

**NATIONAL AND CITY CONTEXTS,  
URBAN DEVELOPMENT PROGRAMMES  
AND NEIGHBOURHOOD SELECTION**

**THE ITALIAN BACKGROUND REPORT**

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# INTRODUCTION

The report consists of three parts. The first one, the national part, is divided into three sections giving a brief description of the main demographic, economic and social policy trends at national level, a general overview of the 'philosophy' of the urban development programmes in Italy, a more detailed analysis of urban policies and of the Urban Programme in particular. The second part concerns the two cities involved in the project, Genoa and Naples, and their selection for the research project taking into consideration the historical evolution of the regional economic disparities in Italy as well as more recent data on the quality of life. In the third part, the analysis of the socio-economic characteristics of the four neighbourhoods (Cornigliano and Sestri Ponente in Genoa and Quartieri Spagnoli and Rione Sanità in Naples) has been improved by considering also the features of the specific Urban Programme developed in those areas in order to improve living standards. The last part ends with some general conclusions.

## NATIONAL CONTEXT

### 1. MAIN SOCIO-ECONOMIC TRENDS

As King (1992) points out, Italy is no longer a poor rural country beset by problems of emigration. Nor is North versus South the only regional economic divide relevant to a study of the its development. In particular a new geography of development has emerged since the 1970s and is linked with the dynamism of the regions in the so-called *Third Italy* (Bagnasco, 1977). Italy is now a country of mass immigration with a strong concentration of population in urban or metropolitan areas. New problems are therefore surfacing and they are combined with both new forms of poverty, exclusion and social conflict and the emerging features of welfare organisation.

#### 1.1 Demographic indicators

In Italy, population growth from 1861 to 1991 was constant. However this growth came to a halt in the period between 1981 and 1991. While the general improvement in living standards has had a decisively beneficial effect on life expectancy, all the main demographic indicators show a downturn. Births, deaths and marriages have in effect fallen. The country is nearing the point of so-called 'zero-growth' after which the number of Italians will start to decrease (ISTAT, 1996a).

**Table 1: Demographic indicators**

	Life expectancy		Births	Marriages
	M	F	x 1,000 inhab.	x 1,000 inhab.
1961	67	72	18.4	7.9
1971	69	75	16.8	7.5
1981	71	78	11.0	5.6
1991	74	80	9.9	5.5
1991	76	82	9.1	4.8

Source: ISTAT

## 1.2 Economic indicators

The economy has recorded continual growth. Gross domestic product, which at constant prices had reached 1,051,042 billion lire in 1980, rose to 1,385,618 billion in 1995 enabling household consumption to increase from 623,135 to 8,44,161 billion lire . The improvement is reflected in the quantity and quality of food consumed and has taken place in spite of the fact that inflation has severely reduced the lire 's buying power. The bias towards a higher level of industrialisation in the central-northern part of the country is considerable so that the North and Centre account for 74.5per cent of the country's GDP whereas the South provides only 25.5 per cent. Also, the per capita data confirm the higher degree of economic development in the central and northern areas (ISTAT, 1996a).

Despite economic growth, unemployment is one of the main features characterising the Italian labour market. This is true not necessarily because it is particularly high – unemployment rates are only slightly above the European average – but because it is unevenly distributed among specific groups and is spatially concentrated. This spatial concentration is the first peculiarity of the *Italian model of unemployment* (Pugliese, 1993) and is related to the fact that the national rate is an average of two radically different situations: that of the Mezzogiorno, namely all the southern regions, and the centre-northern regions. In the first the unemployment rate is usually above 20 per cent, sometimes as high as 25 per cent in specific urban areas, while in the second rates are much lower than the European average and some areas are close to full employment. Taking a closer look, several studies show that the unemployed are mainly young people, in particular females, with low levels of qualification and mostly resident in the Mezzogiorno. Highly disadvantaged on the labour market, they are not entitled to any protection against the consequences of unemployment; nor are they entitled to any other form of benefit or assistance such as a guaranteed minimum income.

**Table 2: Unemployment, 1999**

Males	Females	Total	North	Centre	South	Youth	
						Males	Females
8.8	15.7	11.4	5.4	9.2	22.0	29.2	37.4

Source: ISTAT

### 1.3 Welfare and social policies

The main features of the South European welfare model of which Italy is part are:

- high number of small firms and self-employed;
- relative low level of proletarianisation,
- low rates of female employment;
- caring responsibility delegated to families (in particular to women).

These features reflect *in part* a Bismarckian welfare model, by which is meant fragmented social policies based on the central position of the male breadwinner on the labour market (see e.g. Paci, 1989; Esping-Andersen, 1990; Ferrera, 1993). What differs is that in the southern variant there is no last safety net of social protection, and the level of discretionary power is high (Kazepov, 1998). This is due to the weakness of the State (*statalismo debole*) deriving from the fact that all political decisions have to take into account numerous and different interests. This, in turn, leads in most cases to compromises which satisfy ad hoc particularist groups. Moreover, the strong presence of the Catholic tradition in the Italian context legitimises the idea that public services should not intervene in the private sphere and that help from the State should be subsidiary to the family. The consequence of this is an institutional set-up characterised by inefficient public services and high degree of subsidiarity towards the primary social network.

Also in the case of Italy, there is the additional factor of the North-South divide, which further complicates the framework. An important characteristic of the Italian welfare system is the great amount of public cash transfers which are supposed, at least in part, to counterbalance the underdevelopment of in-kind services. However, in most cases, cash transfers are of a particularist (group-oriented) nature, and often based on patronage (discretionary) contributing to the increase instead of the reduction of inequalities.

The most striking example of discretionary expenditure in Italy is the case of disability pensions: a *locus classicus* of the Italian *patronage* system. This handing out of cash benefits was one of the most frequent measures used in the past twenty years to deal with social exclusion and poverty, above all in the South. In 1994 disability pensions came to more than 7,000,000 lire (ISTAT, 1996b). Pensions were granted (at least until 1984) according to the discretionary assessment of INPS – the National Institute of Social Insurance, which administers almost all pension schemes in Italy – on the basis of the socio-economic condition of the applicant's place of residence as well as the evaluation of local doctors, who were often involved in the 'political exchange' mechanism: pensions against votes for the local candidate of the ruling party (Baldisserra, 1996). This measure became a sort of minimum income for people who were long-term unemployed and who had very little chance of ever entering or re-entering the regular labour market. As these people mostly live in the southern regions, this is where disability pensions are concentrated (Baldisserra, 1996). Part of the explanation is the fact that in the South labour carriers are more fragmented than in the North; in fact the low degree of industrialisation and consequent lesser diffusion of the model of *full-time full-life jobs* has prevented people from attaining sufficient

contributions to be entitled to a work pension and the old-age pension<sup>1</sup> cannot be claimed before the age of 65. This example shows the unequal distribution of resources deriving from a passive measure adopted by Italian governments to try and deal with social exclusion which does not empower citizens through any accompanying re-insertion policy.

It was only in very recent years that, under the pressure of evident inequality and the need to meet the Maastricht criteria, the Prodi government in Italy set in motion a process of change in the attempt to move from passive to active measures. This took place in the difficult context of increasing budgetary constraints and the need to reduce the public deficit through public expenditure cuts.

#### **1.4 Urbanisation trend and urban problems<sup>2</sup>**

From the second half of the 1980s, Italy has also witnessed the same problems and evolutionary (or involutory) trends in its cities and urban and metropolitan systems that had already affected the other more developed countries in the West and in the European Union in particular. In Italy, however, the manifestation of urban problems has been characterised by a certain delay compared to other comparable countries and by the deep-rooted geographical dualism (Centre-North and South) of its socio-economic situation. In particular, the 'crisis' of the big cities (statistically evident in the marked decline in their, relative and absolute, demographic weight, but characterised by far more worrying phenomena) only became significant during the 1980s and did not follow the same course everywhere.

In the 1980s, the resident Italian population in the nearly 50 municipalities with over 100,000 inhabitants dropped from 16 to 14,5 million, a loss of approximately 9 per cent, and from 28 per cent to 25 per cent of the national total. Seen as a 'rough' maxi indicator of a situation of crisis and/or privation, the continuing reduction in population in the big cities (to the benefit of the two intermediary sizes and, above all in the South, to the next size down: 50-100,000 inhabitants) surprisingly affects both the South and Centre-North to the same extent. Nevertheless, this uniformity is only contingent and of a statistical kind and must not lead one to think that the situations of crisis or urban privation are identical in the various different macro areas.

The reality is that the causes and, in part, the very phenomena of urban decay differ substantially from region to region (Centre-North and South) and according to the features and size of the metropolitan area in question (where this exists). Analysis of the two main indicators of social prosperity, income and employment, show that in the urban areas of the Centre-North decay and privation are limited to well-defined zones and situations, often have specific causes (linked, for example, with industrial

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<sup>1</sup> Although in Italy a guaranteed minimum income has never existed, since 1969 there has been the old-age pension, incorporated into INPS pension scheme, which provides a means-tested pension for all people over 65 who have no other pension entitlement. The fact that the measure is administered by INPS means that it is not financed out of general taxation, but only from the contributions paid by workers.

<sup>2</sup> Extract from Ministero dei Lavori Pubblici, *Iniziativa Comunitaria Urban*, PIC Italia, Programmazione FESR-FSE 1994-1999, PIC Urban Italia 1994-1999.

restructuring, the crisis of large enterprises and/or the abandonment or reconversion of districts) and in any event never reach extreme levels. In other words, though serious and not easy to solve due to the variety of causes and their multiple negative effects, the problems in the cities in the Centre-North are at least in part similar to those in many other urban centres in the Centre-North of Europe and are even sometimes less acute, at least as far as concerns youth delinquency, non-EU immigration, etc.

In addition there is the not unimportant fact, as far as the capacity to have an effect on problems and situations of decay is concerned, that on average the financial, operative and administrative condition of local government in the Centre-North, though extremely difficult and often deficient, normally makes it possible to guarantee local administrations a certain operational capacity for intervening or carrying out initiatives.

The picture of the cities and metropolitan areas in the regions of southern Italy is radically different. They appear on average as true pockets of concentrated social malaise, with a high potential also for social explosions and law and order problems, in areas already characterised by a great and growing delay in development. Besides the levels of unemployment and per capita income, which are practically always much higher and much lower respectively than those in the Centre-North, the data for delinquency and basic infrastructures and services for the local population as well as for other significant indicators – school abandonment, educational levels, etc. – paint a picture that in terms of the seriousness and extent of the phenomena has few equals in the rest of western Europe. In this regard, suffice it to recall that practically all the Italian municipal governments – including those the size of Naples – that have declared a state of ‘financial bankruptcy’ (and so under the control of a government receiver) or been suspended in connection with criminal or mafia infiltration are located in the South. This gives us the idea of the extremely limited room for manoeuvre available to local governments, affected by a most serious and widespread financial crisis and very great operational deficiencies in tackling a situation that from the angle of socio-economic emergency, it is no exaggeration to describe as dramatic.

Summarising in broad outline and applying the schemes and terminology of one of the most authoritative interpretational models – the so-called ‘stages of development’ theory – it can be stated that in northern Italy the medium-large cities are mainly going through a period of relative and absolute de-urbanisation (before probably passing to the so-called ‘re-urbanisation’ phase) within a context of the satisfactory or at least just acceptable movement of the socio-economic indicators, with all the problems of ‘maturity’ connected therewith. In the cities in the South, on the contrary, the predominant phase is that of so-called ‘suburbanisation’, more absolute than relative, with a significant number of urban centres that can still be placed in the ‘urbanisation’ phase, the general context being one of serious – and in some cases dramatically so – backwardness in infrastructures and the socio-economic system.

## 2. THE GENERAL CONTEXT OF THE UDP (URBAN DEVELOPMENT PROGRAMME) IN ITALY<sup>3</sup>

### 2.1 From the 1950s to the 1980s

In the national response papers of the third symposium on urban renewal and quality of life organised by the United Nations in 1978, we read that ‘urban renewal in Italy became an issue of national concern in the 1950s, and was initially seen in terms of recuperating ancient urban settlements and the ‘centri storici’ (historic cores or old centres) of cities. The approach was essentially formulated in ‘cultural terms’ by an élite of intellectuals and progressive town planners interested in the preservation of historical and architectural values. At the same time, a mounting process was taking place of expulsion of low-income residents from the ‘historic cores’ and their substitution with commercial and professional activities and high-income dwellers.’<sup>4</sup>

In the 1960s, protest from the local inhabitants (as organised movements) resisting the speculative expulsion contributed to the radical transformation of the issue: the concept of ‘historic cores’ evolved ‘from that of a precious heritage to be preserved in its original form, regardless of social implications, to an important and active feature of the city, a vital and crucial element of the overall urban planning process.’<sup>5</sup>

In connection with the economic crisis and an excess of 13 million rooms (compared to the need calculated in terms of one room per inhabitant), government attempted to reduce housing waste through national policy by ‘minimising incentives to new construction, while encouraging socially oriented rehabilitation of existing dwellings. Examples are the National Housing Act of 1971 and the widespread use of joint rehabilitation projects between municipalities and private owners, based on predetermined legal rental conditions. (...) The national and local approach to problems which often differ in scope and nature can only be found through active co-operation at the local level between administrators and local residents.’<sup>6</sup>

### 2.2 The last two decades

The last two decades have witnessed a profound change in the more consolidated forms of action in the urban context. ‘The traditional ‘sequential’ process of analysis, the identification of a potential approach and the evaluation, choice and implementation of

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<sup>3</sup> This part is a rework of the following papers:

1) Economic Commission for Europe - Geneva, *Urban Renewal and the Quality of Life*, United Nations, New York, 1980;

2) Padovani, Liliana, *Local Policies to fight poverty and exclusion: what can be learnt from the Italian experience*, Paper presented at the ENHR 2000 Conference in Gavle 26-30 June 2000, Workshop n. 21;

3) Ministero dei lavori pubblici, *Iniziativa Comunitaria Urban*, PIC Italia, Programmazione FESR-FSE 1994-1999, PIC Urban Italia 1994-1999.

<sup>4</sup> Economic Commission for Europe - Geneva, *Urban Renewal and the Quality of Life*, United Nations, New York, 1980, cit. p. 32

<sup>5</sup> Ibid., cit. p. 32

<sup>6</sup> Ibid., cit. p. 32

the project to be adopted, has been substituted by a ‘recursive’ process of defining the problem, gathering proposals, opening arenas for concert and negotiation, promoting reciprocal trust and confidence, and re-defining the program and its implementation’.<sup>7</sup>

‘This model of an integrated multi-actorial, inter-institutional, participatory approach as a new form of local intervention in addressing problems of urban physical decay, social polarisation and exclusion, and lack of development has assumed an increasingly important role in the urban policies of most European countries’,<sup>8</sup> but the path taken in Italy for experimenting forms of local actions is not linear.

‘The model applied in Italy is more of a ‘constellation’ of initiatives taken by different public institutions that have introduced either general procedural innovations or specific programmes of action.’<sup>9</sup>. In this constellation of actors-actions, because of their commitment to environmental issues or to fighting social exclusion and providing training, non-profit organisations have played an important role in increasing interest in integrated multi-sectorial forms of urban action.

As Padovani’s analysis shows, ‘the propensity to experiment innovative practices has been facilitated by the fact that, since the early 1990s, Italy has been characterized by processes of institutional innovation and new practices of negotiated cooperation between public bodies. Among these processes of institutional and experimental innovation, four areas stand out.

1. At the parliamentary level, the process of reform of local government and the public administration was initiated with two important bills passed in 1990, and further developed in a 1996 act introducing the concept of negotiated programming and in a 1997 reform of the public administration known as the Legge Bassanini. The reform has produced two principal results. In the first place, the process of redefining the competencies has given more strength and power to local government authorities (mayors are directly elected). One might say that the reforms have recognised the importance of ‘territory’ in defining public policies. In the second place, interesting new possibilities have opened in favour of an approach more oriented towards negotiation and cooperation. Within this scheme, new tools have been introduced, such as: *accordo di programma*, (program agreement), *conferenza di servizi*, (meetings for program evaluation by public entities), *società miste* (joint public and private municipal companies). Along the same lines, the 1996 Act introduced the concept of negotiated programming.
2. The case of the Territorial Pacts, starting with the first experimental phase promoted and run by the CNEL (the National Council of Economy and Labour) and continuing with their institutionalisation under the Ministry of the Treasury. The program is based on the strategic mobilisation of four main actors: newly-instated mayors, representatives of industry and the workers; various business interests and

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<sup>7</sup> Padovani, Liliana, Paper presented at the ENHR 2000 Conference in Gavle 26-30 June 2000, Workshop n. 21, (cit. p. 2). Published in Laino G., Padovani L., ‘Le partenariat pour rénover l’action publique. L’expérience italienne’, 2000, Pole sud, n. 12, mai, pp.27-46

<sup>8</sup> Ibid., cit. p. 3

<sup>9</sup> Ibid., cit. p. 3

banks. These are then called to work together in identifying objectives, priorities, means, and roles. Five parameters have been established as standards to be respected in the planning process between local actors for defining a Territorial Pact.

3. A variety of interventions in support of job placement or the creation of new jobs, of the fight against poverty and social alienation which involves various ministries including those of Labour, Social Affairs, and the Interior (and includes flexibility in employment contracts, minimum wage, vocational training, day-care and youth programs). In urban regeneration programmes that plan for important measures from an economic and social point of view, various forms of partnerships have been experimented.
4. The promotion of integrated programmes for urban regeneration that were proposed and implemented first by the administration of the Cer (Housing Committee) and then by the *Direzione generale del Coordinamento Territoriale* (Territorial Coordination Department) of the Ministry of Public Works. Since 1992, five successive schemes have been implemented: *Programmi integrati* (Integrated Programmes); *Programmi di recupero urbano* (Urban Renewal Programmes) addressing the problems of distressed public housing estates, December 1994; *Programmi di riqualificazione urbana* (Urban Regeneration Programmes), December 1994, addressing urban areas with problems of industrial dismission and urban decay<sup>10</sup>; *Contratti di quartiere* (Neighbourhood Contracts) introduced in 1997 to cope with public housing estates with serious problems in terms of urban quality and social exclusion<sup>11</sup>; *Programmi di recupero urbano e di sviluppo sostenibile* (Urban Regeneration and Sustainable Development Programmes), 1998<sup>12, 13</sup>.

‘These programs are conceived as a new tool available to municipal administrations for renewing segments of the city marked by problems of urban decay and social distress.’<sup>14</sup> ‘Three main innovative elements may be identified in these programmes: a) the promotion of new forms of partnerships in the design and implementation of the project; b) the integration between interventions on buildings and interventions on infrastructure, services, and open spaces; c) timing of the project to be shared and subscribed by all the actors involved. (...)

The programme must concern several urban functions, from housing to manufacturing or service activities; provide for several forms of building intervention including works of urbanisation, building and urban rehabilitation and, if necessary, new construction; open the project to bids from several public and private entities and several public and private financial resources, insisting on the coexistence of a mix of actors and public and private resources as an important condition for considering the programme

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<sup>10</sup> 1,100 billion lire of public funding for an investment of 5,000 billion lire. 254 proposals were presented and 74 projects were approved.

<sup>11</sup> 700 billion lire of public funding. 123 proposals were presented, 83 selected at the regional evaluation level and 55 selected and financed at the central government level.

<sup>12</sup> 700 billion lire of public funding. More than 400 proposals were submitted for evaluation.

<sup>13</sup> Padovani, cfr. pp. 4-7

<sup>14</sup> Padovani, cit. p. 7

‘integrated’; guarantee that the area affected by the programme is vast enough to have an impact on urban redevelopment.’<sup>15</sup>

### **2.3 The emerging context**

‘It is not easy and may be not very important to evaluate here the different initiatives undertaken over the last decade in the variety of fields of public action that were previously presented. What seems important to note is, on the one hand, the climate more open to the experimentation of forms of partnerships between public and private third sector actors induced by this constellation of public actions. On the other, a growing interest in the role that can be played by local integrated actions in the management of urban transformation and in local development.

A variety of applications of the concept of local integrated action has been developed that range from the Territorial Pact to Urban Regeneration Programmes, Neighbourhood Contracts and the Urban PIC. It is evident that there is a deep concern to improve the negotiating capabilities within the public sector, above all, with regard to public measures undertaken to reform public administration. It is in this climate that new space was opened up for interaction between public actors and between public and private actors and that new modalities to formalise these interactions have been experimented.

Within this apparently amorphous space of new opportunities, by taking into account the different state institutions promoting the different kinds of actions or programmes it is possible to identify specific families of partnership.’<sup>16</sup>

## **3. THE URBAN PIC IN THE ITALIAN CONTEXT**<sup>17</sup>

### **3.1 Remarks on Urban Policies in Italy**

The picture painted in broad outline in the previous section is that in which regional and national government in Italy attempts to formulate strategies and implement policies for intervention in the country’s urban areas. It needs to be pointed out here that these are in fact more ‘attempts’ than ‘effective policies’ since, as the large amount of legislation passed in the past decade shows, there is in Italy the lack of an integrated plan for interventions based on a clearly defined programme. A further reason is the fragmentation of responsibility for intervention in urban areas among the various levels of government.

As a rough guide we can say that, very schematically speaking, the responsibility as regards policies and interventions in cities and urban areas in Italy is divided up between at least three ‘horizontal’ political-institutional levels - state, regions, local authorities (the latter subdivided into provincial and municipal) - and then among numerous ‘vertical’ sections on each of these levels, which it is not always possible to get to work together in a co-ordinated and integrated fashion.

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<sup>15</sup> Padovani, cit. p. 8

<sup>16</sup> Padovani, cit. p. 10

<sup>17</sup> Extract from Ministero dei Lavori Pubblici, *Iniziativa Comunitaria Urban*, PIC Italia, Programmazione FESR-FSE 1994-1999, PIC Urban Italia 1994-1999

Leaving aside the purely financial aspects (the province of the Ministries of the Treasury and of the Budget), in central government the main (technical-sectorial) responsibilities are divided between the following Ministries: Public Works, Environment, Transport, Cultural Heritage (above all through the single offices), Labour and the Interior (responsible for political-administrative aspects and social emergencies intervention).

In the past, the attempt was made to co-ordinate the various central government bodies - absolutely essential in order to formulate and implement a systematic policy for intervention in urban areas - by means of new juridical instruments (programmatic agreements between the various government bodies) or within the competent interministerial committees (e.g. the CIPE, Committee of Ministers for Economic Planning, or the CIPET, now eliminated). Nonetheless, the objective difficulties involved in co-ordination, the emergence and the growing importance of specific problems related to urban areas led at the end of the 1980s (1987) to the setting up of a special Department for Urban Areas attached to the Prime Minister's Office and run by a Minister without portfolio for urban area problems. It was the first important institutional act bearing witness to the growing awareness of the need to formulate specific policies in favour of cities and urban areas in Italy.

However, the problem of the fragmentation, overlapping or indeterminacy regarding areas of competence is no less marked at the lower institutional levels - regions and local authorities. It concerns both the relations between different hierarchical levels (e.g. in the case of the adoption of the PRGs, the General Urban Development Schemes, and other urban and territorial planning instruments, such as transport schemes, etc.) and the planning, implementation and management of sectorial interventions; just consider the situation in the field of education and training, divided up among municipalities, or sub-municipal bodies, provinces, regions and state.

In this context, the outlines and general principles of the policies and legislative measures adopted (or at least proposed or initiated) up until now by the Italian Government as regards urban areas are relatively clear. First of all, we need to distinguish between two main sets of guiding principles and kinds of measures:

- a) those aimed at addressing the question of the institutional set-ups and those of a political-administrative nature for solving the above-mentioned serious problem of institutional, political and functional responsibilities;
- b) those aimed at intervening in some (or all) of the 'concrete' problems in the urban areas.

That being said, the essential features of the policies (or at least the interventions) regarding urban areas can be summarised thus:

1. much attention has been paid to the institutional, prescriptive, administrative and political-managerial aspects of urban policy in Italy;
2. in respect of measures directly affecting living conditions and problems in urban areas, interventions involving infrastructures have been clearly predominant (above all large-scale public works);

3. within the interventions in infrastructures, priority has been given to transport and mobility (chiefly, road transport, road networks and parking lots);
4. interventions aimed at dealing with other aspects of urban problems - unemployment, especially among the young, pollution, damage to the environment, hygiene risks and health emergencies, etc - have not in general been adopted within the framework of policies or measures specifically directed at urban areas in particular but, rather, within that of policies applied to sectors (support for artisans, services, etc), factors (training, technology, employment, etc) or areas (e.g. southern Italy).
5. interventions have been fragmentary, intermittent and frequently highly ‘pinpointed’ (in the sense of being limited to a restricted territorial area or a single urban centre), confirming the difficulty of defining and implementing a unified strategy in which to insert them. We hardly need to be reminded that the most important interventions in urban areas are normally linked to specific events involving one city or another: the world football championship in 1990, the Columbus celebrations in Genoa in 1992, the G7 summit in Naples in 1994, to mention only the most recent examples;
6. considerable difficulties have been encountered in activating and furthering planned interventions according to the fixed schedules. Such difficulties can be put down to both technical-financial and political-administrative factors.

### **3.2 The main legislative measures**

The best way to exemplify what has just been stated is to list as a simple illustration some of the main legislative measures adopted nationally in the last five-six years to deal with the problems in the country’s urban areas (living conditions, housing and construction of dwellings are not included here). As to interventions in order to achieve institutional and administrative reorganisation, there are among others:

- Decree Law of 10 November 1987, to set up the Department for Urban Areas under the Minister for problems concerning urban areas, nominated for the first time in the same period; and
- Law 142/90 of 8 June 1990, a measure of fundamental importance to set up, among other things, the metropolitan areas and reform the institutional and administrative structures of the system of local government and self-government. It should be pointed out that many of the most significant articles in this law have still to be implemented (the case, for example, of the ‘metropolitan areas and municipalities’).

Regarding interventions at the level of infrastructures, the following are only a small sample of the most important:

- Law 122/89 of 24 March 1989: ‘Provisions concerning parking lots’ (three-year programme for the most densely populated urban areas, etc.);
- Law 205/89 of 29 May 1989: ‘Interventions in the infrastructures of areas involved in the 1990 world football championship’ (more commonly known as ‘world cup law’);
- Law 246/89 of 5 July 1989: ‘Urgent interventions to rehabilitate and develop the city of Reggio Calabria’;

- Law 396/92 of 15 December 1990: ‘Interventions in favour of Rome, capital of the Republic’;
- Law 208/91 of 28 June 1991: ‘Interventions for the construction of cycleways and pedestrian paths in urban areas’;
- Law 211/92 of 26 February 1992: ‘Interventions in the rapid mass transport systems sector’;
- Law 99/92 of 18 March 1992: ‘Urgent interventions for works connected with the ‘Columbus ‘92’ international exposition’;

‘Interventions connected with the Jubilee 2000 celebrations’ (a legislative provision is being prepared to guarantee financial backing).

Previously, there had been ad hoc measures along the same lines for other urban areas or cities (e.g. Ancona, Naples, etc.), perhaps within legislative provisions having more general or apparently different objectives (finance bills, interventions related to earthquakes, general policy laws or environmental programmes, etc.). Moreover, this practice is still continuing if we consider, for instance, the way the interventions for the Mediterranean Games have been financed through extraordinary provisions for infrastructures specific to one or more cities - following the example of the ‘world cup’ experience.

Also in the case of the ‘infrastructure’ measures and laws mentioned above: from those regarding parking lots and cycleways and the law for the capital Rome to, at least in part, that relating to the ‘Columbus celebrations’, long delays and serious difficulties have been encountered in starting and carrying out the interventions.

**Table 3: Number of projects by city**

Cities	Number of projects	Number of projects with provision for investments	Total amount of investments (billion lire)	Investments / inhabitants (million lire)
Turin	10	10	4,395	4,4
Milan	13	8	8,900	6,1
Genoa	13	12	4,618	6,5
Venice	4	3	6,700	20,9
Bologna	5	5	7,130	17,1
Florence	8	5	3,670	8,9
Roma	22	22	14,912	5,3
Naples	16	15	10,566	8,8
Bari	6	5	1,080	3,0
Palermo	6	6	3,562	4,9
Catania	4	3	1,200	3,3
<b>TOTAL</b>	<b>107</b>	<b>94</b>	<b>66,733</b>	<b>6,8</b>

Censis, RUR, 1991

The picture painted above, therefore, shows that although government in Italy has been unable to formulate a fully unified strategy, the interventions adopted to deal with the

problems of urban areas, often under the pressure of contingent or emergency situations, have aimed to make good the most serious deficiencies in the infrastructures of medium-large cities, above all in the area of transport. A further aim has been to construct a political-institutional set-up more in tune with actual developments in and requirements for governing urban areas.

On the other hand, notwithstanding the efforts of individual cities in this direction, there has so far been an almost total lack of any significant attempt to implement, or at least plan, an integrated strategy that alongside the interventions in infrastructures (public works), promotes interventions in the services sector in order foster employment and economic activity.

### **3.3 The features of the Urban PIC in Italy**

It is within the overall picture of urban policies in Italy outlined above that we can appreciate the novel features of the Urban PIC compared with the guiding principles and modes of intervention that have become established. In fact, the problems of urban areas are addressed using an integrated approach involving interventions that trigger both the promotion of economic growth and local employment and the social development and integration of the weakest and most marginalised strata of the population resident in the intervention area. This is achieved by concentrating available financial resources in limited well defined areas and on interventions that are, where possible, innovatory.

All of this, on one side, provides a strong incentive to alter drastically the modes of intervention adopted up until now in Italy and, on the other, assumes in full the indications from the considerations and debate on these themes underway in those circles that are most aware and engaged in addressing the problems of the cities and urban areas.

The Urban PIC-Italy essentially assimilates the suggestions and guidelines fixed by the Community Initiative<sup>18</sup> in question in that it is in large part structured around integrated and territorially concentrated projects and displays a strong innovatory impetus, especially as regards intervention strategies and modes of implementation. For many of the medium-sized Italian cities in the areas included in Objective 1, the Urban PIC has provided them with their first opportunity to see how they fare with a diversified and integrated approach to resolving the problems of (limited) areas in their territory. Such attempts represent a very new factor in urban policies, especially in the south, and are certainly worth consolidating during implementation also by making use of the Technical Assistance, which will help, among other things, to improve integration and enhance the innovative side of the interventions.

A further novel element that should be underlined is the effort on the part of nearly all local councils to break with the practices of the past in which there was an almost exclusive concentration on intervention in infrastructures and the only instruments used to tackle the problems of the urban centres were those of urban development. In fact,

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<sup>18</sup> For an intermediate report on urban project implementation see European Commission, *Urban Community Initiative - Summary Descriptions of Operational Programmes*, October 1998.

although many of the proposed interventions are of the infrastructure kind or aimed at furthering employment and new economic activities along lines widely experimented in Italy and consistent with the interventions usually carried out, the ‘added value’ of the Urban PIC lies both in the broadening of the mix of interventions and their integration and in the search for effective involvement of the population and the various socio-economic actors at local level.

Long constructive negotiations with the local councils were necessary, also in order to reach an adequate geographical concentration for the interventions. A considerable effort at clarification was needed so that the proposals were unhampered by the traditional approach of intervention policies in urban areas, often inspired by the criterion of ‘equal shares’ for the various parts of the city. Consequently, it is also worth emphasising the innovative impact of this PIC in respect of the effort at concentrating the available resources, the scarcity of which has usually placed local leaders in a situation of having to overcome the obstacle of the negative reactions from that part of the population, often the large majority, in the remaining city areas not benefiting from the Urban PIC interventions.

It is only due to the ‘constraints’ of the Urban PIC, to the constant dialogue with the competent national and community governing bodies and services and, subsequently, to a more thorough understanding of the objectives that it has been possible to achieve the goal of interventions that are innovative, integrated and territorially concentrated. The ‘concentration’ effect can also be seen in relation to the beneficiary population, which, except for Foggia and Cosenza, is in every case well under 20 per cent of the total and in some cases under 5 per cent, above all in the biggest urban centres.

## **4. REGION AND CITY CONTEXT**

### **4.1 Regional socio-economic trends for the 1960s**

Italy has been characterised for a long time by the simple distinction between the more developed areas in the Centre-North of the country and the indigent regions in the Meridione or South. Although this gap is still evident and prominent, other theories became popular in the 1970s in order to explain in a more articulate and appropriate way the social and economic disparities between the two parts of the country. In particular, in 1977 Arnaldo Bagnasco modified the classical distinction between the rich North and the poor South, introducing a new model: the so called *Three Italies*. This approach singles out three different socio-economically homogeneous geographical areas:

- the north-western Industrial Triangle characterised by a monocephalous urban system based on three large cities Turin, Genoa, Milan;
- the central and north-eastern area with many medium-sized cities (*Third Italy*);
- the South of Italy and the Islands (Meridione).

According to Bagnasco’s theory and to a large number of empirical studies on the quality of life in Italy conducted during the last few decades, the *Third Italy* is the area where living conditions appear to be better. The causes can be summarised in terms of

the following factors. During the 1950s and 1960s, in the *Third Italy* were concentrated industrial firms with specific characteristics:

- small or medium size;
- traditional sectors of industrial production and craftsmanship (food, clothing, footwear, textiles, furniture, etc.);
- entrepreneurs with both work skills and managerial capacities;
- high level of territorial specialisation and co-operation between firms (for example: clothing in Carpi-Correggio, textiles in Prato, etc.);
- reduced fixed capital and low investment in technology;
- products with a relatively low cost and good quality;
- low cost and flexibility<sup>19</sup> of the labour force (decentralisation, seasonal and part-time employment, domestic outwork).

All these characteristics favoured the development of a so called *peripheral economy* in the North-East and Centre of Italy and the consequent competitiveness of these regions not only on the domestic but also on foreign markets, according to the international division of labour<sup>20</sup>.

Especially at the beginning, this economic model was based on low labour costs, low wages, low consumption and high occupational instability of workers. Therefore, the cultural, political and social system tried to solve the problems and meet the needs of the families involved in such a process in two different ways. On one side, local government (see, for example, the Communist Party-run government in Emilia Romagna) made many efforts to set-up an efficient and effective system of social services (welfare) also based on intermediate economic institutions (co-operatives). On the other side, a sort of continuity between the agricultural and the family-based model and industrial development was maintained with the aim of reducing economic marginalisation and social protest (see, for example, the Catholic tradition in Veneto and the role of the Church in developing solidarity networks).

During the 1970s the position gained on the international market was largely consolidated<sup>21</sup>, causing a general increase in the wealth of the *Third Italy*, followed by a growth in the cost of labour and, consequently, by a process of decentralisation of production to the more marginal areas in the South of Italy and by a tendency towards technological improvement in some manufacturing sectors. These conditions did not imply any radical change in the nature of the firms, which continued to be medium-

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<sup>19</sup> Other European areas with flexible production that can be compared with the *Third Italy* are Jutland, the German Land of Baden-Württemberg, the industrial districts of Oyonax near Lyon, and the eastern Valles near Barcelona (Sabel, 1989; Bianchini, 1991).

<sup>20</sup> Agricultural production and tourist activities were another two important aspects in the economic development of the *Third Italy*. In fact, these two sectors have continued to be a source of social integration, labour and income.

<sup>21</sup> However, in the 1980s the growth of the *Third Italy* was slowed down by a crisis in global demand for the products in which the area specialises and by an increase in competition from Brazil, Singapore and South Korea (Bianchini, 1991).

sized enterprises. Instead, what could be seen was the move towards advanced forms of production and the organisation of the labour.

As a consequence of this economic and social evolution, the main collective problems, also in terms of quality of life, are traditionally less serious in the *Third Italy* than in the other areas of the countries. And it is quite a simple matter to relate this situation to the economic development, administrative tradition, and cultural and social integration, as well as to the close network of medium-sized cities, which characterise these regions.

Today, there are some signs of divergence from this model of socio-economic growth. One is the possibility of a new Italian dualism (North vs. South) based on the division of the *Third Italy* into more dynamic economic sectors and regions (Emilia-Romagna, Veneto) and more peripheral-traditional-static areas of production and regions (Tuscany, Umbria, Marches (AAVV, 1990 and, in particular, Mingione, pp. 19-20). Another is the identification of two main developmental axes in North Italy: the first lies along the urban continuum between Bologna and Milan (Via Emilia) and the second runs along a horizontal axis between Turin and Venice (especially from east to west). According to this alternative spatial interpretation of economic expansion, Milan continues to play one of the most important roles, though conventionally not included in the *Third Italy*.

#### 4.2 The selection of the cities

Cities and neighbourhoods for the UGIS Project have been selected according to several criteria. The most important is the geographical one: Genoa is located in the northern part of the country while Naples is in the South but both cities are affected by Urban Programmes. Genoa is an industrial and port city in the old Industrial Triangle (with Milan and Turin) suffering the effects of the ongoing reconversion, while Naples is a city characterised by a deeper, historical and structural socio-economic malaise. Both cities are beset by various crises, though in different sectors, at different levels and for different lengths of time. The problematic development of the two cities and their respective provinces is testified to by their positions in the quality-of-life rankings (from 1 = best to 103 = worst), which reveals that they are far behind other Italian cities mainly located in the *Third Italy*, although the results for 2000 were quite positive, especially in the case of Naples.

**Table 4: Quality-of-life rankings**

	1995	1996	1997	1998	1999	2000
Genoa	33	49	59	31	57	38
Naples	92	94	100	101	88	64

Source: elaboration on 'Sole 24 Ore' data

Finally, Genoa is the third cities by size in the North of Italy and Naples is the largest city in the Mezzogiorno or South. It is therefore interesting to analyse how metropolitan complexity can be approached through urban policy so that it becomes the proper context in which to develop UDPs.

Genoa is one of the most important cities in Italy. It numbers about 630,000 inhabitants, while in the province there are 920,000<sup>22</sup>. Along with the rest of the Ligurian coastline, it provides a natural seaport for north-western Italy, the south of France and the rest of Europe. Thanks to its geographical position the whole region, and Genoa in particular, has a long industrial and port tradition; on the other hand, its natural resources favour the tourist sector, which was neglected during the industrial boom of the 1960s.

The city of Genoa is linked to the north (Turin and Milan), east (Florence, Leghorn and Rome) and west (France) by railways and motorways, which are now inadequate to cope with current economic development; the only airport of the region is located in Sestri Ponente.

Naples is a city with more than 1 million inhabitants (3 million in the entire province) characterised by serious problems in terms of overcrowded and poor-quality housing, unemployment, the black labour market and criminality. In order to understand the structure of the labour market in Naples and its metropolitan area, it is worth starting from its weaknesses, which are a paradigmatic reflection of the weaknesses revealed by the Italian occupational model in the southern regions. They are the high youth unemployment rates and the low levels of working women. Both these factors strongly structure the forms of social exclusion in Naples even though – to complete the picture – we have to add the ageing of the employed and the *low qualification levels* of the young looking for their first job.

## 5. THE NEIGHBOURHOODS

### 5.1 Sestri and Cornigliano (Genoa)

Since 1997 Genoa has been divided into 9 new districts<sup>23</sup>, a change from the previous subdivision into 25 districts, excluding the port. Sestri Ponente and Cornigliano –

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<sup>22</sup> Italian Regions are divided into the following administrative and political local units:

- Province (Provincia)
- Commune/Municipality (Comune)
- District (Circoscrizione)

Then, in the Region of Liguria there are four Provinces: from the west the Provinces of Imperia, of Savona, of Genova (Genoa), and of La Spezia. The Province of Genoa is the largest and most important. Genoa municipality includes the district of Medio Ponente that encompasses Sestri Ponente and Cornigliano (previously autonomous districts), the neighbourhoods chosen for the present study.

<sup>23</sup> Statistical data, collected by the Town Hall, are available for both the district level and a smaller territorial level (25 units – again excluding the port area - corresponding to the previous administrative subdivisions). So some of the data for the areas concerned are for the encompassing district (Medio Ponente) and some broken down for the neighbourhoods (Sestri Ponente and Cornigliano). Where possible, we refer to 1999 data; but some of the required information is elaborated on the basis of the 1991 Census (ISTAT data elaborated by Genoa Town Hall Statistics Department). In the following description some more details on the data structure and sources will be given.

previously districts IV and VIII – are now united in district VI, renamed Medio Ponente.

The Medio Ponente area was once destined for heavy industry (iron and steel, manufacturing and ship building) and port activities; today in these neighbourhoods there are enterprises like Ansaldo, Elsag, Esaote, Marconi, Acciaierie di Cornigliano (ex-ILVA, now belonging to the Riva family). Until a few years ago, this mainly industrial area was centred on iron and steel, but now it is undergoing one of the most drastic reconversions in the country to light industry and other activities (e.g. retail and wholesale distribution). The example of this area confirms that in Italy industrial history is an urban phenomenon since the most important industrial districts sprang up near to or inside urban centres.

The area covers a stretch of territory from the distant hinterland to the coast, where before the second world war it was a holiday resort not far from the urban centre. After the war with the development of the Italian industrial economy, it became one of the most important centres for state industry (IRI); in the 1950s 25 per cent of IRI's employees worked in Liguria. In the 1960s rapid growth was guaranteed by skilled manpower, a strategic geographical and logistical position and the concentration of manufacturing industry in this area.

In the 1980s the crisis in state industry gave way to a process of change that affected all the main sectors of Genoa's economy: the port, brokerage, commerce and big industry. This implied the tough search for a new model and the reconversion of its main activities toward light industry and the tertiary sector. State industry contracted and private investors took over. The tertiary sector, particularly tourism, has struggled to settle in an industrial environment. In the last ten years Medio Ponente has been included in the Objective 2 territories of the European Union.

Reconversion means mainly a sharp reduction in industrial employment (about 30 per cent over the period 1981-91), leading to an increased resort to social services funds. The urbanisation of the area has followed on its industrial development. The residential zone of Sestri Ponente is still there while some more building has taken place at the back of the small old city centre. Cornigliano has become heavily built up to house the manpower concentrated in the area.

Now the industrial zones have turned into electronics and large-scale commercial centres, which are occupying the previous industrial sites. Consideration of environmental factors has influenced the project and the management of the territory, although the unfortunate vicinity of housing to industrial sites is a problem which is very difficult to solve.

#### *5.1.1 Demographic indicators*

##### **Total population**

Cornigliano and Sestri Ponente combined account for 10.21 per cent (in 1999) of the total population of the city of Genoa at 636,104 inhabitants. In the period 1991-99, the district area showed a greater demographic decline than the city (table 5). Map n. 1 (see Appendix) shows the population density of Genoa and its districts in 1991.

**Table 5: Population in Cornigliano and Sestri Ponente – 1991-97**

Year	1991	1997	1999	Var. 91-99	% Var. 91-99
Neighbourhood					
Cornigliano	16,668	15,828	15,514	-1,154	-6.92
Sestri Ponente	53,551	50,466	49,456	-4,095	-7.65
Total	70,219	66,294	64,970	-5,249	-7.48
Total Genoa	678,771	647,896	636,104	-42,667	-6.29

Source: Genoa Town Hall Statistics Department

The negative demographic trend started in the 1960s-1970s at the time of the onset of economic decline began and increased up until the 1980s, when the closing down of most of the industrial activities became widespread throughout the entire city. De-industrialisation caused the loss of an industrial identity and the consequent change in the territorial development model (today based on the tertiary sector, port activities, tourism and a few remaining specialised industries).

**Table 6: Population in Cornigliano and Sestri Ponente by age group – 1991**

Age	0-14	15-64	65 and over	Total
Cornigliano	1,862	11,452	3,354	16,668
Sestri Ponente	5,311	37,074	11,166	53,551
Total	7,173	48,526	14,520	70,219
Total Genoa	69,627	465,456	143,688	678,771

Source: Genoa Town Hall Statistics Department

**Table 7: Population in Cornigliano and Sestri Ponente by age group – 1991**

Age	0-14	15-64	65 and over	Total
Cornigliano	11.17	68.71	20.12	100.00
Sestri Ponente	9.92	69.23	20.85	100.00
Total	10.22	69.11	20.68	100.00
Total Genoa	10.26	68.57	21.17	100.00

Source: Genoa Town Hall Statistics Department

The two neighbourhoods of Cornigliano and Sestri Ponente are the most affected by deindustrialisation as they are the ones that had traditionally been ‘sacrificed’ for industrial development since the end of the 19th century. The age composition of the population, in which there was a drop in the intermediary group of 14-64 year-olds between 1991 and 1997,<sup>24</sup> is explained by the economic transformation.

As table 8 shows, the 1999 figures for the age groups were based on the new European composition of the labour forces statistics; therefore there is a difference in the first group so that different years cannot be compared one with the other.

<sup>24</sup> As already noted, the decrease is the climax of a continuous process started about 20-25 years ago.

**Table 8: Population in Cornigliano and Sestri Ponente by age group – 1999**

Year	1999 (absolute figure)				1999 (percent)			
	0-14	15-64	65 and over	Total	0-14	15-64	65 and over	Total
Cornigliano	1,677	10,357	3,450	15,484	10.83	66.89	22.28	100.00
Sestri Ponente	4,920	32,183	12,353	49,456	9.95	65.07	24.98	100.00
Total	6,597	42,540	15,803	64,940	10.16	65.51	24.33	100.00
Total Genoa	64,357	414,937	156,810	636,104	10.12	65.23	24.65	100.00

Source: Genoa Town Hall Statistics Department

Looking at the different age groups, the younger one (0-13 years) is less numerous, especially when compared with the number of elderly people. The composition is very similar in Sestri Ponente and in Cornigliano: during 1991-97 both show a small increase in the first group, a decrease in the intermediary group and just a slight in the oldest group. Map no. 2 (see Appendix) shows the percentage of elderly people in 1991.

In 1999, compared to the entire city of Genoa, Cornigliano shows high percentages in the first two groups (up to 64 years of age) and a low one in the oldest group; Sestri again shows a different picture, as in the previous period, with a lower percentage of young and adult populations than the city average and a higher percentage of elderly people.

#### **Percentage of ethnic minority population**

The available data collected by the Town Hall Statistical Department are based on the new district subdivision and thus refer to the unified district of Medio Ponente so that it is not possible to have a detailed breakdown for the two districts. The last data analysis was carried out in 1998 by the local ISTAT office. Among foreigners those from South America, North Africa and non-EU European countries are prevalent, accounting for up to 80 per cent of the total number (tables 9a and 9b). A difference according to gender can also be noted: most women immigrants are from South America, while the largest male group is made up of North Africans.

Some breakdown of data collected by ISTAT in 1991 is also available and even if it is not possible to make a direct comparison, the figures are useful for analysing Cornigliano and Sestri Ponente. Map no. 3 (see Appendices) shows the percentage of foreign inhabitants in Genoa in 1991.

**Table 9a: Foreign population by sex and origin (world regions) in the Medio Ponente district – 1998**

<i>Sex</i>	Medio Ponente District						Genoa Municipality					
	Men		Women		Total		Men		Women		Total	
	count	%	count	%	count	%	count	%	count	%	count	%
Region												
European Union	17	4.30	41	9.47	58	7.00	558	8.99	788	12.85	1,346	10.91
Other European Countries	98	24.81	79	18.24	177	21.38	970	15.63	912	14.88	1,882	15.26
East Africa	3	0.76	15	3.46	18	2.17	81	1.31	244	3.98	325	2.63
North Africa	157	39.75	81	18.71	238	28.74	1,579	25.45	495	8.08	2,074	16.81
West Africa	10	2.53	18	4.16	28	3.38	868	13.99	268	4.37	1,136	9.21
Central Africa	0	0.00	0	0.00	0	0.00	31	0.50	21	0.34	52	0.42
Southern Africa	0	0.00	0	0.00	0	0.00	5	0.08	3	0.05	8	0.06
Caribbean America	3	0.76	12	2.77	15	1.81	34	0.55	204	3.33	238	1.93
Central America	0	0.00	4	0.92	4	0.48	17	0.27	61	1.00	78	0.63
North America	2	0.51	2	0.46	4	0.48	45	0.73	73	1.19	118	0.96
Southern America	88	22.28	158	36.49	246	29.71	1,076	17.34	2,118	34.55	3,194	25.89
Asia	17	4.30	22	5.08	39	4.71	925	14.91	929	15.15	1,854	15.03
Oceania	0	0.00	1	0.23	1	0.12	5	0.08	8	0.13	13	0.11
Stateless and unknown	0	0.00	0	0.00	0	0.00	11	0.18	6	0.10	17	0.14
<b>Total</b>	<b>395</b>	<b>100.00</b>	<b>433</b>	<b>100.00</b>	<b>828</b>	<b>100.00</b>	<b>6,205</b>	<b>100.00</b>	<b>6,130</b>	<b>100.00</b>	<b>12,335</b>	<b>100.00</b>

Source: Genoa Town Hall Statistics Department. 31.12.1998

**9b: Foreign population by origin, sex, age in the Medio Ponente district - 1998**

Nationality	Age									Total		
	0-18			19-64			65 and over					
	M	W	MW	M	W	MW	M	W	MW	M	W	MW
Morocco	22	22	44	87	31	118	1	0	1	110	53	163
Ecuador	17	15	32	24	70	94	0	1	1	41	86	127
Albania	7	8	15	38	13	51	1	0	1	46	21	67
Tunisia	10	6	16	23	11	34	0	0	0	33	17	50
Peru	6	4	10	9	28	37	0	0	0	15	32	47
Chile	7	5	12	17	16	33	0	1	1	24	22	46
San Marino	0	0	0	10	8	18	7	6	13	17	14	31
Spain	2	1	3	0	19	19	1	0	1	3	20	23
Nigeria	0	0	0	2	14	16	0	0	0	2	14	16
Romania	1	2	3	6	6	12	0	0	0	7	8	15
Algeria	2	4	6	3	4	7	0	0	0	5	8	13
China	2	3	5	4	4	8	0	0	0	6	7	13
Yugoslavia	1	1	2	8	3	11	0	0	0	9	4	13
Poland	0	1	1	1	11	12	0	0	0	1	12	13
Colombia	3	0	3	2	7	9	0	0	0	5	7	12
Egypt	2	1	3	7	2	9	0	0	0	9	3	12
Dominican Rep.	1	1	2	1	9	10	0	0	0	2	10	12
Brazil	0	0	0	2	9	11	0	0	0	2	9	11
France	0	0	0	2	6	8	0	2	2	2	8	10
Great Britain	0	0	0	3	2	5	2	1	3	5	3	8
Mauritius	1	1	2	1	5	6	0	0	0	2	6	8
Russia	1	1	2	0	5	5	0	0	0	1	6	7
Sri Lanka	0	0	0	4	3	7	0	0	0	4	3	7
Switzerland	0	0	0	3	2	5	2	0	2	5	2	7
Bosnia Herzegovina	1	1	2	4	0	4	0	0	0	5	1	6
Lebanon	0	1	1	3	2	5	0	0	0	3	3	6
Netherlands	0	0	0	4	2	6	0	0	0	4	2	6
Bangladesh	0	1	1	3	1	4	0	0	0	3	2	5
Croatia	0	1	1	3	1	4	0	0	0	3	2	5
Ethiopia	0	1	1	1	3	4	0	0	0	1	4	5
Bulgaria	0	0	0	4	0	4	0	0	0	4	0	4
Germany	0	0	0	0	4	4	0	0	0	0	4	4
Senegal	0	0	0	4	0	4	0	0	0	4	0	4
USA	0	0	0	2	2	4	0	0	0	2	2	4
Ukraine	0	0	0	0	4	4	0	0	0	0	4	4
Other countries	0	2	2	9	31	40	1	1	2	10	34	44
<b>Total</b>	<b>86</b>	<b>83</b>	<b>169</b>	<b>294</b>	<b>338</b>	<b>632</b>	<b>15</b>	<b>12</b>	<b>27</b>	<b>395</b>	<b>433</b>	<b>828</b>

Source: Genoa Town Hall Statistics Department. 31.12.1999.

In decreasing order

### Percentage of single households and single parents

Available data indicate the number of members per household, but it is not possible to identify single parents. Households living in Cornigliano and Sestri Ponente have mainly a low number of members (between 1 and 3) both in 1991 and now (1999). In 1991, Cornigliano shows a lower rate of one or two person households than the figures for the city, while the other kinds of households are present to a high degree compared with the city average. Sestri Ponente shows marked differences from the city average with a lower percentage of single households (similar to Cornigliano) and a higher percentage of two or three people households, while there is a similar percentage of four member households; the remaining percentages are a bit lower than the city's mean value. Map no. 4 (see Appendix) shows the percentage of single elderly households in 1991.

**Table 10: Households and number of members – 1991. Absolute figures**

Members	1	2	3	4	5	6	7 and over	Total
Neighbourhood								
Cornigliano	1,957	1,841	1,530	1,000	221	39	17	6,605
Sestri Ponente	6,567	6,735	5,439	2,879	537	96	21	22,274
Total	8,524	8,576	6,969	3,879	758	135	38	28,879
Total Genoa	96,580	82,280	64,271	37,040	7,469	1,437	440	289,517

Source: Genoa Town Hall Statistics Department

**Table 11: Households and number of members – 1991. Percentages**

Members	1	2	3	4	5	6	7 and over	Total
Neighbourhood								
Cornigliano	29.63	27.87	23.16	15.14	3.35	0.59	0.26	100.00
Sestri Ponente	29.48	30.24	24.42	12.93	2.41	0.43	0.09	100.00
Total	29.52	29.70	24.13	13.43	2.62	0.47	0.13	100.00
Total Genoa	33.36	28.42	22.20	12.79	2.58	0.50	0.15	100.00

Source: Genoa Town Hall Statistics Department

In 1999 the general situation is similar to the Census year of 1991: in both the neighbourhoods single households grew in number. In Cornigliano the other kinds of households show a slight decrease, excepting those with three members. In Sestri Ponente there is a slight increase only in two member households, while the others show a decrease (in some cases at a significant rate).

It must be pointed out that the problem of the elderly, already clearly indicated by age data (in 1999 more than 22 per cent of Cornigliano's and about 1/4 of Sestri's population is over 65 years old), is borne out by household data, since about 30 per cent of the single households are composed of the elderly. A high proportion of elderly people are non-self-sufficient<sup>25</sup>, which makes the problem worse.

<sup>25</sup> The self-sufficiency condition is not derived from specific statistics, but it can be deduced from the age composition of this stratum, since a high number of the elderly are

**Table 12: Households and number of members – 1999. Absolute figures**

Members	1	2	3	4	5	6	7 and over	Total
Neighbourhood								
Cornigliano	2,213	1,830	1,568	848	186	38	14	6,697
Sestri Ponente	7,373	6,806	5,138	2,563	419	81	12	22,392
Total	9,586	8,636	6,706	3,411	605	119	26	29,089
Total Genoa	107,172	83,267	61,257	32,981	6,070	1,126	364	292,237

Source: Genoa Town Hall Statistics Department

**Table 13: Households and number of members – 1999. Percentages**

Members	1	2	3	4	5	6	7 and over	Total
Neighbourhood								
Cornigliano	33.04	27.33	23.41	12.66	2.78	0.57	0.21	100.00
Sestri Ponente	32.93	30.39	22.95	11.45	1.87	0.36	0.05	100.00
Total	32.95	29.69	23.05	11.73	2.08	0.41	0.09	100.00
Total Genoa	36.67	28.49	20.96	11.29	2.08	0.39	0.12	100.00

Source: Genoa Town Hall Statistics Department

**Table 14: Households and number of members – variation 1999/1991**

Members	1	2	3	4	5	6	7 and over	Total
Neighbourhood								
Cornigliano	256	-11	38	-152	-35	-1	-3	92
Sestri Ponente	806	71	-301	-316	-118	-15	-9	118
Total	1,062	60	-263	-468	-153	-16	-12	210
Total Genoa	10,592	987	-3,014	-4,059	-1,399	-311	-76	2,720

Source: Genoa Town Hall Statistics Department

### 5.1.2 Economics

The data reported in tables 11 to 16 are the only ones available for this section, since the more detailed figures are only to be found in the Census. Statistical data on the labour forces (collected by ISTAT) do not provide information at this level; the same is true for data from the Regional Labour Office (Direzione regionale del Lavoro)<sup>26</sup>

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over 75, 90 and 99. The Liguria region holds some of the negative demographic records in Italy, such as the highest rate of ultracentenarians!

<sup>26</sup> In this case data are supplied for the whole province and three sub-areas which include 24, 34, and 9 Municipalities.

**Table 15: Active population by sex and neighbourhood – 1991. Absolute figures**

Working condition	Entrepreneur/professional			Manager/clerk			Self-employed			Employee		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Cornigliano	116	53	169	724	680	1,404	559	319	878	2,325	917	3,242
Sestri Ponente	622	219	841	3,828	3,382	7,210	1,961	1,133	3,094	5,732	2,384	8,116
Total	738	272	1,010	4,552	4,062	8,614	2,520	1,452	3,972	8,057	3,301	11,358
Total Genoa	13,308	4,494	17,802	52,141	45,645	97,786	26,352	14,306	40,658	63,338	25,710	89,048

Source: Genoa Town Hall Statistics Department

**Table 16: Population seeking first job by sex and neighbourhood – 1991. Absolute figures**

Working condition	Looking for first job			Total		
	Men	Women	Total	Men	Women	Total
Cornigliano	386	444	830	4,110	2,413	6,523
Sestri Ponente	935	1,105	2,040	13,078	8,223	21,301
Total	1,321	1,549	2,870	17,188	10,636	27,824
Total Genoa	12,309	12,999	25,308	167,448	103,154	270,602

Source: Genoa Town Hall Statistics Department

**Table 17: Active population by working condition and sex – 1991. Percentages**

Working condition	Entrepreneur/professional			Manager/clerk			Self-employed			Employee		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Cornigliano	68.64	31.36	100.00	51.57	48.43	100.00	63.67	36.33	100.00	71.71	28.29	100.00
Sestri Ponente	73.96	26.04	100.00	53.09	46.91	100.00	63.38	36.62	100.00	70.63	29.37	100.00
Total	73.07	26.93	100.00	52.84	47.16	100.00	63.44	36.56	100.00	70.94	29.06	100.00
Total Genoa	74.76	25.24	100.00	53.32	46.68	100.00	64.81	35.19	100.00	71.13	28.87	100.00

Source: Genoa Town Hall Statistics Department

**Table 18: Population looking for first job by sex and neighbourhood – 1991. Percentages**

Working condition	Seeking first job			Total		
	Men	Women	Total	Men	Women	Total
Cornigliano	46.51	53.49	100.00	63.01	36.99	100.00
Sestri Ponente	45.83	54.17	100.00	61.40	38.60	100.00
Total	46.03	53.97	100.00	61.77	38.23	100.00
Total Genoa	48.64	51.36	100.00	61.88	38.12	100.00

Source: Genoa Town Hall Statistics Department

**Table 19: Active population by working condition and sex – 1991. Percentage of total**

Working condition	Entrepreneur/professional			Manager/clerk			Self-employed			Employee		
	M	W	Tot	M	W	Tot	M	W	Tot	M	W	Tot
Cornigliano	2.82	2.20	2.59	17.62	28.18	21.52	13.60	13.22	13.46	56.57	38.00	49.70
Sestri Ponente	4.76	2.66	3.95	29.27	41.13	33.85	14.99	13.78	14.53	43.83	28.99	38.10
Total	4.29	2.56	3.63	26.48	38.19	30.96	14.66	13.65	14.28	46.88	31.04	40.82
Total Genoa	7.95	4.36	6.58	31.14	44.25	36.14	15.74	13.87	15.03	37.83	24.92	32.91

Source: Genoa Town Hall Statistics Department.

**Table 20: Population looking for first job per sex and neighbourhood – 1991. Percentage of total**

Working condition	Looking for first job			Total		
	Men	Women	Total	Men	Women	Total
Neighbourhood						
Cornigliano	9.39	18.40	12.72	100.00	100.00	100.00
Sestri Ponente	7.15	13.44	9.58	100.00	100.00	100.00
Total	7.69	14.56	10.31	100.00	100.00	100.00
Total Genoa	7.35	12.60	9.35	100.00	100.00	100.00

Source: Genoa Town Hall Statistics Department

In 1991, the Census year, in both the areas of Medio Ponente men predominated in all professional categories (with a minimal gender difference for manager/clerk). In contrast, first-time job-seekers were mainly women, who made up about 54 per cent of the total.

Considering each area separately, Sestri Ponente had more employees at 38.1 per cent of the total active population<sup>27</sup>, while there was a low rate of entrepreneurs and professionals (3.9 per cent); Cornigliano showed a low rate of entrepreneurs and professionals (2.6 per cent, lower than Sestri), while employees were about 50 per cent. This composition was linked to the traditional presence of large firms, still operating at the time of the census, especially in this neighbourhood and also to a culture which can be summed up in the equation ‘employee = guaranteed job’ (*lavoro dipendente = lavoro sicuro*); this belief lost credibility during the events of the 1980s and later in 1990-95.

As regards the long-term unemployed (more than one or two years) the only available data are from Regional Labour Office and refer to a higher level of aggregation (the former District Compartments for Employment). Moreover, a condition of unemployment is defined on the basis of registration at this Office, but it does not give a true picture since the application to be registered as unemployed is sometimes motivated by the benefits to be gained (that is, reduced fares on local transport, etc). At the moment it is preferable not to report such misleading data.

### 5.1.3 Social welfare

At the moment only some data on home assistance actions are available (table 21).

**Table 21: Home assistance action – 1998**

Supplying centre	Month of activity	Average monthly	Average monthly	Average number
		number of users	number of actions	of actions per user

<sup>27</sup> Here are some definitions of the variables indicated in the report:

Active population = people between 14 and 64 years old;

Labour force = employed and unemployed (the unemployed divides into two groups: first-time job-seekers and job-seekers with previous work experience);

Unemployed = in the 1991 Census those who state they are seeking work (in more recent labour force statistics the new European definition is considered: those who are seeking work and have made at least one active search in the previous six month)

Cornigliano	12	21	260	12.38
Sestri	11	32	241	7.53
Total		53	501	9.45
Total Genoa		539	5,268	9.77

Source: Genoa Town Hall Statistics Department

#### 5.1.4 Urban Project<sup>28</sup>

##### A. GENERAL PICTURE OF INTERVENTION

###### Name

ZENIT: *Zona di Nuova Infrastrutture e Tecnologie* (Ecological Zone for New Infrastructures and Technologies). The infrastructure and technologies are intended to support sustainable economic growth, environmental regeneration and restoration of the social balance in the Genoa 'delegations' (by which is meant the territorial administrative units into which the municipality is subdivided) of Cornigliano and Sestri Ponente, badly hit by industrial crisis.

###### Intervention zone

The combined area of Cornigliano-Sestri Ponente. The area covers approximately 2,000 hectares, half of which are urbanised. There are 70,000 inhabitants, equal to about 10 per cent of the total in the city of Genoa. Housing density is the highest in the city (36 inhab./ha versus 28 inhab./ha) and the percentage of the territory covered by industry is over 50 per cent (five times the average for the city). In Genoa's metropolitan system, this area has the highest concentration of industrial activities in crisis, such as shipbuilding, iron and steel production, mechanical engineering (the last decade has seen the loss of more than half the jobs in these three sectors, totalling 12,000). The narrow coastal strip is where the airport lies and is further overcrowded due to the high-risk and low-employment activities centred on the oil tanker port and petrochemical industries.

The area is a typical example of all the problems of urban areas hit by de-industrialisation. It is characterised by the difficulty of finding employment (in Cornigliano joblessness is 25 per cent above the city's average); marginalisation and health and social problems; and environmental damage and urban decay. As against this, it can boast a significant concentration of resources, adequate for implementing and feeding a plan for sustainable growth in the area.

The lack of economic outlets, the middle-low income levels, the precarious living conditions, the natural and man-made environment devastated by various forms of decay and pollution, and the continual decline in the number of inhabitants and employees in firms all make west Genoa into a zone deserving of interventions aimed, on one side, at compensating for the growing hardships of the last decade and, on the other, at turning it into a hub, for the city and Europe, that will act as a catalyst for

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<sup>28</sup> Extract from Ministero dei Lavori Pubblici, *Iniziativa Comunitaria Urban*, PIC Italia, Programmazione FESR-FSE 1994-1999, PIC Urban Italia 1994-1999

recovery and sustainable urban development within a social, economic and environmental perspective.

### Objective and general description

Subplan 1 is divided into 5 measures consisting of a series of actions aimed at making an effective impact with high visibility. The interventions are strongly concentrated on the neighbourhood of Cornigliano and the linked and adjacent neighbourhood of Sestri Ponente.

In the first neighbourhood, in particular, an intervention is to be made on a compact area made up of the old complex of the Villa Bickley and the Valletta Rio San Pietro City Park. Further interventions financed directly by the municipality will make it possible to create a direct link between these two places, thereby forming an environmentally very valid site inside the built-up area. Moreover, the Villa will be used to house organisations (like, for example, the Centre to Assist the Transition to Work, the Library and Multimedia Documentary Centre, District Workshop, etc.), giving the interventions a more highly concentrated character.

The proposals put forward by the plan are integrated synergically into further executive interventions and/or local, regional and state financing in contention with or aiming at the same goals in the area of reference.

The 'ZENIT' project (integrated into pre-existing interventions and/or rival co-financing) aims to achieve:

- sustainable economic growth in the area; the intention is to promote the setting up of new self-sustaining companies that are environment-friendly, produce goods with a high intellectual content and have a high number of employees per unit of invested capital;
- environmental regeneration: the city council proposes to help with the elimination of risks to the population resulting from industrial plants and natural catastrophes and the improve permanently the quality of the area's natural environment (air, soil, water) and manmade environment (urban building renovation, road and street infrastructures, squares, green spaces and urban furniture, etc.);
- employment and restoring social balance: the intention is to promote jobs in the new companies and closely linked firms, to create adequate social services, to develop programmes for retraining the unemployed and for the recovery and reinsertion in social life of the most needy sections of the local population, and permanently to improve the level of participation by fostering residents' control over the effectiveness of the interventions;

European community co-operation in the sustainable development of metropolitan areas in crisis: Genoa City Council plans to make its experience with the Urban PIC initiative available to other cities. To this end, the possible synergies with the network of international co-operation will be pinpointed. This network is already underway through Genoa's *Civis Sistema* pilot project (art. 10 FESR) and its purpose is to promote the sustainable development of the urban systems in crisis that have forged the political, social and cultural identity of the European Union. In addition, as far as concerns public-private partnership in the planned interventions, the project envisages the

participation, among others, of BIC Liguria in co-ordinating initiatives for setting up and locating new companies.

Responsible body

Genoa City Council

Executory agency

Genoa City Council will ensure the project's co-ordination through the setting up of a mixed consortium with a majority public holding (according to art. 2615 of the civil code) comprising the city council itself and partner companies, the basic aim of which is to guarantee the integration of all the components in the subplan by adopting procedures of implementation in line with the projects specific aims and those of general interest and in full compliance with national and community regulations regarding transparency and competition.

The Consortium will have a majority public holding and its partner companies will be chosen on the basis of a publicly notified selection according to criteria decided upon by a supervisory committee. The setting up of the Consortium, its responsibilities and modes of implementation will be established through agreement reached on the Supervisory Committee.

Synoptic and total financial data (Mecu):

- Community contribution:	FSE	1,225
	FESR	5,933
	Total	7,158
- Public expenditure - National expenditure:	State	9,368
	Region	0,716
	Council	2,621
	Other	0,674
	Total	13,379
- Private funding:		2,001
- Total cost of intervention:		22,538

(Community share of funding per cent 34.8)

Implementation period

1995-1999

Envisaged outcome

The implementation of the planned interventions is expected to result in the following:

- reduction in traffic congestion in the area
- minimization of vehicle exhaust pollution
- creation of new jobs

- formation of an integrated system of social, cultural and educational services
- renovation of the system of environmental infrastructures through elimination of the main factors of decay

## *B. SYNOPTIC DESCRIPTION OF INTERVENTION*

### Breakdown of intervention

Measures and sub-measures	<u>Total cost</u>	
	(Mecus)	%
<i>Measure 1: Setting up of new economic activities</i>	5,725	25.4
· Ecological centre for goods distribution		
· Ecological haulage of goods		
· Ecological area public transport		
· New 'clean' economic activities		
<i>Measure 2: Training and local employment promotion (FSE)</i>	3,646	16.1
· Centre to assist the transition to work		
<i>Measure 3: Social services, health and public order</i>	4,736	21.0
· Restoring social balance and integrated centre for employment services		
· Library and multimedia documentation centre		
<i>Measure 4: Infrastructures and environment</i>	6,911	30.7
· City Parks		
· Integrated system for monitoring the environment		
· Traffic and access routes control system		
<i>Measure 5: Implementation and dissemination of results</i>	1,520	6.8
· Project co-ordination partnership		
· Monitoring and evaluation of results		
· Collaboration with pilot cities network and dissemination of results		
Total	22,538	100.0

## *C. DESCRIPTION OF MEASURES*

### **Measure 1: Setting up of new economic activities**

The aim of this measure is to promote technological partnership between local councils and innovative companies (for environmental reconversion of urban product and services technologies used in the area), associated with the development of firms and new industrial activities. It consists of the following interventions:

- Ecological centre for goods distribution

This is an experimental intervention which provides for the construction of an automated warehouse for goods distribution at the service of the area covered by the Urban plan. Photoelectric energy cells incorporated in the roofing will supply the power needed for the installations and the ecological management of the flows of

materials in the area. Belonging to the city council, the warehouse will be run by a company in line with the modalities and requirements to be defined in the context of the intervention 'company plans for new economic activities'. The cost of the project involves infrastructural works (primary and secondary urbanisation, building work, conveyance systems, computerised systems and installations) that will be carried out on the basis of proper competitive bids and operational design of installations. Through the public-private company, the city council will ensure the co-ordination and implementation of the intervention.

- Ecological haulage of goods

The goal of this intervention is to form a fleet of council-owned non-polluting electric vehicles for transporting materials. Provision has been made for the construction or purchase of about 30 electric trucks for use in the goods distribution centre, ensuring that all conveyance is environment friendly. Beneficiary of this intervention, the city council will entrust a public-private company with formulating the requisites and designing the electric trucks to be constructed or purchased by the city councils.

- Ecological area public transport

Provision has been made for the formation of a fleet of about 6 non-polluting public transport vehicles and to experiment with an ecological transport service aimed at revitalizing rundown industrial areas. The financing of the experiment will cover design, purchase of vehicles – owned by the city council – the experiment management and monitoring system besides the actual experiment itself. The service will be run by the present Municipal Transport Company.

- Company plans for new 'clean' economic activities

This intervention concerns the definition of a programme of support for the new highly environmental-based technologies used on the ZENIT project's experimental sites, with special regard for the project's impact on employment. It is divided into the following stages:

- a) analysis of the prospects for economic development in the area deriving from the dissemination of material demonstrating the project;
- b) singling out of the small and medium-sized firms in the area that can co-operate in giving industrial form to the project's features, thereby skill levels and employment;
- c) evaluation of the job creation opportunities arising from the above-said analysis and the work of the Job Centre (measure 2);
- d) formulation of company plans for the new economic activities subject to assessment;
- e) legal, administrative and technological assistance during the start-up phase of the new activities.

The above-said activities have an introductory function in the implementation of specific programmes of training and side management, the financing for which belongs to measure 2. The programmes are aimed at retraining entrepreneurs and workers in both the existing small and medium-sized companies involved (b) and in those being set up (c, d and e).

The implementation of the intervention ‘company plans for new non-polluting economic activities’ will be entrusted by the City Council to a public-private company, in the process of being set up, which will be the end beneficiary of the intervention.

#### Implementation period

1995-1999

#### Envisaged outcome

It is expected that there will be a reduction in traffic congestion in the area and a consequent minimization of vehicle exhaust pollution by means of:

- creating an ecological system of managing flows of materials in the area;
- setting up an enterprise for the ecological distribution of goods in the limited traffic zones;
- organisation of an ecological public transport service in the area.

Finally, it is estimated that implementation of the interventions will provide about 200 temporary and permanent jobs, public transport will be speeded up by about 8-10 per cent and a reduction in vehicle exhaust pollution, not quantifiable at present.

#### **Measure 2: Local training and employment promotion (FSE)**

- Setting up of centre to assist the transition to work: this consists of organising a Job Centre offering with a set of innovate transition-to-work services. An experimental plan is to be implemented to support transition to work encompassing the following main activities:  
Interview filter: interviews with users for access to Job Centre services or direction to other agents.;
- Job Clubs: organisation of and assistance to help groups made up of about ten unemployed young people who by using structures and facilities made available, engage in a different way to seek employment within a preset time limit and on the basis of a specific project;
- Transition Opportunities: search for work opportunities to be given to those young people taken on, including programmes specifically aimed at the more deprived sections;
- Documentation centre: production and acquisition of materials, facilities for self-documentation by users, linking with other local, national and international documentation centres, and support for users seeking information.

The planning is carried out by a workgroup of experts from the regional, provincial and municipal authorities and the regional employment agency. There are to be information counters for the unemployed and voluntary associations. It is envisaged that the project will be promoted through seminars, conferences, meetings, information packs, etc.

The activities of the Job Centre will be carried out by a group of operators, co-ordinated by a director, experts in the different convergent fields and it will be provided with a secretarial and administrative service. The staff at the Job Centre will be supplemented from time to time by specialists from the agencies and organisations involved in the project and, where necessary, receive outside assistance.

It is envisaged that organisations and bodies representative of citizens and workers and the social and health services will collaborate in implementing and promoting the world of work project. A training programme for the staff and operators fully involved in running the project will be set up. To begin with, the service will be housed in a provisional premises located in the ZENIT project target area before transferring permanently to the building indicated in measure 3 on completion of restoration work.

Furthermore, it is envisaged that measure 2 will finance the following training activities:

- one or more modules for training the staff in the libraries of Sestri Ponente to use 'Tinlib' and the introduction of bibliographical data bases to ensure operators have the necessary skills to carry out implementation materially;
- one or more modules for training grant-holders who will carry out implementation (with logistical and organisational support from the Job Centre);
- theme-based seminars and meetings for up-dating and promotion of culture aimed at users and operators of the Job Centre, to be arranged with the latter;
- payment to grant-holders during period of on-site training;
- teaching materials and equipment;
- training interventions mentioned in measure 1.

#### Implementation period

1995-1999

#### Envisaged outcome

- Occupational retraining of long-term unemployed
- Prevention of crime and marginalisation among the young at risk through work orientation and insertion

### **Measure 3: Social services, health and public order**

The goal of this measure is to create an integrated system of training, cultural and social services in order to foster skilled employment and the social regeneration of the area by ensuring residents' participation in and control over the processes of social, economic and environmental transformation; the goal is to be achieved through a series of integrated interventions that are functional one to the other:

- Restoration and integrated employment services centre

The present intervention involves the restoration and conservation of an architecturally highly valuable edifice owned by the municipality (Villa Bikley). A functional reorganisation has been provided which will also include the putting in of installations (heating, electrical system, telephonic, water and sanitary systems, fire-extinguishing equipment, alarm system, lifting apparatus, telecommunications and

protection against atmospheric disturbance) needed for the localization of the innovative services assisting participation in occupational re-skilling, employment and social promotion. The renovated building is to be used entirely for housing an integrated services centre for employment and social-cultural employment of residents in the West Genoa zone, the financing of which comes under measure 2.

A programme of investments will be implemented consisting in the acquisition of computer equipment, various materials, furnishings and informational systems for connecting firms, local bodies, etc. via internet and for organising and operating the services centre.

- **Library and multimedia documentation centre**

Provision has been made for the use of FESR contributions to set up a municipal library (at present, the 'Guerazzi' library housed in inadequate premises in Cornigliano) in Villa Bickley comprising the furnishings and the acquisition of fittings strictly functional to the cultural activities offered by the library (shelving, archives, etc). It is specified that such tangible property will be subject to compliance with the uses envisaged by national and community regulations and that the municipality is committed to fulfilling this condition.

The informational systems of the documentation centre, made necessary by extension of the services on offer, will be set up and connected on line. Within this measure, provision has been made for the acquisition of hardware and software for the purpose of creating an on-line service for document consultation.

The library will be transferred to Villa Bickley, which is to be renovated as part of the present measure, and run by Genoa Council Library Service. The involvement of the private sector is limited to, on one side, an on-line link-up with the Ansaldo history archives (on the industrial development of Genoa and the region of Liguria) and, on the other, the use of social cooperatives (if necessary, set up ad hoc by the job centre according to the above-mentioned modalities) to run some library services such as the bar, home delivery for the disabled and the elderly, etc.

#### Implementation period

1995-1999

#### Envisaged outcome

- reduction in the unemployment rate and in the period of unemployment
- aggregation of deprived groups of the population and their cultural and occupational improvement
- new indirect employment

It is estimated that the aggregate of initiatives provided for in this measure will give rise to more than 180 new (temporary and permanent) jobs

#### **Measure 4: Infrastructures and environment**

With this measure the intention is to help remove the principal causes of decay and the obstacles to sustainable development of the area. This is to be achieved through the adaptation of environmental infrastructures by recuperating decayed areas as public green spaces (admissible spending is for general facilities, illuminated pedestrian zones

and cycle paths, sports facilities) and the setting up of air pollution measurement systems, as a way to restore to residents the best natural and historical-architectural resources. On one side the measure is articulated in:

- two distinct interventions in the city parks of Valletta Rio S. Pietro and of Monte Gazzo, aiming to make the best use of the environmental features by ensuring their utilization in ways that foster social aggregation;
- integrated environment monitoring system: this is an experimental intervention in which provision is made for the completion of the air pollution measurement network and creation of a system for obtaining and elaborating the data and transmitting it to the public;
- a system of control of traffic and access roads: this is an intervention that envisages trying out a centralised traffic-light system equipped with pollution preventing programmes for the purpose of reducing congestion in the area and minimizing vehicle exhaust pollution.

#### Implementation period

1995-1999

#### Envisaged outcome

- environmental regeneration connected with reclaiming land in the vicinity of quarries and with the territory's geomorphology
- putting to use of areas' productive, commercial and residential functions
- indirect employment (18 temporary and 12 permanent jobs)
- reduction in the area of congestion and control over air pollution

The initiatives contemplated in the measure will lead to the utilization of an aggregate 11.5 ha for public green spaces enjoyed by an estimated 110,000 people per year. The Community will cooperate in sustainable development of metropolitan area in crisis.

#### **Measure 5: Implementation and dissemination of results**

The goal of this measure is to coordinate and manage the entire 'ZENIT' project; to acquire and utilize within this same project the most advanced experiments in European cities in implementing integrated projects for fostering sustainable growth in the metropolitan areas; to evaluate the indicative results achieved and transfer them to the network of the pilot cities through the urban environment observatory (set up within the CIVS pilot project); and to set up a system for the technical and administrative monitoring of the entire intervention. There are four interventions envisaged:

- A partnership in project coordination: Actions aimed at linking and coordinating the activity of the Municipality and that of private subjects involved in the Project. Like monitoring, this activity will be ensured by a public-private company specially set up by the Municipality. The private partners in the public-private company will be chosen by public notification of selection and the criteria for selecting the private partners will be decided by the Supervisory Committee. The public-private company will be the end beneficiary of the following two actions:
- Monitoring and evaluation of results: Setting up of system and implementation of programme for technical monitoring; implementation of procedure for

administration of project and statement and documentation of spending. Provision has been made for evaluation of the Genoa subplan to be carried out by an independent subject, selected by public notification. The criteria for selecting the evaluator will be decided by the Supervisory Committee;

- Collaboration of pilot cities network and dissemination of results: Implementation by the municipality of international exchange activities on specific initiatives and relative results. These activities will be carried out on the basis of a programme decided by the Supervisory Committee.

#### Implementation period

1995-2001

#### Envisaged outcome

- Acquisition of the innovative experiences of the European pilot cities network and dissemination of project results
- Evaluation of project's effectiveness
- Control over project's progress and management transparency

## **5.2 Quartieri Spagnoli and Rione Sanità (Naples)**

The municipality of Naples is divided into 21 administrative districts and 30 large neighbourhoods or sub-districts. These 30 sub-districts, can be grouped into five areas, which correspond to the historical urban development of the town. The five areas are:

1. the centre of the city, to which belong old neighbourhoods within the ancient walls (S. Ferdinando, Chiaia, S. Giuseppe, Montecalvario, Avvocata, Stella, Vicaria, S. Lorenzo, Mercato, Pendino, Porto);
2. the neighbourhoods up to the hills that developed after the second world war (S. Carlo all'Arena, Vomero, Arenella, Posillipo);
3. the western area, which used to be agricultural or industrial and is now turning into a pole of attraction for the tertiary sector (Bagnoli, Fuorigrotta, Soccavo, Pianura);
4. the northern area, which is the most deprived (Chiaiano, Piscinola, Miano, Secondigliano, Scampia, S.Pietro);
5. the eastern area which used to be industrialised and is also now becoming a deprived area (Ponticelli, Barra, S. Giovanni, Poggioreale, Zona Industriale).

In Naples we do not find the classical centre-periphery model for the distribution of the vulnerable population; what we have instead, even in the very centre of the city, is the close proximity of very poor to very rich sub-districts. In any event, we can clearly recognise affluent sub-districts, like Posillipo, Vomero and Chiaia, and very poor ones, like Montecalvario, Porto, Scampia, Ponticelli, Mercato, Pendino, Stella.

The Quartieri Spagnoli and Rione Sanità neighbourhoods are located in the old city centre of Naples. In both of them housing is extremely dilapidated, though in Rione Sanità there are also some historically very valuable buildings. In Quartieri Spagnoli there are many 'bassi', poor one-room windowless dwellings at street level.

Quartieri Spagnoli was built in the 17th century as a residential area for Spanish troops. Due to its vicinity to Via Toledo, a wide central street full of smart shops and cafés, there have been several attempts to expel the resident population, especially after the 1980 earthquake when many buildings were damaged. This neighbourhood is considered to be one of the most difficult and deprived areas in the city, despite the recent investments made by the city council and the efforts at community work.

Rione Sanità is located in the north-eastern part of Naples inside the ancient centre and immediately outside the old centre. Topographically, it is separated from the rest of the city by a hilly zone, a section of ancient walls and an impressive bridge in the north. It was founded in the 17th century as a village centred on Piazza Vergini. Housing and economic activities (daily outdoor market, shops, etc.) are concentrated around 2-3 main streets and squares and there are numerous narrow streets connecting the upper part with the core of the neighbourhood. Buildings are in a dilapidated condition but there are also many famous edifices. Working-class housing is generally old, overcrowded and in a bad state of repair. The 1980 earthquake played an important role in its marginalisation. In the period 1980-90, the middle class population moved to more comfortable accommodation in the well-located zones while a part of the local working class was forced into new council housings in the periphery. The lower class population that remained in Rione Sanità were severely hit by the crisis in local production (the shutting down of footwear and leather factories, a reduction in commercial activities, the spread of the 'black economy'). Since that time up until the present, growing unemployment, the decay of urban infrastructures, the recrudescence of criminal activities have had negative consequences on the quality of life, sense of belonging and perception of security, above all as regards the older generations.

Before moving on to the social structure in these two neighbourhoods, we need to make some methodological observations. Most of the data used in this report is census data, collected every ten years by ISTAT. This source has some advantages as well as limitations. Among the first is the fact that it allowed for the first time in 1991 an analysis of a wide set of indicators at the neighbourhood level. An example of the limitations is that the last available census was held 1991, that is ten years ago. For this reason, only a long-term structural picture can be usefully outlined as opposed to an up-to-date description. This is also why these data have been integrated with the most recent available data from other sources (e.g. administrative archives or surveys). The latter, however, are often not available at the neighbourhood level.

Regarding the ethnic minority population, it is usually preferable to divide the figure for registered foreigners into two categories:

1. immigrants (labour migration, family reunions and asylum seekers from the Third World and Eastern Europe);
2. all others from developed countries (international travellers, returning emigrants and foreigners working for national and international organisations).

Even though unrecorded by official sources, it is useful to consider also the illegal component of immigration. This includes irregular immigrants, who enter Italy with regular documents but do not renew them, and clandestine immigrants, who enter without regular documents.

Finally, in Naples it is very difficult to discover the true number of welfare beneficiaries, what their characteristics are and what kind of benefits are supplied to them, especially if we need data for each sub-district or neighbourhood because the data provided by the city administration is sporadic and sometimes unreliable.

### 5.2.1 Demographic indicators

#### Total population

In 1997 Naples had 1,029,164 inhabitants, which meant a loss over 1981 of nearly 14 per cent of its population, the result of migratory outflow from the city involving mainly young people or young couples with minors.

According to the 1991 population census, in Quartieri Spagnoli there were 15,000 inhabitants (4,00 families) and in the entire sub-district of Montecalvario in which it lies 24,116. In spite of heavy depopulation (-18,5 per cent between 1981 and 1991) there were still 25,000 inhabitants in Rione Sanità (and 31,536 in the entire sub-district of Stella in which it lies). Map no. 5 (see Appendix) shows population density in Naples in 1991.

More recent figures provided by the Municipality show that in 1997 the inhabitants numbered 22,309 in Montecalvario and 29,390 in Stella. Montecalvario is less than one sq. km. in size and had a population density equal to 29,745 inhabitants per sq. km. Stella is 1.87 sq. km. and had a population density equal to 15,717 inhabitants per sq. km. (In Naples population density was equal to 8,778 inhabitants per sq. km.)

**Table 22: Number of inhabitants in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples – 1971, 1991**

Naples	1971	1,226,594
	1991	1,067,365
Quartieri Spagnoli (Montecalvario)	1971	35,975
	1991	24,116
Rione Sanità (Stella)	1971	46,118
	1991	31,536

Source: Population Census 1971, 1991

#### Proportion of elderly people

The age structure in Quartieri Spagnoli and Rione Sanità was not different from the rest of Naples. Among the eleven largest Italian cities, Naples ranked almost last as regards the proportion of elderly (over-sixty-fives) in the total population, 12 per cent in 1991 compared with 23.4 per cent in Bologna and 18.2 per cent in Milan. The opposite situation was to be found in respect of the proportion of young people in Naples, one of the highest in Italy at 19.2 per cent compared to Bologna, which had the lowest (8.3 per cent). In the two sub-districts the age structure of the population is similar to that of the city. The elderly were 13.6 per cent in Montecalvario and 12.3 per cent in Stella; the young 18.6 per cent and 18.9 per cent respectively (table 1b). Map no. 6 (see Appendix) shows the percentage of elderly people in the city of Naples in 1991.

**Table 22b.: Number (percentage) of inhabitants in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) e Naples by age group – 1991**

	Number of inhabitants			Total
	0-14	15-64	65+	
Naples	204,694 (19.1 %)	734,371 (68.8 %)	128,300 (12.1 %)	1,067,365 (100 %)
Quartieri Spagnoli (Montecalvario)	4,491 (18.6 %)	16,391 (67.9 %)	3,234 (13.4 %)	24,116 (100 %)
Rione Sanità (Stella)	5,987 (18.9 %)	21,706 (68.8 %)	3,870 (12.3 %)	31,563 (100 %)

Source: Population Census, 1991

#### Proportion of ethnic minority population

As is the case of most of the region, Naples has been involved in the recent increasing flow of immigration. Map no. 7 (see Appendix) shows the situation of foreign inhabitants (percentage) in 1991.

This recent development, however, has not been accompanied by adequate local policies. On the contrary, we can say that immigration began, changed and increased in a situation where social measures were lacking, and which has to be seen not only in the context of a weak local welfare system but also of the limited associative life and underdeveloped voluntary sector.

The immigrants' position is characterised by two main aspects: a) the place of work; b) access to housing. The joint effect of these two aspects explains why in some high-income sub-districts (e.g. Posillipo, Chiaia, Vomero) we find more specific groups of immigrants, doing domestic work *day and night*, than in other low-income sub-districts, as for instance in the Quartieri Spagnoli and Rione Sanità neighbourhoods, where immigrants from other countries find their own accommodation.

In 1999 there were 12,468 legally registered foreigners living in Naples: 5,979 men and 6,489 women. The most numerous ethnic groups were those engaged in domestic work, not only housework but also looking after the elderly, minors and the disabled living within households. Today these providers of services are gradually taking the place of public welfare provision, which does not exist or is inefficient. Asians are the ethnic group most involved in these kinds of activities, in particular immigrants from Sri Lanka (2,698) and the Philippines (1,088). 65.6 per cent of immigrants from the Philippines are women. Africans also make up a considerable part of the Neapolitan immigrant population but they are fragmented into many different ethnic groups and the activities they engage in depend on a highly gender-based division of labour. They come for the most part from Capo Verde (880, 80 per cent women) and are mainly involved in domestic work. Immigrants from Somalia (416, 72 per cent women) show a similar picture. As far as Tunisians (368) and Moroccans (155) are concerned, they are mainly males and very often change from one occupation to another during the year: from peddling to working in agriculture or in very small manufacturing firms. Other African groups are smaller in number.

In recent years the numbers of immigrants from Eastern Europe is rising. There are 349 regular Albanians but the true figure can be estimated at nearly 600 if we include the irregular component. Since 1992, as a consequence of the war in former Yugoslavia about 1,500 Serbs, Croatians, Macedonians and Bosnians have arrived. Special camps, above all in the neighbourhood of Scampia, have been set up to house up to 1,000 people (table 23).

**Table 23: Main immigrant nationalities in Naples – 1999 (only regular)**

Origin of main ethnic group	
Sri Lanka	2,698
Greece	1,315
Philippines	1,088
Capo Verde	880
Dominican Republic	587
Somalia	416
Tunisia	368
Peru	364
Albania	349
Morocco	155
Naples	12,468

Source: ISTAT, 1999

**Table 23b - Resident and non-resident foreign population in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples, –1991**

	Residents	Non-residents
Naples	5,337	5,604
Quartieri Spagnoli (Montecalvario)	112	271
Rione Sanità (Stella)	255	123

Source: Population Census, 1991

### The household structure

The distribution of the family according to size also follows two distinct patterns in Italy. On the one hand we have the cities of the North, like Milan and Bologna, with respectively 2.3 and 2.4 members per family. On the other, there are the southern cities, which all have an average size of above three members per family. Naples has the highest figure (3.4 in 1991), also as a result of the fact that 23.7 per cent of Neapolitan families have more than five members, while in Milan this percentage is 4.1 per cent, nearly six times less. Conversely the proportion of single persons is very low in Naples (14.8 per cent of the total) as against the figure for Milan (32 per cent) (table 24).

In Stella and Montecalvario the proportion of families with more than five members are 22.1 per cent and 21.1 per cent respectively. In Montecalvario the proportion one-person households is quite high if compared to that of the entire city and of the Rione Sanità, where it is equal to 17.7 per cent. Map no. 8 shows the particular situation of single elderly households (see Appendix). Conversely the proportion of couples with

children is lower at 46.7 per cent than in Naples (54.6 per cent) and in Rione Sanità (51.1 per cent) (table 24b).

**Table 24: Numerous families in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples as percentage of total households – 1991**

Naples	23.8
Quartieri Spagnoli (Montecalvario)	21.1
Rione Sanità (Stella)	22.1

Source: Population Census, 1991

**Table 24b: Family/household type in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples as percentage of total households – 1991**

	Singles	Couples without children	Couples with children	Single mother with child/ren)
Naples	46,124 (14.8 %)	47,078 (15.1 %)	170,477 (54.6 %)	32,131 (10.3 %)
Quartieri Spagnoli (Montecalvario)	1,658 (21.7 %)	1,065 (13.9 %)	3,558 (46.7 %)	783 (10.2 %)
Rione Sanità (Stella)	1,719 (17.8 %)	1,439 (14.9 %)	4,939 (51.1 %)	951 (9.8 %)

Source: Population Census, 1991

### 5.2.2 *Economic indicators*

In order to understand the structure of the labour market in the two sub-districts it is worth starting from its weaknesses, which reflect paradigmatically the weaknesses to be found in the southern regions as a whole. They are high youth unemployment rates and low activity rates, as can be seen in table 4. Both these aspects strongly influence the forms taken by social exclusion in the two sub-districts, although – to complete the picture – we have to add the poor qualifications of young first-time job-seekers. This situation leads to a vicious circle involving on the one hand lack of work experience and on the other poor qualifications. Both aspects reinforce one another and lengthen the period of time needed to find a job (table 4).

#### Total employed population

As far as participation rates are concerned, the situation in the two sub-districts is similar to that in the entire city. The employment rate in Stella is 21.2 per cent and in Montecalvario 21.7 per cent (two points above the average) (table 4). Women in particular are strongly discouraged from entering the labour market. Census data show that the activity rate is 24.6 per cent in Stella and 24.3 per cent in Montecalvario.

#### Unemployment (total, male, female, long-term, youth)

With the exception of the period immediately after the second world war, Naples has never had so many unemployed as since 1990 until now. From the spatial point of view, unemployment is not distributed equally throughout the city. Some sub-districts, e.g.

those in the north-west, like Scampia, Miano e Piscinola where job opportunities have always been rare, are affected more than others. There is a similar situation in the sub-districts hit by deindustrialisation, like San Giovanni where re-qualification projects have not yet been implemented. Other sub-districts where unemployment is concentrated are the central ones of Mercato, Pendino, Stella, Montecalvario, where the lack of jobs is related to the de-localisation (or disappearance) of manufacturing activities after the above-mentioned 1980 earthquake.

In 1991, according to census data, the percentage of unemployed was 46.4 in Quartieri Spagnoli (Montecalvario) and 47.2 in Rione Sanità (Stella) (in Naples it was 42.7). Among young people aged 14-29 the unemployment rate in the two sub-districts was even higher (47 per cent) as against the city (41.8 per cent). Three out of four unemployed had no previous regular work experience, and the percentage was higher in Montecalvario (86 per cent).

**Table 25: Activity, employment and unemployment rates in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples –1991**

	Activity rate (total)	Employment rate (total)	Employment rate (young: 14-29)	Unemployment rate (total)	Unemployment rate (young: 14-29)	% of first-time job-seekers among total unemployed.
Naples	39.3	22.5	14.1	42.7	41.8	76.7
Q.ri Spagnoli (Montecalvario)	40.4	21.7	13.4	46.4	47.0	86.0
Rione Sanità (Stella)	40.3	21.2	13.3	47.2	46.8	81.0

Source: Population Census, 1991

### 5.2.3. Social welfare: households receiving public assistance

In 1997 about 3,125 minors from poor families in Naples were admitted to part-time and 53 to full-time care. Care is provided for minors either for half or the entire day and its main aim is to allow both parents to hold a job, in particular the mother. The income threshold in order to access this service is 26 million lire (13,000 euros a year) per family, which corresponds to the poverty line defined according to a 50 per cent threshold. If it is not possible to carry out a means test, social workers assess the situation according to their knowledge of the household's social conditions. Often the service is also granted to allow the minor to emerge from a condition of deprivation, even though conditions of extreme disadvantage and risk lead to full-time care. 446 of the minors cared were from Rione Sanità (Stella) and 424 from Quartieri Spagnoli (Montecalvario) (table 26).

In the same year of 1997 (on the basis of Law 285/97) the local administration started several innovative projects aimed at promoting networking among social workers from

public and private (non-profit) institutions working at neighbourhood and street level. Also, representatives from the municipality and the university are involved with aim of defining equitable criteria for intervention and reducing the fragmentation of the system.

Since 1998 the Municipality has also been involved in the testing phase of the *Reddito Minimo di Inserimento* (RMI) or Guaranteed Minimum Income, a form of income support accompanied by active social and economic integration policies, similar to the one in France. In Naples the implementation of the test phase targets families with minors (0-12) living in clearly deprived conditions. The budget is about 425,000 euros per year and about 17,000 claims have been made so far. However, the budget does not permit all cases to be covered. A waiting list has been set up and claimants have been ranked according to both typologies of need (e.g. large families, etc.) and a special rating system which assigns high marks to families which accumulate conditions of need. By September 1999, 3,581 households had obtained RMI income support.

Since April 1999, related to this testing phase, there has been another measure of economic support (the *Minimo Vitale*: literally ‘vital minimum’) intended for families in economic need, which is implemented for one year and envisages a contractual relationship between the claimant and the municipality. The latter supplies training, economic support, access to work, and the individuals participate actively. In 1999, 566 families received the *Minimo Vitale* in Naples and 56 in Montecalvario and 71 in Stella (table. 27).

**Table 26: Part-time and full-time care to minors in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples, – 1997**

Naples	2,950
Quartieri Spagnoli (Montecalvario)	446
Rione Sanità (Stella)	424

Source: Naples City Council, 1998

**Table 27: Families receiving the *Minimo Vitale* in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples, –1999**

Naples	566 (100 %)
Quartieri Spagnoli (Montecalvario)	56 (9.9 %)
Rione Sanità (Stella)	71 (12.5 %)

Source: Naples City Council, 1998

#### 5.2.4. Social housing

In Quartieri Spagnoli (Montecalvario) and in Rione Sanità (Stella) rates of living in council housing are very low, even when compared with rates for the city. More than half of public housing is concentrated in the outskirts, and particularly in the northern and eastern areas.

Moreover, the number of dwellings built before the second world war in the two sub-districts is very high compared to the city. These old dwellings are often in very bad condition having received no maintenance. If we consider all repairs and restructuring work that have been carried out over the last decade, only 40 per cent has been for

dwellings built before 1945 and out of these only 13.2 per cent are rented. The consequence is that rented buildings are in the worst state of repair and so less expensive. From this it follows that mainly families with low incomes live in them.

**Table 28: Living density (person/room) in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples – 1991**

Naples	0.85
Quartieri Spagnoli (Montecalvario)	0.91
Rione Sanità (Stella)	0.92

Source: Population Census, 1991

**Table 28b: Percentage of dwellings in public housing in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples – 1991**

Naples	11.0
Quartieri Spagnoli (Montecalvario)	3.6
Rione Sanità (Stella)	2.7

Source: Population Census, 1991

**Table 28c: Building age in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples – 1991**

	Building age		
	Before 1945	1946-1981	After 1981
Naples	34.5 %	58.9 %	6.6 %
Quartieri Spagnoli (Montecalvario)	84.3 %	15.6 %	0.1 %
Rione Sanità (Stella)	74.7 %	25.0 %	0.3 %

Source: Population Census, 1991

#### 5.2.5 School attendance

In the two sub-districts the percentage of people attending school in 1991 was 53-55 per cent in the 3-5 and 95-96 per cent in the 6-13 age group. For the young aged 14 years and above (school attendance no longer compulsory) the percentage was 21,6 per cent in both cases (lower than that for the city) (table 29).

**Tab. 29 Percentage of young people attending school in Quartieri Spagnoli (Montecalvario), Rione Sanità (Stella) and Naples –1991**

	3-5 years	6-13 years	14-29 years
Naples	48.9	95.9	27.1
Quartieri Spagnoli (Montecalvario)	55.0	95.6	21.6
Rione Sanità (Stella)	53.1	93.3	21.6

Source: Population Census, 1991

## 5.2.6. Urban project 29

### A. GENERAL PICTURE OF INTERVENTION

#### Name

Urban quality for economic development

#### Intervention zone

Many areas in the city could be candidates for an integrated regeneration intervention according to the criteria set by the Urban programme. The choice of the old city centre and within it of the two of the Quartieri Spagnoli and the Rione Sanità is grounded on strictly socio-economic as well as historical-city planning considerations.

Both neighbourhoods are of special importance in the history of the city. The first came into being as quartering area for the Spanish troops during the rule of the Spanish viceroy Pedro of Toledo, and it is now the symbol of marginalisation in the city. From a city planning angle it has a solid structure despite the lack of several basic amenities. Its building stock, in contrast, shows signs of serious decay, aggravated by the earthquake in 1980. As in other cities, this neighbourhood has undergone a slow gradual depopulation, which together with a concomitant ageing of the population has strongly contributed to the neighbourhood's marginalisation. The weakest sections of the population (the very young and the elderly) are at present concentrated in zone where the socio-economic fabric is seriously weakened and characterised by very high density, under-use of available housing (highest incidence of empty dwellings), dilapidated state of homes and edifices. Further features are the low rate of home ownership, the high degree of school truancy, the low level of basic education and training, a high rate of unemployment and of drug addiction, clandestine and illegal work, micro criminality and youth delinquency.

Formed in the 17th century in the Borgo dei Vergini suburb, the Rione Sanità has always been a neighbourhood peripheral to the old city centre due to the shape of the terrain. This condition was made worse by the opening of the road to the palace of Capodimonte which runs above the neighbourhood on a flyover. Similar to those in the Quartieri Spagnoli, the main socio-economic variables in this neighbourhood confirm a process of impoverishment and growing marginalisation.

In particular, both neighbourhoods clearly show:

- very high rates of unemployment;
- an even more serious situation in the labour market if we take into account the low activity rates, indicating an obvious phenomenon of discouragement;
- levels of education are particularly low;
- the indicators for quality of dwellings and environment highlight the decayed state of the two neighbourhoods.

#### Objective and general description

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<sup>29</sup> Extract from Ministero dei Lavori Pubblici, *Iniziativa Comunitaria Urban*, PIC Italia, Programmazione FESR-FSE 1994-1999, PIC Urban Italia 1994-1999

The objective of the Urban programme is to act as a catalyst for the widespread and uncoordinated initiatives of urban and social regeneration that are underway in the city and through adequate support unify them in terms of time, place and action.

In particular, the intention is:

- to address through an integrated approach the problems of a limited area in the city by combining the promotion of economic activity with improvement of the environment;
- to define pilot intervention plans aimed at a lasting improvement in the quality of life.

The transformations that have taken place in life in Naples show the serious urban and social decay. Considering that this decay is the result of numerous interwoven factors, it is evident that actions in favour of urban regeneration have to be included in a systematic plan for urban and environmental reorganisation. The plan should be accompanied by a series of measures aiming to increase and improve the services needed to attract economic activity and integrate into the social and economic fabric sections of the population that would otherwise be subject to growing marginalisation.

#### Responsible body

Naples City Council

#### Executory agency

It will be made up of an interservices co-ordination group whose task it will also be to ensure the operational design, implementation and monitoring of the interventions. Under the direction of a council supervisor, the group may also, if required, be assisted by outside experts with specific skills and proven practical experience in the field.

#### Synoptic and total financial data (Mecu)

- Community contribution:	FSE	1,318
	FESR	8,868
	Total	10,187
- Public expenditure - National expenditure:	State	8,301
	Region	-
	Council	3,588
	Total	11,859
- Total cost of intervention:		22,045
(Community share of funding per cent 46.2)		

#### Implementation period

1995-1999

#### Envisaged outcome

- Reduction in social marginalisation
- Development of local productive structure

- Lasting improvement in environment and infrastructures

## B. SYNOPTIC DESCRIPTION OF INTERVENTION

### Breakdown of intervention

Measures and sub-measures	<u>Total cost</u>	
	(Mecus)	%
<i>Measure 1: Setting up of new economic activities</i>	4,214	19.0
· Support for companies		
· Recuperation of vacant sites		
<i>Measure 2: Training and local employment promotion (FSE)</i>	1,978	9.0
· Prevention of youth alienation and their social reinsertion		
· Security and prevention of deviancy		
· Computerised systems and social services counters		
· Advisory, training and employment services		
<i>Measure 3: Social services, health and public order</i>	14,087	64.0
· Renovation of social services buildings		
· Public green spaces		
· Restoration, maintenance and urban furniture		
· Cultural, sports and recreational facilities		
· Mobility of local population		
<i>Measure 4: Seminars on maintenance, cleaning and safety of buildings (FSE)</i>	0,883	4.0
· Management of buildings		
<i>Measure 5: Implementation and dissemination of results</i>	0,883	4.0
· Co-ordination group		
TOTAL	22,045	100.0

## C. DESCRIPTION OF MEASURES

### Measure 1: Setting up of new economic activities

#### **Support for companies**

Interventions are envisaged for technical assistance in upgrading enterprises, encouraging entrepreneurial self-improvement and supporting the creation of consortia and co-operatives. 200 existing small artisan and industrial enterprises will be involved and new activities set up. The implementation of this measure takes place in two phases. The first, lasting one year, mainly involves survey work and experimentation with the existing small artisan enterprises. This consists of making analyses in the field in order to identify the productive 'vocations' in the territory and to understand the environmental conditions in which the enterprises involved operate. Further experimentation will be conducted on a small sample of small enterprises for the purpose of bringing hidden labour into the light of day and of putting on a legal basis important artisan activities that are often spontaneous and disorganised. The survey and experimentation will be carried out by the Municipality with outside assistance on the

basis of a covenant. The external subject (a company or professionally competent institution) will be commissioned according to a strict procedure and will be the end beneficiary.

This first phase will allow the characteristics and needs of the enterprises to be specified and diversified and will conclude with the formulation of operational proposals that are to be implemented by the municipal authorities above all in the next phase. On the basis of the survey results, it will be possible to define the intervention content, which will be mainly directed at encouraging the start up of new activities and the location of the enterprises (or other forms of intervention arising from the analysis made during the preceding phase). The enterprises that can benefit from a contribution granted within the minimum necessary limits will be selected by public notification, the criteria for which will be decided by the Supervisory Committee. It is envisaged that the public notification of selection will be managed by the municipality, which at all events will be the end beneficiary of the contribution.

#### **Recuperation of vacant sites**

The aim of the second phase is mainly that of recuperating publicly owned decaying areas to be used as productive sites for enterprises existing in the area, in this way curbing the illegal and precarious conditions in which many artisan and small industrial activities now operate in the neighbourhoods involved in the Urban Plan interventions. Work on infrastructures will be carried out as falling within the responsibilities of local government, the end beneficiary of this part of the intervention. It is envisaged that about 3.000 sq. m. of publicly owned vacant sites will be used as sites for artisan activities. It is also envisaged that an enterprise incubator will be set up which will make certain municipal services available to artisans and industrial enterprises. These services will be provided by the incubator at special rates. The incubator will be the end beneficiary of the contribution.

#### Implementation period

1995-1999

#### Envisaged outcome

- Upgrading of marginal and hidden economic activities
- Creation of new enterprises providing employment
- Creation of services consortia for managerial, organisational and technological innovation of artisan and commercial enterprises
- Attraction of tourists into the area through recuperation of local artisan production

#### **Measure 2: Training and local employment promotion (FE)**

This measure is made up of four types of direct intervention aimed at improving social conditions through direct prevention and recuperation of youth privation with specific interventions in terms of safety, prevention of deviation, information and, lastly, the insertion in work of the unemployed.

- Prevention of youth privation and their social reinsertion: The setting up of 2 day centres is envisaged for the purpose of prevention and providing somewhere to go to socially deprived young people at risk of deviancy. They will involve around 400

minors an 120 families, and information will reach about 2.000 young people. These centres, which can also have their own ‘antennas’ in already existing structures, will offer services of reception, socialisation, pre-training and pre-orientation to socially deprived young people with psychological problems, and even with drug problems. They will work in a network with other local educational bodies, supported by a socio-educational initiative for prevention purposes, also through the active provision of information to prevent deviancy and AIDS. The envisaged activities will be carried out in already existing special centres and/or in publicly owned premises to be renovated using the funds provided for in measure 3.

- Security and prevention of deviancy: The intervention provides for street educators and operators and the carrying out of initiatives able to involve 450 young people in recuperation therapies based on education and assistance.
- Computerised systems and social services counters: Four social services counters are to be set up (‘antennas’ that pick up social demand first) which, as well as providing a link with the traditional services, can form a local educational network that is more effective in dealing with the privations of multi-problem families in the intervention area. The activity of operators in these structures with ‘antennas’ will make it possible to create a territorial information system on a micro urban scale.
- Advisory, training and employment services: Two counters will be set up here: one for the insertion in work and job training guidance of young people at risk (14-25) and the other for the reinsertion in work of the unemployed. Training activities will be carried out in public premises and structures to be adapted for the purpose (funds for renovation come under measure 4) and/or specially selected private structures.

#### Implementation period

1995-1999

#### Envisaged outcome

- Reduction in the spread of drugs in the neighbourhood, especially among minors
- Support for adolescents and families at risk of involvement with drugs
- Training of 90 street educators and operators
- Maximisation of effect of active work policies at area level
- Planning of interventions in favour of temporary employment
- Definition, promotion and implementation of interventions for personalised training

### **Measure 3: Social services, health and public order**

- Renovation of social services buildings: Within this measure, the renovation of a publicly owned building is envisaged for the purpose of housing a structure and, if necessary, some of the activities provided for in measure 2. The renovation work is to be done on the basis of a ‘training site’ in which the building firm provides skill training for some of the young unemployed (the training costs come under measure 2).
- Public green spaces: This intervention is for creating a public urban park in the Rione Sanità neighbourhood, in a zone in front of the Capodimonte Hill-Astronomical Observatory. It will cover an area of 45.000 sq. m. already destined

for a park by the General Urban Development Plan but at present in a state of abandonment and dangerous. A further intervention envisaged is the recuperation of the historically important 'La Riccia' Steps. Access to the Observatory will be provided by the construction of a lift inside the park and the quarries facing the area will be reclaimed. Besides acting as a lung and a space with facilities through the insertion of artisan activities, this park will play an important role in local mobility and zone linking within Rione Sanità.

- Restoration, maintenance and urban furniture: This involves maintenance and restructuring and urban furniture for the squares in the Rione Sanità and Quartieri Spagnoli neighbourhoods. It is expected that the implementation of this intervention will have a favourable impact in terms of the renovation of the facing buildings. The local population might well be compelled by law to renovate buildings within the area designated for urban recovery.
- Cultural facilities: Here we have interventions for the purpose of recovering areas to be destined for cultural and recreational activities. The goal is to create a space where young people and, more generally, the local population can come together, at the same time raising the cultural level. In particular, a publicly owned building is to be restored as a cultural centre. The rooms can be used for theatre, film and literature workshops.
- Mobility of local population: Provision is made for the renovation of a lift and the construction of a new one for the purpose of linking zones. These lifts are needed because of the great differences in height between zones; they will make for easier access to the neighbourhoods involved and help to reduce congestion in the lower zone by diverting traffic which would otherwise enter the already congested neighbourhoods.

#### Implementation period

1995-1999

#### Envisaged outcome

- Renovation of a public building
- Increase in public green spaces
- Improvement in system of local mobility
- Improved facilities in the neighbourhood
- Restructuring of and urban furniture for some squares in the neighbourhoods involved, also with a view to recovering spaces for socialisation

#### **Measure 4: Seminars on maintenance, cleaning and safety of buildings (FSE)**

- Management of buildings: This measure involves technical assistance for permanent maintenance of existing buildings and the holding of seminars to provide information to families living in dwellings in the area. Provision has also been made for a campaign to inform families living in the neighbourhoods subject to interventions in terms of recovery and urban furniture and make them aware of the need to carry out the necessary renovation of their own houses (see measure 3).

### Implementation period

1995-1999

### Envisaged outcome

- Reduction of housing decay in the neighbourhood
- Increase of local micro communities' ability to participate

### **Measure 5: Implementation and dissemination of results**

- Support for co-ordination group: Hardware and software for the informational system required to effect verification and monitoring of envisaged actions. In carrying out its functions, the inter-services co-ordination group can be supported by experts from outside the municipal authorities, above all as regards promotion, evaluation and monitoring. Provision has also been made for the holding of seminars and meetings with various Italian and other European cities involved in implementing the Urban Community Initiative with a view to disseminating results and exchanging experiences. These activities will take place on the basis of a programme to be formulated as an integration of and in line with what is envisaged in the entire national plan.

### Implementation period

1995-1999

### Envisaged outcome

- Better matching of supply and demand of services
- Improvement in the processes of planning and of upgrading the neighbourhood's social and economic fabric

### **5.3. Some conclusions**

The data and qualitative information presented in this report reveal two different situations in the Genoa and Naples neighbourhoods. Within the old city centre of Naples, the Quartieri Spagnoli and Rione Sanità neighbourhoods are typical examples of urban decay and social exclusion. Many people live in fewer and fewer rooms. Low educational levels, unemployment and crime are also evident. The neighbourhoods of Cornigliano and Sestri Ponente in Genoa are typical examples of industrial decline. Unemployment is higher than the average for Genoa and difficulties in social integration, poor sanitary conditions and environmental problems are widespread.

In the case of Genoa, there is a difference between the two neighbourhoods in terms of population size: Sestri has three times as many inhabitants as Cornigliano. Consequently, we note a similar gap between them in the number of households. Other significant differences are represented by the percentages of foreigners and unemployed, both higher in Cornigliano.

In the case of Naples, the Spagnoli and Rione Sanità neighbourhoods have populations of a similar size and the same percentages of the elderly and the unemployed and similar activity rates. Their percentages of single households and total numbers of households do not diverge noticeably. However, the main difference lies in the proportions of foreigners: the rate in Rione Sanità is almost double that in Quartieri Spagnoli.

To sum up, by comparing Genoa with Naples we can note two important differences:

- Genoa has a significant percentage of elderly (over 65 years old), that is almost 23 per cent against the 12 per cent of Naples.
- The Neapolitan neighbourhoods show a very high rate of unemployed: 46 per cent versus the 15 per cent of Genoa's neighbourhoods

**Tables 30: Some data in a comparative perspective**

	inhabitants	households	% +65	singles
	1997	1991	1991	1991
Municipality	Census	Census	Census	Census
Genoa	647,896	276,531	23.2	26.5
Cornigliano	15,828	6,326	21.7	23.0
Sestri	50,446	21,664	23.1	23.4
Naples	1,029,164	312,376	12.1	14.8
Quartieri Spagnoli (1)	22,309	7,624	13.6	21.7
Rione Sanità (2)	29,390	9,662	12.3	17.8

	activity rate	% unemployed	foreigners*
	1991	1991	1991
	Census	Census	Census
Genoa	39.9	14.6	7.8
Cornigliano	39.1	19.6	5.2
Sestri	39.8	14.3	2.8
Naples	39.3	42.7	5.0
Q.ri Spagnoli (1)	40.4	46.4	4.6
Rione Sanità (2)	40.3	47.2	8.1

Source: Population Census, 1991

#### Notes

(\*) Residents per 1.000 inhab.

(1) Montecalvario

(2) Stella

Source: Population Census, 1991 and Municipality, 1997

The data and information about Urban Programmes show quite clearly different types of populations and problems characterising the four neighbourhoods and, therefore, different patterns of possible interventions. As the next table shows, in Naples the main Urban Programme actions concern social services, health and public order, while in Genoa actions directed at improving infrastructures and the environment are prevalent. Both cities pay particular attention to the unemployment question, but in the case of Naples the programme is more oriented to tackling youth marginalisation. Finally, in

the case of Genoa problems connected with road traffic emerge quite clearly, while in the case of Naples the question of housing continues to predominate. These first findings constitute the main issues around which to develop a comparative analysis with neighbourhoods in other countries with the same/alternative features and with the same/alternative strategies in terms of urban policy.

Measures and sub-measures in a comparative perspective	<u>Total cost</u>	
	(Mecus)	%
<i>Measure 1: Setting up of new economic activities</i>		
<b>Genoa</b>	5,725	2.54
· Ecological centre for goods distribution		
· Ecological haulage of goods		
· Ecological area public transport		
· New 'clean' economic activities		
<b>Naples</b>	4,214	19.0
· Support for companies		
· Recuperation of vacant sites		
<i>Measure 2: Training and local employment promotion (FSE)</i>		
<b>Genoa</b>	3,646	16.1
· Centre to assist the transition to work		
<b>Naples</b>	1,978	9.0
· Prevention of youth alienation and their social reinsertion		
· Security and prevention of deviancy		
· Computerised systems and social services counters		
· Advisory, training and employment services		
<i>Measure 3: Social services, health and public order</i>		
<b>Genoa</b>	4,736	21.0
· Restoring social balance and integrated centre for employment services		
· Library and multimedia documentation centre		
<b>Naples</b>	14,087	64.0
· Renovation of social services buildings		
· Public green spaces		
· Restoration, maintenance and urban furniture		
· Cultural, sports and recreational facilities		
· Mobility of local population		
<i>Measure 4: Infrastructures and environment</i>		
<b>Genoa</b>	6,911	30.7
· City Parks		
· Integrated system for monitoring the environment		
· Traffic and access routes control system		
<i>Measure 4: Seminars on maintenance, cleaning and safety of buildings (FSE)</i>		
<b>Naples</b>	0,883	4.0
· Management of buildings		

*Measure 5: Implementation and dissemination of results*

<b>Genoa</b>	1,520	6.8
· Project co-ordination partnership		
· Monitoring and evaluation of results		
· Collaboration with pilot cities network and dissemination of results		
<b>Naples</b>	0,883	4.0
· Co-ordination group		
<b>Total Genoa</b>	22,538	100.0
<b>Total Naples</b>	22,045	100.0

## **APPENDIX**

### **METHODOLOGICAL NOTE ON THE MAPS LEVEL OF ANALYSIS**

In order to construct the Genoa and Naples maps GIS (Geographical Information System) and ISTAT data, specifically the Population and Housing General Census of 1991, have been used. On the maps, territorial units of statistical analysis are represented by census tracts: 3,113 in Genoa and 3,817 in Naples.

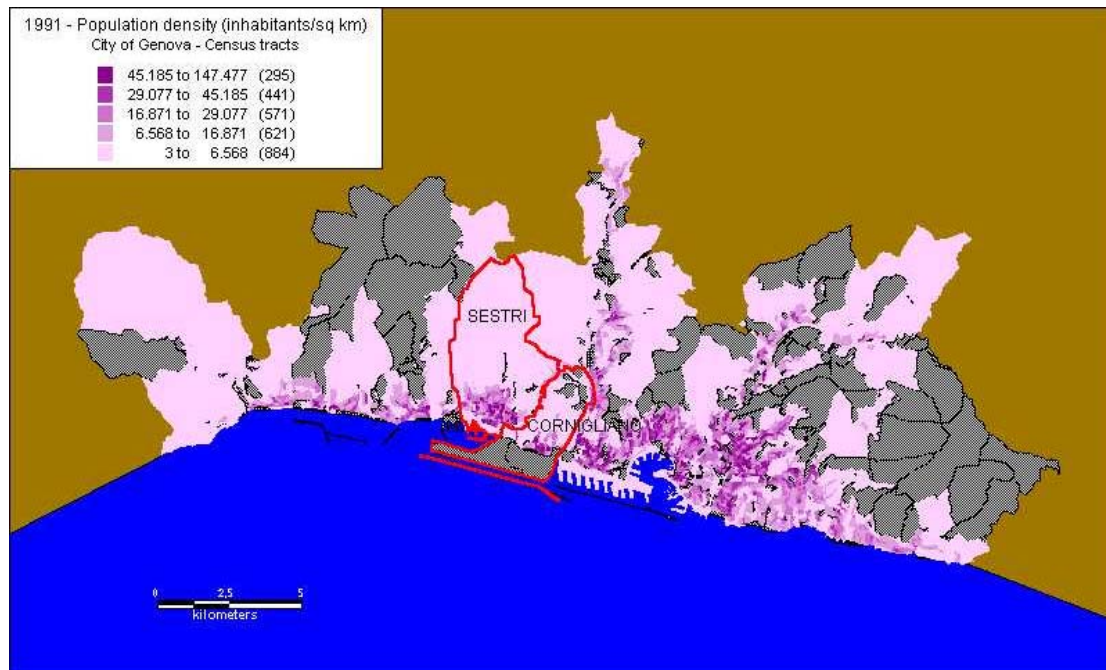
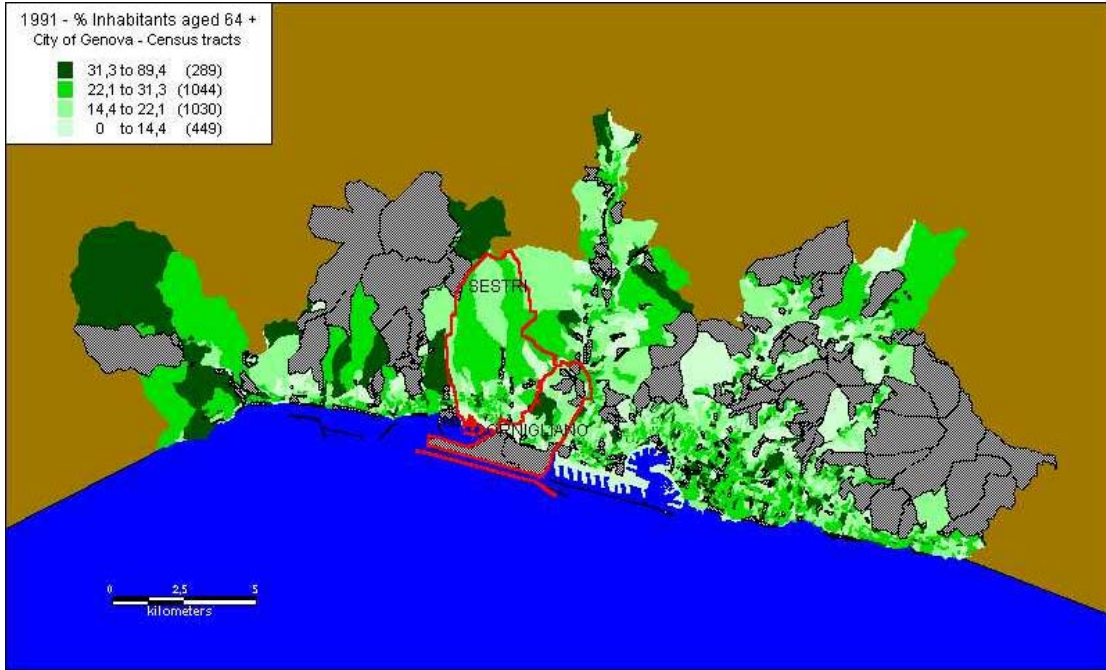
Four indicators have been constructed:

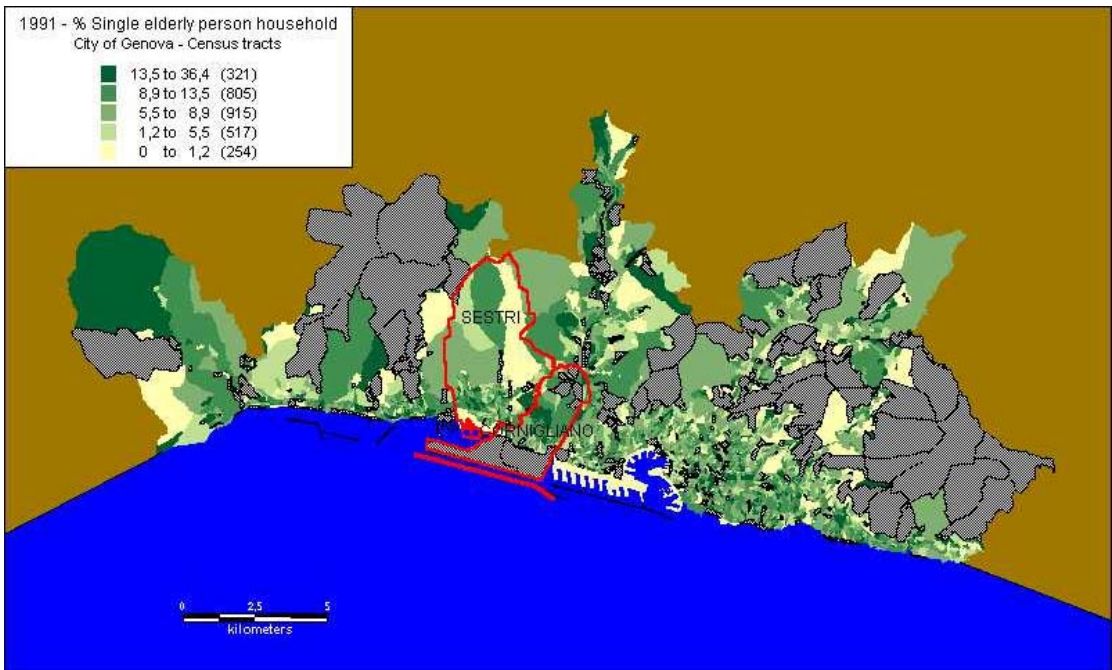
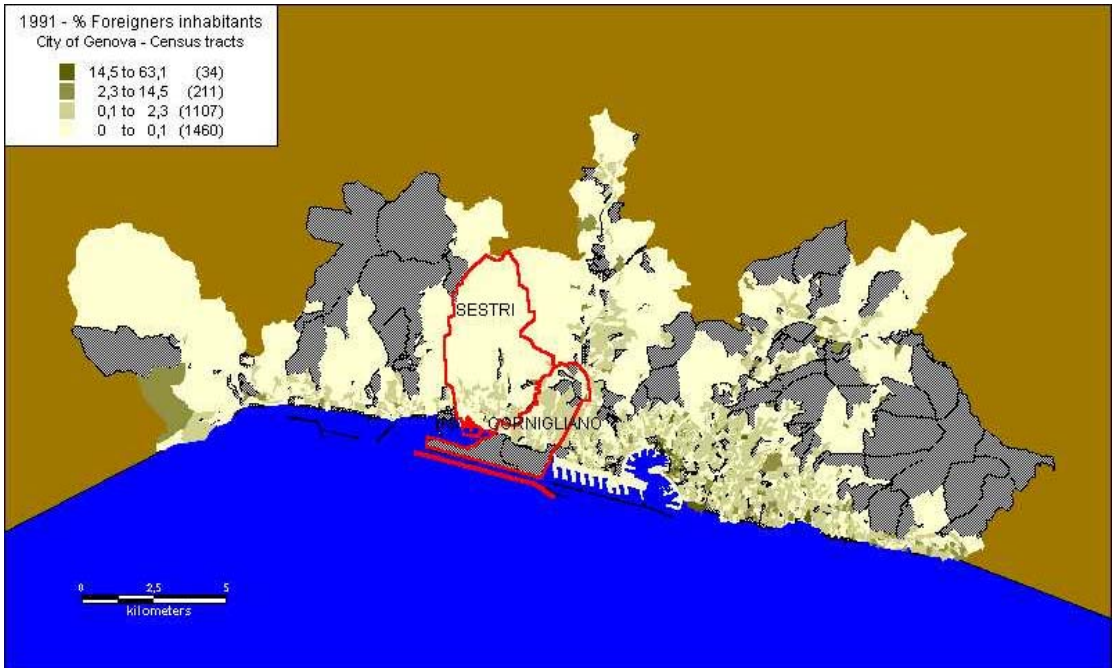
- Population density (inhabitants per sq. km.)
- per cent single elderly households
- per cent foreign inhabitants
- per cent inhabitants aged over 64

To ensure reliability of statistical indicators, only tracts with populations over 14 inhabitants have been used: their total number is 2,812 for Genoa (90.33 per cent) and 3,449 for Naples (90.35 per cent).

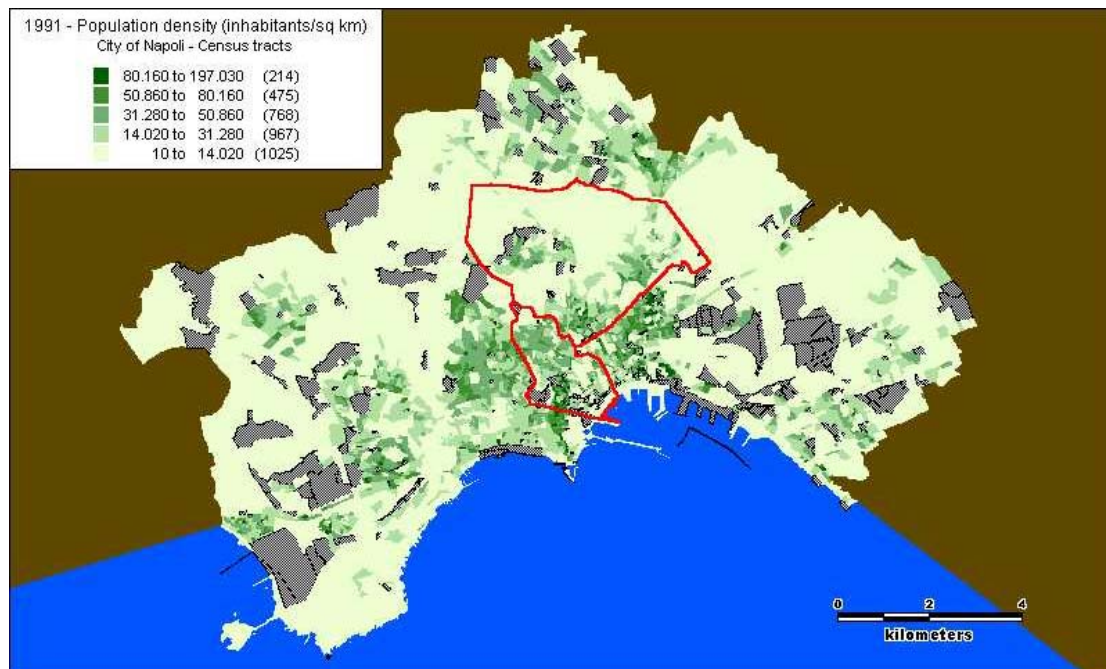
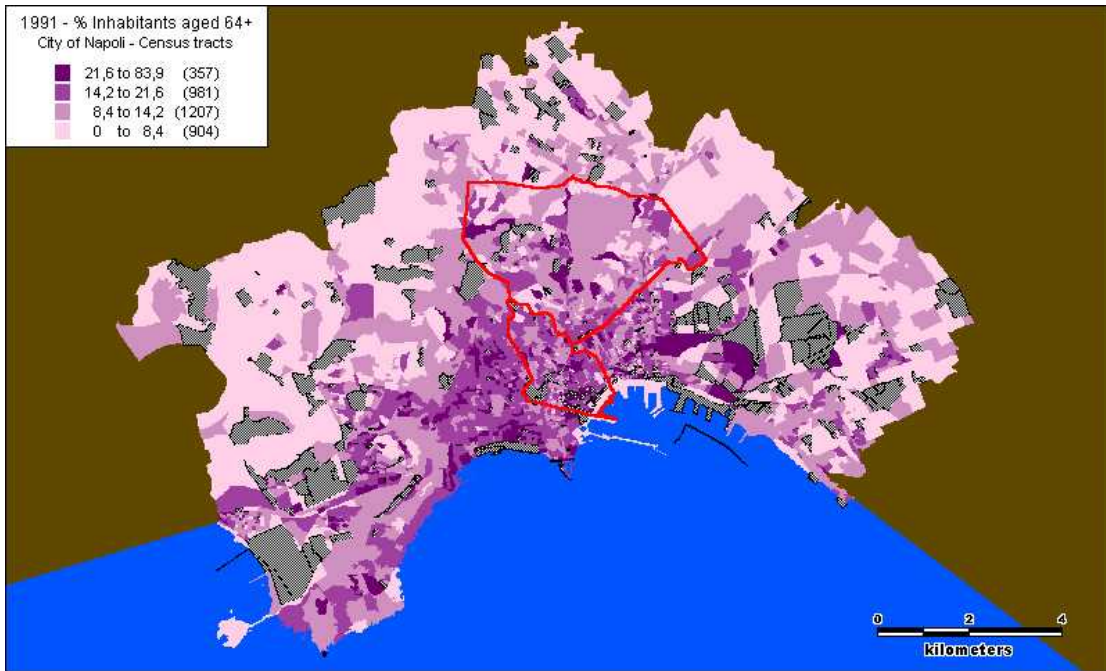
Tracts with populations between 1 and 14 inhabitants are 201 in Genoa and 194 in Naples, whereas 100 tracts in Genoa and 174 in Naples are uninhabited. On thematic maps they have been coloured grey.

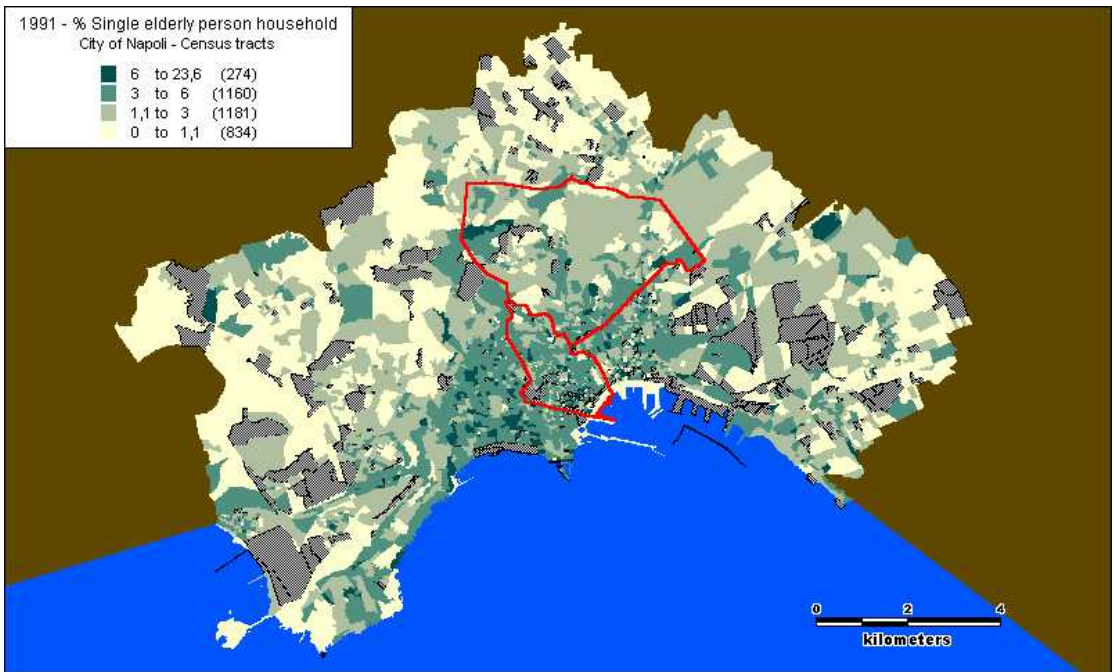
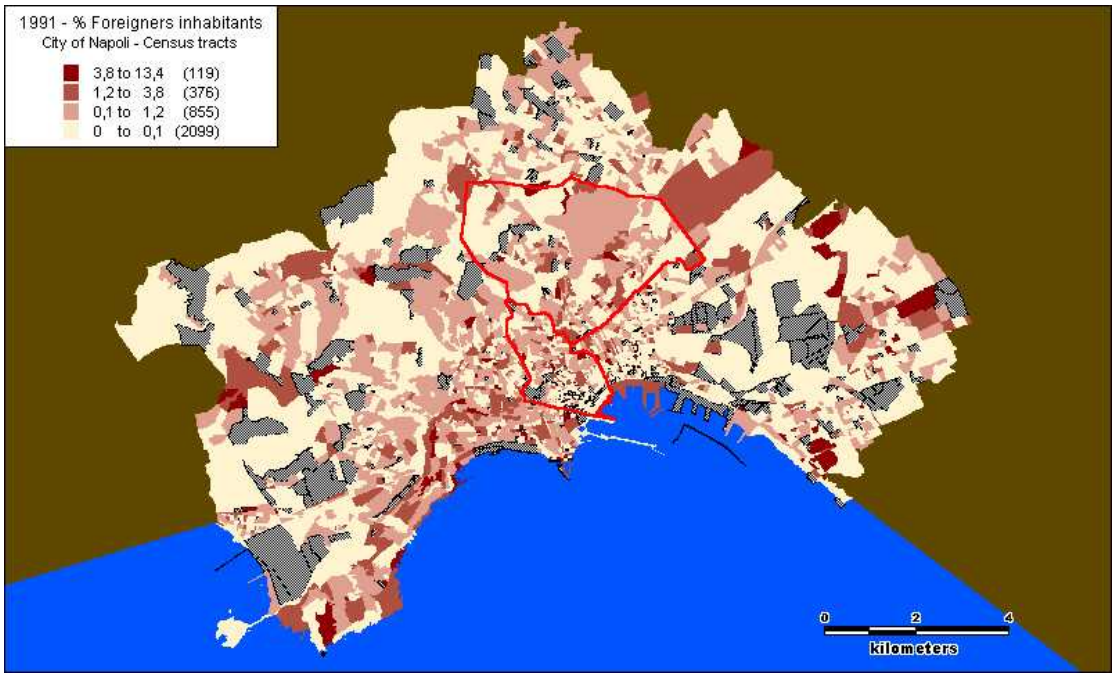
# MAPS OF GENOA





# MAPS OF NAPLES





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