

TAIEX SEMINAR ON THE IMPLEMENTATION OF THE EU ACQUIS ON COMBATING SOCIAL EXCLUSION IN LITHUANIA

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The governance of social inclusion policies: a comparison between the national and the regional experiences in Italy.

Filippo Strati

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Governance of Social Inclusion policies

The five principles of the **European Governance**

EU White Paper (COM(2001) 428)

Openness	Institutions should work in a more open manner and they should be nearer to the citizens
Participation	Quality, relevance and effectiveness of policies depend on ensuring wide participation throughout the policy chain – from conception to implementation, following an inclusive approach
Accountability	Roles and responsibilities need to be clearer at whatever level decisions are taken and implemented
Effectiveness	Policies must be effective and timely, delivering what is needed on the basis of clear objectives, an evaluation of future impact and, where available, of past experience
Coherence	Policies and actions must be coherent and easily understood to ensure a consistent approach (economic, environmental and socio-cultural) within a complex system (e.g. diversity, climate and demographic changes) and through strong responsibility on the part of the Institutions (e.g. involvement of regional and local authorities)

Governance

Governance is a broader concept than government and it refers to the process that involves formal institutions and those of the so-called civil society.

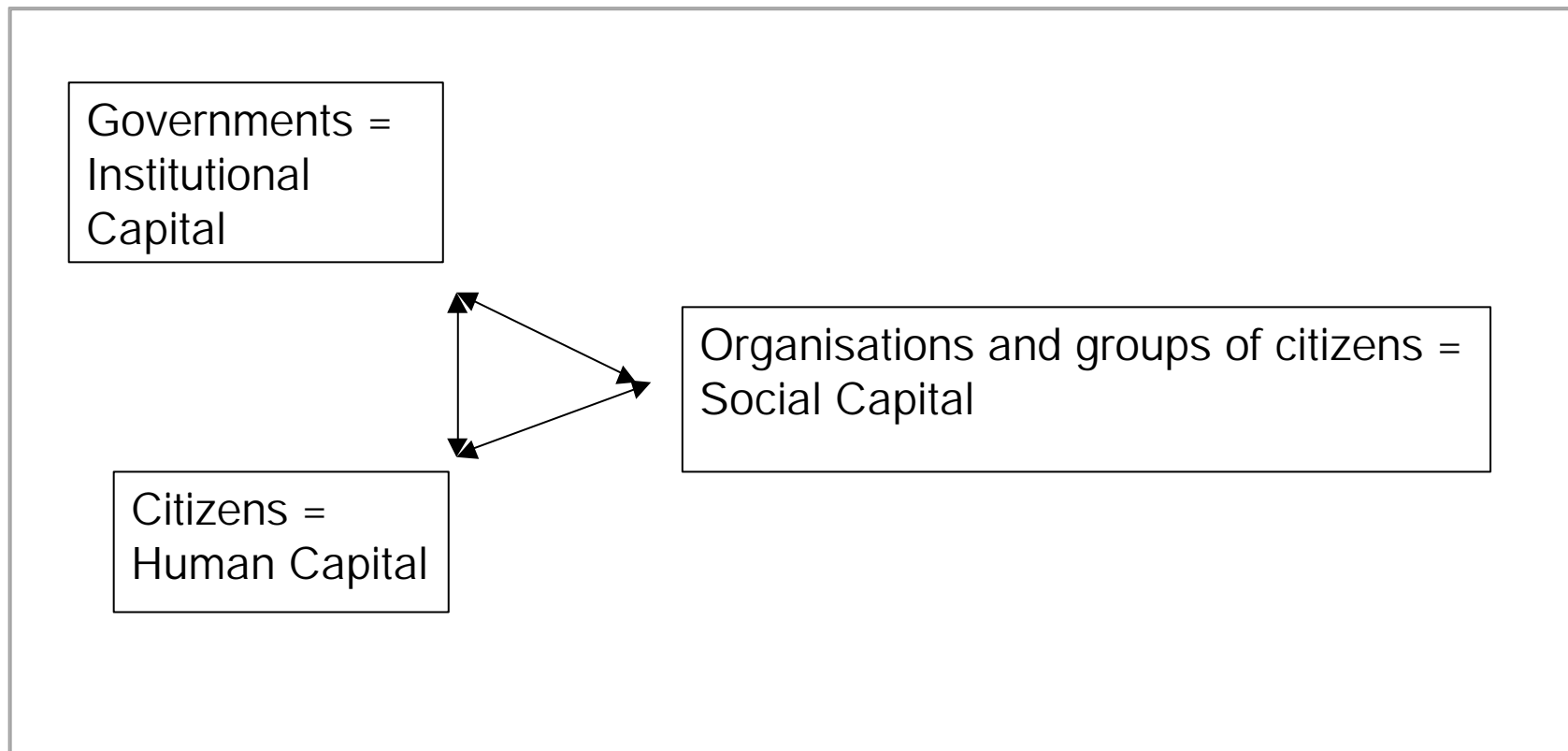
Institutions are the expression of public authorities (governments), civil society is the social fabric constituted by a multiplicity of units territorially created by the citizens. ("The Governance Working Group" - International Institute of Administrative Sciences, 1996)

Civil society consists of "the groups and organisations, both formal and informal, which act independently of the state and market to promote diverse interests in society". (World Bank, 2002)

Civil society includes trade unions and employers' organisations ("social partners"), non-governmental organisations, professional associations, charities, grass-roots organisations, organisations that involve citizens in local and municipal life (EU White Paper, 2001)

Governance

Governance is the process 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

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. (OECD, The Well-being of Nations, 2001)

Social Capital is produced by the human capital; is a “relational capital” rather than being the property of any one individual; is a public good that is shared by the community that creates and utilise it; involves the values and the behaviours of the civil society and, all together, rely upon the potential and the capacity of the human beings; 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. (OECD, The Well-being of Nations, 2001)

The five principles of the **European Governance**

EU White Paper (COM(2001) 428)

“Each principle is important by itself. But they cannot be achieved through separate actions.

Policies can no longer be effective unless they are prepared, implemented and enforced in a more inclusive way.

The application of these five principles reinforces those of

***-proportionality and subsidiarity.** From the conception of policy to its implementation, the choice of the level at which action is taken (from EU to local) and the selection of the instruments used must be in proportion to the objectives pursued.”*

Subsidiarity

Subsidiarity is an institutional and social process based on the following principles:

- the capacity of individuals and/or smaller social groups to take care of themselves should not be hampered
- higher or bigger organisations can intervene only when and where the lower or smaller scales do not have this capability
- the subsidiary role of higher or bigger organisations must be temporary in nature; their basic commitment must be to allow individuals and/or minority groups to develop self-management, self-administration and self-governance, by means of empowerment and capacity-building
- all levels of society should improve the relationships between the private and public sides, giving to individuals and their communities the responsibility to organise and manage public functions by themselves
- organisational systems should provide and assure cohesion for a “multi-level governance”, where vertical relationships and roles between higher and lower levels, larger and smaller dimensions are managed in a horizontal way according to a value added scale

The role of the Stakeholders

Governance and Subsidiarity contribute to the empowerment of the stakeholders (e.g. local actors and communities), building their capacity to conceive and implement development strategies and plans.

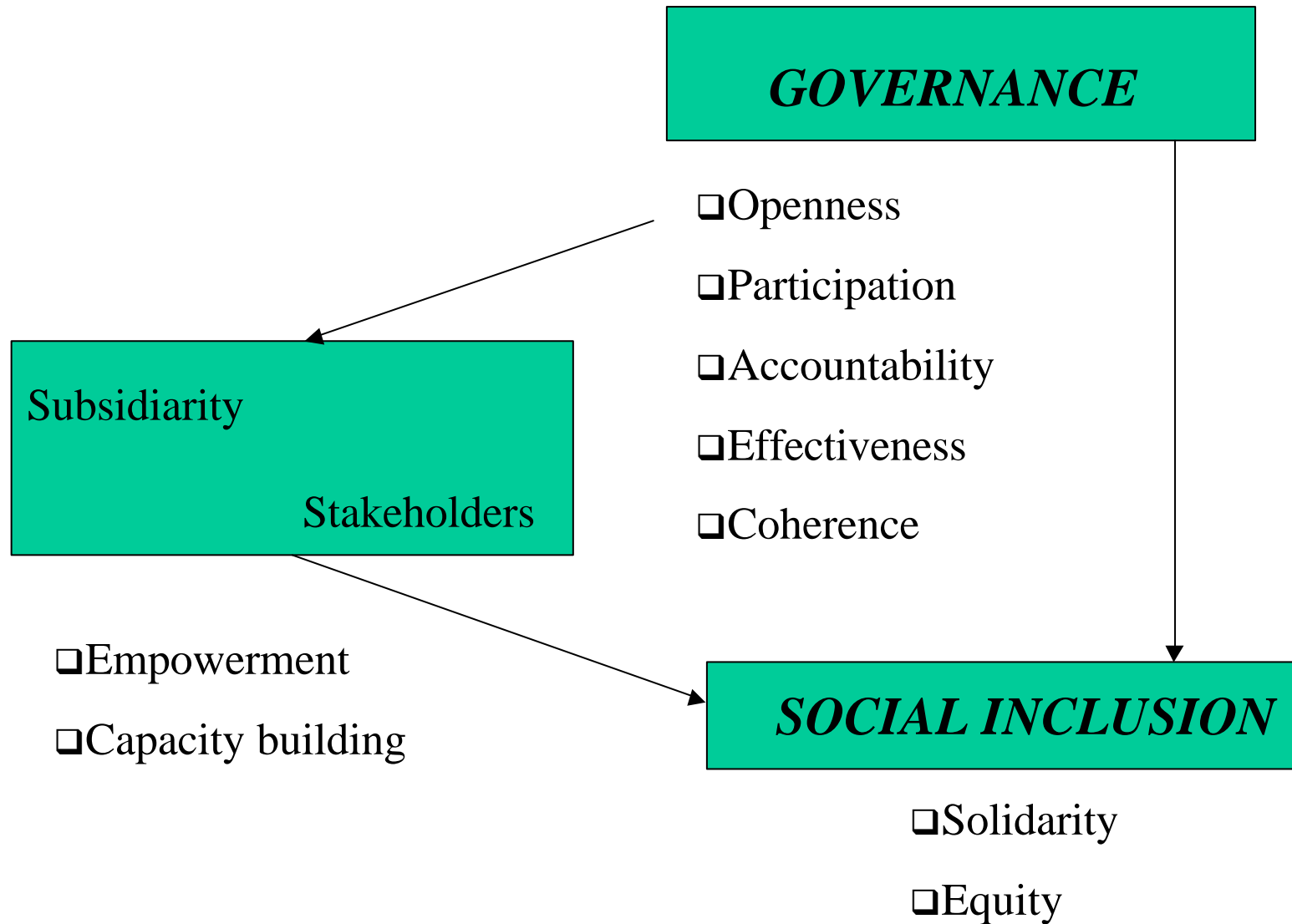
Local actors and communities can be *empowered* to autonomously organise themselves and to evolve together.

Empowerment depends on the capacity building to cultivate mutual relationships, to mainstream equity and solidarity in all policy fields.

Who are the stakeholders excluded from the decision-making table?

Why?

Which methods and procedures can facilitate an effective participation?



The EU Strategy

Community Action Programme to Combat Social Exclusion

Social Policy Agenda COM(2003) 57

A multi-dimensional approach to pursue four main Objectives

GOVERNANCE

4) To mobilise all relevant bodies

SOCIAL INCLUSION

- 1) To facilitate participation in employment and access by all to the resources, rights, goods and services**
- 2) To prevent the risks of exclusion**
- 3) To help the most vulnerable**

The EU Strategy

Community Action Programme to Combat Social Exclusion

GOVERNANCE: 4) To mobilise all relevant bodies

Participation and self-expression of people suffering exclusion (situations, policies and measures affecting them)

Mainstreaming the fight against exclusion into overall policy by:

- mobilising public authorities (national, regional, local)
- developing coordination procedures and structures
- adapting services to the needs of people suffering of exclusion

Dialogue and partnership between public and private bodies by:

- involving social partners, NGOs and social service providers
- encouraging the social responsibility and active engagement of all citizens
- fostering corporate social responsibility (CSR)

The EU Strategy

Community Action Programme to Combat Social Exclusion

***SOCIAL INCLUSION* : 1) To facilitate participation in employment and access by all to the resources, rights, goods and services**

1.1 Facilitating participation in employment

- To promote access to stable and quality employment for women and men capable of working
- To prevent exclusion of people from work by improving employability (human resources management, work organisation, lifelong learning)

1.2 Facilitating access to resources, rights, goods and services for all

- Social protection systems
- Decent and sanitary housing, basic services (electricity, water, heating, etc.)
- Healthcare, including dependency situations
- Education, justice, public and private services (culture, sport, leisure)

The EU Strategy

Community Action Programme to Combat Social Exclusion

SOCIAL INCLUSION : 2) To prevent the risks of exclusion

- To exploit the potentials of the knowledge-based society and related technologies and ensure that no-one is excluded - special attention to people with disabilities
- To prevent life crises which can lead to situations of social exclusion (e.g. indebtedness, school exclusion, homeless)
- To preserve family solidarity

SOCIAL INCLUSION : 3) To help the most vulnerable

- To promote social integration of women and men at risk of persistent poverty (e.g. disability, groups experiencing particular integration problems)
- To move towards the elimination of social exclusion among children
- To develop comprehensive actions in favour of areas marked by exclusion

Comparison between national and regional experiences in Italy



Italy

103 Provinces and 8.101 Municipalities

Inhabitants = 56.305.568 (2001 census)

Density = 186,9 inhab / square-Km

GDP per inhab. = 20.196 current Euro (2000)

Unemployment rate = 8,9% (April 2003)

Tuscany

10 Provinces and 287 Municipalities

Inhabitants = 3.460.835 (2001 census)

Density = 150,5 inhab / square-Km

GDP per inhab. = 22.356 current Euro (2000)

Unemployment rate = 4,7% (April 2003)

Molise

2 Provinces and 136 Municipalities

Inhabitants = 316.548 (2001 census)

Density = 71,3 inhab / square-Km

GDP per inhab. = 15.585 current Euro (2000)

Unemployment rate = 12,6% (April 2003)

ITALY

Poverty in ITALY

A multi-dimensional phenomenon related to territorial imbalances and concentrated in:

- the South
- large households
- households with three or more minors
- households with an aged reference person
- households with women as reference persons
- households with low education level
- households with two or more members looking for a job.

The Italian social protection “model”

Rather than management by objectives, this model is based on legislative measures implemented by subsequent acts and plans

The legislative background is complex, overlapping, redundant and sometimes unclear affecting the relationships between:

- public and private services
- components (immigrants, homeless, etc.) of a local community (social equity)
- different social communities and territories (inter-local equity)
- old and young generations (inter-temporal equity)
- citizens rights and the actual access to the services
- monetary support (also in the form of care-vouchers) and service delivery
- family responsibility and community support
- specific services and social – solidarity networks
- individual capacity

The Italian social protection “model”

Monetary tools are often overlapping, assigned to specific social categories and basically linked to the security insurance profile of the beneficiaries and their family load:

elderly people (social allowance and minimum social pension allowance)

disable people (invalidity pension, ordinary invalidity allowance, civil invalidity allowance)

minors (family allowance for minors, maternity allowance)

families (allowances according to the family load)

individuals (housing taxation relief and national fund).

The Italian social protection “model”

Between 1997 and 2000, an intensive legislative activity was concerned with social inclusion policies e.g.:

the law on social service (328/2000) and the related National Plan for social services, the law on rights and equal opportunities for minors (285/1997), the National Plan for Handicap and the National Health Plan.

Law on social service (328/2000) was the main attempt to reorganise the fragmented and dispersed series of measures regarding social policies and assistance. The law supported also an innovative monetary tool (minimum income support) based on a **universal approach** which included some criteria of **selectivity**.

These laws played a major role in the **NAP 2001** with respect to other legislative and planning instruments.

ITALY: NAP 2001

From the NAP 2001 Four main "policy-trajectories" can be identified and regard:

Social services	Health services	Education and Training	Employment
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The series of programmes and plans that were originated by the four trajectories concern mainly six social categories:

Children	Immigrants	Disabled	Convicts	Young people	Elderly people
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ITALY: NAP 2003

The **NAP 2003** strategic approach follows closely the recent Italian White Paper on Welfare, which identified two basic issues:

- a very low fertility rate combined with a high rate of ageing population
- the family role as a pillar of the Italian social model.

These issues reflect in the identification of key trends and main challenges, as well in the most relevant **change** between NAP 2001 and NAP 2003.

The focus is moving more decisively than in NAP 2001 towards:

- monetary support (allowances, bonuses, vouchers and taxation relief)
- services' liberalisation, privatisation and outsourcing
- family and individual responsibility and commitment

ITALY: from NAP 2001 to NAP 2003

Aspects of **continuity** between NAP 2001 and NAP 2003 regard:

the planning of social and health services; the courses of actions devoted to minors, young people, disable people, convicts, dependent elderly people, drug dependent people, homeless.

Aspects of **discontinuity** between NAP 2001 and NAP 2003 relate to:

employment policies (more emphasis on flexibility than before); education and training (more orientated towards privatisation than before); immigration (more restrictive norms than before).

As far as **allowances** and **benefits** are concerned, there was an increase in the monetary value of family and maternity allowances, social allowances for people over 70 years old, as well as taxation relief for families with children. The *minimum income allowance for social insertion* was abolished and new criteria for a new instrument will be determined before the 2003 end.

ITALY: from NAP 2001 to NAP 2003

The horizontal issue of **gender mainstreaming** presents continuity in several courses of action but also interruption, as it was markedly demonstrated in July 2003, when the national Commission for Equal Opportunities (an autonomous body with an important role in policy making) was suppressed and its tasks transferred to the Ministry.

Laws concerning national budgets in 2002 and 2003 reduced the financial transfer to **regional** and **local authorities**, which are responsible for social and health services. Another cut is scheduled in 2004 further limiting the capacity to provide services to social categories from the bottom-up.

This situation is also compounded by the fact that the **devolution** process from the State to regional and local authorities in all policy fields was not accompanied by the enforcement of any “fiscal federalism”.

The Italian institutional structure

The devolution process begun in 1997 and it is still in progress, representing the most significant change in governmental and administrative structure after nearly 140 years of Italian Unity:

a general (and transversal) process to modernise the State, the public administration and decision-making process, transferring responsibility to regional and local authorities according to the principles of vertical and horizontal subsidiarity.

Basic changes were introduced in the Constitution stating that:

- the Republic is constituted by Municipalities, Provinces, Metropolitan Cities, Regions and the State (*vertical subsidiarity*)
- they have their own autonomy within a strategic national coherence also in terms of financial structure – the so called “fiscal federalism”
- and they favour the autonomous initiative of the citizens, both as individuals and in association, to implement activities of a general interest (*horizontal subsidiarity*)

The Italian institutional structure

Both the State and the Regions have legislation powers: specifically, the State has an exclusive competence on policy fields of strategic national importance, without restraining the autonomy of the other governmental and administrative levels.

The **social inclusion** policy fields reserved to the State legislation authority are: immigration; identification of nationally basic levels of civil and social rights; general norms on education; social security.

Education, labour protection and security are policy fields of dual legislation of the State and the Regions.

All the other competences regarding the before-mentioned four legislative trajectories belong to the regional and local authorities.

*Regional and local authorities
(the case of Molise and
Tuscany)*

Two regional experiences: Molise and Tuscany

The enquiry aims were

- to investigate whether the national plans had a direct influence on the regional experiences (e.g. Tuscany and Molise) and vice versa

The enquiry revealed that:

- Tuscany anticipated the NAP 2001 and even now follows its own consolidated paths in the fight against poverty and social exclusion

- Molise is only now enacting a regional plan which is supported more by pre-existing national laws than by the NAP

- 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

Tuscany: subsidiarity at work

Tuscany anticipated in 1995 the reform of the State (1997) according to the principles of subsidiarity. 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.

Tuscany: regional and local plans for integrated social policies

Tuscany anticipated the national reform on social service (2000) through a regional law enforced in 1997 on citizens' rights, equal opportunities, integrated social, assistance and health services.

The Tuscan planning methods is based on:

- **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

Tuscany: new welfare governance

The concept of governance adopted by the Region is based on the one expressed in the EU White Paper (Com 2001 – 428)

Governance is sustained by a system of interrelationships mainly based on:

- policy and institutional co-ordination (e.g. the Mayors' Conference defines the programme guidelines)
- technical and institutional co-ordination (e.g. local bodies are created to favour co-decision making, programming and management)
- round-tables for joint planning and co-ordinated project elaboration
- one-stop-shop-services for the promotion of citizens' rights
- 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

Tuscany: new welfare governance

Decision-making processes were devised that regulate stakeholder participation into the whole cycle of elaboration, implementation and assessment of plans and projects aimed at the welfare of the entire social community, supported by training and technical assistance.

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).

The Region promotes “territorial pacts for local welfare”, the distinctive elements of which are: a territorially integrated planning; public – private (and social) partnerships; agreements to finalise local social plans and integrated health plans (“for a Health Society”).

Therefore, **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).

Main conclusions

The Italian NAP 2001

The NAP 2001 proposed an **organic and multi-actor approach**, which was an innovative approach at that time for Italy.

However, incompleteness in the actuation of the approach has led to shortcomings, e.g.:

- the problems of the South cannot be solved without a long term strategy aimed at sustainable development (integrating social, economic and environmental dimensions)
- an integrated strategy against poverty and social exclusion cannot be implemented without a coherent reform of the current fragmented instruments, which do not provide fair opportunities to those in different employment – social – economic situations
- a universal approach tempered with selectivity (e.g. minimum income for insertion) cannot be implemented without a coherent reform of unemployment benefits, security system (pensions included) and assistance allowances (e.g. individual and family income, family and housing allowances).

The Italian NAP 2003

The NAP 2003 does not follow the NAP 2001 orientation, does not set specific targets, but is limited to expressing a series of basic principles, guidelines and general objectives related to the priorities of the strategic approach. Criteria for monitoring and assessment of the proposed policies are also lacking.

Therefore, future challenges continue to mainly regard:

- regional unbalances (especially in the South)
- multi-level governance of social policies supported by an adequate allocation of financial resources
- universal access to services and to income support tools
- the combination of labour flexibility with social security
- the national co-ordination of policies, measures, monitoring and evaluation

The governance of the Italian social inclusion policies

Differences exist between national and regional dynamics.

At national level, difficulties still exist in coordinating and producing policies that add an overall value to the regional and local good practices.

Regions and local authorities have improved their capacity to integrate multi-sectoral, decentralised, stakeholder and partnership-based planning.

But, even though several laws have defined competences, responsibility and tasks, many differences appear at regional and local levels.