The struggle to belong
Dealing with diversity in 21st century urban settings.

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The Municipal General Management Plan as an urban policy.
Relation between global and local urban planning

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Abstract

Nowadays our society has an urban space with a huge diversity. However, even having into account this urban variety in the global context, where the local and global issues are linked, we can find relationship between different urban environments. In this paper the central idea is that the global and the local urban policies are linked through urban planning mechanisms. Though, these urban instruments actually response to the market rather than the humans needs. In order to illustrate this idea this paper seeks to realise a reflection trough a study case located in Coruña, one of the biggest cities of Galicia, a Northern region of Spain. This try to check whether or not housing, such a material need, is properly covered. The main element analysed in this research, and in comparison with other European cities, is "The Municipal General Management Plan" (MGMP), the principal action of urban planning in Coruña.

Key words: *urban planning, The Municipal General Management Plan (MGMP), global, local, housing.*

Introduction

Before analyzing the MGMP in the city of Coruña is interesting to realise a brief reflection on the urban planning discipline. Historically, from 19th century, in developed countries, planning and architecture have used different paradigms to reach the ideal model of urban places. Chronologically it can be mentioned different models of city described by urban planning. First of all the industrial cities of the Industrial Revolution and the Garden City from early 20th century which looked for a healthier environment for the citizens. In the twenties the proposed model by Le Corbusier described the city as a machine for living where there is no disorder. This prototype city was expanded around the globe as an example of the ideal urban way of life after the Second World War. Later, in the sixties and seventies, it appeared reaction versus the modernist ideas of Le Corbusier, with the diversity and the market economy as essential elements and the post-modern cities ideal appears (Smith 1997). All these perspectives

have their own point of view about housing in response to each specific situation.

Progressively urban planning begins to develop as a different discipline. It was no considered a real profession until the fifties. In this period the planners realised their projects form a limited point of view and directed by state government. The planner should know Architecture, Topography and Engineering but the social point of view was minimum. Nevertheless throughout decades new perspectives more social orientated, as Sociology and Demography, were emerging in the urban planning. These new disciplines were worried about the situation of the communities so urban planning began to be more democratic. In this context more globalised urban planning, urban problems and urban policies begin to cross borders. One of the most important social questions in this setting is the housing problem. Because of this is fundamental to realise a reflection from a social point of view in order to achieve a better and fair housing global situation.

This paper is divided in three parts. The first one is centred in the Municipal General Management Plan (MGMP) as an instrument of urban planning. Beginning with general ideas of urban planning and finishing with the description of the MGMP of Coruña and in comparison with other European urban projects in order to understand the link between the local an the global. The second part is focused in the housing policy of the MGMP and its effect in the development of the city in regards to check if the housing policy covers the social residential needs. Finally, through different theories, this paper presents some ideas to understand housing problems from a sociological point of view.

1. Municipal General Management Plan (MGMP) as an instrument of urban planning.

First of all is necessary to understand what is really urban planning so as to comprehend its importance for our society. First, according to Taylor (2007), the political character of urban planning must be recognized. From his point of view the model of planning must be linked to the social and political context where is being developed. Planners have to analyse the real needs of the community in

order to cover them. In this sense it can be mentioned one of the present orientations of planning base: the idea of sustainability. Nowadays urban planning is based on the reduction of pollution, the protection of ecosystem, control of social inequalities and on the climate change. The sustainable city is characterised by the efficient use of land and housing, reduction of cars, healthy environment, sustainable economy, participation of the community and the preservation of local culture and the freedom (Wheeler 1997). However these ideas are an ideal objective so once carried out they do not work ideally. Projects of urban development, such as MGMP, assess these ideas and try to implant them through different mechanisms.

1.1 Aspects of urban planning.

In order to understand the importance and consequences of urban planning it is interesting made a revision of the general ideas of Wheeler (1997) about this fact. This author describes some elements that should be taken into account in urban planning and which can be found in MGMP:

- Aesthetic: Cities are planned with an aesthetic ideal but this can be the object of a conflict between planners.

- Security: The planning should anticipate potential problems of security in the urban environment.

- Slums: The accelerated urbanisation of many cities has involved the impossibility of develop an appropriate urban planning. For this reason the external population must to settled in inadequate spaces with the consecutive problem of habitability.

- Decadency: The decadency involves the neglect of some areas of the city for different reasons such as it can be the high unemployment rate, the crime or the poverty. Planning should consider these areas in order to improve the quality of live of their residents.

- Rehabilitation: The recuperation of really effected areas.

- Transport: The transport should be take into account in the urban planning in order to create a communication network between different areas of the city.

- Suburbanisation: The suburbanisation is a phenomenon that involves a new cultural expression of middle class needs in the global context. This phenomenon involves a new form of cultural expression of the middle class that seeks alternatives to traditional forms of residence in rehabilitating urban industrial areas in new residential areas for upper-middle class.

1.2 Basic elements of planning

Urban planning has three basic elements: planning, urban management and organisation. Planning involves the establishment of the main objectives and the instruments required to achieved them. Management covers the technical and legal practises for execute the plans and its main object is explain and specify the tasks of the different actors involves in the process, that is: the public administration, the owners, the developers and the promoters. Finally, the organisation is the way in which the previous items should be structured (Larrodera 1992)

Urban planning has developed different techniques and settings to regulate urban land use, processing and preservation linked with housing issues. In this sense, urban planning is based on technical tools to cover and to justify the operations and the background. It is also necessary to take into account the possible consequences of the planning.

The elements that regulate an urban planning are:

- Building type. Conditions and strength of use, which is the maximum and minimum density of building.

- Free public spaces: Shape, size and surface per habitant between other components. These parameters pretend ensure green areas and public parks in an amount sufficient to cover the needs of citizens.

- Public equipment: administration must have enough public space in regard to construct schools, hospitals and health centers between others public equipment.

- Transfers of land to the administration: transfers of land for construct public equipment.

Urban planning has a concrete structure:

- General planning. This is redacted in a local scale and it includes the general management determinations for local environment.

- Development planning. This section is orientated to the development of a scale smaller than the local one such can be a neighbourhood.

- Complementary elements. The studies in detail, urbanisation project and different types of catalogs.

1.3 Definition of The Municipal General Management Plan (MGMP)

Historically we can find a set of instruments that were carried out to adapt the space to urban needs such as alignments, building regulations, laws health, inner city renovations, extensions, zoning or regional planning. In Spain one of the most used tool nowadays is the MGMP. This instrument has appeared as a result of the application of different laws. In 1956 appeared the first Land Law itself, which was centred in the property rights and the global organization of the city. In 1975 a new law introduced the idea of the municipal planning. Later the Reform Act of 1990 tried to complete the precedent normative introducing elements such as construction of public housing (Moya 1996). Law cannot deal by itself with all different situations; because of this the plans appear as an instrument through which the law is applied.

Spanish urban planning is a public activity in every territorial scale, this involves that it can appear conflicts between different administrations to carry out the regulation of the territory; it is a question of overlapping competences. This system is organised in four different levels: central, regional and municipal.

• Central level: Sets the determinations that are used to route the physical and economic coordination, these are main guidelines of the planning.

• Regional-local level, establishing the physical framework for social and economic forecasts, provides a model of the territory.

• Municipal level: integrated land management that involves land classification, urban system, and structure or general model.

There are different kinds of plans sorted by hierarchy, dependence and link principles, this implies that some are dependent on others; the low-ranking guidelines depend on major plans. The mains factors that characterizing the urban planning system are: the state and public administration form, the economic system and the urban planning tradition.

The MGMP is a document with a municipal nature of planning regulations of the Spanish state. This plan defines the urban land use, developable land and undevelopable land. The municipalities are responsible for making these plans according to the rules of the Autonomous Region[1]. Worth mentioning, that in many cases there are conflicts between the powers of different institutions.

The case study is centred in the development process of the municipal plan linked mainly with housing policy and in comparison with other cities. Here, it is important the management capacity of the municipality: political mind, urban culture and the administrative system. Professionals of different disciplines should carry out the plan and this should cover different territorial, economical and social aspects. Previous studies should be conducted to identify the problems existing in the area in where the MGMP is going to be implanted:

. Previous planning

. Result of public participation

. Natural features of the territory: geology, topography, climate and so on

. Agricultural land use, forestry, mining, livestock and so on

. Buildings and infrastructure

. Suitability of land for urban use

. Scenic, ecological, urban and historical-artistic

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[1] An autonomous region is a territorial entity that, within the constitutional system of Spain, is equipped with autonomous legislative and executive powers and the authority given by their own representatives.

. Impact of sector laws

. Population characteristics

. Planned works and public investment planning arising from higher

The content documentary of the MGMP is:

. Memory and further research, essential for developing the plan to find alternatives to land use and land model

. Planning requirements

. General provisions

. Arrangements of different kinds of soil

. Parameters and conditions of the building

. Conditions of land use: residential, industrial, tertiary (offices and commercial)

. Regulation of urban land, which and how to build

. Specific regulation of the areas referred to development planning

. Programme of action, temporal determination of the plan, at which time it must perform each action

. Financial and economic study, assessment of technical and economic resources of the municipality to carry out the plan

. Graphic documents:

> - Conceptual information, graphic expression of the urban analysis, structural and morphological
> - Management plans; taxonomy of different kinds of soil

According to Fernández Güel (1997) this kind of plan is "an strategic planning, is a creative process that establishes the basis for long-term integrated performance, it establishes a decision making system, it identifies specific actions, it formulates indicators for monitoring results and it involves the local social and economic agents throughout the process" (Fernández Güel 1997; 54)

Continuing with the ideas of this author plans should specify the basic principles and benefits for the citizenship. These should integrate some ideas such as:

- Long-term global vision of urban space

- Identify trends and anticipate opportunities

- Formulate main objectives and concrete resources

- Stimulate dialogue and internal debate

- Generate consensus and commentary compromise

- Strengthen the social context and promoting the social mobilization

- Promote coordination between different administrations

- Involve private initiative

- Extend political and social perspective

In brief, urban planning should determinates the objectives for the municipality, it gets an identity, looking for positives results, develops a functional and integrative system in order to improve the quality of live of the citizenship.

1.4 MGMP in Coruña

The experiences of last decades in the city of Coruña show us the importance of an urban planning as a tool that enables a rational urban development and it can foster new forms of spatial and economic development. Coruña MGMP is directed to:

. Face new metropolitan scale

. Improve its services, spaces and equipments

. Support the trend toward a service economy complementary to the industrial activity

. Sustainable housing and economic development

. Re-establish the relationship with the natural geographical context

. Promote a city identity

MGMP has to combine a diagnosis of the city and a correct definition of the important issues to allow some development and improvement processes to

ensure the long-term goals. It has to cover different proposal dimensions such as a flexible vision of the city, the prediction of the most important problems, a prescriptive dimension and mechanisms to interact with the context.

Planning method and planning structure

The main idea of the overall plan is to rethink the structure model of the city maintaining the positive elements and developing new urban principles in order to improve the quality of the city. This process updates the information and sector studies. The proposal is subject of public revision, in this point, social participation is really important to generate a document outlining specific contributions.

The law that frames the planning regulations in the territory of Galicia defines the general plans of municipal management and comprehensive management tools for the legal regime for land (urban, developable and undeveloped), defining the fundamental elements of general structure adopted and setting out certain guidelines to promote their development and implementation. For this purpose, the plans have to include the entire territory of the municipality, adapting its content to its characteristics, their peculiarities and complexities and their stated objectives for ensure a coordinated development between all elements of their overall systems.

The final product is a technical legal instrument, which coordinates and regulates the public and private actions and the system of interaction between them. It allows the development of competence of other government initiatives targeting investment capital necessary to articulate the metropolitan and regulates the actions of private operators.

The method for the realization of the plan follows a pattern of approach to the situation of the city. This methodology allows the formation of a diagnosis that leads to the plan itself. The basic guide of this process is characterised by; the analysis of urban situation, specific sector studies, the synthesis and diagnosis of the situation, and the realization of the proposal.

The structure of the plan is organised according to the law. This specifies the relationship of plan documents. These are:

a) Report supporting its goals, objectives, and their determinations

b) Study and analysis of rural population settlement model

c) Study of environmental, territorial and landscape impact

d) Planes of information

e) Planes of zoning of the territory

f) Planning regulations

g) Plan of action and economic study

h) Catalogue of items that must be protected or recovered

i) Any other deemed necessary to adequately reflect its determinations

Plan objectives

The objectives of the MGMP are based on a series of strategic axes. First, fit the metropolitan environment that is set in the city environment. Second, re-qualify the current city services seeking to improve the quality of its spaces and equipment and promote a future complex, balance and sustainable. Third, reinforcing the trend toward a service economy, complementary to the industrial activity. This will be laying the foundation for opening to provide innovative activity and the "knowledge economy". Fourth, stimulate actions in the field of the "sustainable development", whether housing or economic activity, suggesting actions that may add value over time. Fifth, restore the relationship with its natural geographical environment. Finally, promote its own identity and create a clear space as capital city "attractive and unique" in the Spanish and European context.

Whit this general background in mind developers formulates the objectives of the plan. It is interesting to realise an abstract in order to understand the consequences of the plan, specifically in housing, and the relationship between the global an the local urban perspectives.

1. A Coruña has to be a unique landmark city with new developments to protect landscape features, environmental and private buildings of interest.

2. Sustainability is an important element for the MGMP. This has to be based on the idea of compact and comfortable city promoting and increasing the density and intensity of uses in the urban area. Some of the initiatives are for example; considering measures to improve public transport, developing the mixed-use complex city or encouraging quality design and construction in order to ensure a real urban quality.

3. Encouraging recycling urban and residential rehabilitation. These ideas posed lines looking for growth from within, optimizing the areas of opportunity, promoting the recycling of urban land occupied by obsolete activities. Also is important the recovery of traditional core elements that structure the identity of the various neighbourhoods.

4. New models of mobility. From the creation of an integrated package of new mobility services that enable people to move more efficiently, with more choices and cheaper than the old system based on "only – car". The alternatives have to be better in all aspects: environmental, social, resources, in terms of health and safety, quality of life and equality. The aims must be based on restructuring the road network to allow remodelling the existing ways to establish channels of mobility shared between pedestrian and cars.

5. To achieve the above point is to take measures and policies to reduce traffic and speed on motorways and encourage mobility alternatives.

6. A sustainable city based not only on providing quality parks and energy efficient buildings, but the effective use of these resources by different social, economic and cultural groups. Have to consider all the effects of new projects both in terms of energy efficiency and environmental impact, the effect on lifestyle, the mobility patterns and behaviour of the community, reducing the impact on the environment by optimization strategies using the resources at our disposal.

7. Encourage the relevant buildings distinctive design and public spaces, but also ensuring the quality of the rest of the buildings that make up the city to

respond appropriately to its context and contribute to the environmental quality of their environment.

8. The transformation to a more human city from the priority of pedestrian spaces. The streets should not be thought of only as mobility corridors, but as three-dimensional spaces framed by buildings, trees and other elements.

9. More economically balanced city through to establish the infrastructure necessary to enable the transition from a heavy industrial sector in decline to a more productive business profile integrated into urban reality, the service sector and the emerging knowledge economy.

10. Promote the improvement of urban support systems, networking and technical spaces, and generalize the whole population access to services. For this we have to pursue proper and responsible consumption, implementing alternative energy forms in the areas of new development, encourage recycling and waste management, reduce emissions of industrial polluting sources and traffic, reduce noise and exploit the compact city models to optimize all these services.

1.5 MGMP of Coruña in comparison with other European cities.

Around the world, in almost each city, urban development projects are in the political agenda. An example of this is the MGMP described above as a large-scale urban development project, a social and economic restructuring that involves a restructuring of the spatial scale too. These kinds of projects pretend re-enforce the competitive position of cities and their metropolitan economies in a changing context: local, national and global (Erik Swyngedouw et all 2002).

New urban problems are appearing in the development of the cities such as; rivalry between cities, new spatial balance, new ways of communication, phenomena of marginalization, social exclusion, residential segregation and concern for environmental improvement. Because of this is really important to

carry out an efficient urban policy that provides new solutions through administrative coordination and institutional cooperation.

Urban development projects try to reorder the urban through the "glocalisation" of the city and in relation with: neoliberal economic policy, new urbanity and global world order. This new urban policy involves one essential concept: being competitive. Main objectives in most urban development projects is being competitive in the world market, they seek to regenerate their social-economic situation in order to form part of the global system. All cities must face a number of similar situations such a population growth, urban extension, physical mobility changes, housing consumption and so on. The result of these changes affect the hierarchy of cities, that is, the position of the cities in a global scale, As Taylor has stated, "cities are replacing states in the construction of social identities. New cities challenge the more traditional urban center with a new urban form, process and identity" (Taylor 2007; 58). In the MGMP the identity is an important element, a key issue that involves a new way of exist in a global context; establishing an own identity a city can exist and compete in the global scale. Spanish cities have a very weak position in the European urban network, only Madrid, Barcelona and Bilbao appear as centers of importance, Coruña urban policy is focused on finding a better position for the city in a global context. In order to achieve this objective the MGMP defines a new functional profile through a new urban model focused on its identity.

The role of urban development projects in the city's growth strategy has a main function and concrete development logic (Swyngedouw et all 2002). These elements linked de local development with the global one through a series of mechanisms, such as design, construction and commercialization, which can be seen in different projects as in the MGMP of Coruña. In the following paragraphs some of the new global strategies are going to be describe in order to demonstrate the similarity between different urban policies.

First, the new urban mix can be found in urban projects of cities such as Berlin, Dublin, Vienna or Naples. This mix consists of assembling science, economy, media, services and leisure in the city space. This mix tries to improve the economic competencies.

Other important aspect that can be seen in different urban planning is the idea of creates a unique identity through landmarks. Coruña has to be a unique landmark city with new developments to protect landscape features, environmental and private buildings of interest. MGMP has to recognise, protect and provide the basis for the recovery of both cultural and natural heritage, and develop new public and private projects that reflect the local character of the city and new attractions and original projects that help attract and retain highly educated people. The Abandoibarra project in Bilbao, for example, tries to identify the city with sites such as Guggenheinm Museum in order to achieve new city regeneration.

In relation with housing policy many cities have similar characteristics with Coruña. In Berlin, a high volume of housing sites has been planned without considering the decreasing demand, the same has occurred in Coruña. During the ninety there were a high level of construction without any control and nowadays many of these housing are empty. Current projects try to correct this maladjustment. In Copenhagen the prices in the housing market skyrocketed as in Coruña; social geography within the city has become more polarized. Housing construction subsidized by the municipality and the state has almost stopped, municipality-housing policy has increasingly been used as a tool to regulate the tax favouring the middle classes. The market dynamics, similar in Lille, Vienna an Dublin, have produced a displacement of lower middle class and working-class population to cheaper area, that is a process of gentrification. It is important to find a new and more transparent way of decision making between state government and civil society (Erik Swyngedouw et all 2002). However, this change is still in an embryonic stage. That means: finally the same actors are who take real decision. Although it exists processes of participation, this is a simply way of "look good", at the end who take the decisions is the established power. "The imagin(eer)ing of the city's future is directly articulated with the visions of those who are pivotal to the formulation, planning, and implementation of the project. Consequently, these projects have been and often still are arenas that reflect profound power struggles and position-taking of key economic, political, social, or cultural elites (Erik Swyngedouw et all 2002; 568). The MGMP will try to correct this reality through

different objectives analysed in the next section.

2. Housing policy of the MGMP

Housing is an essential element for the social development, because of this it is necessary to realise an approach from a social point of view and to analyse the effect of urban planning and the MGMP in housing development. In this part the main objectives of MGMP housing policy is going to be described. Ongoing proceedings should be strengthened through agreements between the various institutions involved powers. These are actions that go beyond the unique ability of the municipality and therefore the agreements with the Ministry or the regional government to further progress in this regard. It is entirely appropriate initiatives related interventions in buildings with the recovery and improvement of public space, it as a place of neighbourhood social gathering that promotes community interaction. In this regard, the plan proposes to extend the initiatives in the areas of current rehabilitation to new pieces that show signs of degradation in point.

2.1 Promoting the residential rehabilitation

The synthesis of the housing construction process of a long period establishes part of the heritage of A Coruña. Because of this one of the initiatives of the MGPM is to promote a residential policy based on rehabilitation. It can be considered at least three distinct sectors:

A. The historic city. This is the most compact set of well-being buildings and public spaces, which are the founding heritage of the city. The main initiatives are:
a) Correspond to a system of "permanence" old that have evolved and changed over time. But still have the courage to be a reference "episodes" of the city's past.
b) To extend the concept of historic city or the past, with some elements of the history of the municipal territory, even as "external" to the city. Thus, the territory of the city would become a document explaining the values of the different

periods of its housing construction.

B. The city set up or consolidated, that is, the part of the existing city composed of streets, squares and some special buildings and equipments, which normally form an integral part of the urban landscape. The study and appreciation of these residential "urban fabric" has been a crucial factor in the MGMP to propose upgrading of urban areas and the strategy of continuity between them.

C. The City "to transform." Correspond to sectors that require a strong change of its functional structure or building plot. Raises two main types:
a) Transformation maintaining the formalization of the structure in general, areas in which the replacement and upgrading of the industrial system can be performed within the logic of the blocks already in place, trying to raise standards in public spaces to adapt to the new more urban uses.
b) Areas to transform a large scale, which may involve the rebuilding of much of the system of public spaces.

2.2 Residential new forms in urban and metropolitan processes.

During the developmental was a city "without formal rules" and only the volume of buildings was the guidance and control element of the construction. The MPMG induces retraining strategies to help their rehabilitation and residential spaces. In this regard, the height reduction in consolidated areas invited to rehabilitation. Moreover, the effect of density can help the smooth introduction of efficient public transport systems and an extensive use of public spaces that can be re-qualify. The experience of other European cities teaches that are possible other forms of residence with the creation of a sustainable environment.

2.3 New approaches for residential locations

It is considered that a proper introduction to residential development plans must seek edification and typological diversity, through various mechanisms:
- Mixed housing types and sizes suitable for different models of traditional family

group, more in keeping with the current diversity and promote tenure as an alternative to rent the property.

- Mix of uses, with residential and non-residential units, seeking complementarily and functional location. Arises in "opportunity areas" of the plan (port and stations) and another part uses the location of activity with exclusive rates for these uses.

- Social mix, to avoid creating ghettos, looking for the different topologies of social housing, according to the criteria of the law, are located in an interrelated way with rent-free housing.

2.4 The forecast in housing protected; standards compliance

According to Myres (1998) housing demography is changing, because of this the urban project must to respond to the new housing needs of population. Under the situation of Coruña we need to address Galician Sector Plan of Residential Land established on 2008. This plan takes into account the distribution of the population and the economic activity in order to develop a housing policy.

Some important factors are: sociodemographic and economic activity, residential mobility flows, housing market and territorial balance between the metropolitan area of Coruña. As a general criterion for the reservation of land in all urban areas of unconsolidated soil and in all sectors of building land has been reserved demarcated land for housing in relation to 40% of the residential building area and focused on subsidized housing (Public Protection and Social Housing). This is a type of housing with a limited price partially supported by the Spanish government. The objective of the social housing is to encourage citizens with lower incomes to buy or rent decent and appropriate housing at affordable prices to its possibilities. In 2008 there were 4.342 applicants of subsidized housing. The MGMP proposes nearly 3,200,000 m^2 of new building area for residential use, of which almost 1,200,000 shall be for housing of any protection scheme, which represents about 12,000 new subsidized housing. Of these, about 5,100 belong to non-consolidated urban soils and it is estimated that most of them could be developed in a relatively short period of time.

In Coruña there is a singularity due to the transformation of large parts of previous general systems, for which unusually has agreed a reserve of land for social housing far beyond the minimum required by law, distorting the final value between districts, and in relation to the percentages of urban land delimited. The reservation of land for social housing meets the prescribed by law. The MGMP of 2009 proposes nearly 3,200,000 m^2 of new building area for residential use, of which almost 1,200,000 shall be for housing of any protection scheme, which represents the estimated development period of the plan, about 12,000 new housing. Of these, about 5,100 belong to non-consolidated urban soils is estimated that most of them could be developed in a relatively short period of time.

In the last decade the metropolitan area of a Coruña has increased the number of housing from 206.000 to 252.000. This data involves an increment of the 22% but this does not correspond with the increased of population, which is the 3%. If this value is corrected by the reducing the number of average home that happened in the same period, from 3,45 to 2,97 people per home, the real increase in housing occupancy was 16%. That means that a significant proportion of new housing is not intended for primary use, but empty or second home purchased for investment purpose. In the early years of 21st century the main house construction has not achieved the 30% of the built. In the past seven years has clearly exceeded the production of housing for the entire previous decade, from 42.707 (1991-2001) to 50.176 (2001-2007), while households increased from 25.344 to 23.202 over the same periods. The recession of the early 90 induces the creation of subsidized housing as a solution to the crisis in the housing sector, with a point in the year 1993, which together comes to 22,65% of total dwellings.

An essential element of housing policy is the tenure system. In Spain, so in Coruña too, is based on the property; this implies that the number of mortgages has increased significantly and that rental housing has suffered a setback. The effort of households in housing in Coruña in 2007 was 42%, this means that families have to allocate around a 35% of their incomes for the payment of housing, about two percentage points above the average of Galicia. In ten years

the price of each m^2 has tripled, from 1.000 €/m^2 in 1995 to 3.000 €/m^2 in 2007, however it must to take into account the differences existed between neighbourhoods.

Reducing the consumption of soil and the expansion of sheltered housing are strategies of the plan for the new urban extensions. These are raised around the following objectives: improve the sectors to be developed the current plan, to limit consumption of new land for new extensions, to complete the city and to value the natural and especially urban land recovered for conversion to other uses. The MGMP projects to construct 4,000,000 m^2 of residential building area, which 1,500,000 will be subsidized housing represent approximately 15,000 housing.

The evolution of housing policy can indicate the economic dynamic of the city. It must take into account that the growth population is almost null, because of this the variation in housing are very significant. Attending to data of existed licenses the housing stock will increase in 19% for the same population of 1999. This appears not to be a good policy because there will be an imbalance between the residential market and the real needs of the population.

The execution of housing production is considerable, at least until 2009, with an average of housing around 2,400 per year and 400,000 m^2. Data change substantially when are relating to rehabilitation. For the period between 2000 and 2005, the total number of rehabilitated units amounts to 266 and was granted a license to rehabilitate 27,954 m^2 of which 27,050 were for residential use and 904 were allocated to other uses. In these years have been rehabilitated approximately 30 homes per year and 3,000 m^2. It can be concluded that the weight of rehabilitation is scare in the city of Coruña. Thus it is conceivable that rehabilitation should be increased to values more reasonable and more balanced in relation to new development. This measure has a high component of sustainability in the extent to retrieve the built heritage be preventing the expansion of the city and the unnecessary use of territory. Rehabilitation has to be extending beyond the traditional city in order to include other neighbourhoods relatively recent and old kernels. It should also affect the rehabilitation of "packages" rather than building actions "piece by piece" in order

to regenerate areas. In the regeneration of these areas began to be seen together the renewal of public space, into an overall strategy to make them more visible and power of new interventions.

In conclusion MGPM has a new approaches of residential forms based on edificatory and typological diversity trough different mechanisms such as; appropriated mix of types of cluster models, mix of residential and non residential uses in a complementary way and a social mix in order to avoid the social segregation, to correct the existed mismatches and to cover the real population needs.

3. Conclusion; housing is a real social problem

"Housing need is generated in population and residential structures of society. These needs are the result of the evolution of social structure in which housing plays a first-rate order, acting in support of the family organization, an essential element of social organization" (Leal & Cortés 1995: 19) so it is necessary realise a sociological review of housing situation in order to understand it as a real social problem.

Housing, as a refuge is a fundamental need for the human being, it is a material value (Inglehart 1997) that must be correctly covered and it is a fundamental element of the social structure, the initial space of human socialization, it is the first contact that a person has with his/her fellow, where learn the basic norms and where develop the main roles (Pezeu-Massabuau, 1998). J. Kemeny (1995) develops one of the prevailing theories. According to this author Sociology of Housing should be integrated with the analysis of social structure, i.e. integrate the study of the internal organization of housing and its integration into a larger space such as its community. We can not settle on merely empirical studies since the house is part of the social structure, we must take into account many social variables, and relation with other social sciences.

According Bassett and Short (1980) housing contributes to the reproduction of the structure of power over workers as a manifestation of different income levels. It also contributes to the reproduction of unequal social relations through

the correspondence between the signs of residential status and position within a social hierarchy based on class division. There are many other elements that are indicative of the social relevance of housing: is a social welfare indicator, scenario of social division, subject to mobilization and social conflict, space of consumption plays the workforce and, as it can be said before, the first space of socialization. In short, housing is something non-neutral, is intimately linked with different social phenomena studied by sociology. Housing and phenomena that are related with it should be analyzed to try to understand it better in order to seek solutions to existing problems.

A housing crisis is taking place because there is a gap between the socially defined needs and the production of housing and residential facilities. This crisis involves a much broader and deeper technical, economic and demographic growth, a manifestation of new residential needs are not being covered properly (Cortés Alcalá 1995).

There are several steps you can take to solve housing problems and the promotion gives public and private housing for rent, changing the taxation of housing, the increase in direct aid, the recent policy changes on the ground and leases, the assets of public land and encourage the use das empty homes and rehabilitation. For this you must use fiscal, budgetary and financial by all those involved in the process, mainly by government (Cortés Alcalá 1995b).

It exists a fundamental relationship between demand and supplies that must be consider when a housing policy is developed. For some authors there is a balance, however, for others the housing market is based precisely on a permanent imbalance between supply and demand (Castells 1976) because in order to maintain the market should be housing shortage. This imbalance exists mainly in low cost housing for three reasons, the high price of land, low construction "technification" and high financial costs. The scarcity of land can cause a shortage of housing construction which implies a lack of supply at any given moment, which in turn means an increase in the price of housing and a parallel increase in the price of land. The price of housing is what increases the price of land due to inadequacy that exist between the supply of urbanized land and the demand for construction involving a situations of risk.

Some changes in Galician housing situation imply a new context where institutions have to develop a new housing planning more effective. It produces an increase in the number of families, that is, even the population goes down, the number of household increases as it changes its structure. A possible explanation is that even families increasingly having fewer children, it increases the number of nuclear families and single parents, especially in more urbanized areas, what means more household with different housing needs. It must be mention too the change of sign of net migration. Before Galicia was a place for migrants, but is now a local receiver, the immigrant population also demand a decent and affordable home to their resources. This implies an increasing demographic pressure on the stock of dwellings, but the market does not meet the demand or the needs of individuals. The market is dominated by housing free; social housing suffers from a serious setback, although in recent years the new rules indicate a possible upturn. The free market is linked with a construction based on houses rehabilitated, historic homes and single-family homes in metropolitan peripheries and with high rents. These types of homes are out of reach of average incomes, so these are off the market or are obliged to resign to meet fully their needs by accessing smaller houses or in areas where it suits them live.

To this we must add the increase in the price of housing in recent decades; according to data INE (National institute of statistic), this trend is accelerated, in many cases the families cannot afford to buy a house. This is partly a result of speculative processes typical of the residential market. Public spending on housing of the Spanish state is mainly based on tax benefits that are about 80% of spending while direct payments do not exceed 20%. Public spending is directed mainly to housing free and does not promote the hiring or rehabilitation. This situation is opposite to the rest of the EU countries where housing policy is based on spending direct assistance. The explanation for this difference is that Spain bases the housing market in fostering private while the other European countries encourage more public housing (Caixa Galicia Foundation 1999).

In summary, the housing problem is that neither the private market nor public institutions respond to the needs of citizens. Housing is a fundamental need in the hands of speculators capitalist system, it is a first-order problem, which affects the majority of citizens and therefore should be placed under eye from analysts, social theorists and the political class. We must seek answers to a situation of helplessness of many citizens, we must seek solution to this global and real problem that affects the daily life of society, and we must ensure that citizens have coverage that need. As it could be seen through the examples, the possible solutions pass through increase the number of social housing, to create a more public system of construction and to achieve a real way of participation that allow to now the real needs of the citizens. In conclusion, what it is to humanize the housing issues.

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