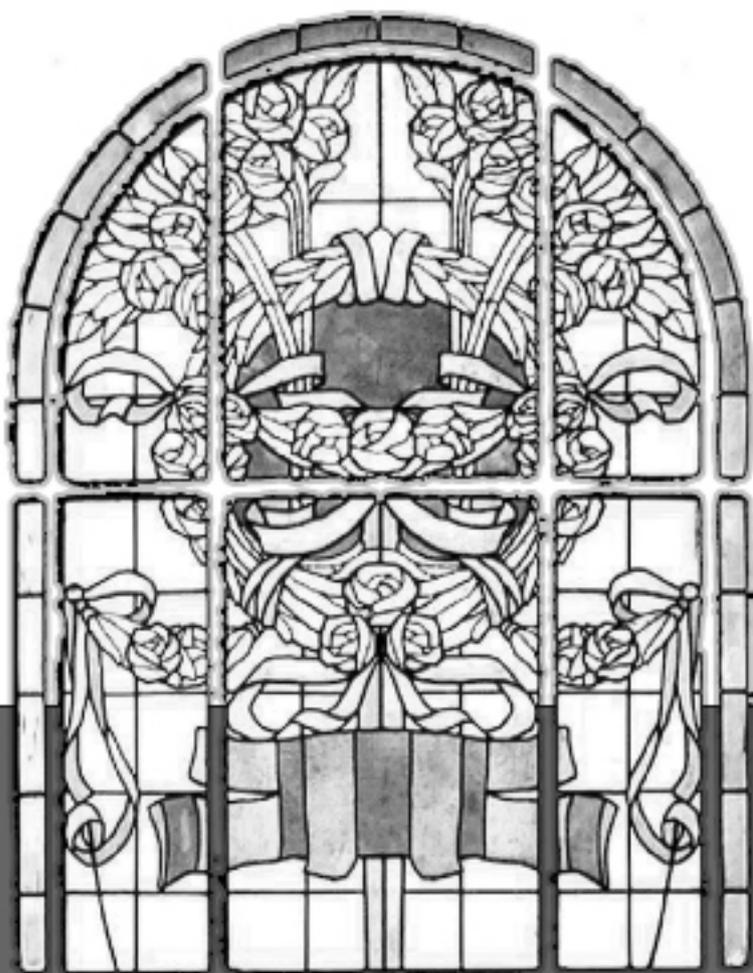


MATERIALI UVVAI

Analisi e studi

Documenti

Metodi



Issue 16 - 2008

**MASTER'S PROGRAMMES IN DEVELOPMENT
POLICIES: RESEARCH AND WORK
EXPERIENCES**

G. Marchesi, E. Caprio and G.L. Scialoja



**Ministero dello Sviluppo Economico
Dipartimento per le Politiche di Sviluppo
Unità di Valutazione degli investimenti Pubblici**



The Public Investment Evaluation Unit (UVAL – *Unità di valutazione degli investimenti pubblici*) provides technical support to government bodies by preparing and disseminating methods for evaluating public investment programs and projects before, during and after the projects themselves, in part to optimize the use of EU Structural Funds. The unit is a part of the network of central and regional evaluation teams.

UVAL operates within the Department for Development Policies of the Ministry for Economic Development, to which it was transferred by decree of the Prime Minister on 28 June 2007, as published in the *Gazzetta Ufficiale* on 19 September 2007. The unit received its current structure in 1998 as part of the reorganization of the development promotion functions, which were previously assigned to the Ministry for the Economy and Finance.

The unit determines whether investment programs and projects comply with economic policy guidelines, assesses the financial and economic feasibility of the initiatives, and determines whether they are compatible and appropriate as compared with other solutions, while also evaluating their social and economic impact in the areas concerned.

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Master's programmes in development policies: research and work experiences

Abstract

This issue of *Materiali UVAL* presents the results of the research projects carried out by a group of young students selected from among the participants in the *Master Nuval* programme (master's courses in development policies, planning and evaluation) promoted by the Department for Development Policies (Dipartimento per lo sviluppo e la coesione economica - DPS) of the Ministry for Economic Development, in collaboration with Formez, and conducted by four university consortia. The DPS organised eighteen fellowships for a group of students selected by a scientific committee. The fellowship winners had the opportunity to work in central and local government departments and entities, such as the Evaluation Unit Network, where they could improve their theoretical and practical experience in the field. This publication summarises the eighteen studies and highlights their main results, which address a wide although incomplete range of development policy issues. Many topics are considered: the negotiation process for the 2007-2013 planning period, sectoral studies, territorial analysis and local development policies. These experiences also give the host institutions the opportunity to deepen their examination of key issues and make use of qualified human resources. These works offer a panoramic view of the most recent issues in the development policy field, underscoring the fruitful impact of proactive interaction between institutions and young scholars.

I Master nelle politiche di sviluppo: primi resoconti delle esperienze formative di ricerca e lavoro

Sommario

Questo numero di *Materiali UVAL* è dedicato alla presentazione dei risultati delle ricerche svolte da alcuni giovani studenti selezionati tra i partecipanti ai Master universitari per esperti di programmazione e valutazione delle politiche di sviluppo (Master Nuval) promossi dal Dipartimento Politiche di Sviluppo (DPS) del Ministero dello Sviluppo Economico, in collaborazione con il Formez, e attuati da quattro consorzi universitari. Il DPS ha infatti attivato diciotto borse di ricerca e lavoro annuali riservate a una rosa di ex-alunni selezionata da un comitato scientifico. I vincitori di tali borse sono stati ospitati in Amministrazioni ed Enti Centrali, Locali, Associazioni di Categoria e strutture come la Rete dei Nuclei di Valutazione e Verifica e hanno svolto, per il periodo di un anno, un'intensa attività di ricerca-lavoro. La presente pubblicazione riporta una sintesi di ciascuna esperienza, sottolineando i principali risultati ottenuti da ciascun borsista anche con l'obiettivo di rappresentare, attraverso la diversità dei lavori, un quadro, seppur non completo, delle problematiche che, a vario titolo, i principali soggetti coinvolti nel mondo delle politiche di sviluppo si trovano ad affrontare. La gamma dei temi trattati è ampia: dal processo di negoziazione del ciclo di programmazione 2007-2013, a studi settoriali, a analisi di specifiche realtà territoriali e di strumenti utilizzati per le politiche di sviluppo locale. Si tratta di un insieme di esperienze che ha permesso ai diversi enti coinvolti di approfondire tematiche di rilievo e di usufruire di risorse competenti e preparate. La lettura di questi lavori offre quindi una vetrina delle questioni più attuali del mondo delle politiche di sviluppo e delle esigenze dei diversi attori coinvolti, evidenziando la fecondità dell'interrelazione tra le istituzioni e studiosi di recente formazione.

This publication was prepared by the “Laboratory for Development Policies” of the DPS. In particular, Emiliano Caprio, an outside expert, prepared the individual project summaries and developed the overall structure of the publication, while Gian Luigi Scialoja, from the DPS, maintained contacts with the fellowship recipients and professors involved in the project and drafted the section on the Master Nuval project. Giampiero Marchesi, head of UVVAL, prepared the introduction and coordinated the work.

The authors would like to thank the directors and instructors of the Master Nuval courses, in particular Domenico Cersosimo (Università della Calabria), Guglielmo Wolleb (Università di Parma), Gabriele Pasqui (Politecnico di Milano), Pietro Rostivola (Università di Napoli “L’Orientale”), Martino Lo Cascio (Università di Roma Tor Vergata), Giorgio Allena (Università di Roma “La Sapienza”) and Claudio Mazzotta (Università di Roma Tre), for having accompanied the fellowship recipients over the course of the entire project and for reading and discussing the drafts of this publication. Thanks also go to Franca Acquaviva and Simona De Luca for their editorial work.

The fellowship project was financed in part with the contribution of Confindustria, Fondazione Cariplo, the network of public investment evaluation and verification teams and Sviluppo Italia S.p.A. We thank all of the organisations and the fellowship recipients that participated in the project. A special thank you goes to the tutors who advised the fellows throughout the programme.

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I. Introduction

In 2002, the Department for Development Policies (Dipartimento per lo sviluppo e la coesione economica, DPS) of the Ministry for Economic Development, together with the Department for Public Administration (Dipartimento della Funzione Pubblica, DFP) of the Presidency of the Council of Ministers, and with the collaboration of Foromez, launched a series of first and second-level master's degree programmes in development and cohesion policy and the evaluation of public investments. The university consortia that implemented the various editions of these programmes were selected by way of a public call for applications open to the entire academic world. The universities involved worked with considerable autonomy and were supported in implementing the programmes by the Department for Development Policies. Subsequently, the DPS organised an initial cycle of research and work grants reserved for the alumni of the *Master Nuval per esperti di programmazione e valutazione delle politiche di sviluppo* (NUVAL master's programme for experts in development policy planning and evaluation). The best students were then given the opportunity to pursue a one-year research project or internship with technical or administrative organisations involved in development policy in various capacities. In placing students, account was taken of the actual operations of the host organisation, so as to give them the opportunity to put their classwork into practice and enable the host to take advantage of specific skills in various areas of development policy.

Thus, the experience sought both to bridge the gap between classwork and the workplace and to channel highly specialised knowledge to the various public entities with professionals skilled in using advanced research and analysis tools to enhance capacities to evaluate, monitor and plan public policies. The issues addressed in each research project or internship give a panoramic view of the knowledge requirements of the parties involved. Some work was prompted by the need to examine “what happened” in the field, investigating circumscribed areas; others were undertaken in response to the need for statistical and econometric analysis tools to extract empirical evidence of the effects of more targeted interventions, rather than relying on anecdotal impressions. Often, the organisations involved in the development partnership and civil society expressed a need to “bring order” to the documentation and proceedings that characterized negotiations for the 2007-2013 programming cycle. Others commissioned broader sectoral studies, which would have been difficult to conduct with available resources.

In short, the master's programme initiative seeks to establish a point of contact or reciprocal contamination between the public administration (PA) and academia, so as to steer training in a direction that ensures the strengthening of the multi-disciplinary technical skills that are essential in the field of development policy, particularly the existing process for unified regional planning. The experience of the post-master's fellowships provided at least a partial response to one of the objectives – not fully achieved – of the master's courses themselves namely the lack of ongoing interaction – as originally intended – with government departments and with the public investment evaluation and verification units, which were only partially involved. Many students certainly had the opportunity for internships with government bodies during the master's programme or during the post-course fellowships, and some began their careers this way, but full synergy between the training provided and the needs of the government departments was missing. It is very important to maintain a high level of demand, which remains quite low today.

Indeed, within the organisations involved in development, work often focuses on routine administration: deadlines, preparing calls for proposals/tenders, and so on. The space dedicated to analysis, research and assessment is still inadequate. As a result, the wealth of in-house skills and knowledge is closely cantered around the more practical needs of day-to-day management of the development programmes. Although the culture of evaluation is increasingly present within the system, much remains to be done in disseminating analysis and knowledge tools, closing the gap between the places where this knowledge is generated and developed – such as the universities – and the settings in which such techniques can be put into practice.

Chapter II of this publication provides a reconstruction of the essential features of the *Master Naval* project and of the post-master's fellowships, as well as data on the basic characteristics of the various participants. Chapter III presents the summary reports of each study financed with the fellowships. Chapter IV summarises the points of view of the directors of the various master's programmes, providing a critique of this first experience.

The conclusion that emerges from this survey is that the post-master's fellowships were an important first step towards greater awareness within the system concerning the recent debate on development policy. It is an opportunity to be seized and developed in the years to come.

II. The *Master Nuval* project for experts in development policy planning and evaluation and the fellowships

II.1 Courses for experts in development policy planning and evaluation

The project *Master Nuval per esperti di programmazione e valutazione delle politiche di sviluppo* (master's programme for experts in development policy planning and evaluation) was created within the scope of the broader Nuval project¹ as a joint initiative of the Department for Public Administration (DFP) of the Presidency of the Council of Ministers and the Department for Development Policies (DPS) of the Ministry for Economic Development.

It is implemented in collaboration with Formez with the goal of promoting a series of first and second-level university master's courses in development and cohesion policy and the evaluation of public investments.

The initiative is a specialist training project that stands out thanks to its numerous innovative and experimental features, such as:

- dialogue and cooperation between public administration and the university system, pursuing common goals;
- the promotion of scientific and educational integration between the various universities – grouped into consortia or associations – in order to develop training programmes based on best practices in education and research;
- specialist training for people in system positions who are able to coordinate and manage the planning and assessment processes of public development policy;
- the recognition of the merit of the recipients of the training, which makes it possible, through the post-master's fellowships, to connect the best students with development policy entities.

Between 2004 and 2006, nine such master's courses were held at the facilities of the university consortia² formed to organise the first edition of the programmes.

¹ The Nuval project is dedicated to the training and development of the public investment evaluation and verification units that operate within national and regional government bodies.

² Milan, Rome, Naples, Parma and Cosenza

Table II.1 University consortia participating in the first edition of the *Master Nuval* project

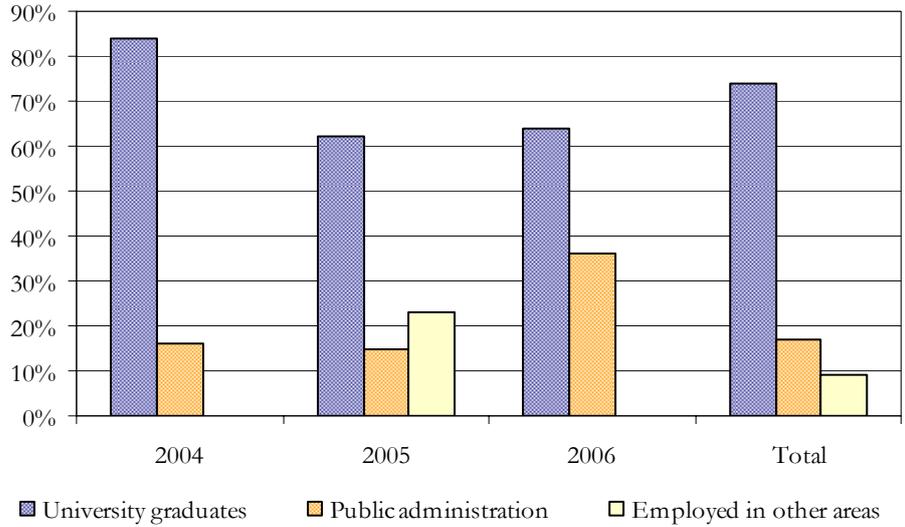
Association / Consortium	Course location	Course level	Profile
University of Calabria	Cosenza	I	Manager of development and cohesion policies
University of Parma	Parma		
University of Rome - La Sapienza	Rome	II	Manager of development and cohesion policies and programmes and expert in public investment evaluation
University of Rome - Tor Vergata	Rome		
University of Rome - Roma Tre	Rome		
Politecnico di Milano, Department of Architecture and Planning	Milan	II	Manager of development and cohesion policies and programmes
Università commerciale di Milano - Luigi Bocconi	Milan		
University of Naples - Federico II	Naples		
University of Naples - L'Orientale	Naples	I	Expert in public investment planning, evaluation and selection
University of Rome - La Sapienza, Dipartimento dei caratteri dell'architettura, valutazione e ambiente (CAVEA)	Rome		

Note: In addition to these programmes the University of Naples – L'Orientale also offers a master's course (with two editions already held), which is now a permanent part of the university's course catalogue, independently of the Nuval project funding.

Source: Uval and Formez-Nuval

For the 2004-2006 period, the master's degree funded under the Nuval project was awarded to 168 students. An analysis of the course participants shows that, given the location of the universities involved in the various areas of Italy, the geographic origins of the participants was distributed in a fairly uniform manner between central and northern Italy (53%) and southern Italy (47%). In terms of the professional status of the participants, the proportion of those coming from the public administration, as opposed to new university graduates and those employed in other areas, came to around 17%.

Figure II.1 Professional status of master's programme participants for 2004-2006

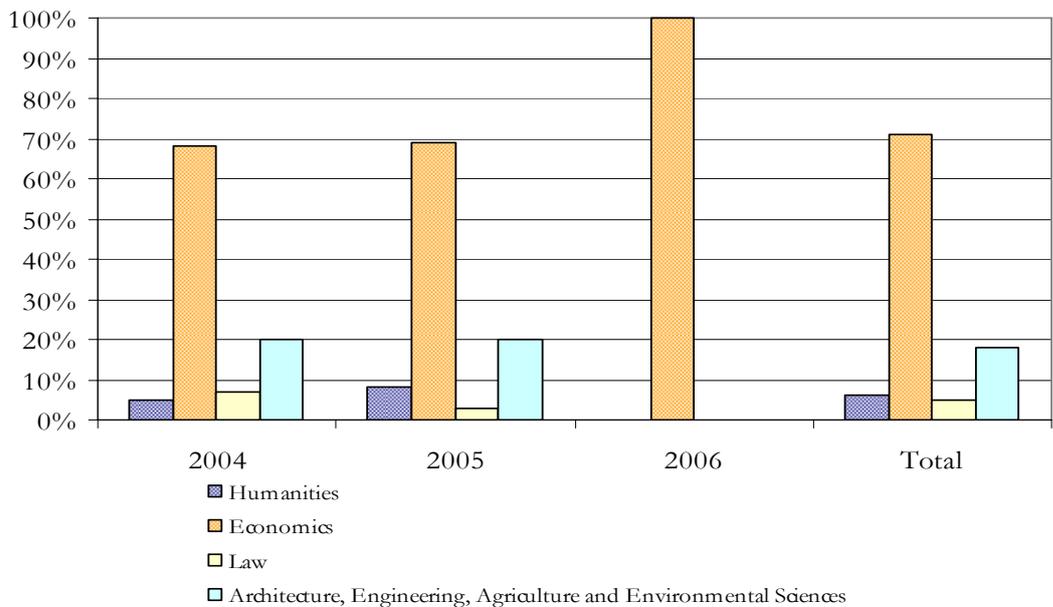


Note: For 2006, the percentage of students coming from the public administration was particularly high because the course organised and funded under the Nuval project took place in Rome and was therefore easily accessible to the government employees there.

Source: Uval and Formez-Nuval

An analysis of the educational backgrounds of the participants shows that the largest proportion came from economic fields, followed by more technical and scientific subjects, such as engineering and architecture.

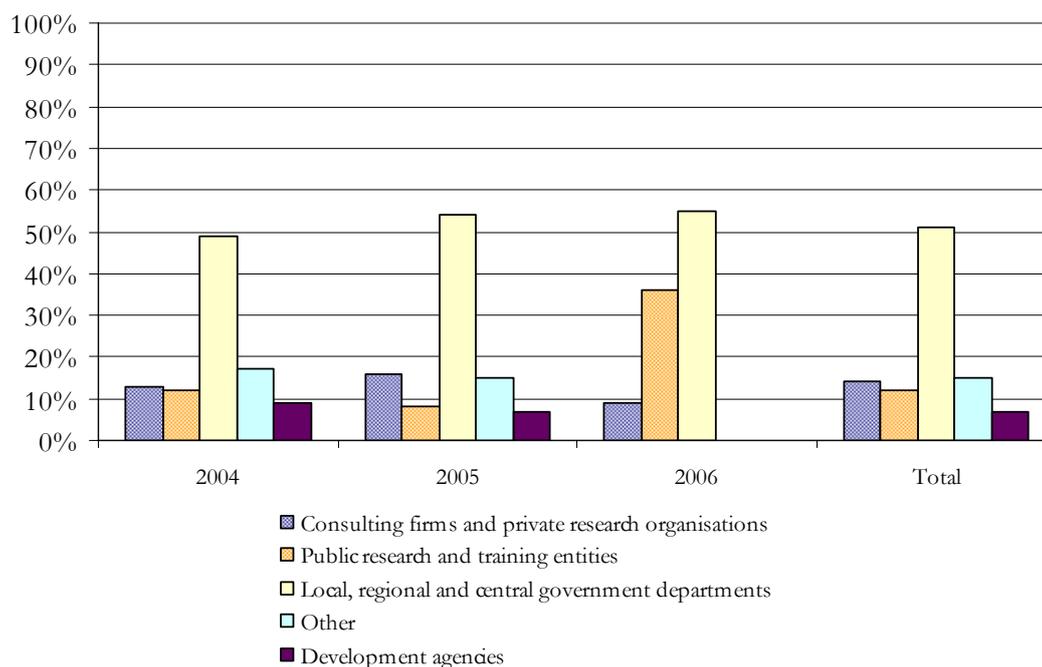
Figure II.2 Types of degrees of the master's programme participants for 2004-2006



Source: Uval and Formez-Nuval

Within the training programme promoted by the master's courses, a significant role was played by internships, in terms of both the time dedicated to them (about a third of the total number of hours) and their training value, in that they gave participants the opportunity to put into practice the skills that they had learned. Most of the internships (about 51%) were held within government departments (national, regional or local government), with a significant share also within the development agencies (about 7%).

Figure II.3 Host organisations for post-course internships – 2004-2006



Source: Uval and Formez-Nuval

Given the success of the first edition of the *Master Nuval* programmes (2004-2006), the DPS has funded a second training period (2007-2009) within the scope of the Nuval project.³

³ Detailed information is also available regarding the next edition of the master's programmes online at www.dps.mef.gov.it/master_nuval.asp.

II.2 Post-master's applied research fellowships

Through its Laboratory for Development Policies,⁴ the DPS awarded the best students from the first edition a number of year-long research fellowships funded by prominent entities and institutions with a view to developing and testing the skills acquired during the *Master Nuval* courses. In 2006, 18 research fellowships were awarded for applied research projects. The grant recipients, who were chosen through a public selection process, carried out their research projects with a number of technical or administrative bodies and organisations involved in development policy in varying capacities (the public investment evaluation and verification units, either individually or the network as a whole; national and regional government agencies; regional units of national agencies, the Development Agencies; and participants in the socio-economic partnerships).

Table II.2 Host organisations for post-master's fellowships

Host organisation – 2006	No. of recipients
CGIL	1
Coldiretti	1
Confcommercio	2
DPS	4
Legambiente	1
NVVIP Campania	2
Region of Calabria	1
Region of Emilia-Romagna	1
Evaluation Unit Network	1
Sviluppo Italia	4
Total	18

Source: Uval and Formez-Nuval

The development of the research projects also took account of the actual operations of the host organisation, meaning that they could be more appropriately characterised as research-work experiences, i.e. an opportunity for the programme participants to put into practice the skills that they had acquired.

In particular, during the first cycle of research fellowships, there was a significant degree of consistency between the activities conducted during the research projects and the educational content of the course programmes complete earlier. The work performed was also of high quality and the beneficiaries had a real possibility to continue the relationship established with the host organisation beyond the end of the period of research.

⁴ The Laboratory for Development Policies established by the DPS as part of its knowledge-dissemination programme is a centre in which high-level skills representing a variety of experiences and a range of disciplines are leveraged to produce analysis, research and recommendations. For more information see www.dps.tesoro.it/laboratoriosviluppo/ml.asp

Also during the first cycle, the individual research projects were supported and monitored by the Laboratory, ensuring networking among the various initiatives under way at the organisations and entities involved. Events were organised to discuss and monitor the research projects, and full visibility was given to the work produced.⁵

In most cases, this first experience was successful, leading in 2007 to the awarding of a further 18 research fellowships to the best students of the second cycle of *Master Nuval* courses, which were again funded by the Department for Development Policies, through the Laboratory, with the involvement of other financing partners.

III. Projects implemented

The summary descriptions of the research projects that follow give a general idea of the work carried out over the first post-master's fellowship cycle. As one would expect given the nature of the experience, the projects presented vary greatly and cover a broad spectrum of development policy problems and issues. Each summary describes the major results achieved through research and within the context of the host entity's normal activities. Since these summaries are intended to be brief, they do not recount all the work performed, but merely highlight the results of a project that has provided the organisations involved in the development process with the ideas and contributions of young professionals who have been trained in the use of tools for analysis and action in the implementation of projects and programmes. Reading these summaries together gives a sense of the complexity of the world around these programmes. They depict the needs and modus operandi of diverse organisations, from the socio-economic partnership to local governments, as well as the various methods of analysis and approaches adopted. For example, a number of the research projects used data collection and analysis methods, while others used field research as an investigative method, or surveyed the current debate in the international literature. Finally, other projects took a more pragmatic approach, developing valuable tools to be used by the organisations in their work, such as the creation of new monitoring systems or advanced IT tools. The various contributions have been grouped into three areas:

- applied research projects;

⁵ See, for example, the 2006 annual report of the DPS and the information available on the website of the Laboratory for Development Policies: www.dps.tesoro.it/laboratoriosviluppo/ml.asp

- sectoral studies and analytical research;
- projects in support of host organisations.

The first area includes studies that appear to be most closely connected with the life of the host organisation. The second covers projects that are geared more towards sectoral studies, analysis involving theoretical policy issues and quantitative analysis. The final section includes projects in which the researcher was actively supported by the host organisation and that often had highly useful practical applications for the host. This breakdown is intended to provide a context for the detailed reading of the individual projects and facilitate consultation. In reality, the spirit behind the initiative envisaged theoretical research developing in step with the transfer of knowledge, both from the fellowship recipient to the host and vice-versa, with practical experience always accompanying the theoretical.

Table III.1 Projects presented in the fellowship programme, 2006 edition

Applied research projects	
Project subject	Host
Local economic trends: territorial strategies and agro-food systems. Two case studies - <i>F. Alfano</i>	Coldiretti
Assessing the impact of scientific research and technological innovation policies: methodologies and tools - <i>C. Bloise</i>	Evaluation Unit Network
Towards an improvement in the applicability of Strategic Environmental Assessments (SEA) for territorial development and integration: from theory to practice - <i>M. Bolli</i>	Legambiente
The Library of Babel: local development dynamics and approaches - <i>A. Borriello</i>	Sviluppo Italia
Incentives for the service sector: trends in policies adopted by selected European countries in an analysis of a sample of Objective 2 areas - <i>G. Catalano</i>	Confcommercio
Regional planning: methods and instruments - <i>S. Leporati</i>	Sviluppo Italia
Cultural heritage as a strategic element of local development in Calabria. Analysis of factors critical to local planning and the role of the FPA - <i>A. Rotilio</i>	Regional Cultural and Natural Heritage Department - Calabria
The application of economic analysis tools in the evaluation of public investments - <i>C. Sensenhauser</i>	Sviluppo Italia

cont.

Sectoral studies and analytical research	
Project subject	Host
Territorial cooperation for the development of the energy market in an international framework - <i>S. Amoroso</i>	DPS - Foreign relations unit
Museum excellence in the South - <i>R. Cipriani</i>	Public Investment Evaluation and Verification Unit - Campania
Assessment of policies and incentives in water resource management - <i>D. D'Amico</i>	DPS - Public Investment Evaluation Unit (UVAL)
An analysis of the effects of the initiatives undertaken under the provisions of Legislative Decree 185/2000 (Honour loans) - <i>A. Maresca</i>	DPS - Development Policies Laboratory
From government to governance in territorial policies: a discussion of the assumptions, limitations and interconnection of the two models - <i>E. Melloni</i>	DPS - Public Investment Evaluation Unit (UVAL)
Campania 2000-2006 ROP: Using statistical techniques to assess the impact of business incentives: "The case of Measure 2.2" - <i>A. Perillo</i>	Public Investment Evaluation and Verification Unit - Campania
Projects in support of host organisations	
Project subject	Host
Understanding and managing real estate assets: Using a real estate atlas to enhance efficiency in urban renewal programmes - <i>G. Laurenzano</i>	Sviluppo Italia
Regional cohesion policy for a new approach to territorial and urban development - <i>S. Liotta</i>	Confcommercio
Cohesion policies in the Balkans - <i>I. Mingrone</i>	Emilia-Romagna
2007-2013 National Strategic Reference Framework: the socio-economic partnership - <i>D. Mirabelli</i>	CGIL Nazionale - Department of Cohesion, Economic, Social and Southern Italy Policies

Source: UVAL

III.1 Applied research projects

Title	Local economic trends: territorial strategies and agro-food systems
Name	Francesca Alfano
Host	Coldiretti

Abstract

The context of the research project was the strategic plan of Confederazione Nazionale Coldiretti, which sets out a strategy to foster the introduction of an economic policy that fully exploits the development potential and opportunities offered by the agro-food system at both the central and the local levels. Research focused on a specific case study: the Province of Cuneo. The study sought to understand the role and the influence of the agro-food sector in the local economy and in development policies, with specific reference to Coldiretti's position in the institutional architecture and in governance processes. The results of this analysis were used to develop a number of recommendations that the local branch of Coldiretti could adopt in order to best seize the opportunities in its area

Initial objectives and research method

The study set out to:

- identify working hypotheses to support Coldiretti's transition from a sectoral player to a social player and for strengthening its institutional and strategic role in local governance processes;
- closely analyse the situation in the Province of Cuneo in order to identify possible courses of operational action.

The study involved both desk and field research. The desk research involved collecting, processing and analysing quantitative and qualitative information obtained from available studies and research reports, from programming documents and from local development projects and programmes, etc. Field research consisted of individual and group interviews with persons who work at Coldiretti's local offices in Cuneo and other local players. About 15 interviews and meetings were held, with a mid-term workshop held to verify the information gathered and the working hypotheses.

Results achieved

A first level analysis focused on the local system as a whole, with particular reference to social, demographic and economic indicators. A matrix was then developed that incorporated the characteristics of agricultural production and potential development opportunities (matrix of local agricultural resources and skills) in order to better analyze the various potential opportunities and how the agro-food system interacts with the rest of the local economy. The study mapped the important local players, with a rapid survey of the social and institutional actors in the pilot areas in relation to the main local development initiatives promoted in the province. Finally, the study also analysed the strengths and weaknesses of the socio-economic environment, the local agricultural system and the social and institutional network. This information was summarized in a matrix that shows existing constraints on development and the opportunities available.

The activities involved in the study sought to identify working hypotheses that could be used by Coldiretti to best exploit potential opportunities in the area. Taking the analytical-propositional

framework described above as a basis, the study suggested a number of ways to bolster Coldiretti's action and identified possible new forms and spheres of activities to be tested in both the "traditional" sectors in which Coldiretti operates and new areas in the general local context. Based on the analysis, the study developed the following recommendations:

- remedy the lack of infrastructure and services by linking small municipalities into networks to ensure a wider range of social and cultural services (e.g. schools) in the internal areas;
- introduce programmes for the supply, distribution and efficient use of water resources for irrigation and other purposes;
- improve the availability of connection and intermodal services to encourage more efficient distribution of goods and the development of specialised services.

In order to carry out these actions, improved dialogue and cooperation between the various local players – which the study found to be poor – is required. The study revealed a number of deficiencies in the agro-food and agro-energy industries. To overcome these problems, the study recommended adopting a strategy aimed at aggregating and concentrating producers and production and improving the production system's bargaining power vis-à-vis sales organisations. This would strengthen agricultural producers position in the market, which is currently dominated almost exclusively by sellers, and to find potential new markets. In this way, producers (and consumers) could obtain better prices while ensuring that products meet high quality standards. The agro-energy sector, which is still under-developed but nevertheless strategic, is particularly important to this achieving this aim. Another critical issue is the poor efficiency of the types of partnership employed in the province. In order to adopt a structured and effective method of territorial cooperation, Coldiretti could play a more active role, sponsoring inclusive partnership for a and/or laboratories designed to identify specific needs, objectives, and strategies for local interventions. A first step in this direction could be for the organisation to serve as a promoter, in response to one or more needs expressed by provincial actors, of a highly successful pilot programme to experiment with new forms of collaboration and to elicit the consent and support of other local entities.

Title	Assessing the impact of scientific research and technological innovation policies: methodologies and tools
Name	Carolina Bloise
Host	Evaluation Unit Network

Abstract

An examination of the methodologies and techniques used in assessing innovation and scientific research support policies. The study includes a survey of the current methodological debate and traces a cross-section of the experiences within Italy and in Europe, analysing each approach using common descriptive criteria. The study included interviews with practitioners to glean the impressions and opinions of those who work in specific fields, such as the function of assessment in the field of research and the status of possible forms of methodological collaboration between universities and the Evaluation Unit Network.

Initial objectives and research method

The goal of the research project was to analyse past assessments of the socio-economic impact of policies for supporting scientific research and technological innovation, in the expectation that the commitment of government in this area will increase.

For this purpose, it was necessary to:

- describe the main conceptual definitions of “research” and “innovation” and their impact on assessment activities;
- map the main entities that evaluate research and the analysis methods used;
- select and analyse several examples of assessment;
- interview a number of practitioners;
- collect the main theoretical works in a thematic bibliography.

The study focused on the techniques used to measure the socio-economic impact of programmes, i.e. the “broad, long-term economic and social consequences, whether direct or indirect, positive or negative, of a programme or action” as in the definition proposed by Claudio Bezzi (*Glossario della ricerca valutativa*, Gramma, Perugia 2006). Therefore, the analysis does not focus on the assessment of project quality for purposes of selection, nor on the procedures for internal evaluation of the university system, but rather it attempts to explore “whether” and “how” public institutions and universities, and public and private research entities, use tools and methodologies to assess the impact of programmes.

Results achieved

The report contains an analysis of ten different assessment case studies and examines their strengths and weaknesses. Considerable attention is given to the European Innovation Scoreboard (EIS), a technique developed by the European Commission that includes over 25 indicators that are updated annually and were selected on the basis of how well they represent the “innovation” process. Specifically, the study briefly describes how the EIS is used in the regions of Umbria, Lazio and Friuli Venezia Giulia. Other models analysed include: the Growth Competitiveness Index developed by the World Economic Forum and, with regard to multi-method analysis, the Peer Review model, based in the 6th Framework Programme and the assessment exercise of the Research Assessment Steering Committee (*Comitato di Indirizzo per la Valutazione*

della Ricerca) of the Italian Ministry of Education, University and Research (MIUR).

The report also contains an in-depth look at the “Report on support initiatives for economic and production activities” (Ministry for Economic Development) and the University of Siena’s Institutional Evaluation project (“VAI”). These are two approaches to the complex process of assessing research that, drawing on past experiences (such as the RAE - Research Assessment Exercise and the IEP - Institutional Evaluation Programme of the European University Association), play a leading role among evaluation programmes conducted in Italy.

Summaries of all ten of the cases analysed can be found at www.retenuvv.it.

Each case description also sets out the cost of the exercise; comments on the trade-off between composite indicators aimed at the general public and more complex, and therefore more specialised, exercises; potential distortions found in certain sets of indicators; the relationship between evaluations based solely on indicators and evaluations also based on interviews or analytical judgements.

The analysis of experiences in evaluating R&D and technological innovation underscores the diverse resources available on the topic and the many possible classification criteria used. The analysis found that several types of studies exist, such as:

- methodological reports;
- statistical information on the sector;
- context analysis;
- evaluation reports.

What emerges is a vast, complex landscape of sources, the boundaries of which are often clearer in theory than in practice. The general analysis of these experiences and case studies, classified into the above categories, thus provided the most useful information and guidelines for the Evaluation Units and for the design of an assessment of the socio-economic impact of research and innovation support policies. Specifically, the study identified the strengths and weaknesses of the different approaches to assessment and analysed the major problems connected with evaluating research. The most promising lines of research concern:

- the evaluation of institutions and implementation processes in addition to programmes and projects;
- the use of the performance of centres of excellence, science parks and technology clusters as an indicator for measuring the extent of the process of transferring knowledge to the territory;
- the use of benchmarking to simplify comparison of different territories.

Title	Towards an improvement in the applicability of Strategic Environmental Assessments (SEA) for territorial development and integration: from theory to practice
Name	Martina Bolli
Host	Legambiente

Abstract

The Strategic Environmental Assessment (SEA) is a compulsory analysis tool used to evaluate development programmes financed using Community funds. A sound understanding of the culture and the type of approach upon which the SEA is based could represent a quantum leap in the quality of planning and management of territorial development programmes. However, technical and political obstacles make it difficult to undertake this type of evaluation while forming plans or programmes and to exploit the potential offered by these tools. This is why many local governments continue to view the SEA as a form of bureaucratic red tape and not as an opportunity. The study therefore analyses a regional transportation plan, the Mobility and Logistics Plan for the Region of Tuscany, that did not undergo SEA to demonstrate the added value that could have been achieved by integrating SEA.

Initial objectives and research method

The general goal of the study was to gain insight into the problems associated with incorporating environmental issues into development policy and to provide methodological guidance for integrating SEA procedures. More specifically, it seeks to understand how useful the integration of the SEA – its principles and methodological approach – is in the decision-making process, and the importance of the factors that impact its feasibility in a given planning context. The first part of the study surveys international best practices, with a special focus on the Devon Local Transport Plan case study. In the second part, the study attempts to analyse the importance of the actual planning context in implementing the SEA process.

The study finds that, on the one hand, there is a theoretical framework outlined by the manuals, regulations and best practices, and on the other, there is the planning context in which the SEA is actually applied. In an attempt to draw theory and practice closer together, the work examines the Mobility and Logistics Plan of the Region of Tuscany in order to understand how useful it would have been to have incorporated the SEA procedure in the strategic planning process and points out the conditions for and possible limits of its feasibility. The analysis included the re-reading of programming documents from an SEA perspective and submitting questionnaire to those involved in the planning process, namely Riccardo Baracco, director of the Area for Territorial Coordination and Planning and Housing Policy, Enrico Becattini, an official for Planning Processes and Regional and Environmental Protection (Area for Territorial Coordination and Planning and Housing Policies) and head of the Integrated Accessibility and Logistical Infrastructure System, and Patrizia Lattarulo, director of research for IRPET, the Tuscan Regional Economic Planning Institute, which was involved planning the intervention. The questionnaire focused on key moments in the decision-making process that could have benefited from integrating SEA analysis and on possible factors that could have affected its feasibility.

Results achieved

Analysis of the official documentation and the experiences of various countries revealed a number of critical issues. First, assessments are often performed in a perfunctory manner once the plan has already been drawn up and therefore does not contribute to improving the process in any way. A second problem is the difficulty

in transposing the SEA at the legislative level since the innovative features of this process clash with established decision-making mechanisms. In general, the study found a lack of documentation on the SEA procedure and the dissemination of best practices, as well as on the extent to and manner in which stakeholders and government actors were involved.

Other barriers can be raised by the institutional context in which the SEA procedure is used. In Italy, for example, the planning system involves various ordinary levels of decision-making and a range of environmental agencies and authorities operating on a national, regional, provincial and local scale, that play (or should play) a role in planning.

The fact that the focus of the SEA process is planning, policies and programmes, often relating to broad geographical areas that sometimes span beyond a single country, and to entire, specific environmental sectors that are often integrated (such as urban planning, energy, water management and waste management), means that it addresses more complex decision-making procedures than those used for projects. It follows that gathering and analysing information becomes more complex and that the evaluation process takes longer, so that greater effort must be made to coordinate the work of the institutions involved, raising the degree of uncertainty.

The analysis of the Mobility and Logistics Plan for the Region of Tuscany showed that the existence of parallel procedures, with few synergies and uncoordinated timing and effects, was one of the “historical” weaknesses of the action of the Region of Tuscany (although recent legislation has tried to rationalise the process). However, environmental authorities were very actively involved, thanks to the advice provided by the four observatories established. By contrast, public involvement was lower due to the lack of more structured procedures and channels.

Title	The Library of Babel: local development dynamics and approaches
Name	Antonella Borriello
Host	Sviluppo Italia

Abstract

The study analyses in evolutionary terms local development approaches introduced in selected areas in southern Italy. Specifically, the study examined five areas: “Città del fare” (near Naples), the Nolana area, the Brindisi area, Locride and Alto Basento. The goal was to reconstruct the methods used by the various local entities to plan and achieve development and to attempt to identify the major factors that led to the creation, at the local level, of “participatory” planning experiences. Clearly, the five case studies examined do not provide an exhaustive representation of the local development panorama, but they do present a number of emblematic situations in an attempt to capture the diversity of the approaches chosen and to understand what those experiences have contributed.

Initial objectives and research method

The period between the end of the 1980s and the first half of the 1990s saw the development of a new approach to territorial policies based on the theory that the coordinated action of local actors and the existence of a network of institutional relationships could be factors in triggering long-term growth. Negotiated Planning mechanisms became the Italian system’s specific response to this new approach to territorial policies, leading to the gradual stratification of local development instruments until the introduction of Integrated Planning instruments during the 2000–2006 cycle. In the last few years, however, the focus on and hopes for Negotiated Planning and Integrated Planning have diminished, probably due to the unsatisfactory results achieved, especially as regards their expected economic impact.

Nevertheless, significant lessons can still be drawn from these instruments: the lasting effects of the successes and failures of the Territorial Agreements and Integrated Territorial Projects (ITPs) can, without a doubt, make an important contribution to redefining regional government action at the local level. With this premise, the study set out to identify the institutional tools, the organisational processes and the forms of partnership that accompanied and fostered local development during those years. “The Library of Babel” is the fruit of this effort, examining a number of local development experiences (“Città del fare” on the outskirts of Naples) to understand how they came about, how they evolved over time and, above all, whether they have had a lasting impact on the territory. The research was conducted within the framework of a broader project undertaken by Sviluppo Italia and sponsored by the Department of the Civil Service, entitled “Government and reference models for local development policies”. The survey included an in-depth analysis of documentation and the literature as well as field studies involving the strategic actors and practitioners of the development processes in the areas examined.

Results achieved

The study revealed that the success or failure of development actions is linked not only to the characteristics of the instruments used, but also to the energy and capacities of those involved in crafting local development policies. In fact, in many cases, the success of development processes was closely tied to the existence of credible local leadership, which simplified the agreement stage and facilitated management of the instruments deployed. In the field research conducted at both “Città del fare” and in the Nolana area, the study focused mainly on the experience of European Territorial Agreements, with less attention given to ITPs. This is probably tied to the fact

that, while the under Territorial Agreements, the Agency, as the local intermediary, manages the entire process, under ITPs, the Agency's role was more marginal. As regards the ITP experience, a number of problems were uncovered in the studies conducted in Locride and the Brindisi area, where it was found that the requirement for funds to be spent or face decommitment frequently led to forced decisions, with preference given to easy-to-complete programmes rather those really needed for local development. This prompted the conclusion that more attention should be paid to project quality and the selection process during the next programming cycle. By contrast, the study conducted in Alto Basento found a number of positive effects from the ITP experience. In this area, the ITP helped concentrate resources, envisaging the implementation of three area projects and fostering greater awareness of the network. The creation of an institutional network capable of delivering public goods was surely the most difficult result to achieve in the development processes. Even in territories in which the goal was to provide area services, the first hurdle was local authorities. Local governments remain wary of associative forms of managing services, seeing it as a loss of power without really considering the advantages. Accordingly, the role of the Agencies in promoting services delivered in associative form is a positive step. Practitioners perceived the Agencies as a source of continuity in a climate too often characterized by changing governments and as a mediator between the various institutional and socio-economic actors in the area. An overview of the field research suggests that while more than 10 years of local development experience did not produce the desired economic growth, they did leave a lasting intangible impact in terms of local actors' ability to interact with one another and an improvement in relations between various institutions. However, overall, while great strides were made in coordinating and tightening relationships between local actors, much remains to be done in creating strategic partnerships that operate not just on a project basis but rather focus on overall territorial development.

Title	Incentives for the service sector: trends in policies adopted by selected European countries in an analysis of a sample of Objective 2 areas
Name	Giovanni Catalano
Host	Confcommercio

Abstract

Community programmes permit a portion of resources to be used to support the service sector. A comparative analysis of the programming documents for a number of Objective 2 areas in three countries (Italy, France and the United Kingdom) revealed the different approaches taken in allocating resources for programmes in support of the service sector. The data showing the considerable emphasis placed on the development of human resources and investments in technological innovation, which absorb a significant portion of the budget, particularly in Italy, are especially revealing.

Initial objectives and research method

The study was conducted at the “Territorial Development” section of the national headquarters of Confcommercio, which interprets and supports the needs of the businesses it represents, participating in the process of setting national and Community policies for the sector. The general goal was to provide guidelines for a quantitative and qualitative assessment of service-industry support policies by analyzing measures contained in the programming documentation (2000-2006) for a number of Objective 2 areas in Italy, France and the United Kingdom. The study sought to ascertain the level of awareness and the degree of attention that the regional authorities of the areas studied devote to the service sector, emphasizing, where possible, critical issues and good practices. The research involved analyzing programming documents, comparing the Italian documentation with that from France and the UK. These two countries were chosen because of the substantial volume of Community resources available for the 2000-2006 period (respectively, €6,679 and €5,184 million, compared with €2,784 million for Italy). Several areas within these three countries were selected based on their relative homogeneity and comparability. Marche, Tuscany and Umbria were chosen for Italy; East England, London and North West England for the UK; Aquitaine, Bretagne and Champagne-Ardenne for France. The research was conducted in two stages: the first involved gathering and subsequently screening documentation, while the second involved identifying the areas and the specific projects targeted at the service sector in the three countries. The study focuses on the Single Programming Documents (SPD) and the related Programme Complements prepared following the mid-term evaluation of the regions analysed. Deeper analysis was also performed using evaluation reports and institutional databases. On the basis of the materials collected and the initial findings, the study selected the Objective 2 areas within the countries to analyse and subsequently identified for each the interventions (measures, sub-measures, actions, lines of intervention) envisaged for the service sector. The survey, which was limited to programmes co-financed using ERDF and ESF resources, adopted an approach that takes into account not just the beneficiaries but, above all, the purpose and technical content of the programmes. Therefore, alongside interventions targeted at businesses, the study also analysed indirect forms of support for the business environment, such as economic stimulus measures, creation of areas for the support of start-up companies and business incubators.

Results Achieved

The analysis found that the resources envisaged for the 2000-2006 period for the service sector in the European countries investigated amounted to an average of between 64% and 70% of total programmed resources. These figures clearly demonstrate the individual countries programming policies of promoting the development of their areas by giving great weight to the service industry, a sector that has long shown increasing growth in employment and value added and, as such, is strategic to achieving the Community objective of increasing the competitiveness and attractiveness of European regions.

While the programming policy that emerges from the study appears to reflect the shared focus of these countries on the service industry, their choice of intermediate objectives and thus the weight of various components of the service industry in the total is not as uniform.

Nevertheless, these differences reflect local situations that, while sharing a common basic objective – seeking economic efficiency and greater competitiveness in the areas involved – have different strengths and problems.

Specifically, the main differences relate to:

- trade, where Italy allocated 15.3% of its resources for the service industry; by contrast, France and the UK did not report any interventions;
- the distribution of resources for business and personal services, where the UK leads with 50% and 21.6%, respectively;
- France stands out in the tourism segment, with 13.7%, compared with 4.5% for Italy, the smallest share.

As regards business services, the most important result is the positive trend in investment in R&D and technological innovation, with a share that varies between 20% for France and about 70% for Italy, and services to support competitiveness, where the share of resources ranges from 8.2% for Italy to 73% for France.

As to personal services, a common thread is found in human resource development policies, with a share ranging from 24.2% for Italy to 81.3% for France. For the UK, the percentage was just under 50%.

This common orientation is an encouraging sign of the countries' awareness of the importance of human resources as a strategic tool for achieving all other objectives (research and development, dissemination of technologies, etc.), making a fundamental contribution to eliminating the accumulated lags in the sustainable development of the territories.

Title	Regional planning: methods and instruments
Name	Stefano Leporati
Host	Sviluppo Italia

Abstract

Sviluppo Italia is actively involved in supporting and providing technical assistance to local governments, and frequently experiments with new approaches to interaction and participation among the various actors operating at the local level. The study examined a number of these approaches to participation in local development, starting with five support initiatives implemented by Sviluppo Italia, and sought to demonstrate how innovative these actions were.

Initial objectives and research method

The study sprang from Sviluppo Italia's programme entitled "Support for regions and autonomous provinces to improve capacities and the quality of public action", contained in the framework programme approved by the Interministerial Committee for Economic Planning (CIPE) in 2002. Five case studies were developed, corresponding to five Sviluppo Italia initiatives to support local development projects, characterised by their experimental approach and by the quality of the dialogue between local actors. The research project also involved the collection and cataloguing of electronic versions of all the documentation (plans, programmes, evaluations, etc.) relating to regional, national and Community programming in order to implement the new Sviluppo Italia website (www.svilupporegioni.it), dedicated to support government entities. As of September 2006, the final documentation comprised over 1,500 documents, the largest such collection in Italy.

Results achieved

The following cases were analysed: the "Cultural Heritage" Framework Programme Agreement (FPA) in Calabria, the FPA monitoring system developed in conjunction with Sardinia, the "Local Development" FPA in Irsinia (MT), Lauria and Francavilla (PZ), the "Combating social marginalisation and fostering equal opportunity" FPA (Region of Sicily), and the Territorial Agreements in Campania. For each initiative, the study examined the activity of Sviluppo Italia, especially the processes for interacting with the various local actors and the quality of the flow of information from government to the territory. The study highlighted the innovative features of each action, particularly as regards listening to local concerns and carrying out the partnership and participatory planning process. In particular, it emphasized actions that could improve the quality of social and institutional relations and generate direct and indirect economic benefits for businesses and the area in which they are implemented. The study devoted special attention to experiences that successfully improved the quality of the dialogue within institutions and the management and analysis of knowledge and data. Specifically, the study of the assistance provided by Sviluppo Italia to Calabria under the "Cultural Heritage" FPA revealed how a project that connects and encourages dialogue between parties can become a model for the provision of assistance to administrations that manage complex projects. By contrast, the reorganisation of the Territorial Agreements in Campania (the management of which was delegated to the regional government) used a planning model that can be exported to other contexts, based on a careful analysis of an area's needs, and produced a series of services for the regional government (manuals, monitoring management system).

Title	Cultural heritage as a strategic element of local development in Calabria. Analysis of factors critical to local planning and the role of the FPA
Name	Alessandro Rotilio
Host	Regional Cultural and Natural Heritage Department – Calabria

Abstract

The mission driving a large portion of local planning in Calabria is developing tourism. Accordingly, policies to leverage cultural heritage make up a significant portion of programming actions. Frequently, however, these interventions are not connected with each other and are not organically incorporated into broader policies. This weakness is compounded by an acknowledged lack of dialogue among local actors and between local and regional actors.

This analysis focused on participants in Locride, an area in which the “Cultural Heritage” Framework Programme Agreement (FPA) is used as a tool for the strategic assessment of resources.

The study involved the analysis of documentation pertaining to existing programmes and actions and in-depth interviews with key actors. It delineates a clear picture of the problems found and develops a number of operational recommendations to support planning.

Initial objectives and research method

The research project sought to provide operational support to the Regional Cultural and Natural Heritage Department by attempting to improve the process for programming resources that could still be affected by changes in the “Cultural Heritage” Framework Programme Agreement. It was decided to investigate the reasons underlying the difficulties of establishing a strategic relationship between the local and regional levels. These difficulties appear to be attributable to the fragility of the institutional partnership, as a result of the which the region’s guidance role was diminished. Such a role was necessary for leveraging the recognisability and specific features of individual local areas. The initial hypothesis argues the factors that explain the variance in the programming and implementation performance of development policies include the existence of a recognizable strategy covering a large area, the existence of a regional guidance function and certain characteristics of partnership relationships and institutional cooperation.

The case-study method used combined desk analysis and in-depth interviews. This enabled the construction of a monographic section for each actor containing all the information relevant to the analysis.

The goal of this stage of the research was to reconstruct the administrative capacity and describe the behaviour of each actor in the individual decision-making process within the framework of relations with the regional level and with other local actors.

Results achieved

The study identified the critical factors underlying the performance of each actor examined. In general, it showed that while on the one hand the Locride area has a wealth of skills in the development field, on the other many challenges remain in the process of establishing partnership- and collaboration-based approaches to development. The study identified a number of operational measures for supporting the implementation and subsequent planning of activities, in which interaction with government is characterised by varying degrees of structuring:

- individual monitoring of activities under the FPA throughout all of Locride. The monitoring tool must not be considered a mere control instrument, but must provide information that can help

improve implementation during the process. In other words, it must permit identification of any problems encountered during implementation, with the primary goal of defining appropriate strategies and methods to address them in order to ensure the success of the programme;

- the creation of a decentralised organisational structure that specifically manages the implementation of the FPA. Accordingly, a single unified office was set up with the Locride ITP to deal with cultural heritage issues in an integrated manner for the entire Locride area;
- the creation of a set of guidelines to enable increasingly stringent criteria for intervention quality, with emphasis on the need for focused, strategically important programmes. This type of activity can only come in a subsequent programming phase. Therefore, in order to promote integrated development, it may be useful to establish a forum between the Department and the local actors in the Locride area to coordinate the FPA with other local development policies;
- the inclusion of FPA initiatives in the upcoming strategic planning process to be led by the Consorzio Locride Ambiente;
- initiate the formation of a cultural district. This could be begin following active participation in strategic planning for Locride, leveraging the experience and the legacy of the Strategic Plan.

Title	The application of economic analysis tools in the evaluation of public investments
Name	Caterina Sensenhauser
Host	Sviluppo Italia

Abstract

In recent years, the planning cycle has become a complex process aimed at the synergetic implementation of multiple programmes involving a variety of parties. The feasibility study plays a fundamental role in this new evolution of the planning cycle since it offers a real opportunity to involve stakeholders through consensus building and provides decision-makers with all the information, techniques and background needed to choose whether or not to proceed with planning and, therefore, implementation of the programmes. Taking this as a starting point, the study found Sviluppo Italia's advisory services to be an interesting case study for identifying the best methods, criteria, tools and techniques for managing the complexity and uncertainty of the planning cycle, representing a guidance tool to be deployed during the various stages of planning and implementing public investments.

Initial objectives and research method

The research project sought to understand how well the various methodological approaches used to prepare the feasibility studies (FS) with the support of Sviluppo Italia's advisory services could manage and resolve critical problems and uncertainties concerning plan variables. The study's goal was to determine how the FS interprets and cuts through the planning chaos and assesses its uncertainty, and to what extent the support provided by Sviluppo Italia's advisory services provided relevant information to policymakers in deciding whether or not to pursue the planning process.

The study examined seven FS relating to the most commonly promoted types of investment: improving a territory's tourism offering, broad area studies, leveraging cultural resources, transportation and logistics. An outline of each FS was prepared for each investment project, containing brief descriptions of the main features of the investment project (title of the FS, region, sector, contracting entity, etc), and identifying the project cycle variables that reflect the uncertainty and the complexity of the implementation process and the analysis methodology adopted. The study then used SWOT analysis to identify the strengths and weaknesses of each project in relation to the original FS, and the opportunities and threats within the project concept in order to determine the value added contributed by Sviluppo Italia's supplementary and support actions.

This process made it possible to test how well the different methodological approaches used in conducting the original study and in Sviluppo Italia's support were able to incorporate the planning variables, in whole or in part, and to thus determine the final result of the feasibility analysis.

Results achieved

The study analysed the following FS: "Conversion of rail beds into bike paths" (Enna); "Infrastructures for enhancing archaeological sites in the Area of Sibari"; "Reinforcing and revitalizing the public transportation system in the Gargano National Park"; "Restoration of the image and reclamation of residential building stock and landscape in Lunigiana"; "Creation of a Distripark in the Brindisi port area"; "Brindisi Intermodal Platform"; and "Fact-finding study for the creation of an airport hub in Sicily".

The findings of the analysis pointed to a number of actions that could be considered strategic in the process of selecting public investment projects.

First, the study emphasised the importance of communication and feedback with project stakeholders, making it possible to understand all of the problems relating to developing the project concept before initiating development of the FS.

Second, the analysis revealed the importance of identifying various planning alternatives that incorporate multiple strategic issues (political, social, environmental, territorial, etc.) for the territory and that offer public decision-makers information essential to selecting the planning alternative most consistent with their strategic objectives.

Finally, study highlighted cases in which economic and financial assessment was not conducted after the completion of the planning cycle, but rather, using “open” and “flexible” analysis tools, was involved from the start in preparing the FS in order to establish beforehand the set of planning choices that could leverage opportunities and reduce any obstacles.

III.2 Sectoral studies and analytical research

Title	Territorial cooperation for the development of the energy market in an international framework
Name	Stefano Amoroso
Host	Department for Development Policies – Foreign relations unit

Abstract

Relations with Balkan countries are very important within the context of policies to internationalise the southern Italian economy since the Balkan economies are expanding rapidly and a significant portion of businesses based in the South are already operating in that area. The study analyses the energy market in the countries in this area in order to delineate existing limitations and future opportunities and to identify potential investment opportunities in this market.

Initial objectives and research method

The analysis compared the various characteristics of the energy markets of Italy and other European countries, primarily examining the Eastern Adriatic and Eastern European countries, with a special focus on territorial cooperation in energy provisioning in Italy, notably in the South.

The study briefly outlined the economic and political situations of the various countries studied, with an emphasis on economic and social conditions and energy policies. The study examined their relations with Italy with regard to both commercial-economic ties and energy issues. Finally, using these considerations as a starting point, the study delineated possible forms of territorial cooperation in the energy field, with special reference to Italian energy policy and its impact on the South.

To achieve these goals, the author contacted Italian diplomatic representatives abroad and Italy's National Institute of Foreign Trade (ICE) offices and other Italian entities located in abroad. In addition to gathering and analysing documentation, the study also involved a number of visits abroad, specifically to the Ukraine, Greece, Slovenia and Croatia, to examine a number of aspects of the research in depth and to discuss these issues with sector experts.

Results achieved

An outline was prepared for each country describing the economic situation of that country, the major players in the energy market, cases of international cooperation and the presence of Italian investors, and the major limitations and opportunities in each country. The countries examined were Bosnia, Montenegro, Serbia, Romania, Macedonia, Bulgaria, Croatia and Albania.

The analysis revealed that the Balkans possess characteristics of unique importance for Italy, given that some 1.5 million businesses directly or indirectly controlled by Italians operate in the area and the strong presence of Italian banks and insurance companies. The area is also of strategic importance thanks to its borders with North-eastern Europe (Czech Republic, Slovakia, Poland, Belarus, Baltic nations), the Ukraine and Moldova, and Turkey and Cyprus to the south. This means that businesses operating in this region have access to a further 300 million people (including the population of European Russia), which, along with the 70 million inhabitants of the Balkans, is almost the same population as the 15-Member State European Union.

The study suggests that the presence of Italian businesses in Eastern Europe lends support to the idea that

strong territorial cooperation is possible, at least between territories crossed by corridors and infrastructure networks (among which energy plays a very important role) on the one hand, and Adriatic and Ionian areas of Italy, which receive flows of raw materials (including energy materials), transforming them into electricity and redistributing it throughout the territory, on the other.

Within this framework, it is important to create and buttress the single European energy market, which in fact has begun to take form in the Balkans, and to entrust oversight to the European Energy Authority, of which Italy is the primary financial backer. This is also why ENEL and ENI are interested in taking part in many of the projects to privatise and liberalise the region's energy markets and why the Italian banks are first in line to finance these initiatives.

However, there are a number of problems that should not be underestimated. First, there remain considerable differences in the various countries' infrastructure endowments, as well as rivalries and conflicts. Second, it is not yet clear whether fossil fuels will dominate in the future (albeit with gas replacing oil) or whether alternative energy resources (wind, solar, nuclear, biomass) will play a decisive role. Even in the latter case, the Eastern countries, especially those that border the Adriatic (as well as Turkey, for similar reasons) could play an important part. As to the outlook for Italian investment in the area, the very favourable image of Italy in the region and the excellent diplomatic relations between many countries in the area, especially Bulgaria, Turkey and Greece, are certainly a positive factor. In addition, certain sectors, including renewable and "clean" energy, are still underexploited despite the potential for generating economic returns offered, in part, by the fact that the economic and social situation in these countries is more amenable to the construction of major energy infrastructures than in Italy.

Title	Museum excellence in the South
Name	Riccardo Cipriani
Host	Public Investment Evaluation and Verification Unit – Campania

Abstract

Campania has invested a large portion of its resources in the cultural heritage sector, particularly in improving its museums. When assessing this type of programme, the demand side should also be explored, using, for example, customer satisfaction and quality perception surveys. There still appears to be little knowledge about how the public uses cultural resources, and sector practitioners do not possess the methodological tools and data to scientifically analyse the characteristics of demand in a given territory. As a result, operational decisions in a sector that is given strategic and priority consideration in many local areas are made on the basis of impressions or purely anecdotal feedback. To help close this gap, the research project sets out a possible approach to enhancing understanding of how Campania's cultural resources are used.

Initial objectives and research method

The study aimed to estimate the impact of cultural heritage support policies, since cultural resources are increasingly viewed as generator of income and employment. This approach was also pursued because, unlike in other areas, only recently have specific research projects been undertaken to delineate a profile of visitors and their needs in Italy. There is still little detailed information on the characteristics of visitors (nationality, propensity to visit more than one site, etc.). Given the scarcity of information on demand, those active in the sector lack a solid foundation of data to guide choices among different options and to assess their impact on an ongoing basis. The study developed a model for gathering and analysing data that addresses this need to create an analytical framework of the quantitative and qualitative aspects of demand for cultural resources in Campania. To this end, a questionnaire was developed for visitors to some of the region's most important sites.

Results achieved

Due to the difficulties encountered during study, it was not possible to distribute the questionnaire and complete the study. In any case, an extensive methodological analysis of the design of the study was conducted: types of questions, type of sample, data and response analysis models.

A draft questionnaire was developed covering the following areas:

- socio-demographic profile of visitors;
- means used to acquire information on the cultural resource;
- characteristics of the visit (alone or in a group, duration, use of ancillary services);
- satisfaction with the visit;
- unsatisfied requirements and needs;
- reason for visiting the area;
- other sites visited;
- total expenses incurred during the stay.

The study involved a survey of the debate about customer satisfaction and techniques for measuring perceived quality. Attention turned to the essential steps of a customer satisfaction survey, focusing on identifying subjects of the analysis, sampling techniques, methodologies to create the questionnaire and select the questions to be included.

Title	Assessment of policies and incentives in water resource management
Name	Domenico D'Amico
Host	Department for Development Policies – Public Investment Evaluation Unit

Abstract

The 2006 Finance Act contained provisions for an incentive mechanism to encourage the implementation of the Integrated Water Management Service (IWMS) in Southern Italy, charging the Ministry for the Economy and the Ministry for the Environment with the task of establishing the criteria for allocating the €300 million in incentive funds. Having identified these criteria, the study conducted a simulation to reconstruct the probable allocation of the funds and designed a questionnaire to be used to monitor the project.

Initial objectives and research method

The goal of the study was to identify variables and indicators to judge the effectiveness of water sector policy within the framework of 2000-2006 regional policies. Specifically, the study evaluated developments in a number of indicators that were subsequently used to create a financial incentives model. A study was conducted of the current state of the Integrated Water Management Service and the investments made to date, with an analysis of the most recent monitoring data available to delineate a reference framework for creating a model to distribute the some €300 million in incentive funding. The study also involved gathering, organising and analysing quantitative data for the preparation of a specific questionnaire to be submitted to the regions of the Mezzogiorno in order to monitor and evaluate investments in the water sector using various financing sources.

Results achieved

The study identified the requirements to receive incentives in terms of how the service contract was awarded, full operational implementation, speed and market friendliness. The notion of “operational implementation” is that used by ISTAT, which considers the presence of effective operational management of water services. This is indicated by full plant availability, preferably validated in a binding instrument establishing the assumption of operations by the operator. In order to determine the theoretical maximum amount due to each eligible entity, a conventional distinction was made on the basis of whether this operational level was achieved prior to 31 December 2005 (“compliant” municipalities), or after that date but prior to the 30 September 2006 deadline set by law (“non-compliant” municipalities). The incentive is targeted at the latter group of municipalities to encourage them to transfer their water management systems in exchange for a cash incentive. The procedure for allocating incentive funds also sought to foster the use of market-based approaches in awarding contracts for management of water services. This condition is met when the optimal service area in which the municipality seeking the incentive funds is located elects to use one of two mechanisms to competitively award contracts envisaged by law: awarding the contract through a tender to select the operating entity or through a tender to select the partner for a mixed company that runs the IWMS. As regards the speed requirement, the study that the relative portion of the reserve should be distributed indistinctly among the various entities that satisfy the eligibility requirements at 30 September 2006. The

requirements are thereby integrated in the basic incentive. Finally, 1% of the incentive funds were set aside for provinces in a given region (excluding Sicily, where the provinces are fully entitled to access the incentives) that coordinate lower levels of government.

On the basis of these criteria, a simulation was conducted to estimate the amount of the incentive funds to be distributed to the various territories and an electronic questionnaire was developed for use as part of the monitoring system, something it currently lacks.

Title	An analysis of the effects of the initiatives undertaken under the provisions of Legislative Decree 185/2000 (Honour loans)
Name	Andrea Maresca
Host	Department for Development Policies – Development Policies Laboratory

Abstract

The main goal of the research was to assess the initiatives envisaged under Title II of Legislative Decree 185/2000 and managed by Sviluppo Italia S.p.A. These initiatives aim to promote self-employment in economically disadvantaged areas of the country (first and foremost through use of so-called "honour loans").

Compared with the vast body of literature analysing the phenomenon of self-employment through cross-country analysis, the contribution to research into the determinants of self-employment on an inter-regional basis is far more limited.

In addition to examining the relevant literature, a specific model was developed for Italy, estimated for 103 provinces, in which the intensity of the economic and social policy intervention reported for the reference years is used as an explanatory variable alongside the theoretical determinants the self-employment. The importance of this policy justifies the reasonableness of this approach, which includes an estimate of the net additionality of the intervention.

Initial objectives and research method

The study is composed of two parts: the first surveys the existing literature on the topic in order to place the Italian situation within the context of the broader international framework and to identify the major issues associated with self-employment: the characteristics of entrepreneurs, the influence of external factors such as the unemployment rate, access to credit, level of education. The second part defines a specific model for Italy, examining 103 provinces and the theoretical determinants of self-employment. This involved the construction of a model with the socio-economic determinants of self-employment that can explain the expected value in the absence of the policy intervention and analyse the effect of policies adopted using a quasi-experimental approach.

The number of sole proprietorships in each province was used as the dependent variable, representing self-employment (alternative estimates were made using two variables that approximate the same phenomenon, again at the provincial level: the number of VAT registration numbers issued and the number of non-agricultural self-employed persons). The substantial homogeneity of the results validates the overall robustness of the estimation.

The socio-economic determinants used were the employment rate for persons aged 25-29, the number of secondary-school graduates among those aged 19-34 out of the total number of secondary-school graduates of working age, the level of earnings, labour units, which represent total provincial output/income, the ratio between short-term credit drawn and credit granted (a proxy for credit rationing), four dummies for each year considered, and two policy variables (one representing applications received and a second for disbursements, both by province and year).

Results achieved

The estimation was performed using the OLS method with pooling of the cross-section-time-series data for the years for which data is available. It offers 412 or 515 observations (corresponding to 4 or 5 years) and the results make for very interesting reading, although the provincial figures available for the various variables in the initial database are not entirely reliable.

First of all, the estimation proved highly successful in terms of the significance of the parameters and the signs of the values, which matched expectations, offering a view of the evolution of the phenomenon.

The results of the analysis show that self-employment is not of a very highly advanced nature and is frequently adopted as a response to the difficult job market. Many key variables (level of earnings, the employment rate for those aged 25-29, limited to the estimate for provinces in the South) generally considered indicators of positive development also have very significant negative parameters. Hence the perception of this type of employment as residual and precarious. The data prompted the following conclusions:

- the possession of a relatively high educational qualification facilitates the start-up of individual businesses, other factors being equal;
- gaining access to credit can be difficult, representing a significant barrier to the start-up of new businesses;
- credit restrictions are more stringent in the South;
- the role of Title II policies in recent years has been anything but negligible, becoming a significant driver in southern provinces;
- in all of the formulations of the estimation, the impact of the policy variables (alternatively, projects approved and disbursements) was consistently significant and important.

Title	From government to governance in territorial policies: a discussion of the assumptions, limitations and interconnection of the two models
Name	Erica Melloni
Host	Department for Development and Cohesion Policies - Public Investment Evaluation Unit

Abstract

Territorial development policy is the policy sector in which the transition from plans of government to aspirations of governance has been most debated and practiced. From policies that charge public authorities with selecting and implementing development initiatives to policies that, by contrast, support the curtailment of the role of public entities in favour of a new central role for local actors. The study analytically discusses the various assumptions (generally implicit) in the concept of governance in both the relevant literature and territorial development practice and analyses its various implications. Finally, the conclusions examine the interconnections between government and governance in a search for solutions to complex problems, such as those that mark territorial development policies.

Initial objectives and research method

The study had three main objectives: first, it seeks to reconstruct the reasons behind the spread - at the theoretical level - of the concept of governance in development policies, starting with the basic assumptions of the government model, its problems and the most recent developments. Second, the study uses policy analysis tools to discuss the implicit assumptions underlying the concept of governance in the relevant literature and in territorial development practice. Finally, the study examines the relationship between government and governance in territorial development policies, on the interconnection between the two models and on the relationship between the form of networks and innovation.

The first phase of the study sought to reconstruct the major theoretical concepts that address the organisational methods needed for territorial development, starting with the observation that government and governance models offer a different explanation for the relationships between governance mechanisms and the effects of public policies. After this initial survey of theory, the second phase aimed to develop a classification of the different assumptions underlying the use of the concept of governance in development policies, as they emerge in theory and territorial development practice. The third phase examined the interdependence between the government and governance models within the context of development policies.

Results achieved

The study – which surveyed the relevant literature – concluded with a number of observations, starting with the idea that the conflict between the government and governance models is more theoretical than practical.

In reality – and this is the first observation – this policy sector has a long history of experimenting with governance formulas in which hierarchy and pluralism coexist, although the question of which tools to use to support development while continuing to guarantee equal representation and satisfying society's multiple interests, is still open.

A second observation concerns the issue of the inclusiveness of the network of local actors and the assumed ability of these networks to find the best solutions to unresolved problems. It is an equation that, especially in small-scale local development practice, appears too simplistic, because it fails to incorporate the observation of

the characteristics of the networks, which is a significant aspect of the issue. In practice, inclusion may be a more democratic or more effective method for policy-makers - beyond its undoubted symbolic value - but it does not guarantee that those actors will have the capability to adequately define the issues and develop appropriate technical solutions. A third observation springs from the hypothesis – found in a number of recent theoretical works – that the form of the networks and the capacity for innovation are strongly connected. In particular, having several levels of networks, rather than horizontal inclusiveness, is the key element for innovation. This is a crucial issue for both large urban environments and those experiencing development crises, one that prompts a further observation concerning the relationship between governance and development policies. In fact – the fourth observation – the issue of innovation enables the introduction of another element of complexity: it suggests that one form of development policy is directed at governance itself, transforming it and enriching social, political and economic interactions in a given territorial context, laying the groundwork for future, as-yet-unavailable, solutions. For this to happen, however, new-generation policies are needed to attract new actors, inducing them to come forward, to meet and to negotiate objectives. The hypothesis is that discussion and greater interaction can stabilise cooperative relationships, integrating coalitions that initially had no connection with one another. But even with policies aimed at impacting governance, the role of the public authority is not eliminated. Rather its ability to exert lasting pressure on the restructuring of networks becomes crucial. Indeed, the opening up of these processes has a significant initial impact on the administrative structures that promote them, essentially “forcing” them to respect the agreed goals, to justify any deviations from them, to rationalise activities and to make the processes themselves more transparent; that is, to modernize public administration, forcing it to raise its game, often rapidly.

Title	Using statistical techniques to assess the impact of business incentives: “The case of Measure 2.2”
Name	Antonella Perillo
Host	Public Investment Evaluation and Verification Unit – Campania

Abstract

The purpose of the research project was to assess the socio-economic effects of business incentives funded through the Structural Funds for the 2000-2006 period under Campania's Regional Operational Programme (ROP). Specifically, the study focused on aid to businesses in the tourism sector (Measure 2.2). The programme aimed to support the development of micro-businesses involved in leveraging and managing cultural resources. In order to better understand the context for the initiative, the study analysed the characteristics of the businesses receiving financing, examining their legal form, size, etc. A multidimensional quantitative analysis was then conducted in order to assess the socio-economic impact of incentives for businesses at the territorial level.

Initial objectives and research method

The purpose of the research was to determine the socio-economic impact of actions taken under the Regional Operational Programme in municipalities involved in the calls for applications and to verify whether the regional government's strategy is consistent with this socio-economic context.

Therefore, the study undertook a qualitative analysis to identify the characteristics of businesses financed under Measure 2.2 (legal form, type of employment, sector, type of investment made). Second, a quantitative analysis was conducted to estimate the socio-economic impact of Measure 2.2 actions on the sector and the local economy. The data was analysed using statistical techniques such as principal component analysis (PCA) and cluster analysis. PCA makes it possible to analyse the correlation between various variables, showing how those variables affect one another. By contrast, the cluster analysis grouped together the 144 municipalities in the 13 ITPs (Integrated Territorial Projects) affected by Measure 2.2 into seven homogenous classes based on socio-economic characteristics, showing very different municipalities often co-exist in the same ITP.

The aim of the project was to discover whether there were any weaknesses in the aggregation of the Integrated Projects. To this end, one ITP was analysed to determine the effectiveness of the aggregation of multiple municipalities into a single Integrated Territorial Project.

Results achieved

The analysis of the quantitative indicators revealed that strong growth in the tourism variables occurred where there was a high level of incentives. Where, however, the level of incentives was low, the effects were negligible. Therefore one could conclude that incentives, if properly distributed, can have a significant impact on the territory. The following factors were considered as possible causes where the impact of incentives was slight:

- the scale of the incentives distributed to each business is insufficient to produce positive effects in the territory;
- the excessive splitting of resources could hinder the full development of the potential of the cultural heritage sector;
- in some cases, the territorial vocation of each municipality may not be consistent with the strategy adopted by the region.

The study adopted Geowebstarter software, a database developed by the Tagliacarne Institute, for data gathering and cartographic processing. The project not only identified the success or failure of an individual measure, but also highlighted the many limitations and occasional errors of regional policies, which have little regard for the socio-economic characteristics of the territories involved.

Given the satisfactory results, it was decided to continue the research project, applying the same methodology to other actions under the Campania ROP.

III.3 Projects in support of host organisations

Title	Understanding and managing real estate assets: Using a real estate atlas to enhance efficiency in urban renewal programmes
Name	Giuseppina Laurenzano
Host	Sviluppo Italia (Italia Turismo)

Abstract

Italia Turismo is an agency that seeks to foster the development of under-utilised areas in Italy and manages real estate assets with major tourism value in Southern Italy. The development model designed by Italia Turismo focuses on the creation and management of integrated tourism clusters (ITC) to leverage territorial resources through the implementation of high-quality, large-scale projects.

The scale of these property resources has made the introduction of a real estate mapping and monitoring system necessary, which prompted the development of special software. The study examined the software application process and suggested a number of possible uses for the database to improve a number of actions that are scheduled to be implemented at the territorial level.

Initial objectives and research method

The goal of the project was to provide Italia Turismo with an experimental tool for the integrated management of its real estate holdings in order to increase ownership and management control. The starting assumption was that each company, whether public or private, that owns an important property needs to know the size of their holding and needs a system for analysing, mapping and monitoring those assets if they wish to manage them efficiently and to consider options for their transformation. The accessibility and clarity of information and designs are of certain interest to all entities whose primary assets consist of their real estate holdings. Applying such a system to the holdings of a public residential building entity and, modified as necessary, to a complex urban territory inevitably involves comparisons and generates shared benefits for both. Participating in the customisation of the software on the basis of the company's specific needs, the study sought to identify the benefits of the application for public residential building entities (PRCE) in terms of the impact on the territory and an improvement in technical, financial and corporate management. The study also considered the possibility of extending the experiment, using GIS, to the territory involved in an urban renewal programme, in terms of practical and operational feasibility, convenience and the cost-benefit balance.

Results achieved

The research project took a practical approach, with the creation of a comprehensive database of diversified yet integrated information updated on an ongoing basis. It provides independent, transparent know-how and can, based on the specific needs, generate informational snapshots of property holdings varying by type, size, level of detail and area of interest. The study also suggested possible uses for the software - appropriately customised - that extend beyond its use as a pure management and control tool to comprise integrated territorial analyses. Briefly, the project makes it possible:

- to obtain up-to-date, real-time information on the technical, regulatory and general status of property that is managed or owned;
- to create a map of the property holdings to assess their extent;

- to improve the management of floor plans and the use of internal space of buildings;
- to be able to rapidly consult and print all the documents related to an individual property;
- to be able to check the status of each document;
- to be able to check deadlines for documents, permits and certificates;
- to access the documentation required for certification of a given property, with the possibility of automatically generating a building “booklet”.

Title	Regional cohesion policy for a new approach to territorial and urban development
Name	Silvio Liotta
Host	Confcommercio

Abstract

Urban policy has long been at the heart of Community policies. However, the connection between support for commerce and urban renewal has not always been acknowledged. This project had the dual objective of reviewing the literature and the programming documentation regarding urban policies and of providing support to Confcommercio's Urban Policy Committee in developing its strategy for the new 2007-2013 cycle.

Initial objectives and research method

The goal of the project was to improve dialogue between Confcommercio and institutional bodies within the framework of European regional cohesion policy. To achieve this, the study reviewed the programming documentation drafted in preparation for the new 2007-2013 cohesion policy cycle in order to identify key aspects for achieving the growth and development objectives of the industries represented by Confcommercio. This activity was followed by an operational phase in which, for both the national and regional levels, a series of documents were drafted to develop recommendations for Confcommercio's local partners.

Specifically, the research involved gathering and analysing the relevant documentation to identify the underlying strategy of the European regional cohesion policy. This was followed by the drafting of reports explaining the Structural Funds strategy to be sent to the Confcommercio units involved in European policy. Finally, a summary of the national and regional programmes (National Strategic Reference Framework, Regional Strategic Documents and Regional Operational Programmes) was prepared. This material, which was developed in agreement with Confcommercio officials, provides the agency with a general framework of the strategic objectives to be achieved during the 2007-2013 period within the scope of the Structural Funds. As regards the analysis of the programming documents, the study assessed the potential impact of the new cohesion policy cycle on the economic sectors of greatest interest to Confcommercio. Finally, documents were prepared with commentary on the national and regional programming documents in order to support the partnership role of Confcommercio and the regional Unions in cooperative planning processes initiated at various institutional levels.

Results achieved

The research dovetailed with the work of Confcommercio's Urban Policies Committee. The committee's goal is to identify innovative projects for developing services, tourism and, especially, commerce in an urban context. The work carried out within that committee involved identifying the general elements of the evolution of contemporary urban areas and the priorities that characterize Community urban development policy. The research conducted on European urban policy found that acknowledgement of the central role that urban areas play in development policies has experienced highs and lows: while serious attention is devoted to the issue at certain moments, at others cities are relegated to the second tier. However, it should

be noted that following the Urban II Community Initiative, cities have occupied a prominent position on the European policy agenda. Specifically, the European Commission' working paper, "Cohesion policy and cities: the urban contribution to growth and jobs in the regions" (2006), represents a key statement of intent for the integration of the urban dimension into the new generation of 2007-2013 programmes.

Starting from this survey of current policies, the study then compared Community orientations with Confcommercio's strategy and formulated a policy proposal built around the connection between commercial development and urban development, given the scarce attention paid by urban planners and government officials to the situation, weight and role of commerce in the process of building cities.

Title	Cohesion policies in the Balkans
Name	Iginia Mingrone
Host	Emilia-Romagna

Abstract

INTERREG is a Community initiative to promote cooperation between public and private entities in the Community and those in bordering countries. The region of Emilia-Romagna is involved in cross-border cooperation projects in the Adriatic area, and thus cooperates with the Eastern European and Balkan countries with access to the Mediterranean. The Adriatic Cross-border Programme, the subject of the study, involves the seven Italian Adriatic regions and the major Balkan countries: Croatia, Serbia, Montenegro, Bosnia-Herzegovina and Albania, and total funding of €101 million, 50% of which from the ERDF. The complexity of these types of intervention requires the creation of a monitoring system to effectively track the procedural and physical process being made in the various initiatives. The research project contributed to the creation of this monitoring system.

Initial objectives and research method

The project seeks to analyse the cohesion policies in the Balkan area starting with the experience of the INTERREG IIIA Adriatic Cross-border Programme and, specifically, to determine the progress made on these projects.

To achieve this goal, the study involved regular participation in the meetings of the working group responsible for creating an information system to support INTERREG IIIA monitoring. Subsequently, on the basis of the guidelines developed during the meetings and the needs expressed by the various actors, a monitoring mechanism for the procedural and physical progress made on INTERREG projects was developed. This involved creating a model for obtaining information on the procedural steps that each project granted funding goes through and on the implementation status of the project and the results achieved, in order to improve knowledge of the programme's status and to provide the regions with a streamlined, constantly updated information tool.

Results achieved

The project had a markedly operational nature, involving the creation of model forms to be used for monitoring purposes, designed to provide the information needed understand and evaluate the results of administrative action in order to be able to recast and, where necessary, modify programmes to improve their fit with the needs and requirements of the public. The monitoring data was derived from the analysis of the criteria and the indicators developed by the partners of the various projects to measure the achievement of the results in relation to the project work plan and timetable.

The forms were designed to capture, in the most streamlined manner possible, information concerning the planning process and the progress made on the project. The information concerned a range of aspects: financial (use of resources and payments effectively made), physical (stage of completion) and procedural (expected timetable and actual timetable for completion). Specifically, the forms were used to gather data concerning the identifying particulars of the project, the partners involved, the use of progress and result indicators, the presence of modifications made to the project and/or changes to the timetable during performance of the work.

The study devoted special care to constructing the various indicators to be included in the questionnaire and

to delineating the partnership processes. The procedure was then tested on a project to improve maritime transport between Italy and Croatia sponsored by the Province of Ravenna in cooperation with the local Croatian and Italian agencies. The study generated data on the progress being made on this individual project. Data is currently being collected on the state of progress of the rest of the projects financed under the INTERREG programme. Moreover, this project is connected with the creation of a much broader information system for monitoring the major projects carried out by Emilia-Romagna (FPA, AP). It is therefore expected that, once fully operational, the system will serve as a pilot programme for the eventual comprehensive monitoring of all the projects sponsored by the region.

Title	2007-2013 National Strategic Reference Framework: the socio-economic partnership
Name	Deborah Mirabelli
Host	CGIL Nazionale – Department of Cohesion, Economic, Social and Southern Italy Policies

Abstract

The general rules for community cohesion policy for the 2007-2013 period require Italy to present the European Union with a National Strategic Reference Framework (NSRF) to guide the allocation of the resources that cohesion policy will assign to Italy. Within this framework, the involvement and the participation of the economic and social partners has become increasingly important. The research project was devoted to analysing the cooperative planning processes and the drafting of the NSRF from the standpoint of one of Italy's most important unions, and to reporting the major findings of this review within the union and sharing the results with the public via the CGIL website

Initial objectives and research method

The goal of the project was to track the process of preparing the National Strategic Reference Framework (NSRF) so as to define the issues of interest to the CGIL and to enhance understanding of the process of programming development projects within the organisation. Specifically, the study involved the review and desk analysis of programming documents and participation in the negotiation forum on urban development .

The work was conducted over two separate periods: during the first half, the author directly participated in the various phases of drafting the NSRF; during the second half, the author was involved in developing and updating the host Department's Internet site, selecting and publishing the major documents generated during the NSRF drafting process online.

Results achieved

The research project was mainly pursued by working alongside the internal CGIL unit responsible for following Community programming issues. Specifically, the work involved preparing the files of regional development documents relating to urban policies and in summarising the Southern Italy Development Report. All of this material, as well as that gathered directly during the proceedings of the negotiation forum, was published in-house and served as the basis for crafting policy.

The work required the preparation of an analysis of the internal NSRF formation process, analysis that identified the major lessons learned during the negotiation process and highlighted the primary objectives to be pursued during the new programming cycle and the essential conditions for achieving those objectives.

Specifically, the following objectives were identified:

- raising the general capacity of the regions and the other public entities that operate in the South in the field of development policy and delivering services to citizens and businesses;
- reinforcing the capacity of public entities to manage and implement cohesion policy and, accordingly, the funds that finance it;
- to improve the quality of the partnership between all the stakeholders, including those at the regional and local level, in planning and implementing the programmes.

To obtain these results, the analysis found that certain fundamental conditions must present. For example, it is important to consolidate the so-called multi-level governance system set out in the Constitution, assigns specific

programming objectives to the regions while at the same time pursuing the decentralisation of functions to local authorities. In short, a sound system of governance and institutional cooperation could ensure the success of the new programming cycle.

Finally, a significant portion of the work was dedicated to designing and implementing the website (<http://www.cgil.it/mezzogiorno/>) devoted to regional development policies. The materials collected were reorganised, summarised and presented in a format understandable by the lay public.

IV. Comments from the course directors

The following section contains the comments of a number of the directors of the development policy master's programmes, who followed the entire cycle of the project, assisting and counselling the researchers and interns during the various phases of their work, with a view to providing feedback on the experience in terms of education, research and work experience.

IV.1 Prof. Gabriele Pasqui⁶

The initiative promoted by the Department for Development Policies to grant a number of post-internship fellowships to participants in the *Master Nuval* project concerning the design and evaluation of development and cohesion policies is an important part of a broader strategy to deepen the culture of regional development. This deepening which is one of today's most complex challenges in a rapidly changing institutional and policy environment for those who wish to continue to develop and practice a culture of multi-dimensional development with deep territorial roots founded on the criteria of inclusion and integration.

The master's programmes, and specifically the second-level course in the management of cohesion and development policies and programmes promoted by Politecnico di Milano in collaboration with Università Commerciale Luigi Bocconi and Università degli Studi Federico II in Naples, were designed on the basis of the assumption that capacity building and learning are essential to the spread of virtuous development processes and effective policy-making in Italy.

The internships organised within the *Master Nuval* programme that I directed favoured the forging of a connection between the internship experience and building a training programme, rather than the often opaque and innovation-poor "professional" focus so typical of such initiatives. They opened the range of partners for the programme (ranging from development agencies to industry associations), a number of which are characteristic of the institutional, industrial and social fabric of Northern Italy.

⁶ Director of the master's programme for managers of development and cohesion policies and programmes promoted by Politecnico di Milano in collaboration with Università Commerciale Luigi Bocconi and Università degli Studi Federico II, Naples.

Indeed, the internships that formed part of the master's programmes and the post-internship fellowships met two fundamental needs:

- to build training programmes that are closely intertwined with actual experience in planning, design, management, and evaluation of projects and policies by promoting a high degree of circulation and cross-contamination of diverse professional and technical cultures that so often have little contact with each other;
- to expand the learning opportunities for multiple actors (institutional or otherwise) who play important roles in activating development and cohesion processes and implementing complex policies through structured, lasting relationships with the world of higher education and research.

The experiences in the post-internship fellowships with institutions, government bodies, representatives of the social partners, and research organisations would seem to confirm both the need to deepen the interaction and cross-contamination between research, education and operational activities and the importance of acknowledging as key players in development not only institutions, but also an entire range of actors in the public, private and third sectors representing a variety of interests that can help strengthen the dynamics of development and enhance the efficacy of public policies.

In particular, the experiences of the students of the master's programmes that I directed provide two good examples. The highly operational work carried out by Giusi Laurenzano at Italia Turismo on the real estate atlas as a tool for increasing the efficiency of urban renewal programmes demonstrates how the culture of development must necessarily be measured against the interconnection between development and territorial transformation, with the territory being seen not just as a backdrop, but as a central resource for policies and programmes to promote competitiveness and cohesion. The research conducted by Erica Melloni at the IRS research institute regarding the governance-government relationship points to the need to sustain the theoretical work of actors in the research and consulting worlds, which often play important roles in designing and implementing development policies.

On the whole, the experience of the post-internship fellowships and the associated master's courses would also seem to meet a more general need. At a time in which the culture of territorial development and the new programming effort has come under considerable fire, and in which a critical assessment of the development policy experience of the early 1990s

would seem more appropriate than ever, we need to reinforce and consolidate certain positive characteristics of this mindset, in part through fertilization and sedimentation in diverse organisations (beginning with government).

In conclusion, the experience of the post-internship fellowships conducted by the Department for Development Policies was certainly a positive one, although to some extent it was a victim of the excessively professional focus of the master's programmes in the sense of creating opportunities for permanent placement (or re-placement) in the working group.

It would perhaps be advisable to radicalise the concept of the internship and post-internship experience as opportunities for learning, both for past and present participants in the master's courses and for the organisations that host them, thereby interpreting these experiences as programmes for research/action that activate and bring together knowledge, cultures and skills in the development promotion field.

IV.2 Prof. Pietro Rostirolla⁷

In conjunction with the call for projects for a first or second-level master's programme in development and cohesion policies and the evaluation of public investments, the *Naval* project set the following three goals:

- to increase awareness and orient university training towards professional skills of great interest to Italy and its public administration in particular;
- to develop training projects that are highly integrated with the operational needs of the public investment evaluation and verification units that have been established at the various central and decentralized government departments;
- to promote a culture of programming and evaluation within government.

One of the master's programmes selected for the project was that organised by Department of Political Science at the University of Naples – L'Orientale, a first-level programme aimed at students currently in the midst of their university career and at the height of their learning capacity. Among the themes related to the programming, evaluation and selection of public investments, there is a specific preference for

⁷ Director of the master's programme in the planning, evaluation and selection of public investments promoted by the Department of Political Science at the University of Naples – L'Orientale.

methodological content, including complex issues, which is recommended in order to enable students to take the fullest advantage of their potential.

Beginning with the knowledge of local resources and existing funding opportunities, students then learn the skills in statistics, economics, finance, mathematical programming, etc. that are necessary to work on business and regional development initiatives. Such initiatives are increasingly entrusted to close-knit public-private partnerships, so they require an ability to dialogue and interact on issues of mutual interest. This is also reflected in the subject matter addressed, which begins with public economics and its many branches: the economics of cultural resources, of tourism, of the environment, of water resources; the management of public services, all nevertheless focused on the interests of the specific project and of the various parties involved.

Although sharing the goals of the Nuval project, the training goals of the master's programme are more specific, at least as concerns the methodological focus on evaluation techniques.

The opportunity to complement the coursework with an internship with qualified organisations is undoubtedly one of the project's strengths, as well as a great opportunity for students to develop their professional skills.

However, associating this experience, at least formally, with a research project that students are required to carry out with a host organisation can be misleading, in that the students are generally, and rightly, fully immersed in the operational activities of the host, so the time spent on actual research is residual. Finally, the host organisations are not always adequately equipped to manage a research project, as such activities may not fall within their operating mission.

IV.3 Prof. Martino Lo Cascio⁸

The Department for Development Policies fellowship initiative is a full and effective part of the strategic design of the *Master Nuval* project. In the three editions of the programme, organised by Consortia NUR– Università Statali of Rome, we saw

⁸ Director of the master's programme in development and cohesion policies and evaluation of public investments. The three editions of the programme were organised by Consorzio NUR – Università Statali of Rome.

widespread demand for extending and deepening the internship experience. In many cases, entry into the job market was able to meet this demand to some degree, or it placed limitations on the effective exploitation of the initiative funded under the fellowship programme. Nonetheless, the experiences of Martina Bolli and Silvio Liotta, fellowship recipients in the first edition of the programme, appear to have been positive, although they do, perhaps, point to a need for greater continuity between the end of the advanced coursework and the internships themselves. For both Martina Bolli and Silvio Liotta, their work, which is included in summary form in sections III.1 and III.3, respectively, is clearly well organised and covers their topics in depth, and their conclusions are interesting. The issue of the limitations and opportunities of the applications of Strategic Environmental Assessments, examined in relation to the Mobility Plan of the Region of Tuscany (Martina Bolli), was addressed by uniting the required methodological background with a careful analysis of operational aspects. The problem of including the strategies of Confcommercio concerning the potential role of commercial services in achieving a more harmonious development of urban environments in EU regional cohesion policy in the new 2007-2013 cycle was examined by Silvio Liotta with great commitment and significant results.

IV.4 Prof. Domenico Cersosimo⁹

The *Master Nuval* experience is a small example of good public intervention, a story that I believe is worth telling.

The origins of the story are tied to the demand for professional skills connected with the new approach to regional policy. As the reader will be aware, this new policy focuses on multiple actors, widespread partnership processes, new national-local dialogue, and multilevel governance. As such, it requires skills that the market is not yet producing or is producing to an inadequate degree. Such professionals need a wide range of cross-cutting skills, enabling them to contribute to designing, planning, managing, monitoring and evaluating development policies. But process-related professionals are also needed, people

⁹ Co-director of the master's programme for managers of development and cohesion policies. The text is a summary of the address given at the presentation of the 2007-2009 edition of the programme for experts in development policy programming and evaluation promoted by the DPS and Formez-Nuval, which was held in Rome on 15 October 2007.

that can act as key players in relational interplay, while at the same time launching and promoting partnerships for development. They also need to be able to take a broad view, professionals who understand the goal, who are able to distinguish between intermediate targets and final objectives, who are aware that the success of a given policy depends on the adjustments made along the way and on ongoing assessment, and who know both how to do something and why it is done.

Such people are virtually absent in central and local government, where professional compartmentalisation and separation rule – bureaucratic Taylorism taken to an extreme. Each employee is responsible for a minute fragment of the total decision-making process; each manager, in turn, is responsible for a disordered set of fragments. A segmented, introverted world, lost in a suffocating web of formalities. Economic development is clearly beyond the horizon, on the other side of the wall, a job for businesses, capitalists and banks. I would imagine that the Department for Development Policies (DPS), the driver of this new regional policy, was quick to understand that the absence of such professionals in government was the Achilles' heel of the process. I would also imagine that the DPS grasped this for its immediate surroundings, within its own ministry, but also for the rest of the public administration through its interaction with the other areas of central government.

And I believe it also discovered this lack fairly quickly in regional government, with which the department has frequent, close relations, particularly since the initial years of the launch of the new public policy, knowing full well that good policy without the dedicated participation of public bodies and without the appropriate skills within the new government roles, both nationally and locally, is doomed to fail. Hence the idea for the public investment evaluation and verification units within the various government departments, which are staffed by people with composite, interdisciplinary professionals who are keenly focused on supporting and assessing new public policies.

Thus project NUVAL was created by the DPS, the Department for the Civil Service and Formez in order to:

- design and implement support and specialist training for government departments for the creation of the evaluation units;

- undertake studies aimed at establishing the shared techniques and methodologies needed to support the work of the evaluation units;
- design and implement the unit network.

It was in this context that the idea for the *Master Nuval* programmes came about in 2002. The evaluation units are important, but they are not enough. In a government that is so unused to evaluating its own policies, the dissemination of a culture of evaluation needs many more actors with specific training, and it needs to open both the doors and the windows to new skills, to new working styles, and to new forms of interaction. It is not enough to incorporate a limited number of evaluation super-experts into the public administration. Rather, the country must be equipped with a comprehensive network of skills and knowledge that can have a lasting impact on the models of territorial development.

The next step was to understand what was moving in the world of higher education. Various universities were organising master's programmes to train people in evaluating public projects and policies in regional and local development. Formez was doing the same with a far-reaching training programme for development agents and other public and private entities. However, these initiatives were isolated from each other, fragmented and variegated, with weak or no relationship with the needs of central and local government.

Thus arose the idea for the NUVAL public call for proposals for university consortia looking to design and manage master's programmes for these new professionals. This is an important step, above all because it requires that universities talk with each other, to acknowledge the others, to choose to work together and cooperate. Which is no small feat given the tendency of nearly all Italian universities to see enemies everywhere and resist participating in such competitive processes and being judged, particularly by a public body. Twenty-three universities presented fourteen project proposals. Four of these proposals were accepted. The eight universities funded were forced to intensify their contacts, to integrate their particular strengths, to discover synergies, to dialogue with the contracting entity, to leverage their past research, and to look outward to find training skills that they lacked. The four university consortia were systematically by the NUVAL project from the outset, and the progress of their master's programmes was monitored. At

the end of the programmes, independent evaluators judged the outcome of the training and the organisation of the individual programmes.

Another key phase is that of the post-course fellowships. A few hundred hours of internships with an institution or other organisation is not enough to give sufficient on-the-job training or to assimilate working techniques and strategies, much less bring innovation and new points of view to the host organisations. In response, the Nuval project sought to provide a significant number of students who successfully completed the coursework and proposed the most promising research projects the opportunity to take advantage of year-long fellowships within an organisation. Underlying the purpose of the fellowship programme was the desire to give the students a meaningful work experience and to bring new skills and a fresh point of view to the host organisation. It is also important to note that the fellowships were funded by bank foundations, development agencies, business organisations, trade unions, and the Department for Development Policies, which often do not host interns: a contribution prompted by pure generosity and the desire to support a training programme that they see as being of strategic importance.

The interns receiving support were given the opportunity to test out their skills on a year-long research project with the context of a structured work experience. The outcome has been more than positive: a quick look at the final reports on their experience is enough to see that they are mature, skilled professionals. Although the output naturally differs, it and the other work of the interns over the course of the year all reflect their skills in critical analysis of national and local programmes and instruments, as well as their skills in preparing reports on innovative issues using interdisciplinary approaches and finding operational solutions to complex problems.

Of course, not all of the *Master Nuval* experience went exactly as hoped. In the next edition, efforts will be made to rectify certain limitations. Changes will include greater cooperation and sharing among the individual programmes, a more precise specialisation of the training profiles of the four programmes, and a more explicit orientation of the training towards the strategies of the Department for Development Policies.

A critical aspect that will need to be managed with much greater care is that of the balance between the training and the research programmes. There is a risk that the

interns can become totally absorbed in the routine of the host organisation or, conversely, that they focus solely on the research project without any fixed anchor within the organisation. In these extreme cases, the student may have a good individual experience, but make no contribution to the host organisation or generate no potential cross-contamination. It would therefore be advisable to encourage students to design research projects that can contribute to enhancing their cognitive and practical skills, but in a way that is closely tied to the needs of the organisation in which they carry out their internship. In turn, host organisations could increase in their openness to the seeds of potential innovation that come with the interns themselves. Selecting both an academic tutor and an operational tutor for each student before they start their programmes and taking steps to ensure they interact regularly could be one way to integrate educational and working goals, cognitive skills and practical skills, and integration and change in working practices. Another idea could be to promote the placement of more than one intern with a single host organisation, so as to increase their potential impact for change. Paradoxically, however, the weakest point of the entire *Master Nuval* experience is the low level of interest shown by the regional governments and central government departments, as well as the evaluation and verification units themselves. Particularly jarring is the redundant, secondary use by the regional and central government bodies of technical consulting firms, which, incidentally, often provided no actual assistance beyond mere replacement services for the departments, and their near total indifference to fresh skills obtained through specific, dedicated training processes. This imperviousness is particularly troublesome: because it threatens to compromise much of the public effort to provide new skills and competencies; because it limits the possibility for placing the professionals needed for the new development policies where they are needed; and because it impoverishes highly trained, highly specialised human capital.

In order to promote the placement of new skills in government, we may need to develop something more aggressive, more radical, such as establishing a "quota" of fellowship recipients to be placed with government departments and evaluation and verification units, priority access channels for young professionals, or technical assistance calls for fellowship recipients and other young people. These are aggressive proposals, but they may be necessary if we want to avoid being trapped in the "assistance-oriented", oligopolistic

consulting market, powerless against the debasement of quality skills and the stagnation of “finer” capacities in government.

It is precisely this indifference of key public actors to a public project that is the weak link of a strategy – that of the NUVAL project – that, in my opinion, is virtuous and original, promoted by an efficient and forward-looking segment of government.

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