970 in the facilities of the infamous prison, concentration, and transit camp, which they renamed Villaggio San Marco. [4].

Dozens of other interventions, mostly single multi-story buildings, were autonomously built by groups of exiles thanks to other government incentives. Altogether, settlements built exclusively or largely for the Julian-Dalmatian exiles in Italy amount to more than two hundred.

### **3. The design matrices and guidelines**

Due to the significant scale and prolonged duration of the migratory phenomenon, the design of settlements for the Julian-Dalmatian exiles only at the beginning followed specific guidelines. Especially in the early phase, in fact, there was an attempt to build villages that somehow reproduced the characteristics of the abandoned towns. Groups of single or double-family buildings, one or two stories high, with a garden, were designed around a small central square. In the villages built by UNRRA-Casas, no buildings were constructed for services or worship, but there was always a shrine with the terracotta bas-relief of the Madonna della Rinascita by Domenico Mastroianni. The streets were named after the cities and saints of Istria. The housing typologies, which were intended to be extremely affordable, did not deviate from the patterns used at that time, as outlined in the UNRRA, IACP, or INA Casa manual. [5], reworked by the Centro Studi per l'Abitazione (CSA - Center for Housing Studies), active at the CNR from 1949 to 1957, which produced about a hundred standard projects for the reconstruction of the building stock destroyed during the war. They were primarily used by the Opera, following a standard procedure that involved identifying the site for the construction of a settlement, compiling a standard form specifying the conditions of the site, preferred building typologies, and the number of housing units to be built. The form was then sent to the Casas and the CSA in Rome, which drafted the project, and the nearest district office of Casas supervised the works.

Furthermore, the Refugee Works wanted to emphasize the identity matrices of the inhabitants, dividing and directing them to the various settlements built according to the city of origin and giving the settlements the names of the patron saints. They also involved local artists to create religious sculptures related to the patron saints rather than the sufferings of the exodus or small memorials. [6].

The design of interventions under Law 137/1952, carried out by the IACPs, did not follow specific guidelines but was conducted according to the capabilities and language used in their respective technical offices. Generally, there was less emphasis on seeking a unified identity. Nonetheless, efforts were always made to create gardens and outdoor spaces for socializing, as well as small gathering places.

Only in sporadic cases were specific architectural solutions sought, mostly limited to reproducing the most common patterns in the design of low-cost housing. There are some exceptions in Trieste, where, for example, a greater chromatic articulation of the facades was sought, and the (unrealized) project by Luigi Figini and Gino Pollini for Borgo Porto Conte (1951-53), adjacent to Fertilia, presented at the IX CIAM in Aix-en-Provence. [7].



**Fig. 6:** UNRRA-Casas, building project for Borgo Sant'Eufemia, Trieste, 1953. Archive of ATER Trieste (Trieste Territorial Housing Authority), OAPGD, 83.



**Fig. 7:** View of Borgo San Cristoforo, Muggia (TS), in ENTV, *Villaggio del Pescatore di Muggia*, October 25, 1960, Archive of the Municipality of Muggia (TS).



**Fig. 8:** View of Borgo San Cristoforo, Muggia (TS), in ENTV, *Villaggio del Pescatore di Muggia*, October 25, 1960, Archive of the Municipality of Muggia (TS).



**Fig. 9:** Villaggio Pola, Taranto, 1954-56. UNRRA-Casas Prima Giunta. *Realizzazioni edilizie per gli esuli adriatici*. Roma: UNRRA-Casas Prima Giunta, 1957, p. 35.



**Fig. 10:** Villaggio profughi, Alessandria, 1953-59 (2023).



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