

Monograph IT: Integrated Territorial Project Calabria (Objective 1)¹

Contents

1	Description of the programme	I-67
1.1	The programme	I-68
1.2	The managing authority	I-68
1.3	The Integrated Projects in the rural sector: PIF and PIAR	I-69
2.	Starting conditions	I-70
3.	The evolution of the programme	I-71
4.	The main features of mainstreaming LEADER	I-74
5.	Fostering and hindering factors in the implementation of different features of mainstreaming LEADER	I-75
6.	Synergies with other programmes	I-77
7.	Expected or observed outcomes in respect to behavioural changes	I-77
8.	Factors of success of mainstreaming LEADER features	I-80
9.	Recommendations	I-80
10.	Final considerations	I-81
11.	Table of interviews	I-82

¹ Author: Carlo Ricci, TEKNICA

1 Description of the programme

IDENTIFICATION TABLE OF THE ROP (Regional Operational Programme) CALABRIA 2000-2006

Admission of the Regional Operational Programme	5 October 1999	
Approval decision	8 August 2000	C (2000) 2345
Approval of the Complement of Programming	19 December 2000	first approval
	12 July 2001	approval of first adjustment

Financial size of the ROP	Public Resources	3.757.704.000		
	European Union	1.994.246.000		
	of which	ERDF		1.161.495.000
		EAOGF		410.267.000
		ESF		403.879.000
		SFOP		18.605.000
	NATIONAL	1.763.458.000		
of which	CENTRAL		1.220.146.000	
	REGIONAL		543.312.000	

Axes	Total resources	Public resources	Number of measures	Number of actions
1	1.658.802.000	1.052.052.000	11	27
2	135.509.000	116.150.000	3	7
3	665.530.000	623.430.000	16	79
4	2.104.919.000	1.307.310.000	21	51
5	315.926.000	278.758.000	2	6
6	382.294.000	340.120.000	3	13
7	39.884.000	39.884.000	1	2
TOTAL	5.302.867.000	3.757.704.000	57	185

1.1 The programme

As far as the agricultural and rural sectors are concerned, the Calabrian ROP bases on the achievement of three prior objectives of intervention:

1. Improvement of the competitiveness of the agricultural and agro-industrial systems in a context of food-chain and/or of district;
2. Development and valorisation of the rural areas;
3. Horizontal actions and services.

The first objective aims at favouring an increase of the level of entrepreneurial ability not only from the quantitative point of view (number of entrepreneurs in agricultural and rural areas) but also from the qualitative point of view (company strategies, added value of the local enterprises) and from the social point of view (involvement of young and women), correlated, in its turn, to an increase of the competitiveness of the farming enterprises measured by the growth of exportation. And this from the point of view of creation and strengthening of the productive food-chains.

Favouring the development and the valorisation of the rural areas means, for the Calabrian Region, a priority of intervention aiming: a major economic diversification and increasing employment in these areas; increasing family income; improving quality of life; improving environmental and landscape quality reducing depopulation and abandoning rural areas.

The achievement of these two objectives is, in turn, reinforced by a set of horizontal actions and services oriented to guarantee the adjustment of the qualitative-quantitative levels of the real services for the enterprises; the strengthening of the role of local credit market; the reduction of the complex of the external diseconomies.

EAOGF Orientation is interested in 17 , two of which are foreseen within the Axis I "Natural Resources" and 15 within the Axis IV "Local Development Systems".

In respect of the total resources of the Calabrian ROP, which figure up to 5.303 Meuro (public and private), the financial weight of the EAOGF interventions is equal to about 25% (1.326 Meuro) in order to demonstrate the importance still attached today to agricultural and rural component in the process of regional development.

From the financial point of view, the Axis IV "Local Development" is concentrated to 80% of the EAOGF resources, which amount to a total of 1.273 Meuro, of which 820 Meuro of public funds (EU, national and regional) and 452 Meuro of private contribution.

1.2 The managing authority

From the organisational point of view, the Sector Community Policy of the Regional Balance Department is the managing authority of the Calabrian ROP. The implementation of all the EAOGF measures is anyway delegated to the Sector Rural Development of the Agricultural Department of the Regional Agriculture, Fisheries and Hunting Department. The Agriculture Department is always the payment authority of the EAOGF , in the figure of the General Director.

1.3 The Integrated Projects in the rural sector: PIF and PIAR

As reported in the Programme Complement, the EAOGF measures of the Axis IV of the Calabrian ROP can be activated, besides the calls intended to gather individual applications, also in a synergic and integrated manner in the ambit of Integrated Projects. In particular, two typologies of Integrated Projects have been designed:

- Integrated Projects for the Food-chains (PIF);
- Integrated Projects for the Rural Areas (PIAR).

The PIFs are integrated projects, oriented to those productions of the Calabrian agricultural system, considered as the most important both in terms of produced quantity and/or of quality and specificity of the product. Besides the aims connected to the specificities of each chain, they pursue the sectoral aim to improve the competitiveness of the agricultural and agro-industrial systems in a context of food-chain and from the point of view of integrated development, through the introduction of innovations, the strengthening of the commercial functions, the reinforcement of integrated management in terms of quality, security and environment.

The PIARs are integrated projects pursuing specific and territorial aims, like the valorisation of endogenous material and immaterial resources of the rural areas; the conservation and the safeguard of the environmental and landscape heritage; the diversification and integration of the agricultural activities with an economic outlook of multi-income.

The elaboration and implementation phase of PIARs and PIFs coincide with the period 2000-2006. The programming took place during the period 1999-2000, the management and implementation phase started during the first months of the 2001 (May 2001) when was started the procedure of public evidence in order to receive the proposals from the territory.

Interesting EAOGF measures for the IPF and the IPRA

The following EAOGF measures of the ROP are involved in the PIFs:

- Measure 4.5. Investments in farms;
- Measure 4.6. Improvement of transformation and marketing conditions of the agricultural products;
- Measure 4.7. Marketing of the high-quality agricultural products;
- Measure 4.8 Starting-up of substitution and assistance services for farms management;
- Measure 4.9 Forestry;
- Measure 4.14. Settlement of young farmers;
- Measure 4.15 Training;
- Measure 4.17 Development and improvement of relevant infrastructures for agricultural development.

The following EAOGF measures of the ROP are involved in the PIARs:

- Measure 4.5. Investments in farms;
- Measure 4.9 Forestry;
- Measure 4.10 Diversification of the agricultural activities or in the agricultural ambit in order to create multi-activities or alternative income sources;
- Measure 4.11 Renewal and improvement of the villages and protection and safeguard of the rural heritage;
- Measure 4.12 Promotion of tourist and handicraft activities;

Measure 4.13	Fundamental services for the rural economies and population;
Measure 4.14.	Settlement of young farmers;
Measure 4.15	Training;
Measure 4.17	Development and improvement of relevant infrastructures for agricultural development.

Beneficiaries

The beneficiaries of the integrated projects can be divided into two categories:

- the promoters of proposals of integrated projects, which have the task to: establish the sectoral or territorial ambits of reference, the measures, the tools to be activated; promote the participation of public and/or private actors in achieving the interventions; submit the application of integrated project (PIF or PIAR).
- the final beneficiaries of the single interventions activated within each PIF or PIAR. In this case, they vary according to the activated measures (farmers, farmers' associations, local bodies, training structures, services companies, tourist and handicraft actors, trade or sector associations etc.).

Financial resources

As already mentioned, the EAGF-Orientation contributes to fund PIFs and PIARs. As for the activated financial resources, indicatively, until the 31st December 2003, about 250 Meuro (public investment) have been destined to the two tools, during the next three years (2004-2006) this amount will almost be doubled (it is foreseen to assign to the integrated programming almost the 50% of the EAGF resources of the Calabrian ROP).

Integration with other programmes

PIF and PIAR are already integrated tools of intervention on their own, as they foresee the integration among the different measures of the ROP. At the same time, as for the PIARs, there is a strong reference to the Integrated Territorial Projects (PITs), which are always activated within the ROP, interesting measures co-financed by the FERS, the ESF and the SFPO. The PIARs can be considered as the "rural" part of the Calabrian PITs.

2. Starting conditions

The political/governance context

The Region Calabria, notwithstanding significant interventions of public nature, still presents important development lags today that interest most of all the agricultural and rural areas. The persistence of these phenomena pressed the regional administration to check the traditional intervention model, by giving a priority for a gradual but firm exchange with the expenditure logic: from a policy of continuous financial aids to a policy of development, from the passive integration to the productive integration. All this in order to limit the waste of money, inefficiencies, delays but also unnecessary public investments, revenues. In fact, this choice characterises the whole drawing up of the Calabrian ROP.

Concerning the agricultural and rural sectors, the choice of intervention was to sustain development processes based on concentration (territorial or sectoral), but also on the union of the local actors (economic, social and institutional ones). And this in order to reinforce the experiences already started with other tools of integrated programming (LEADER, Territorial Pacts etc.), and also to favour the

origin of new ones. The implementation of these tools represents a new programming phase , political and technical-organisational experimentation, by sustaining the opening and the development of local initiatives (to mobilise social capitals, to reorganise and to revitalise the local productive tissue) and by favouring the origin or the reinforcement of new institutional, social and economic subjects (partnerships).

The main objective is the one to plan and to experiment new methods and paths of local development capable to renew and improve the policy of rural development sustained by the European Union. This should happen working on three fundamental principles of local development:

- the partnership (the co-operation between different institutional levels, among private subjects, etc.);
- the integrated approach (diversification, integration, multi- sectoral, etc.);
- the thematic or territorial approach (food-chain or for area based).

Main actors involved

During the programming and implementation phase of the Integrated Projects different actors were involved with different roles and functions. For example, in the programming phase the representatives of trade unions or sector associations were called to participate, while, in the implementation phase, the main actors present to act in the sectoral or territorial contexts are directly involved: single and associated farmers, processing and marketing enterprises and institutions, sector associations, local bodies for the PIFs; local bodies, sector associations, economic actors, service companies, voluntary services and development agencies (including the LAGs) for the PIARs.

Main transmission mechanisms

The choice to transfer the LEADER experience into the Calabrian ROP can be attributed partly to the presence of a structure of technical assistance in Calabria, the regional office of INEA, being very open towards the LEADER approach (it was a regional network for LEADER II). This structure sustained the Agriculture Department during the programming phase and gave the input to constitute a table of agriculture (consisting of representatives of the agricultural and the rural world), organised while implementing the Calabrian ROP, that wholly acknowledged the proposed approach, by also assuming the function of transmission vehicle over the territory. In fact, in most of the PIFs and PIARs proposals we can also find representatives of the trade unions and sectoral associations participating in the table in the partnership.

3. The evolution of the programme

The PIFs and PIARs main implementation phases

A long enough and articulated procedural path foreseeing the involvement of different structures and figures was planned for the Integrated Plans of Food-chain . Its phases can be summarized as follows:

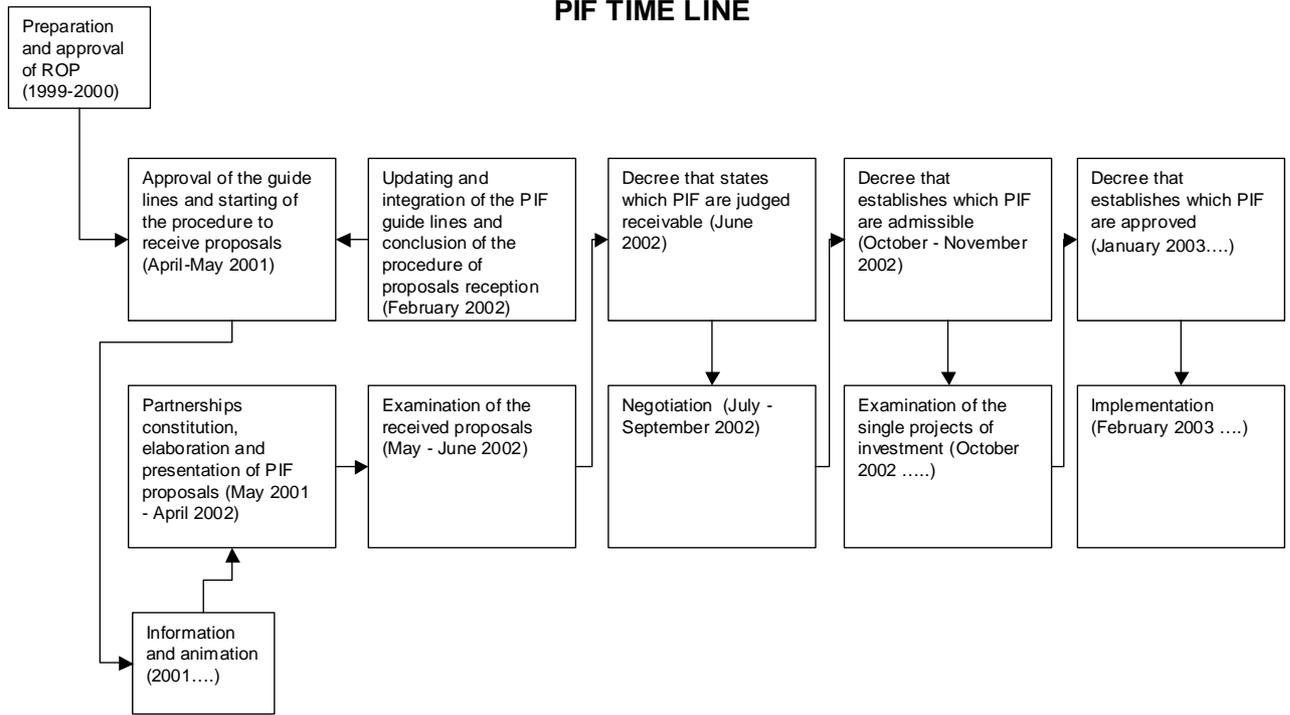
- Elaboration and publication of guidelines and opening of a regional desk for the receipt of proposals.
- Receipt of the PIF proposals from the part of the region and the transmission of these last to the Provincial Department of Agriculture competent for territory, in order to submit the proposals for a first analysis, targeted to verify the correspondence of some requirements (objectives of the

Programme, analysis of context, role and functions of the partnership, activated financial resources, etc.).

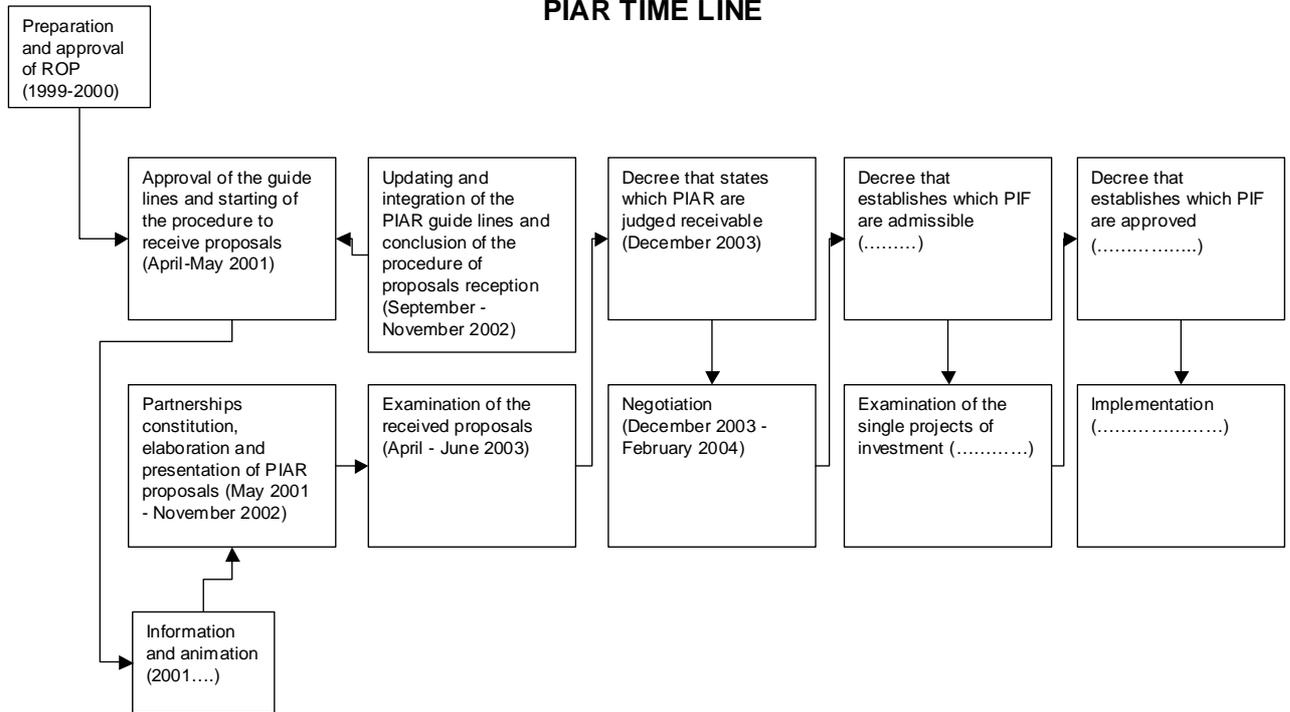
- The competent Provincial Department, after the first analysis of the received proposals, issues a report judging them admissible or not. Such a report, examined by the Department of Agriculture, is formalized through a decree of the General Director and notified to the PIF Responsible. The negotiation phase begins with the issue of the admissibility decree .
- The negotiation phase is fulfilled through a series of meetings (at least two for every PIF) between the representatives of the Department of Agriculture and the individual responsible for the PIF. These meetings come to an end with the drafting of the final version of the Integrated Plan, with all the required elements and shared by both the parts. During the negotiation phase all the necessary formal and bureaucratic parts are completed in order to have the final approval of the PIF. It also foresees the delivery from the part of the PIF promoters of all the different projects granted through the activated measures.
- It goes on with the issue of the admissibility decree, on the basis of the achieved results during the negotiation phase but also during the analysis and the proceedings of the PIF, approving the PIF, and it acknowledges its aggregate amount and single beneficiaries.
- This last phase shows the beginning of the proceedings of the single projects from the Provincial Departments of Agriculture; this phase must be completed within 60 days. Once this phase has positively come to an end, a decree of definitive approval will be provided.
- Once definitely approved by the PIF, the next step is the notification of the funding for the final single beneficiaries of the interventions of the PIF, so they can begin the planned investments.

The procedure of PIAR is analogous, some differences only relate to the assignments given to the different offices for the analysis of the integrated projects and the single projects of investment of which they are composed.

PIF TIME LINE



PIAR TIME LINE



4. The main features of mainstreaming LEADER

Concerning the eight LEADER features

The planning of PIARs and PIFs was elaborated on the basis of the gained experience during the implementation of programmes and initiatives based on the territorial, integrated and participative approach. Among these, the Community initiative LEADER II, that formed a basic reference point, stands out, most of all for the application of the fundamental principles of these two intervention methodologies.

It has been so in relation to the territorial approach, in fact, both of them are based on a specific intervention context. In the case of the PIARs, the potential intervention areas are determined by the crossing of some variables (density of population, rate of employment in agriculture, generational change, level of depopulation) in the municipalities within the PIT areas. The analysis led to the division of these in four typologies of reference:

- not rural municipalities;
- municipalities of medium-high level of rural nature without emergencies;
- municipalities of medium level of rural nature with emergencies,
- municipalities of high level of rural nature with emergencies .

All the typologies, excluding the first one (not rural communes), can be included in PIAR areas. This typology, in an increasing manner, determines the amount of allocated financial resources.. In order to correlate the intervention proposal to the real needs of the IPRA area, the presented proposal have to be based on an effective territorial diagnosis, from which it can be possible to find its own strong and weak points, but also the key variables of intervention.

For the PIFs, the reference to the territorial area derives from the individuation of the productive sector of reference. In this case a basic analysis is also required to describe the main features of the intervention sector in the territorial context of reference.

Bottom up approach : the elaboration of the proposals has to be a result of a series of activities that completely involve the local actors. In fact, project guidelines ask to illustrate the territorial animation activities carried out by the partnership which is the key point of the two typologies of project. The constitution of the local partnerships indeed represents the main challenge initiated by the regional administration, as far it can represent a turn point in the programming and implementation of the public interventions. One should not underestimate the intervention that takes place in a territorial context presenting non favourable physical and socio-economic features (presence of poor internal areas, not easily reachable and therefore at the mercy of processes of physical, economic and social impoverishment), where the presence of the local aggregated subjects can favour the implementation of the territorial policy, by orientating these towards endogenous and participating development paths. Wide parts of the programming documents are dedicated for the formation of the partnerships, as well as for their composition and function .

The choice to point to the integrated projects can also be read like an attempt of the regional administration to get rid of the traditional sectoral approach, characterized by non finalised interventions. For this reason, the carried out architecture foresees the activation of a series of measures being strictly correlated among them (multisectoral approach). For the PIF, the objective is to activate those measures that allow to achieve interventions directed to create synergies between

different actors playing a role along the productive chain (subjects present in the production, processing and marketing phase), by also involving the ambit of the rural services and infrastructures. For the PIARs, the activation of all those measures being part of the art.33 of the regulation 1257 and directed to favour the economic and social diversification of the rural areas, is mainly foreseen, as well as improving the living conditions of the populations.

Concerning the specific EC requirements for LEADER+

The choice to foresee thematic integrated projects, like the PIFs, can be led to the capacity of the regional administration to catch the indications of the new Community policy, interested in favouring the concentration of the interventions and therefore always more oriented to finance projects based on specific territories and productive sectors. At the same time, a better attention is requested towards proposals that are more elevated from the qualitative point of view and it induced the administration to introduce, into the selection phase, qualitative elements of evaluation, oriented to measure, among other things, the grade of representativeness of the partnership, the level of integration between the interventions, the involvement of the young and the women.

Concerning the enlargement or multiplication of projects initiated under LEADER

The adoption of a negotiation phase enabled to involve wider territories and sectors than in LEADER, as like the presence of many partnerships formed by the LAGs guarantees the valorisation of the gained experience both at programming level as well as the results reached on wider territories, testifying therefore the involvement of other local actors to the started development course.

5. Fostering and hindering factors in the implementation of different features of mainstreaming LEADER

Concerning the territorial/sectoral approach, having foreseen the territorial localisation of the interventions for the PIARs, as the sectoral one for the PIFs, this has had a guide function for the proposals. It favoured the elaboration of intervention, more targeted strategies and most of all more consonant to face and solve specific problems, but also to give voice for territories and sectors that, because of geographical localisation or of socio-cultural lags, should have had great difficulties to compete with stronger territories and sectors.

At the same time it is necessary to emphasise how the potential conflicts existing at local and sectoral level, not only determined by the scarcity of available financial resources, but also by cultural behaviours still little in favour of the inter-sectoral co-operation, has somehow during the programming phase slackened the individuation of the intervention areas and sectors.

As far as the bottom-up approach is concerned, in many cases, the presence of previous experiences of integrated development at local level (LEADER and Territorial Pacts) fostered the adoption of participative practices in the elaboration of intervention proposals. Moreover, in some cases, the participation from the bottom was favoured by the presence of an entrepreneurial tissue (PIF) and/or social (PIAR with the operating of the associations of the third sector) active and acquainted with the necessity to liven up integrated and associated productive and social processes.

Naturally the bottom-up approach was facilitated in those areas and sectors where there were available skills and suitable tools to favour and to manage the participation of the local actors, whilst there were difficulties in those territorial and sectoral ambits devoid of these tools and skills. Their implementation required more than finding financial resources that are not available locally (among

other things, even though these resources are foreseen by the regional administration, they have never been activated), but also longer implementation times than those foreseen in the formulation of the proposals.

The presence of previous experiences about integrated development at local level (LEADER and Territorial Pacts) also favoured the birth and the consolidation of the local partnerships. In reality interested by these processes, the constitution of the partnership was achieved in a short time, and often it meant a widening of the partnership already formed during the previous experiences. So a process of capitalisation on the gained experience took place in this ambit. Partnerships creation was also fostered by the process of the on-going administrative decentralisation, inciting the local institutional actors to play a more proactive role with the management of the opportunities offered by the various public politics. For the PIFs, it must be highlighted how the formation of the partnerships was facilitated in those productive sectors where an associated production basis was already present: it seized the opportunity of the PIFs to widen their own social basis, but also the opportunity to establish collaboration relationships with other actors present in different phases of the food-chain object of intervention. In this case it is also necessary to point out how in the realities that had not previously gained experiences (LEADER, Pacts, Associations of sector), the formation of the partnerships required more time because an adverse opinion towards the associations prevailed at local level . Moreover, it is necessary to emphasize how the limitations set by the services of the European Commission did not allowed the attribution of the project's financial management functions to the partnership (decentralized management). This somehow reduced the role of the partnership, most of all during the implementation phase of the interventions.

The opportunity offered to the Calabrian economic, institutional and social actors allowed them to put new governance models into action for their own development processes, by often proceeding strongly innovative implementation of economic and territorial management models for the local context.

The possibility to give rise to innovative interventions strongly depends on the margins of manoeuvre that were set for the operator. It limits definitely the operating role of the local actors to carry on the functioning of the integrated projects, but also the typology of interventions able to be activated in these projects, with rigid rules.

The capacity to have foreseen beforehand the implementation of a set of measures for the implementation of these two tools certainly favoured the elaboration of multi-sectoral proposals. At the same time, the capacity to direct the implementation of the PIARs in very marginal contexts has of course facilitated the starting of multisectoral development processes, oriented to foster the economic and social diversification of these contexts.

But from the other side the permanency of an administrative machine still based on sectoral skills reduces the implementation of this approach. At the same time the presence of rules and procedures differentiated between different interventions do not facilitate the start of interventions in various sectors, particularly when this requires the involvement of different Community funds and administrative structures.

6. Synergies with other programmes

At the programming level of the structural funds, the integrated projects fall within an intervention approach that really individuates the basic strategy of the ROP in the integrated approach. For this aim, there is a reference to the existing synergies between the PIARs and PITs, synergies that have to be achieved both between partnerships (actually the partnership of the PIARs is a part of the PIT partnership) as well as at intervention level. The operational transfer of these synergies takes place during the negotiation phase of the PIARs, where they are asked to make the connections clearly and properly, and the relative synergies established between the two tools.

As for the PIFs, the immediate synergy is the one that refers to the Rural Development Plan (RDP), a tool used in order to activate interventions oriented to influence positively on the environmental problems of the agricultural sector, and in particular to reduce the chemical and dangerous inputs into the soil.

Considering the achieved aims by the PIARs and by the PIFs, the potential synergy taking naturally place between these tools and the LEADER+ should be facilitated by the fact that management of these last ones is delegated to the same regional administrative structure: the Department of Agriculture. Sharing the management structures also produced a harmonisation among the objectives achieved by these programmes. Probably this is also due to the fact that the Department used the same structure of technical assistance for the programming of the two integrated intervention typologies.

It must be pointed out how the accumulated delays in the programming phase of the PIARs/PIFs, but also in the same LEADER+ are not certainly fostering a synchronization of the implementation phases and therefore the integration between the interventions foreseen by various programmes.

At operational level, it is still premature to indicate potential synergies between the PIARs, PIFs and other programmes, as these ones are still in the starting phase of implementation. In any case, the presence of LAGs in most of the PIARs experiences enables a strong integration between these tools and LEADER+ at local level.

7. Expected or observed outcomes in respect to behavioural changes

The presence of numerous proposals, both at PIF and PIAR level, based on an integrated approach testifies how this approach is nowadays diffused and consolidated in many regional rural areas. And therefore a major inclination of the local actors can be pointed out to develop a united proposal of intervention. This, above all, in those contexts where the presence of partnerships, created with other initiatives, favoured, through the animation and sensitising activities, the acquisition of a homogenous and participated vision about development pathways. The participation to meetings and specific training and informative favoured the exchange of different points of view, but also the overcoming of these last.

At the same time the possibility to access directly to financial resources through the formulation of an integrated plan and to negotiate the contents of this plan with the representatives of the regional administration restored confidence towards the behaviour of the institutions by bringing them nearer to the local contexts.

It is, moreover, relevant to indicate a major opening of the credit world towards these intervention methods; an opening that takes place in the shape of an active participation of these subjects both during the elaboration phase of the proposal and during the implementation of the interventions by providing to the beneficiaries the same necessary surety guarantees.

In relation to the PIFs, it must be emphasized how a greater inclination towards the co-operation develops among the different promoters of these tools . In fact, there are signs indicating the willingness of these subjects to set up themselves on networking, in order to optimize the specific competences within every experience, by favouring the transfer of the general good rules and the implementation of common service and consulting. And this in order to achieve economies of scale. Of course, the importance of these phenomena is still limited, but if adequately sustained also by the regional authority, it can form an important added value offered by the implemented experience.

Moreover, the strong reply from the part of the territories and the sectors to the tool of the integrated produces a positive effect on the regional political orientations, which are always more convinced than the adoption of this approach does not represent a challenge or an experimental action in need of support anymore, but above all an effective method to manage the public resources. And this is verified during the implementation phase, where the possibility to interface with only one legitimated intermediate subject (partnership) is speeding up the implementation procedures, by allowing to make up for accumulated delays during the programming phase. Thanks to the presence of the partnership it is possible to diffuse the information among the beneficiaries of the interventions in short times and eventually most of all to modify their behaviour.

Added value

It is still too early to be able to provide exhaustive indications to this point. Certainly the fact, that 116 PIFs and 43 PIARs proposals have been presented, shows how the goal of the regional administration to let the local sectors and contexts to express themselves was caught positively. And most of all, this creates the possibility to implement homogenous development processes respecting the specificity of territorial contexts and of local productive sectors.

Certainly the implementation of the Integrated Projects for Food-chain (PIFs) will have direct effects on the regional agricultural system. PIFs pursues specific and sectoral aims, directed to improve the competitiveness of the regional agricultural and agro-industrial systems in a context of food-chain and in view of integrated development, through the introduction of innovations, the strengthening of the commercial functions, the integrated management with the reference to quality, security and environment. In fact, the following goals are meant to be achieved:

- to qualify the economic-productive and social role of the agriculture;
- to organise and to increase the offer of products;
- to systemise logically the divisions;
- to favour the co-operation between enterprises and territories.

The introduction of the production processes into a logical system enables to reinforce the actual employment by favouring the insertion in an organized production and more guarantee system. At the same time, by considering that one of the goals to be achieved is represented by creating direct connections between the production and the big marketing channels (so all the intermediate figures will be excluded in this phase), there is a general hope that a good part of the product value will remain in place and will increase the income of the involved economic actors in this way.

The possibility to achieve a better remuneration for the agricultural products on the market is also related to the necessity to supply environment friendly quality products. The introduction of a logical system, capable to provide targeted services of technical assistance to its adherents should favour this new production logic.

Having foreseen mechanisms of priority for the implementation of the principle on equal opportunities should guarantee a higher involvement of the young and the women. During this implementation phase it is possible to perceive the first effects of a policy intended to foster the generational change in agriculture through the funding of farms run by youngsters. But it is relevant to point out how the involvement most of all concerns men and this is due to the fact that these production sectors are object of monoculture and therefore their management has always been the privilege of the family's male members. Moreover, the cultural heritage still present in the agricultural areas must not be underestimated, because it restrains the introduction of women into the working world and in particular into agricultural world.

Concerning the PIARs, the effects of their investments, even though they are of small importance, can be seen over all rural territories and above all a positive impact can be seen on the economic diversification of the farms and the territories. At the same time, having foreseen the possibility to finance services for the support of population should have had a positive effect on the local living conditions by improving them. It should not be forgotten that one of the missions of the PIARs is to stimulate an intervention strategy that, from an inter-sectoral and integrated point of view, valorises all the material and immaterial resources present on the territory in an integrated manner. And this should happen with the aim to trigger local phenomena of economic, social and cultural growth, capable to really put an end to the long-term abandonment of the internal areas, but also capable to improve the safeguard and the protection of the local natural and environmental heritage.

The support of the economic diversification, in turn supported by targeted training actions should favour the occupational increase, and in particular the youth employment, but also an increase of income for local families.

And then again the necessity to examine in a joined manner the received proposals elaborated with logic of multi-measures surely favoured moments of meeting and dialogues between the different administrative services present both at central level and at sub-regional level. There are also contemporaneously impacts on the organisation of these structures. For instance, as already mentioned, for the PIARs, specific intersectoral groups for their management have been formed. It is relevant to point out the innovative importance of these interventions methods which also requires an experimental stage at managerial level.

At last the innovative significance of these tools positively influences the fund of know-hows of the public administration's personnel. The personnel learns a new operational method on the field; as in all the complex experiences the acquisition of adequate competences needs time.

8. Factors of success of mainstreaming LEADER features

At internal level

The adoption of these intervention methods is certainly facilitated by economic and productive constraints that nowadays harass the agricultural world (strong competitiveness on the markets, the search of quality and healthiness in products), and necessarily presses towards the adoption of associated and integrated processes. This all, in turn, is favoured by an increase of social demand from the citizens oriented to foster their participation in the development processes. Moreover, being able to count on an accumulated capital of experiences in this field (and this thanks to the implementation of the LEADER and the Pacts) facilitates the implementation of other experiences.

At external level

The new principles that support the policies of rural development certainly press towards the adoption of these tools. In any case, because they transform themselves in an ordinary intervention tool, it is necessary that the Commission takes a more precise stand, oriented to invest a part of the foreseen investments in these more complex interventions forms. But at the same time it is necessary, as well that these processes can count on a simpler and less confused system of rules than the present one.

These same new socio-economic backgrounds push towards a major concentration of the interventions. The support of processes of local territorial and integrated development is required also from the part of the policy of administrative and decisional decentralisation being carried out in Italy, at present. This last presupposes a more direct involvement of the local institutional actors in the individuation of the development pathways to undertake.

9. Recommendations

The complexity that stands behind these integrated projects is necessarily translated in longer procedural phases (elaboration of proposals at local level, constitution of the partnerships, selection of the proposals at regional level, following selection of the interventions at local level); for this reason the implementation of the integrated projects suffers, in the first years, to be subject to mechanisms of yearly disengagement of the funds. Achieving the goal of expenditure, in order to avoid the loss of resources, can push the regional authorities to speed up the phases, by losing out of sight the more general objectives of the project (formation of more efficient and lasting relational systems between the different local actors, acquisition of the skills about the animation and technical assistance etc.).

Rigid rules don't fit participative development processes reducing their innovative potential. So from one side, there are the groups and the local actors that would like to act in accordance with their own ideas and expectations and from the other side, the institutions that "curb" the local action in a set of formal rules, that do not always adapt to understand the local specificities. In reality, more manoeuvre margins for the local territories should be given, by allowing to them to experiment new intervention ambits.

At the same time, a better synergy between these tools and the other funding channels should be searched. And this, in order to avoid overlapping of interventions, but also in order to put the produced social capital at the service of other programmes.

For a better implementation of these tools, it is finally necessary to accompany them with an attentive and significant activity of networking and technical assistance. It should not be forgotten that they are

principally oriented to those territories and sectors that present major problems of social-economic margins. These last ones should be put in condition to recognize the offered opportunities and simultaneously to be helped to acquire the necessary skills to elaborate intervention proposals consonant with their own needs.

10. Final considerations

The possibility to access to the financial resources of the Calabrian ROP also through the adoption of integrated programming tools represents for the local actors of the Calabrian rural areas, for the moment, the opportunity to become active main actors of their own development pathways.

But it is relevant to point out that their implementation is facing significant delays due principally to:

- the necessity not to run into the automatic disengagement, necessity that urged the Department to concentrate the available human resources, most of all in the suburban departments, into the proceedings of the individual requests falling in the “traditional” measures (investments in farms), which, because of consolidated usual procedure, required less commitment from the part of the services. In effect, , the administrative machine related to the integrated programming was only set in motion in late spring 2002. Specifically the negotiations for the first 35 PIFs were implemented, and at the end of the 2002, 23 of them were approved. For the PIARs, instead, the proceedings machine has recently been started by proceeding to the analysis of the implemented proposals. It is foreseen that the PIARs will not be approved before spring 2004.
- Because of the scarce familiarity with the tools of the integrated programming for the internal personnel attending a formative activity in the field, the first results can only be noted now. It must not be forgotten that it is a question of a personnel with the decennial habit to operate through a sectoral vision, directed to the proceedings of single requests, for the great part falling into the sector of the productive investments of the agricultural sector (production and transformation).
- The large number of the received proposals, both for the PIFs and for the PIARs, from one side represents a positive reply from the part of the territory to this kind of typology of tools, from the other side the elevated number risks to “flood” the regional organisational machine. Probably a more aimed animation, but also a more intensive activity of technical assistance would have permitted to circumscribe the presentation of the proposals, by ending in many cases to a further process of aggregation of producers (PIFs) and of areas (PIARs). In any case, the necessity to favour the aggregation among the proposals, in order to guarantee the concentration of the financial resources, was achieved during the negotiation phase.
- The permanence of heavy structural lacks (in terms of human and instrumental resources) of the regional administrative machine, which do not permit the formation of such working environments capable to support the complexity of the integrated projects.

The pathway taken up by the Calabrian Region in order to trigger a lasting and sustainable development process is not certainly easy and granted, on the contrary, it means a real challenge that requires a cultural leap and a significant commitment both from the part of the institutions and of the financial and working world. There is anyway the awareness that it deals with a pathway that the Region cannot avoid to follow, because it represents the only (if not the last) possibility for the regional rural areas to use at best the Community resources and to make up the delay that separates the Calabria from the more advanced countries.

11. Table of interviews

Name of interviewee	Function	Date of interview
1. Franco Nicola Cumino	Sector manager of the Calabrian region	26 th November 2003
2. Pietro Tarasi	Promoter of the PIF "Patate Altopiano Silano" and farmer	27 th December 2003
3. Giuseppe Gaudio	Researcher INEA	23 rd December 2003