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Report on the implementation of the Italian NAP inclusion on local level

Filippo Strati, SRS – Italy, 2004

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Summary

The objective of the present report is to assess the implementation of the Italian NAP inclusion on local level, on the basis of a sample of five different geographical areas.

In each of the reports that have been generated regarding the Italian NAPs elaborated in 2001 and 2003, an important characteristic has been the diversity of approaches and strategies at various decision-making levels and in different geographical areas within the national framework of institutional arrangements.

An analysis of the governance styles and methods in the domain of social inclusion policies was briefly made in the Second Report (2003) in relation to the assessment of the degree of actor mobilisation and involvement in the elaboration of the NAP 2003 through the comparison of two Italian regions (Molise and Tuscany).

However, it is important to explore how different experiences and local contexts are connected within these regions, as most policy fields can converge or have the potentials to be merged in integrated strategies. This is particularly important for the multidimensional issues that concern people at risk of poverty and social exclusion. There is a need to analyse whether and how: 1) the principles of multi-level governance and subsidiarity are applied in elaborating and performing social inclusion plans at different but interrelated regional and local levels; 2) the concerned stakeholders are involved and effectively participate in decision making processes in order to empower local authorities, communities and citizens.

Linking the above-mentioned topics together, the chosen five different geographical case study areas are:

- in Tuscany; the Tuscan regional dimension, the Province of Arezzo and the Casentino Mountain Community (an institutional aggregation of local municipalities)
- in Molise; the Molise regional dimension and the Province of Campobasso with some references to its main municipality (the city of Campobasso).

Tuscany and Molise were confirmed as five-faceted territorial areas (or angles) of analysis because of their different historical backgrounds, institutional assets, decision-making processes and programming procedures, geographical and demographic dimensions, economic, social and employment conditions.

Main dimensional and socio-economic characteristics	Molise	Tuscany
Number of provinces	2	10
Inhabitants (2003 data)	321.697	3.566.071
Density (inhabitants/square Km)	72	155
GDP per inhabitant (current EURO, 2002 data)	17.169	24.157
Unemployment rate (June 2004)	11,6%	5,3%
Percentage of families in a condition of “relative poverty” (2003 data) (1)	23%	4,1%
Inhabitants in the provinces taken into analysis (2003 data)	Campobasso: 231.742	Arezzo: 330.123
Inhabitants in the municipalities taken into analysis (2003 data)	Campobasso: 51.629	Casentino Mountain Community (11 municipalities): 36.071
(1) <i>Relative poverty</i> : a two-member household is assessed as poor when its monthly consumption expenditure is equal or below the per capita average national consumption expenditure. The standard threshold was calculated to be 869,50 Euro in 2003.		

A series of face-to-face and questionnaire-based interviews were carried out with relevant stakeholders (mainly public officers and social society representatives) in the five geographical case study areas.

The enquiry revealed that:

- different profiles emerge as far as the six key priorities outlined by the Commission for the period 2003-2005 are concerned; the regional, provincial and local contexts seem to have more proactive capacity in Tuscany than in Molise, using strengths to cope with threats and opportunities to reduce weaknesses (Sections 1 and 2)
- stakeholders involvement, more in the Tuscany territories than in Molise, is supported by the utilisation of levers of transformation for improving interaction dynamics (Sections 3 and 4)
- the NAP 2003-2005 against poverty and social exclusion plays a limited role (as *information* on national policies) and it is *not well known* at both the strategic and operational levels in the regional and local territorial areas taken into analysis (Section 11)
- in the relationships between national, regional and local dimensions, the co-evolving legal and institutional framework plays a key role, more than the NAP, with evident contradictions in the allocation of financial resources and in the identification of basic levels of civil and social rights throughout the nation from the part of the State (Section 5)
- the combination between a wider European and the specific local dimensions is still difficult to achieve given the limited innovation demonstrated at a national level; there is, in fact, little support from the State to empower local stakeholders and to build their capacity to think globally and to act locally (Section 5)
- the different level of awareness regarding a possible path to develop a European social model is reflected both in the regional laws and planning that concern social policies and the fight against poverty (Sections 6 and 7)
- where regional and local plans exist to fight social exclusion and poverty, financing instruments are also better developed with systems to analyse local needs, to allocate resources, to monitor results and customer satisfaction (Sections 9 and 4)
- main issues regarding quality of planning were observed to be more important than the quantity of financial resources; meaning that targeted and effective courses of action that move from centralised to participatory decision making at a grassroots level are necessary (Section 9)
- regions have the authority to decide their own policy orientation and implementation, but different institutional arrangements, supported by a programming framework clearly orientated towards the EU strategies, allow local authorities to have more autonomy in Tuscany than in Molise (Sections 10)
- where subsidiarity (both vertical and horizontal) is enforced by laws and planning systems, more initiatives are promoted by the local stakeholders; this is demonstrated by the interrelationships developed between local, provincial and regional dimensions (Tuscany) that follow consolidated paths in the fight against poverty and social exclusion; on the contrary Molise is still waiting to enact the proposal of its first regional plan on social policies (Sections 8, 9 and 10)
- in Tuscany, a model for local governance of welfare policies was elaborated and implemented by means of locally-developed methods and tools; in Molise both the process of stakeholders' involvement and of integration between sectoral welfare policies are still in a starting phase (Section 10)
- all the above considerations are confirmed by the dynamics that connects the three angles of governance, namely the Institutional Capital (e.g. local governments, authorities and public administrations), the Human Capital (e.g. the citizens and people at risk of poverty and social exclusion) and the Social Capital (e.g. NGOs, volunteer associations of citizens, social partners, etc.); where these three angles are supported by a favourable environment, also the fight against social exclusion and poverty has a better chance of success (Section 11).

1. Trends identified in the last years (2001 – 2004)

Talks and interviews with relevant stakeholders (mainly public officers and social society representatives) were performed to assess trends in the six key priorities outlined by the Commission and concerning the years 2001-2004 in the different geographical dimensions examined; local (mountain communities and municipalities), provincial and regional.

A general profile emerged to show:

- prevalent qualitative trends (increased, stable or decreased) that, in some cases, distinguish between institutionally homogenous geographical areas (Molise and Tuscany)
- intensity (marked, average and feeble) of the trend directions expressed through a scale from 0 to 3 dots.

Trend direction	Trend intensity	
Increased	Marked	●●●
Stable	Average	●●
Decreased	Feeble	●

First key priority outlined by the EU strategy

<i>Active labour market policies and measures, including a better integration with social protection and lifelong learning, to meet the needs of those who are most distant from the labour market</i>				
Geographical levels	Institutionally homogenous geographical areas: Molise		Institutionally homogenous geographical areas: Tuscany	
	Trend direction	Trend intensity	Trend direction	Trend intensity
Local	<i>Stable</i>	●●	<i>Stable</i>	●●●
Provincial	<i>Stable</i>	●●●	<i>Increased</i>	●●●
Regional	<i>Decreased</i>	●●	<i>Increased</i>	●

Responsibility for labour and training policies are attributed specifically to the Provinces, while Regions have authority in determining guidelines and strategies that regard their territories. Municipalities contribute in underlining the specificities and integrating initiatives from both the educational and employment services.

Second key priority outlined by the EU strategy

<i>Minimum income schemes adequate for those unable to work with a particular attention on the adequacy of pension schemes</i>				
Geographical levels	Institutionally homogenous geographical areas: Molise		Institutionally homogenous geographical areas: Tuscany	
	Trend direction	Trend intensity	Trend direction	Trend intensity
Local	<i>Increased</i>	●●	<i>Increased</i>	●●
Provincial	<i>Increased</i>	●	<i>Stable</i>	●●
Regional	<i>Increased</i>	●	<i>Increased</i>	●

Pension schemes are at a national level. Municipalities can contribute to alleviate particular conditions of low income according to the resources attributed to them by national law (specifically the financial acts on public spending) and regional initiatives.

The experimentation with a minimum income allowance for social insertion (RMI – introduced by the financial law N° 449/1997, the following legislative decree N° 237/1998 and the national law N° 328/2000 on social services reform) was abolished (financial law N° 289/2002) and new criteria are expected for a new instrument (Reddito di ultima istanza – final application for a minimum income). RMI was determined as an instrument orientated towards universalism with selectivity approach (all people with low income; Italian citizens; European citizens in Italy for at least 12 months; non-European citizens or stateless people in Italy for at least 3 years).

RMI was experimented in two phases: the first phase (1998 – 2000) regarded 39 municipalities; the second phase (2001 – 2002) other 268. The experimentation with RMI came to an end in June 2003. Without the commitment of the Regions to co-finance the experimentation, it would be ended 31 December 2002. Moreover in several local areas the effects of the RMI will last until the end of 2004 because of the delays in the allocation of financial resources from the State to the concerned municipalities.

RMI was experimented by the municipality of Isernia in the Molise Region and in nearly 15 small municipalities of the Province of Massa Carrara in the Tuscany Region, which executed the instrument financially supported by the regional integrated social plan (PIRS).

As an overall evaluation, while the system of minimum income schemes remains fragmented, a clear approach towards poverty and exclusion relief is still missing.

Third key priority outlined by the EU strategy

<i>Access of the most vulnerable to decent housing, quality health and long term care services, including lifelong learning opportunities and culture</i>				
Geographical levels	Institutionally homogenous geographical areas: Molise		Institutionally homogenous geographical areas: Tuscany	
	Trend direction	Trend intensity	Trend direction	Trend intensity
Local	<i>Decreased</i>	●●	<i>Stable</i>	●
Provincial	<i>Decreased</i>	●●	<i>Increased</i>	●
Regional	<i>Decreased</i>	●●	<i>Stable</i>	●

Fourth key priority outlined by the EU strategy

<i>Concerted efforts to prevent early school leaving and to tackle the continuing problem of the transition from school to work</i>				
Geographical levels	Institutionally homogenous geographical areas: Molise		Institutionally homogenous geographical areas: Tuscany	
	Trend direction	Trend intensity	Trend direction	Trend intensity
Local	<i>Stable</i>	●●	<i>Stable</i>	●●●
Provincial	<i>Stable</i>	●●●	<i>Increased</i>	●●●
Regional	<i>Stable</i>	●●	<i>Increased</i>	●

Fifth key priority outlined by the EU strategy

<i>Efforts to end child poverty as a key step to combat the intergenerational inheritance of poverty</i>				
Geographical levels	Institutionally homogenous geographical areas: Molise		Institutionally homogenous geographical areas: Tuscany	
	Trend direction	Trend intensity	Trend direction	Trend intensity
Local	<i>Stable</i>	●	<i>Increased</i>	●●●
Provincial	<i>Decreased</i>	●●	<i>Stable</i>	●●
Regional	<i>Stable</i>	●	<i>Increased</i>	●

Sixth key priority outlined by the EU strategy

<i>Efforts to reduce the levels of poverty and social exclusion and to increase the labour market participation of immigrants and ethnic minorities</i>				
Geographical levels	Institutionally homogenous geographical areas: Molise		Institutionally homogenous geographical areas: Tuscany	
	Trend direction	Trend intensity	Trend direction	Trend intensity
Local	<i>Stable</i>	●●	<i>Increased</i>	●
Provincial	<i>Stable</i>	●	<i>Increased</i>	●●●
Regional	<i>Increased</i>	●●	<i>Increased</i>	●

2. Perspectives concerning next year (2005)

The resulting profile shows the current strengths and weaknesses of different territorial dimensions. Each can be more clearly examined in terms of opportunities and threats regarding institutionally homogenous geographical areas in the next year (2005).

Tuscany
<p><u>Opportunities</u></p> <p>The implementation of the Regional Integrated Social Plan with the related sub-action plans on minors' rights, poverty, disable people, young people. The Regional Integrated Social Plan 2005</p> <p>The integration of policies and initiatives concerning the family, people who are disabled, immigrants and people at risk of social exclusion and poverty</p> <p>Programmes and initiatives to prevent early school drop out</p> <p>The experimentation with the "health society" (an integrated programme between social and health measures)</p> <p>Local initiatives devoted to reception and support services for women (both Italians and immigrants) in difficult life situations</p> <p>The experimentation with an integrated supply of education and training courses</p> <p>The increasing capacity of local stakeholders in elaborating, implementing and monitoring integrated local plans of social and health services</p> <p>The increasing capacity of local stakeholders to elaborate projects on social inclusion from the bottom-up.</p> <p>The improvement of local practices aimed at favouring collaboration between the stakeholders integrating their expertise in active partnership and networking</p> <p>Communication strategies citizens-oriented in order to favour their participation in networked systems</p> <p>The implementation of specific projects aimed at the creation of "one-stop-services" for social integration (e.g. house-agency – "Agenzia Casa e Sportello Unico per l'Integrazione", "Mary Poppins") along with allowances for family and individual income and new births, as well as the EQUAL projects</p>
<p><u>Threats</u></p> <p>Continuous cuts caused by the national law on public budget (financial laws). These cuts regard the financial and human resources available to regional and local authorities, including those allocated by the National Fund for Social Policies. as a result, many municipalities may not be able to satisfy local needs, focus on envisaged priorities and overcome new and persistent poverty situations</p> <p>The risk of increase in unemployment due to economic crises at a provincial and local levels</p> <p>The risk of insufficient collaboration between local authorities (municipalities) in the elaboration and implementation of integrated local social plans</p> <p>The risk due difficulties in identifying latent needs also from the part of the concerned stakeholders</p> <p>Uncertainties due the implementation of the recent reforms on labour market and education policies</p> <p>The change of the local decision-makers due to the recent local administrative elections</p> <p>Difficulties to create shared visions, synergetic frameworks and structures between public, private and social stakeholders</p> <p>The lack of an effective integration between policies performed by local agencies (public, social and private)</p>

Molise
<u>Opportunities</u> The expected approval of the Regional Social Plan, supported by: social pacts on income allowances; micro-credit projects; housing policies (allowances to house loan); integrated care services for vulnerable people and families; local plans for active solidarity (including “time-bank”; programme agreements) The recently approved employment plan
<u>Threats</u> Lack of financial and human resources

3. Stakeholders involvement

Several stakeholders participate in the decision making related to the strategies and plans for social inclusion and poverty reduction. Decision making connects different territorial dimensions and levels of institutionally homogenous geographical areas (Molise and Tuscany) determining the following profiles in terms of involvement intensity (marked ●●●; average ●●; feeble ●).

Stakeholders	Involvement	
	Molise	Tuscany
Persons and or families at risk of social exclusion	●	●
Businesses (not-for-profit and social co-operatives included)		●●●
Associations that represent persons at risk of social exclusion	●	●●●
Associations of social volunteers	●●●	●●●
Workers unions	●●	●●●
Business associations	●●	●●
Environmental associations		●
Services and agencies that operate in social inclusion and poverty reduction	●●	●●
Services and agencies for local development	●	●●
Employment and services and centres	●●	●●
Services and agencies for professional training	●	●●
Schools and education institutes	●	●●●
Universities research centres	●	●
Credit institutions and environmental/ethical financing		●
Municipalities	●	●●●
Mountain communities	●	●●●
Provinces	●●	●●●
Region	●●	●●●
Public authorities from a national level e.g. pension and income agencies, prefectures for immigration, drug-addiction, prostitution, convicts)		●●

4. Interaction dynamics

Stakeholders interact and contribute in decision making. Their interaction can be favoured by the following levers of transformation, which are currently used with a different intensity (significantly, sufficiently and partially) in the institutionally homogenous territories taken into analysis.

Transformation levers	Intensity of utilisation	
	Molise	Tuscany
<p>Enhancing problem understanding Systems of continuous analysis (e.g. observatories on social exclusion and poverty) exist in Tuscany, integrating provincial and regional dimensions. In Molise an experiment to create a regional observatory on social conditions was carried out 1999 and 2000 but without further development. An observatory on minors' conditions is still operating. The proposal of the regional social plan envisages the creation of a regional social observatory</p>		●●●
<p>Open collective learning In Tuscany mutual learning is continuously and openly developed between the local stakeholders involved in plans and projects of social inclusion and poverty reduction. In Molise a similar process results to be less implemented.</p>	●	●●
<p>Client orientation In Tuscany a monitoring system exists on the satisfaction of the persons and the communities that form the target groups of the social inclusion policies. In Molise there is no system devoted to monitor customer satisfaction, but some verifications are carried out on the delivery of social services</p>		●●●
<p>Result orientation In Tuscany a monitoring system regards the actions of social inclusion, considering obtained and expected results, number of beneficiaries, expected and actual expenditures. In Molise the lack of programming in social policies does not favour a coherent monitoring of results, but some administrative verifications are carried out on the delivery of social services.</p>		●●
<p><i>Intensity: significantly ●●●; sufficiently ●●; partially ●</i></p>		

The above-mentioned dynamics are part of the interrelationships between the national, regional and local dimensions, that are moving in a co-evolving framework.

5. National, regional and local dimensions: a co-evolving framework

5.1. Governance for welfare and citizens' rights

As presented in previous reports, a national Law (N° 328/2000) provided a coherent legal framework for the social policies, services and instruments in Italy.

Basic aspects of this law are considered with respect to the issues underlined in this report and regarding governance.

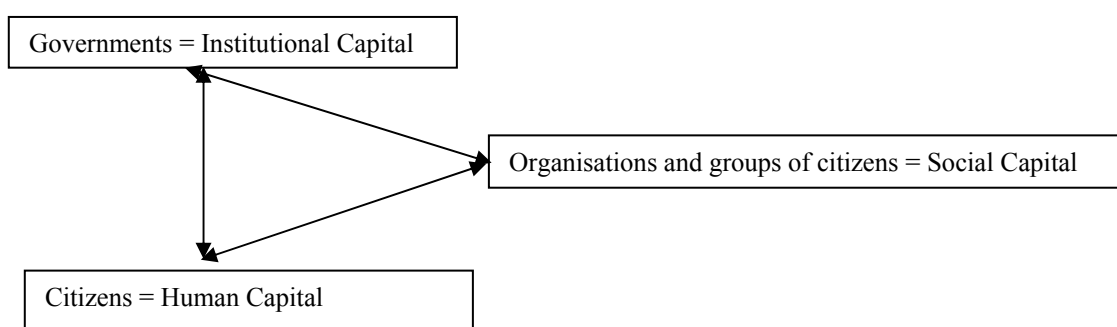
Governance is the way in which governments, citizens and their organisations relate with each other to manage their common affairs in order to cope with and solve the problems of their territories.

Governance is a broader concept than government and it refers to the process based on the interwoven relationships between Institutional, Human and Social Capital.

Institutional Capital is constituted by decision-making processes, organisational capacity, support, services and resources, provided by the institutions that operate at whatever level of a social community.

Human Capital consists of individually possessed knowledge, skills and competencies acquired through learning, experiences, attitudes and values widely shared within a specific local context and transmitted from generation to generation with respect to the creation of social, cultural, economic and environmental well-being.

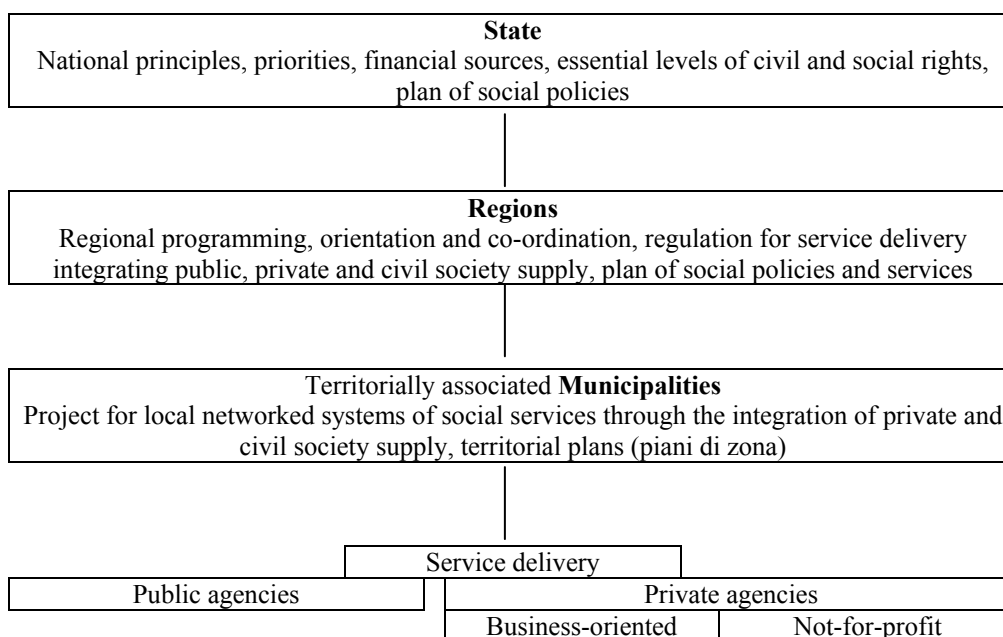
Social Capital is produced through human capital; is a “relational capital” rather than being the property of any one individual; it is a public good that is shared by the community that creates and utilises it; it involves the values and the behaviours of the civil society and relies upon the potential and the capacity of the human beings; it consists of mutual trust and benefit, community participation, co-ordination and co-operation, developed through formal and informal networks, social organizations, norms, and so on.



Examining the law N° 328/2000 mentioned above, the following main aspects emerge with respect to its contribution to a better governance of the social policies:

<p>A functional distinction between “to steer” and “to row”.</p> <p>The State orients, co-ordinates and regulates policies at a national level, determining the basic levels of civil and social rights that must be assured by social services and care throughout the national territories.</p> <p>The Regional programmes, co-ordinate and orient the policies at their levels.</p> <p>The Provinces co-operate through an integrated system of services at their territorial dimensions and actions according to the regional regulations.</p> <p>Municipalities project and carry out integrated local systems for service delivery.</p> <p>Public, private and not-for-profit agencies (expression of the civil society) provide the services at a local dimension.</p>	Institutional Capital
<p>Customised support and aids, citizen’s centrality, support instruments related to family, income, health and social inclusion, targeting all people at risk of poverty (universalism approach with selectivity)</p>	Human Capital
<p>Mobilisation of all actors and stakeholders networking, family, community</p>	Social Capital

The structure enforced by Law N° 328/2000 can be summarised in the following outline of relationships and responsibilities between the three different territorial dimensions of issues and interests.



At the time of the reform, this policy field was supported by a favourable environment aimed at the modernisation of the State structure, the related public administration and decision-making process. In fact, the laws enforced between 1997 and 2000 constitute the most significant change in governmental and administrative structure after nearly 140 years of Italian Unity. A trajectory emerges from the series of acts and regulations that are both of a transversal and sectoral nature towards: de-centralisation, de-concentration, de-bureaucratisation. Subsidiarity, responsibility, co-operation, administrative federalism reversed the top-down delegation of power and functions between the different levels of government, in order to have institutions nearer to citizens, to streamline delivery mechanisms and to simplify procedures in various policy fields.

The new institutional structure was based on the following principles with a clear definition provided by the Italian laws:

- **subsidiarity**, giving to local authorities (Municipalities, Mountain Communities, Provinces) the overall administrative functions and tasks according to their territorial dimensions in order to bring services closer to their citizens and to foster the capability of self-governance involving local communities, families, associations, individuals;
- **completeness**, giving to the Regions a role of programming agencies, along with administrative functions and tasks which are not included in those orientated towards the empowerment of the local authorities;
- **efficiency and inexpensiveness**, abolishing functions and tasks which became unnecessary;
- **co-operation** between State – Regions - Local Authorities also in order to assure an adequate participation to the initiatives adopted within the European Union;
- **responsibility and single (unitary) administration** in order to increase transparency, visibility and identification of each service and activity;
- **homogeneity** in order to distinguish different levels of government;
- **adequacy** in order to increase organisational capability, reliability and capacity building of the different levels of government;
- **differentiation** in order to respect local diversities, that is territorial, structural, demographic, social characteristics, etc.;
- **autonomy**, both in organisations and procedures, in order to enforce the responsibility given to the local authorities;
- **financial support** in order to cover the costs of the administrative functions and tasks which are assigned to each level of government.

These laws determined the duties/competences of the State as those ensuring national cohesion, while the regional, provincial and local governments are entrusted with guaranteeing cohesion at their territorial levels.

The laws envisaged a rebuilding of the Italian administrative system from the bottom up with the purpose of assuring more direct correspondence between social contexts and administration methods. It established that the details of the administrative functions belong to the Regions and local authorities, except those that are expressly reserved for the State. This means that only those functions and tasks that are intrinsically unitary and not susceptible to division even on the administrative level are reserved for the State. Same procedure is applied to the local authorities. All the functions are reserved for local authorities, except those expressly reserved to the Regions.

The institutional and administrative changes made it necessary to modify the Constitution in a significant manner. A constitutional law (N° 3/2001) confirmed by a referendum, provided for that task giving a more coherent legal framework than before for the allocation of powers, responsibilities, resources and compensation mechanisms (e.g. Articles N° 114, 117, 118, 119 and 120, V Title of the Constitution) between different territorial dimensions

The basic regulative criteria were those of subsidiarity and the territorial dimension of issues and interests in order to allow citizens, actors, communities and authorities to solve problems. These criteria are clearly more comprehensive and dynamic than those referring to competences and functions related to individual and sectoral policies.

The local dimension is the starting point of administrative and policy making processes based on value added to the territory concerned and not more on a hierarchical distinction between and within the policy fields. Therefore a municipality should add a value to its communities, as well as this should be done by a province, a region and the State. The national dimension should add a value to the other dimensions assuring that all citizens, independently of where they live, have access to essential services determined by and linked to the social and civil rights affirmed by the Constitution.

Vertical subsidiarity, from smaller to larger dimensions (art. 114 and 119)	The Republic is constituted by Municipalities, Provinces, Metropolitan Cities, Regions and the State. Municipalities, Provinces, Metropolitan Cities, Regions have financial autonomy (both in revenue and expenditure)
Horizontal subsidiarity: from state-intervention to participatory initiatives (art. 118)	The governmental and administrative levels favour the autonomous initiative of the citizens, both as individuals and in association, to implement activities of a general interest
Integration between top-down and bottom-up approaches: convergent law systems (art. 117)	The State has an exclusive competence on policy fields of strategic national importance (defined by law), without restraining the autonomy of the other governmental and administrative levels. A dual legislation of the State and the Regions regards some policy fields, specified by law. Regions have legislation autonomy in all policy fields that are non expressly reserved to the State legislation competence.
Equity between territories and individuals, combining autonomy, diversity, unity, differentiation and substantial equality in the access to civil and social rights without any discrimination and limit due to territorial boundaries and their local governments (art. 117 and 120), as well as “fiscal federalism” (art. 119)	The governmental and administrative levels have their own autonomy within a national coherence aimed at juridical, economic and social unity with a particular attention on the basic levels of civil and social rights that must be assured throughout the national territories. Health, social and education systems and services are concerned to the largest extent. The autonomy regards also the financial mechanisms (revenue and expenses), compensated by: a national fund without mandatory destination in favour of territories less favoured (with a limited fiscal capacity per inhabitant); additional resources and specific actions from the part of the State to promote economic development, social cohesion and solidarity, to remove socio-economic disequilibria and favour the affirmation of rights for each individual

As far as social inclusion is concerned, the policy fields reserved to the State legislation authority are: immigration; identification of the basic levels of civil and social rights to be assured throughout the national territories; general norms on education; social security.

Health, education, labour protection and security are policy fields of dual converging legislation between the State and the Regions.

The process concerning the reform of the Italian Constitution is still open and new changes to the above-summarised framework will be probably enforced by the Parliament debate in these months. These changes mainly regard: the abolishment of the dual legislation system between the State and the Regions; a wider role assigned to the Parliament (national legislator) in defining general rules in policy fields like health, food, education, professions' code, which constituted themes of the dual converging legislation system; the definition of policy fields where exclusive authority is assigned to the State and the Regions.

Concern has been expressed on the above-mentioned changes and they regard a new tendency towards centralisation and a reduction of the subsidiarity spirit aimed at a multi-level governance based on the territorial dimension of issues and interests.

In any case, full responsibility and authority on social policies has been confirmed to belong to the local and regional authorities.

According to the above-presented framework, two elements play a key role making it possible the interrelated system to work: financing provided by the National Fund for Social Policies (NFSP); definition of the basic levels of civil and social rights to be assured by social services and care throughout the national territories.

5.2. National Fund for Social Policies (NFSP)

In September 2004, following agreements reached with the Regions, a Ministry Decree allocated 1.000 million EURO to the Regions as a share of the total 2004 National Fund for Social Policies (NFSP). Aggregated data show an increase in financial resources of 12% (nearly 103 million) with respect to the 2003 budget, but looking more in detail at individual items of the Fund, the increase appears to be less clear.

NFSP item	NFSP 2004	NFSP 2003	Difference (2004 – 2003)
Undifferentiated resources	479.565.306	700.176.123	- 220.610.817
First home purchase and birth-rate support	173.434.694	161.000.000	+ 12.434.694
family policies especially for elderly and disabled people	70.000.000 (*)		+ 70.000.000
reduction of architectonic barriers	20.000.000 (*)		+ 20.000.000
school integration of disabled pupils	40.000.000 (*)		+ 40.000.000
services for children and primary schooling for children	67.000.000 (*)		+ 67.000.000
No-bound resources for children nurseries	150.000.000	Not included in NFSP (**)	+ 150.000.000
Poverty allowances (50% co-financing from the State and the Regions)		35.647.753	- 35.647.753
	1.000.000.000	896.823.876	+ 103.176.124

(*) Resources provided by Law N° 350/2003 (2004 financial law) and Law N° 326/2003 (public budget modifications)

(**) Resources provided by Law N° 289/2002 (2003 financial law) through a specific fund for children nursery that was separated in 2003 and amounted to 100.000.000 EURO and integrated into the NFSP in 2004 after a sentence formulated in 2003 by the Constitutional Court against the State centralisation and in favour of the regional autonomy in this specific field.

Considering the above-mentioned typologies of resources, those without any mandatory destination (undifferentiated) decreased from 78% in 2003 to 48% in 2004; if those related to children nursery are not considered in 2004 (150.000.000 EURO) in order to compare 2004 with resources allocation in 2003, the 2004 budget for Regions is closer to 850.000.000 which corresponds to a decrease of 46.823.876 EURO.

With the same act, resources allocated to big (metropolitan) cities remain at 44 million EURO. An agreement, reached in March 2004 between the State and the Regions, established that Regions are allowed to have the overall autonomy and responsibility on how to utilise the financial resources allocated to them, but several issues remain undefined, for instance: the separation of the anti-drug Fund from the NFPS (fund for social policies) with the creation of a State department (linked to the Presidency of the Ministers' Council) centralising a competence that was previously attributed to Regions and local authorities; the renewed attempt of the State to maintain a role in determining a mandatory destination of resources (e.g. allowances for family, disable people, architectural barriers, services for children).

Of course, the NFSP is a main source for social inclusion policies but not the only one. Regions and local authorities have other resources to comply with the multi-dimensional phenomenon of poverty and social exclusion. These resources are provided by the national financial law (yearly budget). However, new cuts are expected in the overall resources made available for next year (2005) by the State for the Regions and local authorities. The government's proposal in the 2005 financial law, under Parliament debate in these months, continues the reduction that was initiated in the financial laws of the last three years (2004, 2003 and 2002). Even though the amount of the new reduction is not yet quantifiable, further negative impacts on the local welfare systems are expected.

5.3. Basic levels of civil and social rights

In the ambit of the Constitutional reform process, the turning point for combining political and administrative autonomy with economic, socio-cultural and environmental cohesion between different territories is constituted by: the determination of the basic levels of civil and social rights to be assured by social services and care at a national scale (art. 117); the creation of a national fund to equalise the distribution of resources without mandatory destination in favour of less favoured territories (art. 119); additional resources and differentiated actions from the part of the State to promote economic development, social cohesion and solidarity, to remove socio-economic disequilibria and favour the affirmation of rights for each individual (art. 119). The above-mentioned instruments remain to be created in key sectors such as education and social policies, while the basic levels of services and care were determined only in the health field (National Health Plan 1998 – 2000).

It should be noted that the national Law (N° 328/2000), which reformed the social policies according to principles of universalism (all citizens have the access to civil and social rights) and selectivity (different needs according to different conditions of life), was created prior to the new Constitutional dictates giving an inventory of the issues to be taken into account (e.g. against poverty, difficulties encountered by minors, women, disable people, etc.) and specifying that the resources assigned to and by the NFPS (national fund for social policies) must correspond simultaneously to the definition of the basic levels of social services and care.

The national social services and action plan for 2001 – 2003, not yet updated, identified some criteria related to the basic levels of social services and care in three specific dimensions: fields of intervention (family, minors, elderly people, poverty, disable people, drug-addicted, reform of the social systems); service typology (information and consultancy to individuals and families; emergency assistance to individuals and families; home-help; residential, semi-residential care and daily centres); criteria for innovation (e.g. active participation of the concerned people in policy making, integration of actions and measures, mobilisation of all the relevant actors, promotion of social dialogue, co-decision and collaboration between public, private and volunteer sectors, etc.).

However only very recently (March 2004) the Ministry of Welfare elaborated a first document to comply with both the national law enforced in 2000 and the new Constitutional rules. The document constitutes a starting point for confrontation with the Regions and for the technical elaboration of the basic levels of social services, taking into account the complexity of the task given that: services should be linked to specific needs of the concerned beneficiaries and to different conditions of life. Services cannot be standardised but customised according to criteria of flexibility, gradualism and progressiveness.

6. Welfare within regional and local development programming

Having considered the framework where interrelationships between national, regional and local dimensions co-evolve, more details can be detected analysing how regional and local welfare is embedded in development programming.

6.1. The Molise experience

The Regional Development Plan (*Piano Regionale di Sviluppo*) is the main programming instrument in all policy fields, but it was actually substituted in this role by the *Regional Operational Programmes* (ROP) related to the utilisation of the EU Structural Funds (Molise was an Objective 1 region and it is currently in *phasing out*).

A single financial document (DPEF) allocates all economic resources to each specific objective determined by the programming course of action.

To cope with the regional emergency determined by calamities occurred in 2003, and in agreement with the national government, the Region recently approved “a multi-year programme for economic renewal” to connect, under the responsibility of the Region President, several financial resources (European, national and regional) according to specific principles and sectoral fields (natural resources, the environment, human resources, local systems, cities, networks and junctions of services).

Consultations were carry out with regional stakeholders of an economic, social and institutional nature. The institutional dimension was represented by the permanent “Regional Conference of the Local Autonomies”, which is constituted by provinces, mountain communities and municipalities.

As a result, the 2000-2006 *Regional Operational Programme* was further integrated with other financial resources as a template with the perspective of a future joint system of programming to be based on:

- a regional law and procedures concerning programming and co-decision processes
- procedures concerning the actors that should favour a territorial development
- the elaboration of the Regional Development Plan
- the mid-term evaluation of the Regional Operational Programme
- new models of solidarity federalism and development promotion

The main structure of the Regional multi-year Programme for economic renewal

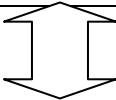
To meet the EU objectives of the Lisbon Council			<i>Regional multi-year Programme</i>
knowledge society	social cohesion and equal opportunities	innovation and better jobs	<i>Regional sectoral programmes</i>
respecting the three general bonds of the Gothenburg Council (economic, social and environmental sustainability)			<i>Regional stakeholders (economic, social, institutional)</i>

6.2. The Tuscany experience

The regional decision-making cycle is based on a system where:

- the Regional Development Programme (PRS) determines the overall objectives and the integrated strategies to achieve them
- sectoral, inter-sectoral and integrated programmes and plans (e.g. the Integrated Social Plan) articulated the PRS both at regional and local dimensions
- a single document (DPEF) allocates financial and economic resources to each programme and plan according to the PRS
- clear procedures established an institutional connection between the different levels and dimensions for ensuring an interwoven programming, as well as stakeholders' participation and involvement in the decision-making process
- strategies and procedures are fully embedded into a European Union perspective

The main structure of the Regional Development Programme 2003 – 2005

A meta-objective (“Vivere bene in Toscana” = to live well in Tuscany) is put in operation through the EU objectives (Lisbon Council)			<i>Regional Development Programme</i>
knowledge society	social cohesion and equal opportunities	innovation and better jobs	<i>Regional integrated - sectoral programmes and pilot projects</i>
following the leading criterion of sustainable development (Gothenburg Council) through			
Federalism	Co-operative governance	Co-decision (concertazione, e.g. pacts for local development)	<i>Local development plans and territorially co-ordinated sectoral plans</i>

7. Regulating the regional and local welfare

Generally, regional and local welfare is closely linked to the overall regional programming but specific regulations allow the concerned stakeholders to determine policies aimed at social inclusion and fighting against poverty.

7.1. The Molise experience

The regional law N° 1/2000, which anticipated the national law N° 328/2000 on social policy and services, pursues:

- *universal approach* aimed at achieving a networking system in favour of all citizens in terms of opportunities for human development and community well-being, while providing reliable support to projects of life of individuals and families
- *centrality* of actions aimed at developing *social autonomy* of individuals and families
- support to and increase in value of *social networks*, first of all the family, as relational instruments for personal capacity building and taking care of individuals
- increase in value of the *self-organisation capacity* of citizens and their volunteer associations in terms of *social solidarity*

To meet these purposes, the law envisages courses of action that are focused on, in particular: home services, income support (e.g. favourable loans, allowances for pupils, individuals and families in emergency situations), housing, semi-residential and residential hospitality, reception and advice centres, prevention of early school leaving (drop out), integration of education with labour policies (e.g. vocational guidance and training), support and care devoted to minors, elderly people, disable people and the most vulnerable in general.

7.2. The Tuscany experience

The regional law N° 72/1997, which anticipated the national law N° 328/2000 on social policy and services, pursues a “universal approach for an integrated system of actions and services”:

- *universal approach*; to ensure citizens rights (freedom, dignity, etc.), social solidarity, equal opportunities (e.g. women, vulnerable people), accessibility to rights and services, freedom of choice, citizens participation, mobilisation, self-organisation and so on
- *integrated actions*; to promote and co-ordinate all the courses of actions regarding social policy with those regarding other policy fields (health, housing, geographical mobility, employment, training, education, learning, culture, research, leisure) and with those regarding the personal well-being, the prevention and elimination of social uneasiness and poverty conditions
- *integrated services*; to create a network of delivery systems for social protection, security and health services able to co-operate closely with the services that relate to the other above-mentioned policies

Concerning the last point (integrated services), the Tuscan Region recently completed the reform of traditional institutes for social assistance and charity (Ipab). They were originated in 1890 and have played a lasting role in the Italian arena. For example, 99 institutes are actively operating in Tuscany. The 1890 national law gave a public status to these institutes that were created by private or religious initiatives. The Constitutional Court in 1988 declared the 1890 law no longer constitutional, reclaiming a clear distinction between public and private purposes, but these institutes are still alive in many territories notwithstanding the reform orientations provided by a national decree of the council of ministers in 1990. Tuscany, with the regional law N° 32/2004, gives two options to transform these institutes: a) in public agencies of social services entering the regional network of socio-health services and participating in the local social plans; b) private or religious associations or foundations. It is expected that the transformation in public agencies will reduce the number of the old institutes (Ipab) that will be aggregated into the existing territorial services for social and health policies.

8. Planning regional and local welfare

Generally, the legal framework that regulates social and interrelated policies is the main source for planning regional and local welfare through the implementation of innovative methods and instruments.

8.1. The Molise experience

The proposal of a first Regional Social Plan was elaborated for the first time for 2003-2005. During the elaboration of the proposal the relevant stakeholders (trade unions, trade associations, social co-operatives, volunteer sectors, NGOs, as well as the local authorities) were consulted.

The plan proposal is centred on four pillars:

- territorial balance
- universal approach to welfare
- customised services
- subsidiarity

The proposed plan is based on a series of national laws (among them, law N° 328/2000, which provided the methodological terms of reference for regional and local planning) on the National Social Plan 2001 – 2003 and on the regional legal framework quoted in this report.

Regional guidelines are provided for elaborating local plans (*piani di zona*, according to the national law N° 328/2000) for creating a territorial system of integrated services for information, guidance, counselling and assistance of the citizens.

The proposal of regional plan aggregates all the financial resources (both nationally and regionally borne) devoted to:

- specific social categories (elderly, drug-addicted, alcohol-addicted, minors, disabled, immigrants, convicted, mentally ill, etc.)
- measures (e.g. family support, economic support, involvement of the volunteer and associative system, experimental projects)
- and services (for instance, nurseries, home services, residential or semi-residential hospitality, community services, stages and training, social transport stages, emergency services)

8.2. The Tuscany experience

The first experiment with new planning methods, which was introduced by the regional law N° 72/1997 and referred to different territorial levels (regional and local), was followed by two regional plans: in 2001 valid for one year and in 2002 with a three-year perspective (2001 / 2004). The plan was updated both in 2003 and 2004.

The current Regional Integrated Social Plan (PISR) envisages two strategic objectives:

- *efficacy improvement* of the policies to meet the needs of the citizens; attention is focused on prevention and pro-active measures (e.g. to combat poverty, social exclusion, violence against women and minors), development of personal autonomy (e.g. disabled and dependent people), support to family responsibilities (e.g. minors rights, co-ordination of “city times and spaces”), universalism approach to allow citizens to access to civil and social rights supported by the determination of basic services
- *quality improvement* of the services’ delivery and its territorial balance; attention is focused on strengthening the citizenship rights and on providing a plurality of certified services (public, private and volunteer sectors) while ensuring freedom of choice on the part of the citizens.

The regional plan (PISR) refers to the Charter of Fundamental Rights of the European Union (Nizza, 2000), making services accessible to all in order to ensure that all citizens enjoy equal rights (solidarity, participation, information, communication, mobilisation of local actors, integration of several policies towards a wider social system).

The regional plan (PISR), updated in 2004, is integrated by two specific regional action plans for: minors’ rights; social inclusion and the fight against poverty. Similarly, local action plans against poverty and in favour of the minors’ rights are requested to be elaborated as part and parcel of the local social plans (*piani di zona*).

The overall approach is to have a *common trajectory* (a “Social Tuscany”) to which all related policies converge, included measures under the EU Structural Funds (e.g. the Objectives 2 and 3 Regional Operational Programmes) or EU Community Initiatives (e.g. Equal project).

Thanks to the attention paid to the subsidiarity principles, a regional added value is embedded in the policy orientations contained in the regional social plan right from the start. The plan assigns financial resources to local authorities in order to ensure inter-local equity and solidarity, through co-decided measures that concern all the regional territory, while meeting sectoral objectives and the needs of specific categories, mainly: minors, families, disabled, elderly, immigrants, people with particular forms of dependency (e.g. drug, alcohol), mentally sick, convicted.

9. Financing the regional and local welfare

A fundamental instrument to allow stakeholders to finalise regional and local welfare is constituted by financing, which presents specific characteristics within the territorial dimensions taken into account in this report.

9.1. The Molise experience (region)

In Molise, apart from the reduction of financial support from the State (in particular to the municipalities), the lack of a regional social plan and of a reformed legal framework for the social and health sectors does not allow public authorities and other stakeholders to better utilise all the financial potentials currently available, as well as to experiment with new criteria for utilising the available resources.

The Regional Social Fund, envisaged by the proposal of regional plan, will be managed according to the following criteria: 60% to the municipalities for ensuring a continuity of the services' delivery; 30% to the Municipalities for promoting the elaboration and implementation of joint local plans (*piani di zona*) and services; 10% to the Region for experimentation, networking systems and technical assistance.

Waiting for the approval of the regional social plan with the related funds, currently (2004) resources are allocated according to the following priorities:

2004 priorities and main target groups	Percentage on the total regional budget
Promotion of customised services	30%
Elderly people	25%
Disabled people	14%
Allowances for first home purchase (new families) and birth-rate support	10%
People with particular forms of dependency (e.g. drug, alcohol)	8%
Immigrants	8%
Others (minors, homeless people, volunteer associations, social co-operatives)	5%
Total regional budget	100% = 13.000.000 EURO

As an overall result, the average expenditure supported by the Region is of 40 EURO per inhabitant (321.697 people at the beginning of 2003).

The 2004 budget is formed utilising the resources allocated by the National Fund for Social Policies to the Region (52%, including resources for children nurseries) and those directly provided by the Region (48%).

In the absence of the regional social plan and the related local plans (*piani di zona*), resources are actually managed directly by the Regional government and distributed mainly through provisions issued according to regional laws and other acts (e.g. elderly, disable and drug-addicted people) as well as by means of calls for tenders addressed to both public institutions and private sector.

The National Fund for Social Policies (FNSP) also provides resources for children nurseries. Adding these resources to the regional budget, the total arrives at 14.196.497 EURO, 56% from national (FNSP) and 44% from regional sources, resulting in an average expenditure of 44 EURO per inhabitant.

9.2. The Campobasso experience (province and municipality)

The absence of a decentralised and interconnected system of planning and monitoring makes it very difficult to quantify the amount of resources actually utilised at a sub-regional level. Only partial data exist that were not yet aggregated in a coherent integrated framework for social policies. Anyway the main categories concerned by the provincial and municipal courses of action are: elderly people, disabled people, minors and the poor.

9.3. The Tuscany experience (region)

In Tuscany, regionally-originated resources are utilised to face the cut in the State financial resources allocated to local authorities. The aims are to maintain the current level of social rights and services and to fully utilise the available resources stimulating the capacity to project and collaborate between local authorities and the other stakeholders. Recently parameters to allocate the regional resources were redefined and some local areas lost resources with respect to other territories (e.g. Casentino with a 38% reduction between 2003 and 2002).

The Regional Integrated Social Plan (PISR) provides financial resources at different territorial levels (regional and local) by means of the Regional Social Fund (RSF).

PISR 2004: priorities and main target groups	RSF percentages
Elderly people	35%
Family and minors	15%
Disabled people	14%
People with particular forms of dependency (e.g. drug, alcohol)	12%
Immigrants and nomads	6%
Regional Initiatives (projects reserved to inter-local actions) on the above-mentioned priorities	18%
Total regional budget	100% = 109.490.064 EURO

As an overall result, the average expenditure supported by the Regional Plan (PISR) is of 31 EURO per inhabitant (3.566.071 people at the beginning of 2003).

The Regional Social Fund utilises the resources allocated by the National Fund for Social Policies to the Region (53%) and those directly provided by the Region (47%).

The National Fund for Social Policies (FNSP) also provides resources for children nurseries that are utilised within the education, training and labour policies, according to the Regional Law N° 32/2002.

Adding these resources to the regional budget, the total arrives at 119.321.957 EURO, 55% from national (FNSP) and 45% from regional sources, resulting in an average expenditure of 33 EURO per inhabitant.

The regionally originated financial sources consist of a fund for social assistance, a fund against poverty, a fund for socio-educational actions, a solidarity fund to compensate local situations of an emergency nature and with difficulty in providing local solution (e.g. municipalities with limited expenditure capacity).

The subsidiarity principles applied to social policies allow Tuscany to distinguish between resources directly attributed to local authorities and those managed by the regional government. The proportion is in favour of local authorities, which receive 66% of the Regional Social Fund, while the remaining 34% is reserved to regional departments.

The share of the Regional Social Fund (34%) reserved to regional departments is used to implement the following measures and initiatives

Investments	12,4%
Regional innovative programmes (Regional Initiatives, PIR) (*)	7,9%
Allowances for first home purchase (new families) and birth-rate support to favour social aggregation and alleviate household load	4,5%
Reduction of architectonic barriers (**)	4,4%
Allowances for transport and mobility of citizens with difficulties (e.g. disable people and over 65 years old)	1,9%
Support to house lease	1,8%
Favourable loans, guaranteed by a specific public fund, for families and individuals to lessen the risk of social exclusion and poverty (e.g. usury)	0,5%
Reorganisation of city times and spaces	0,5%
Support to volunteer associations and the “third sector”	0,5%
<p>(*)Examples of Regional Initiatives (PIR) are: Networks for social inclusion and protection (e.g. disable people, elderly people, victims of sexual abuse, persons in poverty or at risk of social exclusion, immigrants in reception centres); Evaluation and quality of social initiatives (e.g. basic level of social services and care, citizenship charters, regional monitoring system - observatory – and information system, evaluation and monitoring of local social plans); Family support (e.g. quality of life of minors, prevention of risks of social exclusion, family role as an active component of the local communities and the social networks); Socio-health integration (e.g. elderly people, provision of daily centres, Alzheimer prevention); Agreements and pacts between the Region and foundations and associations involved in social inclusion initiatives; A Tuscany for young people (e.g. aggregation, associations, social insertion, culture and leisure time, styles of life).</p> <p>(**) The Region financed directly these initiatives because of delays from the State to meet the requests made by disable people during the last ten years according to the national law N° 13/1989 on the reduction of architectonic barriers.</p>	

Local authorities utilise their own resources (66% of the Regional Social Fund) through local social plans. To this end they receive financial resources devoted to structural policies (39%), to innovative and experimental projects (22%) and actions aimed at fighting against poverty (5%).

The resources for structural policies are attributed directly to each municipality in order to autonomously implement integrated courses of actions and services that address local needs and decisions within the shared objectives defined by the regional plan (PISR). These resources (so called “undifferentiated”) are allocated according to specific parameters (e.g. population, age brackets) and indicators (e.g. rate of disable people, immigrants, minors, non-self-sufficient elderly people). A share of the available budget is given to support the associated management of social services between different municipalities. The solidarity fund compensates the resources allocation taking into account emergency cases, difficulties in providing solutions at a local level, expenditure capacity of the local authority (e.g. small municipalities).

The resources for innovative and experimental projects experiences (best practices) are attributed to local authorities at a nested territorial level (e.g. the social-health districts, *zone socio-sanitarie*) with the aims of strengthening their co-operation and stimulating creativity of a wide variety of stakeholders in the priority sectors identified by the regional plan (PISR).

Finally, resources from the previously mentioned regional fund against poverty are attributed to municipalities with more than 30.000 inhabitants, establishing that each local social plan must contain also a specific territorial plan against poverty.

Many projects were presented by local stakeholders within the local plans, demonstrating that a critical mass of awareness, commitment and innovation has been reached at grassroots level (bottom-up approach) to meet the citizens' needs and the overall strategic objectives (top-down approach) co-decided in the regional and local plans through the involvement of the stakeholders.

For instance, 1.056 local projects (46 of which specifically devoted to fight against poverty) were approved in 2002, with the following order of distribution in terms of target groups and thematic issues: elderly, disabled, people with particular forms of dependency (e.g. drug, alcohol), minors, immigrants, family responsibilities, reform development, convicts, housing, social inclusion, mental sickness. The typology of the services envisaged by the above-mentioned projects was: home services, community services, residential or semi-residential hospitality, economic support, emergency services, basic welfare, and social transport.

Other 121 projects were approved in 2003 under the common line of "Social Tuscany" to promote innovative actions (best practices) and they regard integrated home assistance and care, family and citizens' advise centres, immigrants, refugees, disable people, families, minors, social integrations against prostitution, social integration of convicts, new regulation of city times and spaces.

9.4. The Arezzo experience (province)

In 2004 the Regional Integrated Social Plan (PISR) allocated 6.310.752 EURO of the Regional Social Fund to the 39 municipalities of the Arezzo Province (330.123 inhabitants at the beginning of 2003). This amount corresponds to 9% of the regional resources totally utilisable in full autonomy by local authorities, considering that the population weight of the province is equal to 9% of the total regional inhabitants. As an average, the municipalities of the Arezzo Province receive 19 EURO per inhabitant. This amount corresponds to the regional per capita average. Other small resources are allocated in favour of local autonomy arriving at nearly 66% of the regional average expenditure per inhabitant (31 EURO, see above).

At a provincial level, the priorities resulting from the courses of action developed in collaboration with the concerned municipalities are as follows.

2004: priorities and main target groups at a provincial aggregation	Percentage on the available resources (estimates)
Elderly people	30% - 35%
Disabled people	20% -25%
Family and minors	15%
People with particular forms of dependency (e.g. drug, alcohol)	10%
Immigrants and nomads	5% - 10%
Mental health	5%
Labour market inclusion of vulnerable people	5%

9.5. The Casentino experience (mountain community)

In 2004 the Regional Integrated Social Plan (PISR) allocates 772.502 EURO of the Regional Social Fund to the 11 municipalities jointly involved in the local plan (*piano di zona*) of the Casentino Mountain Community (36.071 inhabitants at the beginning of 2003). This amount corresponds to 1,1% of the regional resources totally utilisable in full autonomy by local authorities, considering that the population concerned by the local plan arrives at 1% of the total regional inhabitants. As an average the municipalities of the concerned territorial area receive 21 EURO per inhabitant. This amount is above the regional per capita average and the resources allocated in favour of local autonomy are nearly 68% of the regional average expenditure per inhabitant (31 EURO, see above).

Adding the resources allocated by the Regional Social Fund to those providing the municipalities themselves, in 2003 the total expenditure for social services and activities totalled 2.442.559 EURO (nearly 68 EURO per inhabitant), with the following priorities.

2003: priorities and main target groups in the Casentino local plan	Percentage on the available resources
Elderly people	35%
Disabled people	32%
Family and minors	15%
People with particular forms of dependency (e.g. drug, alcohol)	12%
Immigrants and nomads	6%
Total local budget	100% = 2.442.559 EURO

10. Governance for implementing development and welfare policies

10.1. The Molise experience

The “Regional multi-year Programme for the economic renewal” underlines that a better Governance is a challenge also promoted by the recent Constitutional reforms. The Region is trying to follow integration, co-ordination and a balanced pluralism between different institutional levels. According to the Programme objectives, priority issues are: to identify an adequate aggregation between the municipalities (an “upper-municipal” dimension) in order to improve the services’ delivery; to privatise and to liberalise the services according a balance between equity and economic dimensions through feasibility studies.

As a general rule:

- the Region has the main role of programming and orienting the courses of action at a regional dimension, co-ordinating tasks and functions of the other local public authorities;
- the Provinces have a role of programming at a provincial level, as well as of promotion, co-ordination and technical – administrative support in favour of the municipalities;
- the municipalities have the remaining competences, all those not attributed to the regional and provincial authorities; in the policy fields; small or rural or mountain municipalities carry out their tasks in co-operation (e.g. joint services and mountain communities).

The regional law N° 1/2000 on social citizenships, right and protection, care and social services specifies that:

- the Municipalities have authority in the field of social policies and in the delivery of social services and care; the municipalities participate in regional programming; municipalities receive from the Region an incentive to provide services on an associated organisational basis (20% more than the financial support due to the individual municipality);
- the Provinces participate in the elaboration of the regional social plan, promote collaboration with and technical support to municipalities and mountain communities;
- the Region approves the Regional Social Plan (*Piano Socio-assistenziale Regionale*) with the contribution of the municipalities, provinces and other public institutions (e.g. Universities) and the private sector, distributes the resources of the Regional Social Fund (*Fondo Sociale Regionale - FSR*) according to guiding criteria (70% to the individual or associated municipalities for services’ delivery; 20% devoted to investments in structures for renewal, new building, plant modernisation; 10% regarding training of operators, studies, research and experimentations), co-ordinates and verifies the implementation of the regional social plan, promotes and co-ordinates the regional social observatory (monitoring system); the Region provides for directives and administrative acts in the absence of the regional social plan.

The proposal of a first Regional Social Plan stresses the role played by co-decision (*concertazione*), integration, partnership and shared responsibilities in order to promote a Welfare of Responsibilities aimed at a producing better Governance, to which all the institutional stakeholders contribute on the basis of their dimension of intervention:

- the Municipalities to elaborate the local social plans (*piani di zona*) with the related services' delivery; they will have attributed all authority in administrative tasks (both individually and in associated structures), the co-ordination of programmes and activities at a local level, participating in the regional programming of the local authorities;
- the Mountain Communities to support the delivery of social measures and services according to agreements on inter-municipalities programmes;
- the Provinces to participate in and support the elaboration and implementation of the local social plans (*piani di zona*), integrating them to labour policies and training plans on the basis of the analysis concerning the social needs at a provincial dimension;
- the health district agencies to integrate social and health plans at a territorial dimension;
- the Region to create and manage a regional social fund, to elaborate a regional social plan, to define and co-ordinate its orientations, to verify and control their implementation at a local level, to define the basic levels of services to be guarantee at a regional dimension, to integrate each other the regional health, social, labour and training policies, to define and control the quality of the services' delivery

10.2. The Tuscany experience

The Regional Development Programme (PRS), as well as the connected plans, refers to the five principles of the European Governance (White Paper, Com 2001 – 428):

- *Openness*; to make it possible that institutions are near to the citizens
- *Participation*; to make it possible for the stakeholders' active involvement throughout the policy chain – from conception to implementation, following an inclusive approach-
- *Accountability*; to clarify the roles and responsibilities of stakeholders at whatever level decisions are taken and implemented
- *Effectiveness*; to define policies that are effective in needs, objectives, times, evaluation of future impact and feedback of past experience
- *Coherence*; to make policies and actions consistent and easily understandable within a complex system that connects European and local dimensions

The above-mentioned principles reinforce those of proportionality and subsidiarity to define levels and select instruments that are appropriate to the chosen objectives.

As a general rule:

- the Region limits its role to the co-ordination and integration of policies related to social and economic cohesion of the regional territory, starting from the definition of the main objectives and programming guidelines
- at the sub-regional level, the Province has the same limiting role with respect to the municipal level
- the administrative activities and the management of projects are designated as the responsibilities of the provinces and the local authorities, which promote the involvement of the local actors, both social and economic.

The regional law N° 72/1997 on citizens' rights, equal opportunities, integrated social, assistance and health services defines that:

- the Municipalities have full authority in the field of social policies and in the delivery of social services and care; the municipalities participate in the elaboration of joint local social plans (*piani zonali*), which generally correspond to the territorial structure of the health services and are approved by the Mayors' Conference (*Conferenza dei Sindaci*);

- the Mountain Communities can be given authority by the concerned municipalities in order to co-ordinate and implement the local social plan and to manage aggregated social services; in this case the local social plan is approved by the Mountain Community;
- the Provinces participate in the elaboration of the regional social plan, co-ordinate the provincial initiatives within the definition and implementation of the local social plans that concern the provincial territory, elaborate and carry out projects and initiatives referred to the issues of a provincial dimension, promote and co-ordinate the information and monitoring systems regarding the provincial dimensions in relationships with the similar systems existing at regional level;
- the Region approves the Regional Integrated Social Plan (*Piano Integrato Sociale Regionale – PISR*) with the contribution of the public institutions and the private sector, distributes the resources of the Regional Social Fund (*Fondo Sociale Regionale - FSR*) according to the regional social plan, co-ordinates and verifies the implementation of the regional social plan, promotes and co-ordinates the regional social observatory (monitoring system), directly carries out innovative projects of a regional interest (regional initiatives) through the consultation of the concerned municipalities.

The governance of the regional welfare system is based on a participatory and democratic decision-making process. The concerned stakeholders (e.g. public authorities and the civil society) are involved in the elaboration, implementation and assessment of courses of action aimed at the welfare of the social communities at different territorial dimensions. In fact the regional and local plans are connected by:

- policy and institutional co-ordination, where the Mayors' Conference (*Conferenza dei Sindaci*) defines the programme guidelines
- technical and institutional co-ordination, for which local secretary bodies are created to favour co-decision making, programming and management of the local plans (an handbook was issued to support an harmonised orientation and utilisation of criteria and methods during 2002 – 2004)
- round-tables for joint planning and co-ordinated project elaboration
- one-stop-services for the promotion of citizens' rights (*Sportelli di cittadinanza*), experimented in some local areas as integrated delivery mechanisms (listening, guidance, information, accompaniment, etc.)
- an integrated system of regional and provincial “observatories” on the social conditions, with common criteria on data-storing, data-collection and indicators for outcomes and performances
- regional technical round-tables to support the creation of local plans, to favour an open exchange of experiences between territories and thematic areas, to monitor and verify the efficiency and efficacy of the local plans

Subsidiarity principles are the basis of a co-decision model (*modello concertativo*) supported by training and technical assistance in order to foster:

- involvement of local actors and communities
- negotiation between different interests
- creation of a shared overall strategy
- elaboration of integrated local plans
- creation of local partnerships for developing, implementing and monitoring individual projects

Local diversities allow social communities to benefit from the added value produced by a set of coherent policies aimed at meeting different needs within a common framework constituted by three main objectives:

- improvement in health and welfare of the citizens
- citizen' satisfaction and participation
- efficiency, efficacy and sustainability of the welfare system

Diversity is conjugated with equity, federalism with solidarity, local with regional dimensions (vertical subsidiarity), public government with the autonomous initiative of the citizens, both as individuals and in association (horizontal subsidiarity).

Federalism with Solidarity requires the involvement of the constitutive components of the regional society in decision-making:

- public authorities (municipalities, mountain communities, provinces and the region itself), each of them with its own range of responsibilities
- trade unions; social and customer associations; local communities
- families; individuals; self-organised groups (of citizens, customers, families and persons) that manage socially useful services
- public institutions involved in assistance and social services delivery, as well as NGOs, foundations, social co-operatives, volunteer sector and charitable institutions

Solidarity has also been supported in the recent regional law N° 39/2004, aimed at promoting an inter-territorial equity based on the promotion of social and civil development in small and mountain municipalities and on the improvement of citizens' access to civil and social rights. Allowances and incentives are given to municipalities that have less favourable conditions according to specific indicators (e.g. isolation, small demographic dimension and density, depopulation, high rate of ageing population, low activity rate, low income, low taxation revenue, low presence of businesses). Allowances and incentives are given to promote: children educational services; social services; health emergency services; transport services; rural road network; artisan, trade and tourism activities.

Networks of social solidarity, social services aimed at promoting social and economic development, employment and social cohesion are at the basis of “territorial pacts for local welfare”, promoted by the regional law N° 72/1997. Their distinctive elements are: a territorially integrated planning; public – private (and social) partnerships; agreements to finalise local social plans (piani di zona) and integrated health plans (“for a Health Society”).

Stakeholders' involvement is a key driving force for local plans. Main actors are: volunteer associations (e.g. NGOs) that represent several social interests (e.g. disabled, elderly, families and minors, women, young, immigrants, ethnic groups), social partners (trade unions and associations), legally recognised bodies for service delivery (e.g. services provided by social co-operatives and organisations registered in provincial rolls under regional supervision), which are requested to obtain a quality certification as well as the local public bodies (to which the Region assigns full responsibility on social matters).

Welfare governance is understood as an ongoing process determined by the previous experiences and continuous feedback for improving a shared system of rules, missions, structures and instruments.

It must be remembered that the Region has always paid close attention to these aspects (e.g. an important regional plan for health and social services was enacted in 1984). This is true also from an operational point of view: for many years social and health policies have been managed by a single regional department, which has competences also in housing, social transport (e.g. for disabled and dependant people). Collaboration exists with the Department of labour policies to integrate employment and social inclusion initiatives, and so on.

11. Implementing governance in welfare policies

The answers provided by the interviewed stakeholders give the image of how governance is implemented in two institutionally homogenous geographical areas (Molise and Tuscany).

In these areas, different dimensions and levels of decision-making are involved in elaborating, implementing and monitoring welfare policies and measures: local (mountain communities and municipalities), provincial and regional.

Taking into account the relationships between these different dimensions and levels, a governance profile can be identified in the institutionally homogenous territories. The profile presents the intensity (significantly, sufficiently and partially) of courses of actions focused on aspects related to Social Capital, Institutional Capital and Human Capital.

Social Capital	Intensity of actions	
	Molise	Tuscany
Openness to enrich the own culture and enhance multicultural cohesion Cultural diversities expressed by the most vulnerable (e.g. immigrants, disabled) are utilised as a driving factor to improve social cohesion	●	●●
Discovery and re-encoding of social diversities Social diversities in the different local contexts are evaluated and translated into different targets for social inclusion strategies and projects	●	●●
Capacity of creating a shared vision Strategies and plans for social inclusion and against poverty are shared by all, the majority or the minority of the local stakeholders (e.g. through formal agreements)	●	●●●
Multiplicity of interactions A multiplicity of interactions exist between the local stakeholders and they are involved also in the management of activities relative to the projects of social inclusion and poverty reduction (see the following table)	●●	●●●
<i>Intensity: significantly ●●●; sufficiently ●●; partially ●</i>		

<i>Multiplicity of interactions: Stakeholders</i>	Intensity of participation	
	Molise	Tuscany
Businesses (not-for-profit and social co-operatives included)		●
Associations that represent persons at risk of social exclusion	●	●●
Associations of social volunteers	●	●●●
Workers unions	●	●
Business associations	●	
Services and agencies that operate in social inclusion and poverty reduction	●	●
Services and agencies for local development	●	●●
Employment and services and centres	●	●●
Services and agencies for professional training	●	●
Schools and education institutes	●	●●●
Universities research centres	●	
Municipalities	●●	●●●
Mountain communities	●	●●●
Provinces	●●	●●●
Region	●●	●
Public authorities from a national level eg. Pension and income agencies (*)		●
<i>Intensity: marked ●●●; average ●●; feeble ●</i>		

Institutional Capital	Intensity of actions	
	Molise	Tuscany
<p>Distribution of responsibility and competence</p> <p>In Molise the lack of a regional social plan and the uncertain attribution of responsibilities and competences to the public authorities has led to difficulties in creating connection and collaboration between services, practitioners and stakeholders, while regional centralisation constitutes a threat against the creation of shared visions and approaches capable of representing different interests at different territorial dimensions.</p> <p>In Tuscany, where programming methods evolved in a consistent way with the involvement of a wide range of stakeholders, fragmentation and separation between public bodies and departments still exist, especially at a provincial level. At a municipal level, attitudes and organisational behaviours still exist which are orientated towards localism. These do not favour a fruitful collaboration, co-ordination and territorially integrated networks at a inter-municipal dimensions. Time is needed to implement innovative programming methods (e.g. local plan) and to digest changes in procedures and approaches.</p>	●	●●
<p>Autonomy for utilising the available resources</p> <p>In Molise, the fact that the National Fund for Social Policies does not strictly determine the regional utilisation of the financial resources, combining with the absence of a social and economic programming shared at a regional dimension, makes the current situation uncertain. Targets, beneficiaries are the same with respect to those of the past years in order to comply with the need of maintaining the current levels of services' delivery. At a local level (municipality) the available resources are mainly bound by regional calls concerning individual courses of action.</p> <p>In Tuscany, the regional integrated social plan offers flexibility and a wide range of opportunities to decide courses of actions that correspond to local needs, devoting the largest share of financial resources (regional social fund) to municipalities and their aggregated organisms. A main issue regards the identification of tacit needs both in the social and health fields.</p>	●	●●
<p>Opportunities and room for equitable interaction</p> <p>Citizens and their associations are involved in specific institutions and have a role in the decisions regarding social inclusion policies in the local territorial areas, for instance: region, provinces, municipalities, health agencies, consultation organisms of the volunteer sector, co-decision organisms (e.g. round tables, thematic workshops, local committees), regional committee on social policies, conferences of mayors with their local branches.</p>	●	●●
<p>Access to information and to the arena of dialogue and debate</p> <p>Several information and dialogue systems with the citizens have been created by the public authorities in their territorial areas to promote social inclusion policies, for instance: information offices and centres, Internet-based portals and web-sites, the press and other media (e.g. TV networks), charters of services, charters of social citizenship and rights, conferences between different departments and services, meeting, agreements and protocols between stakeholders to co-decide strategies and plans for specific typologies of beneficiaries (e.g. disable people), public meetings and conferences.</p> <p>The National Action Plan 2003-2005 against poverty and social exclusion plays a limited role (as <i>information</i> on national policies) or it is <i>not well known</i> both at the strategic and operational levels in the concerned regional and local territorial areas of the interviewed persons.</p>	●	●●
<p><i>Intensity: significantly ●●●; sufficiently ●●; partially ●</i></p>		

Human Capital	Intensity of actions	
	Molise	Tuscany
<p>Perception of a variety of development approach In Tuscany, a variety of approaches for social inclusion initiatives has been <i>sufficiently</i> developed through the regional and local plans (promoted also by the national Law N° 328/2000), while in Molise, this variety only <i>partially</i> emerges or is <i>not at all</i> visible. In Molise there are not yet regional and local social plans.</p>	●	●●
<p>Creativity and innovation in an entrepreneurial culture that emphasises the responsibility towards the community Strategies and projects for social inclusion promote and support the corporate social responsibility (CSR)</p>	●	●
<p>Capacity to cope with change Capacity to anticipate and manage change is developed in the strategies and projects for social inclusion and the reduction in the levels of poverty</p>	●	●●
<p>Integration of social and technical skills The integration of technical and social skills of the practitioners is promoted and supported by the strategies and projects for social inclusion</p>	●	●●
<i>Intensity: significantly ●●●; sufficiently ●●; partially ●</i>		

12. Positive experiences

Some positive experiences have been indicated by the interviewed stakeholders. These experiences are summarised in the following tables.

<i>RMI (minimum income allowance for social insertion (Law N° 449/1997 and 328/2000))</i>
Beneficiaries: People with low income at risk of poverty in the municipality of Massa (Tuscany)
Promoters: Tuscan regional government
Objectives: Support families in poverty and vulnerable situations
Main actions: Economic support; personalised projects to help the family and individuals
Results: 80% success in escaping poverty of the families

<i>Assistance in the purchase of the first house by young couples</i>
Beneficiaries: Young couples at a regional level
Promoters: Tuscan regional government
Objectives: Support for creating new families
Main actions: Economic support
Results: 70 new young families benefited from the support

<i>Charter of the Social Citizenship</i>
Beneficiaries: Citizens, local authorities, third sector and civil society
Promoters: Tuscan regional government
Objectives: Development of the social protection network
Main actions: Training for public and private agencies; analysis of services accessibility and delivery
Results: Increase in the social protection network; development of active participation in public services from the part of local communities and citizens

<i>Rights and equal opportunities for minors (Law N° 285/1997)</i>
Beneficiaries: Minors and their families, municipalities and their associations, mountain communities, province
Promoters: Province of Campobasso
Objectives: Social integration with implementation of social services
Main actions: Flexible services for the family
Results: Institutional network composed of practitioners of the social policies and vocational training of public and social agents

<i>Mediation and integration of disabled workers MILD</i>
Beneficiaries: Disabled persons who have joined the special list for employment placing (L w n°68/99)
Promoters: Province of Arezzo and social cooperative “Electra”
Objectives: Integrated actions for employment insertion of disabled persons (psychological, intellectual, multiple handicaps)
Main actions: Personalised projects and actions with the local businesses to created the conditions for integration in the working environment
Results: 111 projects with persons with disabilities sometimes above 60%, a series of agreements with the disabled persons and their families, collaboration with the social and health services, vocational training and placement monitoring

<i>Information services for ageing people</i>
Beneficiaries: Elderly citizens above 65 years and their families
Promoters: Region of Tuscany, Province of Arezzo, municipalities in Arezzo Province
Objectives: Provide information on the public services regarding assistance, requirements, procedures, modalities and access
Main actions: Information through trained operators who answer a free telephone number
Results: Improved information and awareness of the senior population on service available and their access

<i>Study grants for vulnerable young persons relative to summer stages</i>
Beneficiaries: Students below 18 years of age in risk situations
Promoters: European Union, Region of Tuscany, Province of Arezzo
Objectives: To allow for young persons in risk situations to participate in summer stages
Main actions: Study grants
Results: A number of students (>10) participate in stages in Italy and Europe each year

<i>To free the time</i>
Beneficiaries: Women
Promoters: Province of Arezzo, women’s association “Donne Insieme”
Objectives: Social and labour integration
Main actions: Vocational guidance and training, assistance, employment placement
Results: Several persons work within the Province initiatives to supply non specialist services

<i>A territory for everyone</i>
Beneficiaries: Immigrants and the family of immigrants
Promoters: Region of Tuscany, Province of Arezzo, municipalities, mountain communities and associations of the third sector
Objectives: Social integration of the immigrants
Main actions: Projects to facilitate housing, work, basic learning, health needs, vocational training, cultural promotion
Results: Delays in financing have retarded results, too early to evaluate, but active participation of the beneficiaries and promoters in the project implementation

<i>Agency "Casa" (home)</i>
Beneficiaries: Persons with difficulties in finding housing
Promoters: Province of Arezzo
Objectives: Finding housing for person who are having difficulties
Main actions: Contacting private persons and agencies to locate housing
Results: Over 300 houses/apartments found and rented

<i>One-stop centre for immigrant integration "Sportello Unico per Integrazione"</i>
Beneficiaries: Immigrants with working permits
Promoters: Region of Tuscany, Province of Arezzo, municipalities (e.g. Casentino)
Objectives: Support the families of immigrants in the regularization of housing
Main actions: Assistance in locating appropriate housing; assistance in resolving immigration matters, social services, health coverage, school registration
Results: Supported a number of immigrant families upon arrival in the Province

<i>Support for families with children</i>
Beneficiaries: Families in non-autonomous economic situations, including single parent families, families with 2 or more children, families with disabled children, pregnant women in economic difficulty, families in rural and disadvantaged areas
Promoters: Region of Tuscany, municipalities (e.g. Casentino)
Objectives: Economic support for large families in difficulty, also considering the surrounding social environment
Main actions: Annual contribution (up to 1.500.000 Euro at the maximum) for families in economic difficulty
Results: Resources were utilised in 2003 and will be utilised for 2004

<i>Mary Poppins</i>
Beneficiaries: Working mothers
Promoters: Province of Arezzo, municipalities (e.g. Casentino)
Objectives: Support work continuity of working mothers, vocational training and continuous learning, support for assistants to assist children of working mothers
Main actions: Financial support in the form of vouchers to pay for the services of accredited assistants to take care of children under 13 years of age
Results: Project was initiated in July 2004, results non yet available.

<i>Social pact</i>
Beneficiaries: Poor families and persons at risk of social exclusion
Promoters: Municipality of Campobasso
Objectives: Economic support - social and employment reinsertion at a neighbour dimension
Main actions: Creation of a social pact to support families and individuals at risk through placement in socially useful work
Results: 120 families involved in socially useful works to change individual attitude from charity to economic support for work performed

Methodological annex

The enquiry into the implementation of the Italian NAP inclusion on local level was carried out through the following main steps:

- Background research was performed to identify the six key priorities outlined by the Commission for the period 2003 – 2005
- Five different geographical areas were selected
- A first research hypothesis was formulated (*local and regional communities play a significant role in social inclusion policies when they have full responsibility and capacity to favour and integrate fluid interrelationships between local and wider territorial dimensions, individual and collective actions, sectoral and inter-sectoral policies, diversity and unity of culture and institutional mechanisms*)
- A group of stakeholders was selected in each of the five geographical areas
- A first round of face-to-face interviews was performed with the selected stakeholders
- The results were analysed together with a first documentary analysis concerning previous reports on NAP inclusion 2001 and 2003
- The research hypothesis was refined to take into account the above information (*local and regional communities play a significant role in social inclusion policies to the extent that they improve both governance and interaction dynamics between the stakeholders*)
- The hypothesis was used to make a research outline in order to identify what information needed to be collected through a cluster of appropriate items
- On this basis, a second documentary analysis was carried out on policies, literature and recent measures concerning the national context as well as the five geographical areas
- Results were roughly compared and related to the items that formed the research hypothesis
- A questionnaire was elaborated to collect precise information on *strategy orientation, social potentials* (institutional, social and human capital) and *action dynamics* using the methodological approach developed under the label *SQM-Sustainable Quality Management*® (see www.sqm-praxis.net)
- The questionnaire was sent to a new series of selected stakeholders identified through consultations with key contact persons
- Support was given by telephone and e-mail to complete the questionnaire
- After the questionnaire collection, data and information were aggregated, compared and commented
- A third documentation analysis was made to elaborate updated information on the institutional, legal and policy frameworks that concern the national, regional and local contexts in order to integrate them with the questionnaire results
- Finally the present report was written following the items defined in the research outline: recent trends, perspectives, stakeholders involvement, interaction dynamics, welfare instruments (legal frameworks, programming, financing, institutional structures and mechanisms), welfare governance and its implementation in the five geographical areas aggregated according to their institutionally homogeneous connections
- In addition, the questionnaire (see below) was very slightly corrected to overcome some minor difficulties encountered during the data elaboration

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Questionnaire

Section A. Geographical area

What is the area of your activity	Territory name	
Municipality or mountain community		
Province		
Region		

Section B. Tendencies 2001 – 2004

Between 2001 and 2004) what was the tendency in each of the following areas

1. Active labour market measures for vulnerable people (O4)			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

2. Linkage between social protection, lifelong learning and labour market policies (O4)			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

3. Minimum income schemes for vulnerable people (O4))			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

4. Adequacy of pensions schemes for vulnerable people (O4)			
Territorial Dimension	reduction	stable	increase
National			

5. Access to decent and safe housing for vulnerable people (O1)			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

6. Access to health services for vulnerable people (O2)			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

7. Access to quality health and long term care services for vulnerable people (O2)			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

8. Access to the opportunities for lifelong learning and cultural growth for vulnerable people (O3)			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

9. Prevention of early school leaving and support for the transition from school to work for the population of young persons at risk (O3)			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

10. Prevention of child poverty as a key step to combat the intergenerational inheritance of poverty (O6)			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

11. Support for the immigrants and ethnic minorities for inclusion in the labour market and the reduction of poverty levels and social exclusion. (O5)			
Territorial Dimension	reduction	stable	increase
Local (Municipality or mountain community)			
Province			
Region			

Section C. Financial resources and financing institutions

1) How is the National Action Plan of 2003-2005 utilised against poverty and social exclusion in the strategic operative decision making in your territorial area? (P15)

As information on national policies	As a support for the dialogue between decision makers	As a bond for decisions	It is not known

2) To what extent is the actual distribution of the institutional competencies between the various levels (local, provincial, regional, national) facilitating the elaboration of a strategy and the management of social inclusion plans and the fight against poverty in your territorial area? (P7)

not at all	partially	sufficiently	significantly

Please explain briefly.

Why

3) In the last year (2004) with respect to the preceding year (2003), what is the availability of financial resources for social inclusion planning and the fight against poverty in your territorial area? (P12):

reduced	remained equal	increased

Please explain briefly.

Why

4) What is your autonomy in the utilisation of the funds available from the National Fund for Social Policies at your level of the regional activities? (P8)

not at all	partially	sufficiently	significantly

Please explain briefly.

Why

5) What is your autonomy in the utilisation of the funds available for social inclusion and the fight against poverty provided by the Region at your level of activities? (P8)

not at all	partially	sufficiently	significantly

Please explain briefly.

Why

6) What are the priorities cited in the last version of plans in favour of social inclusion and against the poverty in your area? (D5)
 - *Insert the year of reference and group the priorities and social beneficiaries in 10 distinct typologies*

Year	
------	--

Priority by beneficiary social group (e.g. immigrants, disabled, elderly,..)	
01	
02	
03	
04	
05	
06	
07	
08	
09	
10	

7) Using the table above, how much does each priority impact (%) on the total expenditure for social plans? (D6)

Priority	Percentage of total	
01	%	
02	%	
03	%	
04	%	
05	%	
06	%	
07	%	
08	%	
09	%	
10	%	EURO
Total expenditure	100%	

8) Considering the total of the above table, what is the pro-capita expense per inhabitant in your territorial area. (D6)

Total expenditure	
Number of inhabitants	
Expenditure per inhabitant	

Section D. Creation of activities for social inclusion

1) To what extent do the regional and local plans (e.g. the national Law N° 328/2000) favour the development of a variety of approaches for social inclusion and the fight against poverty? (P1)

not at all	partially	sufficiently	significantly

If the answer is “not at all”, please explain briefly.

Why

2) Does there exist in your territorial area any system of continuous analysis (e.g. observatory) to facilitate problem understanding regarding social exclusion and poverty (D1)?

not at all	partially	sufficiently	significantly

If the answer is “not at all”, please explain briefly.

Why

3) To what extent are the social diversity in the different local contexts evaluated and translated into different targets for strategies and projects on social inclusion in your territorial area? (P5)

not at all	Partially	sufficiently	significantly

4) To what extent are the cultural diversities of the most vulnerable (e.g. immigrants, disabled) utilised to improve social cohesion in your territorial area? (P4)

not at all	partially	sufficiently	significantly

5) To what extent do the strategies and projects for social inclusion promote and support the corporate social responsibility (CSR) of the businesses in your territorial area? (P2)

not at all	partially	sufficiently	significantly

6) To what extent do the strategies and projects in your territorial area anticipate and manage change in favour of social inclusion and the fight against poverty? (P3)

not at all	partially	sufficiently	significantly

7) To what extent do the strategies and projects for social inclusion and the fight against poverty promote and support the integration of technical and social skills of the practitioners in your territorial area? (P14)

not at all	partially	sufficiently	significantly

8) Does there exist a monitoring system regarding the actions of social inclusion and the fight against poverty that considers obtained results to expected results, number of beneficiaries, expected and actual expenditures in your territory? (D6)

not at all	partially	sufficiently	significantly

If the answer is “not at all”, please explain briefly.

Why

9) Does there exist a monitoring system which considers the satisfaction of the persons and the communities that are part of the social inclusion and poverty reduction actions? (D5)

not at all	partially	sufficiently	significantly

If the answer is “not at all”, please explain briefly.

Why

Section E. The actors

1) Which of the following stakeholders participate in the decision making related to the strategies and plans for social inclusion and against poverty in your territory? (O10)

Stakeholders	Participation
Persons and or families at risk of social exclusion	
Businesses	
Associations that represent persons at risk of social exclusion	
Associations of social volunteers	
Workers unions	
Business associations	
Environmental associations	
Services and agencies that operate in social inclusion and poverty reduction	
Services and agencies for local development	
Services and agencies for environmental restoration	
Employment and services and centres	
Services and agencies for professional training	
Scholastic institutes	
Universities research centres	
Credit institutions and environmental/ethical financing	
Municipalities	
Mountain communities	
Province	
Region	
Public authorities from a national level e.g. Pension and income agencies (*)	
other (*)	
(*) please specify briefly.	

2) In general, the strategies and plans for social inclusion and poverty reduction are shared strategies in your territorial area (e.g. formal agreements)? (P13)

From a minority of the above stakeholders	From a majority of the above stakeholders	From all of the above stakeholders

3) Which of the above stakeholders are involved in the management of activities relative to the projects for social inclusion and against poverty in your territorial area? (P16)

Stakeholders	Participation
Persons and or families at risk of social exclusion	
Businesses	
Associations that represent persons at risk of social exclusion	
Associations of social volunteers	
Workers unions	
Business associations	
Environmental associations	
Services and agencies that operate in social inclusion and poverty reduction	
Services and agencies for local development	
Services and agencies for environmental restoration	
Employment and services and centres	
Services and agencies for professional training	
Scholastic institutes	
Universities research centres	
Credit institutions and environmental/ethical financing	
Municipalities	
Mountain communities	
Province	
Region	
Public authorities from a national level e.g. Pension and income agencies (*)	
other (*)	
(*) please specify briefly.	

4) To what extent has there been progress in the reciprocal learning, continuous and open between actors regarding the strategies and projects of social inclusion and poverty reduction? (D2)

not at all	partially	sufficiently	significantly

5) Which institutions include citizens and their associations and have a role in the decisions regarding social inclusion and the fight against poverty in your territorial area? (P12)

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6) Which information and dialogue systems with the citizens have been created by the public authorities in your territorial area to promote social inclusion and poverty reduction? (P15)

--

Section F. Positive experiences

(please write synthetic responses and key words)

1) Briefly describe some examples (max 3 cases) of best practises regarding social inclusion and poverty reduction in your local area which have occurred between 2001 and the present in your territorial area?

Title of the example:
Beneficiaries:
Promoters:
Main objectives:
Principal actions:
Results obtained:

Section G. Prospective for the coming year (2005)

(please write synthetic responses and key words)

1) In the coming year (2005) which are the main opportunities (max 5 examples) that favour the strategies and plans for social inclusion and the fight against poverty in your territorial area?

2) In the coming year (2005) which are the main barriers (or threats) which block the strategies and plans for social inclusion and the fight against poverty in your territorial area?
