P.A.T.

Patto territoriale delle associazioni
"Ballarò"

CoNet Palermo

Territorial governance and planning

Draft Local Action Plan

November 2010

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LAP Palermo in brief

Based on the local needs assessments conducted by the CoNet Local Support Group Palermo

➢ What and what for, what kind of LAP and its goals

The connection between problems of development and issues of territorial governance have been jointly investigated in the perspective of exploring governance patterns and specific effects of territorial policies. In this framework CoNet highlights how, in a context like Ballarò, even multi integrated services action or multi-goal services – neighbourhood centres, decentralized health, social, sports, cultural infrastructure and services – supportive actions, would not be, in the present moment of city management, the right measure to overcome the structural deficiencies of the Ballarò focus area. The CoNet Local Support Group identified as a long term solution for the above, a more comprehensive and coordinated intervention, working towards GOVERNANCE and integrated planning.

The initial CoNet Palermo focus has shifted from education and citizenship (youth excluded from city/state; transition to working life - vocational training – responding to unemployment and improving training. opportunities) towards governance dynamics.

In particular, the Local Support Group identified a governance design that fosters cooperation between public institutions and the private and nonprofit sectors in urban and social policymaking applying "local integrated plans" (multidimensional, multi-actor, participatory) that ensure "legal legality" (transversal, administrative and financial) as well as a higher guarantee for citizens of transparency of coordination and management of public funding.

Name of the neighbourhood

Ballarò – Albergheria

Location

Palermo's quarter of Ballarò - Albergheria is a part of the first administrative district located in the historical City Centre

Number of inhabitants

Ballarò: ca. 5.600

1st administrative district: 26.974

Short presentation/General description

Palermo Local Support Group works on culture of legality in order to ensure the proper implementation and development of integrated approaches motivating social change.

➢ **Topic – Content – Context – Challenge**

A main challenge for urban policies in Italy, and in particular in Palermo, is to direct and legitimate private interests towards common aims and to shape interventions capable of improving both the context's competitiveness and cohesion.

The Ballarò socio-economic and cultural context is defined by the poverty in which the inhabitants live, where there is precarious employment[1], few economic resources, domestic violence, high school drop-out rate[2], high immigration levels and micro-criminality. These factors are interlinked and are the cause and effect of the low standards of urban development (lack of housing, inadequate infrastructure, poor quality of life and the substantial and widespread lack of legality).

The history of Palermo has taught its' citizens that speculative interests are often intertwined with organized crime and take advantage of the precariousness of the entire community. For decades, Ballarò has represented a multi-problematic suburb within an already needy overall city context.

On the other hand, Palermo and Ballarò have seen during the last twenty years the implementation of several of interventions and projects promoting and supporting social inclusion within the area funded by both public and private resources: cultural and intercultural activities, school dropout prevention programmes, projects on legality. Far more actions than in any other Italian big city with problematic suburbs like Rome or Milan.

These wide ranging aspects call for a holistic response from all actors and service providers working on the territory, therefore, urban projects have to be observed as fields of interaction, by combining policy enquiry and the studies on development projects.

The question needs to be posed, what is the turning point that slows down the development and empowerment process of the focus area and its inhabitants?

The answer is the lack of a centralized coordination that monitors, evaluates and transfers the management know-how and its results through an integrated approach.

In response to this, the CoNet Local Action Plan proposes the establishment of:

[1] Unemployment rate: Sicily – 17.3%, Ballarò – 20.4% , Capursi, V. & Giambalvo, O. (2006) *Al Centro del Margine: Standard di vita in una quartiere del centro storico di Palermo* Milano (Italy): FrancoAngeli, p. 87 - Today, 2010: The youth unemployment rate is about 26,8% - ISTAT (National Institute of Statistics)

[2] Da: Capursi, V. & Giambalvo, O. (2006) *Al Centro del Margine: Standard di vita in una quartiere del centro storico di Palermo* Milano (Italy): FrancoAngeli, p. 162

PAT – *Patto Territoriale delle Associazioni*

(Territorial Agreement of Associations)

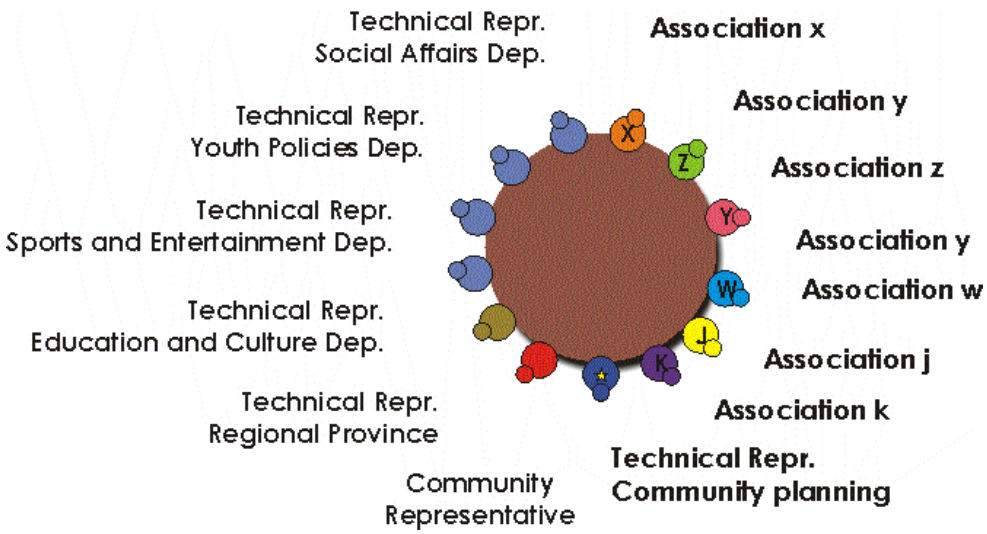
This is a no-profit consortium of associations and organizations present in this particular territorial context that, in arrangement and agreement with the institutions and local authorities, will be supported through qualified human resources. These will come from both from public institutions and associations and private organizations selected to work on project management training and to carry out a jointly strategic planning in the area.

Therefore PAT will be constituted of:

A public part - City, Province, Region, Chamber of Commerce and Local Development Agencies, Schools and training bodies.

A private part - Consortium of private associations and organizations that deal with the third sector which target the area of interest (Ballarò). Also grouping together social cooperatives and enterprises, SMEs, trade unions.

Graphic: Hypothesis of an integrated planning PAT board



➢ **Problems to be solved**

Ballarò possesses the social, territorial, and political processes and factors that contribute to *social vulnerability* and *social risk*, with a wide range view of problems of social cohesion, especially with regards to urban economic development dynamics.

The self-organization of the Ballarò area has never been and will not be altered as long as it does not impact on the rest of the city. The remoteness of institutions results in a radical distrust. The district understands it is a reservoir of votes in election time. The police are seen as unjust repression. The "informal" and illegal self-organized system provides a certain kind of order and survival that the state is not able to offer.

The LSG members listed the following issues they perceive in their daily work within Ballarò:

Widespread Mafia culture, micro criminality and domestic violence; Illiteracy, high school dropout rate and low educational standards; Lack of public/private cooperation spirit; No respect for public/common belongings/affairs; Lack of communication between institutions; Lack of monitoring on migrant's integration level.

The above can be linked to the structural problems that need to be addressed from an institutional macro perspective:

- Political and institutional fragmentation,

- Weak structural cooperation system.

- Widespread Mafia culture

➢ **Goals and Objectives**

The overall goal of the LAP, through the establishment of PAT, is to innovate *governance and culture forms*, in order to promote governance arrangements, policy arenas, and networks of actors able to deal with the plurality and diversity of the causes of the area's problems and their effects.

The Local Support Group identified the following urgent needs, which subsequently become operational objectives of the Palermo LAP:
- to build up new forms of governance and maintenance of public goods;
- to build up new social and economical models, that deal with the emerging contradictions between competitivity and cohesion;
- to improve organizational, institutional, and cultural processes which define the content and method of social policy.

In other words, PAT wants to promote an integrated "Territorial governance and planning", which is characterized by a focus on processes of social, economic, territorial transformations and the way in which they are governed and planned - including:

- analysis of territorial transformations in contemporary society,
- approaches and fields of action of urban and territorial planning,
- innovative approaches to urban project and urban strategies,
- the social aspects of territorial transformations, welfare and housing policies,
- decision making processes, institutional design, governance.

The community is the final beneficiary, and therefore the PAT consortium aims to **create an economic, political, social, cultural and legal environment that will enable people to achieve social development** providing a stable legal framework, in accordance with our constitutions, laws and procedures, and consistent with international law and obligations, which includes and promotes full respect for all human rights and fundamental freedoms and the rule of law, access to justice, the elimination of all forms of discrimination, transparent and accountable governance and administration and the encouragement of partnership with free and representative organizations of civil society.

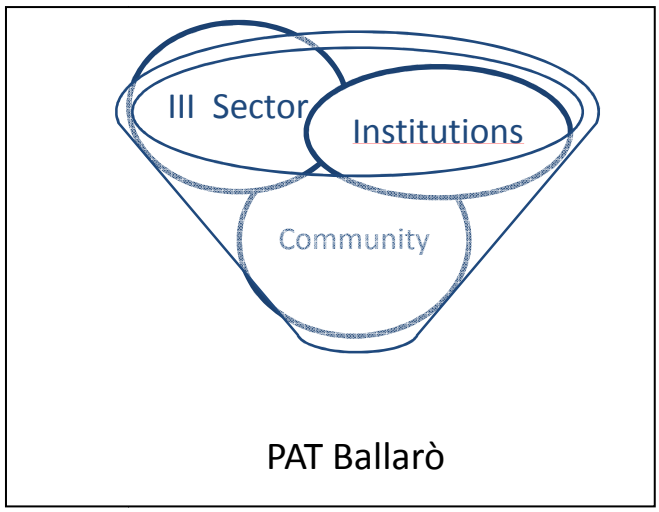
In particular the PAT will have responsibility to:

- Be a filter between the citizens of the area of reference and public institutions,
- Collect valuable data directly on the surveyed territory and people,
- Provide data and surveys on specific conditions of the area, the needs of individual citizens,
- Develop multi-annual strategic planning of project activities to implement in the area worked out in consultation with all interested social actors in the area,
- Provide their expertise and experiences for the needs of local authorities involved in decision-making phases of sector priorities,
- Provide citizens with human resources and knowledge to share or participate individually to community planning,
- Create design standards for the implementation, monitoring and evaluation of initiatives,
- Monitoring - inspecting all scheduled tasks,
- Collect and promote good practices.

➢ **What kind of integrated approach**

PAT needs to be managed through an integrated approach in terms of "participatory participation" in achieving its' mission. The territorial grouping is composed of associations and organizations that want to start a process to promote governance that seeks to coordinate public entities, private entrepreneurs in the social sector and social and cultural groups in order to achieve development objectives.

The demand to develop shared strategies expresses a need for guidance and operational knowledge in managing participation, negotiation and the *formation of coalitions*.



➢ **Actions**

The actions to undertake for a successful PAT Ballarò are mostly aimed at social revitalization of an overstressed neighbourhood, projects involving citizens and local actors in participatory processes, local policies for urban safety, an innovative area based welfare with an interest in the redefinition of the urban policy agenda following European guidelines.

Synergies will be promoted and developed through the interaction and cooperation of different institutional departments and action fields, including social services, education, local planning, environment; commerce - economy and trade. All efforts will be directed towards the same goal.

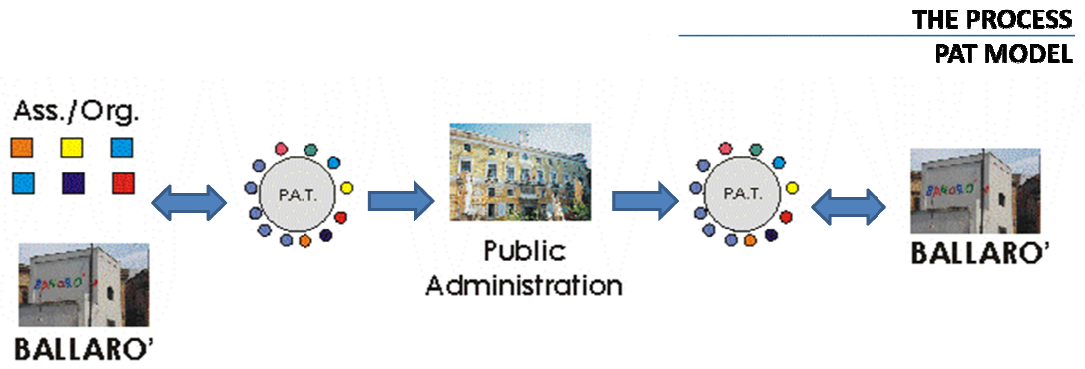
PAT Concrete actions would guarantee:

- Raising awareness in the population, local actors and local authorities;
- Preparation, implementation, modifications and eventual requirements to adjust the local development plan PAT;
- Promotion and dissemination of the Local Action Plan PAT;
- Technical support, technical and administrative investigation, evaluation and commitment of expenditure related to tangible and intangible assets needed under the Local Action Plan PAT;
- Assessment regarding transparent management of the interventions within the area;
- Coordination, supervision and evaluation of all activities included in the Local Development Plan PAT;
- Continuous monitoring activities and reporting of expenditures;
- Active participation in national and European networks.

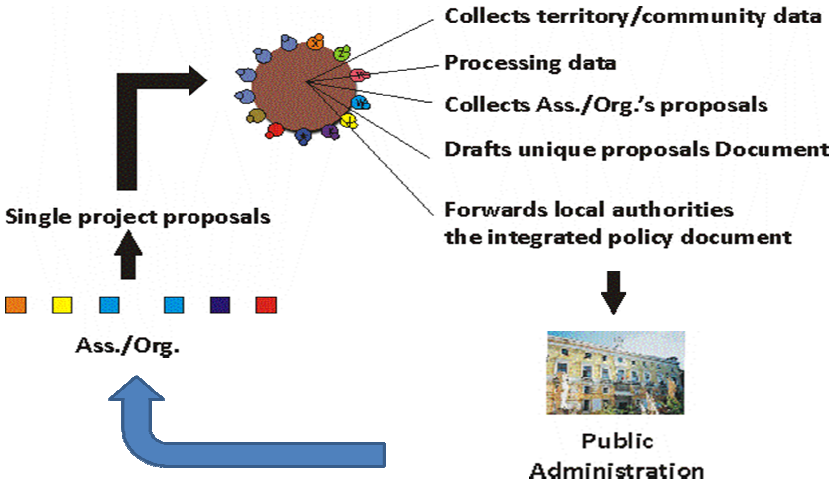
➢ Implementation and methods

The PAT can be established only if it refers to:

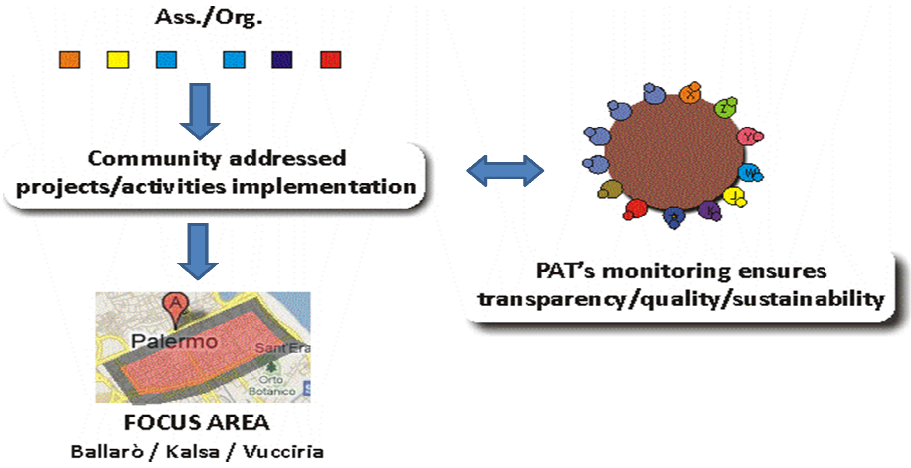
Strategic planning at the inter-municipal level as a way to treat the weakness of territorial planning in Palermo*:* Top-down promoted comprehensive and hierarchical approaches to territorial planning have failed. A new governance approach needs to be adopted with an action framework inside which the local institutions experiment a cooperative approach.



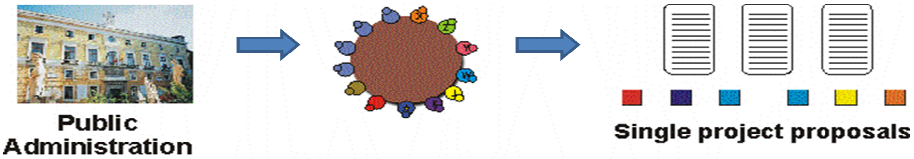
THE PROCESS
PERFORMANCE HYPOTHESIS I



THE PROCESS
PERFORMANCE HYPOTHESIS II



THE PROCESS
PERFORMANCE HYPOTHESIS III



Administrative monitoring
Progress monitoring (learning + participation)
Interim and final quality evaluation
Financial reports and auditing
Statement on expected impact
Reporting achieved results
Cataloguing database
Advertising activities
Dissemination and transfer of results

➢ **Resources**

With regard to the training of human resources and capital needed for the set up, management and financing of the PAT, we believe it is necessary to focus on the programming cycle - P. O. F.e.s.r. 2007/2013 and in particular the actions under Axis 6.1.1.4, and 6.1.4.4, that state in their general objectives [3] as following: *The overall goal taken by the Axis is to "promote economic development, innovative capacity and attractiveness of cities with regards to sustainable development and social inclusion."*

The double orientation of the strategy reflects the tensions acting on urban systems: between the local and the global thrust of competition and the need for cooperation between the central urban areas of greater size. The growing responsibilities of local government, on institutional level, result from the fundamental issues of economic and social cohesion and the growing importance they play in determining the chances of success of a development plan on regional and supra-regional scale. In Sicily, "a special urgency in launching the Program is induced by a continuing need to work on bridging the gap of development and living conditions compared to the rest of the country and to level the offset balance, with consequent possible peripheralization processes of the southern regions and islands, resulting from the displacement of the geographic gravity center of the European area given to the enlargement of the EU-27. "The contribution of the general guidelines of competitiveness and innovation are not only qualified in identifying precise strategic assets, with particular emphasis also in the quality growth of public and private services, but also in their location in well-identified structural systems and spatial relations. The Axis also proposes to facilitate the creation of new local identities and connects with the important urban centers of the marginal areas through interventions designed to facilitate the processes processing the dynamics of urbanization, especially with regard to social aspects. The objective of raising the quality of life and strengthening the relationship of citizenship is framed within a logic of inclusion and, therefore, with multidimensional interventions. It also fosters the establishment and development of intervention skills and functionalization of urban spaces, including the implementation of planning tools, both sectoral and territorial, innovative in nature.

3http://www.reteparioppportunita.it/Rete_Pari_Opportunita/UserFiles/Regione_Sicilia/programmazione_2007_2013/linee_guida_attuazione_asse_vi_sicilia.pdf

Another aspect we would like to stress within the CoNet framework is the European dimension as a resource contributing to the implementation of the Lisbon - Gothenburg Strategy, which prioritizes competitiveness, growth and employment. The problems of Italian cities and territories should be considered in the light of inputs provided by the construction process of an EU spatial perspective. The European dimension provides added value as it is an important stimulus in terms of active citizenship for the community and in reaching European project management standards for local authorities and institutions as well as for the private sector.

- **Time frame**

The operational start up of PAT Ballarò will be set in the second quarter of 2011, offering planning, monitoring and processing of data collected up to the management of real projects and activities of social purpose up to 2013.

The PAT implementation stages:

Phase 1: Creating the consortium Ballarò LAP.

Phase 2: Start Up and human resource structure of the Consortium Lap Ballarò.

Phase 3: Internal training of human resources

Phase 4: Presentation and management of an annual planning document 2010/2013

Phase 5: Managing activities on the territory of reference to be financed by the Community.

- **Monitoring and evaluation**

The PAT Ballarò, regardless of the type of target, size of focus area or the specific objectives it intends to achieve, is based on the integration of different components. Methodology, technology, organization, processes and procedures must be integrated into a model of innovative service for Palermo, which is, by its nature, complex. It must be designed in order to achieve efficiency and effectiveness, the expected results, while

ensuring an adequate return in terms of positive organizational impact and cost-effectiveness.

The **monitoring** process takes into account the service's level reached, makes explicit the timing of the activities' monitoring and clarifies the role and responsibilities connected to the implementation of the activities, coordination, evaluation and feedback.

The following aspects will be monitored:

• Target environments;
•Facilities provided;
• Systems of registration / enrolment;
• Management tracking system;
• Help desk services;
• Operational direction of the project (both from the supplier, if possible, by the same administration);
• Levels of communication and exchange of information between the subsystems of the PAT project;
• Interaction between the various actors involved in the project PAT;
• Transfer of materials and data produced;
• Accessibility.

PAT must therefore provide an appropriate investment to ensure adequate monitoring and evaluation tools, throughout the whole PAT project life cycle.

The monitoring and evaluation system regarding quality indicators is composed as follows:

• ex-ante, focuses on the consistency check of PAT within the overall conditions that "theoretically" ensure the achievement of general political-institutional objectives;

• ongoing providing an overview of implementation strategies undertaken and actions developed in the early stages of the project in order to provide the necessary support and managerial decision-making adjustments to all actors involved in the services offers;

• ex-post, the evaluation of PAT Ballarò project's results in terms of growth and learning (transfer of basic skills, updating knowledge / skills, retraining and development of new skills, etc..). Moreover, we will evaluate the organizational impact and the cost- benefits.

The main points of the **evaluation** process include:

• Assessment of interventions and activities producing expected results, meeting the needs of the administration and achieving its objectives in terms of skills development, quality and effectiveness of learning - customer satisfaction;

• Comparison of different training solutions and highlighting advantages and limitations of the implemented procedures - benchmarking;

• Identifying the results in terms of organizational impact and cost-effectiveness, in order to include key aspects of perceived quality;

• Assessment of the long-term effects and sustainability of the administration proposing the action.

The results will be used by the administration to make adjusting strategic choices.