

**TERRITORIAL
IMPACT
ASSESSMENT
OF NATIONAL
AND REGIONAL
TERRITORIAL
COHESION
IN ITALY**



**PLACE EVIDENCE AND POLICY
ORIENTATIONS TOWARDS
EUROPEAN GREEN DEAL**

edited by Maria Prezioso

*Pàtron Editore
Bologna*

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Summary

List of Acronyms	pag.	15
Foreword	»	17
Reading the Territorial Cohesion	»	26
1. Methodological Approach and development process in the PRIN research	»	28
2. Country and regions in the European framework of Territorial Cohesion	»	34
Discussion of results.	»	39
Remarks.	»	42
References	»	47
Appendix A: How STeMA selected the list of 74 indicators	»	49
Statistical visions from the STeMA application: a joint trial	»	53
1. Problem definition and objectives	»	53
2. Materials and methods	»	54
3. Results and discussion.	»	55
4. Conclusion and further research	»	59
References	»	61
PART ONE. Assessment of National Operational policies: effects on territorial cohesion	»	63
1. Territorial Capital: effects of national and regional cohesion policies	»	65
1.1. Introduction	»	65
1.2. Structures of research	»	66
1.3. National Operational Programme Small & Medium Enterprises Initiative: main objectives and procedure followed.	»	69
References	»	71
2. The measure of territorial capital: the application of the STeMA Model to the NOP Infrastructure and Networks.	»	73
2.1. Objectives and contents of the NOP	»	73
2.1.1. Analysis of the <i>Smart Growth</i> determinant	»	74
2.1.2. Analysis of the <i>Sustainable Growth</i> determinant	»	76
2.1.3. Analysis of <i>Inclusive Growth</i> determinant	»	86
2.1.4. Analysis of <i>Resources and Funds</i> determinant	»	89
2.2. Policy indications.	»	100
References	»	100

3. Analysis of National Operational Programmes in relation to the theme of ‘Territorial Capital’. NOP ESF Systems for Active Employment Policies and NOP ESF Youth Employment Initiative.	pag.	102
3.1. The NOP ESF Systems for active employment policies	»	102
3.1.1. Reference thematic objectives	»	103
3.1.2. The NOP Youth Employment	»	103
3.2. Complementarity and integration with other dedicated documents	»	105
3.2.1. The NOP EDU For the School – Skills and environments for learning ...	»	105
3.2.2. The Common Strategic Framework 2014-2020. Main principles	»	105
3.2.3. Financial allocation of the NOP-SAEP	»	105
3.3. State-of-the-art policy applications	»	106
3.4. NOP-SAEP analysis conducted with STeMA	»	106
3.4.1. Inclusive Growth matrix	»	110
3.4.2. Resources and Funds matrix	»	110
3.4.3. Smart Growth matrix	»	112
3.4.4. Sustainable Growth matrix	»	113
3.5. Recommendations for the NOP 2020, Data territorialization	»	115
References	»	120
4. Social Inclusion and Territorial Dynamics	»	121
4.1. Introduction	»	121
4.2. Policies based on Age	»	123
4.3. Employment policies	»	126
4.4. Public health	»	127
4.5. Conclusions	»	128
References	»	130
5. Smart Growth and Inner Areas for the Territorial Cohesion of the Italian Regions	»	132
5.1. The difficult encounter between intelligent growth and peripheral areas: the terms of the debate in Europe and in Italy	»	132
5.2. Smart growth in Italy in the 2014-2020 programming	»	134
5.3. STeMA simulations and smart growth in the Italian provinces	»	135
5.3.1. The determinant <i>Smart Growth</i> and the UI and BUL indicators	»	135
5.3.2. The PAI, PL and RDI indicators	»	136
5.3.3. The IDI and PET indicators	»	137
5.3.4. The PLL and RL indicators	»	138
5.4. Smart growth at the service of the Territorial Cohesion of the Italian regions: from smart city to smart land	»	139
References	»	141
6. Inclusive Growth in Inner and Internal Areas: policies sustaining quality of life as driver of Territorial Development	»	143
6.1. Introduction	»	143
6.2. Promotion of inclusive growth in inner and internal areas	»	144
6.3. Promotion of inclusive growth through the NOP Metro	»	145
6.4. Promotion of inclusive growth through the NOP Culture and Development	»	147

6.5. Ex ante and ex post evaluation: the OpCu indicator	pag.	149
6.6. Policy recommendations: more measures fostering quality of life improvements means greater territorial growth.....»		152
References		155
7. ‘Inner Peripheries’ and infrastructural policies in Italy		156
7.1. Introduction		156
7.2. Inner peripheries in Italy		156
7.3. Inner peripheries and infrastructural sustainability.....»		161
7.4. The effects of policy decisions regarding infrastructure.....»		163
References		168
8. Territorial Impact Assessment of the OPs 2014-2020 for the competitiveness of regional economies. A STeMA model application		170
Introduction		170
8.1. Methodological premises		170
8.2. Productivity/Competitiveness within the EU structural funds and territorial policies: criteria for the selection of the OPs.....»		172
8.3. Productivity/Competitiveness within the EU structural funds and territorial policies: short description of the selected OPs		174
8.4. Matching topic, OPs objectives and policy choices for the STeMA ex post evaluation		176
8.4.1. Reading of the National Operational Programme for Enterprise and Competitiveness (NOP-E&C)		177
8.4.2. Reading of the National Operational Programme Small and Medium Enterprise Initiative (NOP-SME).....»		179
8.4.3. Reading of the National Operational Programme on Research and Innovation (NOP-R&I)		180
8.4.4. Reading of the National Operational Programme on Infrastructure and Networks (NOP-I&N).....»		182
8.4.5. The National Operational Programme on Youth Employment Initiative (NOP-YEI).....»		184
8.4.6. Reading of the National Operational Programme Systems of Active Employment Policies (NOP-SAEP)		186
8.4.7. Overall assessment of the selected Policy Choices featured in the initial STeMA setting		187
8.5. Assessment of the ex ante and ex post configurations of the theme Productivity/ Competitiveness at the national level		188
8.5.1. NOPs applicable to all regions		188
8.5.2. NOPs applicable to the whole Italian <i>Mezzogiorno</i> (‘Less developed and In transition regions’).....»		194
8.5.3. NOPs applicable to the ‘less developed’ southern regions (Less developed regions).....»		196
8.6. Conclusions and Policy recommendations		198
References		203
9. Green, Blue and Circular Economy in Italy.....»		205

9.1. A non-straightforward definition	pag. 205
9.2. State of the Art in Italy and main targets»	207
9.2.1. National Action Plan on Circular Economy»	207
9.2.2. National Strategy for Sustainable Development»	207
9.2.3. Energia Clima 2030 – National Integrated Plan Energy and Climate . . »	209
9.2.4. National Energy Strategy»	210
9.2.5. Document of Economy and Finance.»	210
9.3. Conclusions.»	210
References»	212
Appendix 9a: The Sustainable Development Goals.»	213
10. Ideas and remarks for implementing plans in the South of Italy (Mezzogiorno) . . »	214
Introduction»	214
10.1. The aspects of economic development»	215
10.2. Cohesion and growth policies in the <i>Mezzogiorno</i>»	216
10.2.1. How to estimate the impact of cohesion policies in Europe.»	217
10.3. A possible <i>Mezzogiorno</i> Investment Plan»	222
10.4. Conclusions.»	225
References»	226
11. The mid-term evaluation of 2014-2020 European Structural and Investment Funds Programmes. <i>The case study of ETC Programmes evaluation</i>.»	228
11.1. The mid-term evaluation of 2014-2020 ESIF Programmes at EU level»	228
11.2. A case study: the evaluation of ETC Programmes»	230
11.3. Conclusions.»	234
References»	235
PART TWO. <i>The future of the Italian Regions</i>»	237
I. The Region of Piedmont»	239
I.1. Critical analysis of the Region and presentation of the ROP.»	239
I.1.1. The regional context»	239
I.1.2. Piedmont ESF ROP»	240
I.1.3. Piedmont ERDF ROP.»	241
I.2. Ex ante and ex post analysis of the determinants.»	242
I.2.1. <i>Smart Growth</i>»	242
I.2.2. <i>Sustainable Growth</i>»	249
I.2.3. <i>Inclusive Growth</i>»	249
I.2.4. <i>Resources and Funds</i>»	251
I.3. Final critical comments on the region and policy recommendation»	251
I.4. Suggestions and policy guidelines for the post-2020 ROP»	253
References»	255
Appendix I.A»	256
Appendix I.B»	260
II. Cohesion Policies in the Alpine Valle D’Aosta Region»	262
II.1. Valle d’Aosta: an Alpine Region.»	262

II.2. The 2014-2020 programmes	pag.	264
II.3. The ex ante context	»	266
II.4. Policy simulations	»	267
II.5. Concluding remarks.	»	270
References.	»	271
III. The Region of Liguria		272
III.1. Critical analysis of the Region and presentation of the ROP	»	272
III.1.1. The regional context	»	272
III.1.2. ESF ROP Liguria.	»	273
III.1.3. ERDF ROP Liguria.	»	274
III.2. Ex ante and post ante analysis of the determinants	»	274
III.2.1. <i>Smart Growth</i>	»	274
III.2.2. <i>Sustainable Growth</i>	»	278
III.2.3. <i>Inclusive Growth</i>	»	280
III.2.4. <i>Resources and Funds</i>	»	280
III.3. Final critical comment on the region and policy recommendation	»	281
III.4. Policy recommendations and goals for the ROP post 2020.	»	284
References.	»	284
Annex III.A.	»	286
Annex III.B.	»	290
IV. Regional policies and the European dimension of growth in Lombardia.		292
IV.1. Introduction	»	292
IV.2. 2014-2020 cohesion funds	»	293
IV.3. The regional context and the impact of cohesion policies.	»	296
IV.3.1. <i>Smart Growth</i>	»	296
IV.3.2. <i>Sustainable Growth</i>	»	299
IV.3.3. <i>Inclusive Growth</i>	»	301
IV.3.4. <i>Resources and Funds</i>	»	304
IV.4. Conclusion	»	306
V. The case study of the Region Trentino-Alto Adige		308
V.1. The ESF/ERDF 2014-2020 OP of the Autonomous Province of Trento and Bolzano	»	308
V.2. Ex ante evaluation of indicators.	»	314
V.3. Analysis of the ex post effects of policy choices	»	316
V.4. Some suggestions for policy choices in the post-2020 period	»	320
References	»	320
VI. The Case Study of Veneto Region		322
VI.1. Analysis and evaluation of the ex ante social, economic and territorial situation of the region through a reading of its main political and strategic documents.	»	322
VI.1.1. Regional Operational Programme – European Social Fund (ESF ROP) 2014-2020	»	322
VI.1.2. Regional Operational Programme – European Regional Development Fund (ERDF ROP) 2014-2020	»	324

VI.1.2.1. Intervention strategies: Thematic Objects and Investment Priorities for a Smart, Sustainable and Inclusive Growth	pag. 326
VI.2. Comparing ex ante with ex post (and ex post territorialized) place evidences . . . »	329
VI.2.1. <i>Smart Growth</i> »	329
VI.2.2. <i>Sustainable Growth</i> »	330
VI.2.3. <i>Inclusive Growth</i> »	330
VI.3. Some indications for policy choices in the post-2020 period »	332
References »	332
VII. A STeMA Model application to the Friuli Venezia Giulia Region »	334
VII.1. The main official documents considered in the analysis »	334
VII.2. Ex ante evaluation of indicators »	336
VII.2.1. <i>Smart Growth</i> »	336
VII.2.2. <i>Sustainable Growth</i> »	337
VII.2.3. <i>Inclusive Growth</i> »	338
VII.2.4. Circular, Green and Blue economy in the FVG ROP documents . . »	339
VII.3. Analysis of the ex post effects of policy choices »	340
VII.4. Some suggestions for policy choices in the post-2020 period »	343
References »	344
VIII. STeMA Model and Cohesion policies: an application to the Emilia-Romagna Region »	345
VIII.1. Introduction »	345
VIII.2. From the traditional ex ante analysis to the STeMA application »	346
VIII.3. The overall regional cohesion framework and the ERDF Regional Operational Programme 2014-2020 »	347
VIII.4. The STeMA evaluation model and the ex post territorial impact of the policy choices »	349
VIII.5. Conclusions and the use of STeMA for policy recommendations »	353
References »	356
IX. A STeMA Model application to the Tuscany Region »	357
IX.1. Introduction: from the traditional ex ante analysis to the STeMA application. . . »	357
IX.2. The overall regional cohesion framework and the Tuscan Regional Operational Programme 2014-2020 »	358
IX.3. STeMA evaluation model and the selection of the Policy Choices »	359
IX.4. STeMA evaluation model and the ex post territorial impact of the selected policy choices »	360
IX.5. Conclusions and Policy recommendations »	367
References »	368
X. Marche Region: an application of STeMA TIA to regional planning policy. . . »	369
X.1. The Marche Region and the regional policies »	369
X.2. Regional strategic planning policy »	372
X.3. Status quo and ex ante territorialisation »	375
X.3.1. <i>Smart Growth</i> »	375
X.3.2. <i>Sustainable Growth</i> »	376

X.3.3. <i>Inclusive Growth</i>	pag.	377
X.3.4. <i>Resources and Funds</i>	»	378
X.4. Policy choices for the implementation of the Europe 2020 strategies.	»	379
X.4.1. <i>Smart Growth</i>	»	379
X.4.2. <i>Sustainable Growth</i>	»	381
X.4.3. <i>Inclusive Growth</i>	»	381
X.4.4. <i>Resources and Funds</i>	»	384
X.5. Concluding remarks in the post-2020 perspective	»	388
References	»	390
XI. Territorial cohesion assessment of Umbria Region	»	391
XI.1. Umbria Region: national strategies and regional programs to achieve cohesion policy objectives	»	391
XI.2. The regional geo-economic framework. What policies to implement?	»	395
XI.2.1. <i>Smart Growth</i> determinant	»	397
XI.2.2. <i>Sustainable Growth</i> determinant	»	398
XI.2.3. <i>Inclusive Growth</i> determinant	»	399
XI.2.4. <i>Resources and Funds</i> determinant.	»	399
XI.3. Conclusions and suggestions for post 2020	»	400
References	»	402
XII. Territorial cohesion in Latium Region. A STeMA measurement of Regional Operational Programme ERDF 2014-2020	»	403
XII.1. The Latium Region at the beginning of 2014-2020 programming period.	»	403
XII.2. An ex ante evaluation of the Regional performance.	»	409
XII.2.1. <i>Smart Growth</i> determinant	»	409
XII.2.2. <i>Sustainable Growth</i> determinant	»	410
XII.2.3. <i>Inclusive Growth</i> determinant	»	412
XII.2.4. <i>Resources and Funds</i> determinant.	»	414
XII.3. Ex post Territorial Impact Assessment of the ERDF ROP 2014-2020 policies	»	414
XII.3.1. <i>Smart Growth</i> – ex post assessment	»	415
XII.3.2. <i>Sustainable Growth</i> – ex post assessment	»	418
XII.3.3. <i>Inclusive Growth</i> – ex post assessment	»	418
XII.3.4. <i>Resources and Funds</i> – ex post assessment.	»	418
References	»	426
XIII. Abruzzo and regional programming for cohesion: Analysis and dynamics for the 2020 programming	»	427
XIII.1. Abruzzo: demographic dynamics for a strategy and policy to enhance the region	»	427
XIII.2. Regional Operational Programme (POR) Abruzzo 2014-2020	»	428
XIII.3. ROP in STeMA analysis between opportunities and constraints	»	433
XIII.4. Conclusion	»	434
References	»	434
XIV. The territorial cohesion in Molise Region: socio-economic and financial framework, assessment and policy recommendations.	»	436
XIV.1. The regional territorial framework: context analysis, planning and financial framework.	»	436

XIV.2. Implementation of the STeMA-TIA model to the Molise territorial systems: analysis of results	pag. 444
XIV.2.1. <i>Smart Growth</i> determinant: Policy Impact and Territorial Impact analysis	» 445
XIV.2.2. <i>Sustainable Growth</i> determinant: Policy Impact and Territorial Impact analysis	» 447
XIV.2.3. <i>Inclusive Growth</i> determinant: Policy Impact and Territorial Impact analysis	» 449
XIV.2.4. <i>Resources and Funds</i> determinant: Policy Impact and Territorial Impact analysis	» 451
XIV.3. Policy recommendations for the future of cohesion policy in the Molise Region	» 454
References	» 457
XV. The state of territorial cohesion in the Campania Region: place-based evidence analysis and assessment for post 2020 planning	» 459
XV.1. The regional territorial framework: context analysis, planning and financial framework	» 459
XV.2. The response of the Campania territorial systems through the STeMA-TIA model	» 466
XV.2.1. <i>Smart Growth</i> determinant: Policy Impact and Territorial Impact analysis	» 467
XV.2.2. <i>Sustainable Growth</i> determinant: Policy Impact and Territorial Impact analysis	» 467
XV.2.3. <i>Inclusive Growth</i> determinant: Policy Impact and Territorial Impact analysis	» 469
XV.2.4. <i>Resources and Funds</i> determinant: Policy Impact and Territorial Impact analysis	» 472
XV.3. Scenarios and policy recommendations	» 475
References	» 479
XVI. The Puglia Regional Operational Programme: the potential and limits of regional programming in the 2014-2020	» 481
XVI.1. Structures of research in Puglia	» 481
XVI.2. NOP Research and Innovation 2014-2020 and policy choices in Puglia	» 482
XVI.3. National Operational Programme Small & Medium Enterprises Initiative: territorial impacts in Puglia by STeMA	» 484
XVI.4. The Puglia Regional Operational Programme: the potential and limits of regional programming in the 2014-2020	» 486
XVI.5. Analysis of ROP Puglia: identification of targets and of policies	» 487
XVI.6. Application of STeMA in high-impact policy choices	» 488
XVI.6.1. <i>Smart Growth</i>	» 488
XVI.6.2. <i>Sustainable Growth</i>	» 491
XVI.6.3. <i>Inclusive Growth</i>	» 493
XVI.7. Application of STeMA in the medium-low impact policy choices	» 496
XVI.7.1. <i>Smart Growth</i>	» 496
XVI.7.2. <i>Sustainable Growth</i>	» 497
XVI.7.3. <i>Inclusive Growth</i>	» 499

XVI.8. Conclusions	pag. 501
References	» 502
XVII. The measurement of territorial cohesion in Calabria through the STeMA model with reference to Regional programming	504
XVII.1. A contextual analysis of the Calabria region	» 504
XVII.1.1. Analysis of the <i>Smart Growth</i> determinant	» 505
XVII.1.2. Analysis of <i>Sustainable Growth</i> determinant	» 508
XVII.1.3. Analysis of <i>Inclusive Growth</i> determinant	» 512
XVII.1.4. Analysis of <i>Resources and Funds</i> determinant	» 516
XVII.2. Conclusions	» 518
References	» 520
XVIII. The measure of territorial cohesion: the application of the STeMA model to the Basilicata Region	521
XVIII.1. The regional context and the Operational Programme 2014-2020 ...	» 521
XVIII.1.1. Analysis of the <i>Smart Growth</i> determinant	» 526
XVIII.1.2. Analysis of the <i>Sustainable Growth</i> determinant	» 529
XVIII.1.3. Analysis of the <i>Inclusive Growth</i> determinant	» 531
XVIII.1.4. Analysis of the determinant <i>Resources and Funds</i>	» 539
XVIII.2. Policy suggestions	» 543
References	» 546
XIX. Territorial Cohesion in the Sicily's Planning 2014-2020. What are Policy Choices for not being isolated/islanders?	547
XIX.1. The planning of European funds in Sicily	» 547
XIX.2. Macro-areas and priority objectives for regional planning and application of the STeMA method	» 548
XIX.3. The determinants of the STeMA method for the analysis of policy choices in Sicily	» 549
XIX.3.1. <i>Smart Growth</i> determinant	» 549
XIX.3.2. <i>Sustainable Growth</i> determinant	» 552
XIX.3.3. <i>Inclusive Growth</i> determinant	» 555
XIX.4. Concluding remarks	» 558
References	» 559
XX. Implementation of cohesion policies in Sardinia Region. A critical analysis by the STeMA TIA system model	560
XX.1. Introduction	» 560
XX.2. Technical and financial structure of 2014-2020 ERDF ROPs	» 561
XX.3. Technical and financial structure of the 2014-2020 ESF ROP	» 563
XX.4. Ex ante and ex post evaluation of the three determinants	» 564
XX.4.1. The <i>Smart Growth</i> determinant:	» 564
XX.4.2. The <i>Sustainable Growth</i> determinant	» 565
XX.4.3. The <i>Inclusive Growth</i> determinant	» 568
XX.5. Final considerations and policy recommendations	» 570
References	» 573

List of Figures	pag.	575
List of Tables	»	580
Credits	»	585

CHAPTER 4

SOCIAL INCLUSION AND TERRITORIAL DYNAMICS

*Franco Salvatori, Simone Bozzato, Alessandro Ricci**

4.1. INTRODUCTION

Fighting against social exclusion²⁴ is one of the priorities for European policies²⁵. This counts in an absolute sense, with special consideration for the exclusion derived from poverty – with interventions of a marked economical nature – and on an extended sense, having as a reference varied policies such as education, culture, creation of entertainment and sport structures, helpful for the fight against the social discomfort that is projected at territorial level²⁶.

It is, the ladder, an aspect that is underlined by many authors in literature, which is needed to be reiterated in this moment: acting towards the inclusion policies means acting not just towards social aspects, concerning varied ages of the population²⁷, but it also means to act in favor of the issue of educational programs, of the

* Although result of a team effort, the 1st paragraph is by Franco Salvatori, 2nd and 3rd by Simone Bozzato and 4th e 5th by Alessandro Ricci.

²⁴ European Commission defines Social exclusion «as a process whereby certain individuals are pushed to the edge of society and prevented from participating fully by virtue of their poverty, or lack of basic competencies and lifelong learning opportunities, or as a result of discrimination. This distances them from job, income and education opportunities as well as social and community networks and activities. They have little access to power and decision-making bodies and thus often feeling powerless and unable to take control over the decisions that affect their day to day lives» (European Commission, 2004, p. 10).

²⁵ “Promoting social inclusion, combating poverty and any discrimination” has been one of the 11 thematic objectives of the Cohesion Policy of the European Commission 2014-2020 (see https://ec.europa.eu/regional_policy/en/policy/how/priorities). See for details about the European Commission policies, 2015.

²⁶ This concerns big cities’ internal areas as well as the peripheral areas, where the problem of exclusion emerges often dramatically (See Legeby, Berghauser Pont, Marcus, 2015; Prezioso, 2018).

²⁷ It is to be considered as a primary aspect the social exclusion of elderly population. This is a problem that doesn’t only concern urban areas but it spreads to internal ones and it gets more and more urgent to act for social inclusion for this part of the population: «social inclusion of the elderly population may be fostered with regard to the modification of the individual resources (types of capital) and the transformation of societal framework conditions» (Biniok, Menke, Selke, 2016, p. 97).

access to sports (Kelly, 2010; Frisby, Ponc, 2013), of children protection, of the reduction of poverty on many standard scales.

The fight against social exclusion passes through many policies, which take into account multiple factors that contribute to this part of social discomfort (Oxoby, 2009; Cheung, 2013). The European Foundation for the Improvement of Living and Working Conditions fifteen years ago, already, had perfectly found the basic concept problematic: «the key risk factors for poverty and social exclusion are many and varied. They include discrimination, poor quality public services, unemployment (especially long-term), low income, low quality employment, poor health, low qualifications, disability, old age, migration, family break-up, drug addiction and alcohol abuse, as well as living in disadvantaged areas. These social risk factors often interact and accumulate over time» (European Foundation for the Improvement of Living and Working Conditions, 2003, p. 5).

Particularly, among policies available for adoption, some of them have been selected as useful in this place, in order to enumerate the different types of intervention: from the Reinvolvement of ageing people to the Support leisure, from the Social inclusion to the Reduction of poverty, from the Policies for improvement and efficiency of bureaucracy to Cultural integration, to the two macro-dimensions about the Employment and Public Health.

As regards the Employment, it is related to interventions which are projected to Homogenization of the costs of the work, then by the Creation of enterprises, Support of worker mobility and Support to equal opportunities. Public Health, instead, is about the funding of social programs, security and support to welfare.

Social inclusion is a concept that encloses a multitude of adoptable options, each one with references to socio-economic issues that do not ever come out of their territorial dimension²⁸. This methodological area must include the thoughts that follow, which start from political choices, nevertheless analyzing the consequences in terms of effective politics in the same territory.

It will be possible to identify – even if only theoretically and without a reference to the effectiveness of the same policies – what paths might be better to choose in order to follow the route requested of a progressive reduction of social exclusion. It concerns an essential step, helpful not only in order to understand the importance of what to do in this direction, but also to address European policies, therefore national ones, keeping in mind the dual reference scale.

In this regard, it is useful to underline two more elements. On one side the scaling of interventions that, even if decided in advance at continental level has to be translated to National politics and received regionally and locally. Instead, on the other side, it is necessary to underline that this type of analysis shows an element of inescapable criticality that falls onto the political decision makers. Although it is very realistic and based on tangible facts, experimented in other cases welcomed and used for many years in diversified contexts and with a reduced degree of error, the theoretical approach to the undertaken issues, based on a reference model, takes into account the policy choices to adopt, but cannot consider the single territorial specificities of reference. This is the task entrusted to whom has to translate locally the policies imagined

²⁸ See Prezioso, 2013.

following this model that as such, represents an ideal of reference. It is useless to underline how some policies could differ based on the area's culture of reference, of its territorial particularity, of the human and cultural background that characterizes it and so on. Moreover, it would be almost impossible to imagine the effects of some policies in a general way if they wanted to keep in mind the territorial situation: if not impossible, at least very hard in the scope of a research project and the limited time capacity.

In Italy, for example, Thematic Objective number 9²⁹, already established by the European Commission for the social inclusion in the 2020 Strategy, has been received in the main political measure *Sostegno per l'Inclusione Attiva* (SIA – Support for Active Inclusion)³⁰, translated in the *Reddito di Inclusione* (ReI – Inclusion Income), introduced in 2018 as «single measure at a national level to contrast poverty and social exclusion»³¹. Since 2019 the measure has been enforced with the *Reddito di Cittadinanza* (RC – Citizenship Income) which enlarged the public arena to which the measure has been thought³².

The main Italian policy document on the Social inclusion in Italy is the National Operational Programme for Social Inclusion (NOP-IN), that summarizes the main areas of intervention on which working to promote the social inclusion. Among them, “Struggle against poverty” (Axis 1 and 2 Support for people in poverty and extreme marginality), “Integration of migrants” and “Social intervention and not-discrimination” (both under Axis 3 Systems and models of social intervention), Enforcement of the institutional capacity (Axis 4 Administrative Capacity)³³, with an amount of 1142 activated projects for a availability budget of 1,218,342,885.00 Euro. For the first two axis, dedicated to the measures above mentioned, NOP-IN destined an amount of 257,011,752.00 Euro and 723,761,394.00 Euro. For the Axis 3 the amount is 175,312,404,00 Euro; for the administrative capacity (Axis 4), 9,933,976,00 Euro. Additional 52,323,359,00 Euro are devoted to the technical assistance (Axis 5).

4.2. POLICIES BASED ON AGE

By adopting a thematic breakdown of the inclusive growth in three-topics (Age, Employment, Public Health), in the following a profile has been outlined about those that may be the political choices able to impress some trajectories of interest for the territories and, more specifically, for the topic of social inclusion.

Starting from the *Risk of Poverty* indicator, it is possible to notice from the ex ante data, that some regions have a better condition than others and that the differences between North and South are very relevant. Using the model of reference, Valle d'Aosta,

²⁹ “Promoting social inclusion, combating poverty and any discrimination”, see https://ec.europa.eu/regional_policy/en/policy/how/priorities.

³⁰ For more details, see the official site: <https://www.lavoro.gov.it/temi-e-priorita/poverta-ed-esclusione-sociale/focus-on/Sostegno-per-inclusione-attiva-SIA/Pagine/default.aspx>.

³¹ ReI is considered as a measure with ‘universal vocation’, for all the families which have economic difficulties (with a family income not superior at 6,000 Euro), and giving the priority to the families with disabled people and underage sons. See for details the measure available <https://www.lavoro.gov.it/temi-e-priorita/poverta-ed-esclusione-sociale/focus-on/Reddito-di-Inclusione-ReI/Pagine/default.aspx>.

³² See for details: <https://www.redditicittadinanza.gov.it/>.

³³ See for other info the official site: <http://poninclusionelavoro.gov.it/>.

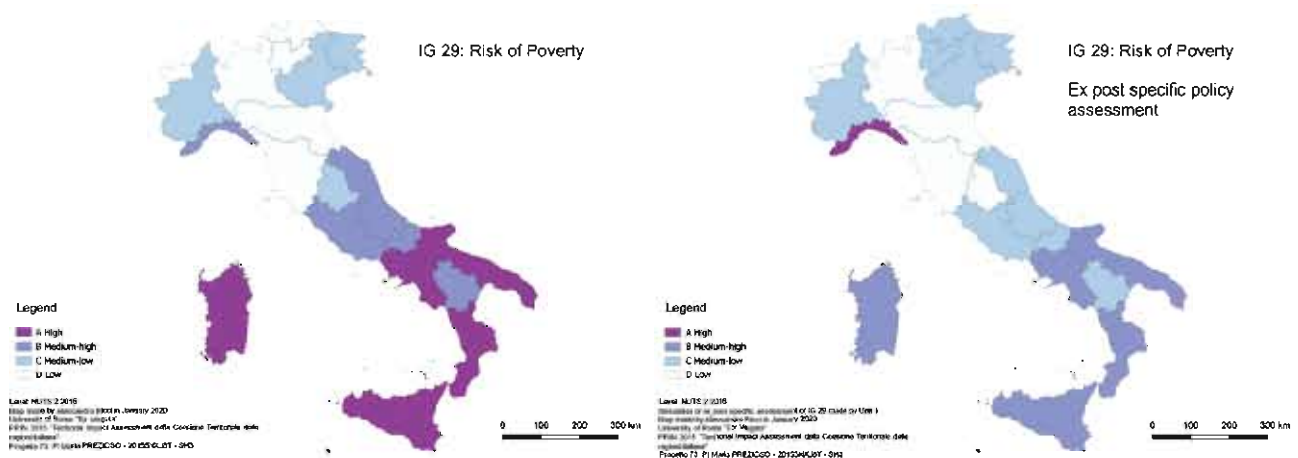


Fig. 4.1 - Risk of poverty – ex ante situation and ex post assessment.

Source: author's elaboration

Lombardia, The Autonomous Provinces of Bolzano and Trento, Emilia-Romagna and Toscana present the best starting point (A). Piemonte, Liguria, Veneto, Friuli-Venezia Giulia and Umbria a situation corresponding to B. Marche, Lazio, Abruzzo, Molise, Basilicata are in the third position (C), while Campania, Puglia, Sicilia, Sardegna are in the last category (D).

Selecting a relative policy for Reinvolverment of ageing people, immediate effects within the following three indicators is obtained: *Unequal distribution of regional income* (DisRed), *Population with three year degree* (PTE), and on *Rate of foreign entrepreneurs* (TxlmSt). The most relevant effects concern the growing Employment levels, having a consequence in terms of equalisation and women employment. In the figure 4.1 the results of the joint policy choices will be visible on the single regions from this specific point of view.

If the adopted measure would be added to the attempt of reducing poverty with ad hoc policies, it would show a relative growth in other indexes of enormous interest also for social inclusion: the level of equalisation would reach high levels, followed by a decrease of poverty and would simultaneously increase the level of female employment, whereas the other indicators considered by the system would be distant. If the policies for Social inclusion would be added, the viewed picture would remain rather coherent, with an increasing of the indicators' coefficients considered. This would therefore get to an increase of equalisation, women employment, whereas, the levels related to the increase of cultural relation and the permanence on market of employment would be high.

From a territorial point of view, the *Risk of Poverty* would significantly change using specific policies such as: Supply of education; Human capital internationalization; Reinvolverment of ageing people; Support leisure; Social inclusion; Child protection; Poverty reduction; Policies dissemination for transparency and efficiency of bureaucracy and Cultural integration: comparing ex ante and ex post data, in Liguria and Umbria there would be a passage between B and A, in Marche, Lazio, Molise and Basilicata from C to B, in Campania, Puglia and Sardegna from D to C.

A policy showed to increase the level of children education and protection would be leisure support: it would elevate the indicator considered, representing a higher

level compared to all the others, considering the adopted policies together. If the aforementioned policy was instead adopted in a unique way, the indicator just mentioned would only come second to the increase of Cultural relations, that would result first in case of favorable policy sustaining the leisure activities. This is therefore widely proved in literature as well (see Bailey, 2005): to use sport as a leverage would mean to decrease social exclusion, the access to criminal networks and behavior with positive effects on personal health and, more extensively, public. This counts for all age ranges but a real sustainable policy, with positive and long period effects, should promote the access to mentioned activities in the young: «many of the benefits of sport, for example, health, social regeneration, lifelong learning and reductions in criminal behavior, cannot be realized if appropriate skills and a positive attitude to sport are not developed at a young age. It is also widely believed that young people are liable to engage in antisocial activities in their leisure time» (Yi-De Liu, 2009, p. 328).

If policies were instead about Social inclusion, it would have a net increase on the level of children's education and protection and level of equalisation, that would result the two indicators more included in this measure. It is interesting to notice that if the mentioned policy complemented a stronger effort relative to the reduction of poverty, it would maintain first place on the effect of children protection, but it would have a leap in the level about the reduction of poverty: only third place for the level of equalization, while the other indicators would be less relevant.

The policies of transparency and of bureaucratic efficiency, on their own, would have positive effects on the level of transparency and efficiency in bureaucracy and on the increase of public health and social wealth. In that regard and focusing the attention on the indicators for Public health, a crossover with the Welfare support policies would stay in first place on the level of transparency and efficiency in bureaucracy and on the level of education and protection of children, whereas, the level of public health would remain detached, at higher levels. If policies of Safety would be adopted, other than the already mentioned, this would additionally increase the performance, while producing a slight variation if a policy of Social program financing would be added. In this case, the crossed choices, would get to the following level: an increase of the level of children education and protection; an increase of the level of transparency and bureaucratic efficiency and an increase of public health and social well-being.

The increasing of cultural relation would be obtained first of all with policies exclusively destined to Cultural integration. This is a less evident measure in the short distance but that would have uncountable effects, even in a realistic model as the one considered. The indicators' level would be further enhanced if measures of leisure support would be offered next to the cultural policies, that would be measured in terms of cultural relations.

From the operated simulations can be deducted a clear picture of the possibilities derived from the choices directed mainly to the two more 'sensitive' age groups, where culture is very relevant as well. If it would be added, to the already considered measures, that of the Reinvigoration of ageing people, the effect on cultural relation would increase to 15.69. The full coherence of these measures is, in reality, hardly feasible, keeping in mind the truth of the matter that shows a

reticence of politics to adopt cultural policies, and as well the support for sports and entertainment activities, of such magnitude, most of all for the Italian case. It would be desirable because of its essential part on a sane and sustainable plan of social exclusion reduction.

4.3. EMPLOYMENT POLICIES

Between the most urgent issues for the fight against social exclusion there is the one destined to increase employment, against the unemployment that on a national and international scale has emerged as a priority problem, especially after the economic crisis of 2007-2008. As underlined by Hilary Silver, «long-term unemployment – especially of younger and older less skilled workers – skyrocketed. Even as long-standing welfare states increasingly emphasized work in return for income support, their securely employed workers resisted changes in their hard-won privileges. These troubling trends have led to widespread concern about the exclusion of vulnerable groups from the labor market» (Silver, 2015, p. 1).

Operating in terms of a Homogenisation of enterprise costs, a directed effect on levels of equalisation would be noticed as well as on female employment and on bureaucracy functioning. In order to be able to act on social well-being, in this condition, policies about the efficiency of bureaucracy should be proposed. The other two indicators considered would increase such a situation in a proportional way. Connected to the Support to Enterprise creation, an increase of level of transparency and efficiency of bureaucracy systems would be possible, but also of the level of equalisation and decrease poverty too.

The only indicator of employment support would reflect positive direct reactions on its two just evaluated indicators. Acting simultaneously on the two considered policies (employment and labor costs), adding a policy on worker mobility, would show the effect of an additional decrease in poverty, that would become the biggest value between the mentioned. Bureaucracy would be the second, with a value, whereas female employment would increase too.

If all the four policies would be adopted, including the one concerning equal opportunities, this would keep more or less the same proportion of values: increase of bureaucracy level of transparency and efficiency, decrease poverty levels and increase support to female employment.

The regions would change in the following ways, considering the typology of the Social Inclusion Capacity and applying the following policy choices: Reinvolverment of ageing people; Support leisure; Social inclusion; Child protection; Poverty reduction; Policies dissemination for transparency and efficiency of bureaucracy; Cultural integration; Homogenisation of enterprise costs; Support enterprise creation; Support worker mobility; Support equal opportunities. Piedmont, Friuli Venezia-Giulia, Veneto, Marche, Latium, Molise, Basilicata would pass from C to B; Valle d'Aosta, Liguria, Lombardia and Tuscany from B to A; Sardinia would change from D to C. The other regions would remain at the same levels.

From what highlighted in the selection of possible policy choices to adopt, to reach a considerable decrease of poverty level: strategic decision, keeping on account multiple factors, must be adopted. Where not only occupational measures and labor

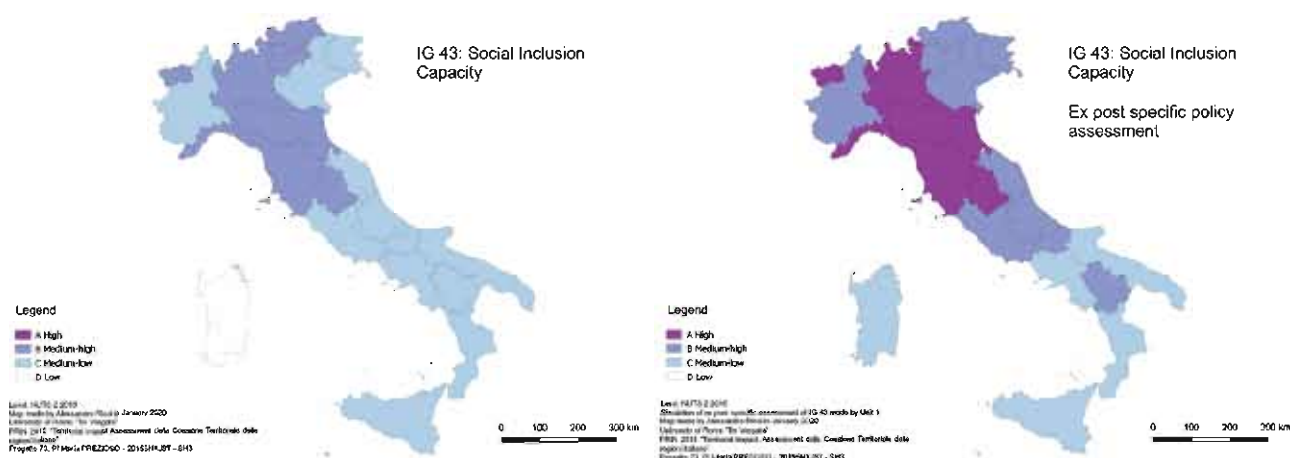


Fig. 4.2 - Social inclusion capacity – ex ante situation and ex post assessment.

Source: Author's elaboration

support intervene, but also the relative dynamics to a simplification of bureaucracy, that must move side to side with other components.

A policy that is only sustainable in its dimension of facilitation of employment, per se, is not conceivable. To these incentive measures it must always be complemented by political choices used to improve the variables of the system. It is not by chance that other authors in the past have already underlined how much there is no immediate and necessary correlation between the creation of new workplaces at local scale and the fight against unemployment in the long period, even if a lot more should be said on this topic. It is worth only mentioning it to introduce an element of critical analysis and debate to discuss in other fora: «whilst intuitively it may seem obvious that generating new jobs is the key to tackling long-term unemployment, in reality, there is no clear relationship between local job creation and falling long-term unemployment» (Joseph Rowntree Foundation, 1998, p. 2).

4.4. PUBLIC HEALTH

Financing a social program would directly increase the indicators related to the level of children education and protection, the transparency and efficiency of bureaucracy and, contemporaneously, it would decrease the level of poverty. For a higher increase of Public Health, to the first considered policy a decision about Safety should be added: in this condition, the first indicator would get an increase, whereas the other two would increase in a proportional measure.

If the effort of the policy/decision maker would be maximized including public choices in support to the welfare, a further increase in the level of the two indicators guiding this 'ranking' would be shown: for what concerns the level of children protection and the efficiency of bureaucracy. The third indicator, considering all three adopted policies, would be the increase of public healthcare, that would get increased, followed by the decrease of poverty level.

From a territorial perspective, there would be some changes in a few regions from what concerns the *Trust in the governance*, adopting the policy choices such as Sup-

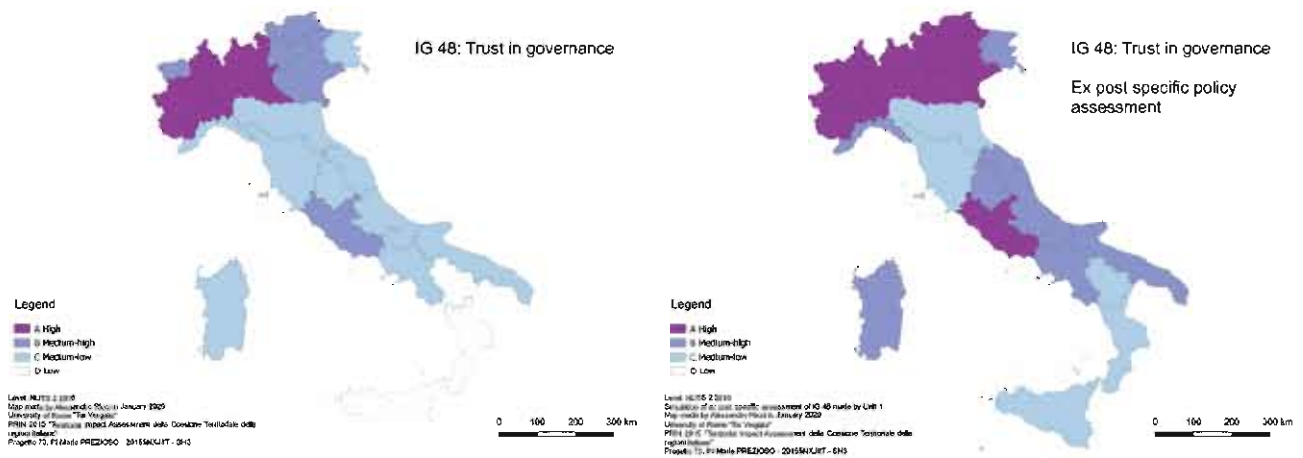


Fig. 4.3 - *Trust in governance* – ex ante situation and ex post assessment.

Source: Author's elaboration

port leisure; Social inclusion; Child protection; Poverty reduction; Support enterprise creation; Support worker mobility; Support equal opportunities; Social Programme Financing; Safety and Support Welfare: in Valle d'Aosta, Autonomous Province of Trento and Bolzano, Veneto, Latium, the would be a change from B to A. In Liguria, Friulia Venezia-Giulia, Umbria, Marche, Abruzzo, Molise, Campania, Apulia and Sardinia from C to B. In Basilicata and Sicily from D to C, while the remaining regions would have the same values as before the adopted policy choices (Figure 4.3).

Even with this specific case, the introduction of measures exclusively destined to welfare would have a very limited effect if the other two indicators that compose the policy area of Public health would not be considered. The maximization of effects would appear only through the last case and in the confluence of some of the base conditions that should be also considered.

4.5. CONCLUSIONS

Trying to integrate many policies, by drawing from all the three policy area, could reach to interesting results, helpful for one last perspective on offering a clear picture, even to policy/decision makers, to adopt policies that could increase the level of social inclusion. In the case of a combined operational procedure that would integrate social inclusion choices, poverty reduction, the support on enterprise creation and welfare, it would come to such condition: the level of children education and protection would increase, as first and most important effect it would assist to a decrease of poverty level. And third this would take to an increase of the equalisation level.

Therefore, in this specific considered case voted in favor of inclusion as a foundational topic of a society focused on the socio-economic question, it would be just such a result able to satisfy the needs of a rather large population, showing its majors effects on the level of children inclusion and the equalisation that, as seen, is prevalently and likely about the eldest age groups. At the same time, such a policy would reflect on the ability of decreasing the level of poverty in more general terms, acting on an indicator of direct social-economical interest of population.

Considering the age subdivision, instead, policies focused on cultural, educational and extra curricular and sport activities measures, underlined by many as crucial element for social inclusion on a large scale, should be considered as more inclusive policies for young people. In this sense, adopting contemporaneously social measures in this direction, and particularly considering the support to leisure along with cultural promotion, support to welfare and children protection, would obtain a direct advantage on young people. The level of children education and protection would get an increase, staying to even levels to three times the next indicators of the 'ranking': specifically, there would be a decrease of poverty level whereas there would be an increase of public health.

Vice versa, to help the advanced age group, and particularly to incentivize effects of equalisation, trying to consider the indicators about the reinvolvement of ageing people, the reduction of poverty, the policies for the betterment of bureaucracy, the cultural integration, the homogenization of enterprise costs and the support to equal opportunities and welfare should be tried. In such a condition, that keeps together all these variables, the result would be an increase on the equalisation level, followed by the decrease of poverty and to a higher efficiency in the bureaucratic apparatus.

A balance between these components, having to attest on a fair division of choices, would be the best condition for whom policy maker is called to decide. The subject has got to keep in mind the urgent policy needs of the considered territory, of its prerogatives and the development objectives imagined and prefigured. In this sense, the politician capable of having these indicators interacting in a mix of norms and choices that give the prospective not only on a short period but moreover on a long one, would turn out to be enlightened.

In order to arrive to efficient social inclusion policies, of positive and efficient decrease of the level of poverty and, consequently and in a general way, the level of social exclusion, thus incentivizing a progressive path of inclusion, it has often been stressed that the necessity of drawing up some arrangements without which decision makers' policies and choices would result less 'profound'. Foremost, the active involvement of the local population, to whom those measures are directly destined, is necessary. Secondly, an often stressed about the necessity to adopt an integrated approach that considers the multiple factors of a system, as underlined by other authors: «With the multiple needs of socially excluded groups, there was a need to move to a more all-embracing, multi-centred and integrated approach. This is where the term 'governance' is relevant. Local partnerships with civil society are just one element of a new broader governance» (European Foundation for the Improvement of Living and Working Conditions, 2003, p. 21).

The *governance*, in other words, even if based on a top-down dynamic, must fully consider the recipient group of measures, its specific needs, the social-territorial conditions and thinking in a long period perspective.

In this regard, specific policies of household support (social affordable housing) are not mentioned, even if regarded by SIA. To that end, the importance of prevention in the contrast of social exclusion has been already highlighted: «as regards the households not marked by great difficulties and dysfunctional families, take charge means act in a perspective of prevention, avoiding that contingent situations are perpetuated leading to complex problematics» (Tagliatesta, 2016, p. 41). A social measure of intervention on birth rate promotion, as well as welfare, explicitly addressed

to the foundational core of every society, would be a priority, an important measure able to incentivize, in a stressed measure, the daily practices of family social inclusion, on many level and all-encompassing.

According to what has been considered so far, in a possible group of social and economic practices on a multilayering public intervention, it would result very central and forward-looking, better specifying the subgroup of welfare support policies, even if in the difficulty of establishing univocal and all-encompassing indicators (Giambona, Vassallo, 2014), addressing a specific chapter to households and birth rate promotion, essential and indispensable prerogative of every policy of true, profound and efficient economic development of a society and of a more shared social-territorial inclusion.

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