



*FeltrinelliCamp 2019*

**Broad Topic: Citizen, Communities and the State**  
**Working group: Commons and cooperation practices**

# **Rethinking Social Benefits: Municipalities as Target**

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## Commons VS social services

«Shared resources, managed and used by communities (...) reflecting a system of social relations based on cooperation and mutual dependence» (V.Shiva, 2006)

«Common resources (...) connected to a production system, of natural or artificial goods, large enough to make costly – but not impossible – the exclusion of potential beneficiaries from their use» (E.Ostrom, 1990)

«Public spaces and goods in the city make a commons when part of the citizens take political action » (“Urban Commons”, David Harvey, 2012)

« Commons acquire meaning the moment in which they are demanded for politically (..) they not become “a commons” until individuals find that their access to it has been restricted by instances of privatization or bureaucratization » (U.Mattei, 2011)

|                  | <u>Excludable</u>   | Non-excludable   |
|------------------|---|--|
| <u>Rivalrous</u> | <u>Private goods</u><br>food, clothing, cars, parking spaces      | <u>Common-pool resources</u><br>fish stocks, timber, coal<br>Social Services |
| Non-rivalrous    | <u>Club goods</u><br>cinemas, private parks, satellite television | <u>Public goods</u><br>free-to-air television, air, national defense         |

## *Basic levels of social services: LEPS*

Cost.117: In the long list of the subjects of exclusive state competence, the second paragraph, letter m) states that the "determination of the essential levels of the services concerning civil and social rights and that must be guaranteed throughout the national territory" → the right is claimable!

Law 328/2000, Art.22 co.2 (Framework law for social services) defines the interventions that can be provided according to the characteristics and requirements set by national, regional and zonal planning, within the limits of the resources of the National Fund for social policies.

DLgs.147/2017 (Income for inclusion measure – REI) defines the first basic levels for social services:

1. Information and free access in dedicated structures
2. Multidimensional evaluation of beneficiaries (through a multidisciplinary equipe)
3. Personalised programs and work activation

+ Third Sector involvement (Art.6 co.6)

## *...and unresolved limits to their application*

- Lack of human and material resources :

Public social services (managed by Municipalities) suffered from years of non-regulamentation by central authority; a controversial multilevel governance after Constitutional Reform of 2001; austerity politics and cut of public spending during 2010-2015

(see also <https://oa.inapp.org/xmlui/handle/123456789/367>)

- The Public Employment Services, fundamental and ineludible network to ensure active labour policies, are not covering all territories and suffered of inadequate resources (also affected by public spending cuts)
- The multilevel governance (central-local authorities) started with minimum income experimentation but still not efficient. The involvement of Third Sector and other local actors are sporadic and not structured

## Spending review for Municipalities (transfers reductions 2010-2018)

| Dati in EURO                            |                       |                         |                         |                         |                         |                         |
|---|-----------------------|-------------------------|-------------------------|-------------------------|-------------------------|-------------------------|
| COMUNI RSO E SICILIA-SARDEGNA           | 2010                  | 2011                    | 2012                    | 2013                    | 2014                    | 2015-2018               |
| <b>PROVVEDIMENTI</b>                    |                       |                         |                         |                         |                         |                         |
| Art. 61, c. 11, DL 112/2008             | 200.000.000           | 200.000.000             | 200.000.000             | 200.000.000             | 200.000.000             | 200.000.000             |
| Art. 2, c. 183, L 191/2009              | 12.000.000            | 86.000.000              | 118.000.000             | -                       | -                       | -                       |
| Art. 14, c. 2, DL 78/2010 (> 5.000 ab.) | -                     | 1.500.000.000           | 2.500.000.000           | 2.500.000.000           | 2.500.000.000           | 2.500.000.000           |
| Art. 28, c. 7, DL 201/2011              | -                     | -                       | 1.450.000.000           | 1.450.000.000           | 1.450.000.000           | 1.450.000.000           |
| Art. 16, c. 6, DL 95/2012               | -                     | -                       | 500.000.000             | 2.250.000.000           | 2.500.000.000           | 2.600.000.000           |
| Art. 9, c.1 DL 16/2014                  | -                     | -                       | -                       | -                       | 118.000.000             | 118.000.000             |
| Art. 47, c. 9, DL 66/2014               | -                     | -                       | -                       | -                       | 375.600.000             | 563.400.000             |
| - lett a)                               | -                     | -                       | -                       | -                       | 360.000.000             | 540.000.000             |
| - lett b)                               | -                     | -                       | -                       | -                       | 1.600.000               | 2.400.000               |
| - lett c)                               | -                     | -                       | -                       | -                       | 14.000.000              | 21.000.000              |
| Art.1, c. 435, L 190/2014               | -                     | -                       | -                       | -                       | -                       | 1.200.000.000           |
| <b>TOTALE</b>                           | <b>212.000.000,00</b> | <b>1.786.000.000,00</b> | <b>4.768.000.000,00</b> | <b>6.400.000.000,00</b> | <b>7.143.600.000,00</b> | <b>8.631.400.000,00</b> |

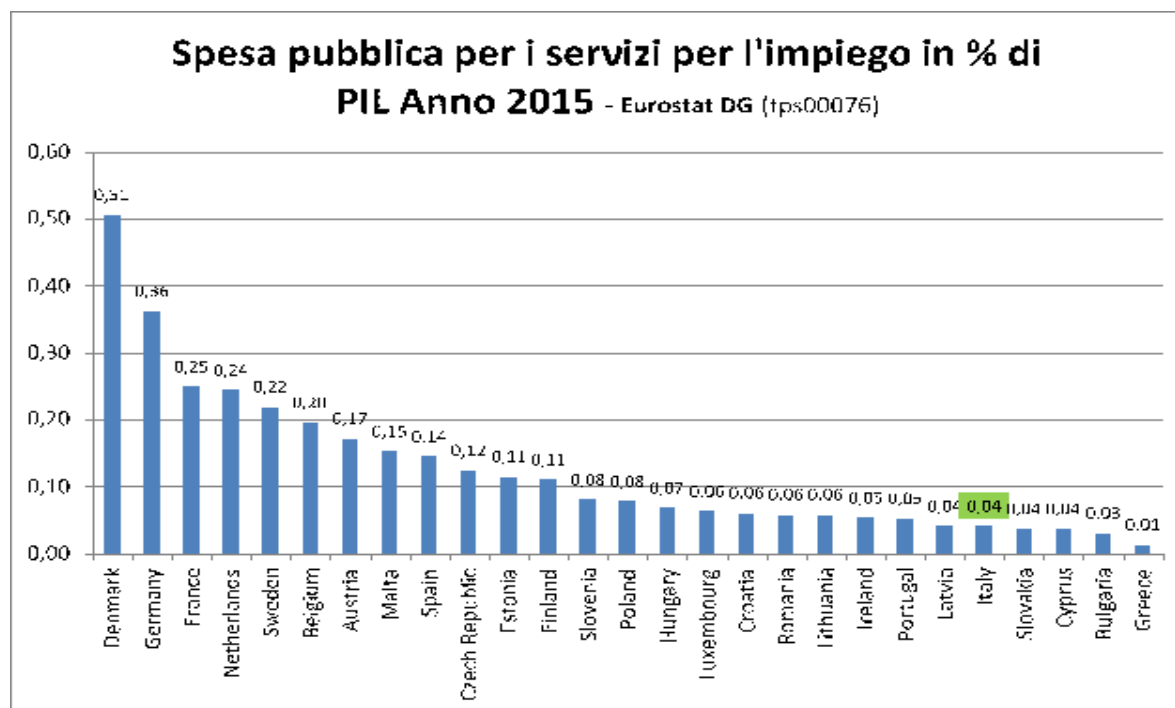
## Number of public employment centers by geographical area

| AREA                 | Centri per l'impiego | Sportelli e sedi distaccate | Totale     |
|----------------------|----------------------|-----------------------------|------------|
| NORD                 | 230                  | 46                          | 276        |
| CENTRO               | 112                  | 95                          | 207        |
| SUD                  | 210                  | 147                         | 357        |
| <b>TOTALE ITALIA</b> | <b>552</b>           | <b>288</b>                  | <b>840</b> |

At 31.12.2017, 8,189 personnel units were operating in the CPI system, most of which are directly connected to the territorial bodies on which the CPIs depend (Regions, Regional Agencies, Vast air Agencies - Provinces)

In France the National Agency *Pôle Emploi* has 54,000 operators, over 900 local agencies supported by 146 specialized agencies and 69 telephone and IT platforms.

## Number of public employment centers by geographical area



|          | Addetti negli Spi |                |
|----------|-------------------|----------------|
| Italia   | 10.100 (2008)     | 8.575 (2011)   |
| Francia  | 26.543 (2007)     | 49.400 (2011)  |
| Germania | 96.488 (2007)     | 115.000 (2011) |

Fonte: CNEL - elaborazione ISFOL su dati Pes Monitor, Audizione alla Camera dei Deputati di Italia Lavoro (2013), ISFOL Monitoraggio SPI (2006 e 2010), DB Eurostat

## *How to finance social services?*

Delegated Law 42/2009 on fiscal federalism provides that the financing of the expenses related to the LEP is commensurate with needs, with reference to the standard costs associated with their supply (so called "costi standard")

National Social Plan 2018-2020 for the allotment of National Fund for Social Policies - FNPS to the Regions (276mln in 2018). The Plan's main task, in an economic framework in which the resources are dedicated social policies are strongly limited, is to identify the shared goals and ensure greater territorial uniformity rather than define basic level of services.

"Plan for interventions and social services to combat poverty" for 2018-2020 with allotment of the "services quota" of the Poverty Fund (297mln in 2018) in order to strengthening of the territorial social service, whose offer must cover the interventions and services identified with REI Decree.



## *Research proposal and data sources*

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Understand and quantify the needs of social services and public employment services at local level (Municipalities).

SOSE data on the Standard Needs of Municipalities, aimed at defining the average expenditure on which calculating transfers of resources, could be a starting point for identifying this "social need". The "Fabbisogni Standard" program (Dlgs. 216/2010) entrusts SOSE with the preparation of methodologies and the collection of data, made available through the platform OpenCivitas.

<https://opendata.sose.it/fabbisognistandard/>

ISTAT data on social expenditure by Municipalities for 2016 (last release in January 2019 referring to 2016)

<https://www.istat.it/it/archivio/225648>

Analysis of proposal to "Avviso n. 3/2016 – MLPS" which, through a non-competitive call for proposals addressed to all territorial social entities, financed specific actions under the "PON Inclusion" (ESF resources), in particular aimed at: Strengthening of social services; Socio-educational and work activation interventions; Promotion of networked collaboration agreements.

+ other qualitative *ad hoc* survey ?

## *Underlying behaviors*

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Citizenship should move away from an individualistic point of view (personal income), in some way ridden by electoral opportunism, and re-establish, a sense of community proper to Italian society through the primacy of public interest and public services (professional social services, tutoring, public transport etc) which has always been the basis of policies fostering equality, more than purely redistributive ones.

*Karl Polanyi, "The real critic to a market society is not that it is based on the economy - in a sense any society must be based on it - but that its economy is based on individual interest"*

*Ugo Mattei, "Actually, modernity is born with the destruction of the common and with the universal substitution of the paradigm of having with that of being"*

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*Many thanks!*



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