



ESPN Thematic Report on minimum income schemes

Italy

2015

Jessoula M., Pavolini E. and Strati F.
October 2015



EUROPEAN COMMISSION

Directorate-General for Employment, Social Affairs and Inclusion
Directorate C - Social Affairs
Unit C.2 – Modernisation of social protection systems

Contact: Emanuela Tassa

E-mail: Emanuela.TASSA@ec.europa.eu

*European Commission
B-1049 Brussels*

European Social Policy Network (ESPN)

**ESPN Thematic Report on
minimum income schemes**

Italy

2015

Jessoula M., Pavolini E. and Strati F.

The European Social Policy Network (ESPN) was established in July 2014 on the initiative of the European Commission to provide high-quality and timely independent information, advice, analysis and expertise on social policy issues in the European Union and neighbouring countries.

The ESPN brings together into a single network the work that used to be carried out by the European Network of Independent Experts on Social Inclusion, the Network for the Analytical Support on the Socio-Economic Impact of Social Protection Reforms (ASISP) and the MISSOC (Mutual Information Systems on Social Protection) secretariat.

The ESPN is managed by LISER and APPLICA, with the support of OSE - European Social Observatory.

For more information on the ESPN, see:

<http://ec.europa.eusocialmain.jsp?catId=1135&langId=en>

***Europe Direct is a service to help you find answers
to your questions about the European Union.***

Freephone number (*):

00 800 6 7 8 9 10 11

(*) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

LEGAL NOTICE

This document has been prepared for the European Commission, however it reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

More information on the European Union is available on the Internet (<http://www.europa.eu>).

Contents

SUMMARY	5
PART I - DESCRIPTION OF MAIN FEATURES OF MINIMUM INCOME SCHEME	6
1 GOVERNANCE ARRANGEMENTS	6
1.1 Levels of governance	6
1.2 Delivery arrangements	6
1.3 Rights based versus discretionary benefits	7
2 DESIGN OF MINIMUM INCOME SCHEME	7
2.1 Level of benefit	8
2.2 Eligibility conditions	8
2.3 Conditionality rules	10
2.4 Duration	10
2.5 Transitions	11
3 LINKS WITH OTHER SOCIAL BENEFITS AND SERVICES	11
3.1 Components covered by MI schemes	11
3.2 Other means-tested benefits	11
3.3 Passport to other services and benefits	13
PART II - ANALYSIS OF MINIMUM INCOME SCHEMES	14
1 ASSESSMENT OF ADEQUACY, COVERAGE, TAKE-UP AND IMPACT	14
1.1 Adequacy	14
1.2 Coverage	15
1.3 Take-up	16
1.4 Impact	16
2 LINKS TO OTHER TWO PILLARS OF ACTIVE INCLUSION	17
2.1 Inclusive labour markets	17
2.2 Access to quality services	17
3 SUMMARY TABLE	20
REFERENCES	21

Summary

In Italy, a nation-wide minimum income scheme (MIS) is still missing. However, in accordance with a decentralisation process which transferred competence in the field of social assistance to subnational levels of government, means-tested social assistance schemes approximating MIS criteria were introduced in a number of regions and municipalities. This report therefore focuses on 10 programmes that currently exist in Italy: 9 of these MIS rely on policy decisions and benefit delivery at regional level; 1 is based on cooperation between national authorities and municipalities. Coordination between social services and activation services (e.g. employment services) implies an integrated service delivery in all 10 MIS. Other common features include regulations to provide benefits to in and out of work people through strictly rights-based criteria and very strict conditions related to job search and participation in activation measures (customised projects for employment and/or social inclusion, and projects of public utility). 5 of the MIS are open to all people with insufficient means. The other 5 include additional categorical criteria, in particular to determine priorities between households with similar incomes. Means-tests are used to deliver MIS benefits according to household income thresholds and to equivalised scales based on the composition of the immediate household (i.e. registered families). 1 MIS adopts a basic monetary amount as a reference budget to meet basic needs (i.e. living standards). In all MIS, monthly benefits are provided to the applicant on behalf of the family (including a one-member household). Their levels are regularly updated in 4 MIS. Updating occurs when deemed necessary in 2 MIS and is not yet envisaged for the remaining MIS, 2 of which are pilot schemes. In 9 MIS, benefit duration is limited.

There is no official national benchmark or any reliable data to clearly determine MIS adequacy, coverage, take-up or their effectiveness in reducing poverty levels and/or depth. Assessment studies were made in 2 MIS but with different methodologies. Probable substitution effects between social assistance schemes and the 10 MIS can be assumed. Comparisons between MIS and with other European experiences are hampered mainly because key Eurostat indicators (e.g. poverty thresholds, at-risk-of-poverty rates and poverty gaps) were not used to define targets or to consider outcomes. The analysis of these MIS demonstrated that in Italy there is ample room for improving the adequacy of social assistance by increasing the levels of MIS benefits as comprehensive measures that absorb other household-related social assistance benefits. Coverage of MIS benefits can also be improved via both the geographic extension of existing schemes and by the early identification (i.e. quantified targets) and ex-post measurement of beneficiary segments of the population according to priority criteria for eligibility. Take-up rates can be improved by increasing information about benefits and coordination between the relevant public services (towards the one-stop shop approach). Harmonised and systematic monitoring systems would allow for comparative analysis in key delivery and support areas, including the effectiveness of ALMP support (active labour market policies) associated with MIS benefits.

The analysis of the Italian MIS demonstrated how the close link to social services provided by the municipalities is important. The introduction of a nation-wide minimum income scheme could be embedded in local welfare systems, in parallel with a revision of social transfers to ensure a balanced mix of cash and in-kind benefits. The combination of refinancing and unification of existing funds into a single national fund for local welfare systems would provide a steady and consistent budget and help to increase integration between several branches of social services, as well as their collaboration with other relevant public services. The combined use of these three levers (effective connection between minimum income schemes and social services; comprehensive financial funds; improvement in administrative capacity) is a way to strengthen the implementation of the national framework law for integrated systems of social services adopted in 2000.

Part I - Description of main features of Minimum Income Scheme

1 Governance arrangements

1.1 Levels of governance

In Italy, a nation-wide minimum income scheme (MIS) does not exist. This report examines 10 case studies that constitute all the MIS existing in September 2015 at regional or local level. They satisfy the criteria for being income support schemes, which means they are: a) for people of working age (whether in or out of work and excluding minimum pension arrangements); b) provided through means-tested mechanisms; c) targeted to those not eligible for social insurance payments or those whose entitlement to these has expired. The 10 case studies include activation measures through customised projects for employment and/or social inclusion, or projects of public utility.

One case concerns the “new social card”, a national policy driven programme of an experimental MIS implemented in 12 municipalities (Torino, Milano, Verona, Venezia, Genova and Bologna in the North; Firenze and Roma in the Centre; Napoli, Bari, Palermo and Catania in the South). Seven cases identified concern policy decisions taken by regional governments: 2 regions in the North (Valle d’Aosta and Friuli Venezia Giulia, which have special autonomous status with respect to other regions) and 5 regions in the South, including the two main islands (Molise, Puglia, Basilicata, Sicilia and Sardegna; the latter two having an autonomous status as well). Another 2 cases concern policy decisions taken by provincial governments with autonomous status (Bolzano and Trento) in the North.

The new social card is organised by the national institute of social insurance (INPS) in collaboration with the participating municipalities. Regional or local authorities are responsible for delivering the other 9 MIS, via different organisations: regional structures in Valle d’Aosta (the department of health and social policies) and in Basilicata (the presidency of the regional government); provincial departments in Trento (the social assistance agency in collaboration with the employment agency); local social services (at municipal or district level, which is a territorial aggregation of municipalities) in Bolzano, Friuli Venezia Giulia, Molise and Puglia; and by municipalities in Sicilia and Sardegna.

1.2 Delivery arrangements

At local level, the interested persons can claim minimum income (MI) benefits based on information available in periodic public notices issued by: regional governments (Basilicata) or regional departments (for social policies in Puglia); local social services in collaboration with municipalities (Molise); municipalities (Sicilia, Sardegna and the new social card). A direct request can be made to: social secretary offices and social workers of the local social services (Valle d’Aosta); offices of district social services (Bolzano); offices of the social assistance agency or authorised fiscal assistance agencies (Trento); offices of the relevant municipality (Friuli Venezia Giulia).

In some cases, delivery arrangements formally include collaboration between social services and employment services (Trento, Friuli Venezia Giulia, Molise and Puglia). Public employment services are involved to certify and monitor the employment conditions of the recipient (e.g. Molise). Involvement of the “third sector” (i.e. civil society organisations) is envisaged by some regional schemes (e.g. Puglia).

The delivery of the new social card is based on the collaboration between national and local levels. Upon completion of the requirement checks (jointly made by the municipality and INPS), INPS identifies the final number of beneficiary households within the limits of the resources allocated to each municipality, as well as the benefit amount based on household size. In parallel, the municipality is responsible for promoting collaboration with public services (for employment, health and social

policies) and the private sector (especially civil society organisations) involved in anti-poverty initiatives.

Based on customised projects, the 10 MIS case studies demonstrate some level of coordination between public services, with municipalities performing their historically central role of connecting social assistance provisions (such as housing, socio-educational services for children, home care and health care). However, the situation is far from a one-stop shop approach and there is a clear need to streamline coordination between social services and activation services, such as employment services (Madama I, Natili M. and Jessoula M., 2013). This includes coordination of information exchange: an information system was launched in March 2015 (inter-ministerial decree No 206/2014) and managed by INPS (*Casellario dell'assistenza*; social assistance register), requiring agencies (including regional and local authorities) to provide information according to social assistance categories.

1.3 Rights based versus discretionary benefits

MI benefits are paid on a rights basis for which fixed criteria are provided by regional governments (Puglia, Basilicata and Sardegna) and provincial (Bolzano and Trento) or regional regulations (Valle d'Aosta, Molise, Sicilia and Friuli Venezia Giulia; rules for the latter are forthcoming). When adopting the fixed criteria, the municipalities and local services concerned may adapt some rules to local socio-economic situations, as well as to those of the individual recipients. The new social card follows a similar approach, whereby the municipalities, while respecting national criteria, may add additional criteria based on the capacity of their services.

2 Design of minimum income scheme

Changes occurred between 2009 (when an in-depth analysis was made by the EU Network of Independent Experts on Social Inclusion) and September 2015. In this section, if not otherwise specified, the term "Law" refers to regional/provincial acts).

A number of earlier MIS were cancelled or nullified: basic income for residents (*reddito base per la cittadinanza*) in Friuli Venezia Giulia (Law No 6/2006; abrogated by Law No 9/2008); guaranteed minimum income (*reddito minimo garantito*) in Lazio (Law No 4/2009, financed only for 2009); resident income (*reddito di cittadinanza*) in Campania (Law No 2/2004; abrogated by Law No 16/2010).

In other cases, older schemes were modified: minimum living standard (*minimo vitale*) in Valle d'Aosta (Law No 19/1994, substituted by Law No 23/2010 and improved by regional government deliberation No 1552/2011); minimum income for social insertion (*reddito minimo di inserimento*) in Bolzano (Law No 13/1991, improved through presidential decrees of the provincial government No 30/2000 and 2/2011); minimum living standard in Trento (Law No 14/1991), transformed into guaranteed income (*reddito di garanzia*; Law No 13/2007, improved by provincial government deliberation No 1256/2012).

New schemes were introduced: active social inclusion income (*reddito di inclusione sociale attiva*) in Molise (Laws No 2/2012 and 9/2015); active measure of income support (*misura attiva di sostegno del reddito*) in Friuli Venezia Giulia (Law No 15/2015); income support through a programme to fight against poverty in Sardegna (Law No 7/2014 and regional government deliberation No 28/7/2014); the new social card (*nuova carta acquisti*; national Law No 35/2012 and ministerial decree dated 10/1/2013) limited to 12 municipalities with more than 250,000 inhabitants.

Changes in some schemes were related to MI benefits: resident-workshops (*cantieri di cittadinanza*) and resident work minimums (*lavoro minimo di cittadinanza*) in Puglia (Law No 37/2014) and regional government deliberation No 2456/2014, which followed Law No 19/2006 on a minimum income scheme for social insertion (*reddito minimo di inserimento*); a programme for minimum income for social insertion (*programma per un reddito minimo di inserimento*) in Basilicata (Law No 26/2014 and regional government deliberation No 769/2015, which followed Law No 3/2005 on the

promotion of inclusive citizenry, *cittadinanza solidale*); services workshops (*cantieri di servizi*) in Sicilia (regional government directive dated 16/7/2013), through which provisions (Law No 5/2005) targeted to the former beneficiaries of the (suppressed) national minimum income scheme for social insertion (*reddito minimo di inserimento*, national Law No 449/1997; trialled between 1999 and 2004) have been extended to all citizens in the regional territory.

2.1 Level of benefit

Monthly benefits (i.e. payments) are provided to the applicant on behalf of the family (including a one-member household). The current (2015) benefit levels for some MIS are calculated as the difference between an eligible household's monthly disposable income and a reference threshold. The maximum amount of benefit in Valle d'Aosta is EUR 490. In Bolzano a sliding rate is applied according to the composition of the household: EUR 600 for a single person; EUR 785 for 2 members; EUR 1,020 for 3; EUR 1,100 for 4; EUR 1,300 for 5 and 6; and EUR 1,500 for a 7 to 10-member household. In Trento the ceiling is EUR 950, while in Friuli Venezia Giulia it is EUR 550, though this remains to be defined by forthcoming regulations, which will take into account the number of children below 18 and dependent children per household. In Molise, the monthly benefit is EUR 300, favouring households with three or more minors and single-parents with three or more children. The new social card grants EUR 231 per month per 2 member household; EUR 281 for 3 members; EUR 331 for 4 members; and EUR 404 for 5 or more members. Monthly benefits can be based on hours worked in projects of public utility: EUR 500 per person is the maximum awarded in Puglia with a maximum of 109 hours of work per month. In Basilicata EUR 450 is the average income per household based on disposable household income, household composition and a maximum of nearly 80 hours worked per month. In Sicilia for a maximum 80 hours of work per month the monthly benefit is EUR 442. EUR 600 is the maximum per household in Sardegna.

MI monthly benefits are defined by regional governments, regional and provincial regulations, or by national regulations, as in the case of the new social card. In limited cases (i.e. Sardegna), municipalities may adapt the benefit levels to their specific socio-economic conditions. The benefits are updated when it is deemed necessary (Trento, Sardegna), or yearly (Valle d'Aosta, Bolzano, Friuli Venezia Giulia and Puglia; the latter based on ISTAT - national institute of statistics - consumer price index). Some MIS do not envisage updating mechanisms (Basilicata and Sicilia), or are not updated because they are pilot schemes (Molise and the new social card). Methods of setting benefit levels are associated with the definition of income status as an eligibility condition (see below).

2.2 Eligibility conditions

Household income thresholds are defined according to equivalised economic scales based on the composition of the immediate household (i.e. registered family). 6 MIS adopt the national means-testing mechanism (ISEE, index of equivalised economic situation, reformed by Law No 214/2011 and the Prime Ministerial Decree No 159/2013, which came into operation in 2015). Below EUR 3,000 in Molise, Puglia and for the new social card; below EUR 4,500 for Sardegna, but extensions are defined by some municipalities for complex situations; below EUR 6,000 for Friuli Venezia Giulia; below EUR 9,000 for the unemployed or persons who have never had a job and EUR 15,500 for workers whose entitlement to a specific unemployment benefit (mobility allowance in derogation; *indennità di mobilità in deroga*) has expired for Basilicata. Other parameters can be associated to the income threshold, such as movable property below EUR 8,000 and patrimonial assets below EUR 8,000 (the new social card and Puglia). In 4 MIS, income thresholds were defined through other mechanisms in 2015. Valle d'Aosta used the IRSE, regional indicator of economic situation, giving a monthly threshold of EUR 490. Bolzano applies a basic monthly monetary amount, or basic budget which is supposed to supply basic food, clothing and personal hygiene. This varies between EUR 492 for a person living alone to EUR 1,866 for households with 10 members. Trento uses ICEF, the provincial indicator

of economic situation which results in a yearly benefit of EUR 6,500. In Sicilia, the old age social allowance (*assegno sociale*, formerly social pension) is used, which in 2013 resulted in a monthly benefit of EUR 442 for persons living alone, increased for additional the household members.

MI benefits are granted to all households (and individuals) in economic hardship (Valle d'Aosta, Friuli Venezia Giulia and Molise), poverty (Sardegna) and at risk of social marginalisation (Bolzano). Some MIS include employment status as an eligibility condition. In Trento, recipients are households where one of the following conditions exist: no member is capable of working; at least one member is employed; at least one member is unemployed and covered by at least two months of mandatory social contributions; at least one member has been looking for a job for at least 6 months; all member are elderly people (aged over 60 years for women and over 65 for men). The MIS of Puglia is directed towards: long-term unemployed (for at least 12 months) not benefiting from wage compensation schemes and/or other income support measures; persons above 18 years of age who have never had a job, are not involved in other projects of public utility or training/job related initiatives (e.g. Youth Guarantee programme). In Basilicata, there are two categories of recipients: former beneficiaries of mobility allowance in derogation; or the unemployed or persons without a job for more than 24 months or for at least 12 months without upper secondary education or older than 55 years of age or members of households with only one source of employment income. The MIS of Sicilia is directed at the unemployed or persons who never had a job. In Sardegna, municipal criteria take into consideration persons in and out of work. Recipients of the new social card are: jobless households with at least one member unemployed in the previous 36 months (cessation of activity in case of self-employment), or employed with flexible labour contracts for at least 180 days; alternatively, jobless households with at least one member employed (also under flexible labour contracts), but with a total income from labour below EUR 4,000 for the whole household during the 6 months preceding the request.

Age requirements are specified in 4 MIS: over 18 years (Puglia), between 18 years and retirement age (Basilicata and Sardegna, the latter depending on municipal criteria) or between 18 and 65 years (Sicilia). Age can be a mandatory eligibility condition for households: at least one minor (i.e. a child aged less than 18 years) in the case of the new social card.

Household requirements are used to determine priority for accessing MI benefits between households with a similar income. For the new social card priority factors are: housing hardships single parent with minors, households with three or more minors, households with one or more minors with disabilities. In Molise priority is given to: being unemployed for a maximum of 48 months, persons over 55 years of age who are unemployed or looking for employment, persons who never had a job, but are available for work, minors and adults with disabilities, households with housing difficulties, and households assisted by social services for at least 12 months. Puglia favours persons at risk of social exclusion already involved in activities organised by local social services (e.g. disabled adults, ex-convicts, single women with or without children victims of violence or exploitation), length of unemployment, family load (at least three minors), lone parent households and younger recipients. Persons with extended periods of unemployment and households with a large number of dependent children are prioritised in Basilicata, while adults with minors in hardship and at risk of social marginalisation or with disabled children and disabled relatives receive priority in Sicilia. Single parents and households with dependent children and/or disabled relatives are the priority for Sardegna municipalities.

Nationality requirements are clearly defined for 4 MIS: Italians, other EU citizens, non-EU citizens with long-term residency permits, refugees and the stateless in Bolzano; Italians, other EU citizens and non-EU citizens with residency permits in Molise; Italians, other EU citizens, non-EU citizens and the stateless with residency permits in Sardegna; Italians, other EU citizens and legal long-term non-EU citizens for the new social card.

Residency requirements are variable. Non-EU citizens and the stateless have the same rights to economic assistance reserved to Italian citizens after 5 years of permanent residency in the province of Bolzano, while at least 6 months are required for all other social categories. At least one household component must have been a permanent resident for at least 3 years in the province of Trento and for at least 2 years in the region of Friuli Venezia Giulia. In Basilicata, the unemployed and persons who have not had a job for at least 12 or 24 months must have resided in the concerned municipality for at least 2 years. Households must reside in the concerned municipality for 1-2 years in Sardegna (depending on municipal regulations), or 1 year according to the new social card, or 6 months in Sicilia. Persons must have resided in Puglia for at least 1 year. Time limits are not specified in the other 3 regions.

2.3 Conditionality rules

Beneficiaries (individuals and households) must agree upon and sign customised plans or projects. These can be: assistance plans prepared by social services, socio-health services and authorised agencies, including job placement, training and socially useful works (Valle d'Aosta); plans for social integration prepared by local social services, including active labour market measures, training and completion of compulsory education (Bolzano); service agreements prepared by public employment services, including active labour market measures (Trento); social projects (Trento) or inclusion pacts (Friuli Venezia Giulia) prepared by local social services and affecting all members of the beneficiary household (e.g. the inclusion pacts identify objectives of social inclusion, employability, job placement and to reduce risks of social marginalisation); social inclusion projects prepared by local social services, consisting of socially useful works, volunteer activities, training, enterprise creation, parenting support, psychological and educational support (Molise); projects of public utility organised by municipalities (Basilicata, Sicilia and Sardegna) and by social cooperatives (Basilicata); social projects prepared by municipalities, including job placement in cooperatives, training, schooling, parenting support, health-related educational support (Sardegna); projects of public utility, manufacturing and agricultural production organised by public social services, private and civil society organisations under the authorisation of the municipalities (Puglia); social activation projects (e.g. job search for adults, schooling and health protection for children) organised by the concerned municipality (new social card).

For those able to work, there is the obligation to register at public employment services and to participate in activation measures through a declaration of immediate availability (Trento, Molise, Puglia and Sicilia). Those who do not respect this obligation, as well as households that do not accept customised plans, are excluded from MI benefits. Benefits are also revoked (Valle d'Aosta, Basilicata, Sardegna and new social card), suspended or reduced (Trento and Sicilia) if households do not respect the clauses of customised plans, including projects of public utility, attendance at mandatory school courses for minors (Friuli Venezia Giulia) and acceptance of jobs offered by public employment services (Basilicata). Benefits are revoked when a household member refuses a job or she/he does not attend in a continuous manner activities included in the customised plans (Valle d'Aosta). Moreover, if one member of the beneficiary household refuses or interrupts activities of the customised plan, the household is excluded from MI benefits for a period of twelve months (Bolzano) and from renewal of the benefits (Trento).

2.4 Duration

In Valle d'Aosta, entitlement to MI benefits continues for the time necessary to reduce the economic hardships of the concerned household, or indefinitely for households composed of people over 65 years or totally disabled adults. In the other 9 MIS, entitlement to benefits is time-limited: from 2 to 6 months (Bolzano); 3 months (Basilicata and Sicilia); 4 months (Trento); from 6 to 12 months (Molise and Puglia); 12 months (Friuli Venezia Giulia, Sardegna and new social card). The benefits can be renewed: following a new request (Bolzano); for three times with a new request after 12 months have expired since the last renewal (Trento); for a further 12 months after

a period of interruption of at least 2 months and through a new agreement between social services and the beneficiary (Friuli Venezia Giulia); with a new request after at least 12 months since the last benefit (Puglia). Time limits can be prolonged by up to 12 months for retired persons with a low pension income or retired persons above 75 years old (Bolzano); up to 6 months for those able to work and up to 12 months in all other cases according to specific social projects implemented by local social services and without limits to probable renewal (Trento). In the case of the new social card, its extension and eventual widespread implementation as a tool to combat poverty will be made after evaluation of the results and respecting public finance constraints.

2.5 Transitions

The transition from unemployment-related benefits to MI benefits (Puglia) occurs when the unemployed beneficiary of wage compensation schemes and mobility allowance are incentivised to participate in projects of public utility organised by municipalities and for a number of hours per week (not less than 4 hours per day) that is proportional to the perceived benefits. Any increase in working hours per day is paid by the organizers of the projects, which can be integrated with training activities aimed at providing employment to the end of the project, through collaboration between municipalities and public employment services.

Incentives for transition from MI benefits into employment are provided by the MIS of Trento, consisting of a monetary amount equal to 2 times the last monthly MI benefit when the concerned beneficiary starts a new job and permanently resides in the province for at least 3 years. This incentive is granted one time only.

3 Links with other social benefits and services

3.1 Components covered by MI schemes

In Sardegna, the MIS includes a maximum monthly benefit of EUR 250 per household to reduce costs of essential services (e.g. housing, electricity, gas, crèches, socio-educational services), delivered according to customised projects.

3.2 Other means-tested benefits

Currently, many municipalities deliver a monthly income support, temporary or with continuity according to the socio-economic situation of the concerned individuals and/or households, based on a minimum living standard (*minimo vitale*) intended as an economic threshold below which the individual and his household do not have the financial resources to meet their most basic and fundamental needs. To identify this threshold, many municipalities make reference to a similar parameter (*minimo vitale*) adopted by INPS to define the monthly minimum pension supplement (*trattamento minimo*) for dependent workers (EUR 502 in 2015 per person). Potentially, all municipalities might deliver the income support as a difference between the minimum living standard and the household monthly disposable income, verified through means-tested mechanisms (i.e. the national ISEE) and by taking into account the number of household members. Access to these measures is generally all-inclusive (i.e. for all citizens in need), but additional differentiations can exist for categories of people, such as minors, the elderly and the disabled. There is significant variability in municipal regulations and their actual implementation (Kazepov Y., 1996; Busilacchi G., 2013; Fondazione Emanuela Zancan, 2014). In some municipalities, the delivery of the benefit is linked to customised plans prepared by social services. This link can become a conditionality rule, as in the "pact for social redemption" (*patto per il riscatto sociale*) promoted by the municipality of Milano (in the North), according to which a lump sum of EUR 1,200 (in 6 months) is granted to beneficiaries (unemployed aged 18-65 years, residing in the municipality for at least 1 year and with a yearly household income below EUR 6,000) who agree upon, sign and respect the pact, as well as being registered at public employment services with a declaration of immediate availability for employment.

A municipal maternity allowance (*assegno di maternità*; Law No 448/1998) is granted to mothers who are Italian citizens, EU citizens, and non-EU citizens with a long-term residency permit or with a refugee status. The participating mothers must be without social security benefits (e.g. housewives, students or unemployed). The municipality authorises the provision of this monthly allowance delivered by INPS for each natural or adopted child: EUR 339 in 2015 for a maximum of 5 months after the child's birth; a yearly household income below EUR 16,995 according to ISEE.

Similar nationality requirements and a similar procedure (decision taken by the municipality; delivery made by INPS) characterise an allowance for households with at least three minors, i.e. children aged below 18 years (*assegno per nuclei familiari con almeno tre figli minori*; Law No 448/1998): EUR 141 per month per household in 2015; 13 months per year; yearly household income below EUR 8,556 according to ISEE.

Separately from other benefits, municipalities deliver housing allowances through a national fund (*fondo nazionale per il sostegno all'accesso alle abitazioni in locazione*; Law No 431/1998) managed by the regions and the autonomous provinces. These allowances are granted to Italian citizens, EU citizens, and non-EU citizens with residency permits for at least 10 years in Italy or 5 years in the concerned region. However, regional regulations are very heterogeneous in terms of income requirements and thresholds, benefit amount, time limits and so on.

Regional regulations and delivery via municipal social services apply to the exemption of health expenses (Law No 537/1993) for the unemployed of low-income households (EUR 8,263 per year in 2015, extended according to the number of members), as well as for citizens aged under 6 and over 65 according to specific income thresholds and with specific attention to beneficiaries of minimum or social pensions.

Municipalities manage bonuses (Laws No 266/2007 and 2/2009) aimed at lessening electricity costs (from EUR 71 to EUR 153 per year in 2015 according to the number of members) and gas costs (from EUR 33 to EUR 297 according to local climate conditions and the number of members) to households with a yearly income of EUR 7,500 (but up to EUR 20,000 if with more than 3 dependent children) according to ISEE.

The ISEE means-tested rules are applied to the delivery (on the part of INPS) of the so-called "old social card" (*carta acquisti*; Law No 133/2008), a prepaid card (EUR 40 per month) used to purchase food products, electricity and gas for parents of children aged 0-3 years (as well as for persons older than 65) with a yearly income below EUR 6,795 in 2015. Initially limited to Italian citizens, the card was extended (Law No 147/2013) to EU citizens and legally long-term non-EU residents.

A bonus amounting to EUR 160 per month for each new born or adopted child (Law No 190/2014) devoted to households with a yearly income below EUR 7,000 according to ISEE was introduced for 3 years (from January 2015 to the end of 2017), while the bonus is of EUR 80 for households with a yearly income of up to EUR 25,000. These bonuses are granted to Italian citizens, other EU citizens and non-EU citizens with a long-term residency permit.

As a monthly benefit (delivered by INPS) with a ceiling of EUR 449, supplementary unemployment assistance (*assegno di disoccupazione*; Legislative Decree No 22/2015) was introduced on an experimental basis (limited to 2015) for dependent workers still unemployed at the end of the duration of the main unemployment benefit.

Other allowances exist for people with disability and to support long-term care, but they are intended to meet special needs and are not provided as a means-tested minimum income.

There is a clear risk of overlap and fragmentation of the benefits provided by different agencies. Mechanisms were adopted to address this key issue of public spending on social assistance. The most important of them was the reform of the national means-testing system. The new ISEE (index of equivalised economic situation, implemented in 2015; see above) considers all income (e.g. social assistance and social security

benefits, tax-free transfers, property and capital income) and strengthens control of income statements to reduce fraud and fiscal evasion. Associated with the ISEE, there has also been an improvement in coordination and exchange of information between national, regional and local public bodies (i.e. the social assistance register, *casellario dell'assistenza*, launched in 2015; see above). Unfortunately, misuse of social benefits cannot be easily avoided (e.g. through increased strict controls) because of the convergence of various socio-economic factors. An example is provided by civil disability benefits often used by recipients as a surrogate for a guaranteed minimum income, as underlined in Part II (Section 1.4) of the present report.

3.3 Passport to other services and benefits

Access to social services provided by local authorities is universal. MIS generally aim to integrate their provisions with those provided by social services, health services, educational services and employment services at a local level. This is sometimes facilitated by means of specific agreements (i.e. the new social card), or through coordination bodies bringing together policy makers and directors of relevant services (Puglia).

The receipt of MI benefits does not secure preferential access to other services, and is usually designed to avoid overlap with other benefits or services. In Friuli Venezia Giulia and in the case of the new social card, MIS benefits can be aggregated (i.e. combined) with other benefits of a social assistance and social security nature, up to a total value not exceeding EUR 600 per month (EUR 900 for households with one or more not-self-sufficient persons in Friuli Venezia Giulia). In Bolzano, MIS benefits are reduced (by a minimum of 10% to a maximum of 70%) for beneficiaries of other social provisions (e.g. the homeless). To obtain the new social card, households where one or more components are beneficiaries of the "old" (ordinary) social card must renounce the latter. In Molise, the beneficiary household loses benefits if one component receives economic benefits provided by national schemes with similar purposes to those of the regional MIS. In other examples (Valle d'Aosta, Trento and Sardegna), economic benefits (such as housing and the MIS) are included in the evaluation of the household income (i.e. eligibility conditions) through means-testing mechanisms.

Part II - Analysis of Minimum Income Schemes

1 Assessment of adequacy, coverage, take-up and impact

1.1 Adequacy

Official national benchmarks on the adequacy of existing MIS do not exist in Italy. However, by taking into consideration the average number of members per household in each concerned territorial area, the benefit levels of 10 MIS can be compared to the national at-risk-of-poverty (AROP) threshold for a single person (namely EUR 787), set at 60% of the median equivalised income (income 2012). The resulting percentages of the 10 MIS schemes are: 16% in Molise; 20% for the new social card (EUR 334 per household according to MLSP, 2014); 22% in Sicilia; 23% in Basilicata; 25% in Puglia; 30% in Valle d'Aosta; 32% in Friuli Venezia Giulia; 33% in Sardegna; 52% in Trento; 76% in Bolzano.

A measure for a minimum living standard (*minimo vitale*) adopted by the Milano municipality (EUR 354, corresponding to 45% of the AROP threshold) was taken into account by simulations developed under the "Minimum Income Protection Indicators" for Italy (MIPI; Bradshaw J. and Marchal S., 2015). The MIPI simulations identified social assistance benefits (income 2012) for four household types: divorced singles without children (i.e. Single); married couples without children (i.e. Couple); married couples with two children aged 7 and 14 (i.e. C2C); divorced single parents with one child 2 years old (i.e. LP1C). For each household type, the percentage through which these benefits correspond to the associated AROP thresholds (i.e. % AROP-t.) was calculated.

For Italy (Milano), results were: EUR 354 for Singles (45% AROP-t); EUR 583 for Couples (49% AROP-t); EUR 894 for C2C (49% AROP-t); EUR 583 for LP1C (57% AROP-t). These values increased when other household-related benefits (i.e. housing allowances, heating allowances, other income, local tax, child benefits) were added. As a result, net income on social assistance was: EUR 465 for Singles (59% AROP-t); EUR 693 for Couples (59% AROP-t); EUR 991 for C2C (55% AROP-t); EUR 733 for LP1C (72% AROP-t). To reach the respective AROP thresholds (100%), the total net income on social assistance would need to increase by: +EUR 322 for Singles (i.e. EUR 787); +EUR 487 for Couples (i.e. EUR 1,180); +EUR 818 for C2C (i.e. EUR 1,809); +EUR 290 for LP1C (i.e. EUR 1,023)

The MIPI study demonstrated that net income packages on social assistance reach the AROP thresholds only in a limited number of EU countries and for specific household types. A comparison can be made between Italy and Denmark (one of the best performing countries). Net income on social assistance would need to increase in Italy by EUR 186 for the Single household type to reach the same percentage related to the national AROP thresholds (83%). This means a monthly benefit of EUR 651. By applying the OECD-modified scale (used by MIPI to make economic conditions according to household sizes equivalent), the following increases should concern the other three household types: +EUR 284 for Couples (i.e. EUR 977; 1.5 times the Single); +EUR 506 for C2C (i.e. EUR 1,498; 2.3 times the Single); +EUR 114 for LP1C (i.e. EUR 846; 1.3 times the Single).

However, a rise in social assistance benefits might reduce the incentive to work, especially in combination with a low minimum wage, which is a key concern about the working poor.

In Italy, collective bargaining determines minimum wages, not law, and MIPI simulations took a sectoral minimum wage (EUR 1,197 per month) as a reference parameter. By including social insurance contributions, income tax and local property or other non-income taxes, and some household-related allowances (e.g. heating and child benefits), the net income of a one earner family on the minimum wage was calculated along with its percentage related to the AROP thresholds for each of the four household types. Results were: EUR 934 for Singles (119% AROP-t); EUR 1,041 for Couples (88% AROP-t); EUR 1,321 for C2C (73% AROP-t); EUR 1,185 for LP1C

(116% AROP-t). Therefore, the percentage between net income on social assistance and net income at minimum wage was obtained: 50% for Singles; 67% for Couples; 75% for C2C; 62% for LP1C.

A simulated increase in social assistance benefits to at least 83% of the respective AROP thresholds (i.e. based on the above-mentioned EUR 651 per Single) provides a better protection against the risk of poverty, according to which the percentages would change to: 70% for Singles; 94% for Couples; 113% for C2C; 71% for LP1C.

Another disincentive to work might be related to assistance benefits which are higher than unemployment benefits (i.e. it is worth being totally out of the labour market rather than to becoming unemployed).

The current 2015 monthly amount of the main unemployment benefits (NASPI, *nuova prestazione di assicurazione sociale per l'impiego*) corresponds to 75% of monthly wages amounting up to EUR 1,195, plus an additional 25% of the portion of the wage exceeding the above amount. Benefits are progressively reduced by 3% each month from the 4th month onwards. By considering a NASPI duration of 12 months (i.e. corresponding to the maximum MIS length), monthly amounts of unemployment benefits are calculated as follows: EUR 739 (i.e. 94% AROP-t) for a monthly wage of EUR 1,100; EUR 961 (i.e. 122% AROP-t) for a monthly wage of EUR 1,900. These amounts are above the MIPI parameter of net income on social assistance (i.e. EUR 465 per Single): -EUR 274 in the first case and -EUR 496 in the second case. An increase in social assistance benefits (i.e. the above-mentioned EUR 651 per Single) would remain below the amounts of the unemployment benefits: -EUR 88 in the first case and -EUR 310 in the second case.

In conclusion, there is room for improving the adequacy of social assistance by increasing the levels of MIS benefits as comprehensive measures that absorb other household-related benefits (such as housing allowances, heating allowances and child benefits) in Italy.

1.2 Coverage

A rather heterogeneous mix of eligibility criteria (Section 2.2) between the 10 MIS makes it impossible to systematically assess their coverage with respect to the relevant populations at risk. Formally (i.e. according to their regulations), the 10 MIS cover a range of risks. Actually, it is very difficult to discern specific groups that were not considered by the individual MIS. Furthermore, some MIS are in an experimental phase (e.g. Molise and the new social card) or in an initial phase (Friuli Venezia Giulia, Puglia and Basilicata).

Given these limits, the following considerations were made by comparing the beneficiaries (potential or actual) to the at-risk-of poverty population (AROP-p) in the concerned territorial areas (Eurostat database: *ilc_li41*). Bolzano: 10,378 actual beneficiaries are 23% AROP-p (Bolzano Province, 2014). Trento: an estimated yearly average of nearly 9,000 actual beneficiaries is equal to 15% AROP-p (Trento Province, 2013). Valle d'Aosta: nearly 1,200 actual beneficiaries are 12% AROP-p (estimate from Valle d'Aosta Region, 2014 and previous years). Friuli Venezia Giulia: around 10,000 expected beneficiaries are 10% AROP-p (Il Piccolo, 2015). Basilicata: nearly 14,900 potential beneficiaries are 9% AROP-p (estimate from Basilicata Region, 2015). Sardegna: a yearly average of 24,500 actual beneficiaries is 6% AROP-p (Sociale e Salute, 2013). Sicilia: the nearly 60,000 expected beneficiaries are 3% AROP-p (Sicilia Region, 2014). Puglia: around 10,200 expected beneficiaries are 1% AROP-p (estimate from Puglia Region, 2015). Molise: nearly 1,300 potential beneficiaries are 1% AROP-P (estimate based on available financial resources for 2015). At a maximum, nearly 141,500 beneficiaries might be involved in the 9 regional MIS, corresponding to 3% of the respective AROP-p. The beneficiaries of the new social card must be added. They were 26,863 persons in 11 monitored municipalities (MLSP, 2014) plus another 12,800 potential beneficiaries based on requests in the Rome municipality (September 2015), corresponding to 2% of the

related AROP-p. Thus, as a total of the 10 MIS, beneficiaries might number around 181,200 persons, corresponding to 3% of the related AROP population.

To improve coverage, the MIS should clearly target segment the beneficiary population according to priority criteria for eligibility. Monitoring systems should be harmonised between the MIS to compare their progress on the basis of the Eurostat at-risk-of poverty indicator (60% of median equivalised income).

1.3 Take-up

There are no reliable estimates or actual data on take-up rates of the 10 MIS, defined as the ratio between the number of individuals receiving benefits and the total number of those who are eligible for these benefits. In the case of the new social card, available data show an average take-up of 5% between 6,517 beneficiary households (out of 6,899 valid requests, i.e. households) and 129,398 eligible households according to income requirements (based on the ISEE means-testing system) (September 2014; MLSP, 2014).

This low take-up was largely due to the mandatory eligibility condition requiring the presence of a child aged less than 18 years in the concerned household, introduced due to the limited financial resources. With this reduction of potential beneficiaries, the average take-up increased to 68% between the actual households (6,517) and the potential households (9,623). This estimate was influenced by inadequate information on beneficiaries in several of 11 monitored municipalities (a 95%-97% take-up rate was reached only in Torino, Palermo and Catania).

Take-up could be improved by increasing dissemination and creating a one-stop shop approach through better coordination between public services. Assessment of MIS benefit take-up based on a common methodology would allow for better identification of effective approaches. The new social card might provide a good opportunity, including a clear quantification of people expected to be eligible for benefits.

1.4 Impact

The lack of homogenous methods and data for monitoring does not permit a comparative assessment of the impact of MIS in reducing the level and depth of poverty. An assessment was performed for the Trento MIS regarding qualitative outcomes: there were more positive effects among immigrants than among native Italians; there was a reduction in risk of severe material deprivation with an increase in monthly expenses. This last observation was significant for immigrants, but unchanged for native Italians (Trento Province, 2013).

Data from EUROMOD on-line statistics (tax-benefit micro-simulation model) for Italy demonstrated that means-tested and non-means-tested benefits did not bring substantial differences between 2009 and 2013 in terms of poverty reduction, e.g. - 0.5 percentage points (pp) for at-risk-of-poverty rate and -0.3 pp for poverty gap (i.e. intensity or depth of poverty). Family allowances (contributory benefits based on household composition and income) had a greater impact than other measures included in the simulation (EUROMOD, 2014). Although not motivated by risks of poverty, other schemes of social assistance have been used, although their effectiveness in reducing poverty was very limited, such as by 0.2 pp in the case of disability pensions and social pension, and 1.2 pp for family allowances in 1995 (Madama I., Jessoula M. and Natili M., 2014). These measures constituted a kind of guaranteed minimum income, as stated by the first (2001-2003) National Action Plan on Social Inclusion. For example, civil disability pensions were widely exploited and had a substitution effect for the lack of a nation-wide comprehensive minimum income scheme (Negri N. and Saraceno C., 1996; Sacchi S., 2005; Busilacchi G., 2006; Rossi E. and Masala P., 2008;). The role of civil disability pensions as a functional means of income support was also reaffirmed after the introduction of strict controls to limit favouritism, consensus-based patronage and fraud (e.g. Law No 222/1984 and legislative decree No 78/2009).

However, studies to quantify the scope of these substitution effects do not exist. Referring to 2013 (based on ISTAT data), 44% of civil disability pensions were in the South, 35% in the North and 20% in the Centre, which respectively represent 35%, 46% and 20% of the Italian population. The 9 regional MIS are in regions representing 23% of the Italian population, 4% in the 4 MIS in the North and 19% in the 5 MIS in the South. 30,600 MIS beneficiaries are located in the 4 northern regions (i.e. 22% of the total potential or actual beneficiaries) in comparison to 95,100 civil disability pensions (i.e. 3% of the national total). 110,900 MIS beneficiaries are located in the 5 southern regions (i.e. the remaining 78% of the total potential or actual beneficiaries) in comparison to 801,100 civil disability pensions (i.e. 25% of the national total). The resulting ratios are: 3 civil disability pensions with respect to 1 MIS beneficiary in the North; 7 civil disability pensions with respect to 1 MIS beneficiary in the South. These ratios, associated with higher risks of poverty (33% in the South and 10% in the North) and higher unemployment rates (20% in the South and 8% in the North), might indicate that people from southern regions are more pressed to find solutions (e.g. civil disability pensions) as a substitute for the lack of adequate MIS.

As a conclusion, substitution effects may exist between social assistance measures and the MIS benefits. These weaknesses indicate that there is a need to revise the map of social transfers to avoid overlaps. Furthermore, an impact assessment should be made in a nationally consistent manner and anchored to Eurostat indicators of at-risk-of-poverty rates and at-risk-of-poverty gaps.

2 Links to other two pillars of active inclusion

2.1 Inclusive labour markets

Formally, the 10 MIS aim at providing ALMP support (active labour market policies) mainly through training, job placement and public works). The take-up of this support is among the conditionality rules for the recipients and is necessary to access (and maintain) MIS benefits, along with the obligation to register at public employment services (Section 2.3). Unfortunately, the effectiveness of ALMP support cannot be assessed in 9 out of the 10 MIS, because 5 of them are in experimental or initial phases and the other 4 do not acquire the necessary information. In the Trento MIS, there is evidence that activation measures did not produce significant effects on the capacity of beneficiaries to access employment (Trento Province, 2013).

In general, the 10 MIS: were conceived to avoid long-term dependency on MI benefits (i.e. duration and renewals); had benefit levels that are lower than unemployment benefits and minimum wages to avoid disincentives to work; adopted means-tested mechanisms to deliver benefits according to actual household income as well as to avoid cumulative effects with other social benefits. In some cases, incentives were introduced to take up work (Trento) or to participate in projects of public utility (Puglia). However, the effectiveness of these mechanisms cannot be assessed due to a lack of information and data, complicated by the heterogeneity of the 10 MIS.

2.2 Access to quality services

The transfer of institutional competences on social assistance from the State to regional authorities and municipalities allowed for the creation of the Italian MI schemes. This falls within the long-term decentralisation process started in the late 1970's (Presidential Decree No 616/1977; Laws No 112/1998 and 267/2000). The process included income-support benefits, namely the minimum living standard (*minimo vitale*). The decentralisation process was not linear and produced a significant territorial and legislative diversification among regions (Vivaldi E., 2008; Kazepov Y., 2009). The national reform for integrated systems of social services (Law No 328/2000) provided harmonised principles and rules and incorporated the experimentation with a national minimum scheme for social insertion (RMI, *reddito minimo di inserimento*; Laws No 449/1997 and 237/1998), intended as a general measure to contrast poverty to which other income-support measures would have to converge (Ascoli U., 2011). Financial resources for the RMI were provided through the

national fund for social policies, the main instrument for social services, largely managed by regional authorities (currently 90%). As a result, RMI was based on social activation through customised projects and incorporated into local welfare systems. Unfortunately, the experimentation with RMI came to an end after the 2003 financial law, which did not allocate further resources to this instrument. According to some experts, the experimentation with the RMI, associated with the 2000 national reform, was the epitome of a period orientated towards comprehensive social inclusion policies. The end of this experimentation marked the decline of an orientation towards reform (Sacchi S., 2005). However, 18 regions have progressively renewed and 2 regions (Campania and Puglia) have introduced their own laws promoting the integration of social services. In the context of this report, 8 out of the 20 regions (i.e. 40%) are currently involved in MIS (Trento and Bolzano make up the Trentino-Alto Adige region).

The above trajectory underlies the heterogeneous nature of the 9 MIS, as well as why the new social card was conceived as a component of welfare systems managed by local authorities (i.e. 12 municipalities). Different (and contrasting) policy orientations have nurtured this trajectory at a regional level (Natili M., 2015) and several laws have been presented at a national level (Busilacchi G., 2013). The debate on a national MIS is still relevant among political parties as well as among citizens' initiatives (EMIN, 2014). Proposals of civil society organisations (e.g. *Alleanza contro la povertà in Italia*, 2015) support the Parliament debate on this key policy issue (Senate, act No 1148/2015).

In this scenario, all the 10 MIS envisage close links between social services provided by municipalities, employment services and health and education services. These are evidenced in assistance plans, social projects, inclusion projects and activation pacts. The extent to which the municipalities support people experiencing poverty and risks of social exclusion can be assessed by looking at municipal expenditure devoted to the poor, the homeless, immigrants, Roma and similar communities. Available data (ISTAT, 2015) show that 10% (i.e. EUR 733 million) of the total 2012 municipal expenditure (i.e. EUR 7 billion) was dedicated to these social categories: 41% as cash benefits (EUR 300 million); 59% as in-kind benefits (EUR 433 million), of which 33% as direct services to households and individuals (e.g. actions for social inclusion, home care, etc.) and 26% as services provided through territorial facilities (day-care centres, night shelters, etc.). Monetary aid was mainly devoted to supporting household income (EUR 112 million), housing costs (EUR 92 million for rent, fuel and electricity) and charges for care centres (EUR 29 million), which constituted respectively 37%, 31% and 10% of the overall expenditure in cash benefits.

Although resources allocated to the national fund for social policies decreased over time (e.g. EUR 579 million in 2009; EUR 435 million in 2010; EUR 218 million in 2011; only EUR 43 million in 2012), its leverage effect for social policies was apparent. In 2012, it represented a limited portion (8%) of the overall expenditure on local welfare but it contributed to financing associated with: municipal own resources (67.2%); regional funds for social policies (16.5%); financial transfers from the State and the European Union earmarked for social policies (2.7%); other public and private resources (5.6%). These data show regional differences in administrative and spending capacity. Municipalities that self-finance social policies at higher percentages than the national average were found in: 4 out of 8 northern regions (from 67% to 86%); 3 out of 4 central regions (from 70% to 73%); 1 out of 8 southern regions (68%). Comparing average expenditure per inhabitant, regional averages were: between EUR 111 (Veneto) and EUR 277 (Valle d'Aosta) in the North; between EUR 89 (Umbria) and EUR 171 (Lazio) in the Centre; between EUR 25 (Calabria) and EUR 77 (Sicilia) in the South, where only Sardegna recorded EUR 230.

By increasing the links to social services provided by the municipalities, the effectiveness of the 10 MIS would be improved. In a similar manner, the introduction of a nation-wide minimum income scheme, embedded in the local welfare schemes and in offered in parallel with a revised provision of social transfers would ensure a nationally balanced mix of cash and in-kind benefits. The combination of refinancing

and re-convergence of the existing funds into a single national fund for local welfare systems has been identified as important (IRS, 2011). A single fund would constitute a consistent and steady budget by combining central, regional and municipal financial sources, allowing for allocation according to nationally harmonised levels of assistance. This would increase the integration between several branches of social services (employment, health and education services) necessary for a one-stop shop approach. The administrative capacity would be improved, favouring a reduction in the interregional disparities in the quality and availability of social services. Not surprisingly, these three levers (effective connection between minimum income schemes and social services; comprehensive financial funds; improvement in administrative capacity) would require a strengthening of the national reform for integrated systems of social services (Law 328/2000).

3 Summary table

Acronyms for relevant MI schemes: BA (Basilicata); BZ (Bolzano); FG (Friuli Venezia Giulia); MO (Molise); NSC (new social card); PU (Puglia); SA (Sardegna); SI (Sicilia); TN (Trento); VA (Valle d'Aosta). Evolution trend over time: P (Positive - increasing), SQ (Status Quo), N (Negative - decreasing). Data and information not available: (**).

Assessment of MI scheme(s)				
	Assessment			Evolution over time
Adequacy How adequate is the level of MI benefits?	Adequate	Somewhat inadequate	Very inadequate	
		X(BZ/TN)	X(SA/FVG/VA/PU/BA/SI/NSC/MO)	SQ
Coverage How extensive is the coverage of people in need?	Fairly comprehensive	Partial	Very limited	
		X(BZ/TN)	X(VA/FG/BA/SA/SI/NSC/PU/MO)	SQ
Take-up How complete is the take-up of MI benefits by those entitled to them?	Fairly complete	Partial	Quite limited	
	(**)	X(NSC)	(**)	SQ
Impact on Poverty Reduction (1) What is the impact of MI provision in reducing the at-risk-of-poverty rate?	Strong impact	Partial impact	Very limited impact	
	(**)	X(TN)	(**)	SQ
Impact on Poverty Reduction (2) What is the impact of MI provision in reducing the at-risk-of-poverty depth?	Strong impact	Partial impact	Very limited impact	
	(**)	(**)	(**)	SQ
Link to Active Labour Market Policy (ALMP) In practice, how effective are the links between MI scheme(s) and ALMP measures?	Very effective links	Mediumly effective	Very ineffective	
	(**)	X(TN)	(**)	SQ
Link to Adequate Services In practice, how effective are the links between MI scheme(s) and access to adequate services?	Very effective links	Mediumly effective	Very ineffective	
		X(BA/BZ/FG/MO/NSC/PU/SA/SI/TN/VA)		SQ

References

- Alleanza contro la povertà in Italia (Alliance against poverty in Italy) (2015), *Reddito di inclusione sociale (REIS)* [Minimum income for social inclusion (REIS)]; http://www.redditoinclusione.it/wp-content/uploads/2014/10/REIS_proposta_marzo2015.pdf
- Ascoli U. (ed.) (2011), *Il welfare in Italia* [Welfare in Italy], il Mulino, Bologna
- Basilicata Region (2015), *Patto Regione-Renzi: DC, mancano due questioni, famiglia e povertà* [Pact between Region and national government: family and poverty missing]; 2/10/2015; <http://www.basilicatanet.it/basilicatanet/site/Basilicatanet/detail.jsp?otype=1012&id=3001431>
- Bolzano Province (2014), *Statistiche Sociali 2014* [Social statistics 2014]
- Bradshaw J. and Marchal S. (2015) (2015), *A comparison of minimum income schemes in European countries using MIPI data*, paper and statistics produced by Bradshaw J. and Marchal S. to help ESPN experts in preparing the 2015 Thematic Reports on minimum income schemes (MIPI: Minimum Income Protection Indicators)
- Busilacchi G. (2006), "Esiste un modello di welfare europeo?" [Is there a European welfare model?] in *Rivista Italiana di Politiche Pubbliche* [Italian Journal of public policies] No 3, il Mulino, Bologna, pp. 59-66
- Busilacchi G. (2013), *Welfare e diritto al reddito* [Welfare and rights to income], Franco Angeli, Milano
- EMIN (European Minimum Income Network) (2014), *Italian Report – Year 1 - 2013*
- EUROMOD (2014), *Country Report - Italy 2009 - 2013*
- Fondazione Emanuela Zancan (2014), *La lotta alla povertà. Rapporto 2014* [The fight against poverty. 2014 report], il Mulino, Bologna
- Il Piccolo (2015), 'Sei "scaglioni" per l'assegno antipovertà' [Six "groups" for the anti-poverty benefit], 22/09/2015; http://ilpiccolo.gelocal.it/trieste/cronaca/2015/09/22/news/sei-scaglioni-per-l-assegno-antipoverta-1.12136590?refresh_ce
- IRS (Institute for social research) (2011), *Disegniamo il welfare di domani* [To draw the welfare of tomorrow], Milano; <http://pss.irsonline.it/convegnowelfare/documento.html>
- ISTAT (National Institute of Statistics) (2015), *Interventi e servizi sociali dei comuni singoli o associati – Anno 2012* [Social actions and social services of single or associated municipalities – Year 2012]
- Kazepov Y. (1996), *Le politiche locali contro l'esclusione sociale* [Local policies against social exclusion], Commissione di indagine sulla povertà e sull'emarginazione [Commission of inquiry into poverty and marginalization], Roma
- Kazepov Y. (2009), *La dimensione territoriale delle politiche sociali in Italia* [Territorial dimension of social policies in Italy], Carocci, Roma
- Madama I., Jessoula M. and Natili M. (2014), *Minimum income: the Italian trajectory*, Working Paper-LFP n. 1, Centro Einaudi, Torino
- Madama I, Natili M. and Jessoula M. (2013), *National report: Italy*, COPE project, Work Package 5 - The national arena for combating poverty
- MLSP (Ministry of Labour and Social Policies) (2014), *Primi dati sulla sperimentazione del sostegno per l'inclusione attiva (SIA) nei grandi comuni* [First data on the experimentation with active inclusion support (SIA) in large municipalities], Quaderni della ricerca sociale flash 29

- Natili M. (2015), *The Right Divided: different policy trajectories of regional minimum income in Italy and Spain*, preliminary draft version, paper prepared for the 2015 Annual ESPAnet Conference, Odense, Denmark, 3-5 September 2015-10-15
- Negri N. and Saraceno C. (1996), *Le politiche contro la povertà in Italia* [Policies against poverty in Italy], il Mulino, Bologna
- Puglia Region (2015), *Cantieri di cittadinanza* [Resident-workshops], SistemaPuglia, 28/7/2015;
<http://www.sistema.puglia.it/SistemaPuglia/cantieridicittadinanza?id=44520>
- Rossi E. and Masala P. (2008), "Lotta alla povertà: le politiche pubbliche per la tutela dei diritti della persona" [Fight against poverty: public policies for the protection of human rights], in Rinaldi W. (2008), *Giustizia e povertà* [Justice and poverty], il Mulino, Bologna
- Sacchi S. (2005), *Reddito minimo e politiche di contrasto alla povertà in Italia* [Minimum income and policies to fight against poverty in Italy], Urge Working Paper No 1
- Sicilia Region (2014), *Cantieri di servizi, ecco l'elenco dei finanziamenti* [Services' workshops, here is the list of funding], BlogSicilia, 8/1/2014;
<http://palermo.blogsicilia.it/cantieri-di-servizi-ecco-lelenco-dei-finanziamenti/231311/>
- Sociale e Salute (2013), *Quando i poveri finanziano le imprese* [When the poor finance companies], 5/9/2013; <http://www.socialesalute.it/articolo/608-quando-i-poveri-finanziano-le-imprese>
- Trento Province (2013), *Rapporto sulla situazione economica e sociale del Trentino. 2013* [Report on economic and social situation in the province of Trento. 2013]
- Valle d'Aosta Region (2014), *Rapporto di fine anno 2014 e precedenti* [2014 and previous years reports];
http://www.regione.vda.it/pressevda/Rapporti%20di%20fine%20anno/default_i.aspx
- Vivaldi E. (2008), *I servizi sociali e le Regioni* [Social services and the Regions], Giappichelli editore, Torino

