



Presidenza del Consiglio dei Ministri

DIPARTIMENTO PER LE POLITICHE DI COESIONE

Nucleo di valutazione e analisi per la programmazione NUVAP

Confronting housing poverty: the role of Social Agencies for Housing

Theory Based Evaluation

Tecla Livi

Evaluation Unit- Department for cohesion policies

- The **MULTI-FUND NATIONAL OPERATIONAL PROGRAMME METROPOLITAN CITIES 2014-2020 (NOP METRO)** enacts a key portion of the Sustainable Urban Development (SUD) in the Italian PA 14/20, in the framework of European Urban Agenda for cohesion policies. The OP is aimed at **strengthening the role of metro territories**.

- **URBAN AGENDA DRIVERS**

The NOP METRO operates on the **14 metropolitan cities** to strengthen and improve the services offered to residents and city users and is focuses on **two strategic drivers**:

SMART CITY *for the redesign and modernization of public services through the digital agenda and a more efficient/sustainable energy and mobility management.*

SOCIAL INNOVATION *for the inclusion of the fragile population segments and disadvantaged neighborhoods through services (ESF) and infrastructures (EDRF)*



The NOP METRO supports specific priority actions within **A NATIONAL OVERALL STRATEGIC FRAMEWORK** for the metropolitan cities, addressing some of the main challenges such territorial contexts are facing

ORGANISATIONAL STRUCTURE

- The **Agency for Territorial Cohesion** in Central Govt. acts as **Managing Authority**
- The **14 provincial capitals of metropolitan area** have been identified as **Urban Authorities (UA) and Intermediate bodies** according to art. 7 ERDF Reg.
- **beneficiaries** are: **council administrations; public authorities; third sector, citizens' associations**



<http://www.ponmetro.it/>

PRIORITY AXES of NOP METRO

- **AXIS 1 (OT2)**
Digital metropolitan Agenda (EDRF)
- **AXIS 2 (OT 4)**
Sustainable energy and urban mobility (ERDF)
- **AXIS 3 (OT9)**
social inclusion services (ESF)
- **AXIS 4 (OT9)**
infrastructures for social inclusion (ERDF)
- **AXIS 5**
technical assistance (ERDF)

The diagram consists of two blue rectangular boxes on the right side. The top box is labeled 'SMART CITY' and is connected to the first two bullet points of the list by a blue bracket on its left side. The bottom box is labeled 'SOCIAL INNOVATION' and is connected to the third and fourth bullet points of the list by a blue bracket on its left side. The fifth bullet point is not connected to either box.

SMART CITY

SOCIAL INNOVATION

BUDGET

The total budget of the program amounts to **892.9 MILLION €** of which € 588.1 MLN contribution from EU funds (ERDF € 445,7 MLN, the ESF € 142,3 MLN).



Dotazione finanziaria per Asse

Asse	Descrizione (OT)	Dotazione (€)
ASSE 1	Agenda digitale metropolitana (OT 2)	151.982.830
ASSE 2	Sostenibilità dei servizi pubblici e della mobilità urbana (OT 4)	318.288.000
ASSE 3	Servizi per l'inclusione sociale (OT 9 – FSE)	217.193.592
ASSE 4	Infrastrutture per l'inclusione sociale (OT 9 - FESR)	169.751.580
ASSE 5	Assistenza tecnica	35.717.332
Totale		892.933.334

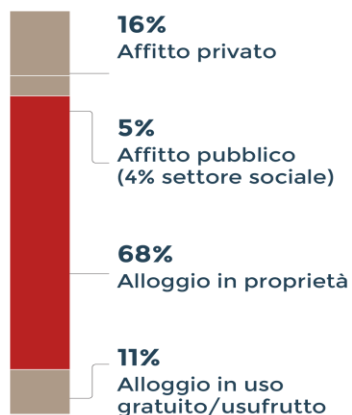
Cities supported by NOP METRO are in different categories of regions. The 6 cities located in less developed regions receive the largest share of the budget.

HOUSING DEPRIVATION: BACKGROUND

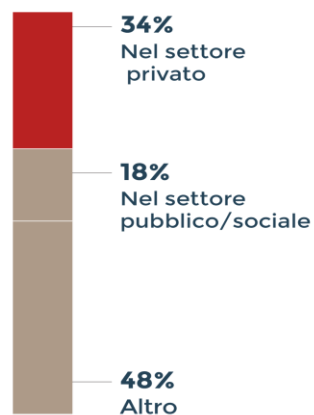
 **50.000**
Stima delle persone
senza dimora nel 2015

 **650.000**
Le famiglie in graduatoria
utile per una casa popolare

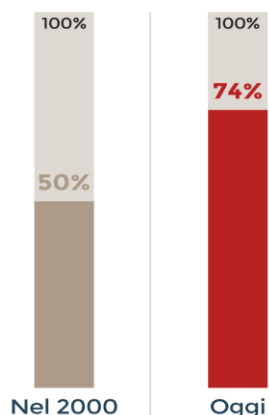
Dove vivono
le famiglie italiane?



Affitto e famiglie
a basso reddito



Le famiglie che spendono
più del 20% del proprio
reddito per il solo affitto

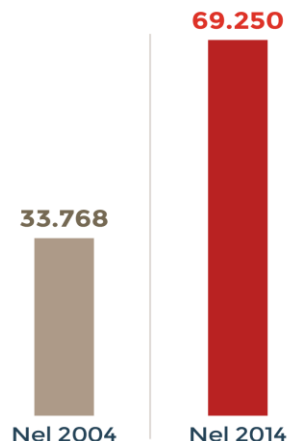


Edilizia residenziale
pubblica, 2015



30% Gli affitti degli assegnatari rappresenta la principale entrata delle organizzazioni di edilizia residenziale pubblica ma il 30% degli affitti è versato in tasse. Il trattamento fiscale degli enti ERP che si dedicano all'affitto sociale è infatti complessivamente più oneroso di quello dei proprietari privati di casa

Sostenibilità degli affitti
di mercato: sfratti
per morosità



- Since the crisis, urban centres are experiencing **widespread and severe forms of housing deprivation**, mainly linked with the emergence of **new forms of urban poverty**

- In order to reduce housing deprivation, **a number of measures** were implemented, at the national, regional and, especially, city levels.

- In 2014 the Italian Govt. launched the **Housing Plan**

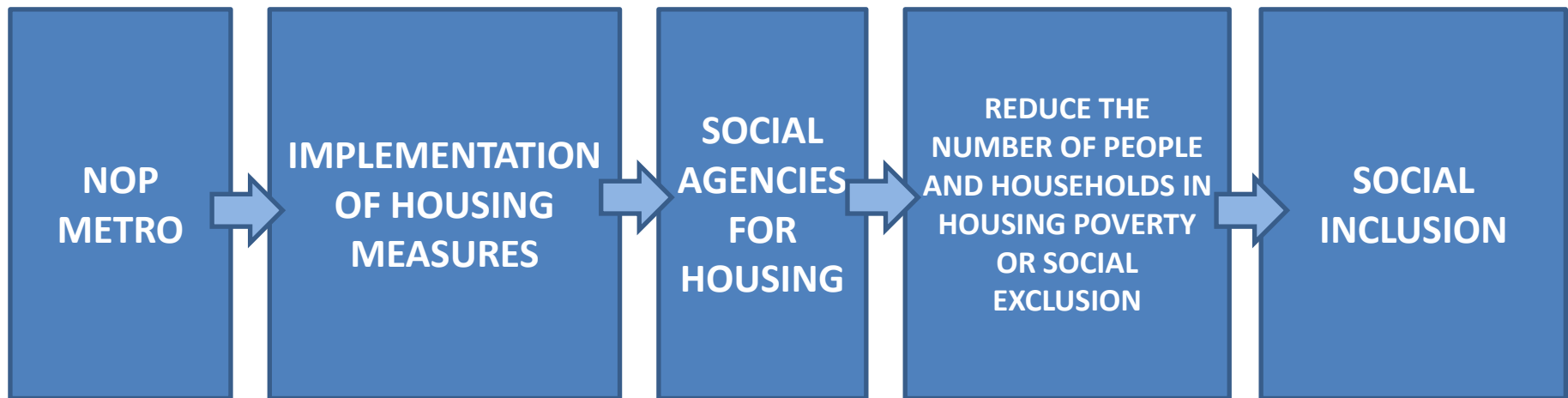
- Still, **most innovative solutions** were established **at the local level**

THE HOUSING PLAN

- The **Housing Plan** is an attempt to coordinate conventional and innovative interventions in order to diminish housing deprivation
- new measures include:
 - the National Fund to support the housing rent
 - the Fund aimed at supporting tenants in arrears
 - incentives to bring on the market vacant houses at an agreed rent (for private owners: tax discounts, other fiscal advantages on rent revenues, guarantee funds, etc.)
 - actions to fight the unauthorised occupation of SPH and their own redemption
 - actions to support the purchase of social housing by tenants
- Special attention has also been granted **to support organisational set up development** to ensure effective coordination of these measures in different urban and metropolitan contexts, through **'Social Agencies for Housing'** (SAH), a new model...

NOP METRO funds the implementation of housing measures (introduced by the Housing Plan) in the 14 cities providing methodological and operational support to local authorities and encouraging experimentation and exchange of practices within a common national framework.

PROGRAM THEORY



PROGRAM THEORY

- The persistence of the economic and occupational crisis strongly affected the social service system, highlighting its inadequacy in facing citizens' emerging needs, leading to **rethink, rationalize and target service design and provision**



MEASURES TO DEAL WITH HOUSING POVERTY: experimenting more integration among different actions

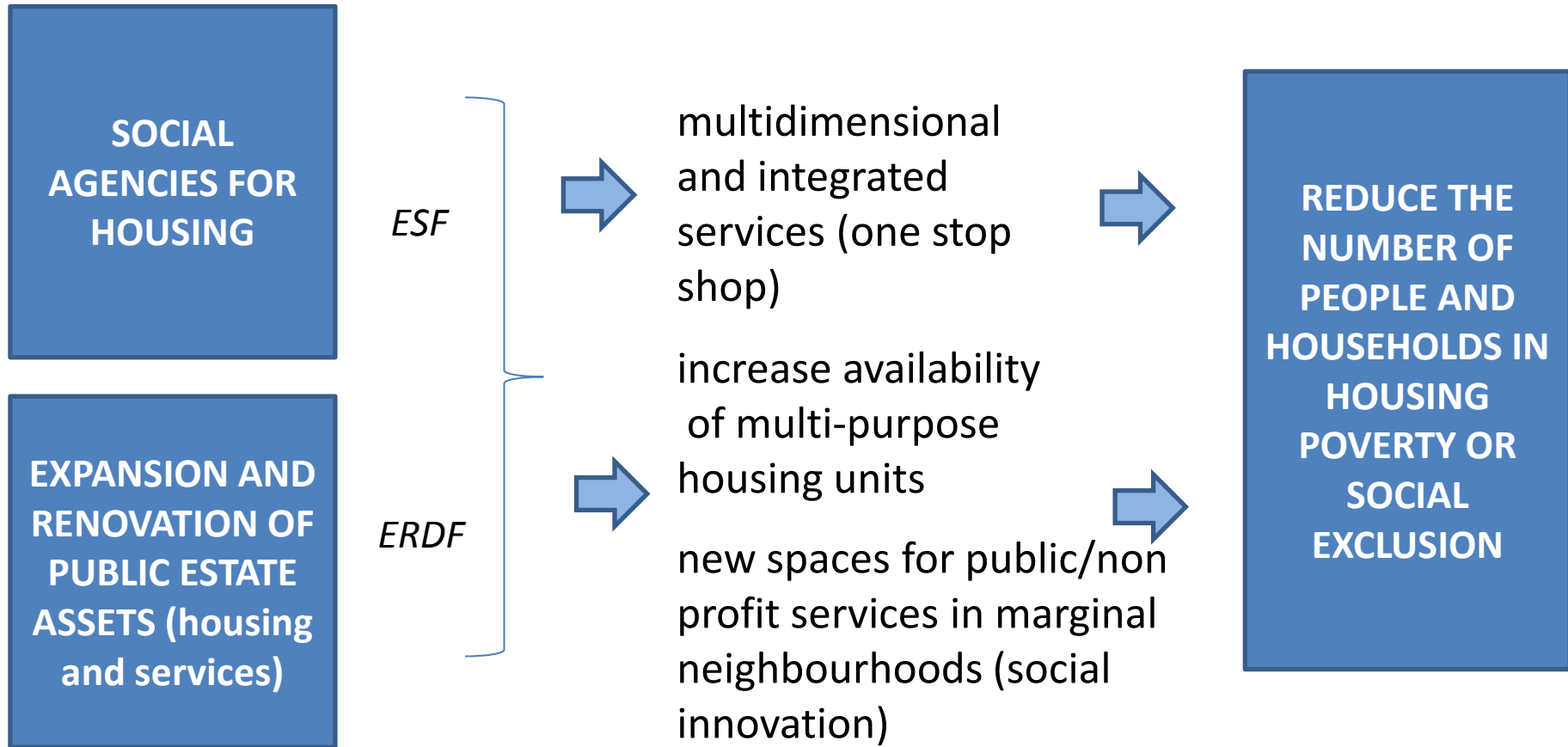
PROGRAM THEORY

- These “integrated” housing measures **will be implemented according to each city’s organizational structure, but all aim at creating a 'One Stop Shop' for service provision. Examples:**



PROGRAM THEORY: INVESTMENT INTEGRATION ERDF/ESF

Service innovation, diversification and customization (ESF) integrated with infrastructure investment for **expansion/renovation of public housing stock (ERDF)**



PROGRAM THEORY

RISK

Ineffective assessment of household needs

Failing in integration of city depts.

Lack of integration between Axis 3 and 4

Weakness of local welfare systems
(southern cities)

Lack of innovation ecosystem

REDUCE THE NUMBER OF PEOPLE AND HOUSEHOLDS IN HOUSING POVERTY OR SOCIAL EXCLUSION

multi-dimensional 'one stop shop' ensuring the access to a number of service

new housing, public spaces and social economic infrastructures in SPH neighbourhoods

SOCIAL AGENCIES FOR HOUSING

EXPANSION AND RENOVATION OF PUBLIC ESTATE ASSETS

Lack of uniformity in the cities' starting conditions (strong and weak)

OPPORTUNITIES

Uniform national strategy

Fruitful and operational exchange between cities

Thematic working groups

CONTEXT

EXPECTED OUTPUTS

SOCIAL INCLUSION

- *integrated path* for job, social, educational, health care placement and housing supplement for 3,904 low-income individuals and for 5,855 individuals with severe forms of distress
- creation and/or requalification of 2,270 **apartments for families** with special social and economic fragility
- restoration of 35,600 square meters of **unused buildings** to host social services
- support to 644 **projects** implemented **by active actors in welfare or NGOs** involved in target areas
- integrated programs for 485 individuals belonging to the **Rom, Sinti and Camminanti, communities**
- low-threshold services and emergency social intervention for 1,811 **homeless**

OBJECT OF THE EVALUATION

- The **Social agencies for housing** is the **main object of evaluation** in the area of integrated policies to confront housing poverty
- The **organizational and operational solutions** adopted to confront housing poverty and the ways in which **infrastructure interventions will be integrated with services** for social inclusion, will be investigated
- Given the experimental nature of financing housing policies with ESI funds, the evaluation may produce a significant increase in knowledge and may help to orient future decisions

MAIN RESEARCH QUESTIONS

IMPLEMENTATION PROCESS

- a) What are the structure and functions of Social Agencies for Housing in the different municipalities? How have services been expanded to the municipalities of the metropolitan area and what are the results of this operation? What value added for Social Agencies for Housing compared to other possible solutions to provide municipal services?
- b) Based on a set of horizontal indicators, what are the outcomes achieved in different cities to prevent housing poverty (e.g. have synergies been activated following the integrated approach of the ESF and ERDF axis ? What is the contribution of the OP to the recovery and reuse of buildings compared to similar experiences carried out in Italy and Europe ?
- c) Have the actions been integrated in order to optimize the use of available resources?

MAIN RESEARCH QUESTIONS

PROGRAM EFFECTIVENESS

- d) What factors define the effectiveness of the OP (in the short- and long-term) in reducing housing problems of different target groups (e.g. age, working and economic conditions, psychological problems, homelessness, etc.)?
- e) What is the contribution of the OP to the recovery and reuse of unused property in compliance with the integrated and sustainable urban planning, and in comparison to similar experiences carried out in Italy and Europe?
- **f) Innovative actions for institutional empowerment, integrated service provision, cost efficiency, and public-private cooperation: do they show potential for transferability and replicability?**

EVALUATION DESIGN

The evaluation will assess the **effectiveness of the integrated actions in bringing** change in facing housing deprivation. The evaluation will also assess which mechanisms, adopted in different contexts, seems best to achieve the specific objectives and the OP progress towards target achievement

Investigation of:

- organizational framework and services provision in implemented measures
- key success elements of Social Agencies for Housing and services provision, also in comparison with previous experiences in various cities
- the management of different services (i.e. social, health, employment, ...) and the way they operate to build an integrated reference point for beneficiaries (v. "one stop shop" multi-dimensional).
- Sinergies between Axis III-ESF and Axis IV-EDRF resulted by integrated multi-fund approach

EVALUATION TECHNIQUES

Case study applying mixed methods such as:

- interviews to intermediate bodies and public and private implementing bodies
- focus- group with public and private stakeholders and implementing bodies
- analysis of technical and administrative documents on all Metropolitan cities with comparative analysis on specific issues

The focus will be on the following topics:

- Role of Social Agencies for Housing, including implemented activities analysis and results obtained
- Role of private sector, third/non profit sector including the analysis of the social innovation elements regarding the fight against housing deprivation

DATA SOURCES

Primary and secondary data

Primary data based on case studies (using mixed methods) and ad hoc surveys
monitoring data