



Sweden 2004

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**Local development
agreements as a tool
to stop segregation
in vulnerable
metropolitan areas**

Comment Paper, Italy





1. NATIONAL INCLUSION PROBLEMS

The problems of Italian exclusion are a multidimensional phenomena, not only with regard to economic poverty but also to inequality in income distribution, participation in employment, the increase in human capital, regional cohesion and living and health conditions.

Two data are meaningful for Italy: our country has got the most longevous population in the world and elderly people living alone are poorer then the rest of population; the second element is that the long term unemployment is almost double of the average figures for Europe.

The main characteristic of Italian poverty is that it is concentrated in certain areas. The poverty in the south is almost double of the national rate. So there is a renewed interregional mobility which the country is experiencing, from south to north-east Italy. We have an high use of undeclared work (22.3%).

According to a comparative work, on following, there is a description of three important issues: decentralization, goals and local approach:

1. Decentralization:

In spite of the radical changes which have been made to the country's institutional framework, it should be stressed the point that the reform of Title V of the Italian Constitution means that some of the principles of Law No. 328/00 have been constitutionally acknowledged and legalised:

- The State is in charge of general strategy on basic social services and care (to ensure social rights as civil rights and to define the basic standards for services to assert these rights). The national fund for social policies is made up of non-specific financial resources and is managed by the regions, that allocate the resources based on territorial priorities; 10% of resources are set aside for families. Social spending is monitored by the Government.
- The Regions are requested to plan, coordinate and steer social action with the help of local authorities and to check implementation in their respective areas (vertical subsidiarity); to make optimal use of the private no-profit sector and third sector with regard to planning and implementing social action and services (horizontal subsidiarity); to implement social and labour integration activities for the disadvantaged categories, by linking welfare



policies with active labour (including professional training) and local development policies and equal opportunities policies.

- The provinces are responsible for analysing needs, resources and the type of care and assistance offered.
- To the municipalities are assigned administrative duties, related to social action and use area plans (Zona Plans) to define the social priorities in their respective areas and to manage social spending.
- The municipalities, the third sector bodies and the civil society representatives are responsible for providing services and for the service network, involving the collectivity in this new type of subsidiarity welfare.
- Regions and Provinces have monitor and evaluation goals with observatory and specific committees. The State monitors the national plan.

II. NAP Goals:

The Italian goal is to encourage integration into social life and the world of work, promoting the quality of infant and adolescent life, as well as the integrity of the family.

Family policies play the important transversal role in this context. Family has a role of “flywheel” for the growth of social cohesion. Family, also, is the decisive factor for social inclusion processes, for maintaining intergenerational relations; in other words, is the instrument to contrast social decay. The family is not only a number of individuals but is also, above all, the place for the relationship network and for mutual management of resources. Italian strategies are meant to realize services, especially adopting policies for particular targets and individual consultancy, trying to join public with private sector and to integrate employment. educational and social, health policies and services.

The Italian priorities of action, organized for objectives, are follows:

Objective 1: To facilitate access to employment, resources, goods, rights, and services for all:

- > Development of employment and skills with particular focus on women and south of Italy area (public and private network).
- > Increases female employment regional actions (services for women, combining family and social life, flexibility of time etc..; anti-violence centres), employment rate for over 55's, employment of disabled people (partnership and co-financing schemes with local authorities to increase network projects).



- > Promotion of integration of convicts into society and employment.
- > Promotion of legalisation of declared employment.
- > Support of geographical mobility.
- > Development of business' social responsibility.
- > Development of ongoing training.
- > Support for large families, development of the family services network (helping new birth and nursery network, even nursery in business places), support for the development of foster family and adoption policies.
- > Development of reconciliation policies.
- > Development of services for disabled people.
- > Implementation of services for over 65s.

Objective 2 Prevention of social exclusion risks

Reduction of juvenile exclusion in school (intergenerational aggregation centres; Health Mission for student; National Guide Plan on Knowledge, Activity and Action; Schools and student associations, "school and voluntary service").

Objective 3 Support for vulnerable groups

- > Improvement of accessibility to services and the quality of life of disabled people.
- > Development of immigrants' language skills.
- > Creation of bodies to coordinate the implementation of complex policies to tackle the problem of drug addiction and able to monitor action, reintegration of drug addicts into society and employment.
- > The fight against extreme poverty (services and income of last resort in employment, integration between social and health services).
- > Multi-level action for convicts and ex-convicts.
- > Equal programme initiatives.
- > Policy integration (local network for inclusion).

III. Local development policies

Local development policies in Italy offer a concrete example (in particular integrated territorial projects) where the integrated approach is so important in regional planning. But this type of strategy must become more successful structural policies.

The quoted strategy provides support for the territory and aims to make optimal use of all the existing productive, environmental, cultural and family re-



sources. It means that the local territory becomes the potential location for partnerships and it promotes specific action to reduce poverty, marginality and unemployment.

This approach has been developed through the use of a delegation system, which sees regional responsibilities combined with other partners' responsibilities, in order to define a new system of governance for the area.

The current situation is characterised by a large number of negotiated planning instruments and initiatives, which draw upon the integrated approach and territorial dimension logic, i.e. territorial pacts, area contracts, programme agreements, neighbourhood contracts, sectorial pacts, territorial employment and training pacts and social sector pacts.

The priority lent to the integrated approach to local development has also led to integrated territorial projects in the southern Italian regions, as provided for in Community Support Framework Obj.1. The projects take the form of multi-axis, multi-measure, transversal tool with the project activities being clearly interlinked and aimed at achieving a the common goal of a defined area with specific development opportunities. Therefore the integrated projects are not an additional action tool to fit in alongside axes and measures since they do not have their own goals and resources; instead they are an innovative and specific way of implementing regional planning. They are the so-called PIT (Integrated Territorial Projects that would be also PIS Integrated Social Project when they are specifically oriented to social problems) more than 150 in all the southern Italian Regions. This largely territorial planning approach is often flanked by another approach which focuses on sectors and, in this sense, a large number of integrated project initiatives have been carried out with regard to urban and rural development and networks.

The innovative approach can be seen in the new relationship established between the regions and territorial parties when setting up and implementing integrated projects.

The Ministry of Labour has set aside the development of an integrated technical assistance system for integrated territorial projects as part of the national operational programme's obj.1.



2. POTENTIAL TRANSFERABILITY OF THE POLICY AND LIKELY CONDITIONS FOR APPLICATION

Devolution in Italy is a recent process and it is starting to produce its effects. In this context all local actions are included. So local level is above all a negotiating action between regional, provincial and municipal link with different roles. We know that in metropolitan areas there are different problems, but, at the moment, we have only experimental system action on policies and we are working on a different way to link better Social and Employment Services.

According to Italian NAP Inclusion actions it is possible to design some guidelines for a potential transferability of this best practice in our country:

Managing of long term results

Italian experience is based on network, local plan and projects related to formal and transversal agreements. So it's quite interesting to know better and to exchange the agreement methods and their tools for managing them in a long term approach. One of the weak step is to pass from the project to evaluation of results and, above all, to long term structural results.

Italian plan considers sectors plan or local plan: the idea is to work with a specific local approach that allows to integrate efficiency, democracy and services; but it's very difficult to cope with an integrated management, very aware of school, social, employment, transport, health, environmental, cultural etc. In other words we have already got integrate projects, even if the management is peculiar for any sector; anyway for a structure innovation we need an integrate management, that involves the political and democratic aspects. For this reason we appreciate your experience and we are completely sure that it has got a lot to teach us. To understand the added value of the cross sector local development we should explain how measures in one target sector contribute to achieve goals in other sector.

Finally it's important, for the Italian system, to exchange experiences of private- public networks.

Democratic approach and agreement with public, community spirit and stronger identity.



Inhabitants interests and participation in order to increase direct democracy is very interesting, above all, for proximity services and for the creation of participating projects, especially with de-favored targets. So it's interesting to exchange participation, organization and animation tools and methods, answer practices etc. We are very interested to follow the integration services and the communities and reference point in big towns. We are experimenting models for economic-social regulation (industrial districts, territorial pacts, integrated system services for employment, social and health). Our task is to integrate the efficiency of the services with care of citizen. Anyway your type of community actions is, for us, so important for development and democratic process.

Housing policies is very interesting to change also for geographical mobility projects.

This approach is transfer in assistance activities of PIT.

Monitoring indicators

The Italian system of monitoring and evaluation is working a lot in the last few years and it would be interesting to exchange experiences of quality factors measure, integrated statistics and so on. We are now working on a specific statistic system for women inclusion and employment impact in local area.

These are example of specific exchange and there are terms of transferability, above all, for tools and methods. In policy terms it's possible to create a link with a specific metropolitan area were it is possible to transfer part of experience.

3. QUESTIONS:

- A. Do you work with individual vouchers and how do you do it ?
- B. For a long term approach what kind of new monitoring and evaluation indicators do you use ?
- C. The bottom up approach is very interesting. Can you explain better what kind of methodologies and tools are you using?
- D. How do you activate the dialogue with local Employment Services?



- E. What type of actions do you implement for enterprise creation?
- F. Do you have a standard of agreement and what kind of goals they have inside?
- G. How do you activate democratic process (animation methods) and how do you work with local representatives?
- H. You talk about culture like a linguistic tool, how do you use it in the different integration fields?
- I. Do you have specific interventions for women integration?
- J. Do you deal with local negotiators or mediators? Are you involved in their training?