

URBAN II Evaluation

Case Study: Crotone

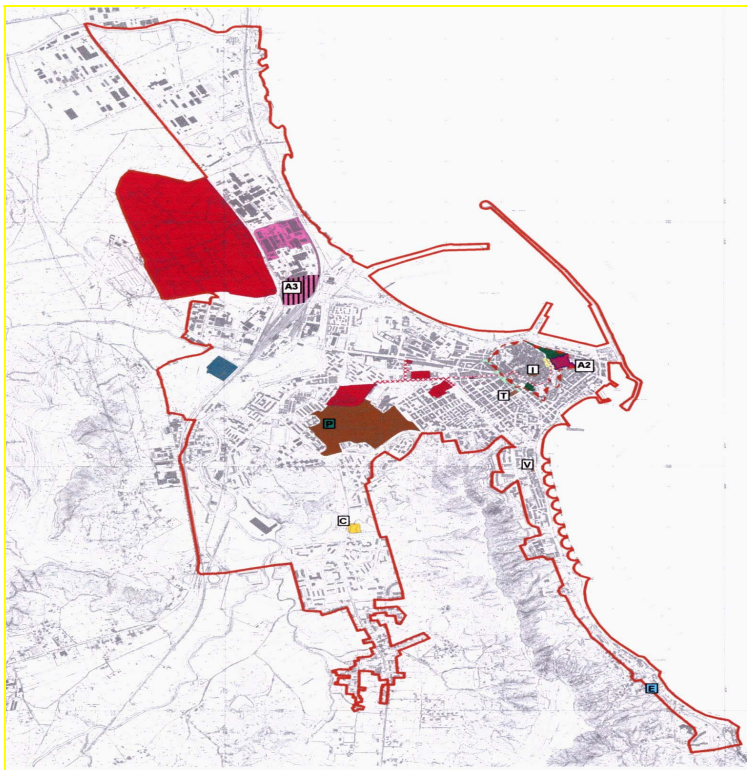


1.0 Introduction

The city of Crotona is situated on the east coast of the Calabria Region on the Ionian Sea near the estuary of the River Esaro. The municipality covers a total area of 179.8 sq km and has roughly 61,000 inhabitants¹ and is characterised by an historical centre surrounded by a modern city. Since the 1970s several quarters have developed and grown in the west and south of the territory, however, most of these are physically isolated from the city centre and lack the social services in terms of, for instance, good health care and educational facilities.

The target area for URBAN was chosen in order to launch a more balanced development model for the city (Figure 1). Altogether the URBAN target area covers 8.4 km² and has a population of 50,200, which correspond, respectively, to 4.6% of the municipal territory and to 83.6% of the population (1998 ISTAT data).

Figure 1.1 Target area



Source: CIP

At the beginning of the URBAN programming period, the target area demonstrated a number of negative aspects, particularly when compared to both the provincial and regional contexts. For example, the unemployment rate was 26.5% in 1998, that is roughly two points higher than the provincial and regional averages. Similarly the proportion of unemployed young people in the

¹ Data ISTAT 2001

target area was 65.5%, compared to 56.5% for the whole province. In terms of crime, the data provided for 2003 by the police department showed 904.5 crimes for every 10,000 inhabitants and a rise in car theft of 23%. The only figure that bucks the average regional trend is the incidence of long-term unemployment: 36.5% in the target area, compared to 64.7% for the whole Calabria Region.

1.1 Characteristics of the Programme

The objective pursued by the Crotona URBAN programme was to make the territory more attractive through an overall redevelopment of the area. The Programme was born from the need to tackle the progressive degradation and abandonment of the historical centre, the stagnation in economic activities (particularly tourism) and the formation of suburban residential areas that lack key services. The Programme strategy was then developed along three priority axes:

- Axis 1 “Multifunctional and environmentally-friendly reurbanisation”. The objective is to improve the attractiveness of the territory through physical rehabilitation and actions aimed at revitalising the cultural and social activities.
- Axis 2 “Development of entrepreneurship and employment pacts”. The aim of all the measures foreseen is to accompany the process of restructuring the Crotona entrepreneurial structure, through the creation of centres offering services to firms, the promotion of tourist accommodation, the setting up of craft and commercial activities in the historical centre and investing in the retraining of the workers.
- Axis 3 “Environmentally-friendly transport”. The transport axis is intended to support the main axes, since it contributes to improving the liveability of the central areas by means of interventions in support of pedestrianisation (car parks and a control system for accessing the historical centre).
- Axis 4 is dedicated to “Technical Assistance”.

The design of the Crotona URBAN Programme focussed on Axis 1 (which alone absorbs almost 80% of the resources) and to a lesser extent Axis 2. These two axes are complementary and they support each other with cross cutting interventions such as the renovation of buildings which in turn helped stimulate new public services or new economic activities.

The total eligible expenditure of the Programme was 25.3 million euro, of which 15.2 million euro came from URBAN 10.2 million euro from national programmes. The Community contribution was sizeable, equal to 60% of the total cost¹. The national quota was around 28% and the municipal one 12%.

¹ According to the Art 29 of the EC Regulation n.1260/1999 the ERDF may contribute up to 75 % of the total cost in the Objective 1 regions and up to 50 % in Objective 2 regions.

1.2 Realisation on the Ground

At the close of the Programme in June 2009, 34 interventions out of the 41 initially envisaged by the Programme had been realised. The realisation of the 8 remaining interventions had not been concluded due, more than anything, to delays during the operational phase of the physical public works. This simply meant that projects which were dependant on the completion of physical works before they could commence.

1.2.1 Axis I – Polyfunctional and environmentally compatible reurbanisation

The most important measures for this Axis, in terms of the number of interventions and the financial resources utilised, are Measures 1.5 (Environmentally-friendly renovation of buildings for socio-economic activities: public buildings) and 1.8 (Cultural, recreational and sports infrastructures).

Measure 1.5 contemplated interventions to renovate the buildings destined to be used as functional structures for the development of the services foreseen for Axis 2. To this end, it was decided that the following municipal buildings should be renovated: the ex-Town hall, the ex-Lazzaretto and the ex-Hospital (costing roughly Euro 8.7 million). In the case of the ex-Town hall, the project involved the renovation and fitting out of the building for the location of support functions for economic and promotional tourism activities (see below “Service Centre”). In the case of the ex-Lazzaretto, the project aimed to rehabilitate the ex-Lazzaretto building, situated on the promenade of the city, which included the restoration of the building and the adaptation of the installations of the building. The objective was to transform the ex-Lazzaretto (which has fallen into disuse), into an assistance centre for disadvantaged groups (see below box “Ausilioteca”). In the third case, the action contemplated the renovation of the ex-hospital building to become the new Municipal Theatre. However, the project is not yet concluded due to the discovery of exhibits of archaeological interest that led the Archaeological Heritage Office to block the work for over two years. Work has now restarted and the project is expected to be finished in April 2010.

Another Measure that is central to this Axis is no.1.8 “Cultural, recreational and sports infrastructures”, whose aim was to promote the city of Crotona through the realisation of the Pythagoras project. This is the most prestigious and high profile intervention of the whole CIP and also the one with the highest visibility, with a total value is roughly Euro 4.5 million. The project is made up of the following activities: i) establishment of the Pythagoras Theme Park and Museum inside the present Pignera Park; ii) creation of the international ‘Pythagoras prize’ for mathematics (see box).

Pythagoras Project

The Pythagoras project called for the rearrangement of the square in front of the Sport Palace, which is the main access point to the city centre park, and for the redevelopment and equipping of the whole of the Pignera Park (18 ha). Inside the park roughly six hectares were given over to the project, which included the ex-novo construction of the Pythagoras Museum, in order to equip the

park with the facilities, functions and services necessary for the educational and cultural objectives proposed. The project was concluded in 2007 with a cost was €3,058,000. However, it has never been operational because of a lack of political consensus as to how to manage the infrastructure. During the time that it has been sitting idle, it has suffered from vandalism which has seriously damaged the works which has been carried out. The work is now in a state of abandonment, public access to the park is not possible (meaning even the evaluators could not visit the park).

1.2.2 Axis II – Development of entrepreneurship and pacts for employment

Axis II comprises mainly of initiatives for the promotion and support of economic activities (Measures 2.1, 2.2 and 2.3), social work (Measure 2.9) and professional training (Measures 2.5, 2.6, 2.7 and 2.8).

In terms of supporting economic activities, the URBAN II Programme followed a dual strategy: i) to activate a grant scheme for the start-up of craft and commercial activities and accommodations in private homes (Measure 2.1); and ii) to activate a Service Centre to support the economic activities already present on the territory, by delivering orientation, business consulting services and disseminating information (Measures 2.2 and 2.3).

The grant scheme was realised at the same time as Measure 1.4 (Rehabilitation of private premises in the historical centre) and the contributions were disbursed in relation to the launch of the activity following the renovation work. The total cost eligible per single intervention was 24,000 euros for the renovation of the premises and 40,000 euros for the launch of the activity, of which 50% was disbursed in the form of a de minimis contribution. There were four calls for tender for the start-up or transfer of craft and commercial activities to the historical centre, and for Bed & Breakfast activities in private homes. These tenders received few applications and only 22 beneficiaries, out of 53 initially envisaged, obtained the contribution. Given the poor response on the part of potential beneficiaries and the consequent surplus of funds, it was necessary to redefine the intervention strategy. Thus, in December 2008 the Managing Authority modified the Programme Complement, inserting a specific action for the implementation of a Guarantee Fund. This instrument had already been created and financed by the Calabria Region in the course of the Urban Development Plan (UDP) for Crotona. It was implemented with Urban resources and was limited to financing activities pertinent to Measure 2.1 and for the same categories of beneficiaries.

As regards the actions of support and aid to already existing economic activities, the activation of Measures 2.2 and 2.3 led to the creation of a Service Centre. The cost of the Centre was Euro 500,000 and it began operations in 2006, once the restoration of the ex-Town hall was finished and after activating training courses to develop the necessary skills for those who were to work in the Centre (under Measure 2.6)¹. At the moment the services are provided free of charge and the

¹ The Centre currently provides the following three services:

- Productive Activities: responsible for developing interventions to support the creation of business activities (orientation and consulting). It provides operators with a series of services in order to reduce the diseconomies resulting from their small size and their location in the historical centre.

running of the Centre is covered by municipal resources. However, selection is currently underway to transfer the management, which aims at the financial self-sufficiency of the Centre through a system of membership fees, already envisaged by the original project.

In the area of social inclusion, Measure 2.9 anticipated encouraging disabled and old people to actively participate in social life, by providing personal services and, especially, through the establishment of the so-called “Ausilioteca” (see box).

The “Ausilioteca”, situated inside the ex-Lazzaretto building, was conceived to provide the disabled with a structure that could supply them with a help desk and assist them in obtaining equipment and personalised aid services. After the renovation work was finished, there was a call for tenders from specialist associations for the management of the activities anticipated, and the services were launched. However, the lack of users (about 50 people in total) led to its closing down, once the local administration stopped the supply of Community funds. Currently, of all of the services that were contemplated, only the games room is operating.

1.2.3 Axis III – Environmentally-friendly transport

Axis III financed two projects: a rotating car park situated at edge of the historical centre and a system for controlling access routes to the historical centre. The objective of Measure 3.1, already concluded, was to create space that could be used for short-term parking around the historical centre, in order to improve the parking system and the junctions. Measure 3.2, on the other hand, involved the realisation of a system of access points to the historical centre and the installation of Closed-Circuit Television for better control. This was coordinated with Measures 1.3 (Recovery of public spaces) and 1.7 (Measures to improve safety and prevent crime), both of which have been realised. Currently all the necessary equipment has been purchased and the project will be considered concluded once the equipment has been installed, which is expected by October 2009.

Table A.4 in Annex 2 summarises the degree of realisation of the projects included under Axis III.

2.0 Outputs, Results and Impact

The impact of the URBAN II programme on citizens, in terms of improved quality of life and the socio-economic development of the target area, is not yet quantifiable since the majority of the interventions were only recently realised, some did not become operational and others are still at the construction stage. This is immediately reflected in the fact that actual values are not yet available for some impact indicators. Also, when values have been estimated, and even when

- Info Tourism: carries out analysis and research, organisation of packages for the promotion of tourism and the creation of informative and promotional material.
- Sportello Europa: provides support for accessing European Union tenders and for the realisation of Community projects and organisation of events, seminars and exhibitions.

these estimates match with the targets foreseen ex-ante, their contribution in assessing the impact on the territory appears limited because the used indicators do not often provide a useful means to estimate socio-economic effects (see Table 1).

Thus, we proceeded with a qualitative evaluation of the impacts that the Programme may have on the basis of the evidence collected in the field. The evaluator feels that these will be of limited importance¹.

“There are doubts as to the real possibility the CIP will bring about any obvious changes as regards the effective problems of the area. The Crotona CIP represents a missed opportunity.”

Table 1 Crotona Urban II CIP - Outline of the impacts achieved at 30 June 2009

Measure	Impact		
	Indicator	Target	Actual
1.1	% of beneficiaries, on total population, aware of the risk of earthquake.	20	20
1.2	% of the awareness of the level of contamination of territory of the target area.	15	>15
1.3	N. of residents addressed by the intervention, who noticed an improvement in the liveability of the area.	1,000	1,000
1.4	Residents settled in the area that have benefited from the improvement of the intervention	10,000	10,000
1.5	Visitors of the sites addressed by the interventions	5,000	1,000
	Jobs created	20	12
1.6	Number of visitors	10,000	>10,000
1.7	% of interviewed people declaring satisfied for the intervention	+30%	74%*
1.8	Visitors of the sites addressed by the interventions	20,000	10,000
	Job gross/net created or maintained after two years	50	20
	% of strengthening the linkage of the population to the city	10	10
1.9	% of population recipients (pupils schools) on total population	10	10
2.1	% new enterprises created by the Programme, still active (after 18, 20 and 36 months)	20	n.a.
	New products or process introduced	20	n.a.
2.2	Job gross/net created or maintained after two years	10	11
2.3	Increase of tourists (from Italy and foreign)	15%	n.a.
	Annual growth in turnover of tour operators for each local system or network of tourist	20%	n.a.
2.4	% of increase of tourists	10	15
2.5	% of population addressed by the training actions	10	10
2.6	% of population addressed by the training actions	10	10
2.7	% of population addressed by the training actions	10	10
2.8	% of population addressed by the training actions	10	10
2.9	Reduction of the share of the marginalised people	5	n.a.
3.1	% of interviewed people declaring satisfied for the improvement of the liveability of the area	70	n.a.
3.2	% of interviewed people declaring satisfied for the improvement of the liveability of the area	70	n.a.

*based on a sample for 50 families Source: monitoring data at June 2009

The above opinion is based on the following considerations:

- There was no prioritisation of the main needs of the territory or the objectives of the Programme. There were many difficulties in the target area, as illustrated in the context analysis of the CIP

¹ Furthermore, one needs to add that the international economic crisis has definitely produced a slowdown in the development process undertaken, with the consequent paralysis of the economic beneficiaries.

(ranging from high crime rate, poor employment opportunities and low quality of the transport infrastructure), but there was no clear indication which of these the URBAN Programme wanted to tackle as a priority. Numerous measures were instead identified and each addressed a different problem, thus losing a strategic overall focus of what the priority objective for Crotona's programme was. Many small interventions that are fragmented and unlinked risk a dispersion of their effects, while a focus on a few, heartfelt needs would probably have achieved greater results. For example, measures such as the mitigation of the seismic risk, the identification of contaminated lands, the installation of CCTV for security, the activation of social inclusion services, and so on were often seen as isolated and relatively minor which are likely to dispel overall effects of the programme.

- In some cases the strategy designed was not suitable to achieve the objective proposed. That is, some interventions appear to be somehow “out of context” compared to the needs of the territory. For example, almost no impact was seen to be achieved by direct incentives to commercial, craft and touristic activities foreseen by Measure 2.1 (for a total value of 870,000 euros). Despite the fact that the municipality carried out promotional activities, the uptake of these incentives by organisations were scarce. The principal factors that determined the failure of this activity were the following:
 - the scarce propensity to invest in their own territory. This lack of faith shown by local entrepreneurs is mainly linked to the fear of becoming a target of local delinquents and a cultural factor which encourages people not to invest in businesses in Calabria. In particular the criminal pressure in Calabria is such a strong phenomenon that stakeholders saw that it “paralyzed” entrepreneurship and other private initiatives in the economic field¹.
 - The lack of a critical mass in the historical centre, in terms of both number of commercial activities and density of population, in order to have intensive commercial activity. Only in a few cases, one of which is presented in the box below, did the system of support to commercial and craft activities effectively lead to the creation of micro-firms in the historical centre.

Box 4 –beneficiary of Measures 1.4 and 2.1

Mr. Zannino benefited from the contribution disbursed through the call for tenders of Measures 1.4 and 2.1. The possibility of accessing Urban funds has, in this case, enabled him to restore a room of 35 square metres (masonry work, electrical system, flooring, coverings, etc.) and to buy the equipment and machinery necessary for the launch of an activity of retail sales of typical local products. The intervention was concluded at the end of 2008 with a global cost of Euro 60,000, of which 50% was financed by the Crotona Urban II CIP. According to the interviewee without the possibility offered by the Community funds, the intervention would never have been carried out and the room would still be abandoned and not hosting any commercial activity. Although the economic return cannot yet be estimated, the impact of this type of intervention is seen positively because, in

¹ The situation is particularly severe in the Crotona province, as also reflected by the fact that a significant number of representatives of the local government and public managers is currently under legal prosecution.

addition to the creation of a micro-business, it brought work to other professional figures (craftsmen, painters/decorators, etc.) and it allowed for the hiring of a sales assistant to run the activity.

- There was a lack of clear political leadership and strong direction that would have allowed the programme to develop coherently and to follow a strict time schedule. For this reason, too, in many cases the partnership ended up hampering the achievement of the programme objectives, paralysing the decisions. Long delays occurred, for example, with the interventions envisaged by Measure 1.6 for the restoration of the ramparts and of rooms in the Castle (state owned) that are in a poor state of degradation. In addition to the interior rooms of the Castle, the project included the rehabilitation and adaptation of the pedestrian route that links the ramparts to the Civic Museum. The project suffered procedural slowdowns due to discussions between the Cultural Heritage office of the municipality, the Offices of Architectonical Heritage and Archaeological Heritage of the Calabria region for the stipulation of protocols and agreements. To avoid losing the Community contribution, in keeping with rule no. 2, a financial remodelling was carried out in favour of the other measures of the same axis. Thus the Crotona administration will only be able to finish the works if it finds other forms of financing.
- It lacked a far-sighted strategic vision that anticipated how the works and services realised through Urban would be maintained in the future. For example, once the theme park of the Pythagoras project was realised, it was left in a state of neglect for more than a year because there was no clear idea of how it should be run. The clashes at a political level contributed to prolonging this gridlock phase that in the end led to a paradoxical situation where the Park, left unprotected, was the virtually destroyed by vandals. Now it is in a state of decline and it will take a considerable financial effort to improve the situation. Also on the subject of scientific studies, the example of the diagnostic study on improving the safety of urban areas at seismic risk is perfect to demonstrate the lack of long-sightedness as to how to exploit the results produced, (see box below and Chapter 9).

The missed impacts of Pythagoras project and The Geographic Information System

Two years after the end of the works the Theme Park and Pythagoras Museum have still never been open to the public. The main obstacle has been the lack of definition, or rather the lack of agreement, as to how the structure should be managed. Despite the fact that, in the planning phase, the study carried out by a consulting firm suggested some hypotheses for the running of the Park and Museum, the Municipal Administration has never adopted any of these options continuing, still today, to reach deadlock on this problem. This attitude of uncertainty did nothing to guarantee the safety of the works realised in 2008, with the Museum and the Park suffering acts of vandalism. In particular, all the computer equipment inside the Museum was stolen, the lighting system of the Gardens was damaged and the glass windows of the Museum were destroyed. In the light of the evidence collected in the field, in the evaluator's opinion it will be very difficult for the intervention to create the Pythagoras Museum and the Theme Park to contribute to the relaunch of the city, unless there is greater commitment on the part of the Administration to the conservation of the assets realised with Urban funds.

The Geographic Information System (GIS) implemented in the course of Measure 1.1 is a computerised system that allows for the acquisition, management, processing, analysis, organisation and interpretation of information, each piece of which is associated with a geographical position (georeferencing). By cross-referencing cartographic data and alphanumeric data, this tool enables one to conduct the most varied types of analysis. For example it is possible to formulate a query that will show all the areas where there is a predomination of archaeological exhibits or it can help the administration in the management of public service networks or road traffic. Practically it provides a base for the drafting of future City Regulatory Plans and for all the initiatives that a municipal administration may undertake in the field of territorial planning, but, naturally, the true effectiveness of this tool depends on its integration within the municipal management and on its continuous updating.

3.0 Links with other programmes and policies

The Crotona URBAN II Programme represented an occasion to re-think the broader strategy of interventions for the city pursued at a local level by the Crotona municipality. The city strategy comprised two consequential phases: the planning stage, with the adoption of the General Regulatory Plan,¹ and the programming and realisation stage, with the development and implementation of “complex” urban redevelopment programmes.

These programmes, implementing the city strategy, are aimed to revitalise the urban territory by means of public and private actions to upgrade places suffering from urban decay, to raise living standards, and to improve safety and accessibility. These themes were already foreseen in the Urban CIP, which also included objectives such as the promotion of historical-cultural values and training activities. Three complex programmes were adopted over the reference period:

- the Quarter Contract, concerning operations for the urban redevelopment of residential quarters close to the industrial zone (Fondo Gesù area).
- the Integrated Intervention Programme, for the reclamation of land and conversion into green areas for the public in the Vescovatello and San Francesco areas;
- the Urban Redevelopment Programme, which led to the realisation of a number of interventions of redevelopment in some of the degraded areas between the historical centre and the River Esaro.

All of these interventions were located in the target area of the CIP and are in the implementation phase, in conjunction with the interventions provided for in the CIP.

The Crotona URBAN II Programme is also linked to the urban development strategies defined at a regional level by the ROP Calabria 2000-2006. The lines of intervention of the CIP were constructed starting from an analysis of the objectives of the ROP, to seek possible correlations between the contents of its axes and the intervention strategies that could be activated through the CIP. Thus the Urban Programme was conceived as an instrument for the specification of some of the objectives defined at a regional level.

Particular attention was paid to the urban intervention strategies of the ROP, which enabled the Crotona municipality to work with the regional administration to draw up the Urban Development

¹ The General Regulatory Plan (GPL) is a programming document adopted by a municipal decision in the early months of 2001, which acts as a reference frame for the municipal action and a tool for the adoption of development policies for the transformation and redevelopment of the city. The problems that the Plan tackles are mainly those related to its role as provincial capital, to the dealings with industry, the reinforcement of the urban structure, hydrogeological aspects and safety, accessibility and mobility, tourism, archaeology and the cultural and environmental heritage. Finally, also the Crotona Municipality has initiated the elaboration of the Structural Communal Plan (the “heir” of the GPL) , as envisaged by the new urban regulation n. 19/2002 and its guidelines.

Programme (UDP), an instrument orchestrated for access to the resources of the “Cities” axis of the Calabria ROP.

The intervention framework contained in the UDP shows three lines of intervention necessary for the redevelopment of the province of Crotona. The three principal intervention strategies are organised into various sub-programmes that aim for the consolidation of the urban structure from the functional and social points of view, the environmental conservation of existing resources, and the valorisation of human resources.

In such a programming context, the measures of the Crotona URBAN Programme carry forward and specify the same lines of intervention as the ROP and the UDP, focusing on some specific objectives. For example, the “Cultural resources” axis of the Calabria ROP shows the need for correlation between the interventions of rehabilitation, safeguarding and conservation of the historical-artistic heritage and the creation of theme parks for the cultural supply, and activities of urban redevelopment, aiming to construct the processes of social and economic development around “cultural poles”. These objectives were taken up and amplified by Measures 1.3, 1.4, 1.5, 1.6 and 1.8 of Axis I of the Urban CIP¹.

In conclusion, the strategic policies defined at a local and regional level appears to be strongly integrated with the strategy adopted by the Crotona URBAN Programme. Also for chronological reason, we can therefore conclude that it is the broader strategy of interventions pursued by the Crotona municipality which is integrated or, better, built upon the basis offered by the Crotona Urban Programme, and not vice-versa.

“Crotona Urban Programme represented the opportunity to start thinking about integrating programming with regard to the strategies adopted by the municipality”

However, this integration does not appear to have fully produced the desired effects in terms of the effective realisation success of the interventions foreseen. The evaluator is of the opinion that this did not happen because Urban, UDP and the complex redevelopment programmes essentially play the role of interchangeable channels, therefore a particular intervention may be activated by one programme or another, but there is no evidence that they reinforce each other to produce a leverage effect on the interventions. On the other hand, URBAN represented for the municipality the first experience of complex planning. This has certainly stimulated a new culture of integrated programming whose effects will be deployed in the future.

¹ Also with relation to the strengthening of tertiary functions and services (ROP “Axis III Human resources” and Axis IV “Local development systems”), Urban reinforces the lines of intervention identified at a regional level, transforming the process of reconversion of the entrepreneurial structure of Crotona into a valorisation of professionalism in the cultural, tourism, crafts and personal services sectors (Axis II CIP, Measures 2.1, 2.2, 2.3, 2.4 and 2.5).

4.0 Success factors

As previously mentioned, the evaluator feels, also on the basis of opinions collected in the field, that the Crotona URBAN II Programme was a missed opportunity.

The relatively successful projects identified by the evaluator were: the Service Centre, the Guarantee Fund, the Integrated Operational Centre for Traffic Police and the Civil Defence, the car parks at the edges of the historical centre and, to a lesser degree, the Pythagoras Prize. The evaluator is of the opinion that these initiatives benefited from the following factors:

- The low level of consensus necessary for these types of interventions, among the institutional and non-institutional parties, enabled their effective realisation. For example, an easy shared purpose at the political table allowed for the continuation of the Pythagoras Prize even after the end of the outpayment of Community funds, generating continuity between the Urban and local programming. Nevertheless, these are isolated cases and it should be remembered that the subsequent editions the Prize were not as important or visible.
- The forecast made in the planning stage of how to manage the service once the Community funds had been used up leaves some hope that the activities developed will not be interrupted. For example, the project for the Service Centre already included a business plan that gave hypotheses for the management and self-financing of the Centre. Although this is no guarantee of sustainability, the contemplation of these hypotheses nevertheless increases the feasibility, at least potentially, unlike what happened in the case of the Theme Park and Pythagoras Museum.
- The possibility of modifying the interventions in itinere allowed for the projects foreseen to be readjusted to better suit the needs of the population of the target area. This is what happened with the Guarantee Fund, which was implemented thanks to the resources left over from Measure 2.1
- In conclusion successful interventions are the ones which are less ambitious, aim at resolving concrete problems, do not require a large strategic effort and, above all, do not bring about serious problems of sustainability.

5.0 Integrated approach

The Crotona URBAN II Programme was conceived to combine interventions of infrastructural upgrading, on the one hand, and those to launch and support initiatives with economic, training and cultural aims, on the other. All the services contemplated by the CIP were housed in buildings that were previously in a state of deterioration and disuse and had been rehabilitated¹.

For example, the public buildings renovated thanks to Measure 1.5 (ex-Town hall and ex-Lazzaretto) now house the services activated under the measures of Axis II (although the Ausilioteca service is currently suspended). In addition, the personnel involved in the provision of these services was trained thanks to the initiatives contemplated by the same axis (Measure 2.6 Training in the sphere of new technologies). The renovation of the Theatre will be integrated with the infrastructural upgrading of a road that links the area around the theatre with the promenade and Piazza Pitagora².

However, while an integrated approach may be at the root of success in an urban redevelopment intervention, because it increases the impact on and, especially, the perception of the citizens, in the same way it may be an obstacle to the achievement of its objectives. The lack of coordination, sharing of objectives and a single direction to the programme all negatively affect the performance of the integrated interventions. For example, linking the renovation of private premises (Measure 1.4) to the launch of commercial activities to be housed in them (Measure 2.1) negatively conditioned the performance so that at the end of the programme the number of rooms renovated was far lower than expected. A similar thing applies to the initiatives for touristic-cultural promotion and valorisation, and the use of the professional figures trained for the tourism sector, which were not activated because of the interruption of the work to restore the ramparts of the castle, which should be one of the major poles of attraction of the city.

The integrated approach is therefore particularly effective in the case of strong coordination and good planning capacity, but it is counterproductive in cases where even one single strategy does not produce the desired effect. This negatively conditions the whole architecture of the rehabilitation intervention, and has a chain reaction also in projects which, if taken singly, could have a greater impact.

“Without strong coordination to integrate interventions may be counterproductive”

¹ The synergy between the interventions and the integration between the economic, social and urban dimensions was encouraged by the establishment of a unit within the municipal structure whose purpose was to coordinate the different interventions programmed.

² Also Measures 1.3 (Creation of green areas, a sewer network and a water system in the historical centre) and 1.8 (Theme Park and Pythagoras Museum) were in synergy with the other interventions contemplated by the CIP, especially with the training of specific professional figures in the building renovation sector and in the maintenance of green areas (Measure 2.7 Training of innovative professional figures). Another example is provided by Measure 3.2 regarding the installation of a system to control access to the historical centre, which will become an area of limited traffic. The intervention was associated and coordinated with Measure 1.7 in order to extend the system of video surveillance to the entry points to the historical centre.

No consequences on the integration are produced by the fact that budget allocation between the two main Axes is not equilibrated. The only reason why Axis 1 received the 80% of the total Programme budget is linked to the specific nature of the interventions. Actually the renovation of the buildings, financed within the Axis 1, required a higher financial commitment than the other complementary activities foreseen under Axis 2.

6.0 Programme management

The Managing Authority was responsible for the formulation, management, monitoring and evaluation of the Crotona Urban II Programme. Although the formal responsibility still lay with the Crotona administration, the formulation of the Programme was outsourced and carried out by a consulting company. A dedicated office, employing full time four people, was created within the municipal offices for the management of the Programme, whose duty was to coordinate the various interventions programmed, in accordance with the timing and execution methods called for by the Community regulations. The evidence gathered in the field confirms that the management of the Programme was a positive experience, albeit a complicated one. In particular, one can recognise the following elements:

- In some cases the active participation of the institutional, economic and social parties helped the Municipal Administration to promote innovative interventions that were difficult to implement (like, for example, the mapping of urban sites or the characterisation of contaminated land). In other cases, however, excessive orchestration with the institutions involved, and especially with the Archaeological Heritage Board of Calabria, the Cultural Heritage Office and the Ministry for the Environment, caused slowdowns in the realisation of the interventions (see Chapter 2).
- A considerable effort was necessary to steer the various municipal functionaries, from different areas and sectors, towards a common objective.
- Outsourcing to external consultants for technical assistance on certain subjects (for example the drafting of the annual execution reports) enabled the Managing Authority to make up for the lack of internal resources. While, at the same time it also limited the administration's capacity to learn about the more complex subjects.
- Community procedure is required in addition to, and not as a substitute for, the procedure called for by Italian law. This led to a duplication of procedures, thus slowing down the execution of the works.
- Rule n+2 produced a dual effect, acting as a "double edged blade". On the one hand the administration was obliged to speed up procedures and make decisions in a shorter time. On the other, in some cases it forced the administration to move the ERDF spending to other interventions, and in particular under more "common" and easily manageable interventions.

By and large, the difficulties encountered during the management of the Programme were perceived by the local administration as an opportunity not only to increase its own organisational and planning capacity, but also to experience the Community dimension¹. The net effect was thus positive because it brought about increased institutional capacity within the Crotona administration and it provided an opportunity to manage programmes that were more complex than those of the normal running of the municipality.

¹ In particular the fact that they could interface directly with the services of the Commission was highly appreciated, since it meant that they did not have to rely on regional mediation, as happens with the operational programmes.

7.0 Partnership

The Crotone URBAN II Programme is based on the comprehensive involvement of institutional, economic and social parties during both the programming stage and the realisation of the interventions. In some, single cases the partnership was a success factor for the initiatives promoted by the Programme, in others it was a spoke in the bureaucratic wheel, as we have described in the case of the intervention of building restoration in the Castle.

One successful example was the “Pythagoras Showcase”, a competition for local traders. This initiative took place in 2005; it was conceived in synergy with the Pythagoras Prize and entailed the dressing of shop windows based on a theme pertinent to Pythagoras. On that occasion the Trade Association played a crucial role in involving the local community, through “face to face” promotion of the event and the distribution of printed material on the story of Pythagoras. The results achieved were satisfactory, with 50 participants, accounting for roughly 20% of the commercial activities in Crotone. The impact of this type of event was, according to the President of the Trade Association, one of consciousness raising in terms of spending time together, socialising and being close to the municipal administration.

An important role was also played by both the SSN and the University of Calabria in the implementation of Measure 1.1. More specifically, the partnership acted as a link between the numerous parties involved in the project. These two actors, which have worked together for many years on the realisation of similar projects, participated in the drafting of the project, the selection and training of the surveyors and structural engineers involved, and in the realisation of the study. This active involvement allowed for the transfer of considerable knowledge among all the partners involved for the birth of a new cooperation between the SSN and the municipal administration.

Nevertheless, the evidence collected shows that in general involving the economic and social parties was more difficult than involving the institutions, because the former were tied to particular interests. The Trade Association, for example, was not very willing to participate in the negotiations on the planning of Measure 2.1 because it was convinced that the basic requirements were lacking for business activities in the historical centre, especially the lack of a critical mass in the area. This situation was then effectively verified, or rather, since participation in the measure was scarce, it is the opinion of the evaluator that a greater willingness to accept the suggestions proposed by the other party would at least have mitigated the failure of this initiative.

“To have consensus with economic and social parties, who are tied to particular interests, is particularly difficult and requires strong efforts.”

Lastly, it is felt that, with a few significant exceptions, the involvement of multiple requirements, especially in the strategic programming stage, did not have a positive effect on the management of the interventions foreseen by the CIP because of a lack of strong leadership capable of channelling and adapting the different requirements to a common end.

8.0 Sustainability and Legacy

In the evaluator's opinion one fundamental condition for the sustainability of the works realised with URBAN is the inclusion of the CIP in a broader policy of upgrading and improvement pursued by the municipality. In the case of Crotone, the integration of the URBAN initiatives with the UDP and other complex programmes of urban redevelopment (see Chapter 3) had an "ambiguous" effect. Only in rare cases did it ensure that once the interventions foreseen by the Community programme had terminated they did not remain isolated phenomena, but were part of a broader strategy. For example, as regards cultural events the UDP allowed for the Pythagoras Prize to be held also in the years following those financed by Urban.¹ In the other cases it was purely a formal integration and there was no mutual reinforcement or leverage effect on the projects.

Another essential requisite is to forecast hypotheses for the management of the structure/service activated, already in the planning stage. One speaks of "sustainable planning", that is, the inclusion of a business plan in the feasibility study for the project to take into account the continuation of the service once the public subsidy has finished. The Service Centre is an example of this; currently run by the municipality, the management of the Centre will shortly be handed over to the winner of a public tender that should guarantee its financial self-sufficiency through a system of membership fees. Also, since various activities of assistance for economic activities were already offered by a number of actors in the territory (Chamber of Commerce, Crotone Development Company, etc.), one of the preliminary activities of the project was to consult local entrepreneurs to avoid the setting up of a useless or repetitive additional structure. This will certainly help the sustainability of the Centre. Similarly, in the case of the Municipal Theatre, the project already identifies the management mechanisms and the sources of financing, so much so that the original forecast of 380 seats was then raised to 620 for economic reasons. On the contrary, as already anticipated, in the case of the Theme Park and the Pythagoras Museum (which is the main intervention of the Programme) not having made any hypotheses for its subsequent management at the planning stage meant that the park was left abandoned which brought about the failure of the project.

Sustainability also appears to be fairly problematic, or rather the real capacity of the municipal administration to exploit the results of the studies carried out under Measures 1.1 and 1.2, that is the mapping of seismic risks and the characterisation of the contaminated land. Although these studies are important in themselves, their impact on the citizens depends on the use that will be made of them, and in particular on their integration into the more organic development strategies.

With regard to the former study, a Geographic Information System is now available to the municipal administration and it is a potential application not only for the prevention of earth tremors, but also for the ordinary activity of territorial planning by the municipality, effectively doing

¹ In this perspective it is also fundamental that enthusiasm for the Urban initiatives is not lost through institutional changes and that the changeovers in the trade unions do not lead to them being downsized as part of a strategy for integration with other policies.

away with the old information system. Thus, the Crotona administration finds itself with an instrument with an extremely high potential, which, if suitably exploited, could have far-reaching effects on the entire programming of the municipality's territorial policies. However, the interviewees were not able to define what impact that study could have on their territory because there was uncertainty as to how to internalise the tool. The carrying out of this study undoubtedly allowed for the positive transfer of knowledge and increase in know-how among the external partners in the project (SSN, structural engineers and surveyors, University of Calabria), but its impact on the territory will remain uncertain unless the administration includes it in a broader strategy that exploits the full potential.

Similarly, the characterisation of the contaminated land of the ex-industrial area showed problems of short-sightedness in the application of the results. The study was the key to achieving an evaluation of the environmental situation of the area in question, considering the compromises that the existing old industrial activities brought to the area. This study is, nevertheless, of interest in the preparation of land reclamation interventions, which must be approved by the Ministry of the Environment. If the effective reclamation of the area is not achieved (a hypothesis already seriously considered by the Programme Manager), we will be faced with a project of only relative importance that will have zero impact on the territory.

Lastly, as a pivotal element for the sustainability of the Urban interventions, we mention the connection with the new Community programming. The Integrated Plan for Sustainable Urban Development (IPSUD) of Crotona, included in the ROP Calabria 2007-2013 (Axis VIII "Cities, urban areas and territorial systems") is, in fact, the heir to the CIP and the UDP. The objective of the IPSUD is to increase the tourist, cultural and commercial offer of the province of Crotona by means of interventions that take up the rehabilitation initiatives promoted by the Urban II programme. In particular the IPSUD is based on the concept of the integrated planning (bottom-up approach) of different types of interventions to rehabilitate, restore and valorise the existing urban heritage, for the purpose of promoting economic development and urban regeneration. To date the partnership has been set up and the guidelines have been defined in agreement with the region and the municipal administration and it is thus premature to judge its effectiveness in continuing the Urban legacy.

"Sustainability aspect is deemed to be a critical element, the Achilles heel of the Crotona CIP."

All that has been realised will, in fact, be likely to produce minimal effects on the territory because in very many cases, even though the motivations were numerous, there was no guarantee of the sustainability of the interventions, which thus assumed the characteristics of spot interventions.