



## *CIVICUS Civil Society Index*

# ITALIAN CIVIL SOCIETY FACING NEW CHALLENGES

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Edited by Giovanni Moro and Ilaria Vannini



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*With the support of*



## FOREWORD

Cittadinanzattiva (Active Citizenship) is an independent civic participation movement, which was established in 1978 and operates in Italy and Europe. Its mission is to empower citizens as actors to protect rights and care for common goods. It has 76,000 members in Italy, participating in 235 local assemblies or federated associations. Cittadinanzattiva operates through networks aimed at involving citizens in different areas of policy making. The networks are the Tribunal for Patients' Rights and the Coordination of Chronically Ill Associations operating in health care and welfare; the "Citizens' Advocates" operating in consumer protection and general interest services; the Justice for Rights network engaged in justice system and legal intervention; the School of Active Citizenship, working on education institutions and civic education and the Active Citizenship Network, linking about 70 national-based citizens' associations operating in 28 European Union countries. The main result that Cittadinanzattiva substantially contributed to achieving was the 2001 reform of the Italian Constitution introducing (art. 118.4) the principle of "horizontal" subsidiarity, which recognises autonomous citizens' activity for general interest, as a pillar of the republic. Cittadinanzattiva has been a member of CIVICUS since the second half of '90s.

In Cittadinanzattiva's tradition there is a strong link between civic action and research, and between domestic and international commitment. This tradition was at the heart of Cittadinanzattiva's decision, in 2003, to carry out the Civil Society Index in Italy. Now that the project has been completed, it is clear that the CSI was an important opportunity to create a common ground of knowledge on civic activism in Italy. The CSI enriched the self-awareness of civil society organisations (CSOs) and increased the attention of many stakeholders. The research itself was implemented through a strong involvement of people and organisations. I hope that the results of the research, reported in this document, will be used as a common tool for building better knowledge and more effective action.

The Active Citizenship Foundation (FONDACA, [www.fondaca.org](http://www.fondaca.org)) played a crucial role in the success of the project. FONDACA, an institution based in Rome, was created in 2001 with the mission of supporting the development of civic activism through social research, advanced training, cultural dialogue and the mobilization of resources. It was inspired by the experience and mission of Cittadinanzattiva and, among others, was the scientific advisor on the CSI implementation both at national and European level. I am very grateful for the contribution of FONDACA people to the project.

Teresa Petrangolini, General Secretary  
Cittadinanzattiva (Active Citizenship)

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These individuals are listed in the Annexes.

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## LIST OF ACRONYMS

ACN	Active Citizenship Network
CGIL	Confederazione Generale Italiana del Lavoro (trade union)
CISL	Confederazione Italiana Sindacati Lavoratori (trade union)
CNEL	Consiglio Nazionale Economia e Lavoro
CSI	Civil Society Index
CSV	Centri di servizi del volontariato (Volunteer Service Centers)
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
DL	Legislative Decree
DM	Ministerial Decree
FIVOL	Fondazione Italiana per il Volontariato
FONDACA	Active Citizenship Foundation
ISTAT	Italian Institute of Statistics
IT	Information Technologies
L	Law
NAG	National Advisory Group
NCO	National Coordinating Organisation
NIT	National Index Team
SME	Small and Medium Enterprise
UIL	Unione Italiana del Lavoro (trade union)

## EXECUTIVE SUMMARY

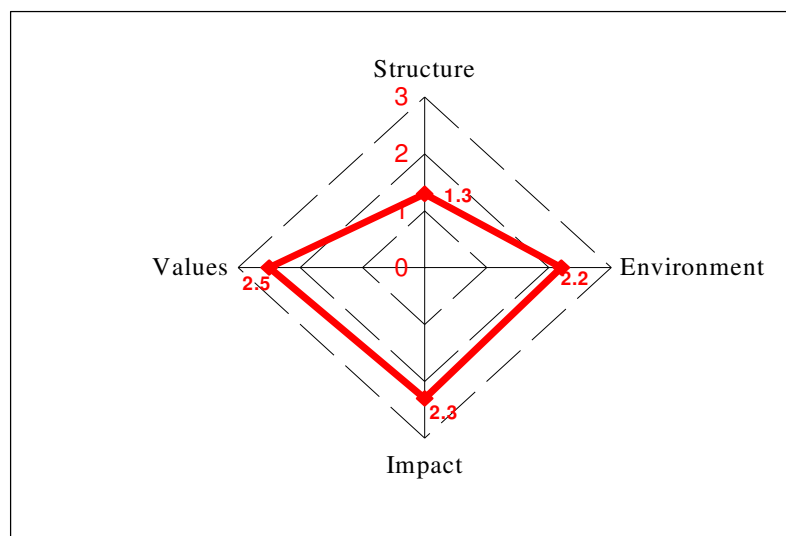
This section presents the main findings, observations and implications of the CIVICUS Civil Society Index (CSI) project in Italy, which was carried out by Cittadinanzattiva with the scientific support of Active Citizenship Foundation (FONDACA).

The project began in early 2003 and ended in June 2006. The first phase, from 2003 to October 2005, involved the collection of relevant materials about Italian civil society; consultations, involving scholars and key persons, to establish the research implementation and the National Advisor Group (NAG), composed of different representatives of civil society organisations (CSOs), scholars, media and public sector, to define a map of civil society in Italy; the gathering of data through secondary sources; regional focus groups and the monitoring of national mass-media.

It must be mentioned that, during this phase, the research team faced a relevant problem of data available on CSOs. Most of the sources refer either to nonprofit organisations (NPOs, in total 221,412, an entity that is definitely different from the CSI definition of civil society, though includes the main part of CSOs – an estimated number of 86,000), or to specific kinds of CSOs, such as voluntary organisations or social cooperatives. Such data have been used, but this situation has been taken into account.

During the second phase, from October 2005 to May 2006, a first report, including all of the information collected, was drafted. It was debated before in the NAG at the scoring meeting, where the 74 indicators were evaluated, and later at a larger workshop. Then, according to participants' comments and suggestions, the report was modified.

**FIGURE 1: Civil Society Diamond for Italy**



The state of Italian civil society is visually depicted in Italy's Civil Society Diamond (see figure 1). The diamond indicates that the structure of Italian civil society is the weakest dimension, while the sector's operating environment, impact and values are well developed and quite well-balanced. The **structure** of Italian civil society is slightly weak. This is primarily due to weak participation and scant inter-relations among civil society actors. The **environment** is relatively enabling and

supported by a favourable political and socioeconomic context. Civil society practices and promotes positive **values** to a significant extent, but needs to improve internal democratic practices and transparency. The **impact** of civil society is significant, especially in regard to meeting societal needs and empowering citizens. However the sector's ability to hold the state accountable and affect policy making still needs to be fully developed. The following section summarises the main findings of the CSI assessment in Italy.



## Structure

The analysis of civil society's structure reveals that it is the least developed among the four CSI dimensions.

As for strengths, CSOs represent the diversity of civil society, both in terms of social groups (i.e. disadvantaged people and immigrants) and geographical distribution (CSOs are present even in the most isolate places and regions of the country). Nevertheless, some social groups remain under-represented and are absent from leadership roles, particularly women, and CSOs are still more diffused in the North (51.1% of them, with 44 institutions per 10,000 inhabitants) than in the South, the least developed area of Italy (27.7%). A relevant part of the population is engaged in charitable giving, though the percentage of personal income donated is less than 1%. On average, people volunteer for 28 hours per month, which is a significant amount of time, and effective and expanding support structures exist. In terms of resources, CSOs have adequate human and technical resources to achieve their objectives, although financial resources appear to be insufficient.

As for weaknesses, only a minority of people (though relevant in quantitative terms) carry out non-partisan political actions, belong to CSOs, volunteer on a regular basis or have participated in a collective action during the last year. Nevertheless, there are significant examples of citizens' involvement, such as the high number of participants at the Rome march against the Iraq war in 2003 (around 2.5 million people) and the growing phenomenon of citizens volunteering for civil defence. The national defence system currently includes about 2,500 CSOs operating at community level and gathering more than 1,300,000 permanent volunteers. In general, CSOs in Italy tend to under-represent some social groups in their membership and, even more so, in their leadership. The most significant example is women, who represent 50.8% of those active in voluntary organisations, but only hold leading positions in three organisations out of 10. Of the associations that belong to the umbrella organisation, the *Forum del Terzo Settore*, only 33 of the 157 leading roles (21%) are filled by women.

The majority of CSOs belong to an umbrella organisation or federation, but these structures are not usually very effective. At the same time, there exist a very limited number of self-regulation norms shared by CSOs. Only a few CSOs have international linkages, though CSOs' networking with CSOs from other European Union countries is rapidly growing. Communication and cooperation between civil society actors is limited and there are few examples of cross-sectoral coalitions.

In spite of these structural deficiencies, it must be noted that Italian civil society is under going a dramatic development that is epitomised by the growth rate of voluntary organisations during 1996-2000. During this period the national average was 119%, with a surprising peak in the south where voluntary organisations grew in number at a pace of +200%.

## Environment

Italian CSOs live in a relatively safe and favourable environment, in legal, political and socio-economic terms.

Political rights are fully implemented, civil liberties are respected and access to information is guaranteed, though a recent law has partially restricted this right. Around 15% of the national budget is devolved to decentralised institutions, and several public services (such as health care, transport and school services) are directly managed by regional and local administrations. The socio-economic situation is not a barrier to the development of civil society, though Italy is witnessing a dramatic decrease in expenditure for social development, as is also the case in other European Union member states. The process of registration of CSOs is sufficiently fair and quick and CSOs' autonomy and

freedom to criticise the government are guaranteed. However, especially at local level it can create problems for CSOs. A supportive fiscal legislation for CSOs and tax benefits for donors are guaranteed (individuals and companies can directly deduct up to 10% of their taxable income and no more than 70,000 € donated to CSOs). A relevant amount of public resources are invested in CSOs: the public sector is still the main funder of CSOs. Of the funds for nonprofit organisations operating in health care, 70.5% are public, while in the sectors of economic development, social cohesion, social welfare, environment protection, education and research, over 40% of the funds are public funds. Forty-two percent of voluntary organisations are dependent on public funds and 59% of social cooperatives' funds come from the public sector. Private enterprises show a growing attention both to dialogue with and financial support to CSOs. About 70% of companies in Italy make donations to CSOs and many companies are concerned with the social and environmental consequences of their activities.

As far as the environment dimension is concerned, one aspect that raises concern is the fragmentation of the multi-party system, characterised by two coalitions that are not particularly stable or clearly differentiated, and which are currently fragmented into 42 different parties represented in parliament. Linked to the weakness of the political leadership is the substantial level of mistrust and perceived corruption in the public sector. In 2005, Transparency International ranked Italy as 40<sup>th</sup> on its Corruption Perception Index. The low level of public spiritedness is reflected in the frequent violations of the law by citizens, and even by the state bureaucracy, and the low number of citizens that believe the State is able to enforce the rule of law. This situation is definitely not enabling for CSOs, since it gives place to lack of responsibility and accountability of the public sector. Frequent violations of the freedom of the press are noteworthy, mainly due to the oligopoly in the media system, with a dominant role played by the former Prime Minister, Mr. Silvio Berlusconi.

Both the public and private sectors' attitudes towards CSOs have improved. For example, the main Italian bank, Banca Intesa, signed an agreement in 2003 to create specific bank services for social enterprises, while some CSOs have created their own banking networks, such as Banca Etica. Finally, those citizens that are aware of the existence of fiscal benefits for philanthropy are likely to donate much more than those who are not aware of these incentives (on average 212 € per year as opposed to 92 €).

All in all, what made Italian civil society's operative environment rather conducive is the activity of CSOs themselves. For example, during the 2001 reform of the Italian Constitution, CSOs proposed the introduction of the principle of the constitutional value of citizens' engagement in general interest activities, and an article based on their proposal was approved by Parliament, the principle of "horizontal subsidiarity", article 118.). This event is a milestone in the history of civil society in Italy.

## **Values**

Values prove to be the most developed dimension in the Italian civil society.

As for the strengths, indicators regarding CSOs' democratic, tolerant and non-violent attitudes and actions present the highest scores, as do those regarding the protection of the environment and the struggle against poverty. As for the practice of these values, civil society emerges as a driving force in the promotion of democracy on a daily basis. Intolerant groups are an isolated minority and while violent groups do exist they are largely stigmatised. CSOs are committed to combating intolerance and discrimination, especially with regard to immigrants, people living with HIV-AIDS, the mentally ill, gays and lesbians and the disabled. Civil society also has a leadership role in the fight against poverty, for example through organisations like Caritas, which manages 60 observatories on poverties, 2,000 centres, social canteens and shelters that respectively host about 13,000 and 2,000 people each year and are supported by about 200,000 volunteers, as well as in the protection of the environment, where CSOs enjoy large support and visibility. Democratic practices and procedures

inside CSOs are guaranteed, though they do not seem to be characterizing the day-to-day management of CSOs. On the other hand, while traditional practices associated with membership are decreasing, other forms of participation are increasing. For example, only 4.5% of the 500,000 members of Coop Nord Est participated in 2005 assemblies on the discussion of the annual balance, but 16.5% of them donated 1.7 million € to support cooperative international aid programs. Relevant actions of CSOs to promote transparency, in both the public sector and in private enterprises, are regularly carried out by a number of CSOs, particularly consumers' organisations. .

In terms of weaknesses, the two most concerning issues regard CSOs' financial transparency and gender equity. Although the approval of regular financial reports is mandatory by law, few CSOs publish them (along with the list of their financial partners) onto their websites. It also seems that Italian civil society has not wholeheartedly embraced the value of gender equity, since gender equitable practices within CSOs are much less developed than any other value practiced and promoted by civil society. Although some women's networks are particularly active in Italian society, the fact that scant information is available on the current actions to promote gender equity by CSOs in general is a further indication that gender issues are not given the prominence they deserve in civil society at large, thus reflecting a general attitude of the Italian public sphere.

### **Impact**

Italian CSOs' impact on people and situations affecting their needs and rights appears to be quite high.

The most relevant impact can be detected when CSOs are active in society directly, with the aim of protecting rights, delivering services, meeting people's needs, informing and empowering citizens and holding the state (less) and the private sector (more) accountable and transparent. CSOs have also been successful in informing and educating citizens, in supporting their ability to self-organise, for example around issues of fair trade, in empowering marginalised groups, in contributing to the building of social capital and in supporting livelihoods of the poor. This is reflected in the level of people's trust in CSOs. Associations and organisations are the most trusted entities in Italy, with higher levels of trust than the commonly most trusted actors, such as the President of Republic and the Carabinieri, the special police forces.

Civil society's impact is less relevant when it comes to holding the state accountable on issues such as the promotion of human rights or social policy, particularly regarding welfare services. Of special concern is CSOs' limited influence on national budget, with the exception of trade unions and business organisations, which are officially recognised as counterparts by government, and some consumers' organisations that have demonstrated a certain capacity to influence specific budget policies.

Finally, as mentioned in the section on civil society's values, the overall attention to gender equality, and hence impact on gender issues, is particularly limited in the case of Italian CSOs, whereas there remain specific social needs, such as those of the Roma population and underemployed workers, in need of further commitment by CSOs.

All in all, it must be stressed that Italian CSOs, especially in the last three decades, have deeply influenced public life and successfully addressed a number of problems of general interest, most of which have not been sufficiently or addressed at all by the state.

## Recommendations and conclusions

According to the main weaknesses detected by the CSI analysis, the following recommendations were discussed during the workshop held in Rome on 24 May 2006:

- New forms of civic participation and of membership in CSOs are necessary, in order not to lose the link with the youth.
- It is necessary to encourage a shift in attitudes and practices within CSOs, to give women and marginalised groups (especially immigrants) equal opportunities to lead CSOs.
- CSOs need to develop a code of conduct and criteria and procedures to monitor the work of CSOs in policy making, to strengthen CSOs transparency and accountability towards their constituencies and the general public.
- Political leadership should develop a strategic and positive attitude towards CSOs, and consider them as an additional resource, rather than as a threat.
- Public administration, at all levels, from the EU to the local government, should explore avenues to support CSOs and encourage forms of cooperation, by respecting the independence of CSOs and by expecting CSOs to fulfil their responsibilities towards the public at large (e.g. transparency and accountability).
- The media's negative attitude towards CSOs should be overcome, so as to give CSOs a space that is duly proportional to their significant role in society.
- It is necessary to strengthen civil society's structure by: increasing information, communication and cooperation among organisations; by changing their cultural patterns that favour isolation; by improving umbrella organisations, whose operational models must be deeply reviewed, and by increasing the use of information technologies.

Civil society in Italy went through different phases and, in this current form, is now undergoing a process of consolidation. The results of the CSI in Italy show that civil society has become mature, as shown mainly in its ability to mobilize resources aimed at facing the most relevant problems affecting the country. This ability is of crucial importance, since social and economic inequalities, as well as environmental concerns, are rapidly growing in Italy. To fully develop this new role, CSOs must improve their structure to face these new challenges. However, they must also be better supported by their interlocutors, such as the political powers and the media system, in order to overcome the paradoxical situation highlighted by the NAG, during its social forces mapping exercise. The situation that they highlighted is the inverse proportion between the high level of public trust of some CSOs and their low weight in Italian public realm.

## INTRODUCTION

This document presents the outcomes of the Civil Society Index (CSI) project in Italy, implemented from September 2003 to May 2006, as part of the international CSI project coordinated by CIVICUS: World Alliance for Citizen Participation.

The CSI is a participatory, action oriented research project that assesses the state of civil society in countries around the world. The project links the assessment exercise with stakeholders' reflections and the development of an action plan, aimed at strengthening civil society in the areas where weaknesses or challenges were detected. By seeking to combine the results of a participatory assessment with joint actions by relevant stakeholders, the CSI aims at contributing to the development of knowledge-based policies and practices on civil society.

In each country, the CSI has been implemented by a National Coordinating Organisation (NCO), guided by a National Advisor Group (NAG) and the CSI project team at CIVICUS. Cittadinanzattiva, as coordinating organisation for Italy, with the scientific support of FONDACA, collected and synthesised the data and information on civil society from a variety of primary and secondary sources. This information was used by the NAG to score the 74 CSI indicators, which together provide a comprehensive assessment of the state of civil society. The findings were then been discussed at a National Workshop, where civil society stakeholders were asked to identify specific strengths and weaknesses of civil society and to develop recommendations for strengthening civil society. The international CSI project team at CIVICUS has provided training, technical assistance and quality control to the NCO throughout the project implementation.

The CSI is an international comparative project currently involving more than 50 countries around the world. It was conceived with two specific objectives: (1) providing useful knowledge on civil society and (2) increasing the commitment of stakeholders to strengthen civil society. The first objective inherits a certain tension between country-specific knowledge and knowledge comparable cross-nationally on a global scale. CIVICUS sought to resolve this tension by making it possible to adapt the methodology and the set of 74 indicators to country-specific factors. CITTADINANZATTIVA/FONDACA made a few adaptations to the project methodology, but adhered fairly closely to the project framework proposed by CIVICUS. It was indeed recognised the value of the comparability of research findings as a main strength of the project.

### Structure of the report

Section I, the “Civil Society Index Project and Approach”, provides a detailed history of the CSI, its conceptual framework and its research design.<sup>7</sup>

Section II, “Civil Society in Italy”, provides a background on civil society in Italy and highlights some specific features of Italian civil society. It also describes the use of the civil society concept in Italy, as well as the definition used by the CSI project and the attempt to estimate the quantitative dimension of civil society organisations (CSOs) existing in Italy. Last, it describes the exercise of developing a map of civil society, which was carried out as part of the CSI project activities in several regions in the country.

Section III, entitled “Analysis of Civil Society”, is divided into four parts –Structure, Environment, Values and Impact– which correspond to the four main dimensions of the CSI. The presentation of the results according to single dimensions and subdimensions is intended to be a resource repository, and readers looking for an overall interpretation of the report should refer to the conclusion. This

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<sup>7</sup> See also Annex 1 (The Scoring Matrix), and Annex 2 (Overview of CSI research method).

section also involves data collected from the media review analysis and stakeholders' consultation<sup>8</sup>, as well as data collected analysing particular case studies.

Section IV, "Strengths and Weaknesses of Italian Civil Society", summarises the ideas, arguments and opinions raised at the National Workshop, which was held on 24 May 2006 in Rome. Participants from CSOs, the public sector, private companies, media and academic institutions had the opportunity to comment on, criticise and supplement the findings through their participation in discussion.

Section V, "Recommendations", provides the main recommendations raised by participants at the National Workshop and other project events. The recommendations focus on concrete strategies aimed at strengthening civil society and its role in Italy.

Finally, the conclusion in Section VI maps the Civil Society Diamond and offers an interpretation of the report's implications for the overall state of Italian civil society.

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<sup>8</sup> See Annexes 3 and 4.

# I CIVIL SOCIETY INDEX PROJECT & APPROACH

## 1. PROJECT BACKGROUND

The idea of a Civil Society Index (CSI) originated in 1997, when the international non-governmental organisation CIVICUS: World Alliance for Citizen Participation published the *New Civic Atlas* containing profiles of civil society in 60 countries around the world (CIVICUS 1997). To improve the comparability and quality of the information contained in the *New Civic Atlas*, CIVICUS decided to embark on the development of a comprehensive assessment tool for civil society, the Civil Society Index (Heinrich, Naidoo 2001; Holloway 2001). In 1999, Helmut Anheier, the director of the Centre for Civil Society at the London School of Economics at the time, played a significant role in the creation of the CSI (Anheier 2004). The CSI concept was tested in 14 countries during a pilot phase lasting from 2000 to 2002. Upon completion of the pilot phase, the project approach was thoroughly evaluated and refined. In its current implementation phase (2003-2005), CIVICUS and its country partners are implementing the project in more than fifty countries (see table I.1.1).

**Table I.1.1: Countries participating in the CSI implementation phase 2003-2005<sup>9</sup>**

1. Argentina	19. Ghana	37. Palestine
2. Armenia	20. Greece	38. Poland
3. Azerbaijan	21. Guatemala	39. Romania
4. Bolivia	22. Honduras	40. Russia
5. Bulgaria	23. Hong Kong (VR China)	41. Scotland
6. Burkina Faso	24. Indonesia	42. Serbia
7. Chile	25. Italy	43. Sierra Leone
8. China	26. Jamaica	44. Slovenia
9. Costa Rica	27. Lebanon	45. South Korea
10. Croatia	28. Macedonia	46. Taiwan
11. Cyprus <sup>10</sup>	29. Mauritius	47. Togo
12. Czech Republic	30. Mongolia	48. Turkey
13. East Timor	31. Montenegro	49. Uganda
14. Ecuador	32. Nepal	50. Ukraine
15. Egypt	33. Netherlands	51. Uruguay
16. Fiji	34. Nigeria	52. Vietnam
17. Georgia	35. Northern Ireland	53. Wales
18. Germany	36. Orissa (India)	

The reason why the Italian side of the project was directed and carried out by Cittadinanzattiva (Active Citizenship) rests not only in Cittadinanzattiva's membership in CIVICUS. It is more the result of the 30-year engagement of the movement for the empowerment of common citizens as policymaking actors in those fields where basic needs and rights are under question. Initiatives, such as the Tribunal for Patients' Rights, the "Citizens' Advocates" and the School of Active Citizenship are generally recognised as pioneer experiences, which have substantially contributed to the growth of awareness and strength of civil society in Italy. Moreover, the promotion of the Active Citizenship Network and a loose network of about 70 national-based citizens' organisations, operating in the European Union and in the candidate countries, has enlarged the base of knowledge and expertise of Cittadinanzattiva, as well as its attitude to networking.

Also, over the past five years, FONDACA has been developing a research program on civic activism, focusing on both theoretical and empirical information, which pays special attention to Italian and European developments. Moreover, FONDACA is the scientific advisor of Cittadinanzattiva and has specific expertise in action research involving CSOs.

<sup>9</sup> This list encompasses independent countries as well as other territories in which the CSI has been implemented as of October 2006.

<sup>10</sup> The CSI assessment was carried out in parallel in the northern and southern parts of Cyprus due to the de facto division of the island. However, the CSI findings were published in a single report as a symbolic gesture for a unified Cyprus.

For both institutions, the CIVICUS project has been an occasion of crucial importance in order to reach two objectives. The first is the international diffusion of an updated and as complete as possible set of information on Italian civil society, which takes into consideration the present lack of data on Italian civil society that results in prejudices and misinformation on the state of civil society in this country. The second objective is the creation of a knowledge base to enable Italian civil society actors and their stakeholders to develop a debate on the situation, to increase awareness and self-awareness of involved actors and to identify policies to be promoted for the enhancement of civil society in Italy. As the results of the CSI have pointed out, one of the weaknesses of civil society in Italy is the fragmentation of CSOs, which is made worse by their lack of knowledge about the overall state of civil society in the country.

## 2. PROJECT APPROACH

The CIVICUS CSI is an action-research project that aims to assess the state of civil society, defined as *the arena, outside of the family, the state and the market where people associate to advance common interests*, in several countries around the world. It is designed to collect information and score four different dimensions of civil society: the structure, the external environment, the values and the impact. Each dimension is composed of several subdimensions, overall 25, and, in turn, each subdimension is composed of an even larger number of individual indicators, 74 on a whole.

The information is collected through several methods: secondary data collection, a civil society stakeholder survey, regional workshops, a media review, structured expert consultations and several case studies. The indicators are then separately assessed and discussed by the NAG. The outcomes of the research and assessment are also discussed by the representatives of the key stakeholders at the National Workshop. The task at the National Workshop is to identify the specific strengths and weaknesses and to provide recommendations for key actions aimed at strengthening civil society. The CSI project approach, the conceptual framework, research and assessment methodology are described in detail in this section.

### 2.1. Conceptual framework

#### *How to define the civil society?*

CIVICUS defines *civil society as the arena, outside of the family, the state and the market where people associate to advance common interests*.<sup>11</sup> The CSI has two interesting features that contrast other civil society concepts. First, its goal is to avoid the conventional focus on formal and institutionalised civil society organisations (CSOs) by also considering informal coalitions and groups. Second, whereas civil society is sometimes perceived as an area with positive actions and values, the CSI seeks to assess both the positive and the negative manifestations of civil society. This concept consequently includes not only the humanitarian organisations and associations active in environmental protection, but also groups such as skinheads and aggressive football supporter groups. The CSI does not only assess to what extent the CSOs support democracy and tolerance, but also the extent of their intolerance or even violence.

#### *How to conceptualize the state of civil society?*

To assess the state of civil society, the CSI examines civil society along four main dimensions:

- The **structure** of civil society (e.g. number of members, extent of giving and volunteering, number and features of umbrella organisations and civil society infrastructure, human and financial resources);
- The external **environment** in which civil society exists and functions (e.g. legislative, political, cultural and economic context, relationship between civil society and the state, as well as the private sector);

<sup>11</sup> In debates about the definition of civil society in regional stakeholder consultations, the NAG meetings and the National Workshop participants agreed to use the word *space* instead of *arena*.

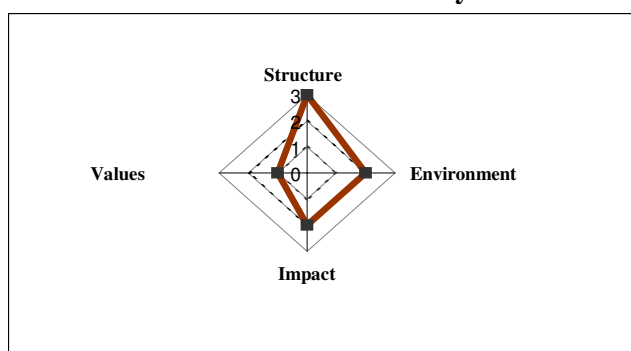


- The *values* practiced and promoted within the civil society arena (e.g. democracy, tolerance or protection of the environment) and
- The *impact* of activities pursued by civil society actors (e.g. public policy impact, empowerment of people, meeting societal needs).

Each of these main dimensions is divided into a set of subdimensions containing a total of 74 indicators.<sup>12</sup> These indicators are at the heart of the CSI and form the basis of the data presented in this report. The indicator – subdimension – dimension framework underpinned the entire process of data collection, the writing of the research report, the NAG’s assessment of Italian civil society and the presentations at the National Workshop. It is also used to structure the main section of this publication.

To visually present the scores of the four main dimensions, the CSI makes use of the Civil Society Diamond tool (see figure I.2.1 below as an example).<sup>13</sup> The Civil Society diamond graph, with its four extremities, visually

**FIGURE I.2.1: CIVICUS Civil Society Diamond**



summarises the strengths and weaknesses of civil society. The diagram is the result of the individual indicator scores aggregated into sub- dimension and then dimension scores. As it captures the essence of the state of civil society across its key dimensions, the Civil Society Diamond can provide a useful starting point for interpretations and discussions about how civil society looks like in a given country. As the Diamond does not

aggregate the dimension scores into a single score, it cannot, and should not, be used to rank countries according to their scores for the four dimensions. Such an approach was deemed inappropriate for a civil society assessment, with so many multi-faceted dimensions, contributing factors and actors. The Diamond also depicts civil society at a certain point in time and therefore lacks a dynamic perspective. However, if applied iteratively, it can be used to chart the development of civil society over time, as well as compare the state of civil societies across countries (Anheier 2004).

## 2.2. Project methodology

This section describes the methods used for collecting and aggregating of various data used in the project.

### 2.2.1. Data Collection

The CSI recognised that, in order to generate a valid and comprehensive assessment of civil society, a variety of perspectives and data should be included – insider, external stakeholder and outsider views, as well as objective data ranging from the local, the regional to the national level.

The CSI therefore includes the following set of research methods: (1) Review of existing information, (2) Regional stakeholder consultations, (3) Media review and (4) Fact-finding studies.

It is believed that this mix of different methods is essential to generate accurate and useful data and information, and also accommodates the variations of civil society. The CSI also seeks to utilize all available sources of information to avoid ‘reinventing research wheels’ and wasting scarce resources. Lastly, the research methodology is explicitly designed to promote learning and, ultimately, action

<sup>12</sup> See Appendix 1.

<sup>13</sup> The Civil Society Diamond was developed for CIVICUS by Helmut Anheier (see Anheier 2004).

on the part of participants. Besides feeding into the final national-level seminar, data collection processes also aim at contributing to participant learning. This is done, for example, through group-based approaches that challenge participants to see themselves as part of a “bigger picture”, to think beyond their own organisational or sectoral context, to reflect strategically about relations within and between civil society and other parts of society, to identify key strengths and weaknesses of their civil society and assess collective needs. It is important to note that the CSI provides an aggregate needs assessment on civil society as a whole, and is not designed to exhaustively map the various actors active within civil society. However, it does examine power relations within civil society and between civil society and other sectors, and identifies key civil society actors when looking at specific indicators under the structure, values and impact dimensions.

The Italian CSI study was composed of different phases, for the gathering of first- and second-degree information.<sup>14</sup>

- A preliminary and preparatory review of existing information, primarily based on documents, and on the collection of non official data about civil society.<sup>15</sup>
- The organisation of eight territorial focus groups, attended by about 320 CSO representatives and various kinds of stakeholders. They were implemented through different steps:
  - a questionnaire given to the relevant stakeholders (111 of them were collected and analysed);
  - a meeting to discuss the gathered information and
  - the set-up of a report summarising the final results of the discussion.
- The monitoring of six national media to collect information about CSOs and to establish whether and how civil society is represented by them, over a period of four months. Over 1,870 items were collected and analysed.
- The gathering of official and second-degree information. More than 120 reports were used and 140 websites were consulted in this process.
- Expert consultations. About 30 ad hoc interviews with relevant representatives of civil society, the state and the scientific community were carried out, in order to collect information about specific indicators’ aspects, where there was a lack of data.

### 2.2.2. Aggregating data

The project team collected various types of data for the draft report and the NAG structured them according to the CSI indicators, subdimensions and dimensions. Each indicator was attributed a score between 0 and 3 (0 being the lowest value and 3 the highest). Each potential indicator score (0, 1, 2 and 3) was described in either qualitative or sometimes quantitative terms. The NAG scoring exercise has been modelled along a “citizen jury” approach (Jefferson Centre 2002), in which citizens come together to deliberate, and make decision on a public issue, based on presented facts. The NAG’s role has been to give a score (similar to passing a judgement) on each indicator based on the evidence (or data) presented by the National Index Team (NIT) in the form of the draft country report. The process of indicator scoring, performed by the NAG, was based on a discussion on the information provided for each indicator. Based on this discussion and the scoring matrix featuring the indicator score descriptions, the NAG decided on a score for each respective indicator.

The National Workshop also played a role in validating the indicators. As a result of the workshop, participants built a common understanding of the current state of civil society and recommended initiatives for civil society strengthening.

<sup>14</sup> For research design and methodology, see Annex 2.

<sup>15</sup> In particular a working document set up by Giovanni Moro for the Active Citizenship Network’s “Citizens for the New Europe” Project and now published in Moro (2005).

## 2.3. Linking research with action

The CSI is not a purely academic project. Its goal is to involve civil society actors in the research process, contribute to a discussion on civil society and provide recommendations on how to strengthen civil society. This categorizes the project as action oriented research.

Various relevant stakeholders participated in the project implementation at several levels. The NAG included representatives from CSOs, the state, the corporate sector, journalists and researchers. The NAG discussed the definition of civil society, the project methodology and assisted with calibrating certain indicator score categories.

Another important component of the project was the regional consultations, organised to collect information and qualified opinions from civil society actors and stakeholders, from the standpoint of regional and local dimension. The consultation was held in eight regions representative of the North, Centre and South of Italy; Lombardia, Piemonte, Emilia-Romagna, Lazio, Marche, Molise, Basilicata, Puglia, and involved representatives of various CSOs, the local administrations, the corporate sector, the media and researchers.

The final component of the participatory CSI approach was the discussion of the draft CSI report at the National Workshop, where participants were asked to assess the research results, identify overall strengths and weaknesses of Italian civil society and provide recommendations for future activities.

## 2.4. Project outputs

The CSI implementation in Italy delivered several products, including:

- A comprehensive report on the status of civil society in the country;
- A list of recommendations, strategies and priority actions developed by various stakeholders, aimed at strengthening civil society in Italy;
- A power point presentation on the main results of the project (dimensions, subdimensions and indicators), for the Italian public;
- Public presentation of the aims and background of the project at the 2<sup>nd</sup> National Convention on Subsidiarity (Rome, June 2005) and
- Information on the project and its expected results presented through media.

## II CIVIL SOCIETY IN ITALY

### 1. HISTORICAL OVERVIEW OF CIVIL SOCIETY

**Figure II.1.1: Country Information**

<b>Country:</b> Italy
<b>Country size</b> (in Km <sup>2</sup> ): 301230
<b>Population</b> (in Thousands): 58093
<b>Population density:</b>
<b>Population under 15 years:</b> 14.1%
<b>Urban population:</b> 67.4%
<b>Form of government:</b> Republic
<b>Seats in parliament held by women:</b> 11.5%
<b>Language:</b> Italian (official), German, French, Slovene
<b>Ethnicity:</b> Italian, German, French-, and Slovene-Italians, Albanian-Italians and Greek-Italians
<b>Religion:</b> predominately Roman Catholic with mature Protestant and Jewish communities and a growing Muslim immigrant community
<b>HDI Score &amp; Ranking:</b> 0.934 (18th)
<b>GDP per capita</b> (US \$): 27119
<b>Unemployment rate:</b> 9.0%
<b>Population living with less than US\$ 2 a day:</b>

Several historians and scholars have traced back the origins of civil society in Italy to different historical eras. However, it is impossible to properly address this issue in this report, both due to the limits of this research and the number of different opinions and interpretations that characterize this discussion. Therefore this discussion will be limited to an historical overview of the origins of contemporary civil society in Italy.

From this point of view, it can be argued that contemporary civil society has its origins in the 19<sup>th</sup> century, when civil initiatives linked with both the workers' socialist movement and the

development of the Catholic Church. These initiatives gave place to modern political parties, trade unions, cooperatives, mutual benefit societies, charitable organisations and networks of community centres, poor people shelters and social canteens. These organisations directly responded to the needs of the working class, peasants and poor people, while struggling for recognition of their civil, political and social rights. These forces were autonomous and often in opposition to the new national state, which was established between 1860 and 1870, and looked with suspicion on these social and political actors, and actively contrasted some of them. For example, the “Crispi Law” in 1890, which confiscated several assets from associations linked with the Catholic Church.

At the beginning of the 20<sup>th</sup> century and until the rise of fascism in 1922, CSOs achieved significant power in Italian society, and political parties linked to both socialist and catholic movements became increasingly strong and acquired a relevant space in parliament and in society at large. Thanks to their action, the majority of Italians had the opportunity to take part in political decisions, especially thanks to the introduction of the universal suffrage in 1912, which was extended to women only in 1946, and to influence the economic and social life of the country.

From 1922 to 1943, the Fascist regime severely restricted fundamental freedoms and political rights, and persecuted civil society associations. While many groups and associations were forced to close down and a conflict broke out between the state and the Catholic Church, the regime promoted a corporatist arrangement which co-opted (or ad-hoc created) professional, business and employee associations epitomised by the institution of the ‘*Camera dei Fasci e delle Corporazioni*’, a governmental body that supervised the activities of CSOs.

After the end of the Second World War, in 1946 Italy became a democratic Republic and CSOs and political parties closely linked to the catholic and socialist movements, played a leading role in the after-war reconstruction of the country and in the development of the new Republic. Contrary to what happened during the previous decades, most CSOs during the post-war period integrated themselves into the realm of the state, becoming close to, and often part of, democratic institutions.

A new wave of CSOs began in the 1970s, after the '68 movement, when a lot of new citizens' organisations and initiatives arose, even as a reaction against political violence between terrorist groups (both right- and left- oriented) and the state. This clash characterised Italian political life until the early 1980s. The main feature of these new associations was their increasing autonomy from political parties and institutions as a sign of a new attitude common to many citizens that intended to contribute directly to public life and matters of general interest. This new wave, common in developed countries, was the result of two major factors: the crisis of state expenditure, especially the welfare system, and the crisis of trust and legitimacy of public institutions. This new wave was oriented to advocacy, delivering services, and empowering people and communities. Its presence was relevant in order to put new issues forward, such as the environment, and to face the failures of the state in protecting welfare rights.

One of the major obstacles that new CSOs had to face was the pattern of the state monopoly in the management of public affairs, a pattern that existed both in common wisdom and in the legal system, and paradoxically went together with the development of civic engagement. A turning point, from this point of view, was represented in the 2001 reform of the Italian Constitution, where the engagement of citizens in public affairs, beyond the mere freedom of association, the liberty to associate for private purposes, was established as a constitutional matter, and the principle of horizontal subsidiarity (cooperation and support) between the state and citizens engaged in matters of public interest was established (art. 118.4). The text of the new article of the constitution, coming from a proposal by CSOs shared by the government and approved by the Parliament is the following:

*The State, Regions, Provinces, Municipalities and Towns favour the free initiative of citizens, as individuals and organisations, for the accomplishment of general interest activities, on the basis of the principle of subsidiarity.*

This constitutional reform is a milestone: both because it is the point of arrival of a three-decade struggle for the recognition of CSOs as truly autonomous actors, and because it is a starting point for new developments. In sum, contemporary civil society in Italy was significantly shaped by the socio-political and economic context within which catholic and socialist movements operated in the 19<sup>th</sup> century. Initially, it emerged as an alternative to, and at times contrasted by, the newly established national state. During the first half of the 20<sup>th</sup> century, civil society groups contributed towards the development of the republican institutions, through extensions of franchising, and, after having been harassed by the fascist regime, became a driving force for the building of the Italian democracy in the aftermath of the Second World War.

In the post-war period, the link between civil society and the main political parties enabled the state to play a rather inclusive role and, also allowed civil society to strengthen its contribution in the public sphere. After 1968, new associations came to the fore and the autonomy of CSOs from traditional parties began to grow, widening the gap between the political establishment and those associations and civic initiatives that came into existence after 1968.

The 2001 constitutional reform solved, at least in principle, this divide by recognising the constitutional value of civic engagement in public affairs. This engagement was, and is, of the utmost importance in facing the crisis of a state-centred welfare system, the challenges posed by new environmental concerns and in allowing for a day-to-day democratic participation.

## **2. OVERVIEW OF THE CONCEPT OF CIVIL SOCIETY**

The concept of civil society in Italy is of common use and, according to many people, often abused. When the NAG discussed this topic, it was noticed that “civil society” is often a “gelatinous” and ambiguous expression. For example, “civil” can be intended both as highlighting a difference of status, such as different from public or private, or a moral-based difference, such as the rest being

“uncivil”. Moreover, it is not clear if “civil society” refers to a space, as in the case of CIVICUS definition, or an actor, “civil society believes, struggles, supports ...”. Finally, sometimes “civil society” distinguishes the state from what is not public; and sometimes it divides the public and private sectors from “the rest”.

Bearing in mind this general problem, the NAG discussed the definition proposed by CIVICUS, according to which civil society is *the arena, between family, government and market, where people voluntarily associate to advance common interest*, the following comments and remarks were submitted and discussed.

Some people considered the term “arena” to be too vague; while others pointed out that “arena” is often used in policy analysis, so it is very useful in order to strengthen the political approach of the CIVICUS project.

Others highlighted that defining civil society as space, rather than as a subject, enabled the research to reflect different national contexts.

One individual stressed that “common interests” is related to the interests of particular groups or of associated people in general and asked if people associate to help themselves or others.

Another highlighted that the Italian Constitution doesn't exactly provide a definition of civil society, but the new article 118.4 is very useful in considering CSOs from a legal point of view.

Many NAG members pointed out political issues related to the definition of civil society, particularly: the difficult relations between the traditional political leadership and emerging active citizenship, the possible conflict between the principle of political representation and of the subsidiarity and the challenge to one-vote-based democracy coming from the participatory governance.

At the end of this discussion, CIVICUS' civil society definition was accepted. The main reasons for this choice were: a) the fact that NAG members were aware of the difficulties associated with defining a conceptual framework for comparative research, b) the willingness to be part of a global comparative study and c) the conviction that the research methodology (based on dimensions, subdimensions and indicators) was capable of producing a valid and relevant assessment of the state of civil society.

### **3. KEY DISTINGUISHING FEATURES OF THE COUNTRY CONTEXT**

The Italian context is made of five main features that should be taken into account. They are peculiar both individually and in connection to each other. Some have already been mentioned, while others will be met throughout the following sections of this report.

The first key feature is a traditional, strong but currently declining, role of the State, not overall, but with reference to civil society's role. The state was presumed to be the only legitimate actor to deal with public issues, while civil society, the private sector and individuals were supposed to be engaged only in private affairs.

The second key feature is a traditionally central role of political parties. For historical reasons, political parties in the Italian Republic overlapped with the state. For decades they were the main channels of citizen participation in the public sphere, tended to “occupy” the space that is often associated with civil society, and did so at the expense of CSOs. This is the reason (confirmed by the

research results) why the NAG had several doubts about including political parties within the realm of civil society, and in the end decided to include political parties, but with substantial reservations.

The third factor is the strength of the Catholic Church, not only in religious terms, but also in social, political and public policies terms. From civil society's point of view, the Catholic Church has been a wide environment that gave rise to a number of pluralistic organisations and initiatives that were in some way linked to it, but which cannot be defined as strictly "catholic". However, it tended to hold spaces and roles that should have been held by actors with a plurality of religious and non-religious inspirations.

The fourth feature is the special status and strength of trade unions in political, institutional and social life. It makes them impossible to compare with other CSOs, as is shown by media report, where 865 out of 1,871 (46.2%) items are related to trade unions' positions and actions. Due to the Italian historical heritage and the crisis of legitimacy of political parties, in the 1970s and early 1980s trade unions were supposed to represent the whole of civil society, well beyond employees. As such they were recognised by public institutions. Beginning in the mid-1980s the role of trade unions decreased due to the significant changes that took place in the social and economic situation of Italy. Examples include, labour reforms, new flexibility of the labour force and the crisis of the industrial workers. However, the priority of trade unions as "social actors", based on institutional legitimacy, still exists.

The fifth feature is a large gap between Southern regions and the rest of the country, in terms of economic and social development and the political and institutional situations. This gap directly affects civil society. On one hand, CSOs are traditionally weaker in Southern regions than in the rest of the country. On the other hand, CSOs have strongly and successfully contributed to promote an ongoing change of this situation. As the research shows, not only has the pace of growth of CSOs increased much faster in the South, during the last decade, than in the rest of Italy, but CSOs have played a leading role in facing prior problems affecting Southern communities, such as the struggle against the mafia.

Last but not least, Italy's membership to the European Union, since its first steps in the 1950s must be mentioned. Italy's participation in the construction of a large union of states and peoples has also had significant effects on civil society. A growing amount of powers and resources on issues of general interest moved from the national state to the EU institutions, thus moving interlocutors away and challenging traditional habits of dealing with public policies. However, thanks to the EU CSOs have been empowered as actors of relevant policies, such as those regarding consumers' rights, social inclusion and environmental protection, and they have been pushed to link with CSOs belonging to other European countries. The EU dimension, with its pros and cons, has therefore become part of the domestic scenario in which Italian civil society operates.

With regard to these features, it is important to stress that they are simultaneously starting points or "initial conditions" which affected the development of civil society in Italy, and elements that changed as CSOs developed and influenced Italian society.

## **4. MAPPING CIVIL SOCIETY**

### **4.1. Identification of Civil Society Forces**

As was established in the operational plan of the CSI project, the Italian NAG used the proposed definition of civil society to construct a map of civil society in Italy, and then compared it with other forces existing in the public arena.

In terms of identifying civil society forces, the following twenty clusters were identified.

**Table II.4.1: Clusters of civil society forces**

1	Religious inspired organisations
2	Trade Unions
3	Civic organisations engaged mainly in advocacy activities (civic actions, social justice, peace, human rights, consumers' groups, etc.)
4	Service organisations (support to development, alphabetization, health, social welfare, etc.)
5	CSOs active in education, training and research (think tanks, nonprofit schools, etc.)
6	Nonprofit media
7	Women organisations
8	Youth and Students associations
9	Socio-economic marginalised people groups (poor, homeless, landless, refugees, immigrants, etc.)
10	Professional and business organisations (chambers of commerce, professional associations, employers associations, etc.)
11	Community groups and associations (self-help groups, parents' associations, burial associations, etc.)
12	Economic interest organisations (cooperatives, mutual benefit societies, micro-finance organisations, etc.)
13	Cultural association, groups for the protection of ethnic minorities
14	Environmental groups
15	Art and cultural heritage organisations
16	Sport and leisure associations
17	Foundations, donor organisations and fund raising institutions
18	<i>*Political parties*</i>
19	Networks, federations and CSOs support organisations
20	Social movements (for peace, land, etc.)

The only questioned inclusion was political parties. In principle political parties are by definition civil society forces, however, their historical development in the last decades has made them much more included in, and legitimised by, the public sector rather than civil society. Today their power is much more linked to the control of state resources and the management of public institutions, from national to community levels, rather than to an active presence in civil society dynamics and a strong people's consensus. As the NAG did not come to an agreement on this point, it was decided to include political parties in the definition of civil society, but with reservation. The research findings showed that the very nature of political parties is different from that of CSOs. Relevant information, gathered during the CSI project, demonstrated that either political parties are simply absent from the civil society realm, or they tend to "occupy" civil society spaces, overlapping with civil society actors.

## 4.2. Available data on Civil Society Organisations

Data related to the structure and characteristics of all Italian CSOs is not available, considering the definition of a CSO resulted from the discussion of the NAG. This is due to various factors, as discussed in the following section (cf. Moro 2005: 87-93).

First, official data gathered by the Italian Institute of Statistics (ISTAT) focus on a different reality, that is, nonprofit organisations and institutions, as defined by a 1997 law, of which there are more than 235,000. Obviously, most CSOs, as identified thanks to the CSI project's operational definition, are included in this wide environment. However, it is also formed by a large number of organisations that are unlikely to be considered part of civil society in the CSI definition and which are put together simply because they are not allowed to share profits. For example, official data include also bank foundations in the nonprofit sector; opera institutions; ecclesiastic institutions; hospitals and other non-public health and welfare services; non-public pension funds; non-public universities



an schools; ex-fighters and military associations; professional sport associations and federations. On the other hand, several CSOs, such as informal self-help groups and other informal forms of association, due to their nature cannot be registered as nonprofit organisations. Of course, data on the nonprofit sector had to be used, but this situation was seriously taken into account, since these data are not fully reliable with reference to civil society. Wherever these data were used, it is specified that they refer to the nonprofit sector.

In order to minimize this problem, data coming from reliable sources, having specific sectors of civil society as an empirical base have been used. They include voluntary organisations or social cooperatives and organisations engaged in specific fields, such as immigration. Of course, they are sectoral, and therefore can only be used in a limited way, for example as indicators of wider situations. At the same time, there exist data gathered through research based on opinion surveys of individuals (i.e. Iref and Legambiente), but this type of research does not have CSOs as empirical base. It is common practice to deduct estimations from these studies about the features and operations of CSOs in general. However this data is not always reliable, nor do the studies give consistent results. For example, according to different polls carried out in the same year, results of people volunteering range from 3 to 6 million. These pieces of information have been used, with the awareness of these concerns.

In this regard, a first step was to single out data regarding specific categories of NPOs, which include for sure CSOs as well, from the general data on NPOs. The results – that have a only relative meaning – are as follows.

#### *Religiously inspired organisations*

According to official data, Religious inspired organisations amount to 6,803 and 63,126 persons participate in this type of organisations (11,581 as employees and 51,546 as unpaid workers). This field collects about 1.250 million €, that is, each organisation, on average, receives about 180,000€ each year (Barbetta, Cima, Zamaro 2003: 156, 163, 166, 187).

#### *Professional and business organisations*

A recent research conducted on 124 of the associations' members of the COLAP, a professional associations' coordination, estimates that more than 270,000 people belong to professional and business organisations, with an increase of 12.9% in the period 2002-2003. However, they represent only a portion of professionals, who amount to 3.8 million (CENSIS May 2004: 17).

#### *Trade unions*

In 2004, people belonging to the three major trade unions, Cgil, Cisl and Uil, amounted to 11,736,418, with an increase of 1% from the previous year. About 50% are retired ([www.cisl.it](http://www.cisl.it), [www.cgil.it](http://www.cgil.it), [www.uil.it](http://www.uil.it)).

#### *Interest representation organisations*

According to official data, the total number of organisations active in the field of labour relations and interests representation amount to 15,634, with 50,725 employees and 13,377 unpaid workers, and they collect about 4,200 million €. People associated with them amount to 18,841,068. On average, there are 1,473 members in each organisation (Barbetta, Cima, Zamaro 2003: 156, 163, 166, 187).

#### *Civic organisations engaged mainly in advocacy activities*

There are 6,842 civil organisations mainly engaged in advocacy activities, with 33,331 individuals involved, of which 11,568 are paid. On a yearly basis these organisations collect about 1 billion €, that is about 147,000 € per organisation. Their members amount to 3,389,108 (Barbetta, Cima, Zamaro 2003: 156, 163, 166, 187).

### *Service organisations (health and social welfare)*

Altogether, organisations active in the fields of health and social welfare amount to 28,910. They employ 400,000 persons, 30% of which are unpaid, and in total collect about 14,450 million €. More than 12,000,000 individuals belong to them (Barbetta, Cima, Zamaro 2003: 156, 163, 166, 187).

### *CSOs active in education, training and research*

According to official data, there are 11,537 CSOs active in education, training and research, with 115,622 paid workers, 28,610 workers without retribution (volunteers, conscientious objectors, monks and nuns, etc.) and 918,338 members. They collect about 4,870 million €, that is 420,000 € per organisation (Barbetta, Cima, Zamaro 2003: 156, 163, 166, 187).

### *Art and cultural heritage organisations and sport and leisure associations*

There are 139,733 Art, cultural heritage organisations and sport and leisure associations and collect about 6,470 million €. On average, each organisation receives 45,000 €. 21,345,491 persons are members of them, while 67,892 are paid workers and 168,489 are unpaid (Barbetta, Cima, Zamaro 2003: 156, 163, 166, 187).

### *Environmental groups*

Organisations active in this field amount to 3,277, with a total of 11,456 workers, 77% of which are unpaid. They gather 176 million € and have 797,606 members (Barbetta, Cima, Zamaro 2003: 156, 163, 166, 187).

### *Groups for the protection of ethnic minorities*

In Italy, several associations of immigrants exist: 893 of them were identified in a 2001 research campaign (see 1.3.1).

### *Foundations, donor organisations and fund raising institutions*

According to official data, in Italy 3,008 foundations exist. Of them, 27.5% operate in the fields of culture, sport and recreation, 25.5% in the fields of social welfare, education and research and 23.5% in education and research. There are 57,029 persons working in these kinds of organisations, 92% of whom are paid.

The second step was to attempt to estimate the quantitative dimension of CSOs that exist in Italy. This was made possible thanks to Renato Frisanco, head of research of Fondazione Italiana per il Volontariato (FIVOL). The steps and results of this process are summarised below:

- From the total number of nonprofit organisations registered in the 1999 Istat census, 221,412 that amount to 70,570 have been categorised as organisations characterised by being “non-market” and caring for interests that are larger than those of their members;
- To this number the estimated number (approximately by defect) of non-registered CSOs has been added, especially local groups engaged in voluntary activities, which amount to 4,759;
- The probably increase of the number of such organisations during the period from 2000-2006, was calculated, on the basis of the growth rate in the 1990s;
- The result is an estimation of *the number of citizens’ organisations operating in the general interest without a prevailing market nature*, which can be defined “active citizenship organisations”, which is equal to 86,000.

Two very important clarifications must be made to what is constructed above. The first is that this corresponds to an operational concept (“active citizenship organisations”), which is narrower than the one of “CSOs” proposed by CIVICUS and used in this research. This is because it embodies only those CSOs operating in public policy making and excludes those operating in sport, leisure, art and other areas, as well as those representing professional, employers and employees worlds. However, it

is closer to this concept than the one of “nonprofit organisation” used in official Italian statistics. The second clarification is that, no report currently exists on this universe as a whole. Nevertheless, it is useful that this be mentioned in the introduction of the report, in order to enrich the amount of information on Italian civil society.

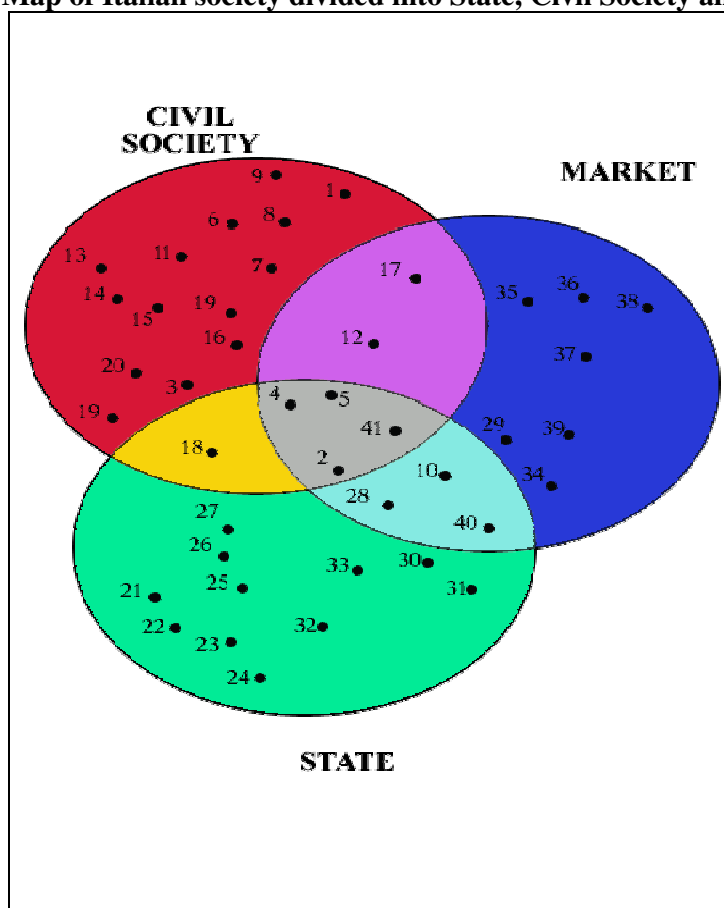
### 4.3. Map and evaluation of the weight of forces operating in Italy

The NAG identified other forces, belonging either to the public or the private sectors, which play an influential role in Italian society. The result is summarised in table II.4.2.

**Table II.4.2: Other State and market forces identified by NAG**

	<b>STATE FORCES</b>
1	Legislative power (National, Regional and local parliaments and councils)
2	Judicial power
3	National, regional and local Governments
4	Central public administration
5	Regional administrations
6	Province administrations
7	Municipal and local administrations
8	Local health agencies
9	Municipal agencies and companies
10	Authorities
11	Non-economic public bodies
12	Public schools
13	Public universities
14	Economic public bodies
	<b>MARKET FORCES</b>
15	Small and medium enterprises
16	Big companies
17	Financial institutions
18	Multinational companies
19	Public and private media
20	Companies delivering public interest services ( <i>Ferrovie dello Stato, Ente Poste</i> , etc.)
21	Representative associations of enterprises ( <i>Confindustria, Confcommercio, Confartigianato</i> , etc.)

On the basis of this general typology, the NAG carried out two activities. The first was a map of Italian society, highlighting the place of each force. The result is the figure II.4.1.

**FIGURE II.4.1: Map of Italian society divided into State, Civil Society and market forces**

The second operation was an assessment of the power of each force in Italian society. The results, based on a 1-10 ranking, are summarised in the following table, where civil society is in **bold**, the private sector in *Italic* and the public sector in plain font:

**Table II.4.3: Civil Society, State and Market Forces in Italian society from most to least powerful**

23 <sup>16</sup>	National, regional and local Governments	8.5
21	Legislative power (National, Regional and local parliaments and councils)	8.3
39	<i>Public and private media</i>	8.2
<b>2</b>	<b>Trade Unions</b>	<b>8.1</b>
27	Municipal and local administrations	8.1
24	Central public administration	8
25	Regional administrations	7.7
22	Judicial power	7.6
40	<i>Companies delivering public interest services (Ferrovie dello Stato, Ente Poste, etc.)</i>	7.6
<b>1</b>	<b>Religiously-inspired organisations</b>	<b>7.5</b>
37	<i>Financial institutions</i>	7.5
<b>20</b>	<b>Social movements (for peace, land, etc.)</b>	<b>7.4</b>
28	Local health agencies	7.4
38	Multinational companies	7.4
<b>14</b>	<b>Environmental groups</b>	<b>7.2</b>
34	Economic public bodies	7.2
36	Big companies	7.2
<b>10</b>	<b>Professional and business organisations (chambers of commerce, professional associations, employers associations, etc.)</b>	<b>7.1</b>

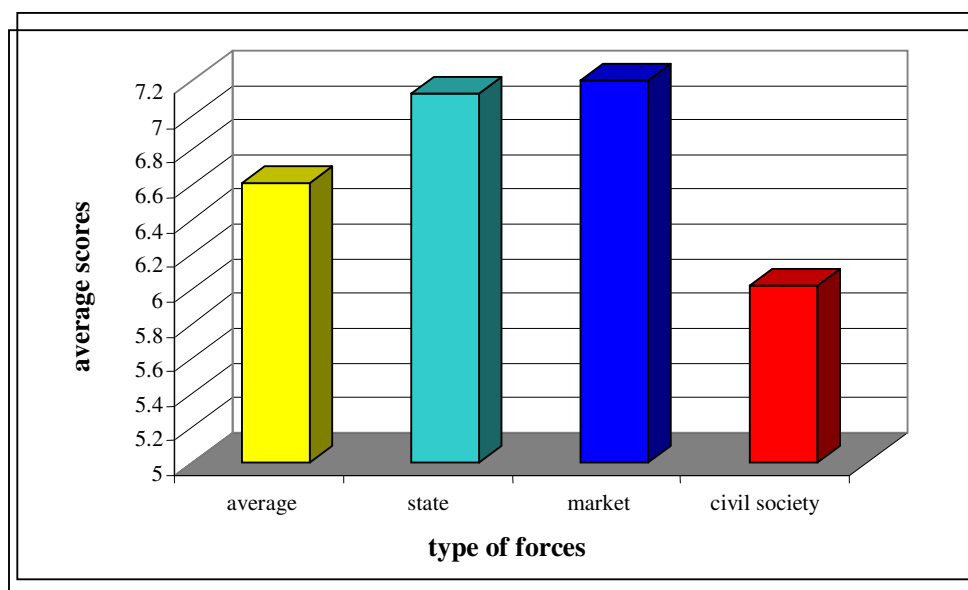
<sup>16</sup> Numbers refer to the numbers in figure II.4.1 above.

12	<b>Economic interest organisations (cooperatives, mutual benefit societies, microfinance organisations, etc.)</b>	<b>7</b>
33	Public universities	7
41	Representative associations of enterprises (Confindustria, Confcommercio, Confartigianato, ecc.)	7
17	<b>Foundations, donor organisations and fund raising institutions</b>	<b>6.8</b>
18	<b>* Political parties*</b>	<b>6.8</b>
32	Public schools	6.7
29	Municipal agencies and companies	6.5
3	<b>Civic organisations engaged mainly in advocacy activities (civic actions, social justice, peace, human rights, consumers' groups, etc.)</b>	<b>6.4</b>
4	<b>Service organisations (support to development, alphabetization, health, social welfare, etc.)</b>	<b>6.1</b>
35	<i>Small and medium enterprises</i>	6
30	Authorities	5.7
19	<b>Networks, federations and CSOs support organisations</b>	<b>5.6</b>
31	Non-economic public bodies	5.6
15	<b>Art and cultural heritage organisations</b>	<b>5.5</b>
26	Province administrations	5.5
7	<b>Women organisations</b>	<b>5.4</b>
13	<b>Cultural association, groups for the protection of ethnic minorities</b>	<b>5.2</b>
16	<b>Sport and leisure associations</b>	<b>5.2</b>
9	<b>Socio-economic marginalised people groups (poor, homeless, landless, refugees, immigrants, etc.)</b>	<b>5</b>
11	<b>Community groups and associations (self-help groups, parents' associations, burial associations, etc.)</b>	<b>5</b>
8	<b>Youth and Students Associations</b>	<b>4.8</b>
5	<b>CSOs active in education, training and research (think tanks, nonprofit schools, etc.)</b>	<b>4.2</b>
6	<b>Nonprofit media</b>	<b>4.1</b>

As is noticeable from the results, civil society forces, and civil society as a whole, have a low weight in Italian society compared with other forces and sectors. In particular, among the top ten forces there are only two civil society actors, trade unions and religious-inspired organisations. Taking into account the average line of the ranking (equal to 6.6), 12 out of 17 forces under the average line are CSOs. Over the average line there are only trade unions, religious-inspired organisations, social movements, environmental groups, Professional and business organisations, Economic interest organisations, Fund raising institutions and, within the limits above mentioned, Political parties.

Also, when looking at the three sectors as wholes, the same divide emerges. This is depicted in the following figure, figure II.4.2.

**FIGURE II.4.2: Average weight of State, Market and Civil Society forces compared with the average line of the ranking (1-10)**



As will be shown from the survey results, the degree of trust in social forces goes precisely in the opposite direction of their weight, meaning that, while civil society forces have a very low weight, they are at the top level in terms of trust in Italian society, because of their role, and vice versa. This divide between weight and trust is a peculiar feature of Italian civil society.

### III ANALYSIS OF CIVIL SOCIETY

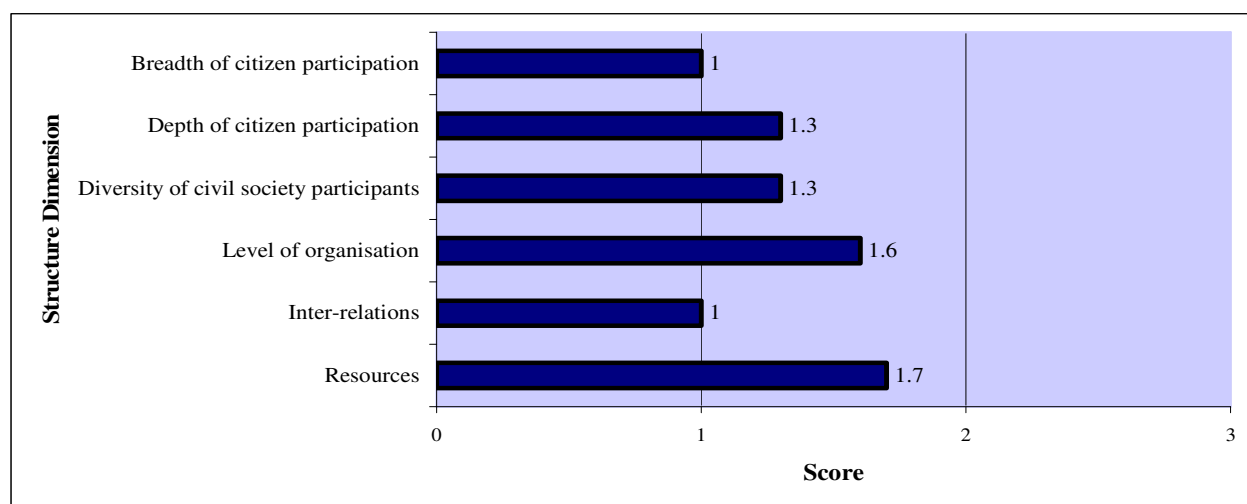
This section presents the information and data collected during the CSI project implementation. It includes analyses of individual indicators, subdimensions and dimensions, albeit in varied levels of detail. This section is divided along the four dimensions of the CSI diamond: **Structure**, **Environment**, **Values** and **Impact**. At the beginning of each section, graphs are provided with scores for all its subdimensions on a scale from 0 to 3. The findings for each dimension are then examined in detail. A separate box provides the scores for the individual indicators for each subdimension.

#### 1. STRUCTURE

Structure dimension describes civil society characteristics in terms of its strength, composition, organisation, inter-relations and resources.

The score for the Structure dimension is 1.3, indicating a relative weakness of civil society's structure. Figure III.1.1 provides the scores for the six subdimensions: extent and depth of citizen participation, diversity of civil society participants, level of organisation, inter-relations and civil society resources.

**FIGURE III.1.1: Subdimensions scores in structure dimension**



##### 1.1. The Breadth of Citizen Participation in Civil Society

This subdimension regards civil society's overall size and strength, on the base of the extent of citizen involvement in civil society. Indicators measure the strength of non-partisan political action and collective community action undertaken by Italian citizens, the amount of Italian citizens' donations and of people engaged in volunteer work and the belonging to CSOs. Table III.1.1 summarises the respective indicator scores.

**TABLE III.1.1: Indicators assessing the extent of citizen participation**

Ref.#	Indicators	Scores
<u>1.1.1</u>	Non-partisan political action	<u>1</u>
<u>1.1.2</u>	Charitable giving	<u>2</u>
<u>1.1.3</u>	CSO membership	<u>1</u>
<u>1.1.4</u>	Volunteering	<u>1</u>
<u>1.1.5</u>	Collective community action	<u>0</u>

*1.1.1 Non-partisan political action.* Non-partisan political action has a growing role in Italy. Taking into account the crisis of representativeness and the distrust in political parties, it is a way people more and more use to take part in public arena, both at community and national levels.

Among the existing data the following can be highlighted: in 2002 7.1% of Italian population participated in rallies, 6.5% in boycotts, 12.8% in strikes, 2.9% in walk-ins, sit-ins, etc. (Iref 2003: 276 ff.). Moreover, 23.1% of population maintain having participated (7% frequently, 16.1% rarely) to spontaneous demonstrations (Legambiente, Tns-Abacus 2003: 63).

Among several existing examples of this attitude, with regard to national level there can be quoted the Rome march of 15 February 2003 against the Iraq war, involving among 2 and 2,5 million people (including schools, children and boys, priests and nuns, families), and the recent referendum proposal against the 2005 reform of Italian Constitution, which was signed by 830,000 people ([www.referendumcostituzionale.org/articolo.asp?articolo=172](http://www.referendumcostituzionale.org/articolo.asp?articolo=172)).

The wide mobilization of the no-global movement on the occasion of the G8 meeting in Genova, on 19-21 July 2001 must also be mentioned. It is well known because of the confrontation between violent groups and police and the death of one young activist, as well as of the unexpected extremely violent attitude and behaviour of police and special forces against peaceful people participating in the movement's initiatives (a trial against several police officials is ongoing). But it is very important also since more than 220.000 people took part in marches and other initiatives during those days (<http://www.romacivica.net/anpiroma/g8/G8.htm>, accessed 10 August 2006).

Regarding these kinds of action, the NAG noticed a positive trend. In fact, they are increasing, showing that citizens are more and more raising their voices on issues of public relevance and act accordingly in the public sphere. In doing so, they show an increasing need to be consulted by policy makers.

*1.1.2 Charitable giving.* According to the Italian Institute of Statistics (Istat), in the last 10 years the average of Italians that have donated to charities and other civil society organisations is 15.5% (Istat 2004a: § 6.1). Though this piece of information can be considered reliable, it must be added that other sources (Iref 2003: 108-109; Abacus Nov 1999: Summary of results; Doxa Jan 2003) give very different results about the amount of Italians that are used to donate money (from 23% up to 49%, according them). Various sources confirm that the number of donors is increasing. According to the NAG discussion, this matter is undoubtedly linked to the decrease of state investments in social development making private donations particularly crucial.

*1.1.3 CSO membership.* In 1999, 33.3% of Italian citizens were members of a CSO (Iref 2000: 253). According to sectoral data, in 2001 2,480,000 persons were members, registered or supporter of volunteer organisations (Frisanco Sept 2004), while the social promotion associations have a 3,500,000 persons membership. On the other side, 211,800 persons are members of social cooperatives (Fivol processing on Istat data).



*1.1.4 Volunteering.* According to the Italian institute of statistics (Istat 2004a: § 6.1), about 8% of the population over 14 do volunteer (more than 3 million people), both informally and in CSOs (Istat 2004a: 43; 2001a: 73). Sectoral studies say that in the 26,374 voluntary organisations operate permanently about 950,000 people (Frisanco Sept 2004) and that in the 5,379 social cooperatives operate 19,119 volunteers (Centro Studi CGM 2002: 72). On the base of samples of individuals, on the contrary, other sources (for example, Iref 2000: 61, 106; Abacus Nov 1999) propose an esteem of Italian that do volunteer equal to 15% of population. The first series of data seems more reliable.

*1.1.5 Collective community action.* Collective community action is quite diffused in Italy. However, general data on this phenomenon are very scant. One source that can be mentioned is the Legambiente report, that includes a Territorial Belonging Index, built on the base of the people's knowledge of their own territory and of the frequency of relational exchanges existing there. According to gathered data, between 2001 and 2003 in Italy there was an increase of 10% of territorial belonging. The report notices that in particular there was a definite increase of the relational networks – + 2% of people frequently meeting their friends, + 3% of people frequently meeting their neighbours, +2% of people meeting their acquaintance – and a decrease of the rate of people rarely meeting their neighbours (- 5%) (see table III.1.2) (Legambiente-Tsn Abacus 2003: 50, 54).

**TABLE III.1.2: Relational networks at territorial level (%), years 2002-2003**

People met (%):	Often		Sometimes		Never	
	2002	2003	2002	2003	2002	2003
Friends	55	57	39	39	6	4
Neighbours	51	55	41	39	8	6
Acquaintances at shops	29	31	56	53	15	16
Other	18	19	24	30	30	28

Source Legambiente-Tsn Abacus 2003: 50

A case of collective nation-wide community action is the one of civil defence community initiatives. Citizens volunteering for civil defence, either through autonomous organisations or in groups embodied in local administrations, are a phenomenon started from events such as the 1966 Florence flood and the earthquakes in Sicily Belice area (1968), Friuli Venezia Giulia Region (1974) and Campania Irpinia area (1980). A spontaneous people mobilization took place, having a strong impact not only in emergency management, but also in pushing public authorities for the building of a strong public policy aimed at preventing disasters and minimizing damages. Now the national defence system includes about 2,500 CSOs operating at community level and gathering more than 1,300,000 permanent volunteers. About one third of them are able to intervene immediately or in few hours in case of disasters ([www.protezionecivile.it/volontariato/index.php](http://www.protezionecivile.it/volontariato/index.php)).

Recently, an impressive collective community action took place in Val di Susa, a valley in Piemonte region, where the building of a high-speed railway going from Italy to France had been planned without consulting local communities about its social and environmental impact. A mobilization of people stopped the starting of works and successfully asked the opening of a roundtable involving local communities. In the 5 big demonstrations organised between May 2003 and December 2005 against the start of the works, there participated on average 34,000 people, that is, 24% of the whole Val di Susa population (various newspaper sources; [www.notavtorino.org](http://www.notavtorino.org)).

## 1.2. Depth of people's participation

This subdimension examines the frequency and the extensiveness of various forms of citizen participation in Italian civil society, looking at how much people donate to philanthropy, the hours of volunteer work, Italian people's membership to more than one organisation. Table III.1.3 summarises the respective indicator scores.

**TABLE III.1.3: Indicators assessing depth of citizen participation**

Ref.#	Indicators	Scores
1.2.1	Charitable giving	<u>1</u>
1.2.2	Volunteering	<u>3</u>
1.2.3	CSO membership	<u>2</u>

*1.2.1. Charitable giving.* In 2001 on average, people living in Italy who donate to charities are esteemed to have given 131 €, 4,2 € more than in 1997 (IREF 2003: 108-109). Comparing 1997 and 1999 situations, it emerges an increase of high-level donations (+5% of those between 100 and 250 €; +5% of those over 250 €) (IREF 2000: 130).

The citizenry directly supports just a small part of nonprofit activities: in total, an amount of 3,7 billion € in 2003, equal to 3.3% of the total. About two-third of this amount comes from people's income, while the rest comes from legacies. It means that on average Italians donate to nonprofit institutions 1.99‰ of their income (IRS 2003-2005).

*1.2.2. Volunteering.* According to a source focused on associations of social promotion (including sport, leisure, cultural activities), in 2002 on average volunteers worked 28 hours per month (32 hours in 1999). Of the people interviewed, 23.6% spent between 4 and 8 hours per month; 22% between 12 and 16; 13.8% between 20 and 24; 9.1% between 28 and 40; 14.2% more than 40 (17.3% did not answer) (IREF 2003: 75).

**Table III.1.4: People who spend the time volunteering per hours of voluntary work (%)**

Hours of voluntary work per month	%
More than 40	14.2
Between 28 and 40	9.1
Between 20 and 24	13.8
Between 12 and 16	22.0
Between 4 and 8	23.6
Don't answer	17.3
Total	100.0

Source Iref 2003: 75

*1.2.3. CSO membership.* According to the available data on the number of CSO members belonging to more than one CSO, it emerges that 25.1% are in this condition (IREF 2000: 78).

### 1.3. Diversity of civil society participants

This subdimension examines the diversity and representativeness of the civil society arena. It analyses CSOs' leadership and membership, looking at all social groups – women, poor people, rural dwellers and other social groups – to determine whether they participate equally in civil society, and whether there are any groups which are dominant or excluded. It also looks at the geographical representation of CSOs in order to determine if rural populations or specific regions of the country are under-represented. Table III.1.5 summarises the respective indicator scores.

**TABLE III.1.5: Indicators assessing diversity of civil society participants**

Ref.#	Indicators	Scores
1.3.1	CSO membership	<u>2</u>
1.3.2	CSO leadership	<u>0</u>
1.3.3	Distribution of CSOs	<u>2</u>

*1.3.1. CSO membership.* On this indicator, stakeholders' opinion is clear: 77.8% believe that women are not adequately represented in CSOs, 81.0% believe the same of rural population; 89.4%

of ethnic minorities; 75.7% of religious minorities; 88.6% of poor people. Only 24.5% of stakeholders believe the same of well-off people.

**Table III.1.6: Stakeholders' opinion on the representation of different social groups within CSOs (%)**

Stakeholders' opinion	They are not adequately represented (% of respondents)
Ethnic minorities	89.4
Poor people	88.6
Rural population	81.0
Women	77.8
Religious minorities	75.7
Well-off people	24.5

Participants in focus groups strongly maintained that an asymmetry between the high degree of women's civic commitment and a scant representation of them does exist.

Available data regard three kinds of social groups: women, immigrants and disadvantaged people.

As for women, 7.4% of Italian women volunteer in nonprofit organisations in general (against 8.7% of men) (ISTAT 2004a: § 6.1, 6.2); 7% of them belong to a trade union, and only 2.4% are members of a political party (IREF 2000: 279).

According to sectoral data in voluntary organisations there is a growing presence of women: they are now 52.4% of all participants (IREF 2000: 65). Even in professional associations there has been an increase in the presence of women: they indeed represent the 39.2% of the members of the coordination of professional associations (CENSIS May 2004: 21). In social cooperatives there is a predominant presence of women (63%). Such a level of participation is, according to the *Istituto Guglielmo Tagliacarne* and *Unioncamere* (Nov 2004: 36), due to the special commitment of social cooperatives in human services

According to the data from stakeholders' questionnaire about the level of membership of women as members of civil society organisations, women are absent or excluded for 0.9% of stakeholders, severely under-represented for 18.5% of them, somewhat under-represented for 58.3% of them, equitably represented for 20.4% of them and the remaining part of stakeholders don't know.

**Table III.1.7: Stakeholders' opinion on the level of membership of women as members of CSOs (%)**

Stakeholders' opinion	%
They are absent or excluded	0.9
They are severely under-represented	18.5
They are somewhat under-represented	58.3
They are equitably represented	20.4
Don't know	1.9
Total	100

As for immigrants, there are no general data concerning their belonging to civil society organisations. However, according to a recent research on immigrant people asking for regularization, it resulted that immigrants are strongly supported by informal networks as well as by religious and voluntary organisations. In particular, 51% of the sample surveyed participate in religious or church associations, 31.4% to representative associations of immigrants, 9.1% to voluntary associations and 8.3% to cultural associations (CENSIS 2002: 305). Moreover, it must be said that in Italy do exist and actively operate several associations of immigrants: 893 of them were identified in a 2001 research. Of these, 36.1% are either Italian-citizen based or multiethnic (Fava, Vincentini 2001: 14).

According to the data from stakeholders' questionnaire about the level of membership of ethnic or linguistic minorities as members of civil society organisations, ethnic or linguistic minorities are absent or excluded for 26.9% of stakeholders, severely under-represented for 38.5% of them, somewhat under-represented for 24.0% of them, equitably represented for 3.8% of them and the remaining part of stakeholders don't know.

**Table III.1.8: Stakeholders' opinion on the level of membership of ethnic or linguistic minorities as members of CSOs (%)**

Stakeholders' opinion	%
They are absent or excluded	26.9
They are severely under-represented	38.5
They are somewhat under-represented	24.0
They are equitably represented	3.8
Don't know	6.8
Total	100

As for disadvantaged people, available data regard social cooperatives. According to the law, the "B" social coops have to employ at least 30% disadvantaged people: among them disabled, drug addicts, former prisoners, mentally disabled, minors coming from disadvantaged families. In 2000, "B" cooperatives were 1,915, employing 13,569 disadvantaged people, 1,259 more than in 1999 (CENTRO STUDI CGM 2002: 85). Moreover, a lot of civil society associations are engaged in advocating for and serving disadvantaged people, pretty in all the fields above mentioned. Nevertheless, participation of poor people in public life is weaker than that of the rest of population. According to the 2003 Report of the Research Commission on Social Exclusion, 81.2% of poor people do not practice any form of voluntary action, against 76% of the rest of population (COMMISSIONE DI INDAGINE SULLA ESCLUSIONE SOCIALE, Nov 2003: 93).

Regarding this indicator, NAG agreed on some remarks: firstly, that it is possible to speak about an under-representation of some social groups, but not of an absence of them from CSOs; secondly, they stressed that some of these groups are better represented than other (such as women and poor people), as data show; and thirdly, that there has been an increase in the representation of all these marginalised groups.

*1.3.2. CSO leadership.* According to stakeholders, there is a serious unbalance in CSOs leadership. Their opinions are summarised in the following table.

**Table III.1.9: Stakeholders' opinion on the exclusion or the under-representation of different social groups in CSOs leadership (%)**

Stakeholders' opinion	They are excluded or seriously under-represented in CSOs leadership (% of respondents)
Poor people	78.4
Women	77.6
Ethnic minorities	63.4
Religious minorities	56.4
Rural population	55.6
Well-off people	7.9

About this issue, available data regard on one side women leadership in voluntary organisations and on the other side immigrants belonging to trade unions boards. As for the first point, while women represent 50.8% of people active in voluntary organisations, they are in leading position only in 3 out of 10 organisations, mostly with prevailing women membership (Frisanco Sept 2004). To give another example, in the associations belonging to one umbrella organisation, the *Forum del Terzo Settore*, only 33 out of 157 leading roles are in charge of women (21%). In general, it seems that sex

balance rules are rarely enforced in CSOs: one case is the *Associazione per la pace* (Association for Peace), which practices a fifty-fifty rule in the distribution of managerial roles between women and men (Marcon, 2002: p. 108).

As for the second point, with regard to the available data on two out of the three main Italian trade unions (CISL and UIL), a quick increase of the presence of immigrants in the boards of trade unions at local, regional and national levels has been reported. At local level, there are 616 immigrants in CISL boards, 96 immigrants in UIL boards. At regional level immigrants are 109 in CISL boards, 27 in UIL boards. At national level, they are 10 in CISL boards, 6 in UIL boards.

**Table III.1.10: Number of immigrants belonging to CISL and UIL trade unions boards (absolute values), per years**

Number of immigrants in trade unions boards	CISL		UIL	
	2000	2001	2000	2001
Year				
Local	616	657	81	96
Regional	103	109	27	28
National	8	10	5	6
<b>Total</b>	<b>727</b>	<b>776</b>	<b>113</b>	<b>130</b>

Source: Carpo, Cortese, Di Peri, Magrin June 2003: 15

It must be noticed that usually the tasks of immigrant trade unionists are limited to the management of units and services focused on immigration (Carpo, Cortese, Di Peri, Magrin June 2003: 14-15). This means that immigrants' role in trade unions is still sectoral and that their leadership is limited to immigration matters.

*1.3.3. Distribution of CSOs.* Reflecting a well-known situation, CSOs are more diffused in Northern and Central regions rather than in South (see Putnam 1993). With reference to non profit organisations in general, 51.1% of them are in North (44 institutions per 10,000 inhabitants), 21.2% in the Centre (42.3 institutions per 10,000 inhabitants) and 27.7% in South (29,4 institutions per 10,000 inhabitants) (ISTAT 1999a: 53). Nevertheless, a different trend seems emerging: with reference to voluntary organisations, available sources state that the growth of these organisations is more intense in South (+200.8%) rather than in the other areas (the national average is +119.3%) (ISTAT 2001b); and the voluntary organisations established in the period 1996-2000 are 22.3% in Southern regions and 17.7% in North (Frisanco Sept 2004). This civic renewal in Southern regions could be linked either to unsolved social emergencies or to the improvement of local administrations. The only situation quite different regards the social cooperatives: 41% of them are in Northern regions, 19% in Central regions and 40% in Southern regions (Centro Studi CGM 2002: 38). This matter could be related to the growing role of social enterprises in the outsourcing of welfare services and, in Southern regions, as one of the few existing alternatives to unemployment.

Of stakeholders 71.1% support the statement. All of the secondary sources concurred that CSOs are concentrated in urban areas.

**Table III.1.11: Stakeholders' description of the geographical distribution of CSOs throughout Italy (%)**

Stakeholders' description of CSOs' geographical distribution	% of respondents
Largely concentrated in major cities	36.9
Largely limited to urban areas	34.2
Present in all except the most remote areas of the country	15.3
Present in all, even the most remote areas of the country	11.7
Don't Know	1.8
Total	100.0

NAG has specified that Italian situation is different from that of other countries, in which the main division is between rural and urban areas. In Italy the most pertinent distinction is between North and South, while regarding CSOs' territorial distribution, it must be stressed that they are present anywhere, even in the most isolated places and regions.

## 1.4 Level of organisation

This subdimension looks at the infrastructure and internal organisation of CSOs in Italy, indicating its stability and maturity, as well as its capacity for collective action, through the description of CSOs' situation about the existence and effectiveness of CSO umbrella bodies, efforts to self-regulate, the level of support infrastructure and international linkages. Table III.1.12 summarises the respective indicator scores.

**TABLE III.1.12: Indicators assessing level of organisation**

Ref.#	Indicators	Scores
1.4.1	Existence of CSO umbrella bodies	<u>2</u>
1.4.2	Effectiveness of CSO umbrella bodies	<u>2</u>
1.4.3	Self-regulation	<u>1</u>
1.4.4	Support infrastructure	<u>2</u>
1.4.5	International linkages	<u>1</u>

*1.4.1 Existence of CSO umbrella bodies.* In general, according to the Italian institute of statistics, about 30.9% of nonprofit institutions do belong to a larger “organisational group”, that meaning a set of institutional units acting at different functional a/o territorial levels in a coordinated way (ISTAT 2001a: 57). Looking at sectoral data, in 2001 55.5% of voluntary organisations belonged to a federation or umbrella body (Frisanco Sept 2004).

More specifically, it can be said that with reference to Italian situation two kinds of structures can be identified: federations and syndicates on one side, and networks and coalitions on the other side. The first is characterised by a closer – often legally based – link between CSOs, while the second consists of looser and task-centred connections. A third kind of second-degree organisation, regarding service structures, will be dealt with at indicator 1.4.4.

As for federations and syndicates of civil society organisations, a lot of them do exist. For example, social cooperatives are organised in two main federations, *Federsolidarietà-Confcooperative* and *Ancst-Legacoop*, including respectively 3,790 and 1,451 cooperatives (CENTRO STUDI LEGACOOOP; FEDERSOLIDARIETA'). Moreover, among social cooperatives 207 syndicates were registered in 2000 and there are also “syndicates of syndicates” such as the *Consorzio Gino Mattarelli* (CENTRO STUDI CGM 2002: 182, 184). Two hundred fifty groups and communities

belong to CNCA, a coordination of communities devoted to assist mainly drug addicts and minors in trouble ([www.cnca.it](http://www.cnca.it)).

Many networks and coalitions do exist as well. They are mainly focused on specific policy arenas rather than on general issues. For example, 153 international cooperation NGOs get together in a network (Associazione Ong Italiane [www.ongitaliane.it/ong/](http://www.ongitaliane.it/ong/)). One hundred eight organisations and federations representing chronically ill patients have instituted a national coordination engaged in policy on chronic illnesses ([www.cittadinanzattiva.it](http://www.cittadinanzattiva.it)). Seventy-two associations belong to the Third Sector Forum, a coalition engaged mainly in welfare issues ([www.forumterzosettore.it](http://www.forumterzosettore.it)). Thirty-five national associations belong to Liberal, an umbrella organisation promoting initiatives in the field of the struggle against mafia and on the rule of law ([www.libera.it](http://www.libera.it)). The recently instituted “Tavola per la solidarietà” coalition gathers 28 organisations engaged in solidarity, protection of rights, justice and peace. “Rete Lilliput” (Lilliput Network), a no-global initiative, was established in 2000 and includes almost 1,000 local groups, the “Tavola della pace” initiative (coordinating more than 700 among local administrations, associations and international cooperation NGOs) and trade (Marcon 2002: p. 142-43). The “Forum nazionale dei giovani” (National Forum of the Youth) was established in 2004 and groups together 40 youth associations ([www.forumnazionalegiovani.it/](http://www.forumnazionalegiovani.it/)). The “Compagnia delle Opere” (a religious-inspired federation of both profit and nonprofit organisations) has a specific sector for nonprofit institutions, which embodies (2004 data) 1.033 organisations, including associations, cooperatives, foundations, religious institutions, welfare institutions, syndicates (Federazione dell’impresa sociale Compagnia delle opere, 2004, p: 12).

Only 38.2% of stakeholders state that more than 40% of CSOs belong to a federation or umbrella organisation. Twenty percent state that less than 20% of CSOs are members of an umbrella organisation, according to 26.4% of stakeholders CSOs linked to an umbrella body are between 20% and 40%.

**Table III.1.13: Stakeholders’ opinion on the share of individual CSOs belonging to a federation, umbrella body or network of CSOs (%)**

Stakeholders’ opinion	% of respondents
Less than 20%	20.0
Between 20 and 40%	26.4
Between 40 and 60%	22.7
More than 60%	15.5
Don’t Know	15.5
Total	100.0

Whether reflecting objective reality or not, these data seem confirming the weakness (at least in the stakeholders’ perception and direct experience) of second-degree structures. However, NAG stated that there is an increasing trend of CSOs’ affiliation to federations or umbrella organisations. The new memberships are characterised by a different relationship between the federations or the umbrella organisations and their members, that is no longer of dependence of the organisations affiliated, which are more and more autonomous subjects linked to a network.

*1.4.2. Effectiveness of CSO umbrella bodies.* A wide majority of stakeholders (60%) state that second-degree structures are sometimes effective, while 0.9% of them believe that they are completely ineffective, 9.1% that they are largely ineffective, 26.4% state that they are generally effective and the remaining part of them don’t know.

**Table III.1.14: Stakeholders' opinion on the effectiveness of federation, umbrella body or network of CSOs (%)**

Stakeholders' opinion	% of respondents
Completely ineffective	0.9
Largely ineffective	9.1
Mixed	60.0
Generally effective	26.4
Don't Know	3.6
Total	100.0

This medium evaluation probably reflects not only the differences between, say, federations and umbrella organisations, but also very different performances of such organisations. In few words, it can be said that the more second-degree structures aspire to general representation of CSOs, or even of a sector of them, the less they are effective. On the contrary, more focused structures are in general more effective. This phenomenon is likely to be related to the general weakness of representative structures and institutions in contemporary societies, involving also political, professional and religious actors. It happens, therefore, that umbrella organisations with few members pretend to represent a whole sector; or that there is competition on representativeness between various umbrella organisations; or that several organisations act ignoring and passing over the umbrella organisations which they belong to, or that there is a clear divide between identity and behaviours of umbrella bodies and those of CSOs that they would represent. Still, there are quasi-public bodies (such as the Centres of service to voluntary organisations, established by the law on voluntary organisations but managed by people belonging to CSOs) that in fact do exercise a representative role. Of this very complex situation CSOs leaders are not always aware; and this is a further weakening element of CSO umbrella bodies.

Focus groups' discussion highlighted several problems of existing umbrella bodies. The most important of them are: inability in communicating with member associations; the predominance of the oldest, biggest and better structured associations; a revival of "collateralism" (i.e., a relation of functionality of civil society institutions to political parties, traditional as well as strongly criticised in Italy); forms of dependence on the establishment and especially on the political system; the practice of a trade union- and corporatist-like model of representativity; in some cases, the use of umbrella organisations to support political careers of CSOs leaders. On the other side, the need for umbrella bodies was maintained as well, stressing some essential functions of them, such as circulation of information, support to CSOs negotiations with public institutions at regional and local levels, promotion of dialogue between CSOs, increase of influence of CSOs. NAG members fully agreed with stakeholders' comments about this theme.

*1.4.3. Self-regulation.* Self-regulation culture and behaviours do not seem very diffused among civil society organisations in Italy. However, it must be mentioned that in 1999 some networks and umbrella bodies both of citizens' organisations and entrepreneurs' associations set up a Charter of Donation. The aim of this document is to enhance the trust between donors, recipients and the public through the definition of rules regarding the rights of donors and beneficiaries, the responsibilities of civil society organisations, as well as operational rules for fund raising and statement of accounts. Sixty-seven CSOs have signed the Charter ([www.istitutoitalianodonazione.it/default.asp?r=521](http://www.istitutoitalianodonazione.it/default.asp?r=521)).

Moreover, a recent research focused on professional associations states that 89.5% of the 124 organisations involved in the survey abide by a code of conduct (CENSIS May 2004: 3)

In addition, it must be noticed that a growing number of CSOs are used to publish their social reports (i.e. those reports that highlight, instead of financial and economic results, the impact of companies/institutions/organisations in society and environment). Though no general data are



available on this phenomenon, it can be reported that in the *Fondazione Eni Enrico Mattei*'s archive of social reports there are 67 social reports of CSOs out of 458 (14.6%). (FEEM, Osservatorio di Comunicazione Ambientale e Sociale [www.feem-srv.net/osservatorio/vedi.aspx](http://www.feem-srv.net/osservatorio/vedi.aspx)).

Of stakeholders, 4.5% state that there are no forms of self-regulation; 18.2% that preliminary efforts of self-regulation are in place; however, impact as yet is extremely limited; 54.5% that some mechanisms for self-regulation are in place, but CSO involvement/impact is limited, and 12.7% of them do not know.

**Table III.1.15: Stakeholders' opinion on the efforts made within civil society to establish some means of self-regulation of CSOs(%)**

Stakeholders' opinion	% of respondents
No efforts made	4.5
Preliminary efforts are in place - however impact as yet is extremely limited	18.2
Some mechanisms for self-regulation are in place, but CSO involvement/impact is limited	54.5
Mechanisms for self-regulation are in place and function quite effectively. A discernible impact can be detected.	10.0
Don't Know	12.7
<b>Total</b>	<b>100.0</b>

Regarding this indicator, NAG agreed that there have been efforts to self-regulate and a lot of organisations have adhered to some code of conduct, but it seems that these efforts and adherence are more formal behaviours, not actually followed.

*1.4.4. Support infrastructure.* In Italy there are different kinds of support infrastructure for CSOs, either of public, civil society or mixed nature. Here we will deal with Bank foundations, Service Centres for Voluntary organisations, the National Agency on Nonprofit Organisations and Civil Society Foundations and Resource Centres.

In the '90s a law established the institution of foundations for each savings bank in Italy. There were created, therefore, 88 bank foundations, with the aim, among others, of supporting local-based projects of CSOs both through direct grants and activities and through the funding of Service Centres for Voluntary organisations (see below). In 2003 bank foundations invested 1,133 billion €. On average, each foundation supported 259 projects with an average value of 50,000 €. The foundations' main sectors of investment are: Culture and art (29.7%), Education (16.2%), Social welfare (13.2%), Philanthropy and Volunteerism (12%), Research (10%), Health care (8%), Promotion of local communities (6.6%), Environment, Sport and Leisure and International activities (4.4% in total). (ACRI, 2004: 13-14).

Service Centres for Voluntary (CSV) organisations were created by the law on voluntary associations (1990) with the aim to establish permanent, local-based, support structure for voluntary organisations. They are 77 throughout Italy and manage an amount of money of about 150 million € (2005 data). The main activities promoted by CSVs are: education and training (involving in 2002 48,000 volunteers); logistic support in favour of about 10,000 organisations in 2002 (delivery of software and hardware, lending of equipments and materials, copy services, free use of spaces and rooms, hosting legal headquarters of associations, etc.); legal, administrative and fiscal advice and consultancy (30,000 organisations benefited of that in 2003); promotion of volunteerism in schools and promotion of partnerships between voluntary organisations; granting of projects through calls for proposals (10,3 million € invested in 2003). (CSV.NET 2005; GRANELLI 2005).

The National Agency on Nonprofit Organisations (*Agenzia per le Onlus*) is a state agency created in 2002 with the aim of verifying and promoting the implementation of laws and regulations on nonprofit organisations. It carries out two main activities: legal advice for nonprofit organisations (1,000 contacts managed in 2003) and research, information and communication on the state of nonprofit organisations in Italy (*Agenzia per le Onlus* 2003).

Finally, a number of civil society foundations and institutions provide support to CSOs in different ways. For example, the FIVOL (Foundation for Volunteering) was established in 1991 with the precise aim to support the development of volunteer organisations in Italy. FIVOL carries out activities such as: research and database (regarding 13,000 organisations), training (direct activities and educational plans for organisations), promotion of innovative projects for voluntary organisations, communication through the Internet site and a magazine. ([www.fivol.it](http://www.fivol.it)).

64% of stakeholders attending regional focus groups believe that these structures either do not exist or are limited; 28.8% of them believe that moderate infrastructures do exist; 1.8% of them believe that they exist and are well-developed, while 5.4% of them don't know.

**Table III.1.16: Stakeholders' assessment of the existing capacity building and support infrastructure for civil society (%)**

Stakeholders' assessment	% of respondents
No such infrastructure exists	6.3
Very limited infrastructure exists	57.7
Moderate infrastructure exists	28.8
Well-developed infrastructure exists	1.8
Don't Know	5.4
Total	100.0

The fact that about two third of stakeholders perceive a situation definitely different from the one emerging from secondary data could be due to two different factors, possibly interacting each other: on one side, the real impact of the above mentioned support infrastructures is not as strong as it appears; on the other side, the communication gap affecting the whole civil society environment influences the perception of stakeholders also in this case.

*1.4.5. International linkages.* Precise data on this issue do not exist. However, some pieces of information can be reported.

According to the LSE records on global civil society, the density of international NGOs in Italy is equal to 0.49 (highest density=1).

Out of 2,724 NGOs with a consultative status at the UN Ecosoc, 19 are Italian (ECOSOC 2005).

As for the participation in global events of Italian CSOs, it can be mentioned the case of the 2004 United Nations Department of Public Information conference, where Italian organisations attending the conference were 27 out of 676 ([www.un.org/dpi/ngosection/57plist.pdf](http://www.un.org/dpi/ngosection/57plist.pdf)).

Of stakeholders, 48.1% believe that there are very few CSOs belonging to international bodies, while 36.1% state that some or many of them do. Pretty the same amount of stakeholders (36.3%) maintain that CSOs participating in international events are some or many.

**Table III.1.17: Stakeholders' opinion on the international behaviour of CSOs (%)**

Stakeholders' opinion	that are members of international networks	that participate in international CSOs events
None	5.6	3.6
Very few	48.1	48.2
Some	29.6	32.7
Numerous	6.5	3.6
Don't Know	10.2	11.8
<b>Total</b>	<b>100.0</b>	<b>100.0</b>

NAG members agreed that Italian CSOs are not used to create international relations and that both the stakeholder assessment and the actual situation reveal that, apart from religious organisations, few CSOs have international linkages.

## 1.5. Inter-relations

This subdimension analyses the extent to which diverse actors communicate and cooperate with one another, exploring examples of information-sharing and alliance-building to assess the extent of linkages and productive relations among CSOs. Table III.1.18 summarises the respective indicator scores.

**TABLE III.1.18: Indicators assessing inter-relations within civil society**

Ref.#	Indicators	Scores
1.5.1	Communication	1
1.5.2	Cooperation	1

*1.5.1. Communication.* A very important communication tool for CSOs are those internet websites devoted to information on and for civil society initiatives. Apart from their informative function, they are indeed a space where civil society organisations often identify common agendas and dialogue on them. Examples of these websites are Peacelink ([www.peacelink.it](http://www.peacelink.it)), Lunaria ([www.lunaria.org](http://www.lunaria.org)), Vita ([www.vita.it/home/](http://www.vita.it/home/)), Nonprofit online ([www.nonprofitonline.it](http://www.nonprofitonline.it)), Redattore sociale ([www.redattoresociale.it](http://www.redattoresociale.it)), Unimondo ([www.unimondo.org](http://www.unimondo.org)).

Generally speaking, it does not seem that civil society organisations in Italy are used to communicate to a great extent. As the NAG agreed, after a first effort to create a press offices' coordination, all has been at a standstill, probably because CSOs leaders were not really interested in this opportunity. In addition, according to NAG, it must be stressed that even if all CSOs, through their internet sites, give information about their activities, it doesn't mean that they actually communicate. However, at local level, CSOs communicate more than at national one.

Of stakeholders, 59.5% confirm that communication between CSOs is inexistent or scant; 29.7% believe that it is moderate; 8.1% significant, while 2.7% of them don't know.

**Table III.1.19: Stakeholders' opinion on the level of communication\* between civil society actors (%)**

Stakeholders' opinion	% of respondents
Non-existent or insignificant	4.5
Limited	55.0
Moderate	29.7
Significant	8.1
Don't Know	2.7
Total	100.0

**1.5.2. Co-operation.** Civil society organisations in Italy seem to be able to cooperate in specific campaigns and initiatives rather than on general and permanent basis. Three recent examples can be given.

The first is the “Flags of Peace” campaign. It is an initiative promoted in 2003 on the occasion of the Iraq war by about 40 civil society associations and aimed to mobilize people in hanging the rainbow peace flags on buildings. The campaign was really successful, since million of flags remained for months hanged on buildings throughout the country. Thanks to this campaign, the government’s policy on Iraq had a shift. ([www.bandieredipace.org/index.php?pagina=ufficiali](http://www.bandieredipace.org/index.php?pagina=ufficiali)).

The second is a campaign regarding architectural barriers (*Obiettivo barriere*) promoted by *Cittadinanzattiva*, the “Quelli del 118” Committee, the three main federations and associations of disabled people and the “Frascati Group”, whose members are companies engaged in corporate social responsibility. In the 2003 edition the project consisted in a media activity, an advertisement campaign, initiatives at local level aimed at eliminating barriers, a monitoring activity with the collaboration of citizens to identify barriers in public buildings, empowerment activities in schools. It allowed to increase the public awareness on architectural barriers and to remove more than 100 barriers in public buildings ([www.cittadinanzattiva.it/obiettivobarriere/home.php](http://www.cittadinanzattiva.it/obiettivobarriere/home.php)).

The third example is the campaign “No excuse 2015”. It is the Italian branch of an international campaign aimed at pushing national governments to implement the United Nations Millennium Development Goals. It was promoted by about 40 between organisations and federations. With reference to Italy, the main objectives are to commit Italian Government and Parliament to cancel the external debt of poor countries, to increase up to 0.7% of GNP the official development aid, to withdraw Italian troops from international war missions, to push European Union in strengthening the United Nations. ([www.millenniumcampaign.it](http://www.millenniumcampaign.it)).

Only 1.8% of stakeholders maintain not to be known of any example of cooperation between CSOs. Forty point nine percent know few examples, 44.5% some of them and 4.5% many of them. Fifty-eight and one-half percent of stakeholders were able to mention concrete cases of cooperation.

**Table III.1.20: Stakeholders’ opinion on the existence of examples of CSOs forming alliances/networks or coalitions on issues of common concern (%)**

Stakeholders’ opinion	% of respondents
None	1.8
Very few	40.9
Some	44.5
Numerous	4.5
Don’t Know	8.2
Total	100.0

The only 3 items of the media report regarding this indicator deal with disagreements between the three major trade unions (Cgil, Cisl and Uil), forming an alliance since many times, regarding the position to be taken on some government policies.

NAG members agreed that cooperation among CSOs is increasing, but it often depends on the public administrations’ requirements rather than the will of CSOs themselves.

## 1.6. Resources

This subdimension looks at the capacity of civil society in Italy, in terms of the level of resources it wields. It assesses the extent to which CSOs have adequate - financial, human and technological - resources to achieve their goals. Table III.1.21 summarises the respective indicator scores.

**TABLE III.1.21: Indicators assessing civil society resources**

Ref.#	Indicators	Scores
1.6.1	Financial resources	<u>1</u>
1.6.2	Human resources	<u>2</u>
1.6.3	Technological and infrastructural resources	<u>2</u>

*1.6.1. Financial resources.* The amount of financial resources for nonprofit organisations (we recall that this concept is definitely different from the concept of CSOs, but the available data regard this reality) is of about 37 billion € per year. In order to give an esteem as close as possible to the reality of CSOs, instead of considering the average income for each nonprofit organisation (that amounts to about 170,000 €), we have taken the mean of the environmental sector as example. As a matter of fact, within this sector the relative weight of the nonprofit organisations that we cannot consider as members of CSOs is smaller than in the other civil society sectors (see indicator 1.1.3). So, according to Istat, the average revenues of environmental CSOs amount to about 54,000 €.

In the whole nonprofit sector, revenues are usually equal to expenditures.

Coming back to data on nonprofit organisations, the distribution of such resources confirms the disadvantaged situation of Southern regions of the country. More than one third of resources are catalyzed by organisations established after 1990, that probably being correlated to the shift from a state-centered welfare system to a welfare mix approach. Two-thirds of resources are concentrated in three sectors: social welfare (20%), health care (18.8%) and culture, sport and leisure (17.4%). About 55% of organisations collect less than 15,000 € per year, about 30% collect between 15,000 and 125,000 €, 5% between 125,000 and 250,000 € and less than one organisation out of 10 collects more than 250.000 €. It means that the small organisations prevail and that there is a strong disproportion in the distribution of resources, that meaning that the few rich organisations tend to gather the most part of resources. Obviously the organisations with a higher concentration of volunteers have less revenues, and vice versa.

As for the origin of funds, the situation is the following: 27.5% of resources come from contracts with public administrations, 26.4% from the delivery of goods and services, 16.7% from members' fees, 9.5% from other revenues of private origin, 8.1% from financial and capital revenues, 3.3% from donations and legacies, 8.5% from grants of public bodies. Contracting with public institutions is therefore the main source of funds for nonprofit organisations. Public funding is concentrated in health care (69.2% of the total funding), in economic development and social cohesion and in social welfare (in both cases of about 36% of total funding). One third of these funds are spent for employees. (ISTAT 2001a: 85 ff.).

Since the stakeholders were asked to express their opinions on this point with relation to the three main organisations they belong to, a weighted mean of their responses has been elaborated. It resulted that 24.3% of stakeholders declare that financial resources for the three main CSOs they belong to are inadequate; 28.6% that they are rather adequate; 23.6% that they are adequate; 14.6% of them don't know. NAG agreed that even if resources of CSOs are increasing, a serious inadequacy remains.

*1.6.2. Human resources.* According to data on nonprofit organisations, about 4 million people in total operate in this kind of organisations, not fully coincident with the concept of CSO. Among them, there are 532,000 employees, almost 80,000 permanent collaborators, about 30,000 people in civil service, about 100,000 monks and nuns, 18.000 persons usually working for other institutions (it is for example the case of trade unionists). Of nonprofit institutions, 80.2% use volunteers and in 7 cases out of 10 volunteers are the only human resources engaged in organisations. Only 15.2% of nonprofit institutions have employees and more than half of them have employees as the only

resource. Social cooperatives, for obvious reasons, are the organisations that have the highest rate of employees (85.6%) (ISTAT 2001a: 73).

Since the stakeholders were asked to express their opinions on this point with relation to the three main organisations they belong to, a weighted mean of their responses has been elaborated. It resulted that 68.1% of stakeholders state that the quality of human resources in the three main CSOs they belong to is definitely adequate; 22.9% that they are rather adequate; 4.7% that they are inadequate, 2% of them declare that they are absolutely inadequate and 5.8% of them don't know.

Despite stakeholders' assessments, the NAG agreed that most CSOs deplore the fact that they declare to have serious human resource problem, which exists especially in the voluntary sector. This could also be related to CSO leaders feeling inadequate equipped to deal with their growing responsibilities.

*1.6.3. Technological and infrastructural resources.* No general data are available on this issue. However, some data do exist on technical resources used by voluntary organisations and Service Centres devoted to them (see above, 1.4.4.).

As for Service Centres for Voluntary organisations, in 2003 they have delivered 39,000 support performances for almost 10,000 organisations. They regarded free use of computers, delivery of software, lending of equipments and materials, copy services, free use of spaces and rooms, hosting of associations' offices (CESV.NET 2005).

As for voluntary organisations, according to a 2003 research computers used by voluntary organisations belong to the association itself in 69% of cases and to individual members in 25% of cases; 51% of associations use a Pentium III, 25% a Pentium II, 10% an AMD, 8% a Pentium I, 4% an Apple; as for operational system 93% of associations use Microsoft Windows, 4% Mac OS, 3% GNU/Linux; access to internet is done through a free provider in 47% of cases, a commercial provider in 43% of cases, through local administration or other public administration networks in 10%; Internet connection is implemented through a 56K modem in 51% of cases, through an ADSL connection in 26%, through a ISDN modem in 19%. Sixty-three percent of organisations have their own website, created and managed mainly through internal resources, and 52% of them manage mailing lists, newsletters, newsgroups and web forums. (FONDAZIONE CESAR 2003).

A further set of data on infrastructure for civil society organisations regards the use of goods confiscated to mafia, according to Italian laws. The situation in 2003 was the following: 4,825 items of real estate; 4,421 movable goods; 146 enterprises. These goods are, in general, used for schools, social canteens, cultural centres, service centres, and farms, and are, in many cases, managed by civil society organisations (LIBERA, [www.libera.it/index.asp?idmenuliv2=12](http://www.libera.it/index.asp?idmenuliv2=12)).

Since the stakeholders were asked to express their opinions on this point with relation to the three main organisations they belong to, a weighted mean of their responses has been elaborated. It resulted that only 38.5% of stakeholders declare that infrastructures of the three main CSOs they belong to are definitely adequate; 40.1% of them that they are rather adequate; 12.6% that they are inadequate and 6.9% of them don't know.

NAG agreed that during the last 10 years, CSOs' infrastructures have been increased, even if their degree of development is not sufficient.

## CONCLUSION

The analysis of civil society's structure reveals that it is the least developed among the four CSI dimensions.

In terms of strengths, CSOs represent the diversity of civil society, both in terms of social groups, such as disadvantaged people and immigrants, and geographical distribution. CSOs are present even in the most isolated places and regions of the country. Nevertheless, some social groups remain under-represented and are absent from leadership roles, particularly women, and CSOs are still more diffused in the North (51.1% of them, with 44 institutions per 10,000 inhabitants) than in the South, the least developed area of Italy (27.7%). A relevant part of population is engaged in charitable giving, though the percentage of personal income donated is less than 1%. On average, people volunteer 28 hours per month, which is a significant amount of time, and effective and expanding support structures exist. As for resources, CSOs have adequate human and technical resources to achieve their objectives, although financial resources appear to be insufficient.

With regards to weaknesses, only a minority of people (though relevant in quantitative terms) carry out non-partisan political actions, belong to CSOs, volunteer on a regular basis or have participated in a collective action during the last year. Nevertheless, there are significant examples of citizens' involvement, such as the high number of participants in the Rome march against the Iraq war in 2003 (around 2.5 million people) and the growing phenomenon of citizens volunteering for civil defence. The national defence system now includes about 2,500 CSOs operating at community level and gathers more than 1,300,000 permanent volunteers. In general, CSOs in Italy tend to under-represent some social groups in their membership and, even more so, in their leadership. The most important example is the one of women. Women represent 50.8% of people active in voluntary organisations, but they only hold the leading position in three out of 10 organisations. Of the associations that belong to the umbrella organisation, the *Forum del Terzo Settore*, only 33 of the 157 leading roles (21%) are filled by women.

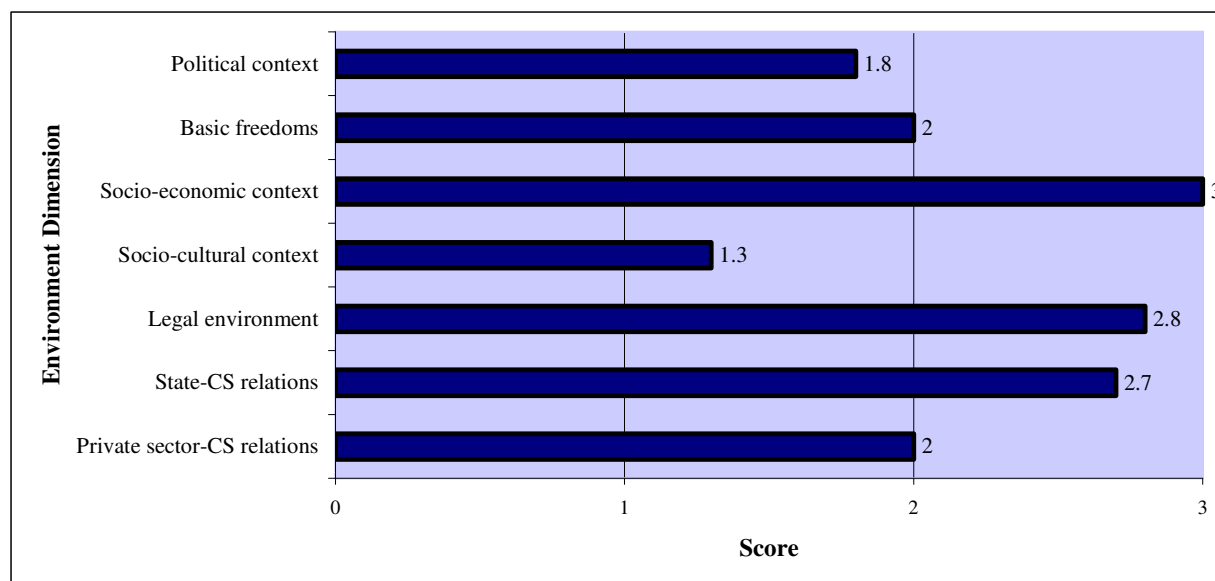
The majority of CSOs belong to an umbrella organisation or federation, but these structures are usually not very effective. At the same time, only a very limited number of self-regulation norms are shared by CSOs. Only a few CSOs have international linkages, though networking with CSOs from other European Union countries is rapidly growing. Communication and cooperation between civil society actors is limited and there are few examples of cross-sectoral coalitions.

In spite of these structural deficiencies, it should be noted that Italian civil society is undergoing a dramatic development, which is epitomised by the growth rate of voluntary organisations during from 1996 through 2000. During this period the national average increased by 119%, with a surprising peak in the south where voluntary organisations grew in number at a pace of +200%.

## 2. ENVIRONMENT

The analysis of environment that surrounded civil society in Italy is not only linked to legal factors, but gives space to other factors, such as political, institutional, social, cultural, and economic. The score for the Environment Dimension is 2.2, indicating a quite strong situation. Figure III.2.1 presents the scores for the seven subdimensions within the environment dimension.

**FIGURE III.2.1: Subdimensions scores in environmental dimension**



### 2.1. Political context

This subdimension explores various aspects of the political situation in the country and its impact on civil society, in terms of citizen's political rights, the extent of political competition, rule of law, corruption, state effectiveness and decentralisation. Table III.2.1 summarises the respective indicator scores.

**TABLE III.2.1: Indicators assessing political context**

Ref.#	Indicators	Scores
<u>2.1.1</u>	Political rights	<u>3</u>
<u>2.1.2</u>	Political competition	<u>2</u>
<u>2.1.3</u>	Rule of law	<u>1</u>
<u>2.1.4</u>	Corruption	<u>1</u>
<u>2.1.5</u>	State effectiveness	<u>2</u>
<u>2.1.6</u>	Decentralisation	<u>2</u>

*2.1.1 Political rights.* According to the Freedom House Political Rights Index, the rank of Italy is equal to 1, that meaning a country that is closest to the ideal situation. The right of citizens to freely organize in political parties is fully respected.

As for the exercise of political rights with close reference to civil society initiatives, it must be mentioned that there is a debate on the reform of law on referendum. This law on one side establishes that referenda can regard only the abrogation of existing laws and not the introduction of new ones. On the other side, the validity of the results of the referendum is conditioned to the participation of



the majority of voters, thus privileging non-participants over participants. Of course, on the issue very different points of view do confront.

According to the Governance Indicators, the “Voice and Accountability” indicator, that measures the extent to which citizens of a country are able to participate in the selection of governments, for Italy, in 2004, ranks 82.0, that meaning a high level of participation opportunities (The World Bank, June 2005, p.130).

*2.1.2 Political competition.* The Italian political system was a proportional one up to the beginning of ‘90s, when a number of reforms made it a majority one both at national, regional and local levels. Despite several problems, this change allowed Italians to have the real possibility to change governments voting for coalitions, and increased the stability of governments themselves. It is a matter of fact, for example, that on the occasion of all parliamentary elections since 1994, citizens decided to change majority. In the aftermath of the deep change went together with the “Bribeville” phenomenon (see below), the Italian party system tended to organise itself in two broad and pluralistic coalitions: one of centre-right and one of centre-left. These two coalitions are so large and differentiated that several problems emerged both in their ordinary management and in the exercise of government responsibility. It is ongoing with a lot of difficulties, on both sides of political spectrum, the attempt to unify parties in a single broad party, taking into account that political parties in Italy are between 30 and 42 (a precise number cannot be given since small parties are used to merge and divide according to situations and opportunities and, in addition, rules of parliament work tend to favour the multiplication of parties). As an effect of this situation, in October 2005 the political majority has promoted a reform of electoral system, presently under discussion, aimed at re-introducing proportional criteria for the election of the Parliament.

That having been said, it must be added that Italian political system lives the same problems of the other developed countries: personalization of political power, link between money and power, “mediatisation” of political struggle, priority to marketing needs, and so on.

NAG members agreed that, though Italy has a standard representative democracy, the situation of political parties is neither robust nor well-institutionalised.

*2.1.3 Rule of law.* The rule of law is, without any doubt, one of the most critical topics of Italian civil society environment. Some examples can highlight this situation, which civil society organisations are coping with.

The rule of law is strictly linked with the functioning of justice system. In Italy this is probably the most inefficient service. Especially in civil law, bureaucratic obstacles, high costs and length of court actions damage citizens and make them distrustful about the effectiveness of laws. According to ISTAT (2003: 13-14), 58% of Italian population believe that justice is not able to manage civil actions with bearable times and costs. As for criminal law and security issues, it can be mentioned that, according to 2000 data of ISTAT (quoted in CNEL archive, [www.cnel.it/cnelstats/sinotticoN.asp?naz=005&topic=002#GiustiziaCivileePenale](http://www.cnel.it/cnelstats/sinotticoN.asp?naz=005&topic=002#GiustiziaCivileePenale)), 76.5% (1,688,229 out of 2,205,782) crimes reported were not punished.

It must be added, on the other hand, that the promotion of the rule of law, both as a culture and a practice, is the mission of several civil society organisations: for example, those engaged in anti-mafia policy. They are a lot especially in Southern Italy and involve common citizens, traders, religious leaders, intellectuals, and so on. About 1,000 of them are members of *Libera* (“Free”), a network promoting anti-mafia and pro-rule of law initiatives in schools, neighborhoods and municipalities ([www.libera.it](http://www.libera.it)).

Another relevant indicator of the weakness of the rule of law is the one of tax evasion. In Italy the amount of tax evasion is esteemed at 200 billion €. This amount has slightly increased between 2002 and 2003. One of the facilitating factors of tax evasion is precisely the inability of the State to contrast it and its habit of promoting periodical remissions of the fiscal debts (the last took place in 2002).

According to the Governance Indicators, the “Rule of Law” indicator, that measures the extent to which agents have confidence in and abide by the rules of society, for Italy, in 2004, ranks 71.0. In 1998 it ranked 82.7 (The World Bank, June 2005, p: 130).

*2.1.4 Corruption.* According to the 2004 Transparency International Corruption Perception Index, the perceived risk of corruption in Italy is equal to 4.8, therefore in the lower half of the scale 10-point scale. The situation has worsened, with a decrease of 0.5 points in respect to 2003.

About corruption it must be reminded that at the beginning of ‘90s a wide phenomenon of corruption involving politicians, entrepreneurs, public officials, bankers and in general people belonging to the establishment was discovered and persecuted by judges, starting from the Milan public prosecutor’s office. The phenomenon, that was named “Bribeville” (*Tangentopoli*), broke down the most part of political parties and gave place to a deep change, with long-term effects. To give an idea of the width of the phenomenon, with reference to the Milan tribunal only, about 3,200 persons were proposed to be committed for trial by the public prosecutor, 1,275 were condemned, 429 were discharged, 386 were acquitted because invalidation by prescription, 1,320 cases were transferred to other competent courts, 45 persons committed suicide. The tax administration assessed fiscal crimes linked to “Bribeville” for an amount of about 1.6 billion € ([www.linealegale.it/2processi\\_in\\_diretta.htm](http://www.linealegale.it/2processi_in_diretta.htm)).

Several controversies have arisen from those events, especially on the “political” role that prosecutors and judges have played on that occasion. They are still ongoing, leading to a sort of permanent conflict between politics and justice. It is a matter of fact, in any case, that also after the “Bribeville” period, the political leadership has shown little or no ability to identify and eliminate political corruption by itself.

*2.1.5 State effectiveness.* As in other developed countries, in the last decades the Italian state has lived a dramatic decrease in its ability to implement laws, protect rights, and fulfil its defined functions. Most civil society organisations have indeed been established as a reaction to the lack of effectiveness of the state. This lack of effectiveness is partly linked to phenomena affecting all nation-states, and partly due to a traditional inefficiency and ineffectiveness of Italian public administration. Though several reforms and improvements have been carried out and achieved since the beginning of ‘90s, implementation gaps are in any case a daily matter.

This situation is reflected in the degree of citizens’ trust in State institutions. Various researches do agree that two-third of Italians distrust the government; a little bit better is the situation of the Parliament (trusted by 33.7%), much better about Regional (36%) and Province (37.5%) administrations and slightly better about local administration (42.2%) and the European Union (46.3%). (IREF 2003: 223-224; see also LEGAMBIENTE, TNS-ABACUS 2003: 32; LEGAMBIENTE, TNS-ABACUS 2002: 119; EURISPES 2005: 679 ff.).

According to the Governance Indicators, the “Government Effectiveness” indicator, that measures the extent to which the government is able to produce and implement good policies and deliver public goods, for Italy, in 2004, ranks 70.2. In 1998 it ranked 84.7 (The World Bank, June 2005, p: 130).

It must be stressed, according to NAG, that State bureaucracy, in Italy, is not always perceived as functional and is, on the contrary, often perceived as incompetent and/or non-responsive, especially at local level.

**2.1.6 Decentralisation.** From a traditional centralised structure, Italian public administration has been increasingly decentralised, up to a 2001 constitutional reform that redistributed strong powers especially to regional administrations in fields such as health care, transports, etc. Both the effectiveness of this choice and the connected risk of the establishment of different degrees of citizenship according to the regional administrations' choices and abilities are highly discussed.

In 2002, local administrations received from the State about 16 billion € (3.53% of the overall budget); while regional administrations received about 49 billion € (10.77% of the overall budget). Resources allocated to sub national institutions are therefore 14.29% of the overall budget (CNEL, [www.cnel.it/archivio/bilancio\\_stato/2001/consuntivo.asp](http://www.cnel.it/archivio/bilancio_stato/2001/consuntivo.asp)).

As the NAG members agreed, in Italy decentralisation doesn't necessary imply that the government transfers expenditures to sub-national authorities: even if expenditures are not so much, functions assigned to sub-national authorities are very broad (for example, the management of public transport system). Further, sub-national authorities' revenues often don't move by the central government but come directly from local taxes.

## 2.2. Basic freedoms and rights

This subdimension looks at those constitutional rights which directly relate to the functioning of Italian civil society, that are freedoms of expression, assembly and association, information rights and freedoms of the press. It assesses to what extent these freedoms and rights are ensured by law and in practice. Table III.2.2 summarises the respective indicator scores.

**TABLE III.2.2: Indicators assessing basic freedoms & rights**

Ref.#	Indicators	Scores
<u>2.2.1</u>	Civil liberties	<u>3</u>
<u>2.2.2</u>	Information rights	<u>2</u>
<u>2.2.3</u>	Press freedoms	<u>1</u>

**2.2.1 Civil liberties.** According to the Freedom House Political Rights Index emerges that the rank of Italy is equal to 1, that meaning a country that is closest to the ideal situation. However, it must be registered a sceptical attitude of citizens with regard to the transparency of political and institutional information: 6 citizens out of 10 claim that this right is not actually respected in Italy. As for the freedom of expression, 1 citizen out of 4 believes that this right is not implemented (IREF 2003: 227-228). This kind of attitude is probably linked, on one side, to a general syndrome of distrust towards political leaderships, common to a lot of countries; and on the other side to the peculiar situation of Italy. We mean especially the conflict of interests which affects the Italian Prime Minister Silvio Berlusconi (in charge until May 2006) and which we will refer to below.

Very few items (6) of Media Review regard this indicator. They cope with cases of lack of respect of freedom of expression, either on the occasion of civil society public initiatives contrasting government, or when single workers criticised their company, thus being fired.

Members of the NAG agreed that in Italy civil liberties are always guaranteed, while the peculiar Italian situation falls on press freedom (see 2.2.3 indicator).

**2.2.2 Information rights.** Since 1990 Italy has a law on access of citizens to public administration information and deeds, establishing also the right of citizens to take part in administrative processes affecting themselves (L. 241/90). This law has had a slow and troubled implementation process, but it was a milestone of the development of information rights in Italy. It indeed constrained public administration to overcome traditional cultural and behavioural patterns and to become more responsive to the citizenry. A significant, though not major, part of the public administrations' Offices for Relations with the Public (URP) work, set up since 1993, regards precisely the access to public administration documents and information (DL 29/2003).

However, it must be reported that a recent law (n. 15/2005) has modified the 1990 Act restricting the chance of the public to have access to administrations' information. The new law establishes that only those that have a direct, concrete and present interest, based on a precise and pertinent legal provision can have access. This could hinder, for example, the access to information to environmental movements or to consumer associations, or even to groups working at the local level.

**2.2.3 Press freedoms.** From the Freedom House Political Rights Index results that Italy's score about press freedom is equal to 35. It means that Italy is classified in the group of countries whose media system is "partly free" (in charge from June 2001 to May 2006). This scoring refers to January-December 2001 situation and without any doubt reflects the peculiar situation of the conflict of interests of the Italian Prime Minister, Mr. Silvio Berlusconi. Mr. Berlusconi is indeed, on one side, the personal owner of the three main private TV networks as well as of one of the main national newspapers; and, on the other side, he, as Prime Minister and head of parliament majority, has had the power to influence and control the public broadcast (RAI), with three TV networks, three radio networks and several other structures and services. The effect of this is a relevant anomaly with regard to the Italian democracy: the most part of the information system has been under the control and/or influence of one person, who was the head of government. Though in 2001, at the moment of his election, Mr. Berlusconi declared that he was going to solve his interest conflict in the first 100 days of premiership, a very permissive law on this issue was approved only at the mid of 2004 (Law n.215/04).

The NAG stressed the relevance of this situation and of its impact, both on economy (lack of free market), and on freedom of information (with phenomena of self-censorship attitude of the media system).

## 2.3. Socio-economic context

This subdimension assesses the socio-economic situation in Italy and its impact on civil society. It does this by determining how many of a range of conditions considered seriously disabling to civil society, such as widespread poverty, civil war or conflict, severe economic or social crisis, severe socio-economic inequity, pervasive adult illiteracy, are present in a country context. Table III.2.3 summarises the respective indicator scores.

**TABLE III.2.3: Indicators assessing socio-economic context**

Ref.#	Indicators	Scores
<u>2.3.1</u>	Socio-economic context	<u>3</u>

**2.3.1 Socio-economic context.** With regard to the CIVICUS' indicators the Italian situation is definitely better, and in a sense impossible to compare with other countries using those indicators. To be more precise:

1. As for *poverty* - *do more than 40% of Italians live on less than 2 US\$ a day?*- 11.8% of Italian people live in conditions of relative poverty, while 5.1% live in condition of "absolute" poverty (CENSIS 2004: 291-293).

2. *Civil war - did the country experience any armed conflict during the last five years?* No armed conflict happened in the last five years.
3. *Severe ethnic or religious conflict?* No recent severe ethnic or religious conflict happened.
4. *Severe economic crisis – is the external debt more than the GDP?* Though Italy has a huge public debt (the ratio of the public debt to GNP is indeed 105.8%), just a small part of it is external.
5. *Severe social crisis?* Italy did not live any social crisis over the last two years, though natural disasters (earthquakes, floods, eruptions, etc.) are quite frequent and cause relevant damages to people and goods.
6. *Severe socio-economic inequities, i.e. is the Gini-coefficient > 0.4?* As for the socio-economic inequities, according to the 2004 WBDR, the Gini Index regarding year 2000 for Italy is equal to 36 (0=full equality; 100=full inequality).
7. *Pervasive illiteracy - are more than 40% of the adult population illiterate?* As for illiteracy, the adult illiteracy is of 1% (Freedom House Political Rights Index).
8. *Lack of IT infrastructure – are there less than 5 IT hosts per 10.000 inhabitants?* As for IT infrastructures, in 2003 in Italy there were 114 Internet-linked computer each 100,000 inhabitants and 3,366 users each 10,000 inhabitants (International Telecommunication Union data).

The critical economic situation in Italy (similarly to other European countries) is having rather negative effects on the welfare system. (e.g. growth rate close to zero, growing unemployment, ‘flexibilisation’ of the labour market, cuts on pensions and uncertainty about the future for many young Italians, cuts on state expenditure in health, public education, etc., and privatization of public facilities). However, it does not compare in any way with the problems that affect most part of the countries in the world and which the CIVICUS’ indicators refer to.

## 2.4. Socio-cultural context

This subdimension looks at levels of trust, tolerance and public spiritedness among members of society in order to assess to what extent socio-cultural norms and attitudes are conducive to civil society. Table III.2.4 summarises the respective indicator scores.

**TABLE III.2.4: Indicators assessing socio-cultural context**

Ref.#	Indicators	Scores
<u>2.4.1</u>	Trust	<u>1</u>
<u>2.4.2</u>	Tolerance	<u>2</u>
<u>2.4.3</u>	Public spiritedness	<u>1</u>

**2.4.1 Trust.** According to the existing researches, Italians seem to be quite wary of other people, apart family members and close circles of friends, though this kind of statement could reflect also a typical scientific community’s paradigm on Italians (the well-known “amoral familism” of Banfield’s 1950s researches). It is a matter of fact, however, that according to a recent research 80% of the interviewed sample declared that it is necessary to be very cautious in dealing with other people and 75% showed the belief that, when necessary, others could take advantage of his/her good faith) (LEGAMBIENTE, TNS-ABACUS 2002: 120-121). The same research introduces a “trust index” on a 0-100 scale, where the value of trust of Italians is equal to 44 (40 in the previous year).

According to the 1999-2000 World Value Survey, 33% of citizens believe that most people can be trusted, while 67% feel that one needs to be very careful with other people (Inglehart R. et al. 2005). NAG members believe that the data show a widespread mistrust among citizens.

**2.4.2 Tolerance.** Available data regard immigrants and homosexuality. Generally speaking, new members of society are seen as “drifting mines”, able to upset social structure and relations. According to a recent research, about two-third of the sample declared that immigrants must adapt

themselves to society, and only one-third declared that society must adapt itself to changes (LEGAMBIENTE, TSN-ABACUS 2003: 49). In 2001 and 2002 there was a decrease of violent attacks against immigrants (less than 300), but the ratio of deaths to attacks has worsened (21.2% in 2002). Nevertheless, in the media system the stigmatizing attitude has been decreased and more precise and fact-based reports have taken place. An indicator of the existing intolerance against immigrants is the difficulty to find lodgings: according to a recent survey, 57% of home owners do not want to rent houses to immigrants (CARITAS 2004: 137-139).

As for homosexuality, according to a 2003 survey, only 49.2% of the sample believes that this is equal to heterosexuality and 10.3% of the sample considers it as immoral. Nevertheless, 51.6% of the sample declared that homosexual couples would have the right to get married, though against this possibility took position 41.7%. Finally, 63.4% of the sample disapproved the possibility for homosexual couples to adopt children (Eurispes June 2003: [www.eurispes.it/](http://www.eurispes.it/)).

It must be added that two recent laws (DL n. 215 and 216/2003) acknowledging a European Union act, established a higher degree of protection against direct and indirect forms of discrimination. According to the 1999-2000 World Value Survey, the Tolerance Index Score for Italy is 1.0, thus showing a high level of tolerance (0=most tolerant attitude; 5=most intolerant). Indicators used to build this index are the following: 15.6% of people wouldn't like to have as neighbours people of different race, 16.5% of people wouldn't like to have as neighbours immigrants/foreign workers; 31.3% of people wouldn't like to have as neighbours people who have HIV/AIDS; 28.7% of people wouldn't like to have as neighbours homosexuals; 17.2% of people wouldn't like to have as neighbours Muslims (Inglehart R. et al. 2005). CSOs have certainly made a relevant contribution to increasing people's tolerance, though the situation cannot be considered to be satisfactory.

*2.4.3 Public spiritedness.* According to common wisdom and scientific community itself, public spiritedness is very low in Italy (see, for example, Donati, Colozzi 2004; Legambiente, Abacus 2001; Legambiente, Tns-Abacus 2002, 2003; Putnam 1993). Various factors are presumed to cause this phenomenon: from the traditional strength of family vis-à-vis the weakness of the state, to the presumption that all public matters must be dealt with by public institutions. From a juridical point of view as well, the dealing with public issues has been a monopoly of the State, so that citizens caring for a public garden or restoring a road could be – and often actually were – fined by the authorities. Moreover, recent strongly selfish visions, strategies and policies promoted by the political majority in office between June 2001 and May 2006, as well as unethical behaviours of political leaderships and in general of the establishment, gave room to nothing but “Bad examples” to the citizenry.

The 2001 constitutional reform changed this situation, establishing the principle of “horizontal” subsidiarity, meaning that Italian Republic recognises and favours those activities of citizens, as individuals and as organisations, focused on general interest (art. 118.4 Constitution). This change in rules reflects an ongoing change in societal attitudes and behaviours.

Two typical indicators of the lack of public spiritedness are the separate refuse collection for recyclable material and unauthorised building. As for the first point, the rate of separate refuse collection grew from 7.2% of 1996 to 19.1% of 2001. Though a relevant divide between Northern and Southern regions does exist, it seems that the situation is rapidly improving (Legambiente, TSN-ABACUS 2002: 42). As for unauthorised building, in 2003 and 2004 64,000 new unauthorised buildings raised, almost half of which in the four regions mostly affected by mafia groups (Sicilia, Calabria, Campania, Puglia). It must be, however, taken into account that in 2004 the government established a remission precisely on unauthorised buildings, thus stimulating the phenomenon. (Legambiente June 2005a: 31).

According to the 1999-2000 World Value Survey, the Public spiritedness index score for Italy is 2.1, meaning that Italian society has a moderate level of public spiritedness (Inglehart R. et al. 2005), while NAG members believe that data show a low level of public spiritedness.

## 2.5. Legal environment

This subdimension assesses the extent to which the existing legal environment is enabling or disabling to civil society, including an assessment of CSO registration procedures, legal constraints on CSO advocacy activities, CSO tax exemptions and tax benefits to promote philanthropy. Table III.2.5 summarises the respective indicator scores.

**TABLE III.2.5.: Indicators assessing legal environment**

Ref.#	Indicators	Scores
<u>2.5.1</u>	CSO registration	<u>2</u>
<u>2.5.2</u>	Allowable advocacy activities	<u>3</u>
<u>2.5.3</u>	Tax laws favourable to CSOs	<u>3</u>
<u>2.5.4</u>	Tax benefits for philanthropy	<u>3</u>

*2.5.1 CSO registration.* There are two main ways of recognition for citizens' organisations:

- a register at national or regional level in the case of the laws on non profit organisations, consumer associations, social cooperatives, volunteer organisations, social promotion association;
- a decree of the national or regional governments in the case of foundations, environmental associations and international cooperation NGOs.

Registers and decrees can also be used for the recognition of citizens' organisations for specific purposes. This is the case of the organisations qualified to establish centres for drug addicts (decree, DM 7/6/2000) or to house prisoners with drug addiction (register, DPR 309/90), to care for disabled people in cooperation with public institutions (register, L. 104/92) and to host young people doing civil service (register, DLGS 77/2002). Generally speaking, the registering procedures are pretty quick, though the required documentation is often complex and can differ according to the various institutions or official in charge. They are usually cheap because in Italy notary's acts and certified copies are free of charge for nonprofit organisations. Procedures and requirements to obtain a decree of recognition are usually more complex and slow (Moro 2005). Local administrations use various tools.

A general problem regarding CSO registration is that public administrations tend to impose to CSOs to change their organisational identity and often their mission in order to meet the requirements coming from laws or regulations: so that, for example, a grassroots organisation engaged in various fields at local level must choose just one field of action because local or regional administration have established one register for each policy field, for example, welfare, health, environment, consumption. The effect of that is an obvious threat to the strength and autonomy of civic action.

This issue is not reflected in the question posed to stakeholders, who where asked only to notice if registration procedures are quick, simple, inexpensive, consistent with laws and well applied. While on quickness and simplexes stakeholders' opinions is balanced (34.8% of them state that procedures are quick, 32.6% that they are not; 33.3% of them state that procedures are simple, 39.3% that they are not), a clear majority of stakeholders maintain that procedures are inexpensive (63.5%), follow legal provisions (66.7%) and are consistently applied (51.2%).

**Table III.2.6: Stakeholders' opinion on the procedures for registering a CSO (%)**

Procedures for registering a CSO are: (% of stakeholders' answering for every sentence)	Yes	No	Don't know	Total
Quick	34.8	32.6	32.6	100.0
Simple	33.3	39.3	27.4	100.0
Inexpensive	63.5	13.0	23.5	100.0
Following legal provisions	66.7	2.3	31.0	100.0
Consistently Applied	51.2	8.6	40.2	100.0

The problem, in other words, regards less the procedure (in this case above all because of length and complexity), than the substance and implications of registering for CSOs.

**2.5.2 Allowable advocacy activities.** In Italy there are no legal restrictions for CSOs in advocacy and criticising the government. Those legal restrictions established by laws are considered fair by 43.8% of stakeholders, and unfair by 14.3%; 13.3% of them state that existing law don't place any degree of restrictions on civil society's advocacy activities and 28.6% don't know.

**Table III.2.7: Stakeholders' opinion on the existence and degree of the restrictions on civil society's advocacy activities (%)**

Stakeholders' opinion	% of respondents
Unreasonable Restrictions	14.3
Reasonable restrictions	43.8
No restrictions	13.3
Don't Know	28.6
Total	100.0

Problems could and do exist in the implementation process, as well as at local level, where criticism towards local administration can give rise to negative consequences in terms of CSOs resources and operational opportunities.

**2.5.3 Tax laws favourable to CSOs.** Since the approval of the general law on nonprofit organisations, in 1997, pretty much all CSOs benefit from tax exemptions. Several sectoral laws (for example, on voluntary organisations or on international cooperation NGOs), approved since early '90s, had already established the same principle. Tax law on nonprofit organisations establishes various forms of support: CSOs main activities are not taxed, notary's acts and certified copies are free of charge, CSOs are allowed to receive donations and legacies free of taxes.

**2.5.4 Tax benefits for philanthropy.** The 1997 general law on nonprofit organisations established that individual donors could deduct donations from their taxes up to an amount of 2,000 € and that companies could do the same up to 2% of their taxable income. This share has been recently definitely increased thanks to a civil society campaign named "Più dai, meno versi" (The more you give, the less you pay), supported by a bipartisan group of members of parliament. The campaign, involving some umbrella organisations and nonprofit media (*Summit della solidarietà*, *Forum del terzo settore*, "Vita" weekly), gave rise to a new law (DL 35/2005) establishing that individuals and companies can directly deduct from their taxable income up to 10% and no more than 70,000 € (Borletti 2005: Press Release). On the other hand, according to a recent research, while Italian individuals and companies show a growing attitude to donations, only 53% of the sample knew the existence of fiscal incentives and only 20% of them had benefited of such incentives. It gave rise to a relevant difference in the amount of donations: on average, who donated without knowing those opportunities gave 92 €, while who did it knowing and using fiscal incentives gave 212 € (*Summit della solidarietà* 2003).



## 2.6. State-civil society relations

This subdimension seeks to assess the nature and quality of relations between civil society and the state in Italy, by looking at issues of CSO autonomy, state-civil society dialogue and cooperation and support. Table III.2.8 summarises the respective indicator scores.

**TABLE III.2.8: Indicators assessing the relations between state and civil society**

Ref.#	Indicators	Scores
<u>2.6.1</u>	Autonomy	<u>3</u>
<u>2.6.2</u>	Dialogue	<u>2</u>
<u>2.6.3</u>	Cooperation / support	<u>3</u>

*2.6.1 Autonomy.* Considering Italian situation from the point of view of civil liberties, it can be maintained that CSOs are definitely free to act independently on government. However, given this basic situation, it must also be borne in mind that in Italy the role of the State in civil society affairs is traditionally relevant and despite it has been weakening in the last three decades, it remains strong. This situation has an influence on the level of autonomy of CSOs, still closely linked to the State for example for funds.

Stakeholders have noticed and stress this situation. Indeed, 56.7% of them declare that the State interferes sometimes or frequently with CSOs, for example through laws and regulations regarding various matters, from the requirements expected from CSOs to qualify for funding, to issues pertaining to the privacy of CSOs' work and how the state can access sensitive information. Seven and one-half percent of them believe that the State doesn't interfere, 17.9% that it does rarely and the remaining part don't know. However, such as degree of interference cannot be in any way be compared to, say, those countries that are ruled by authoritarian regimes.

**Table III.2.9: Stakeholders' opinion on the State interference in civil society's activities (%)**

Stakeholders' opinion	% of respondents
It doesn't interfere at all	7.5
It rarely interferes	17.9
It sometimes interferes	42.5
It frequently interferes	14.2
Don't Know	17.9
Total	100.0

Despite stakeholders' opinion, NAG members agreed that generally speaking CSOs operate without unwarranted government interference, unless at local level.

*2.6.2 Dialogue.* Though a number of laws and concrete positive experiences of State-CSOs dialogue do exist in Italy, this matter is open to question. As for the national level, the common experience of CSOs is that often a formal dialogue is not followed by actual commitments on the public side, and that the dialogue is reserved to side issues. As a recent Active Citizenship Network research has shown, in Italy too the rules of engagement are often not-institutionalised, when institutionalised are overlapped by informal and "shadow" criteria, and in any case tend to privilege strong, Rome-based, better linked with political establishment, traditionally cooperating with the public administration, CSOs (ACN Dec 2004: 45-46). Obviously, this situation does not regard social partners as trade unions and employers organisations, which are legitimised through legal mechanisms and are considered representatives of the whole labour world, also in the cases they are not (for example with reference to "flexible" workers or to small and medium enterprises, where often neither the enterprise nor the workers are associated to those organisations).

As for local administrations, it seems that the situation is far better. According to a recent research (CENSIS July 2002: 5), 72.7% of nonprofit institutions give a positive evaluation of their relations with local communities (which would mean, or at least include, local administrations) and 67% of them participate to territorial coordination with public bodies. According to a recent research on local administrations-voluntary organisations relations, though based only on official documents and interviews, one administration out of two uses a specific registry for these organisations (it is a somewhat ambiguous data, linked possibly to the presumption of administrations to give shape to CSOs), and in the last three years 30% of chief town administrations have set up at least one administrative regulation regarding voluntary organisations. But also in the local dimension more than 55% of administrations tend to informally, on a case-by-case basis, relate with voluntary organisations (Frisanco 2005: 12-14).

According to another survey on the attitude of political and administrative elites towards civil society, it emerges that the establishment has a positive consideration of CSOs, but just in very general and formal terms. In reality, and especially with reference to Italy, the focus is rather on negative aspects of CSOs, such as weakness, fragmentation and confusion. Political parties too seem not to be familiar with CSOs (Cesareo, Lombardi, Magatti 2001). It can be added that an ambivalent attitude of the establishment towards CSOs is quite diffused in Italy as well as in Europe: while CSOs are considered a resource for democracy, at the same time they are distrusted and considered a problem by the governments, public officials and political leaderships. In a recent research, Active Citizenship Network has defined this attitude a “Dr. Jekyll – Mr. Hyde Syndrome” (ACN 2004). This situation is definitely negatively evaluated by stakeholders: 75.9% of them consider limited and 7.4% completely non-existent the relation between governments and CSOs.

**Table III.2.10: Stakeholders’ description of the dialogue between the state and CSOs (%)**

Stakeholders’ description	% of respondents
Non-existent	7.4
Limited	75.9
Moderate	13.9
Extensive	2.8
<b>Total</b>	<b>100.0</b>

It should be added that the 22 media report items classified under this indicator (78.6% of the items of the whole Environment dimension) regard the dialogue between government and trade unions. This confirms the special role and status of trade unions in civil society arena.

*2.6.3 Cooperation / Support.* Available data on public support to CSOs regard either the nonprofit sector in general, or specific kinds of organisations. Official data on the nonprofit sector show that 87.1% of NPOs have a prevailing (= more than 50% of funds) private financing; therefore only 12.9% would be supported mainly by the State (ISTAT 2001a: § 5.1, 5.2). This result seems not fully reflecting the reality of CSOs, where public funding is still of crucial importance. Two kinds of sectoral data can be useful on this regard. The first concerns voluntary organisations. According to FIVOL, 42% of CSOs are dependent on public funds; the same rate have an agreement with public administrations, while 82.6% of them have an operational cooperation with public services and offices (Frisanco 2005). The second sectoral data regard social cooperatives: as we have just mentioned, 59% of their funds (3 billion € in total) come from the public sector (UNIONCAMERE, Istituto G. Tagliacarne Nov 2004: 35). Other sources of funding are donations from individuals, support from companies, members’ and users’ fees; but the public one is prevailing.

Still today State funds are – directly or indirectly – the most relevant source of support for CSOs. For example, 70.5% of funds of nonprofit organisations operating in health care are public, while in economic development, social cohesion, social welfare, environment protection, education, research

sectors, public funds are over 40% of the total. It is easy that such a situation can threat CSOs' autonomy (Barbetta, Cima, Zamaro 2003: 169-171).

It should be added that public support can have both different (and often divergent) sources (national, regional, local, sectoral, by facilities, by the European Union) and different forms (grants for projects, contracts for the delivery of services, selling of goods, etc.). Several forms of in-kind support should be considered as well. All these elements enable us to state that public funding is still the main source of support for CSOs. It can be considered, of course, a matter with a positive as well as a negative and risky implication. On the one hand, it means that the State and public administrations consider CSOs as a resource to invest in; on the other hand, it could present challenges to the independence of CSOs and open up space for political interferences.

## 2.7. Private sector-civil society relations

This subdimension assesses private sector attitudes towards civil society as well as levels of corporate social responsibility and corporate philanthropy. Table III.2.11 summarises the respective indicator scores.

**TABLE III.2.11: Indicators assessing private sector-civil society relations**

Ref.#	Indicators	Scores
<u>2.7.1</u>	Private sector attitude	<u>2</u>
<u>2.7.2</u>	Corporate social responsibility	<u>2</u>
<u>2.7.3</u>	Corporate philanthropy	<u>2</u>

*2.7.1 Private sector attitude.* Thanks to the growing relevance of CSR in Italy, the idea of a strengthened relation with community actors intended as stakeholders has been increased among companies. Two examples can be made on this regard. One-third of the UNIPOL insurance company selling chain's CSR initiatives are carried out in cooperation with community organisations, a rate equal to those implemented with public administrations and schools – Unipol 2005). In January 2003 for the first time the main Italian bank, *Banca Intesa*, has signed an agreement with *Compagnia delle Opere* aimed at creating bank services for social enterprises, able to recognise their specific nature and way to operate (Federazione dell'impresa sociale Compagnia delle opere, 2004, pag: 8). Moreover, a rhetoric of stakeholders has definitely risen. It, however, coexists both with a suspicious attitude towards CSOs and with the traditional vision of the social relevance of the enterprise (epitomised by the saying "What is good for company, is good for society"). This ambivalent situation is well represented by the stakeholders' interviews: while according to 46.3% of them the participation of business to civil society activities takes place sometimes or frequently, 43.5% state that it happens rarely and 4.6% never.

**Table III.2.12: Stakeholders' opinion on frequency of business associations participation in broader civil society initiatives (%)**

Stakeholders' opinion	% of respondents
Never	4.6
Rarely	43.5
Sometimes	36.1
Frequently	10.2
Don't Know	5.6
Total	100.0

As for business' attitude towards CSOs, 3.8% of stakeholders point out that it is hostile, 29.2% suspicious, 31.1% indifferent, 29.2% favourable, 3.8% supporting, while 2.8% do not know.

**Table III.2.13: Stakeholders' opinion on private sector attitudes toward civil society (%)**

Stakeholders' opinion	% of respondents
Hostile	3.8
Suspicious	29.2
Indifferent	31.1
Favourable	29.2
Supportive	3.8
Don't Know	2.8
Total	100.0

On the occasion of focus groups meetings a good attitude and availability of local small and medium enterprises towards CSOs has been reported. NAG stated that private sector pays an increasing attention to CSOs and that there are a lot of good practices. However they believe that there is not a strong will to dialogue on the companies' side.

*2.7.2 Corporate social responsibility.* Since corporate social responsibility is a relatively new phenomenon in Italy, a sound base of data does not exist yet. Nevertheless, some information and data can be introduced to account for a growing attention of companies to their own behaviours as well as to societal needs. As for the notion of CSR, it can be said that the one established by the European Commission ("*Companies integrate social and environmental concerns in their business operations and in their interaction with their stakeholders on a voluntary basis*") is quite shared. As for actions, they can be grouped into two main clusters: those directed to make companies compliant with international standards and ethical norms beyond legal provisions, and those directed to actively contribute to civil, social and environmental development beyond charitable giving (CITTADINANZATTIVA, FONDACA 2003). Some recent research has begun to shed light on businesses actions. One of them (Zamaro 2005) was conducted on about 41.5% medium and big companies operating in Italy. Of the companies, 94.6% declared having implemented at least one of the following: selective management of industrial waste (88.5%); reduction of polluting emissions (62.7%); strengthening of internal communication (61.8%); financial support to good causes (56.5%); energy saving (52.4%); flexibility of working hours (48%); selling goods from socially responsible producers (45.3%); sharing decisions on companies with employees (25.8%); environmental certification of products (25.4%); social reporting (13.2%); delivery of proximity services to employees (10.1%); allocation of a part of the goods' price to social causes (7.1%). The list of CSR indicators is obviously incomplete, and moreover the research is based only on entrepreneurs' declarations; nevertheless it indicates a clear attention towards socially responsible behaviours.

**Table III.2.14: Corporate social responsibility behaviours declared by Italian big companies**

Corporate social responsibility behaviours	% of companies
Selective management of industrial waste	88.5
reduction of polluting emissions	62.7
strengthening of internal communication	61.8
financial support to good causes	56.6
energy saving	52.4
flexibility of working hours	48.0
selling goods from socially responsible producers	45.3
sharing decisions on companies with employees	25.8
environmental certification of products	25.4
social reporting	13.2
delivery of proximity services to employees	10.1
allocation of a part of the goods' price to social causes	7.1

According to another source (Valenti 2004), a poll on Italian SMEs, 21.7% of them have a EMAS or ISO 14001 certification, 3.3% a SA8000, 5% a Ohsas 18000 or Safety certification, 8.3% have

Declared Values, 15% have an ethical code, 16.7% have a social report, 5% an environmental report, 6.7% a sustainability report, while 16.7% don't have any CSR tool at all.

**Table III.2.15: Corporate social responsibility behaviours declared by Italian SMEs (%)**

Corporate social responsibility behaviours	% of companies
EMAS or ISO 14001 certification	21.7
SA8000	3.3
Ohsas 18000 or Safety certification	5.0
Declared Values	8.3
ethical code	15.0
social report	16.7
environmental report	5.0
sustainability report	6.7
don't have any CSR tool	16.7

In order to check, if not the reliability, at least the impact of these declarations of companies, we can mention that 83.3% of stakeholders pointed out that socially responsible behaviour of companies is limited or insignificant.

**Table III.2.16: Stakeholders' opinion of CSR behaviours of the major companies (%)**

Stakeholders' opinion	% of respondents
Insignificant	25.9
Limited	57.4
Moderate	11.1
Significant	1.9
Don't Know	3.7
Total	100.0

Moreover, it has been carried out an analysis of Internet sites and reports both of the 8 most important Italian companies (IFI, *Istituto Finanziario Industriale Spa*; FIAT S.p.A.; *Assicurazioni Generali*; ENI SpA; *Olivetti SpA*; Enel SpA.; *Telecom Italia SpA*; TIM, *Telecom Italia Mobile SpA*.) and of the 2 most important American companies with Italian branches (PricewaterhouseCoopers and Ernst & Young). As for the first group, in 5 Internet sites out of 8 there are both a section devoted to CSR and the sustainability report. As for the second group, nothing regarding CSR was founded in the Internet sites. What can be finally stated is that corporate social responsibility discourse and practice is rapidly taking place in Italy, though at the moment it involves still a minority of companies, often in the most elementary activities.

**2.7.3 Corporate philanthropy.** On corporate philanthropy as well there is a lack of general data. We have just noticed that 56.5% of companies are used to give financial support to socially relevant causes (Zamaro 2005). According to the State Tax Agency, in 2001 34,000 Italian companies (2.3% of the total amount of them) donated money to nonprofit organisations. This proportion has increased during the last years (1998-2001), as well as the overall value of donations, which had a rise of 14.3%, from 217 million € in 1998 to 266 million € in 2001. Donations, on the contrary, declined as for the average value: in 2001 the average donation was of 8,000 €, while in 1998 it was of 9,600 €. This change can however be linked to the inclusion of several medium and small enterprises among donor companies. The ratio of donations to gross income of companies is indeed of 0.45%, the same of previous years and similar to companies of other European countries, especially English (Summit della Solidarietà, 2006).

According to another source, about 70% companies in Italy make donations in general, that is not only to CSOs (64.4% SMEs and 73.3% big companies). Donations are focused on social development, scientific research, health and social welfare (SODALITAS 2003). Unfortunately, neither the amount of donated money, nor the number and type of recipient CSOs are known.

Another, though sectoral, set of data regards companies' investments in cause related marketing initiatives (Nielsen Media Research, SODALITAS 2004). In 2004 10,612 advertisements regarding CSR (=ads where both the name of the company and the one of CSO do appear) were delivered. They implied an investment of 85,747,000 € and are equal to 0.33% of the global advertisement investment of companies. This kind of activity seems growing: out of 205 companies engaged in CSR ads in 2004, 126 of them were first-timer.

Using again the sample of the 10 biggest national or multinational companies operating in Italy, the following data can be introduced: in 2004 the Gruppo Fiat (automobile) invested 16,17 million Euro in corporate philanthropy, Eni Spa (gas) 50,20, Enel Spa (electric power) 22,53, Telecom Italia group (telecommunications) 229, TIM Italia (mobile phones) 57. As for the distribution of these amounts of money in the various fields of corporate philanthropy, the Gruppo Fiat invested 30.33% in charity donations, 42.66% in community investments, 22.37% in commercial investments in the community, 4.64% in business basics. Eni Spa spent 83.30% of the money in charity donations and community investments, and 16.20% in commercial initiatives in the community and in business basics; Enel Spa spent 36.06% in charity donations, 46.37% in community investments, 9.59% in commercial initiatives in the community and 7.98% in business basics; Telecom Italia group spent 1.64% of its money in charity donations, 15.84% in community investments, 36.06% in commercial initiatives in the community, 46.6% in business basics; Tim Italia spent 3% of resources in charity donations, 1% in community investments, 39% in commercial initiatives in the community and 57% in business basics.

**Table III.2.17: Corporate Philanthropy in Italy – Major Companies' Funding of Civil Society (in million €)**

Company / Typology of funding	Gruppo Fiat (2004)		ENI SpA (2003)		Enel spa (2004)		Gruppo Telecom Italia (2004)			
							All the group		of which: TIM Italia (2003)	
	a.v.	%	a.v.	%	a.v.	%	a.v.	%	a.v.	%
<i>Charity Donations (A)</i>	4.91	30.33	n.d.	n.d.	8.12	36.06	3.76	1.64	1.71	3.00
<i>Community Investments (B)</i>	6.90	42.66	n.d.	n.d.	10.45	46.37	36.27	15.84	0.57	1.00
<i>(A + B)</i>	11.81	72.99	42.10	83.80	18.57	82.43	40.03	17.48	2.28	4.00
<i>Commercial Initiatives in the Community (C)</i>	3,61	22.37	n.d.	n.d.	2.16	9.59	82.57	36.06	22.23	39.00
<i>Business Basics (D)</i>	0.75	4.64	n.d.	n.d.	1.80	7.98	106.40	46.46	32.49	57.00
<i>(C+D)</i>	4.36	27.01	8.10	16.20	3.96	17.57	188.97	82.52	54.72	96.00
<b>Total</b>	16.17	100.00	50.20	100.00	22.53	100.00	229.00	100.00	57.00	100.00
<i>Total expenditure/ Net Profit</i>	-		0.90%		0.52%		3.20%		1.50%	

NAG members acknowledged that a lot of money are donated to CSOs by the private sector. but expressed the suspicion that it could be due to the fact the giving money is definitely more simple than really working together.

## CONCLUSION

Italian CSOs live in a relatively safe and favorable environment, in legal, political and socio-economic terms.

Political rights are fully implemented, civil liberties are respected and access to information is guaranteed, though a recent law has partially restricted this right. Around 15% of the national budget

is devolved to decentralised institutions, and several public services (such as health care, transport and school services) are directly managed by regional and local administrations. The socio-economic situation is not a barrier to the development of civil society, though Italy is witnessing a dramatic decrease in expenditure for social development, as is also the case in other European Union member states. The process of registration of CSOs is sufficiently fair and quick and CSOs' autonomy and freedom to criticise the government are guaranteed. However, especially at local level it can create problems for CSOs. A supportive fiscal legislation for CSOs and tax benefits for donors are guaranteed (individuals and companies can directly deduct up to 10% of their taxable income and no more than 70,000 € donated to CSOs). A relevant amount of public resources are invested in CSOs: the public sector is still the main funder of CSOs. Of the funds for nonprofit organisations operating in health care, 70.5% are public, while in the sectors of economic development, social cohesion, social welfare, environment protection, education and research, over 40% of the funds are public funds. Forty-two percent of voluntary organisations are dependent on public funds and 59% of social cooperatives' funds come from the public sector. Private enterprises show a growing attention both to dialogue with and financial support to CSOs. About 70% of companies in Italy make donations to CSOs and many companies are concerned with the social and environmental consequences of their activities.

As far as the environment dimension is concerned, one aspect that raises concern is the fragmentation of the multi-party system, characterised by two coalitions that are not particularly stable or clearly differentiated, and which are currently fragmented into 42 different parties represented in parliament. Linked to the weakness of the political leadership is the substantial level of mistrust and perceived corruption in the public sector. In 2005, Transparency International ranked Italy as 40<sup>th</sup> on its Corruption Perception Index. The low level of public spiritedness is reflected in the frequent violations of the law by citizens, and even by the state bureaucracy, and the low number of citizens that believe the State is able to enforce the rule of law. This situation is definitely not enabling for CSOs, since it gives place to lack of responsibility and accountability of the public sector. Frequent violations of the freedom of the press are noteworthy, mainly due to the oligopoly in the media system, with a dominant role played by the former Prime Minister, Mr. Silvio Berlusconi.

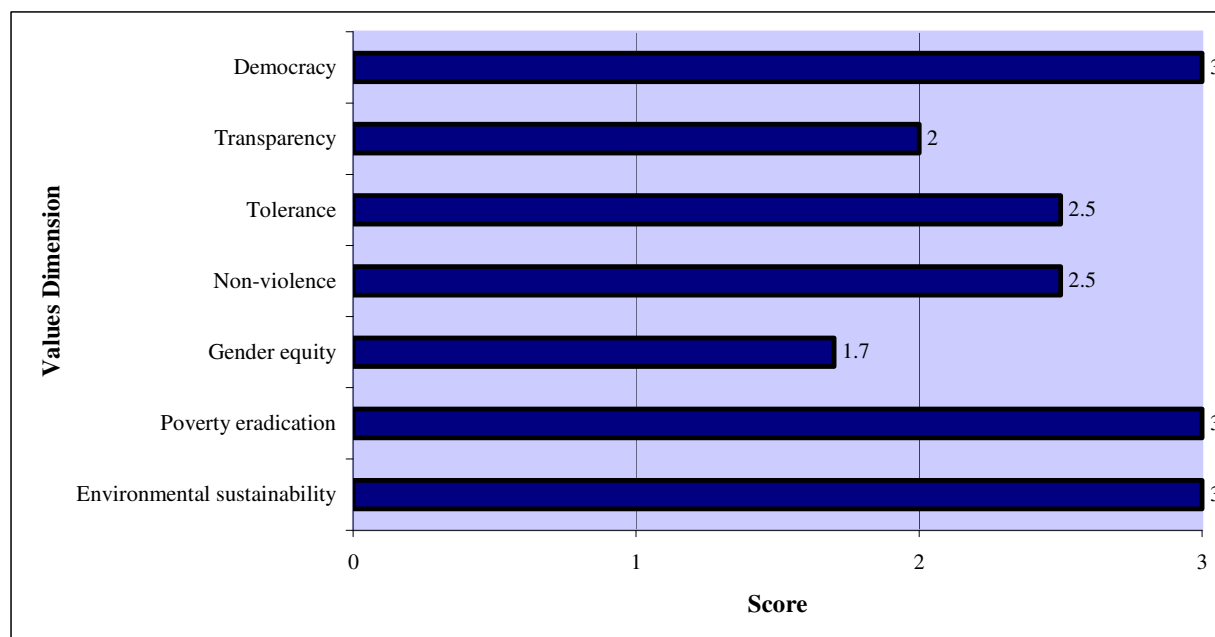
Both the public and private sectors' attitudes towards CSOs have improved. For example, the main Italian bank, Banca Intesa, signed an agreement in 2003 to create specific bank services for social enterprises, while some CSOs have created their own banking networks, such as Banca Etica. Finally, those citizens that are aware of the existence of fiscal benefits for philanthropy are likely to donate much more than those who are not aware of these incentives (on average 212 € per year as opposed to 92 €).

All in all, what made Italian civil society's operative environment rather conducive is the activity of CSOs themselves. For example, during the 2001 reform of the Italian Constitution, CSOs proposed the introduction of the principle of the constitutional value of citizens' engagement in general interest activities, and an article based on their proposal was approved by Parliament, the principle of "horizontal subsidiarity", article 118.). This event is a milestone in the history of civil society in Italy.

### 3. VALUES

This section describes and analyses the values promoted and practiced by Italian civil society. The subdimensions reflect a set of universally accepted social and political norms and indicators and look both at how these values are practiced within civil society and civil society efforts to promote the values in society at large. The score for the Values Dimension is 2.5, this reflecting a positive value bases for Italian civil society. Figure III.3.1 shows scores for seven subdimensions within the values dimension.

**FIGURE III.3.1: Subdimensions scores in values dimension**



#### 3.1. Democracy

This subdimension assesses to what extent civil society organisations practice internal democracy, for example in selecting leaders and making decisions, and how actively they are involved in promoting democracy at a societal level. Table III.3.1 summarises the scores for individual variables.

**TABLE III.3.1: Indicators assessing democracy**

Ref.#	Indicators	Scores
3.1.1	Democratic practices within CSOs	3
3.1.2	CS actions to promote democracy	3

*3.1.1 Democratic practices within CSOs.* It must be noticed that the general law on nonprofit organisations (no. 460/1997) established that, among the requirements of NPOs, they have to guarantee equality of rights and powers between members and democratic structures and procedures. Indeed, 75.3% of stakeholders confirm that CSOs leaders are elected by members, and 85% of them declare that members have a significant influence on decisions. However, though generally speaking democratic procedures appear to be respected, democratic practices and procedures do not seem characterizing the ordinary functioning of civil society organisations. Participation seems rather linked to the design, implementation and evaluation of concrete projects and activities. For example, 95.4% of voluntary organisations declare that volunteers are fully involved in decision making process. But going into details, it emerges that volunteers' participation regards more the designing



of specific activities (92.3% of cases) than the annual planning (75%), the evaluation of results of actions (74%) and the briefings on operational patterns of the organisation (58.6%) (Frisanco 2004a). Some civil society organisations are strongly engaged in promoting participation of their members. It is the case of consumers' cooperatives belonging to *Legacoop*. They are very strong economic organisations but members' participation to democratic procedures is for them a priority in order not to lose the link with their mission and origin. But this is an uneasy task. In 2005, only 4.5% of the 500,000 members of *Coop Nord Est*, for example, attended local assembly to discuss and approve the annual balance (direct information), while about only 10% of the 613,000 members of *Coop Adriatica* voted for the election of local presidents. In this latter case, however, elections were held not in ad hoc assemblies, but in coop's supermarkets' cash desks ([www.legacoop.bologna.it/progetti/dettaglio.asp?id=23](http://www.legacoop.bologna.it/progetti/dettaglio.asp?id=23)). On the other side (as an indicator of changing forms of participation to CSOs), in 2005 about 82,500 members of *Coop Nord Est* decided to give the value of the coupons collected doing shopping to support international cooperation projects, for an value of 1,7 million € (*Coop Nord Est* 2006). NAG members agreed that a large majority of CSOs practice internal democracy, even if they noticed that sometimes this is a pretty formal concept.

*3.1.2 CS actions to promote democracy.* Since Italy has a well-established representative democracy, the definition of CSOs role in promoting democracy must take into account this structural situation. In other words, in Italy CSOs are called to enrich and diffuse democracy on a daily base, as well as to make more effective and accountable democratic institutions, rather than defend or promote representative democratic institutions.

Stakeholders' answers confirm this trend: 57.9% of them declare to be known of one or more examples of CSOs campaigns to promote democracy; and the list of these campaigns include the submission of proposals of referenda, electoral information, promotion of neighbourhood committees, rallies for the reform of political parties, actions in support of the rule of law and in defence of Constitution, and so on. The most part of examples, however, regards campaigns and actions on policy issues such as health, welfare, justice, safety, peace, human rights abroad, etc. About 35.2% of stakeholders evaluate CSO role in promoting democracy sufficient or significant, 10.2% insignificant, 52.0 limited and the remaining part don't know. In other words, promotion of democracy seems to mean, in Italy, the effort to give it a daily and concrete meaning for the citizenry. The event thanks to which this attitude towards a daily democracy has met the life of institutions is the reform of Italian Constitution in 2001, where the principle of subsidiarity in the relation between the State and citizens was established (see above). It indeed gave a constitutional meaning and role to citizens' activism in public policies towards the general interest. For example, the 243 Social Forums raised in Italy in the aftermath of Genova G8 conference, are focused on the enrichment of participatory approaches to democratic procedures at local level ([www.carta.org/associazioni/forum\\_sociali/indexForum.htm](http://www.carta.org/associazioni/forum_sociali/indexForum.htm)).

## 3.2. Transparency

This subdimension looks at corruption and financial transparency within Italian civil society, as well as civil society actions to promote transparency at a societal level. Table III.3.2 summarises the scores for individual indicators.

**TABLE III.3.2: Indicators assessing transparency**

Ref.#	Indicators	Scores
3.2.1	Corruption within civil society	<u>3</u>
3.2.2	Financial transparency of CSOs	<u>1</u>
3.2.3	CS actions to promote transparency	<u>2</u>

*3.2.1 Corruption within civil society.* Though the concept of corruption with regard to CSOs is not fully clear, what can be said is that, according to the Transparency International's Corruption Barometer, the level of perceived corruption of NGOs in Italy is 2.4 (5=very corrupted; 1=not corrupted) and the one of religious institutions is 2.2. Both are at the lowest stage of the rank. At the top there are political parties, whose perceived level of corruption is equal to 4.2 (TRANSPARENCY INTERNATIONAL 2004). There are definitely rare reports that CSOs tried to corrupt public officials, neither that they were subject to extortions by them. On the other hand, are more diffused phenomena of political nepotism among CSOs, especially those engaged in delivery of public services and programs, as well as distortions and pathologies in CSOs action in raising public funds. To these phenomena could be likely referred the answer of stakeholders to this point: 51.9% of them consider frequent or very frequent cases of "corruption" inside CSOs.

**Table III.3.3: Stakeholders' opinion on the instances of corruption within civil society(%)**

Stakeholders' opinion	% of respondents
Very frequent	24.1
Frequent	27.8
Occasional	31.5
Very rare	8.3
Don't know	8.3
Total	100.0

But it must be taken in mind that, while corruption (and extortion) is a criminal matter, clientelism or loss of the mission are deontological problems, therefore different phenomena. In fact, no items regarding this indicator emerged in the media review and NAG too agreed that cases of corrupt behaviour within civil society are very rare.

*3.2.2 Financial transparency of CSOs.* The fact that, according to current laws, civil society organisations, as well as other bodies and institutions, have the duty to annually define and approve a budget and a financial report (a matter confirmed by 60% of stakeholders), does not mean that financial transparency is the top concern of CSOs. On the contrary, there is a traditional reluctance of these organisations to deal publicly with money issues, though this situation has rapidly changed in the last decade. Nevertheless, the analysis of the Internet sites of the 19 CSOs we have chosen as a sample for the collection of certain information allowed us to check that financial report is really delivered to the public only in two sites out of 19, and only in one case there is a detailed analysis of sources of funding. This certainly cannot be defined as an indicator of financial transparency. As NAG members agreed, CSOs' financial transparency is increasing, but it is not in place for the majority of CSOs.

*3.2.3 CS actions to promote transparency.* The general issue of transparency of public and private actors is managed especially by the Italian branch of Transparency International. It develops three main kinds of activities: a global program of education in ethics; a program towards public administration (promoting Integrity Agreements, training courses for public servants, monitoring administrations' activity and implementation of international agreements) and a program towards private firms (information on responsible corporate behaviours, seminars on CSR in universities, participation in forum and roundtables on CSR issues) ([www.transparency.it/3.htm](http://www.transparency.it/3.htm)).

Moreover, in Italy a number of programs and policies aimed at enhancing transparency of public and private actors in specific fields exist. As for public sector, it can be mentioned the activity of *Libera* ("Free"), a network of associations engaged in struggle against mafia especially in Southern regions, developing – among others – activities focused on transparency of local administrations, able to involve often many other influential civil society actors, such as trade unions ([www.libera.it](http://www.libera.it)). As for private sector, one example is the issue of transparency of bank services. In the last years consumers' associations developed several information and monitoring projects and initiatives on this issue.

Thanks to these activities, the bank system accepted to negotiate substantial changes in contracts as well as in tools and procedures for the transparency of rules and operations ([www.tuttoconsumatori.it](http://www.tuttoconsumatori.it)).

In general, however, actions for transparency do not seem as relevant and effective as they should be, both for public and private actors. This is confirmed by stakeholders' interviews. As for public sector, 31.1% of them declare to be known of one or more examples of CSOs programs on these issues. Their evaluation is summarised in the following table.

**Table III.3.4: Stakeholders' assessment of CSOs current role in promoting transparency of government and of private sector (%)**

Stakeholders' assessment of CSOs current role in promoting transparency	Of government	Of private sector
Sufficient or significant	13.7	8.3
Limited	53.9	48.1
Insignificant	26.5	26.9
Don't know	5.9	16.7
Total	100.0	100.0

Moreover, just 0.8% of media report items belonging to Values dimension regard this issue. It is a matter of fact, indeed, that media system is, generally speaking, traditionally not very supportive of the CS efforts towards transparency, as well as on transparency in general. Though the situation has improved in the last decades, it cannot be said to be satisfactory.

### 3.3. Tolerance

This subdimension looks at the balance between tolerant and intolerant forces within civil society as well as the extent to which civil society is engaged in promoting tolerance within society at large. Table III.3.5 summarises the scores for individual indicators.

**TABLE III.3.5: Indicators assessing tolerance**

Ref.#	Indicators	Scores
<u>3.3.1</u>	Tolerance within the CS arena	<u>2</u>
<u>3.3.2</u>	CS actions to promote tolerance	<u>3</u>

*3.3.1 Tolerance within the CS arena.* There are no reports neither studies regarding racism or intolerance of CSOs, with the exception of quite marginal groups, such as nazi-skin-head or neo-fascist movements, as well as forces focused on religious intolerance. Though in the last years in Italian society too attitudes and public discourses inspired by intolerance (especially against immigrants and Muslim people) have grown, they do not correspond to actions and programs of relevant civil society forces.

According to 66.7% of stakeholders racist organisations have no or very limited ground in civil society.

**Table III.3.6: Stakeholders' assessment of the significance of forces within civil society that are explicitly racist, discriminatory or intolerant (%)**

Stakeholders' assessment of the significance of racist, discriminatory or intolerant forces	% of respondents
Insignificant	26.9
Limited	39.8
Moderate	7.4
Significant	16.7
Don't know	9.3
Total	100.0

According to 24.1% of stakeholder, racists organisations have, nevertheless, a relevant role in Italy.

**Table III.3.7: Stakeholders' opinion on the relation of racist, discriminatory or intolerant forces to civil society at large (%)**

Stakeholders' opinion	% of respondents
They dominate civil society	1.8
They are a significant actor within civil society	22.0
They are a marginalised actor within civil society	42.2
They are completely isolated and strongly denounced by civil society at large	22.0
Don't Know	11.9
Total	100.0

The examples they give regard extremist groups, right parties, soccer hooligans. Possibly there was a too wide interpretation of this question on the stakeholders' side.

Only 1.4% of media report items regarding this dimension are focused on the issue, dealing with both negative and positive cases. They regard indeed on one side extremist groups of neo-global movement and neo-fascist groups; and on the other side international cooperation initiatives, with special regard to the creation of links with Iraqi people.

NAG members agreed that there are some intolerant forces within Italian civil society, but they are isolated from civil society at large.

*3.3.2 CS actions to promote tolerance.* A relevant part of CSOs activity is devoted to directly or indirectly promote tolerance. Often pro-tolerance programs go together with initiatives aimed at promoting inclusion of people with diversities into society, such as information services, legal assistance, dialogue with public authorities, actions towards stakeholders, lobbying for rules and funds, etc. While the most relevant part of actions to promote tolerance regard immigrants, other target groups are involved as well: among them, people with HIV-AIDS, mental ill, gays and lesbians, disabled.

As for immigrants, there are a lot of websites focused on them (for example [ilpassaporto.it](http://ilpassaporto.it), [tolerance.it](http://tolerance.it), [anolf.it](http://anolf.it), [stranieriinitalia.it](http://stranieriinitalia.it), [migranews.net](http://migranews.net), [immigra.org](http://immigra.org), [meltingpot.org](http://meltingpot.org), [unimondo.org](http://unimondo.org)), a quite diffused weekly magazine (*Terre di Mezzo*, [terre.it](http://terre.it)), several focused organisations (for example, *SOS Razzismo*, *Focus-Casa dei diritti sociali*, *CESTIM-Centro studi immigrazione*). A number of campaigns devoted to information and awareness of the general public or target groups are promoted as well. Often they are linked to transnational projects or institutions, of general scope such as "Stop Discrimination" ([www.stop-discrimination.info](http://www.stop-discrimination.info)) or targeted as Etnequal project ([www.etnequal.it](http://www.etnequal.it)), focused on journalists. Annual reports such as the one of Rome Caritas, and activities to promote tolerance in schools such as those carried out by *SOS Razzismo*, are relevant as well.

This activism is reflected by stakeholders' interviews. 49.1% of them are indeed able to mention one or more actions of CSOs on tolerance and 33% of them evaluate as satisfying or very significant CSO engagement in this field. NAG members agreed with stakeholders' opinion.

**Table III.3.8: Stakeholders' assessment of civil society's current role in promoting tolerance at the societal level**

Stakeholders' assessment	% of respondents
Insignificant	9.4
Limited	51.9
Moderate	24.5
Significant	8.5
Don't know	5.7
Total	100.0

Nevertheless, only 5.7% of media report items of the Values dimension regard CSOs positive actions. They concern in particular the promotion of religious tolerance with special regard to Muslim people in Italy; the struggle against the new law on immigration because of its restrictive and repressive nature; the election of some immigrants' representatives in the city administration of Rome; the activity of associations protecting sexual diversity. The low number of positive items on this issue confirms the already noticed divergence between CSOs actions and media coverage.

### 3.4. Non-violence

This subdimension assesses the presence of violent forces within civil society as well as civil society efforts to promote non-violence at the individual, household and/or societal level. Table III.3.9 summarises the scores for individual indicators.

**TABLE III.3.9: Indicators assessing non-violence**

Ref.#	Indicators	Scores
3.4.1	Non-violence within the CS arena	<u>2</u>
3.4.2	CS actions to promote non-violence and peace	<u>3</u>

*3.4.1 Non-violence within the CS arena.* Within Italian civil society arena there are some groups that use violent means. Though they are small and stigmatised by the majority of civil society actors, nevertheless they do exist and, because of the kind of actions they carry out, often obtain much more visibility than definitely larger movements and initiatives. Two kinds of these actors can be mentioned.

The first is made by alternative political groups, which are radical opponents to the existing social, economic and political order. In some cases these groups belong to the largest anti-globalisation movement, such in the case of the "Tute bianche" (white overalls), and are active especially during protest events on the occasion of international conferences such the G8 etc. (see [www.nadir.org/nadir/initiativ/agp/free/tute](http://www.nadir.org/nadir/initiativ/agp/free/tute)), through violent demonstrations and walk-ins, usually causing damages to properties of big companies and multinationals, as well as through physical confrontation with the police. In other cases they are rooted in grassroots situations and operate especially with young, usually marginalised, people. It is the case of "Centri sociali" (social centres – in the website [www.ecn.org/collegamenti/listacs.htm](http://www.ecn.org/collegamenti/listacs.htm) 166 or them are listed), which are mainly engaged in squatting, self-organisation and self-production of goods and services. It is a kind of movement definitely more diffused and well-rooted than those engaged in no-global issues; but it represents anyway a small minority.

Another kind of violent action inside civil society is the grassroots movements of NIMBY (*Not in my backyard*) type. They are mostly local and active on a non-permanent basis, raising in relation to some governmental decisions to allocate waste – especially dangerous – in some locations, more rarely on decisions to close or privatize hospitals and local facilities, etc. They are used to picketing roads and block the traffic, often confronting with police. They are generally speaking condemned by civil society actors, though in many cases they rightly complain against administrative and political

choices led by private interest, either taken without any consultation or information of the concerned population.

Though only 6.7% of stakeholders declare that these groups are relevant and 63.5% that they are isolated by other CSOs, violent civil society groups enjoy wide media coverage. Of the media report items related to Values dimension, 26.7% indeed regard these groups, and only 23% of them deal with CSOs opposition to them (while 60.9% of stakeholders declare that CSOs are used to publicly denounce violent acts).

**Table III.3.10: Stakeholders' description of the forces within civil society that use violence to express their interests (%)**

Stakeholders' description of violent forces	% of respondents
Significant mass-based groups	6.7
Isolated groups regularly using violence	26.0
Isolated groups occasionally resorting to violence	37.5
Use of violence by civil society groups is extremely rare	21.2
Don't Know	8.7
Total	100.0

**Table III.3.11: Stakeholders' opinion on the frequency of CSOs' denounce of other CSOs' acts of violence**

Stakeholders' opinion	% of respondents
Never	1.9
Rarely	26.7
Usually	53.3
Always	7.6
Don't Know	10.5
Total	100.0

Media attention is focused in 41% of cases on extremist groups and 33% on NIMBY groups. Examples of the first point are reports on violent actions of no-global groups and of police on the occasion of Genova G8 conference, and of right extremist groups. Examples of the second point are protests regarding the location of waste dumps.

*3.4.2 CS actions to promote non-violence and peace.* Though Italy does not have any kind of ongoing armed or violent conflict, some activities can be noticed under this point as well. They regard either prevention of conflict situations or peaceful management of them, especially with regard to ethnic tensions. We refer to two phenomena. The first is cultural mediation services, that is, services aimed at facilitating the access of immigrants to the exercise of fundamental rights as well as at favouring the change of society in order to accept cultural diversities. According to a recent research (Rizzi, Viezzoli 2003), almost in 60% of cases this kind of service is promoted and managed by civil society organisations. The research has identified 704 of them (rounded down), located mainly in Northern regions, where immigrants are most diffused, 41% of them operating since more than 5 years. It should be noticed that cultural mediators are mainly women (68.4%). Italians are the most engaged (14.9% of mediators), followed by Albanians, Moroccans, Chinese and Rumanians. Roma people have very few mediators. They help immigrants have access to services, simplify their relations with public servants, provide translations and deliver pieces of information to public officials enabling them to better understand behaviours and attitudes of immigrant people. The second phenomenon is conflict management and alternative dispute resolution. We mean activities carried out mainly by CSOs beside public institutions. In some cases, a CSO conflict management role is established by law. Unfortunately, no general data on this function do exist.

Stakeholders' interviews probably reflect a misunderstanding with regard to this indicator; that is, interpreting the promotion of non-violence and peace as an external and not as a domestic matter. This misunderstanding reflects the Italian situation, above mentioned. In any case, 65% of stakeholders declare to be able to mention one or more examples of CSOs initiatives for non-violence and peace, and 40.8% of them consider CSOs' role sufficient or significant. But among the reported examples, very few regard domestic matters: they are only anti-violence centres, campaigns against violence in stadiums, initiatives for non-violent and non-armed civil defence, programs for new lifestyles.

Media report items related to this indicator are 43.9% of all the items of this dimension; something that would make us suspicious precisely because of the scant importance of the issue of violence in Italy. Because of the period of media analysis, the most part of items (80.9%) regard CSOs initiatives to support actions to free Italians taken as hostage in Iraq. For the rest, reports of tortures in Iraq, NGOs activities in war zones, campaigns and initiatives for peace, appear. Less than 0.5% of items regard CSOs initiatives against domestic terrorism.

### 3.5. Gender equity

This subdimension assesses gender equitable practices within CSOs as well as civil society actions to promote gender equity at the societal level. Table III.3.12 summarises the scores for three variables that compose this subdimension.

**TABLE III.3.12: Indicators assessing gender equity**

Ref.#	Indicators	Scores
<u>3.5.1</u>	Gender equity within the CS arena	<u>2</u>
<u>3.5.2</u>	Gender equitable practices within CSOs	<u>1</u>
<u>3.5.3</u>	CS actions to promote gender equity	<u>2</u>

*3.5.1 Gender equity within the CS arena.* There is a general lack of data on this issue. It probably reflects an unequal situation in female representation among CSOs leaderships. This hypothesis seems to be confirmed by the few relevant data. One – already mentioned – regards voluntary organisations. In these organisations, women represent 50.8% of all members. However, women are at the top of responsibility only in 3 organisations out of 10, and almost always in those that have a prevailing female membership (Frisanco Sept 2004). As employers associations, the highest rate of women staying in boards is in National Confederation of Artisans (CNA) (13.7%), while the lowest rate is in the Confederation of Traders (*Confcommercio*) (2.1%). As for trade unions, the CGIL has the highest rate of women in boards (37.7%) (CENSIS 2003: 188-191).

The results of the stakeholder survey confirmed this view. Indeed 76.8%, state that women are under-represented in CSOs, while 77.5% declare that they are seriously or far under-represented in CSOs leaderships.

As for sexist behaviours in CSOs, 18.7% of stakeholders maintain that sexist CSOs do exist, and 49.5% of them declare that sexist behaviours are never or rarely reported and condemned by CSOs.

**Table III.3.13: Stakeholders' assessment of the significance of forces within civil society that are explicitly sexist or discriminatory against women (%)**

Stakeholders' assessment of the significance of sexist or discriminatory forces	% of respondents
Insignificant	30.8
Limited	41.1
Moderate	13.1
Significant	5.6
Don't Know	9.3
Total	100.0

**Table III.3.14: Stakeholders' opinion on the frequency of the denouncing of sexist practices within civil society by other civil society actors (%)**

Stakeholders' opinion	% of respondents
Never	6.5
Rarely	43.0
Usually	21.5
Always	0.9
Don't Know	28.0
Total	100.0

NAG members agreed that women are under-represented in civil society leadership.

*3.5.2 Gender equitable practices within CSOs.* There are no general, official data on this topic, probably reflecting a situation of low attention and care, linked to that above highlighted.

However, it can be noticed that the major trade unions have a specific body devoted to gender equity and state practicing this policy in the composition of their own leadership (www.cgil.it, UIL 2005, CISL 2005: 1).

Since the stakeholders were asked to express their opinions on the existence of CSOs' rules on gender equity with regard to the three main organisations they belong to, a weighted mean of their responses has been elaborated. It resulted that 45.1% of them declare that their organisations have some written policies in place regarding equal opportunity and/or equal pay for equal work for women. Such a high rate, which could appear in contradiction with the actual and rather negative situation, can have a twofold explanation. On one side, people who answered to this question were only one half of the total, so that stakeholders who declare that written policies on gender equity do exist are just 17.4% of all stakeholders. On the other side, people who gave this answer were likely to refer to equal pay for equal work, which is without doubt a common practice among CSOs.

*3.5.3 CS actions to promote gender equity.* In Italy different kinds of organisations are engaged in promoting gender equity. The most important kinds are the following:

- Organisations engaged in equal opportunity policies (trade unions, equal opportunity committees in public and private institutions, women's associations, magazines and journals, services, focused libraries, etc.), with the aim of promoting leadership roles of women, increasing public awareness through campaigns, sharing information and documentation.
- Organisations aimed at influencing the set up of public policies (for example, a recent law on support to maternity and paternity has took in proposals set up by trade unions and their patronage services) (DLGS 151/2001).
- Organisations aimed at delivering services, support and first aid to women for needs related to health, ill-treatment, working conditions, housing and shelter.
- Organisations aimed at promoting human rights of women (for example in Rome there are 45 civic organisations which operate in cooperation with the city administration on this topic).



- Organisations aimed at taking care of specific categories of women, such as writers, musicians, entrepreneurs, immigrants, being on a mission (Femmis [www.femmis.org](http://www.femmis.org)), networking (Donne in web, [www.donneinweb.org](http://www.donneinweb.org)).
- Organisations aimed at carrying out research and cultural activities on gender issues, such as the Italian Society of Women Historians or the Association of Women Jurists.
- Organisations operating in cooperation to development, peace, and integration.

Of stakeholders, 45.9% have declared to know of one or more examples of CSO initiatives aimed at promoting gender equity, but they mainly mentioned state initiatives or campaigns that were not specifically focused on women, apart from international and domestic campaigns on violence against women, fairs and awards, advice centres. Also, a majority of stakeholders states that CSO role in promoting gender equity is limited or insignificant.

**Table III.3.15: Stakeholders' assessment of the civil society's current role in promoting gender equity at the societal level (%)**

Stakeholders' assessment	% of respondents
Insignificant	10.2
Limited	47.2
Moderate	18.5
Significant	9.3
Don't Know	14.8
Total	100.0

Media reporting regarding gender equity is limited and constitutes only 1.1% of all articles under values. Just to give an example, it can be recalled that, in the same dimension, reports regarding violence and non-violence in civil society are 70.6% and that reports on environment sustainability are 16.2%.

According to the NAG, though a number of civil society activities in this arena can be detected, they on one side lack broad-based support and public visibility and, on the other side, they do not appear to be effective. NAG members agreed that the promotion of gender equity is one of the most relevant weakness points of Italian civil society, despite the efforts of women's organisations.

### 3.6. Poverty Eradication

This subdimension examines the extent to which civil society actors are engaged in addressing poverty issues and promoting pro-poor policies. Table III.3.16 shows scores for this subdimension.

**TABLE III.3.16: Indicators assessing poverty eradication**

Ref.#	Indicators	Scores
<u>3.6.1</u>	CS actions to eradicate poverty	<u>3</u>

*3.6.1 CS actions to eradicate poverty.* In Italy there are a lot of organisations, programs and campaigns devoted to poverty eradication inside the country. They usually operate with a wider approach, focusing on struggle against social exclusion, intended as a complex and multi-factorial phenomenon; or, according to Caritas, structured in various kinds of poverty: structural, of conditions, of relations, of culture and education, by isolation (COMMISSIONE DI INDAGINE SULLA ESCLUSIONE SOCIALE, 2003: 142-149). They accompany those focused on international cooperation to development.

They can be grouped in two clusters: the first embodies actions aimed at producing and delivering information, at influencing public policies and at changing perceptions and attitudes of public

opinion and common citizens; and the second includes actions aimed at concretely alleviate the condition of poor and excluded people and families.

As for the first cluster it can be given the example of CILAP, a network of 35 civil society associations which is the Italian branch of the European Anti-Poverty Network (EAPN) and which promotes studies and campaigns on poverty and social exclusion ([www.romacivica.net/cilap](http://www.romacivica.net/cilap)).

The second cluster is well-represented by the example of the *Fondazione Banco Alimentare* (Food Bank Foundation), established in 1989, which gathers the food surpluses from companies and distributes them to civil society associations engaged in assistance of poor people with, for example, social canteens. In 2004 the *Fondazione Banco Alimentare* gathered 53,411 tons of food, distributed it to 7,234 associations and institutions that assisted 1,211,414 people. ([www.bancoalimentare.org](http://www.bancoalimentare.org)). There are, then, civil society organisations which develop activities and programs in both the dimensions. The most important is Caritas, a network of initiatives promoted by the Catholic church at local level throughout Italy. The Caritas' most important activities in the field of poverty and exclusion are the following:

- Observatories on Poverties, about 60, engaged in production of information on situations of exclusion, put at local administrations' disposal and directly used to plan actions;
- Listening Centres, about 2,000 (about 200 located at diocese level and about 1,800 at parish level), aimed at giving a first aid and advice to excluded people;
- Social canteens and shelters, hosting respectively about 13,000 and 2,000 people each year (CARITAS ITALIANA 2004a; 2004b).

Another example of CSO engaged in anti-poverty initiatives is the *Società San Vincenzo de Paoli*, operating in Italy since XIX century with almost 2,000 local groups and about 19,500 members engaged in delivery of primary services, of welfare services, of personal and economic support to people in need.

Among the initiatives to combat poverty must be mentioned also the anti-usury foundations. Twenty-one of them exist throughout Italy, usually promoted by the Catholic church in cooperation with regional and local administrations. Their aim is to support victims of usury of people at risk through loans and guarantees towards banks. In 12 years of activity, the foundations have given 1,600 loans and guarantees for an amount of about 12.5 million €.

Micro-credit is another form of anti-poverty initiative promoted by civil society organisations, especially the 6 MAG cooperatives (that had a pioneering role in Italy) and *Banca Etica*. To give an idea of the impact of such initiatives, it can be reported that *Banca Etica* has about 18 million € of corporate capital with more than 25,100 members (3,500 of them are associations and institutions), about 342 million € of gathered savings and almost 1,500 delivered financings for a total amount of more than 227 million € ([www.bancaetica.com/giallo/dato.php](http://www.bancaetica.com/giallo/dato.php)).

Several initiatives of CSOs regard the facilitation to the access to low price loans to rent houses and the availability of temporary shelters. Of special importance is the experience of *Agenzie casa* (Home Agencies), promoted on a local base by various civil society actors, usually with the support of the private sector (no general data are available). Their main activities are brokerage between owners and people searching homes, advice of people in need, promotion of housing cooperatives.

It must be noticed that persons in need often prefer civil society's initiatives rather than public administrations' services because of a number of reasons: proximity and link to the community, informality and lack of bureaucracy, quick answers. However, it must be stressed that often CSOs initiatives are often supported by the public sector.

Of stakeholders, 57.6% declare knowledge of one or more CSO initiative aimed at alleviating poverty, though part of the mentioned examples regard international cooperation. Only 14.7% of them, however, believe that CSO role on this field have some relevance, 59.6% state that their role is limited, 20.3% that it is insignificant and the remaining part don't know.

**Table 3.6.17: Stakeholders' assessment of civil society's current overall role in reducing poverty (%)**

Stakeholders' assessment	% of respondents
Insignificant	20.2
Limited	59.6
Moderate	10.1
Significant	4.6
Don't Know	5.5
Total	100.0

Only 4.3% of media report items included in Values dimension regard the anti-poverty activism. It is a definitely low amount if we compare it with the strong commitment of CSOs in this field. This matter, however, cannot be considered too strange. It is indeed a further demonstration of the gap between the reality CSOs are used to face and the way media system represents it.

### 3.7. Environmental sustainability

This subdimension assesses the extent to which civil society is actively engaged in promoting environmental sustainability. Table III.3.18 shows the score of this subdimension.

**TABLE III.3.18: Indicators assessing environmental sustainability**

Ref.#	Indicators	Scores
3.7.1	CS actions to sustain the environment	3

*3.7.1 CS actions to sustain the environment.* Environment is one of the fields of the utmost engagement of CSOs in Italy. Stakeholders confirm that: 71.7% of them are able to mention one or more examples of CSOs actions for sustainable environment and 45% of them positively evaluate CSO role in this field.

**Table 3.7.19: Stakeholders' assessment of civil society's current overall role in protecting the environment (%)**

Stakeholders' assessment	% of respondents
Insignificant	6.4
Limited	45.9
Moderate	31.2
Significant	13.8
Don't Know	2.8
Total	100.0

The range of issues dealt with by CSOs is wide: urban environment, pollution, industrial production, landscape and cultural heritage, protection of wildlife, climate issues as global warming, lifestyles, waste management, unauthorised building, etc. The kind of actions carried out go from those aimed at promoting information and transparency to education and training of the citizenry and especially children, from monitoring to lobbying, from advocacy to legal actions. Engagement in sustainable environment is not only of environmental organisations, but also of consumer, health care, cultural and other kinds of CSOs. Trade unions as well, after a period dominated by a conflict between the

need to protect employment and the need to protect the environment, became strong supporters of sustainability.

Of the media report, 16.2% items included in the Values dimension regard this indicator, in some way confirming the perceived relevance of the issue. The items cover topics such as rights of animals (including one violent rally of animalist groups), consumption of biological food, monitoring the state of sea and seashores, actions against illegal waste management, unauthorised building, urban and industrial pollution.

## CONCLUSION

Values prove to be the most developed dimension in the Italian civil society.

As for the strengths, indicators regarding CSOs' democratic, tolerant and non-violent attitudes and actions present the highest scores, as do those regarding the protection of the environment and the struggle against poverty. As for the practice of these values, civil society emerges as a driving force in the promotion of democracy on a daily basis. Intolerant groups are an isolated minority and while violent groups do exist they are largely stigmatised. CSOs are committed to combating intolerance and discrimination, especially with regard to immigrants, people living with HIV-AIDS, the mentally ill, gays and lesbians and the disabled. Civil society also has a leadership role in the fight against poverty, for instance, through organisations like Caritas, which manages 60 observatories on poverties, 2,000 centres, social canteens and shelters that respectively host about 13,000 and 2,000 people each year and are supported by about 200,000 volunteers, as well as in the protection of the environment, where CSOs enjoy large support and visibility. Democratic practices and procedures inside CSOs are guaranteed, though they do not seem to be characterizing the day-to-day management of CSOs. On the other hand, while traditional practices associated with membership are decreasing, other forms of participation are increasing. For example, only 4.5% of the 500,000 members of Coop Nord Est participated in 2005 assemblies on the discussion of the annual balance, but 16.5% of them donated 1.7 million € to support cooperative international aid programs. Relevant actions of CSOs to promote transparency, in both the public sector and in private enterprises, are regularly carried out by a number of CSOs, particularly consumers' organisations. .

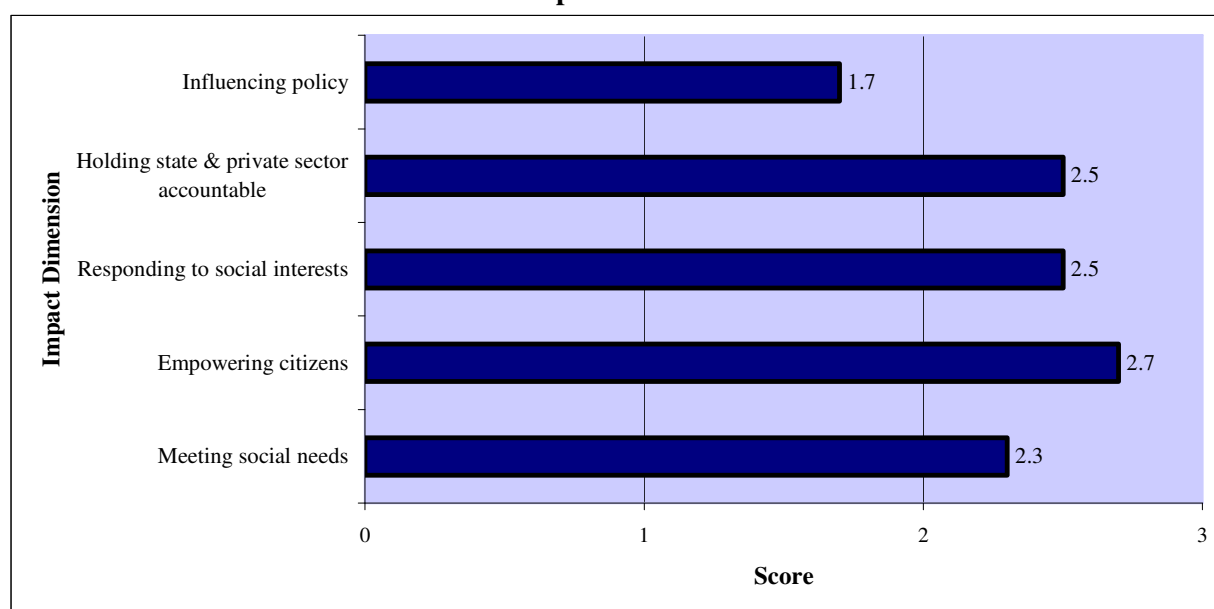
In terms of weaknesses, the two most concerning issues regard CSOs' financial transparency and gender equity. Although the approval of regular financial reports is mandatory by law, few CSOs publish them (along with the list of their financial partners) onto their websites. It also seems that Italian civil society has not wholeheartedly embraced the value of gender equity, since gender equitable practices within CSOs are much less developed than any other value practiced and promoted by civil society. Although some women's networks are particularly active in Italian society, the fact that scant information is available on the current actions to promote gender equity by CSOs in general is a further indication that gender issues are not given the prominence they deserve in civil society at large, thus reflecting a general attitude of the Italian public sphere.

## 4. IMPACT

This dimension identifies five subdimensions, each representing an essential civil society “role” or “impact area”. It is divided into five subdimensions with 16 indicators. These indicators explore first of all how active and how successful civil society has been in fulfilling each defined role. This dimension, therefore, adopts a broad notion of impact, which refers not only to the end result, but also to the process, that means how actively civil society was engaged in that area.

Nevertheless, it must be stressed that in Italian studies on the overall impact of civil society organisations do not exist. Moreover, the issue of how can CSOs’ impact itself be defined and evaluated is debated both in the scientific and policy communities. Therefore, in the context of empirical data with a weak representative basis, this section reports on assessments by stakeholders and people consulted during the research, as well as sectoral data and/or good practices or case studies. The score for this dimension is 2.3, reflecting a rather strong impact of civil society organisations’ activities and programmes. Figure III.4.1 presents the scores for the five subdimensions within the Impact dimension.

**FIGURE III.4.1: Subdimensions scores in impact dimension**



### 4.1. Influencing public policy

The first subdimension looks at how active and successful civil society is in influencing public policy. In order to do so, it assesses civil society impact in three specific issue areas: the national budget process, a priority human rights issue and a relevant social policy issue. These case studies are combined with assessment by civil society stakeholders and key informants as well as an overall analysis of the media regarding civil society’s activities in influencing public policy. Table III.4.1 summarises the respective indicator scores.

**TABLE III.4.1: Indicators assessing influencing public policy**

Ref.#	Indicators	Scores
4.1.1	Human Rights Policy Impact	<u>2</u>
4.1.2	Social Policy Impact	<u>2</u>
4.1.3	Civil Society’s Impact on National Budgeting process	<u>1</u>

*4.1.1 Human Rights Policy Impact Case Studies.* Human Rights is a very challenging field of action for civil society organisations in Italy. On one side, indeed, Italy does not have a really critical situation as for human rights protection. On the other side, some serious problems have been faced by civil society organisations. Two cases of successful action of CSOs can be mentioned here: protection of women against sexual crimes and jurisdictional status of victims of crimes.

1. Women's protection: In 1996 a new law on sexual crimes was delivered by the Parliament. This reform was the result of a 20-year mobilization of women's and other civil society organisations. These organisations submitted a law proposal signed by 400,000 citizens as well as pushed the parliament to discuss it, monitored the development of the parliamentary process and avoided that unsatisfactory solutions could be decided. The reform definitely strengthened the legal position of women suffering sexual crimes and made worse the one of criminals. The most important change was to consider sexual crimes as crimes against humanity, and no longer as against public morals. Specific norms regarded the equalization between rape and harassment, the protection of women against intimidations, the cases of rapes committed by groups of people, the sexual crimes against minors and disabled. The enforcement of the law has been accompanied by a growing activity of women's organisations – often in cooperation with public authorities – to organise recovery and assistance services for the victims of this kind of crimes.

2. Victims of crimes: The second case regards the status of victims of crimes. The Italian jurisdiction is based on the traditional idea that, in the process of prosecution and sentencing, victims must be put in a marginal position because they thirst for revenge, while is the State (through the Public Prosecutor) the actual representative of the search for justice. As a consequence of this pattern, not only cultural attitudes tend to be in general more focused on accused rather than on victims, but the Constitution does not recognise any status to victims and the penal code itself recognises much more rights and powers to accused rather than to victims (Maccioni 2000). Reacting to this situation, a number of civic initiatives have been carried out in the last 20 years. Several associations of relatives of victims of slaughters and terrorist attacks happened between '60s and '80s fought to achieve full transparency on facts and events and prosecution of persons and organisations responsible for that and to avoid any shelving, thus supporting an effective justice system. A lot of citizens' initiatives, mentioned in other parts of this report, have worked to assist victims of various crimes (e.g., domestic violence against women, human trafficking, malpractice, etc.), thus changing mass culture and attitudes towards victims. Finally, a specific initiative aimed at changing the criminal code enhancing the position of victims of crimes took place. It gave way to a Commission instituted in 1998 by the Minister of Justice and composed by public officials, scholars, judges, and lawyers as well as representatives of citizens' associations, with the aim of drafting a law on victims. In 2000 the Commission set up a proposal that was submitted to the Parliament by the Government. Though the draft was not put under discussion, it had a considerable impact on the policy community ("Legge-quadro per l'assistenza il sostegno e la tutela delle vittime dei reati", delivered in November 2002).

According to the media report, only 1.2% of the items classified in the Impact dimension regard CSO influence on human rights policy. They can be focused on hunting, children rights, disabled and report mostly successful initiatives.

From the stakeholders' questionnaires it results that 72.9% of interviewed people believe that civil society organisations have been "active" or "very active" in dealing with peace issues, including, in Italian CSOs tradition, the enforcement of human rights, as it was stressed by NAG. However, there are more divided in their assessment of civil society's success: about half (45%) of them believe that civil society has been unsuccessful; the other half assesses civil society to having been (somewhat) successful.

NAG members concurred with this view that though the efforts of CSOs in influencing public policy regarding human rights are relevant, the impact of their activities in this area is limited.

*4.1.2 Social Policy Impact Case Studies.* In the last years school reform has been probably the most important topic of social policy. In March 2003 a law (no. 53) delegated the government to define a reorganisation of the public school system. The government's proposal was opposed by a large number of CSOs, especially parents', students' and teachers' associations and trade unions because of it was seen as favouring private schools to the detriment of public ones and linking education to economic production rather than to cultural development.

Against the government project several demonstrations, protests and meetings were organised. Trade unions promoted 17 strikes against the reform proposal between 2001 and 2005 and a large coalition of CSOs supported parents, teachers and students in contrasting the governmental project. The protest led to some relevant changes in the governmental plan, for example avoiding the cut of the number of teachers in primary school, preserving the full time activities and partially confirming the autonomy in defining educational plans of schools.

NAG members highlighted that though the efforts of CSOs in influencing public policy regarding social affairs are relevant, the actual impact of their activities in this area is limited.

*4.1.3 Civil Society's Impact on National Budgeting Process.* The national budgeting process in Italy is carried out through a parliamentary law, approved within the end of each year and containing the budget for the coming year. It embodies the entire public expenditure, including the one of regional and local administrations, as well as those managed by independent and quasi-public bodies (as in the case of private companies managing general interest services that have been contracted by the state, or companies partially owned by the State). The law is proposed by the government to the parliament. The government starts elaborating between June and July a document on economic and financial planning for the next year and discusses it with the parliament and social partners (trade unions and associations of employers). The other CSOs are not allowed to take part in "official" consultations though they can make inputs and interlocutors on a case-by-case basis. Then a draft law is set up and submitted to the parliament in September.

Generally speaking, civil society organisations are used to engage themselves in trying to influence budgetary process, both with criticism and specific proposals. However, the success of these operations differs according to the scope and objective of the actions undertaken. It is possible to distinguish two operational patterns. On the one hand, there are initiatives usually taken by coalitions and umbrella organisations, which concern general policy fields, such as welfare or development policies. It is the case of the campaign "Sbilanciamoci", a coalition of about 40 citizens' organisations engaged in monitoring budgetary process and supporting alternative proposals related to social inclusion, protection of environment and peace. An annual report ("Cambiamo finanziaria"), containing critical remarks and proposals, is delivered at the beginning of the budgetary process and supported by lobbying activities (Sbilanciamoci 2004a: 47-48). Another example regards the Forum of Family associations, which monitors budgetary process with reference of pro-family policies (Forum delle Associazioni Familiari 2004). In this case, civil society efforts are usually successful in creating a public space of debate on government's and parliament's economic and financial choices, but do not have a deep impact on the national budget.

On the other hand, there are more specific and one-issue focused proposals that seem to have a major impact. For example, in the 2004 national budget consumer associations successfully supported the proposal to invest a large part of Antitrust Authority's fines against companies violating competition rules in national and regional projects carried out by consumer associations themselves. The amount of money allocated was of 15,5 million €, plus 10 million € devoted to Regional administrations

programs on consumer issues (CITTADINANZATTIVA Feb 2005: 8-9). Another successful example regards the allocation of resources for the establishment of radiotherapy services in Southern regions, reached by the Cittadinanzattiva's Tribunal for patients' rights in 1999, for an amount of about 22,7 million € (CITTADINANZATTIVA 2003: 25).

Finally, mobilization campaigns aimed at introducing new fiscal and financial rules involving national budget have been promoted, with a relevant impact on civil society and public opinion, though not on national budget. It is the case of the campaign regarding the Tobin Tax promoted by Attac, which involved CSOs, testimonials, municipalities, common citizens (178,000 signatures were gathered to support a draft law) and members of the parliament (80 of them supported the draft law) (Filabozzi 2005).

As for the media review, only 6% of the items of this dimension focus on the budgeting process. In some cases they reported successful initiatives regarding the protection of single interests (such as that of oil producers).

Summarising, it can be said that, apart from social partners, who are consulted by government in the process, CSOs have limited influence on the budgetary process, with the exclusion of single-issue lobbying efforts, which are sometimes successful.

## 4.2. Holding state & private corporations accountable

This subdimension looks at civil society's activities in monitoring, making transparent and, if appropriate, speaking out against actions undertaken by government and the private sector, which are in violation of the stated goals, objectives and tasks of these actors. Table III.4.2 summarises the respective indicator scores.

**TABLE III.4.2: Indicators assessing holding state & private corporations accountable**

Ref.#	Indicators	Scores
4.2.1	Holding state accountable	<u>2</u>
4.2.2	Holding private corporations accountable	<u>3</u>

*4.2.1 Holding state accountable.* The task of holding the State accountable is undoubtedly of the utmost importance, also because in Italy the State has a strong role in several fields. Civil society organisations of different kind are active in this area, such as think tanks and research institutes, nonprofit media, citizens' organisations, trade unions, business and professional associations. Among the actions undertaken the following can be mentioned:

- Reporting on the implementation of State's policies, such as fiscal policy (CGIL, CISL, UIL 2004) or immigration policy ([www.ontheroadonlus.it/politiche.html](http://www.ontheroadonlus.it/politiche.html));
- Reporting on the effectiveness of the State as guarantee of the rule of law, for example in environmental matters (LEGAMBIENTE May 2005);
- Monitoring of the implementation of State reforms, for example in welfare (ACLI);
- Civic auditing of the quality of public services, for example in health care (CITTADINANZATTIVA);
- Accompanying the definition and implementation of regulations, for example in protection of cultural heritage (LEGAMBIENTE, ABACUS 2001: 51) and in the participatory definition of local administrations' budget (cf. Cotturri 2005);
- Collection and dissemination of good practices in public action, for example in environment management (LEGAMBIENTE) and in health and public services.

It must be said, however, that, while such initiatives are often large in size and high in intensity, the response of the State and public administrations is usually very limited. It is in some way confirmed



by stakeholders' interviews., where more than 4 out of 5 regard civil society to be active to a certain extent. However, again 4 out of 5 stakeholders assess civil society to be either somewhat of fully unsuccessful.

In the media review, 7.5% of items regard this indicator and are mainly devoted to complaints against lack of efficiency and effectiveness of the State in various fields (especially facilities, health and safety).

NAG maintained that the role played by CSOs in this area is of crucial importance: if Italian State is nowadays more transparent, it is due especially to CSOs' activities, but the impact of this kind of activities is limited.

*4.2.2 Holding private corporations accountable.* During the last ten years CSOs have been increasingly engaged in corporate social responsibility. The base of this engagement is a new attitude of consumers-citizens towards corporate behaviours, as well as a growing attention to human rights, environment and labour rights related to the companies' activities.

The main activities that CSOs develop in order to hold private corporations accountable can be summarised in five points.

First, there are monitoring initiatives, aimed at verifying and promoting the compliance of companies with laws and codes of conduct and their transparency and accountability. It is the well-known role of "watchdog" of civil society organisations, which has relevant examples also in Italy. It regarded, for instance, the Benetton's supply chain, the Enel's process of installation of energy electrical plants, the Enichem's plants' pollution of environment, the banks' behaviour in the Cirio, Parmalat and Argentinian Bonds cases, the MacDonald's conditions of labour and quality of food, and so on. It can be mentioned also the existence of several "observatories" focused especially on work safety (CNEL Oct 2004: 290-91).

Linked to monitoring there is a second form of CSOs engagement, that is, boycott of companies and their products. It regarded, for example, Nike, Nestlè, Coca-Cola and a number of Italian companies. It must be remarked, however, that boycott campaigns carried out in Italy as part of global campaigns have been usually definitely more successful than those promoted at national level only.

Third, there are agreements and various forms of cooperation in order to enhance social and environmental behaviours of companies. For example, consumer associations have established with some companies delivering public interest services (Telecom Italia, 11 March 2004) structures and procedures for alternative dispute resolutions, as well as for granting transparency and fairness of contracts and procedures of banks and insurance companies (TUTTO CONSUMATORI 2004); trade unions and some federations of companies have signed collective agreements aimed at improving sustainability of production (Ccnl Energia e petroli and Ccnl Concia Confapi, CNEL Oct 2004: 294-95).

Fourth, some forms of "civic regulation" (that is, the establishment of norms affecting the companies' activities deriving from an agreement between the company and its stakeholders beyond legal requirements and without any intervention of public administration) have been experimented. It happened, for example, in the definition of new contracts with customers of banks (Unicredit) and of codes of conduct of the sellers of pharmaceutical firms (Pfizer) (Moro 2005), of codes of conduct of the company and its supply chain (Rassegna on line 2001), of systems of environmental and safety management (GE Specialties) (Sodalitas 2005).

Finally, agreements between companies and trade unions have been established with the aim to improve working conditions. It is the case of the agreements increasing the participation wage, involving Galbani, Heineken, Barilla, Merloni (CNEL Oct 2004: 172-74); or those involving companies operating in insurances and banks on working hours and redundancies as San Paolo-Imi, Banca Intesa, Assicurazioni Generali (CNEL Oct 2004: 142-44).

Of interviewed stakeholders, 14.4% consider CSOs active or very active and the majority of 58.6% somewhat active in this field. As for the success, a quarter of respondents maintains that civil society is unsuccessful; 3 out of 5 that is somewhat successful and less than 1 in 10 considers civil society to be successful. However, half of those stakeholders that say consider CSOs to be active or very active also consider its initiatives to be successful

In the media review, only 2.5% of the items of this dimension are focused on the actions for the accountability of companies, mainly regarding transparency and ethical behaviour of banks.

It can be concluded that in this relatively new field of action, CSOs have had a quite significant impact.

### 4.3. Responding to social interests

This subdimension analyses civil society's function as a "representative" or "articulator" of societal interests. In doing so, it looks both at how effectively civil society responds to priority social concerns and the level of public trust in civil society - considered a proxy of responsiveness. Table III.4.3 summarises the respective indicator scores.

**TABLE III.4.3: Indicators assessing responding to social interests**

Ref.#	Indicators	Scores
4.3.1	Responsiveness	<u>2</u>
4.3.2	Public Trust	<u>3</u>

*4.3.1 Responsiveness.* About responsiveness, some results of the stakeholder consultation can be mentioned. They regard the effectiveness of three campaigns on relevant social concern. The first is the campaign "Bandiere di pace" (Peace Flags), promoted by a number of CSOs on the occasion of the Iraqi war in 2003. It consisted in hanging rainbow flags out of the windows and on the walls of buildings, everywhere in Italy. A majority of 60.2% of stakeholders considered this campaign to be definitely successful.

The second campaign is named "Puliamo il mondo" (Clean the World). It is a global annual campaign involving common citizens in cleaning shores, woods, city parks, etc. In Italy it is promoted since more than ten years by Legambiente and mobilizes several tens of thousands people. According to 39.2% of stakeholders, it was successful.

The third campaign is named "Obiettivo barriere" (Target: Barriers) and it was promoted in 2003 by a coalition of citizens' and disabled organisations as well as private companies set up by Cittadinanzattiva. It was devoted to eliminating architectural barriers existing in public buildings and to increasing public awareness and State commitment on this target. Of stakeholders who responded, 21.3% stated that this campaign was fully successful.

It must be noticed, however, that, besides successful initiatives, there are also weakness points, that meaning the failure of civil society organisations in addressing priority social concerns. Four examples of these failures can be mentioned.

The first regards youth. It was already mentioned that the average age of volunteers has increased in the last years. Moreover, CSOs seem to meet problems in involving young people in their activities

as well as to communicate with them. This statement has, of course, a relative value, since a lot of young people actively participate in civic initiatives, especially on peace and globalization, as well as in welfare voluntary initiatives. Yet, a new voluntary service, open both to boys and girls and focused on projects promoted by CSOs, is rapidly growing. Despite these positive data, however, CSOs do not reach the amount of young people they should do.

The second example concerns temporary and “flexible” employees. This is a growing phenomenon in Italy, involving about 2.5 million workers (23.9% of the whole workforce: ISTAT 2005b: §3.6), that causes new forms of exploitation and lack of social protection. Neither trade unions (representing rather the traditional subordinate employment), nor other CSOs seem able to address this problem. Furthermore, according to a quite diffused criticism, CSOs and especially those engaged in delivery of welfare services, because of financial constraints tend to increase temporary jobs rather than combating them.

The third example concerns some minorities living in conditions of marginality that are not sufficiently addressed by CSOs. The most important case is probably the one of the Roma people, a minority that is neither welcomed nor integrated into Italian society, and that CSOs tend not to care for.

Finally, looking generally to immigrant workers, it does not seem that social partners are much committed to recognise their needs. In very few cases, indeed, collective agreements take into account these needs. Exceptions are the *Concia Confapi*, the *Metalmecanici Confindustria*, the *Industria Alimentare*, the *Gas-Acqua Confindustria* and *Federservizi* agreements that establish some norms regarding leaves of absence either for learning Italian or for family reunion (CNEL Oct 2004: 286-86).

Despite these weakness points, it can be noticed a quite positive attitude of CSOs to respond to old and new social needs.

**4.3.2 Public Trust.** According to all the available sources, civil society organisations receive the highest degree of public trust, usually higher than the more trusted public institutions: typically, the Presidency of Republic, the judges and the “Carabinieri” and other public order forces. The following table reports data from three different sources. Civil society forces are *italicised*.

**Table III.4.4: Level of trust in CS and other actors, according to three sources (%)**

Source / Level of trust on:	Eurispes (2005)	Iref (2003)	WVS (2000)
<i>Voluntary association</i>	86.6	78.0	-
Presidency of Republic	79.0	-	-
Public order forces	73.7	-	67.3
EU	-	-	68.7
UN	-	-	67.9
<i>Civil Society Organisations</i>	-	-	65.5
<i>Consumer associations</i>	-	63.5	-
Small enterprises	-	63.3	-
Church and other religion institutions	62.8	-	67.0
NATO	-	-	55.7
Education system	-	-	53.2
Armed forces	-	-	51.6
<i>Social cooperatives</i>	-	50.7	-
Local administrations	-	48.5	-
Judges	44.0	-	31.5
Media	-	39.0	35.3 (press)
Big companies	-	37.4	49.6
Parliament	34.0	38.0	34.1
Health care services	-	-	36.7
<i>Social movements</i>	-	36.2	-
Social security services	-	-	34.1
Civil services	-	-	33.2
Government	32.9	-	-
School institutions	30.7	-	-
<i>Trade unions</i>	22.8	31.9	28.7
Public administration	19.8	-	-
Political parties	8.8	18.1	-

There are clear discrepancies among CSOs, such as the huge gap of trust between civil society organisations and political parties and trade unions. These weaknesses of political parties and trade unions reflect an Italian peculiarity, already mentioned in this report.

#### 4.4. Empowering citizens

This subdimension looks at several different elements of empowerment including Italian civil society's impact on informing and educating citizens, developing capacity for collective action and building social capital. Additional indicators look specifically at the empowerment of two traditionally marginalised social groups - women and disadvantaged people. Table III.4.4.1 summarises the respective indicator scores.

**TABLE III.4.4.1: Indicators assessing empowering citizens**

Ref.#	Indicators	Scores
4.4.1	Informing/ educating citizens	<u>3</u>
4.4.2	Building capacity for collective action	<u>3</u>
4.4.3	Empowering marginalised people	<u>3</u>
4.4.4	Empowering women	<u>1</u>
4.4.5	Building social capital	<u>3</u>
4.4.6	Supporting livelihoods	<u>3</u>

*4.4.1 Informing/educating citizens.* In Italy information and education are among the most important strategies of civil society organisations. They are usually carried out on issues directly affecting people, such as the environment, consumption, and health. Initiatives stimulating donations

or a direct engagement of people are promoted as well. They regard, for example, international cooperation issues or the condition of disadvantaged persons.

There are a number of tools and initiatives taken to this end. One is social advertising, usually directly influenced by CSOs: between 1999 and 2003 television commercials regarding social issues grew from 11,015 to 23,276 (Cucco, Pagani, Pasquali 2005: 136). Another one is the direct access to broadcast: in the same period, 38,568 commercials involved directly CSOs, including 207 different organisations and 281 campaigns, regarding health (37.4%), international cooperation (26.3%), support to disadvantaged or at risk people (24.6%), environment (10.5%) (Id.: 146). A third kind of activity regarding information and education of citizens is the promotion of campaigns including various kinds of actions: concerts, special events, TV and radio programs, documentaries, surveys, internet sites, etc. An example of that is the Staying Alive campaign against HIV/AIDS, promoted with the collaboration of the Viacom group ([www.mtv.it](http://www.mtv.it)). Another example is the campaign No Excuse, aimed at informing and sensibilising people on the Millennium Development Goals, carried out by a coalition of CSOs with the cooperation of MTV ([www.millenniumcampaign.it](http://www.millenniumcampaign.it)). Some activities are directed to involve young people in relevant extra-school activities: the most important are probably those promoted by the Catholic scout association, AGESCI; but other examples of that can be those promoted by environmental organisations, including camping activities in wildlife reserves ([www.legambiente.it](http://www.legambiente.it), [www.wwf.it](http://www.wwf.it)). In other cases there are activities of “information of proximity”, that is, information on relevant public issues delivered by people who live very close to concerned targets and fully trusted by them. In a number of European Union countries, this activity was developed in view of the introduction of European single currency and it involved in Italy 3,000 proximity informers who directly contacted about one million target people ([www.cittadinanzattiva.it](http://www.cittadinanzattiva.it)). Moreover, there are school activities. They can be teaching and class activities on issues related to citizenship, the rule of law, environment, consumer issues, traffic regulations, civil defence, drug addiction, HIV/AIDS, etc. ([www.libera.it](http://www.libera.it)), but also activities related to the quality of school service, such as the recent campaign on the safety of school buildings, involving in 2004 more than 1,000 schools and 500,000 students ([www.cittadinanzattiva.it](http://www.cittadinanzattiva.it)). Finally, it must be mentioned the space devoted in media and newspapers to CSOs, enabling them to inform people and the increasingly presence of nonprofit media whose mission is to report CSOs’ views on public issues. It is not easy to estimate their real diffusion, but the available sources (researches and Internet resources centres) enable to list 84 of them. They are probably not the only existing, but the most important ones (Pasquali, Sorice 2005; Frisanco 2004b; Information websites).

A third of stakeholders consider CSOs to be fully active and 3/5 to be at least somewhat active in education and information activities. A similar picture emerges regarding the impact assessment where 1 out of 5 see civil society to be successful and 3 out of 5 to be somewhat successful.

A majority of those stakeholders that consider CSOs to be active or very active also sees them as successful.

Two and a half percent of the media report items devoted to the Impact dimension regard information and education. Most of them concern campaigns on healthy behaviours, environment, volunteering and traffic regulations.

All data and information presented show that civil society in Italy is not only able to carry out programs and activities, but even able to have a relevant part in public discourse and information and education of citizens.

*4.4.2 Building capacity for collective action.* Despite the global trend of citizens’ associations more focused on lobbying and delivering services and managed by professionals, rather than committed in involving common people in collective action, it can be said that this latter activity remains of the

utmost importance for Italian CSOs. Obviously, the matters and the forms of such activity have changed during the time, according to the development of Italian society: for example, traditional large, highly structured national associations with permanent membership and with local branches devoted to involve people in their activities have become weaker, but new forms of action empowering people in addressing problems that affect their life have emerged.

A clear example of that regards consumer rights. In this sector, which had a relevant development in the last decade thanks to the European Union policy, several kinds of initiatives aiming at promoting collective action took place. Three examples can be mentioned here. The first is that of *Gruppi di acquisto solidale* (Joint Buying Groups), who get together to wholesale buy ecologically sustainable food and primary goods, privileging local producers. Their numbers rose from 8 in 1997 to 207 plus 3 networks in 2005 (Saroldi March 2005). The second example regards the promotion of collective action for the protection of rights of public facilities' users. Due to liberalization process, the fares of resources such as drinking water at local level increased up to 2000%, often with no regard for the number of family units members. In these cases, concerned people are used to get together and push local administrations to change behaviours, with the support of consumers' organisations (interviews with G. Trincia and G.B. Trenta). A third example regards legal actions against companies and financial institutions prosecuted for fraudulent behaviours affecting shareholders and savers. In the Parmalat case, for instance, *Confconsumatori* has put together and legally assisted 1,050 bond holders and 158 shareholders (interviews with M. Colla and E. Vincini). Apart their direct effects on people' lives, these CSOs' activities have a considerable impact on people attitude to get together at the end of cope with common problems.

Data from stakeholders' questionnaire give the following results:

**Table III.4.4.2: Stakeholders' assessment of the level of CSOs' activity in building the capacity of local communities (%)**

Stakeholders' assessment	%
Inactive	5.6
Somewhat active	59.2
Active	22.2
Very active	3.7
Don't know	9.3

It must be noticed, however, that people interviewed probably misunderstood the question, since they referred to matters such as participatory budgeting processes and consultations on Agenda 21 program. According to NAG's opinions, in fact data and information collected show CSOs strong abilities of helping citizens to build collective actions.

*4.4.3 Empowering marginalised people.* Several initiatives of CSOs are devoted to empower marginalised people. Examples can be given on disabled, prisoners and ex-prisoners, immigrants and chronically ill.

As for disabled, civil society organisations are engaged in refresher courses for support teachers as well as for parents and social workers; they struggle against architectural barriers especially in schools and public services; they organise and support the home assistance as well as the organisation of summer resorts in order to allow families to take holidays. Beside the management of assistance services, CSOs organise also daytime centres for socialization and rehabilitation as well as assisted workshops and training activities. CSOs – especially those social cooperatives devoted to the inclusion in labour of disadvantaged people (about 13,600 people employed in total) – contribute both directly and assisting private companies in employing the disabled (COMMISSIONE DI INDAGINE SULL'ESCLUSIONE SOCIALE 2003: 156-158).

As for prisoners and ex-prisoners, according to a 1999 study, there are about 350 CSOs directly engaged with people involved in criminal law measures. About 15,000 volunteers are yearly in contact with about 63,000 people staying in prisons and take direct responsibility of more than 13,300 prisoners, 3,500 ex-prisoners, 3,500 people subject to measures alternative to prisons, 4,900 families. Their overall work is linked to the Italian Constitution rule stating that prisoners must be gotten into social life. This is done in particular through reception and hospitality services for ex-prisoners, homes for parents and prisoners in leave, community homes for ex-prisoners and semi-free prisoners. CSOs play a relevant role in job creation for prisoners and ex-prisoners, through the creation of cooperatives of production, the mobilization of local enterprises, the organisation of training and orientation activities. Obviously, CSOs develop also listening and support activities inside jails, shifted from a traditional “human relations” pattern to a more structured activity of social promotion. Sensibilisation of community and advocacy with public authorities in order to improve the attention towards prisoners are implemented as well (Id.: 158-161).

As for immigrants, some reliable data regard welfare initiatives of CSOs linked to the Catholic Church. It was estimated that 19.2% of users of these services are immigrants. More specifically, in services for disabled they are 10%; in guidance centres 8.5%; in services for minors and in home assistance between 10 and 15%; in services for minors at risk, in health services and in reception centres for adults between 23 and 33%; in listening centres, job creation services, social canteens and shelters between 30 and 55%; in first aid and reception services 60% (Id.: 161-162).

As for chronically ill, there can be reported data from the Coordination of Chronically Ill Associations, gathering 94 associations and 8 federations of associations of people living a chronic disease (affecting one Italian out of three). Their activities in support of chronically ill are advice and information for accessing health services, counselling and medical advice, lobbying for the enlargement of the access to drugs and treatments, update on scientific research results worldwide. (Coordinamento Nazionale delle Associazioni dei Malati Cronici, 2004: 12-16).

Of stakeholders, 61.4% directly know of services for people delivered by CSOs. Among them, a relative majority of 39.6% targets the entire citizenry, only 4.5% target poor people and 7.2% women. The most mentioned services are those aimed at protection of rights, then those of assistance, those regarding health and welfare, those delivering information. Fifty-five and one-tenth percent of stakeholders declared that the delivery of services by CSOs is definitely successful.

Of the media review items regarding the Impact dimension, 6.4% are focused on this indicator. Most of them are regarding actions towards children and disabled.

Gathered information witness a relevant impact of civil society organisations in empowering marginalised people, both in terms of advocacy and service activities. Though efforts done on this way are never sufficient, it can be maintained that without practical engagement of CSOs, the situation of marginalised people in Italy would have been definitely worst.

*4.4.4 Empowering women.* Activities devoted to the empowerment of women, though existing, seem to be not adequate to the need for real gender equity. A relevant example of an empowering activity devoted to women is the one of anti-violence centres, established to give advice, host and assist women victimised by sexual crimes and family violence. A recent study on 56 anti-violence centres and “houses of women” showed that in 2002 7,076 women contacted the centres. Of these, 357 were hosted in the houses together with 284 children. Eighty-three percent of them went to the centres for the first time and 2,415 of them got in contact with the centres for problems different from violence. Only 43% of women had already discussed the suffered violence with other people (family members, friends and neighbours, social operators, police, lawyers, etc.). Seventy-three percent suffered violence from a partner and only 2% from strangers. Fifty-seven percent of them were victimised by

physical violence, 61% by psychological violence, 17% by sexual violence, 29% by economic violence. Only 22% of them had reported their problem to police (Creazzo 2003).

Probably the most important initiative in this field is the *Telefono Rosa* association (Pink Hot Line). It was built in 1988 and advises women on legal, financial, psychological, family relations matters. About 350,000 women had access to the service up to now ([www.telefonorosa.org](http://www.telefonorosa.org)).

The stakeholder survey shows a low perception of the existence of such activities: only 1.8% of people interviewed declared to be noticed of the existence of them, while a higher percentage of stakeholders stated to know CSOs' provision of services devoted to other groups such as poor people (9.1% of them) and general population (39.6%). Similar results from the media report: just 1.9% of the items classified in this dimension regard CSOs actions aimed at empowering women, such campaigns, demonstrations and position papers for the women's access to leadership roles in institutions, for equal opportunities, against genital mutilations and sexual crimes.

The NAG commented these pieces of information stressing that in Italy women are still considered as a burden rather than as a resource.

*4.4.5 Building social capital.* There are few empirical data and research studies aimed at measuring social capital among CSOs members in Italy, thus only indirect information can be mentioned. According to Donati and Colozzi (2002, 2004) the cultural pattern of CSOs is not different from the one of Italian population as a whole. The difference is rather of degree of intensity of values and choices. According to a recent research of the same scholars, the impact of associative experience in modifying cultural identity of CSO members is high just for one fourth (23.2%) of them (Donati, Colozzi 2004: 282). It must be stressed again that the phenomenon of cultural identify is slightly different from the one of social capital.

Comparing the level of trust among CSO members with the rest of the population, according to the World Value Survey, there is an extremely strong and significant correlation between membership of CSOs and higher levels of public trust. CSO members show consistently higher levels of public trust (42.2% of CSO members state that most people can be trusted against 25.8% of non members) (Inglehart R. et al. 2005). This gives us reason to believe that CSOs contribute towards building social capital.

*4.4.6 Supporting livelihoods.* Civil society organisations appear to be quite committed both in supporting and creating employment and income-generating opportunities, especially for disadvantaged and poor people. According to a recent research on local employment generation networks promoted by Employment Public Services it results that they are 277 in 86 provinces out of 103, involving 780 public, private and civil society actors. These networks' main roles are exchange of information, advice to users, management of employees' mobility, employment, management of job policies. The three main targets of the networks' activity are disabled (23%), immigrants (18.8%) and women (18.3%). There are, however, activities regarding prisoners (10.3%), long-term unemployed (7%), drug addicts (4.7%). The least supported group is the elderly, with only 3.8% of interventions. As for the actors involved in the network, while local administrations are the widest presence, a number of other actors, including CSOs, are active. It is summarised in the following table.



**Table III.4.4.3: Typology of actors of Employment Local Networks – absolute value and % (in Italic CSOs)**

Typology of involved actors	a.v.	%
City administrations	125	16.0
Province administration	96	12.3
<i>Employers Associations</i>	90	11.5
Services Agencies	57	7.3
Other	57	7.3
<i>Social Cooperatives</i>	44	5.6
<i>Other CS associations</i>	43	5.5
Training institutions	34	4.4
Regions	29	3.7
Local Health Agencies	26	3.3
<i>Trade Unions</i>	26	3.3
Private Temporary Employment Agencies	25	3.2
Public Social Security Institutions	17	2.2
Other Public Administration	16	2.1
Local Development Agencies	15	1.9
Actors working abroad	15	1.9
<i>Welfare Services Syndicates</i>	15	1.9
Schools and Universities	14	1.8
Companies	14	1.8
Chambers of Commerce	12	1.5
Centres for Youth Information	10	1.3
<i>Total</i>	780	100.0

<sup>d</sup>. Source: ISFOL, 2003

Civil society organisations involved in employment networks are therefore 27.9% of all the actors. They result to be directly involved in 24.9% of all the actions promoted by the networks. (Di Francesco D., Serra C. 2004).

NAG stated that the role of CSOs in supporting livelihoods and employment is very important and successful. They not only do create links between people in need and the labour market at large, but also a lot of job opportunities by themselves.

## 4.5. Meeting societal needs

This subdimension looks both at civil society's performance in meeting pressing societal needs directly (e.g. through promoting self-help initiatives or delivering services) and in lobbying the state for improved service provision. The subdimension also looks specifically at civil society's relative effectiveness in meeting the needs of marginalised groups. Table III.4.5.1 summarises the respective indicator scores.

**TABLE III.4.5.1: Indicators assessing meeting societal needs**

Ref.#	Indicators	Scores
4.5.1	Lobbying for state service provision	<u>2</u>
4.5.2	Meeting pressing societal needs directly	<u>3</u>
4.5.3	Meeting needs of marginalised groups	<u>2</u>

*4.5.1 Lobbying for state service provision.* As it was shown in the previous sections, CSOs are very active in lobbying both public and private institutions in general, while their impact is not as strong as their commitment. This general situation is reflected also in the case of lobbying the government to meet pressing societal needs. One of the specific reasons for this imbalance between commitment and impact (besides others) is that CSOs often have different agendas and priorities. In particular, positions and interests of trade unions and employers associations, advocacy organisations and service organisations, are often different and sometimes divergent and conflicting.

As for the debate on the division of labour between state, market and civil society in delivering social services, it can be said that it is an ongoing and dynamic matter. The Italian welfare system is indeed organised in forms of “internal market”, with procedures of accreditation of non-public actors as service providers and cooperation agreements between the public sector and private and civil actors. However, while according to the laws it should have the form of partnership rather than outsourcing, what actually happens is precisely the latter. The public debate, therefore, is focused on how forms of partnerships on equal basis can be practiced, implementing the principle of “horizontal subsidiarity” introduced in 2001 in the Italian Constitution, as well as how the rights of users of services delivered by civil society actors can be protected, since rights of users of services managed by public and private actors are already defined in laws, regulations and common habits.

Only 1 out of 5 stakeholders considered civil society to be active in lobbying the state on this issue. According to stakeholders CSOs’ lobbying concerned health services, especially for disabled; disabled protection; the right of health; the improving of public administration efficiency and of public services quality; employment and training; consumers’ assistance and protection.

Regarding the extent to which CSOs were successful, 8.1% of stakeholders believe that civil society was definitely successful, 15.3% that it was somewhat successful, 3.6% that it was unsuccessful. Most stakeholders did not answer this question.

NAG agreed that the positive impact of CSOs in lobbying for state service provision is closely linked to their ability to meet local administrations’ needs of effectiveness and efficiency and to be influential actors in partnerships with public administrations at local level.

*4.5.2 Meeting pressing societal needs directly.* Interviewed stakeholders confirmed that CSOs organise a variety of services. They regard: protection of consumers’ rights (26.8% of mentions), assistance (23.2%), health and welfare either by volunteers or by social cooperatives (17.9%), information (8.9%), assistance and advocacy (3.6%), information and advocacy (3.6%), advocacy and assistance (1.8%). A majority of stakeholders also sees CSOs to play a significant role in meeting social needs directly.

Because of the width and breadth of this phenomenon, we can give just some examples of these services. They are of two main kinds: firstly, they are traditional welfare services no longer or not effectively managed by the State; secondly, they are services aimed at responding to new needs, not recognised by the State or requiring different skills or even a more flexible and personalised approach to care. As for the first case, there can be mentioned chronically ill patients’ associations (more than 100 among associations and umbrella organisations got together in a coalition, cf. [www.cittadinanzattiva.it/retihomepage/cnamc/cnamc\\_hp.htm](http://www.cittadinanzattiva.it/retihomepage/cnamc/cnamc_hp.htm), mental ill patients’ associations (more than 130 of them can be found in the website [www.sospsiche.it/indexs.htm](http://www.sospsiche.it/indexs.htm)) and welfare services coordinated by Caritas network (11,000 services managed by 89,000 practitioners and supported by more than 200,000 volunteers (CARITAS ITALIANA 2002). As for initiatives and services aimed at responding to new needs, there can be mentioned self-help groups and family associations. Self-help groups are mostly engaged in problems like alcoholism and gambling, critical family events (deaths, divorces, births, etc.), life course events (retirement, menopause, etc.). No data on their quantitative dimension and diffusion are available, apart the Italian branch of Anonymous Alcoholic (*Alcolisti Anonimi*): there are about 500 AA groups attended by more than 10,000 people in twice-a-week meetings (Mancinelli 2004: 51-53). Family associations (39 of them got together in a focused Forum: cf. [www.forumfamiglie.org/forumroot/associazioni/associazioni.html](http://www.forumfamiglie.org/forumroot/associazioni/associazioni.html)) have a growing role in supporting families facing the crisis of welfare state.

This point is without any doubt one of the most positive in terms of impact of CSOs in Italian society.

*4.5.3 Meeting needs of marginalised groups.* Programs and policies towards marginalised groups are a field where both the State and the CSOs operate, often cooperating in various forms. Nevertheless, several programs are initiated by CSOs and usually they play a relevant role also in the case these programs become part of the public realm. In addition, there are a lot of activities directly and effectively carried out by CSOs in this field. Their success is confirmed by the data on trust, which was reported under 4.3.2.

The commitment towards marginalised groups is one of the most relevant fields of action of CSOs in Italy. In the last twenty years, the approach to this issue evolved from a traditional focus on poverty to a more complex consideration of “poverties” and social exclusion phenomena, including: lack of financial resources, unemployment, mental disease, dependence situations, family conflicts, home precariousness, illness as cause of social weakness, elderly loneliness, disabled isolation, experience of prison, difficulties of immigration, homelessness, vulnerability of minors and young people (COMMISSIONE DI INDAGINE SULLA ESCLUSIONE SOCIALE 2003: 140-141).

Especially on welfare issues, however, in Italy engaged CSOs usually operate in some relation with the State: either because the State (but the private sector as well) supports civic initiatives, or because various forms of cooperation take place. In many cases this cooperation covers pretty much the whole service demand. For example, assistance and rehabilitation structures for drug addicts, according to a 2003 Home Affairs Ministry survey, are 1,266, assisting about 16,700 users; but only 38 of them are public; the other 1,228 are managed by CSOs (MINISTERO DELL’INTERNO 2003: 8).

Of special importance is the experience of Abele group, an association at the beginning focused on drug addicts and then on marginalised groups in general. In 2003 they got in contact with about 40,000 people, developing activities such as hosting, supporting and counselling, job creation, repatriation, legal assistance, etc. In 2003 Abele group has exchanged more than 31,000 syringes with drug addicts ([www.gruppoabele.org](http://www.gruppoabele.org)). Another relevant initiative is the one of CNCA (*Coordinamento nazionale delle comunità di accoglienza*), getting together 260 groups that manage 2,150 welcome and assistance structures, 100,000 estimated persons met each year, 24,000 of which continuously assisted by 11,000 operators (6.570 volunteers) ([www.cnca.it/ita/activenews.asp](http://www.cnca.it/ita/activenews.asp)).

According to a recent research, organisations belonging to *Compagnia delle Opere* are engaged in education, sport, culture and art, social welfare activities, which in 2004 have been delivered to about 304,000 persons. In particular, such activities involved about 21,000 disabled, 7,000 patients in hospitals, 3,500 lonely mothers, 130 nomads, 6,400 drug addicts, 200 abused persons, 400 prisoners, 15,600 unemployed persons, 5,300 immigrants, 1,700 minors (Federazione dell’impresa sociale Compagnia delle opere, 2004, p: 14).

Therefore, though CSOs are used to start and often autonomously carry out delivery of services for marginalised groups, this usually does not exclude some relations, and even cooperation and partnership, with other actors, especially the State.

## CONCLUSION

Italian CSOs’ impact on people and situations affecting their needs and rights appears to be quite high.

The most relevant impact can be detected when CSOs are active in society directly, with the aim of protecting rights, delivering services, meeting people’s needs, informing and empowering citizens and holding the state (less) and the private sector (more) accountable and transparent. CSOs have

also been successful in informing and educating citizens, in supporting their ability to self-organise, for example around issues of fair trade, in empowering marginalised groups, in contributing to the building of social capital and in supporting livelihoods of the poor. This is reflected in the level of people's trust in CSOs. Associations and organisations are the most trusted entities in Italy, with higher levels of trust than the commonly most trusted actors, such as the President of Republic and the Carabinieri, the special police forces.

Civil society's impact is less relevant when it comes to holding the state accountable on issues such as the promotion of human rights or social policy, particularly regarding welfare services. Of special concern is CSOs' limited influence on national budget, with the exception of trade unions and business organisations, which are officially recognised as counterparts by government, and some consumers' organisations that have demonstrated a certain capacity to influence specific budget policies.

Finally, as mentioned in the section on civil society's values, the overall attention to gender equality, and hence impact on gender issues, is particularly limited in the case of Italian CSOs, whereas there remain specific social needs, such as those of the Roma population and underemployed workers, in need of further commitment by CSOs.

All in all, it must be stressed that Italian CSOs, especially in the last three decades, have deeply influenced public life and successfully addressed a number of problems of general interest, most of which have not been sufficiently or addressed at all by the state.

## IV STRENGTHS AND WEAKNESSES OF ITALIAN CIVIL SOCIETY

This section summarises the discussions and results of the National Workshop, held at the end of the project on 24 May 2006 in Rome. About 50 participants from civil society, the media, the academic sector and various public institutions took part in the workshop. After the presentation of the project outcomes, participants analysed the respective civil society dimensions and shared comments, suggestions and recommendations.

### STRENGTHS

Among the strengths of civil society in Italy, the following were mentioned as the most relevant.

- Environmental and welfare CSOs: CSOs are a very relevant actor in these fields, not only because of their diffusion and outcomes and impacts, but also for their ability to affect the agenda setting of policy makers and the media, their capacity to influence public policy and stakeholders' attitudes and, therefore, shape public debate, as well as policy outcomes and impacts. It can be said that in Italy, when it comes to the environment and welfare, the contribution of CSOs on society is clearly recognisable.
- Assisting people in need: CSOs have a strong ability to directly address the problems of people in need and protect their rights, or alternatively highlight the basic necessities of these groups as a matter of general interest. This is done in terms of advocacy, delivery of services and community organising. One example of this attitude is that the highest number of cooperatives of various forms and purposes exist in Italy. As has been seen, this kind of activity is often much more successful than seeking to influence or hold the state accountable for its responsibilities in this area.
- High levels of public trust: According to all available sources, CSOs emerged as the most trusted actor in Italy. Although this can be due either to CSOs' abilities and achievements or to the growing weakness of other actors, especially public actors, or both. It could also be due to the amount of social trust that CSOs receive, which is of utmost importance, since trust is indeed one of the most important, yet increasingly more limited, resources in contemporary societies.
- Corporate Social Responsibility: CSOs are rather successful in increasing the private sector's awareness of its social responsibility, involving private actors in facing problems of common interest, and to promote relations – whether of conflict or cooperation – aimed at “taking corporate social responsibility seriously”.
- Promotion of key values: CSOs play a crucial role in making democracy, non-violence, solidarity and individual commitment to the public good important features of day-to-day life in Italian society, involving common citizens and communities in taking care of matters of general interest. In this sense, it can be said that civil society in Italy is an actor of “civilization”.

### WEAKNESSES

The research has also shed light on critical elements that CSOs need to address. The seven that seemed to be the most important are listed below.

- **Limited role of women in CSOs:** Italian CSOs, although they involve many women, are male-centered and male-led. It should be added that this phenomenon is somewhat linked to the general lack of diversity within the management of CSOs, which is confirmed by the scant leadership role of immigrants.
- **Participation crisis:** CSOs are finding it difficult to develop effective responses to the strong decrease in traditional forms of citizens participation, such as public meetings, participation on a permanent basis and fixed membership. Several studies show that the Internet, though widely used and very positive in terms of efficiency and effectiveness of CSOs, cannot substitute face-to-face relations. However, on the other hand, no new forms have been developed yet.
- **Weak role of umbrella organisations:** Umbrella bodies suffer from a narrow membership and low networking and communication skills, and are also rather ineffective in giving voice to CSOs while interlocuting with other actors. Though the situation seems to be changing and becoming more positive, there is still a long way to go before Italian civil society's networks and umbrella bodies can be deemed as effective.
- **Unresolved issue of CSO representativeness and accountability:** It is presently unclear who is able to "stand for" and "act for" CSOs in the public arena and this lack of clarity gives room both to opportunistic behaviours on the side of CSOs, for example, unfair competition for the access to public funds, and the refusal of real dialogue and cooperation on the side of government and other CSOs' stakeholders, which often prefer to dialogue and cooperate with CSOs on the basis of personal or political relations, or that apply mere quantitative criteria for choosing their civil society partners. On the other hand, CSOs tend to consider any attempt to make them more accountable with suspicion. An example of such an attempt is one that would require them to comply with the same norms and standards that CSOs themselves are used to correctly demand to public and private actors, which is sometimes the case with welfare services delivered by CSOs).
- **Ineffective state:** The political environment in Italy can be described as partially disabling, as is shown by the situations of justice, corruption and information emerging from the research, as well as the implementation gaps in enforcing laws and policies by the state. It is not easy to cooperate with the state when the rule of law is not fully respected, when corruption is one of the operational patterns inside public bodies and government and when the main media are owned or ruled by the same person.
- **Lack of media interest:** As was shown by several examples throughout this report, the media representation of CSOs' activity is often far from reality, thereby preventing the Italian public from fully recognising the important role and contribution of CSOs. Moreover, the media tends to represent Italy in ways that are different from the reality CSOs face on a daily basis, since the main focuses of the media are information on the life and dynamics of political actors, such as political parties, coalitions and leaders, and their relations, and crime news. This means that the media is often only interested in "sensationalism", rather than more precise information on CSOs. The overarching focus of the media on party politics tends to exclude CSOs, which are not directly involved in day-to-day politics.
- **Civil society's relevance is underestimated:** As emerged from the stakeholders' answers to the survey, CSO representatives tend to underestimate CSOs' role and presence in Italian society. This perception is probably linked to the scant attention that CSOs devote to their own views on issues such as the development of society and the global world. This lack of a general vision on crucial issues is probably due to the assumption, also common among many CSOs, that the

task of envisioning the future development of the Italian society is reserved for someone else, such as governments, scholars or political parties.

## V RECOMMENDATIONS

Participants in the final workshop and other individuals consulted or involved in debates on the research results, contributed to the development of the following set of recommendations:

1. CSOs should *concentrate their efforts on strengthening the structure of civil society*. This means that CSOs need to first of all increase information, communication and cooperation among themselves. Then, they need to change their current cultural patterns that favour isolation, strengthen umbrella organisations (whose operational models must be deeply reviewed) and increase the use of information technologies.
2. *CSOs must increase the awareness of their own role and responsibility in Italian society*. This would help them overcome the present gap between their actual contributions and public perception. To this end, the CSI itself could be worthwhile. This report could be used to share information and promote a reflection of CSOs on themselves, beginning at the community level.
3. *New forms of civic participation and membership in CSOs need to be urgently experimented with*. This seems to be particularly important, in order not to lose out on the involvement of the youth. This call for innovation should begin with taking seriously what is being done by CSOs operating at the local level and on the Internet.
4. *There needs to be an urgent shift in attitudes and practices, with regards to the gender gap*, and more generally the lack of representativeness of the multiplicity of identities and conditions existing in society. This has emerged as one of the most concerning problems affecting Italian CSOs. Women and marginalized groups, especially immigrants, must be given equal opportunities to lead CSOs. The collection of periodical data on diversity in CSOs' leadership could be a good tool to bring this situation under control.
5. *A serious gap between CSOs' powers and responsibilities*, and their aptitude to be transparent and accountable towards their members, their constituencies and the general public, does exist. This does not regard only the management of financial resources, but the whole activity of CSOs and puts under question their "representativeness". The development of a code of conduct and of a charter of criteria and procedures to monitor the work of CSOs should be implemented urgently, and shared with CSOs' stakeholders.
6. *Political leadership* (both at the EU and national level) should develop a strategic and positive attitude towards CSOs. They should learn to consider CSOs as an additional resource rather than a threat. Among others, this would entail a general policy on CSOs and their rules of engagement with the state, drafted with the participation of CSOs themselves. It should clearly define the roles, powers and responsibilities of CSOs and forms of cooperation between public institutions and CSOs. .
7. *Public administration* (at all levels, from the EU to local government) should explore avenues to support CSOs and encourage forms of cooperation, by respecting the independence of CSOs and, at the same time, by expecting CSOs to fulfil their responsibilities towards the public at large, for example with transparency and accountability.
8. The *media system* should overcome its negative and underestimating role towards CSOs, giving them a space equal to their role and responsibilities. The media must be aware that some CSOs' objectives, such as informing citizens and monitoring public and private actors, necessarily require their support.



*9. Institutions producing and managing data* on CSOs must change their way to collect and organise data, enabling CSOs', their stakeholders and the public to deal with appropriate and reliable data on CSOs. This is of crucial importance, since available data does not distinguish CSOs from other kinds of bodies and institutions, such as private universities or private religious hospitals.

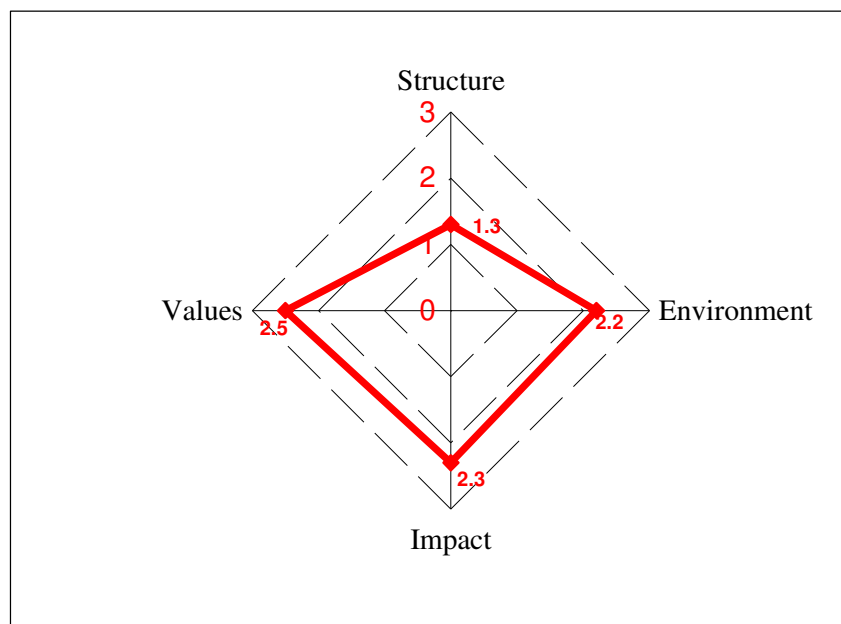
*10. The scientific community* should commit itself to a stronger and deeper knowledge of CSOs, the situation in which they operate and their real nature and developments in organisational and operational terms. An annual or bi-annual conference, convening scholars and civic leaders with the aim of exchanging information on ongoing projects, new phenomena and main results, could be of crucial importance.

*11. CSOs and other likeminded actors*, such as academic institutions, research centres and some parts of the media, should begin to work together more closer, exchanging information and views on situations and opportunities of common concern and interest. To this end, a periodical roundtable, involving representatives of CSOs and their stakeholders, could be convened with the tasks of checking the situation, identifying priorities and commit to common strategies. The CSI report for Italy could be a point of reference for such an activity.

## VI CONCLUSIONS

The conclusions draw together the main findings of CSI project in Italy and can be summarised in form of the Civil Society Diamond (see figure VI.1.1).

**FIGURE VI.1.1: Civil Society Diamond in Italy**



The diagram, visualizing the state of Italian civil society in the form of a diamond, shows that civil society in Italy is characterised by a strong value dimension, and relevant impact and environment dimensions, which are set against the backdrop of a comparatively weaker structure.

With regard to civil society's *structure*, the survey shows that the main strengths of CSOs are their ability to represent social diversity and good organisational ability, while the scant effectiveness

of umbrella organisations and the lack of relations between CSOs deserve some attention. The most relevant strength of civil society's structure is the amount of volunteering. On the contrary, the main weaknesses are: a low level of community collective action (though this is increasing) and a limited membership in CSOs, coupled with a limited capacity to include some marginalised groups in CSOs' leadership roles.

With regard to civil society's *environment*, it must be noticed that Italian CSOs enjoy a relatively safe and enabling environment, both in legal and socio-economic terms. The relation between civil society and the state partly reflects this situation, as does the growing interaction with the private sector. However, serious concerns exist regarding the socio-cultural context, which remains a traditional weakness of the Italian society, and the political system, which is still hit by corruption scandals and shows a scant capacity to address emerging problems. In this regard, the main weaknesses are the low level of public spiritedness, the high level of perceived corruption, the scant promotion/protection of rights, such as the freedom of the press and the right to information, and the ineffectiveness of the state to enforce the rule of law, not only when it comes to organised crime and powerful political elites, but also in the everyday life of common citizens. All of these elements are linked to the weak political leadership in Italy.

With regard to civil society's *values*, it is important to stress that this dimension is the most developed in Italian civil society. Indicators regarding CSOs attitude towards democracy, tolerance and non-violence, received the highest scores, as did those regarding the protection of the environment and the fight against poverty. The two most concerning issues in the values dimension regard the limited attention paid by CSOs to their financial transparency and the scant promotion of gender equity, an issue about which Italian civil society is in serious delay.

Civil society's *impact* in Italian society is quite high, especially when CSOs act directly to protect rights, deliver services, meet people's needs and inform and educate citizens. Civil society's impact

is also significant when it comes to holding the state and the private sector accountable and transparent. The fact that CSOs enjoy the highest level of trust of all other institutions and actors in Italian society confirms the remarkable role they play in society. However, civil society's impact is definitely less relevant when CSOs try to influence policy making, as is the case with human rights and social policies. An additional example of the limited policy influence of CSOs is their impact on the national budget, on which only traditional organisations such as the trade unions and business organisations exert a general impact. Finally, gender issues are, once again, an area on which CSOs exert limited impact.

\* \* \* \* \*

Despite several information gaps identified and highlighted by the research, the CSI study has been able to clarify certain key points regarding the current state and challenges of Italian civil society.

Based on the CSI results, Italian civil society appears as a social and political phenomenon that has experienced different phases in the past decades and, in its current form, is consolidating. This is confirmed by its ability to mobilize resources in order to face the most relevant problems affecting the country, such as growing social problems, terrorism and war. This ability is of crucial importance, since social and economic inequalities are rapidly growing in Italy.

More generally, it can be said that civil society in Italy is emerging as a main actor in constructing and strengthening democracy on a daily basis. This role was recently acknowledged by the Italian Constitution through the establishment of the principle of “horizontal subsidiarity”. However, at the same time Italian civil society faces a trend that is common in many other democracies: the number of CSOs is growing while the number of members is decreasing, and the active involvement of citizens in CSOs' activities is being replaced by individual donations.

Civil society's constructive role seems to be recognised by Italian citizens, who show high levels of trust in CSOs, much higher than in public institutions, religious entities and the private sector. This level of trust is relevant, since Italians show a nuanced perception of civil society, distinguishing the different types of CSOs and evaluating each specifically. This nuanced perception by citizens contrasts with the tendency to over-simplify the image of civil society, which is common among many academics, the media and the ruling elite. This simplification implies, for example, that all CSOs are reduced to voluntary organisations and social enterprises that are engaged in delivering welfare services, or to social movements organising large-scale demonstrations.

Understanding the differences among CSOs makes it possible to point out some important aspects. The first relates to political parties, which, as the CSI shows, are more linked to public institutions than to civil society. It is not only a matter of public perception, but also a matter of role, fields of engagement and operational strategies. The second difference is the special status and role of trade unions in comparison with other CSOs. As a result of historical reasons, trade unions appear to be placed in a midway position between other CSOs and political parties. This is confirmed by a similar position shown by other organisations and institutions linked to the so-called “social dialogue”, which involve actors of traditional corporate- and labour-centered Italian social system.

All that being said, it must be underlined that the large amount of trust and the significant role of many CSOs in Italy does not correspond to an equally large amount of weight in the public arena. The NAG's social forces exercise, the stakeholders' opinions, the results of media analysis and the secondary data collected for the CSI project all clearly show that the more a type of CSO is trusted by Italians, the less its power in the public arena; and vice versa. Other results of the study have shown a gap between the energy invested by CSOs and the impact of their actions, especially in

public policy making, which confirms that CSOs' policy influence does not depend on their efforts and public trust. This gap (an inverse proportion) between trust and weight is concerning, and at the same time shows the way forward for CSOs: strengthen their structure and make their efforts to influence public policy-making more effective.

Though Italy is undoubtedly characterised by a high level of social capital, due to the traditional influential presence of socialist and catholic movements, it is also characterised by some relevant disabling elements affecting civil society's operating environment. Examples of this are some critical relations with public institutions, which oscillate between trusting CSOs as fully recognised actors with a suspicious attitude towards CSOs and some attempts made at controlling them, for example through regulations and registration systems that do not reflect the very nature of CSOs and that contrast the 2001 constitutional reform.

On the other hand, CSOs and private companies are changing their reciprocal attitude and trying to experiment with forms of cooperation and partnership on issues of common and public concern. In doing so they are overcoming traditional reciprocal distrust and opposition.

The implementation of the CSI project in Italy has been an opportunity to involve CSO leaders and stakeholders in a process of reflecting on the role and condition of CSOs in Italy. From this point of view, the CSI project in Italy has truly been an action-research project. In particular, people involved in the discussion of the results stressed that the research pulled together data and information that is usually fragmented, thus improving knowledge and raising common awareness. For these reasons, it was decided that the further steps of the CSI project in Italy will be its edition in Italian, its diffusion among relevant CSOs' leaders and interlocutors and, above all, its use to promote a debate among CSOs starting from the local level.

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## **ANNEX 1 LIST OF NATIONAL ADVISORY GROUP MEMBERS**

1. Gregorio Arena, Administrative Law Professor, University of Trento;
2. Pier Paolo Baretta, Confederal Union Secretary, Cisl;
3. Pietro Barbieri, President, Federazione italiana per il superamento dell'handicap, FISH
4. Costanza Fanelli, Manager, Social Cooperatives Legacoop;
5. Altero Frigerio, Journalist;
6. Renato Frisanco, Studies and Research Manager, Fondazione Italia per il Volontariato;
7. Antonio Lombardi, Press Office, Unipol;
8. Antonio Longo, President, Movimento Difesa del cittadino;
9. Stefania Mancini, member, Agenzia per le Onlus;
10. Giulio Marcon, president, Consorzio italiano di solidarietà;
11. Marco Martorelli, national presidency, Federazione universitaria cattolica italiana;
12. Marco Musella, Economic Policy Professor, University of Napoli;
13. Maria Teresa Rosito, Secretary General, ANIMA.

## ANNEX 2 OVERVIEW OF CSI RESEARCH METHODS

### INTRODUCTION

In the frame of the general purposes of the CSI project, as regards Italy the survey was aimed at:

- Producing a shared map of civil society;
- Assessing civil society situation, its internal and external strength and weakness points as well as its ongoing development;
- Giving a representation, as updated and reliable as possible, of Italian civil society at international level, overcoming present reductive economy-based representations;
- Giving value to existing information and identifying needs of further knowledge.

These purposes were carried out through the implementation of the project, made of:

- Definition of a map of Italian civil society and its relations with other sectors;
- Gathering of first- and second-degree information on 74 indicators regarding four dimensions:
  1. Structure (with 6 subdimensions)
  2. Environment (with 7 subdimensions)
  3. Values (with 7 subdimensions)
  4. Impact (with 5 subdimensions)
    - Shared scoring of these dimensions, so that building a civil society diamond related to Italian situation, thus making information comparable and able to be monitored.

To this end, *Cittadinanzattiva* set up the operational team of the project, the National Index Team (NIT) directed by Vittorino Ferla, which took the responsibility for the implementation of the survey.

An advisory committee, the National Advisory Group (NAG), was then established. NAG included 13 representatives of CSOs (environmental associations, cooperatives, consumer organisations, volunteer organisations, trade unions) and of various stakeholders, like public and private media, universities, the ONLUS National Agency, companies etc<sup>17</sup>. The NAG had to assess the Italian civil society considering the data and information collected in every indicator and to build the “Civil Society Diamond”.

The first part of the survey was composed of different phases, for the gathering of first- and second-degree information:

- a preliminary and preparatory review of existing information, based mainly on documents<sup>18</sup>, and on the collection of non official data about civil society;
- the organisation of some territorial focus groups, open to CSOs representatives and to different kind of stakeholders. They were implemented through different steps: a questionnaire given to the relevant stakeholders, a meeting to discuss the gathered information and the set up of a report summarising the final results of the discussion;
- the monitoring of national media to collect information about CSOs and to establish whether and how civil society is represented by them;
- the identification of official and second-degree information.

Because of problem of funding, related to the dimension of a sample adequate to the population living in Italy, it was impossible to carry out the community survey, planned in the general design of the research. The national team, in agreement with the CIVICUS team, decided that the community survey to be replaced by the other research activities.

<sup>17</sup> The members of the NIT and NAG, as well as all the other people who cooperated with the project, are listed in the Annexes 1 and 5.

<sup>18</sup> Starting from a document set up by Giovanni Moro for the Active Citizenship Network’s “Citizens for the New Europe” Project and now published in Moro (2005).

In order to fill some information gaps, some ad-hoc samples have been created as well. They are:

- A sample of 19 national associations operating in various fields<sup>19</sup>;
- A sample of second-degree organisations (umbrella organisations and federations);
- A sample of resources centres available in the Internet.

The *first-degree* sources, on the other side, have been the following:

- Reports from 8 focus groups, which were convened in different regions with the participation of 320 people, representing cooperatives, civic organisations, companies, local institutions, universities, other organisations;
- 111 questionnaires filled by focus groups attendants;
- A media research, carried out in 2 newspapers, 2 radio bulletins and 2 TV news over a period of three months, resulted in 1,871 items being analysed. Of these, 1,458 (77.9%), have been used for the gathering of information on the indicators.

## METHODOLOGICAL ISSUES

The research had to face some very relevant methodological constraints in dealing with second-degree sources. The most important is the shortage of empirical data on civil society organisations (cf. Moro 2005: 87-93). The question is three-folded.

Firstly, official data gathered by the Italian Institute of Statistics (ISTAT) are indeed focused on a different reality, that is, the nonprofit organisations and institutions, so defined by a 1997 law and that are more than 235,000. Obviously, most parts of civil society organisations, as identified thanks to the CSI project operational definition, are included in this wide environment. But it is formed also by a large number of organisations that are unlikely to be considered as part of civil society in the CSI meaning and that are put together just because they are not allowed to share profits. For example, official data include in nonprofit sector also:

- Bank foundations;
- Opera institutions;
- Parish churches, seminaries, catholic schools, dioceses (i.e., ecclesiastic institutions);
- Hospitals and other non-public health and welfare services, mostly owned by the Catholic church;
- Non-public pension funds as well as assistance and providence institutions;
- Non-public universities;
- Non-public schools and training centres;
- Ex-fighters and military associations;
- Professional sport associations and federations.

On the other side, several civil society organisations, such as informal self-help groups and other informal kinds of association because of their nature cannot be registered as nonprofit organisations. Of course, we had to use data on nonprofit sector, but the above highlighted situation must be taken into account, since these data are not fully reliable with reference to civil society. In any case we have done it, therefore, we have specified that we were dealing with data on NP sector.

Secondly, reliable researches having as empirical base specific sectors of civil society organisations do exist. They regard, for example, voluntary organisations or social cooperatives, or other organisations engaged in specific fields (such as immigration). But they are just sectoral, and therefore can be used in a limited way, for example as indicators of wider situations.

<sup>19</sup> They are: Alcolisti Anonimi; Amnesty International Italia; Arci; Asvi; CGIL – Confederazione Generale Italiana del Lavoro; Comunità di Capodarco; CSI - Centro sportivo italiano; FEDERASMA – Federazione Italiana delle Associazioni di sostegno di malati asmatici e allergici; F.I.R. - C.B. Federazione Italiana Ricetrasmisioni Citizend's Band S.E.R. - Servizio Emergenza Radio Unità Ausiliaria Volontaria di Protezione Civile; Gruppo Abele; Il Salvagente; Italia Nostra; Koinè; Misericordie; Movimento Consumatori; Rete Lilliput; Sinistra Giovanile; Telefono rosa; UISP – Unione Italiana Sport per tutti. They were selected as representatives of the different sectors that composed Italian Civil Society (except political parties).



Thirdly, there are data coming from researches having as empirical base not CSOs but samples of individuals and focused on their opinions, preferences and choices. From these researches several (maybe too much) esteems on the reality and operations of CSOs are deducted, but these deductions are not always reliable, nor consistent with each other.

For these reasons, it has been necessary to establish a hierarchy of sources, taking into account two criteria: the level of generality and the reliability of them. We have therefore considered:

- Firstly, those sources focused on organisations of general scope;
- Secondly, those sources focused on organisations of sectoral scope;
- Thirdly, those sources focused on individuals, both of general and sectoral scope.

## **REGIONAL STAKEHOLDERS SURVEY**

The regional stakeholder survey was carried out from February to May 2005. The organisation and management of these events involved local representatives of Cittadinanzattiva, which were provided with CIVICUS' recommendations about the participants' selection. About 320 people attended the focus groups and they participated as civil society and representatives of the various actors and sectors within and outside of civil society. In particular, they were exponent of cooperatives, civic organisations, companies, local institutions and universities. Mass media was the only actor outside civil society that didn't participate.

The survey was carried out during the eight regional focus group, that were held in Lombardia, Piemonte, Emilia-Romagna, Lazio, Molise, Basilicata, Marche, Puglia, during which a questionnaire was given to the relevant stakeholders that participated. As a whole, 111 questionnaires were filled out and stakeholders' opinions about the different indicators, when relevant, are described in section III.

## **MEDIA REVIEW**

Italian CSI team, following CIVICUS' recommendations, selected on 3 kinds of mass-media: TV, radio and print. In particular, 2 newspapers – *La Repubblica* and *Il Corriere della Sera* -, 2 daily radio-bulletins – *RDS news* and *GR1*, respectively that of 11.30 and 8.30 - and 2 TV-news – *TG1* and *TG5*, respectively of 13.30 and 20.00 - were monitored from the second half of February to the first half of June 2004. TG1 and TG5 were selected for the reason that they are representatives of the Italian public-private duopoly and they have the highest audience ratings. *La Repubblica* and *Il Corriere della Sera* are the most widely-circulated national newspapers. GR1 and RDS news were selected for their property, in a case public and in the other one private. The relevant findings of the media monitoring are described in section III.

## **LIST OF KEY INFORMANTS / EXPERTS**

1. Valeria Angeloro, Scuola di Cittadinanza Attiva
2. Adriana Bizzarri, Coordinatrice, Scuola di Cittadinanza Attiva
3. Liliana Ciccarelli, Responsabile Pit servizi, Cittadinanzattiva
4. Gregorio Arena, Università di Trento, Facoltà di Giurisprudenza
5. Mara Colla, Presidente, Confconsumatori
6. Virginia Corbelli, Coordinatrice Campagna Sbilanciamoci, Lunaria
7. Giuseppe Cotturri, Università di Bari, Facoltà di Giurisprudenza
8. Fiorenza Deriu, Università La Sapienza, Facoltà di Statistica, Roma
9. Paola Di Nicola, Università degli Studi di Verona, Facoltà di Scienze della Formazione, Verona
10. Sara Femiano, Cittadinanzattiva
11. Renato Frisanco, Responsabile settore studi e ricerche, Fivol

12. Mauro Iulini, Responsabile Assemblea Territoriale di Forlì, Cittadinanzattiva
13. Giulio Marcon, Presidente, Lunaria
14. Francesca Romana Marta, Assessorato alle pari opportunità, Comune di Roma
15. Francesca Moccia, Responsabile campagne, Cittadinanzattiva
16. Tina Napoli, Responsabile dei progetti politiche dei consumatori, Cittadinanzattiva
17. Domenico Paparella, Segretario Generale, CESOS
18. Nando Pagnoncelli, Presidente Ipsos ed Amministratore Delegato, Ipsos Public Affairs
19. Vilma Rinolfi, Responsabile Centro documentazione e comunicazione, CESOS
20. Rodolfo Schiavo, Responsabile politiche dell'energia, Cittadinanzattiva
21. Antonello Scialdone, Coordinatore Area Ricerche sul Mercato del Lavoro, Isfol
22. Giovanni Battista Sgritta, Università La Sapienza, Facoltà di Statistica, Roma
23. Cristiano Tempesta, Assemblea Territoriale Roma 9° Municipio, Cittadinanzattiva
24. Alessio Terzi, Vice Presidente, Cittadinanzattiva
25. Giovanni Battista Trenta, Responsabile Assemblea Territoriale di Aprilia, Cittadinanzattiva
26. Giustino Trincia, Coordinatore Nazionale, Cittadinanzattiva
27. Enrica Vincini, Segreteria, Confconsumatori

## ANNEX 3 MEDIA ANALYSIS

### 1. INTRODUCTION

The media research was carried out over a period of four months (from 15 February until 15 June 2004) during which 2 newspapers – *La Repubblica* and *Il Corriere della Sera* -, 2 radio bulletins – *RDS news* and *GR1*, respectively that of 11.30 and 8.30 - and 2 TV news – *TG1* and *TG5*, respectively of 13.30 and 20.00 - were monitored. They were selected for their national relevance, their popularity in terms of readership and their broad target market.

In particular, TG1 and TG5 were selected for the reason that they are representatives of the Italian public-private duopoly and they have the highest audience ratings. *La Repubblica* and *Il Corriere della Sera* are the most widely-circulated national newspapers. GR1 and RDS news were selected for their property, in a case public and in the other one private. The relevant findings of the media monitoring are described in section III.

The monitoring group, composed by 5 persons (names in annex), monitored all the days of the 16 weeks, with the exception of Wednesdays and of the days in which the media were in strike or were not published. In total, 120 days were monitored.

1,871 items were collected and analysed with two purposes:

- the provision of information on indicators for the NAG's scoring. For this aim about 78% of news items monitored were utilised;
- the provision of general information to establish whether and how civil society is represented by the media. In this case the whole stories have been used.

The results related to the first point are reported under each indicator; while those related to the second purpose are summarised here below.

### 2. RESEARCH FINDINGS

#### Frequency of reporting

66% of the collected items are newspaper articles, with about 10 items per day; 17.2% are television news and 16.8% are radio bulletins, with less than 3 items per days.

#### Placement within media

About the print media, 16.7% of civil society related news items appear in the first page, 8.2% of them are between the second and the fifth page, 39.4% are between the sixth and the twentieth page.

As regards television news and radio bulletins, stories concerning civil society appear, respectively, in the first position 13.1% and 12.4% of the times, while in the last positions (between 6<sup>th</sup> and 10<sup>th</sup>) are 60% of the television news and 24.2% of the radio news.

#### Forms of reporting

As regards the reporting type preferences, it is noticeable that 64.8% of the items are new stories, especially in newspapers (66% of the articles) and radio (87.6% of the news), and less in TV news (38.2% of items).

14.6% items are brief, predominantly in TV news (27.6%), and less in newspapers (13.4% of articles) and radio (6.7% of news). Moreover, there are 115 interviews and 114 among features, new analysis and opinion polls.

The stories joined up with images are only 6.8% of the items, showing that media have little bearing on CSOs.

### Main Themes

Items are mainly about business (19.6%), war (13.6%), advocacy (13.4%), labour and unemployment (10.7%), health and social services (9.1%) and in few cases are about different groups of marginalised people (women, poor, immigrants etc.) (3.4%) and civil society specific issue and volunteering (1.6%).

The most central subject of the stories for newspapers and TV is business (about 20% each), while for radio is CSOs advocacy activities, reported in 45.2% of the items. International politics is almost always a TV issue (76% of the items about this theme), while print seems more interested in war, justice system, politics, health and social services than the other media. On the contrary, radio shows more interest about labour and unemployment than TV and print (21% of the stories coming from radio are related to these issues, out of 8.8% of TV ones and 7.8% of radio ones). Print is also the media with more issues related to CSOs (77% of the stories related to this issue) and marginalised people (70% of the stories related to this issue).

### Civil society actors

As for the type of CSOs mentioned in the stories, the situation is as follows:

**TABLE A.1: Type of CSOs mentioned in the stories**

Type of organisation	a.v.	% within the items
Trade unions	865	46,2
Advocacy CSOs	311	16,6
Social movements	249	13,3
Service CSOs	140	7,5
Religious-inspired organisations	122	6,5
Economic and business associations	105	5,6
Environmental CSOs	72	3,9
Education, culture and sport associations	53	2,8
Nonprofit media	47	2,5
Political parties <sup>20</sup>	39	2,1
Marginalised groups in general	36	1,9
Community level groups	35	1,9
Others	138	7,4
Total	2173	116,1

*FONDACA, 2005 (the total percent is more than 100 because some items are about more than 1 CSO).*

Trade unions are the main CSO type in all the media, with 569 articles out of 1,208 (47.1% of those in which the type of CSOs has been identified), 71% of radio bulletins and 23.6% of TV news.

As for print, the second CSO type in order of importance is social movements (17.4% of the articles), followed by advocacy CSOs (14% of the articles). It is a situation very different from the one of the other media. About 21.8% of radio bulletins are related to advocacy CSOs and the remaining are distributed between the other types of CSOs. TV news spread in a less concentrated way: about 23% are related to advocacy CSOs, 19.8% to religious-inspired organisations, 15.7% to professional and economic interest organisations, about 12% to services CSOs and 11.6% to nonprofit media.

### Civil society's image in the media

According to the collected data, 7.3% of CSOs are represented in a clearly negative way. On the contrary, 14.5% of them are represented positively. Evaluation of social movements is mainly

<sup>20</sup> News about political parties were recorded only when they refers to events that directly linked political parties to CSOs

negative. As a matter of fact, 15.3% of the items about social movements have a negative evaluation, while 10.4% of them are evaluated in a good way (-4,9). Even political parties are represented mainly in a negative way, with a gap of 20,6 between the negative and positive evaluations. A high positive connotation regards nonprofit media, community level groups and service CSOs, with a positive gap respectively of 44,7, 42,9 and 34,4. Even marginalised groups and religious-inspired organisations are represented more in a positive way than in a negative one: respectively, with a positive gap of 27,7 and 18. There is little difference between a positive and a negative connotation about economic and business associations, education, culture and sport association and advocacy CSOs. Regarding trade unions, negative and positive assessments are well balanced.

**TABLE A.2: Evaluation of CSOs in media report**

Type of organisation	Negative assessment %	Indifferent assessment %	Positive assessment %	Gap (positive assessment - negative assessment)
Nonprofit media	6.4	42.5	51.1	44.7
Community level groups	5.7	45.7	48.6	42.9
Service CSOs	5.7	54.3	40	34.3
Marginalised groups in general	16.7	38.9	44.4	27.7
Religious-inspired organisations	8.2	65.6	26.2	18.0
Advocacy CSOs	6.1	78.5	15.4	9.3
Others	2.1	86.6	11.3	9.2
Environmental CSOs	11.1	69.5	19.4	8.3
Education, culture and sport associations	18.9	56.6	24.5	5.6
Economic and business associations	9.4	75.7	14.9	5.5
Trade unions	3.9	91.3	4.8	0.9
Social movements	15.3	74.3	10.4	-4.9
Political parties	23.0	74.4	2.6	-20.6
Total	7.3	78.2	14.5	

*FONDACA, 2005*

## CONCLUSION

Quantitative analysis of news clearly shows that different kinds of Civil Society Organisations take up different spaces through mass media: on one side, there is a wide occurrence of articles about the activities of trade unions and on the other side there are all the other civil society actors. Apart trade unions, there is a further fragmentation in the way mass media describe CSOs. It seems indeed that some of them receive more attention than other. In fact, there is a lot of information about community actions and protests against some governmental decisions and cases of violations of citizens' rights, but there is a lack of information about other definitely relevant CSOs' activities, such as delivery of services, work in the community and so on. Consequently, protest and opposition activities tend to be represented as the core of Civil Society Organisations and an essential part of CSOs is overlooked.

Taking all that into account, the media system should overcome its negative and underestimating attitude towards civil society organisations, giving them a space equal to their role and responsibilities and helping them to compare their engagement with their results. The media must be aware that some objectives of CSOs (such as informing citizens and monitoring public and private actors) necessarily require their support.

## ANNEX 4 RESULTS OF STAKEHOLDER CONSULTATIONS

During the regional focus groups a number of reflections on the state and prospects of civil society have been shared and discussed. Here follows a summary of the main issues.

As for *the relation between civil society organisations and the citizenry in general*, on one side it was stressed the weakness of public spiritedness of Italian citizens, due also to an insufficient civic education. This makes it difficult the involvement of people in civil society initiatives. This is also linked to the fact that often citizens are “shy” and reluctant to participate. On the other side, it was noticed that in the civil society arena there are a lot of successful experiences and the citizenry increasingly refuse to delegate to public institutions the task of managing problems affecting their lives.

A second issue is *the relationship between volunteering and advocating*. In the Italian tradition, volunteering is indeed closely linked to a culture of gift, which is often viewed as contrasting with a culture of rights. While on the volunteers’ side actions undertaken are motivated by human solidarity and sense of gratuitousness, on the beneficiary side what is received in terms of service, assistance etc. is a matter of rights that the State is not able to enforce. This unbalanced situation is a source of risks and ambiguities of volunteer action, as well as a risk to give priority to the self-esteem of volunteers rather than to subjectivity of persons in need. Though voluntary organisations are, generally speaking, aware of this, in some cases a contrast between those who act with a strong religious or ideological motivation and those who aim at the concrete implementation of citizens’ rights takes place. On the other side, this situation causes an attitude of volunteers to go back to the original purity, narrowing their activity. To this relationship in question is linked an excessive distinction between voluntary organisations (and often their second-degree and service structures) and other forms of civic activism, such as organisations engaged in advocacy.

Then, *some emerging trends in CSOs’ development* have been pointed out and discussed in their pros and cons. The main are two:

- Professionalisation of CSOs on one side is a necessity because of the growing need for competence, while on the other side it threatens CSOs’ consistency with their mission;
- Fragmentation of CSOs on one side can be considered positively, as an answer to different needs and situations CSOs must face, while on the other side it can weaken CSOs because of the lack of cohesion among them.

Another issue is the one of *representation of CSOs* and the role of second-degree and umbrella organisations. In the last decade there was an attempt to establish second-degree coordination and representation structures. This attempt, however, has had several limits: ineffective communication on the side of coordination structures, supremacy of older, “harder” and more structured associations, old and new forms of collateralism with political parties, dependence on political and administrative powers, focus on a trade-union and corporatist-like form of representation, instrumental use of umbrella organisations as starting points for leaders’ careers in the political establishment. In spite of these negative factors, the need for second-degree structures has been confirmed by stakeholders, in relation to circulation of information, to bargaining with the political system especially at local level, to exchange and compare experiences, and generally speaking to increase CSOs’ power and influence. In general, it was expressed the opinion that national associations appear as less and less able to represent their local branches and groups.

As for the *relationship between CSOs and public institutions*, it was stressed that proliferation of CSOs is due also to the State’s ineffectiveness in addressing public problems and societal needs, as well as to the increasing loss of relevance of political parties. On the other side, it was strongly stressed the risk that CSOs become too close to, and depending on, public institutions, especially in

funding. This is especially the case of welfare services, where CSOs risk to become quasi-public agencies for the delivering of services, bureaucratising their activity to the detriment of their attitude to advocacy and to arousing citizens' engagement, as well as losing equality in the relationship with public powers.

A specific attention was devoted to *the implementation of the principle of horizontal subsidiarity*, become part of the Italian Constitution in 2001, already mentioned in this report. This principle (the Republic favours the free initiative of citizens, as individuals and as associations, for the carrying out general interest activities), indeed implies a big change in Italian culture, overcoming the traditional idea that the public interest is a monopoly of public institutions, while citizens have the role of passive targets of public intervention. This change is not due to the lack of public resources or to the ineffectiveness of public administration; it is rather a matter of new way of governance of modern societies, implying the exercise of powers and responsibilities of citizens in the public realm. In general, it was pointed out on one side the risk of a loss of responsibility of public institutions and on the other side the tendency of institutions to give a merely formal assent to it. Moreover, it was stressed that one of the main risks to be avoided is that subsidiarity be chosen by public institutions only with the aim to save money, outsourcing the delivery of public services. To this end, two kind of strategies have been discussed in the focus groups. One is the strengthening of institutions operating in the public administrations, such as the Offices for the relations with the public and the Ombudsman offices, as well as quasi-public institutions such as the Services Centers for Volunteer Organisations. The second strategy is the investment on human resources inside public administration. Since subsidiarity is by definition a relational principle, and since the traditional attitude of public officials towards citizens' organisations is of detachment and superiority, it is necessary to influence motivations and skills of public officials who have the responsibility to dialogue and cooperate with the community.

During the meetings of the focus groups interesting attitudes and remarks regarding the various actors did emerge.

As for the *private sector*, a good degree of openness of local SMEs towards CSOs was expressed. On the other side, employers associations have been considered as obsolete associative tools, risking to lead to corporatism. Generally speaking, a sceptical attitude of entrepreneurs (and trade unionists) towards those forms of civic associations not linked to traditional labour issues has been registered. Entrepreneurs participating to the focus groups have expressed critical remarks to the use of the generic term "civil society", subject to ambiguous and instrumental utilization.

On the *civil society* side, some participants to the focus groups have expressed a sense of distance from common attitudes of people, poorly interested in civic engagement. A negative judgement has been given to the existing gap between the strong civic commitment of women and their scant representation in CSOs. The need for a full participation of activists and volunteers to the decision making process inside the civil society organisations, not limiting their activity to the delivery of projects and services, was expressed as well. It was also raised the question of the emergence of forms of neo-corporatism on the CSOs' side. On the other side, there was a general consensus on the role that CSOs had in the dramatic development of Italian civil society during the '90s.

As for the *political system*, it was stigmatised its inability to take care of common goods and to give a proper answer to the need for an increasing of social trust.

## **ANNEX 5 PEOPLE AND ORGANISATIONS INVOLVED IN THE RESEARCH**

### **National Index Team**

Vittorio Ferla, Public Affairs Office, National Council of Cittadinanzattiva - Project Director  
Giovanni Moro, President, Active Citizenship Foundation, Scientific Advisor  
Ilaria Vannini, Fellow Researcher, Active Citizenship Foundation,

### **Project Start-up**

1. Adele Bottiglieri, National Council of Cittadinanzattiva

### **Fund Raising**

2. Antonio Gaudio, Vice secretary-general, Cittadinanzattiva
3. Barbara D'Alessio, Fund Raising Office Head, Cittadinanzattiva

### **Focus-group**

Organisation and management (people):

4. Angelo Bianchi, Cittadinanzattiva – Matera, Basilicata
5. Fernando D'Angelo, Regional Secretary of Cittadinanzattiva - Puglia
6. Alberto Franco, Cittadinanzattiva - Ascoli Piceno, Marche
7. Antonio Lombardi, Press Office Head, Fondazione Cesar – Bologna, Emilia Romagna
8. Quirino Mescia, Cittadinanzattiva – Campobasso, Molise
9. Giuseppe Paletto, Regional Vice-Secretary of Cittadinanzattiva - Piemonte
10. Elvio Scaramuzza, Sodalitas/Cittadinanzattiva – Milano, Lombardia
11. Giuseppe Scaramuzza, Regional Secretary of Cittadinanzattiva – Lazio

Organisations and management (organisations and companies):

12. Confindustria - Ascoli Piceno
13. Fondazione Cesar – Bologna
14. Legacoop - Piemonte
15. Sodalitas - Milano
16. Spes – Service Centre for Volunteers - Lazio

### **Media Review**

Monitoring:

17. Monica Face – Television
18. Chiara Ludovisi – Radio
19. Cinzia Sciuto – Print Media

Collaborators:

20. Giancarlo Di Lauro – Print Media
21. Ilaria Donatio – Print Media

### **General contribution:**

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## ANNEX 6 - THE CSI SCORING MATRIX

### 1 – STRUCTURE

#### 1.1 - Breadth of citizen participation

*Description:* How widespread is citizen involvement in civil society? What proportion of citizens engage in civil society activities?

##### 1.1.1 - Non-partisan political action

*Description:* What percentage of people have ever undertaken any form of non-partisan political action (e.g. written a letter to a newspaper, signed a petition, attended a demonstration)?

A very small minority (less than 10%).	Score 0
A minority (10% to 30%)	Score 1
A significant proportion (31% to 65%)	Score 2
A large majority (more than 65%)	Score 3

##### 1.1.2 - Charitable giving

*Description:* What percentage of people donate to charity on a regular basis?

A very small minority (less than 10%)	Score 0
A minority (10% to 30%)	Score 1
A significant proportion (31% to 65%)	Score 2
A large majority (more than 65%)	Score 3

##### 1.1.3 - CSO membership

*Description:* What percentage of people belong to at least one CSO?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 65%)	Score 2
A large majority (more than 65%)	Score 3

##### 1.1.4 - Volunteering

*Description:* What percentage of people undertake volunteer work on a regular basis (at least once a year)?

A very small minority (less than 10%)	Score 0
A small minority (10% to 30%)	Score 1
A minority (31% to 50%)	Score 2
A majority (more than 50%)	Score 3

##### 1.1.5 - Collective community action

*Description:* What percentage of people have participated in a collective community action within the last year (e.g. attended a community meeting, participated in a community-organised event or a collective effort to solve a community problem)?

A small minority (less than 30%)	Score 0
A minority (30% -50%)	Score 1
A majority (51% to 65%)	Score 2
A large majority (more than 65%)	Score 3

#### 1.2 - Depth of citizen participation

*Description:* How deep/meaningful is citizen participation in civil society? How frequently/extensively do people engage in civil society activities?

### 1.2.1 - Charitable giving

*Description:* How much (i.e. what percentage of personal income) do people who give to charity on a regular basis donate, on average, per year?

Less than 1%	Score 0
1% to 2%	Score 1
2.1% to 3%	Score 2
More than 3%	Score 3

### 1.2.2 - Volunteering

*Description:* How many hours per month, on average, do volunteers devote to volunteer work?

Less than 2 hours	Score 0
2 to 5 hours	Score 1
5.1 to 8 hours	Score 2
More than 8 hours.	Score 3

### 1.2.3 - CSO membership

*Description:* What percentage of CSO members belong to more than one CSO?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 65%)	Score 2
A large majority (more than 65%)	Score 3

## 1.3 - Diversity of civil society participants

***Description:* How diverse/representative is the civil society arena? Do all social groups participate equitably in civil society? Are any groups dominant or excluded?**

### 1.3.1 - CSO membership

*Description:* To what extent do CSOs represent all significant social groups (e.g. women, rural dwellers, poor people and minorities)?

Significant social groups are absent / excluded from CSOs.	Score 0
Significant social groups are largely absent from CSOs.	Score 1
Significant social groups are under-represented in CSOs.	Score 2
CSOs equitably represent all social groups. No group is noticeably under-represented.	Score 3

### 1.3.2 - CSO leadership

*Description:* To what extent is there diversity in CSO leadership? To what extent does CSO leadership represent all significant social groups (e.g. women, rural dwellers, poor people, and minorities)?

Significant social groups are absent / excluded from CSO leadership roles.	Score 0
Significant social groups are largely absent from CSO leadership roles.	Score 1
Significant social groups are under-represented in CSO leadership roles.	Score 2
CSO leadership equitably represents all social groups. No group is noticeably under-represented.	Score 3

### 1.3.3 Distribution of CSOs

*Description:* How are CSOs distributed throughout the country?

CSOs are highly concentrated in the major urban centres.	Score 0
CSOs are largely concentrated in urban areas.	Score 1
CSOs are present in all but the most remote areas of the country.	Score 2
CSOs are present in all areas of the country.	Score 3

## 1.4. - Level of organisation

***Description:* How well-organised is civil society? What kind of infrastructure exists for civil society?**

#### 1.4.1 - Existence of CSO umbrella bodies

*Description:* What percentage of CSOs belong to a federation or umbrella body of related organisations?

A small minority (less than 30%)	Score 0
A minority (30% to 50%)	Score 1
A majority (51% to 70%)	Score 2
<b>A large majority (more than 70%)</b>	Score 3

#### 1.4.2 - Effectiveness of CSO umbrella bodies

*Description:* How effective do CSO stakeholders judge existing federations or umbrella bodies to be in achieving their defined goals?

Completely ineffective (or non-existent)	Score 0
Largely ineffective	Score 1
Somewhat effective	Score 2
<b>Effective</b>	Score 3

#### 1.4.3 - Self-regulation

*Description:* Are there efforts among CSOs to self-regulate? How effective and enforceable are existing self-regulatory mechanisms? What percentage of CSOs abide by a collective code of conduct (or some other form of self-regulation)?

There are no efforts among CSOs to self-regulate.	Score 0
Preliminary efforts have been to self-regulate but only a small minority of CSOs are involved and impact is extremely limited.	Score 1
Some mechanisms for CSO self-regulation are in place but only some sectors of CSOs are involved and there is no effective method of enforcement. As a result, impact is limited.	Score 2
<b>Mechanisms for CSO self-regulation are in place and function quite effectively. A discernible impact on CSO behaviour can be detected.</b>	Score 3

#### 1.4.4 - Support infrastructure

*Description:* What is the level of support infrastructure for civil society? How many civil society support organisations exist in the country? Are they effective?

There is no support infrastructure for civil society.	Score 0
There is very limited infrastructure for civil society.	Score 1
Support infrastructure exists for some sectors of civil society and is expanding.	Score 2
<b>There is a well-developed support infrastructure for civil society.</b>	Score 3

#### 1.4.5 - International linkages

*Description:* What proportion of CSOs have international linkages (e.g. are members of international networks, participate in global events)?

Only a handful of “elite” CSOs have international linkages.	Score 0
A limited number of (mainly national-level) CSOs have international linkages.	Score 1
A moderate number of (mainly national-level) CSOs have international linkages.	Score 2
<b>A significant number of CSOs from different sectors and different levels (grassroots to national) have international linkages.</b>	Score 3

### 1.5 - Inter-relations

**Description:** How strong / productive are relations among civil society actors?

#### 1.5.1 - Communication

*Description:* What is the extent of communication between civil society actors?

Very little	Score 0
Limited	Score 1
Moderate	Score 2
<b>Significant</b>	Score 3

#### 1.5.2 – Cooperation

*Description:* How much do civil society actors cooperate with each other on issues of common concern? Can examples of cross-sectoral CSO alliances/coalitions (around a specific issue or common concern) be identified?

CS actors do not cooperate with each other on issues of common concern. No examples of cross-sectoral CSO alliances/coalitions can be identified / detected.	Score 0
It is very rare that CS actors cooperate with each other on issues of common concern. Very few examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 1
CS actors on occasion cooperate with each other on issues of common concern. Some examples of cross-sectoral CSO alliances / coalitions can be identified / detected.	Score 2
<b>CS actors regularly cooperate with each other on issues of common concern. Numerous</b>	Score 3

<i>examples of cross-sectoral CSO alliances / coalitions can be identified / detected.</i>	
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## 1.6 – Resources

**Description:** To what extent do CSOs have adequate resources to achieve their goals?

### 1.6.1 - Financial resources

**Description:** How adequate is the level of financial resources for CSOs?

On average, CSOs suffer from a serious financial resource problem.	Score 0
On average, CSOs have inadequate financial resources to achieve their goals.	Score 1
On average, CSOs have most of the financial resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure financial resource base.	Score 3

### 1.6.2 - Human resources

**Description:** How adequate is the level of human resources for CSOs?

On average, CSOs suffer from a serious human resource problem.	Score 0
On average, CSOs have inadequate human resources to achieve their goal.	Score 1
On average, CSOs have most of the human resources they require to achieve their defined goals.	Score 2
<b>On average, CSOs have an adequate and secure human resource base.</b>	Score 3

### 1.6.3 - Technological and infrastructural resources

**Description:** How adequate is the level of technological and infrastructural resources for CSOs?

On average, CSOs suffer from a serious technological and infrastructural resource problem.	Score 0
On average, CSOs have inadequate technological and infrastructural resources to achieve their goals.	Score 1
On average, CSOs have most of the technological and infrastructural resources they require to achieve their defined goals.	Score 2
On average, CSOs have an adequate and secure technological and infrastructural resource base.	Score 3

## 2 - ENVIRONMENT<sup>21</sup>

### 2.1 - Political context

**Description:** What is the political situation in the country and its impact on civil society?

#### 2.1.1 - Political rights

**Description:** How strong are the restrictions on citizens' political rights (e.g. to participate freely in political processes, elect political leaders through free and fair elections, freely organise in political parties)?

There are severe restrictions on the political rights of citizens. Citizens cannot participate in political processes.	Score 0
There are some restrictions on the political rights of citizens and their participation in political processes.	Score 1
Citizens are endowed with substantial political rights and meaningful opportunities for political participation. There are minor and isolated restrictions on the full freedom of citizens' political rights and their participation in political processes.	Score 2
<b>People have the full freedom and choice to exercise their political rights and meaningfully participate in political processes.</b>	Score 3

#### 2.1.2 - Political competition

**Description:** What are the main characteristics of the party system in terms of number of parties, ideological spectrum, institutionalisation and party competition?

Single party system.	Score 0
Small number of parties based on personalism, clientelism or appealing to identity politics.	Score 1
Multiple parties, but weakly institutionalised and / or lacking ideological distinction.	Score 2
<b>Robust, multi-party competition, with well-institutionalised and ideologically diverse parties.</b>	Score 3

#### 2.1.3 - Rule of law

**Description:** To what extent is the rule of law entrenched in the country?

There is general disregard for the law by citizens and the state.	Score 0
There is low confidence in and frequent violations of the law by citizens and the state.	Score 1
There is a moderate level of confidence in the law. Violations of the law by citizens and the state are not uncommon.	Score 2

<sup>21</sup> For most of the indicators, secondary data sources are available for a broad range of countries. For each indicator, the scores indicate how to translate the original secondary data into the 4-point scale of the CSI scoring matrix.

<b><i>Society is governed by fair and predictable rules, which are generally abided by.</i></b>	Score 3
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#### 2.1.4 – Corruption

*Description:* What is the level of perceived corruption in the public sector?

High	Score 0
Substantial	Score 1
Moderate	Score 2
<b><i>Low</i></b>	Score 3

#### 2.1.5 – State effectiveness

*Description:* To what extent is the state able to fulfil its defined functions?

The state bureaucracy has collapsed or is entirely ineffective (e.g. due to political, economic or social crisis).	Score 0
The capacity of the state bureaucracy is extremely limited.	Score 1
State bureaucracy is functional but perceived as incompetent and / or non-responsive.	Score 2
<b><i>State bureaucracy is fully functional and perceived to work in the public's interests.</i></b>	Score 3

#### 2.1.6 – Decentralisation

*Description:* To what extent is government expenditure devolved to sub-national authorities?

Sub-national share of government expenditure is less than 20.0%.	Score 0
Sub-national share of government expenditure is between 20.0% and 34.9%.	Score 1
Sub-national share of government expenditure is between 35.0% than 49.9%.	Score 2
<b><i>Sub-national share of government expenditure is more than 49.9%.</i></b>	Score 3

## 2.2 - Basic freedoms and rights

***Description:* To what extent are basic freedoms ensured by law and in practice?**

#### 2.2.1 - Civil liberties

*Description:* To what extent are civil liberties (e.g. freedom of expression, association, assembly) ensured by law and in practice?

Civil liberties are systematically violated.	Score 0
There are frequent violations of civil liberties.	Score 1
There are isolated or occasional violations of civil liberties.	Score 2
<b><i>Civil liberties are fully ensured by law and in practice.</i></b>	Score 3

#### 2.2.2 - Information rights

*Description:* To what extent is public access to information guaranteed by law? How accessible are government documents to the public?

No laws guarantee information rights. Citizen access to government documents is extremely limited.	Score 0
Citizen access to government documents is limited but expanding.	Score 1
Legislation regarding public access to information is in place, but in practice, it is difficult to obtain government documents.	Score 2
<b><i>Government documents are broadly and easily accessible to the public.</i></b>	Score 3

#### 2.2.3 - Press freedoms

*Description:* To what extent are press freedoms ensured by law and in practice?

Press freedoms are systematically violated.	Score 0
There are frequent violations of press freedoms.	Score 1
There are isolated violations of press freedoms.	Score 2
<b><i>Freedom of the press is fully ensured by law and in practice.</i></b>	Score 3

## 2.3 - Socio-economic context<sup>22</sup>

***Description:* What is the socio-economic situation in the country and its impact on civil society?**

#### 2.3.1 - Socio-economic context

*Description:* How much do socio-economic conditions in the country represent a barrier to the effective functioning of civil society?

<sup>22</sup> This sub-dimension/indicator is not broken up into individual indicators to facilitate and simplify scoring. The sub-dimension/indicator consists of 8 socio-economic conditions which are of importance to civil society. The scores for this indicator are designed in such a way that they indicate how many socio-economic obstacles are there for civil society (max: 8; min: 0). The task for the NAG scoring meeting is to simply verify the number of obstacles (as identified by the secondary data) and assign the score accordingly.

Social and economic conditions represent a serious barrier to the effective functioning of civil society. More than five of the following conditions are present: 1. Widespread poverty (e.g. more than 40% of people live on \$2 per day) 2. Civil war (armed conflict in last 5 years) 3. Severe ethnic and/or religious conflict 4. Severe economic crisis (e.g. external debt is more than GNP) 5. Severe social crisis (over last 2 years) 6. Severe socio-economic inequities (Gini coefficient > 0.4) 7. Pervasive adult illiteracy (over 40%) 8. Lack of IT infrastructure (i.e. less than 5 hosts per 10.000 inhabitants)	Score 0
Social and economic conditions significantly limit the effective functioning of civil society. Three, four or five of the conditions indicated are present.	Score 1
Social and economic conditions somewhat limit the effective functioning of civil society. One or two of the conditions indicated are present.	Score 2
<b><i>Social and economic conditions do not represent a barrier to the effective functioning of civil society. None of the conditions indicated is present.</i></b>	Score 3

## 2.4 - Socio-cultural context

**Description:** To what extent are socio-cultural norms and attitudes conducive or detrimental to civil society?

### 2.4.1 - Trust

**Description:** How much do members of society trust one another?

Relationships among members of society are characterised by mistrust (e.g. less than 10% of people score on the World Value Survey (WVS) trust indicator).	Score 0
There is widespread mistrust among members of society (e.g. 10% to 30% of people score on the WVS trust indicator).	Score 1
There is a moderate level of trust among members of society (e.g. 31% to 50% of people score on the WVS trust indicator).	Score 2
<b><i>There is a high level of trust among members of society (e.g. more than 50% of people score on the WVS trust indicator).</i></b>	Score 3

### 2.4.2 - Tolerance

**Description:** How tolerant are members of society?

Society is characterised by widespread intolerance (e.g. average score on WVS derived tolerance indicator is 3.0 or higher).	Score 0
Society is characterised by a low level of tolerance (e.g. indicator between 2.0 and 2.9).	Score 1
Society is characterised by a moderate level of tolerance (e.g. indicator between 1.0 and 1.9).	Score 2
Society is characterised by a high level of tolerance (e.g. indicator less than 1.0).	Score 3

### 2.4.3 - Public spiritedness<sup>23</sup>

**Description:** How strong is the sense of public spiritedness among members of society?

Very low level of public spiritedness in society (e.g. average score on WVS derived public spiritedness indicator is more than 3.5).	Score 0
Low level of public spiritedness (e.g. indicator between 2.6 and 3.5).	Score 1
Moderate level of public spiritedness (e.g. indicator between 1.5 and 2.5).	Score 2
High level of public spiritedness (e.g. indicator less than 1.5).	Score 3

## 2.5 - Legal environment

**Description:** To what extent is the existing legal environment enabling or disabling to civil society?

### 2.5.1 - CSO registration<sup>24</sup>

**Description:** How supportive is the CSO registration process? Is the process (1) simple, (2) quick, (3) inexpensive, (4) following legal provisions and (5) consistently applied?

The CSO registration process is not supportive at all. Four or five of the quality characteristics are absent.	Score 0
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<sup>23</sup> The score is derived by averaging the means for the three variables (1. claiming government benefits, 2. avoiding a fare on public transport and 3. cheating on taxes).

<sup>24</sup> This indicator combines a number of individual quality characteristics of the registration, namely whether the registration is (1) simple, (2) quick, (3) inexpensive, (4) fairly applied and (5) consistently applied. The process of using these five 'Yes/No' variables for the scoring of the CSO registration indicator by the NAG follows the process outlined for sub-dimension 3. The indicator scores are defined by how many of these five quality characteristics are existent/absent.

The CSO registration is not very supportive. Two or three quality characteristics are absent.	Score 1
The CSO registration process can be judged as relatively supportive. One quality characteristic is absent.	Score 2
The CSO registration process is supportive. None of the quality characteristics is absent.	Score 3

#### 2.5.2 - Allowable advocacy activities

*Description:* To what extent are CSOs free to engage in advocacy / criticise government?

CSOs are not allowed to engage in advocacy or criticise the government.	Score 0
There are excessive and / or vaguely defined constraints on advocacy activities.	Score 1
Constraints on CSOs' advocacy activities are minimal and clearly defined, such as prohibitions on political campaigning.	Score 2
CSOs are permitted to freely engage in advocacy and criticism of government.	Score 3

#### 2.5.3 - Tax laws favourable to CSOs

*Description:* How favourable is the tax system to CSOs? How narrow/broad is the range of CSOs that are eligible for tax exemptions, if any? How significant are these exemptions?

The tax system impedes CSOs. No tax exemption or preference of any kind is available for CSOs.	Score 0
The tax system is burdensome to CSOs. Tax exemptions or preferences are available only for a narrow range of CSOs (e.g. humanitarian organisations) or for limited sources of income (e.g. grants or donations).	Score 1
The tax system contains some incentives favouring CSOs. Only a narrow range of CSOs is excluded from tax exemptions, preferences and/or exemptions, or preferences are available from some taxes and some activities.	Score 2
The tax system provides favourable treatment for CSOs. Exemptions or preferences are available from a range of taxes and for a range of activities, limited only in appropriate circumstances.	Score 3

#### 2.5.4 - Tax benefits for philanthropy

*Description:* How broadly available are tax deductions or credits, or other tax benefits, to encourage individual and corporate giving?

No tax benefits are available (to individuals or corporations) for charitable giving.	Score 0
Tax benefits are available for a very limited set of purposes or types of organisations.	Score 1
Tax benefits are available for a fairly broad set of purposes or types of organisations.	Score 2
Significant tax benefits are available for a broad set of purposes or types of organisations.	Score 3

## 2.6 - State-civil society relations

***Description:* What is the nature and quality of relations between civil society and the state?**

#### 2.6.1 – Autonomy

*Description:* To what extent can civil society exist and function independently of the state? To what extent are CSOs free to operate without excessive government interference? Is government oversight reasonably designed and limited to protect legitimate public interests?

The state controls civil society.	Score 0
CSOs are subject to frequent unwarranted interference in their operations.	Score 1
The state accepts the existence of an independent civil society but CSOs are subject to occasional unwarranted government interference.	Score 2
CSOs operate freely. They are subject only to reasonable oversight linked to clear and legitimate public interests.	Score 3

#### 2.6.2 - Dialogue

*Description:* To what extent does the state dialogue with civil society? How inclusive and institutionalised are the terms and rules of engagement, if they exist?

There is no meaningful dialogue between civil society and the state.	Score 0
The state only seeks to dialogue with a small sub-set of CSOs on an ad hoc basis.	Score 1
The state dialogues with a relatively broad range of CSOs but on a largely ad hoc basis.	Score 2
Mechanisms are in place to facilitate systematic dialogue between the state and a broad and diverse range of CSOs.	Score 3

#### 2.6.3 - Cooperation / support

*Description:* How narrow/broad is the range of CSOs that receive state resources (in the form of grants, contracts, etc.)?

The level of state resources channelled through CSOs is insignificant.	Score 0
Only a very limited range of CSOs receives state resources.	Score 1
A moderate range of CSOs receives state resources.	Score 2
The state channels significant resources to a large range of CSOs.	Score 3

## 2.7 - Private sector-civil society relations

**Description:** What is the nature and quality of relations between civil society and the private sector?

### 2.7.1 - Private sector attitude

**Description:** What is the general attitude of the private sector towards civil society actors?

Generally hostile	Score 0
Generally indifferent	Score 1
Generally positive	Score 2
Generally supportive	Score 3

### 2.7.2 - Corporate social responsibility

**Description:** How developed are notions and actions of corporate social responsibility?

Major companies show no concern about the social and environmental impacts of their operations.	Score 0
Major companies pay lip service to notions of corporate social responsibility. However, in their operations they frequently disregard negative social and environmental impacts.	Score 1
Major companies are beginning to take the potential negative social and environmental impacts of their operations into account.	Score 2
Major companies take effective measures to protect against negative social and environmental impacts.	Score 3

### 2.7.3 - Corporate philanthropy<sup>25</sup>

**Description:** How narrow/broad is the range of CSOs that receive support from the private sector?

Corporate philanthropy is insignificant.	Score 0
Only a very limited range of CSOs receives funding from the private sector.	Score 1
A moderate range of CSOs receives funding from the private sector.	Score 2
The private sector channels resources to a large range of CSOs.	Score 3

## 3 - VALUES

### 3.1 – Democracy

**Description:** To what extent do civil society actors practice and promote democracy?

#### 3.1.1 - Democratic practices within CSOs

**Description:** To what extent do CSOs practice internal democracy? How much control do members have over decision-making? Are leaders selected through democratic elections?

A large majority (i.e. more than 75%) of CSOs do not practice internal democracy (e.g. members have little / no control over decision-making, CSOs are characterised by patronage, nepotism).	Score 0
A majority of CSOs (i.e. more than 50%) do not practice internal democracy (e.g. members have little/no control over decision-making, CSOs are characterised by patronage, nepotism).	Score 1
A majority of CSOs (i.e. more than 50%) practice internal democracy (e.g. members have significant control over decision-making; leaders are selected through democratic elections).	Score 2
A large majority of CSOs (i.e. more than 75%) practice internal democracy (e.g. members have significant control over decision-making; leaders are selected through democratic elections).	Score 3

#### 3.1.2 – Civil society actions to promote democracy

**Description:** How much does civil society actively promote democracy at a societal level?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking	Score 2
CS is a driving force in promoting a democratic society. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

<sup>25</sup> The NAG's task in scoring the indicator is to assess the significance of corporate support to civil society. Here, the score descriptions focus on two elements: (1) the overall size of corporate support to civil society and (2) the range of CSOs supported by the corporate sector. Both elements are combined in the indicator score descriptions.



### 3.2 – Transparency

**Description: To what extent do civil society actors practice and promote transparency?**

#### 3.2.1 - Corruption within civil society

*Description:* How widespread is corruption within CS?

Instances of corrupt behaviour within CS are very frequent.	Score 0
Instances of corrupt behaviour within CS are frequent.	Score 1
There are occasional instances of corrupt behaviour within CS.	Score 2
Instances of corrupt behaviour within CS are very rare.	Score 3

#### 3.2.2 - Financial transparency of CSOs

*Description:* How many CSOs are financially transparent? What percentage of CSOs make their financial accounts publicly available?

A small minority of CSOs (less than 30%) make their financial accounts publicly available.	Score 0
A minority of CSOs (30% -50%) make their financial accounts publicly available.	Score 1
A small majority of CSOs (51% -65%) make their financial accounts publicly available.	Score 2
A large majority of CSOs (more than 65%) make their financial accounts publicly available.	Score 3

#### 3.2.3 – Civil society actions to promote transparency

*Description:* How much does civil society actively promote government and corporate transparency?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and/or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in demanding government and corporate transparency. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

### 3.3 – Tolerance

**Description: To what extent do civil society actors and organisations practice and promote tolerance?**

#### 3.3.1 Tolerance within the civil society arena

*Description:* To what extent is civil society a tolerant arena?

CS is dominated by intolerant forces. The expression of only a narrow sub-set of views is tolerated.	Score 0
Significant forces within civil society do not tolerate others' views without encountering protest from civil society at large.	Score 1
There are some intolerant forces within civil society, but they are isolated from civil society at large.	Score 2
Civil society is an open arena where the expression of <i>all</i> viewpoints is actively encouraged. Intolerant behaviour is strongly denounced by civil society at large.	Score 3

#### 3.3.2 – Civil society actions to promote tolerance

*Description:* How much does civil society actively promote tolerance at a societal level?

No active role. No CS activity of any consequence in this area can be detected.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and/or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in promoting a tolerant society. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

### 3.4 - Non-violence

**Description: To what extent do civil society actors practice and promote non-violence?**

### 3.4.1 - Non-violence within the civil society arena

*Description:* How widespread is the use of violent means (such as damage to property or personal violence) among civil society actors to express their interests in the public sphere?

Significant mass-based groups within CS use violence as the primary means of expressing their interests.	Score 0
Some isolated groups within CS regularly use violence to express their interests without encountering protest from civil society at large.	Score 1
Some isolated groups within CS occasionally resort to violent actions, but are broadly denounced by CS at large.	Score 2
There is a high level of consensus within CS regarding the principle of non-violence. Acts of violence by CS actors are extremely rare and strongly denounced.	Score 3

### 3.4.2 – Civil society actions to promote non-violence and peace

*Description:* How much does civil society actively promote a non-violent society? For example, how much does civil society support the non-violent resolution of social conflicts and peace? Address issues of violence against women, child abuse, violence among youths etc.?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions actually contribute to societal violence.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in promoting a non-violent society. CS actions in this area enjoy broad-based support and / or strong public visibility	Score 3

## 3.5 - Gender equity

***Description:* To what extent do civil society actors practice and promote gender equity?**

### 3.5.1 - Gender equity within the civil society arena

*Description:* To what extent is civil society a gender equitable arena?

Women are excluded from civil society leadership roles.	Score 0
Women are largely absent from civil society leadership roles.	Score 1
Women are under-represented in civil society leadership positions.	Score 2
Women are equitably represented as leaders and members of CS.	Score 3

### 3.5.2 - Gender equitable practices within CSOs

*Description:* How much do CSOs practice gender equity? What percentage of CSOs with paid employees have policies in place to ensure gender equity?

A small minority (less than 20%)	Score 0
A minority (20%-50%)	Score 1
A small majority (51%-65%)	Score 2
A large majority (more than 65%)	Score 3

### 3.5.3 – Civil society actions to promote gender equity

*Description:* How much does civil society actively promote gender equity at the societal level?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions actually contribute to gender inequity.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in promoting a gender equitable society. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

## 3.6 - Poverty eradication

***Description:* To what extent do civil society actors promote poverty eradication?**

### 3.6.1 – Civil society actions to eradicate poverty

*Description:* To what extent does civil society actively seek to eradicate poverty?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions serve to sustain existing economic inequities.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1

A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in the struggle to eradicate poverty. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

### 3.7 - Environmental sustainability

**Description:** To what extent do civil society actors practice and promote environmental sustainability?

#### 3.7.1 – Civil society actions to sustain the environment

**Description:** How much does civil society actively seek to sustain the environment?

No active role. No CS activity of any consequence in this area can be detected. Some CS actions serve to reinforce unsustainable practices.	Score 0
Only a few CS activities in this area can be detected. Their visibility is low and these issues are not attributed much importance by CS as a whole.	Score 1
A number of CS activities in this area can be detected. Broad-based support and / or public visibility of such initiatives, however, are lacking.	Score 2
CS is a driving force in protecting the environment. CS activities in this area enjoy broad-based support and / or strong public visibility.	Score 3

## 4 - IMPACT

### 4.1 - Influencing public policy

**Description:** How active and successful is civil society in influencing public policy?

#### 4.1.1 – 4.1.2 - Human Rights and Social Policy Impact Case Studies

**Description:** How active and successful is civil society in influencing public policy?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.1.3 - Civil Society's Impact on National Budgeting process Case Study

**Description:** How active and successful is civil society in influencing the overall national budgeting process?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and focused only on specific budget components. <sup>26</sup>	Score 1
Civil society is active in the overall budgeting process, but impact is limited.	Score 2
Civil society plays an important role in the overall budgeting process. Examples of significant success / impact can be detected.	Score 3

### 4.2 - Holding state and private corporations accountable

**Description:** How active and successful is civil society in holding the state and private corporations accountable?

#### 4.2.1 - Holding state accountable

**Description:** How active and successful is civil society in monitoring state performance and holding the state accountable?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.2.2 - Holding private corporations accountable

**Description:** How active and successful is civil society in holding private corporations accountable?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

<sup>26</sup> The term “specific budget component” refers to a single issue or sub-section of the budget, such as the defence budget or welfare grants. Higher scores are assigned for those civil society activities, which provide an analysis, input and advocacy work on the *overall* budget.

### 4.3 - Responding to social interests

#### **Description: How much are civil society actors responding to social interests?**

##### 4.3.1 - Responsiveness

*Description:* How effectively do civil society actors respond to priority social concerns?

Civil society actors are out of touch with the crucial concerns of the population.	Score 0
There are frequent examples of crucial social concerns that did not find a voice among existing civil society actors.	Score 1
There are isolated examples of crucial social concerns that did not find a voice among existing civil society actors.	Score 2
Civil society actors are very effective in taking up the crucial concerns of the population.	Score 3

##### 4.3.2 - Public Trust

*Description:* What percentage of the population has trust in civil society actors?

A small minority (< 25%)	Score 0
A large minority (25%-50%)	Score 1
A small majority (51%-75%)	Score 2
A large majority (> 75%)	Score 3

### 4.4 - Empowering citizens

#### **Description: How active and successful is civil society in empowering citizens, especially traditionally marginalised groups, to shape decisions that affect their lives?**

##### 4.4.1 - Informing/ educating citizens

*Description:* How active and successful is civil society in informing and educating citizens on public issues?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

##### 4.4.2 - Building capacity for collective action

*Description:* How active and successful is civil society in building the capacity of people to organise themselves, mobilise resources and work together to solve common problems?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

##### 4.4.3 - Empowering marginalised people

*Description:* How active and successful is civil society in empowering marginalised people?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

##### 4.4.4 - Empowering women

*Description:* How active and successful is civil society in empowering women, i.e. to give them real choice and control over their lives?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

##### 4.4.5 - Building social capital<sup>27</sup>

*Description:* To what extent does civil society build social capital among its members? How do levels of trust, tolerance and public spiritedness of members of civil society compare to those of non-members?

Civil society diminishes the stock of social capital in society.	Score 0
Civil society does not contribute to building social capital in society.	Score 1

<sup>27</sup> To score this indicator, we make use of the measure of trust (see sub-dimension socio-cultural norms in Environment dimension): 1) Compute the three measures for two sub-groups of the population: (1) CSO members and (2) non-CSO members and 2) Compare each measure's score for the two sub-groups and establish which sub-group has the better score (i.e. indicating higher trust).

Civil society does contribute moderately to building social capital in society.	Score 2
Civil Society does contribute strongly to building social capital in society.	Score 3

#### 4.4.6 - Supporting livelihoods

*Description:* How active and successful is civil society in creating / supporting employment and/or income-generating opportunities (especially for poor people and women)?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

### 4.5 - Meeting societal needs

***Description:* How active and successful is civil society in meeting societal needs, especially those of poor people and other marginalised groups?**

#### 4.5.1 - Lobbying for state service provision

*Description:* How active and successful is civil society in lobbying the government to meet pressing societal needs?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.5.2 - Meeting pressing societal needs directly

*Description:* How active and successful is civil society in directly meeting pressing societal needs (through service delivery or the promotion of self-help initiatives)?

No CS activity of any consequence in this area can be detected.	Score 0
CS activity in this area is very limited and there is no discernible impact.	Score 1
Civil society is active in this area, but impact is limited.	Score 2
Civil society plays an important role. Examples of significant success / impact can be detected.	Score 3

#### 4.5.3 - Meeting needs of marginalised groups

*Description:* To what extent are CSOs more or less effective than the state in delivering services to marginalised groups?

CSOs are less effective than the state.	Score 0
CSOs are as effective as the state.	Score 1
CSOs are slightly more effective than the state.	Score 2
CSOs are significantly more effective than the state.	Score 3

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