

DECISION-AID MODELS FOR RURAL GOVERNANCES: EXPERIENCES IN SOUTH ITALY

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ABSTRACT

Local Governance performs a major role in the rural development of European countries. In a governance, decisions are taken by several actors organised in partnerships. Governance failure may occur when conflicts arise within the partnership in the planning phase. In order to manage the possible conflicts in the phase of agreement, the adoption of decision-aid models simplifies the decisional process and the elaboration of a development strategy shared by all Partnership members. This study aims at presenting an integrated methodology which may be used by the experts of a Local Action Group in the planning, implementation and evaluation phases of a development plan.

Being based on decision support systems and on a phased convergence process, the methodology has been applied to the Leader area “Reggino Versante Tirrenico” in Calabria. This is an area including 44 municipalities and a socio-economic partnership with more than 100 partners. The methodology not only favours the definition of a strategy developed with the contribution of the partnership as a whole, but also the accomplishment of goals settled in the planning phase.

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1 INTRODUCTION

In Europe, a transformation has gradually occurred in the government procedures and processes of rural societies. Such a phenomenon has been characterised by a shift of the decisional power from government to local governance. This last one must be understood as a group of governmental organisations and not governmental ones, which work jointly within rural development processes (Marsden and Murdoch, 1998). In such a way, it becomes less important the traditional debate on the greater effectiveness of the governmental intervention rather than that of free market and it is outlining a concept of economy guided by the market and at the same time, associated to social redistributive policies (Goodwin, 1998). Therefore, it acquires importance the definition of possible new modalities of integration and co-ordination between the State and the Market, of new government styles identified in the governance in which the borders between the public and the private are dimmed (Stoker, 1998). From this point of view, the government role consists in identifying the actors and in developing opportunities and connections among them, so that they can govern themselves by themselves. In spite of this, possibilities of governance failures can derive from strains and difficulties among various actors and institutions. Consequently, a governance does not represent necessarily a more efficient solution than that represented by the free market or the governmental intervention. Goodwin (1998) identifies in the empirical search the way for finding solutions to the issues previously tackled and for maintaining alive the importance of the governance topic.

Local governances have already modified considerably rural areas in many European regions. Even in Calabria, during the programming period 2000-2006, numerous forms of local governance have been started by defining the various typologies of Integrated Plans, which develop either through integrated actions among the various Axes of Regional Operative Program (POR), in the case of the Territorial Integrated Plans (PIT) or through integrated actions inside the same axis, in the case of Integrated Strategic Plans (PIS), of the Integrated Plans for Filière (PIF) and of the Integrated Plans for Rural Areas (PIAR). On the basis of the different Integrated Plans, it is forecasted the institution of a socio-economic partnership, an organism of local governance, constituted of representatives of private and collective economic interests operating in the area. Unfortunately, the past experience has highlighted numerous difficulties that have hindered the implementation of the Integrated Plans, for some of which any expenditure level has been achieved yet. The main reasons for most regional Integrated

Plans failures are due to metagovernance issues badly tackled, as in case of the PIT, or to the continuous delays of the administrative Region, as in case of the PIAR. Indeed, the PIAR planning phase has concluded in 2003 and, in spite of this, the implementation phase has not still begun. Practically, it is in course a disintegration process of the Integrated Plans: they can be satisfactory only from a theoretical point of view, since most of them have never been implemented or have been implemented partially and with considerable delays. For a deeper insight into the reasons causing these failures, it refers the reader to the studies in literature (Calabrò et al. 2005, 2006).

The European Union promote rural development also with the Initiative Leader + that has by now arrived at its third edition. It represents the only experience of integrated planning that records positive effects in Calabria, probably because, belonging to EU Initiatives, it has a greater freedom in the implementation phase rather than that of the Integrated Plans approved on a regional level. Within the programming for the period 2007-2013 by “Regione Calabria”, the future of the Leader is being debated. Indeed, after its three editions, the Leader Initiative has reached now a stage of maturity which allows the rural zones to adopt the approach more widely within the Regional Rural Development Plan (Reg. CE, 2005). In such a way, the Leader Initiative, from an “experimentation laboratory” should assume a cross-sectional value within the various programming axes, the theoretical and operative meaning of which is at present under discussion. Unfortunately, for the above-mentioned reasons, on a regional level it is recorded an insufficient knowledge of integrated planning potentialities, due to the failure of most integrated plans implementation (Calabrò et al. 2005, 2006). In next regional programming, this insufficient knowledge causes a higher risk of not enhancing the only typology of integrated plan that has succeeded.

In this regional context, this study aims at highlighting the integrated rural development approach experienced within a Leader Development Plan (LDP), which is the only plan that has reached the implementation phase without any delay by the administrative Region. The main cause of the failure of most integrated plans is the incapacity of the administrative Region to give continuity between the planning phase and the implementation one. Another reason is the low quality of some integrated plans caused by the lack of capacity of local experts to involve the partnership in the decision making process. How to overcome the complexity of these development processes characterized by multiple actors and multiple goals is the main of this paper. Properly adapted to other local realities or other plan typologies, the outlined approach may represent an example

of good praxes to adopt in the various experiences of integrated planning started or to be started on a regional level.

2 AN INTEGRATED METHODOLOGICAL APPROACH

In Calabria, local development instruments are represented by the Integrated Plans (PIAR, PIF, PIT, PIS) and by the EU Initiative Leader +. For their performance, they forecast the institution of socio-economic partnerships which not only become responsible for the planning activity of the Integrated Plans, but also, in the case of Leader +, for the implementation activities of the interventions to carry out in the territory. The divergence of opinions rising during assemblies can cause decisional conflicts that hinder and delay the programming activity. The right interpretation of divergent opinions, as well as the integration of various exigencies in a development strategy shared by the whole partnership and, therefore, representative of several territorial interests, constitute the key-factor for the success of the intervention in the planning, implementation and evaluation phases. This explains the increasing need of methodological instruments that can make the decisional process more transparent and efficient and that can support the definition of strategies elaborated with the contribution of the several decision-makers constituting a partnership.

For a Leader Plan in Calabria, it has been applied an integrated methodological approach that has followed each performance phase of the Plan, from the identification of the objectives and of the actions to activate (planning phase), to the realisation of the interventions (implementation phase) to the checking of the developed activities (the intermediate state of evaluation phase). All has been possible through the involvement of the partnership and the adoption of qualitative and quantitative decision-aid methodologies. The integrated methodological approach can be divided in the following three different phases of the Plan.

In the *planning* phase, the methodology simplifies the identification of a strategy shared by the whole partnership and allows to define the Plan development in measures and actions, for which the objectives to attain are prefixed during the ex-ante evaluation phase (cf. ch.3). In the *implementation* phase, for all the Plan actions forecasting the publication of announcements, the methodology aims at reaching an effective, efficient and transparent selection of the project proposals presented by private subjects (cf. ch. 4).

On the basis of the integration assumptions applied during planning and implementation phases, for the *evaluation* phase it has been elaborated a methodology that analyses the Plan in terms of physical and financial indicators (cf. ch.5).

3 PLANNING PHASE

3.1. Planning phase issues: from “raindrop” financing to “localised” financing

The logic of integrated planning allows to adapt the inspiring principles and guidance contained in EU rules on a local level. Integrated planning aims at creating the conditions which are necessary to encourage an atmosphere of local programming characterised by a high degree of flexibility and decentralisation. Indeed, the decentralisation allows the comparison among public and private actors operating on a territory, only thanks to an extremely operative flexibility which also permits to adapt interventions to the real exigencies of the territory. In the European framework, the inspiring principles of governance are sanctioned in the White Book, speaking about: *Opening* of Institutions, *Participation* of citizens, *Responsibility* of Institutions, *Effectiveness* and *Coherence* of policies and interventions.

The term *governance* is synonymous of multilevel partnership, in which consultation becomes more and more important as a method and instrument of expression and synthesis of administrations, social and economic actors and citizens' interests (Lion et al., 2003). In these *multilevel governance* systems, the role of Regions becomes more and more complex. Indeed, it must gradually develop from centralised authorities to new organs of *trait d'union* among the various government levels promoting local development initiatives based on bottom-up approaches (Hoffmann, 2003).

This transition began when it was observed that the *programmed negotiation* of the Eighties - the main objective of which was the action of *negotiating in a programmed way* - led, as a final result, to the too much famous phenomenon of “raindrop” financing. In the Nineties, with the achievement of the *negotiated programming*, the main objective was *programming in a negotiated way* through the identification of development strategies based on effective and efficient actions. Metaphorically, it could be asserted that the “spreading irrigation system” has been replaced by the “localised system irrigation”, in which the identification and programming of investments come from the activities of territorial analysis and animation which have been debated, evaluated and concerted within the partnership.

In Calabria, for the planning carried out from 2000 to 2006, inside the POR, various operative instruments aiming at the decentralisation of policies have been designed. Among these, the Integrated Plans for Rural Areas (PIAR), Integrated Plans of Filières (PIF), Integrated Strategic Plans (PIS) and Integrated Territorial Plans (PIT). Moreover, a specific approach to rural development is represented by the EU Initiative Leader +, by now at its third edition. The common peculiarity of the various Integrated Plan typologies is the presence of a partnership, representing the various public and private actors involved in the intervention planning to carry out in a territory. The administrative Region has forecasted different partnership roles for each Plan. Therefore, we can observe various governance mechanisms that can coexist, and interact, also in the same territory. On the basis of integrated planning, by following the constituent lines of POR Calabria, by activating the latent potentialities of the territory and by focusing on the real knowledge by local actors about intervention areas, the principles of concertation and collaboration among public and private subjects are established in order to identify unitary development strategies. Moreover, it is followed the principle of resource concentration in order to avoid “raindrop” financing and in order to carry out actions, the *critical mass* or the technical-financial dimension of which may generate effective results in different action sets.

In this context, new decisional issues about Integrated Plans planning and implementation are tackled. Regarding the former, it is necessary to consider the most proper way of integrating a development plan involving a plurality of decisional actors. One of the main reasons that can lead a governance mechanism to failure can derive from possible strains and difficulties, raising within partnerships, among various actors and institutions. A diffident atmosphere among the subjects of different institutions or among private and public actors can hinder an effective concertation activity, with negative consequences for the territories included in the Integrated Plan. A governance mechanism will not be able to be successful if an integration of the viewpoints of the various actors involved in the decisional process is not achieved, i.e. if a real agreement activity, aiming at a sincere exchange of information on the interests and strategies among the SEP members, is not encouraged. However, if that happened, it could be achieved a Plan which would not be integrated, even if approved by evaluation organs. Integration is not a simple, neither natural process, because it implies the co-existence of subjects coming from the most different fields, e.g. policy, trade unions, category associations, university.

This is why the study of decision-aid methodologies becomes necessary to simplify integration processes within rural governances both during the planning phase and during the implementation one. In the next paragraph, it is summarised a methodology of integrated planning, outlined and applied to a Local Development Plan within Leader + in Calabria: it has allowed the technical group to tackle complex decisional issues in an effective way, achieving a single strategy shared by the various subjects of the partnership (Calabrò et al., 2003).

3.2 Planning methodology

A methodological approach designed to resolve the conflicts raising in the agreement phase is represented in figure 1. It includes a decision-aid model aiming at simplifying the decisional process and at supporting the definition of a development strategy promoted and shared by the whole partnership. The methodology has been applied to a territory included within Leader + in Calabria for the definition of a LDP (Calabrò et al., 2003). In an early stage, it forecasts a territorial analysis of the interested area; contemporaneously, important activities of animation and sensitization of the subjects who operate on the territory have been activated for the institution of a partnership.

It follows a concertation phase, in which the results of territorial analysis and animation activities are debated within the partnership. This phase goes on, by identifying a development shareable strategy by the SEP and, in order to reduce possible conflicts, it is used an interactive decision-aid model that is addressed to the SEP members (politicians, technicians, associations) involved in the decisional process.

Subsequently, the project typologies to be inserted in the LDP are identified in consequence of the results of the priorities synthesis and the different cost for each project typology. Thus, it is reached the first LDP design that is evaluated by the SEP during the assembly. The possible modifications proposed in the assembly allow the technical group to re-modulate the intervention plan and to carry out the final elaboration of the LDP which will be sent to regional evaluation organs.

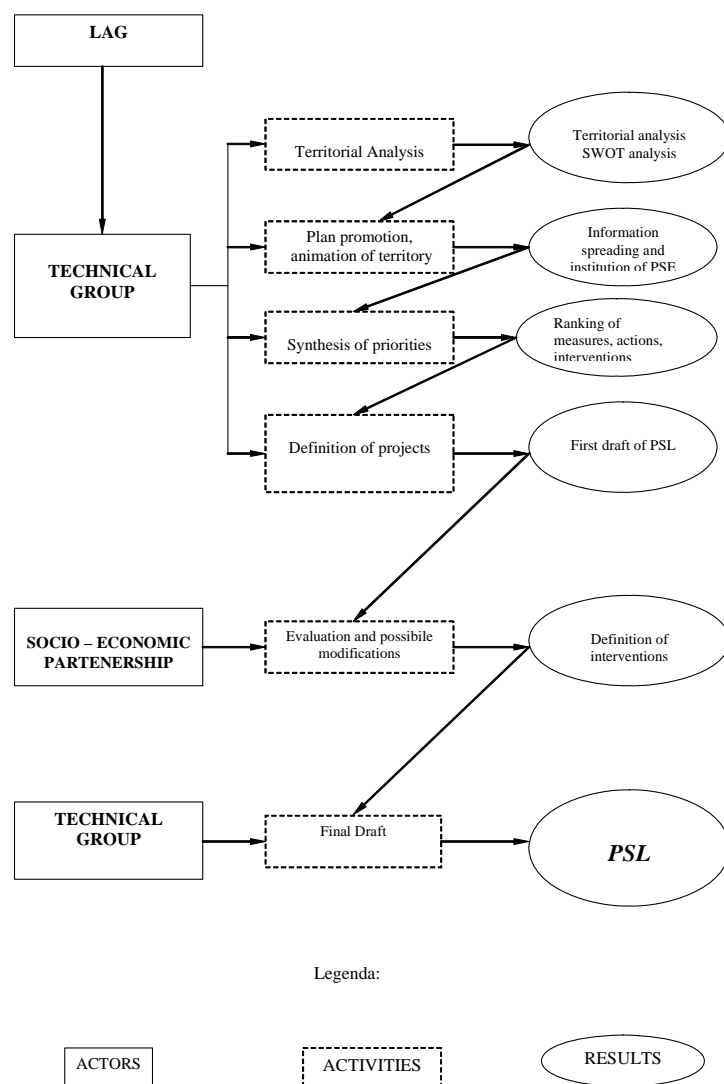


Figure 1 - Integrated planning methodology

3.3 Results

The Local Development Plan “Reggino Versante Tirrenico” has been started by “Vate” and “Asprogal”, two Local Action Groups (LAG) that have operated within Leader II and have organised into the Temporary Enterprises Association (TEA) “Aspromar” for the performance of Leader +. Scientifically co-ordinated by a university team, a technical group has been appointed to attend the preparation of the Plan.

3.3.1 Territorial and socio-economic analysis

The Leader Plus area “Reggino Versante Tirrenico” (fig. 2), including 44 municipalities, is about of 115.000 hectares and is located along the North-Thyrranian side of the district of Reggio Calabria. It covers the Plain of Gioia Tauro and the lowest

portion of the South-Thyrrhenian side of Aspromonte. The SWOT analysis has emphasised the cultural and environmental peculiarities of the territory as a strength, the small size of farms as a weakness, the diversification of tourist supply as an opportunity and the isolation of agricultural farms as a threat.

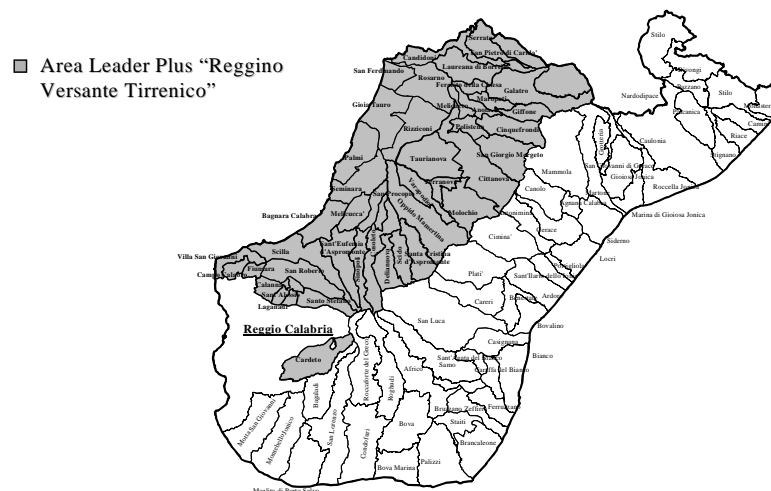


Figure 2 - The Leader + area “Reggino Versante Tirrenico”

3.3.2 Formation of SEP, territorial animation and sensitization

The territorial animation activity started by the technical group has obtained, as an obvious result, the institution of the SEP with the participation of more than 100 subjects coming from public and private sectors (tab. 1). Moreover, this activity has allowed the identification, the resolution of some disagreements among the SEP members and the exclusion of not achievable objectives for the program. In this way and by giving responsibilities to the SEP about the decisional role for territory development, subtle conflicts have been avoided in the elaboration and approval phases of the Plan. At last, in this phase the partners have had the possibility of supplying project ideas, many of which have been later inserted in the LDP.

Table 1 - Institutional, social and economic members of the SEP

PUBLIC AUTHORITIES	Mountainous Community "Versante Tirrenico Meridionale" Mountainous Community "Versante Tirrenico Settentrionale" 44 Municipal Administrations	POLITICIANS
	DiSTaFA, University of the Studies "Mediterranean" in Reggio ARSSA (Services of Regional Agricultural Aid) Aspromonte National Park Authority "Parity" Regional Councilman	TECHNICIANS
GROUP OF LOCAL ACTION	LAG V.A.T.E., ASPROLAG	
PROFESSIONAL ORGANISATIONS	Confagricoltura (RC) Coldiretti (RC), APOR, CIA Confcooperative (RC)	ASSOCIATIONS
CATEGORY ASSOCIATIONS, TRADE UNIONS	Confcommercio; Confartigianato Confesercenti; CISL; CGIL, UGL, CONASCO, AGIA, WWF, associations and co-operatives working on territory	

3.3.3 Synthesis of priorities and definition of Local Development Plan

The high number of the partnership members made the choice of a development strategy shared by the whole PSE very complex. In this phase, the decisional problem mainly consisted in the expression of the individual preferences by SEP members related to the measures, actions and interventions having priority over all those established by the Regional Leader Plan (RLP). On the contrary, in the LDP approval phase, it has consisted in reaching an agreement among the preferences expressed by the various SEP members. This issue has been tackled, adopting a phased convergence process experimented by Marcianò et al. (2002,2003) within an Integrated Plan for Rural Areas in Calabria.

The adopted methodology forecasts the decomposition of the decisional problem into levels and sub-levels, the relative importance of which is evaluated by displaying the preferences of Partnership members. The preferences themselves will be later processed by using the Analytic Hierarchy Process (AHP), a multiple criterion method created by Thomas Saaty (1988). The AHP method develops in three phases:

- Phase 1: Decomposition, or hierarchic structuring of the decisional problem into various levels and sub-levels;
- Phase 2: Formulation of comparative judgements, carried out through pairwise comparisons made between the elements of a particular level and repeated for all levels;
- Phase 3: Composition of priorities, or synthesis of priorities, in order to define the ranging of the alternatives related to the decisional problem.

The first phase deals with the decomposition of the overall objective, belonging to the top level, into more elements defining the superior level in a more detailed way. The hierarchic scheme of figure 3 represents the so-called “decisional tree”, i.e. the problem decomposed into levels and sub-levels. Leader + is composed of 6 measures, representing the first decomposition level and including 20 actions representing the second level. The third decomposition level is represented by 33 realisable intervention typologies, which are distributed among the various actions. Moreover, there is a fourth decomposition level which is represented by the project typologies to be inserted into each intervention. However, it does not appear in figure 3, because such projects are identified and elaborated by technicians after the synthesis of priorities, as it is described in next paragraph.

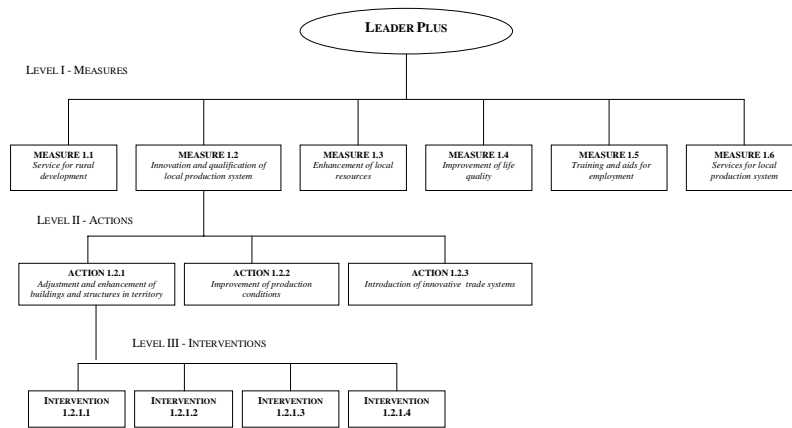


Figure 3 - Hierarchic structuring of decisional problem

The second phase is realised by proposing proper questionnaires to SEP members. The questionnaires are structured, in order to determine the relative importance of the decisional tree elements through the matrices of pairwise comparisons among the various elements of each level. The third phase allows the alternatives ranging. In order to quantify the relative priorities of the various elements, a generally used method consists in the calculation of the eigenvalue associated to the eigenvector of maximum module of the pairwise comparisons matrix. The synthesis of priorities has produced a different ranging of alternatives for each interviewed member. In order to outline a ranging expressing the preferences of the whole Partnership, the several members have been grouped into three categories: Politicians, Technicians, Associations (tab. 1).

Moreover, a two-phased convergence process has been carried out (fig. 4):

- on a *category* level, by gathering the individual data for category and obtaining the priorities for the Politicians, Technicians, Associations groups (second convergence level);
- on a *partnership* level. This last level of convergence has been realised, by proposing a further questionnaire, in which each subject has been asked to express his own opinion on the weight that each category should assume in the final group decision. The questionnaire has provided the weights which, related to each category, have been used immediately to gather each group allocation, resulting from the second convergence level, towards one only partnership solution.

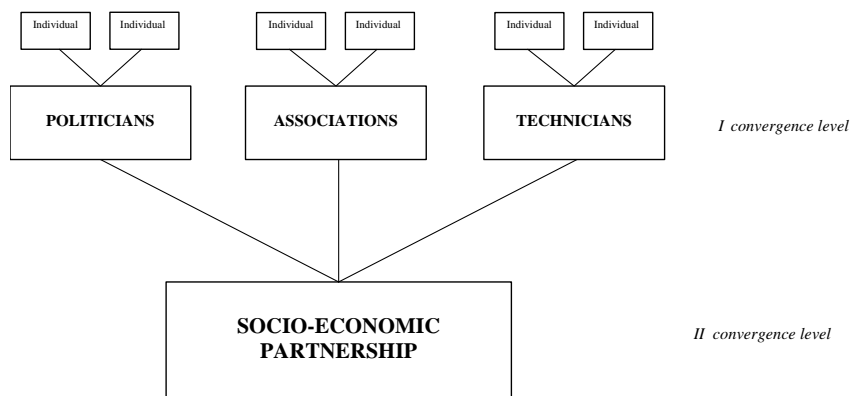


Figure 4 - Convergence process stages

3.3.4 Project typologies identification, assembly evaluation and LDP definition

The results of the synthesis of priorities have been used as a starting-point for the definition of the projects to insert into the different interventions and actions typologies forecasted by the RLP. For the financial allocation to the projects, it has been necessary to select a realisation indicator for each project typology. Such indicators have been quantified on the basis of the results of priorities synthesis, by allotting financial resources in a decreasing way with respect to the ranging of actions and interventions. Each project has been financially dimensioned, according to the position of its typology in the synthesis phase and to its implementation costs. For the following phases, a budget for each project and, consequently, that for the several interventions, actions and measures have been established. In this way, it has been elaborated the fourth level of the “decisional tree” that is related to the project typologies to be inserted in each intervention.

The various project typologies and the financial plan established for sections, measures, actions, interventions and financial resources, together with the methodological phases followed for the LDP realisation have been presented during the assembly.

The modifications proposed during the assembly by partnership members have been debated and have led to the final situation of interventions, displayed in figure 4. Here, the hierarchical ranging come from the phase of priorities synthesis is represented by the position of actions, interventions and financial dimension (variable, this last one, by possible modifications during assemblies) in the column. For convenience of summary, figure 5 does not include the single project typologies, but only the total budget for each

intervention. Finally, after adapting the LDP according to the changes decided within the Partnership, the technical group has elaborated the final document, summarising the approached methodological phases and the achieved results. Later, the LDP has been sent to “Regione Calabria” where, after being evaluated, has been admitted to financing.

4 IMPLEMENTATION PHASE

4.1. Implementation phase issues

In the implementation phase of the LDP, the main issue is to outline a methodological approach which is coherent with the philosophy followed during the planning phase. But, how is it possible to realise the forecasted development approach? How is it possible to attain the objectives which have been prefixed during the planning phase, keeping the interest of the partnership, the chief element of local governance? And, above all, how is it possible to reach in an integrated way the forecasted objectives?

The plan implementation can be carried out, according to two principal performance modalities. The former includes the direct assignment by the Administration Council (AC) of professional tasks to subjects with specific skills and technical and/or scientific experience. The latter concerns some LDP interventions aimed at supporting private investments to select through public announcements prepared by the LAG itself. At this aim, the LAG must define proper evaluation procedures that may allow the allocation of the available financial resources - even when they are limited - in an transparent, effective and efficient way. All this in line with the recent indications addressed to LAGs by the European Commission on the necessity to carry out transparent and objective selection procedures.

The next two paragraphs respectively introduce and apply a methodology outlined for LDP implementation, in a perspective of integration which is coherent with that one characterising the planning phase. The methodology can be adopted, with proper modifications, either within the LAG or within other local governances or even to a regional level, for the selection of the project alternatives to be admitted to funding through public announcement. The phase dealing with the definition of evaluation criteria and the quantification of their weights represents the most important decisional moment.

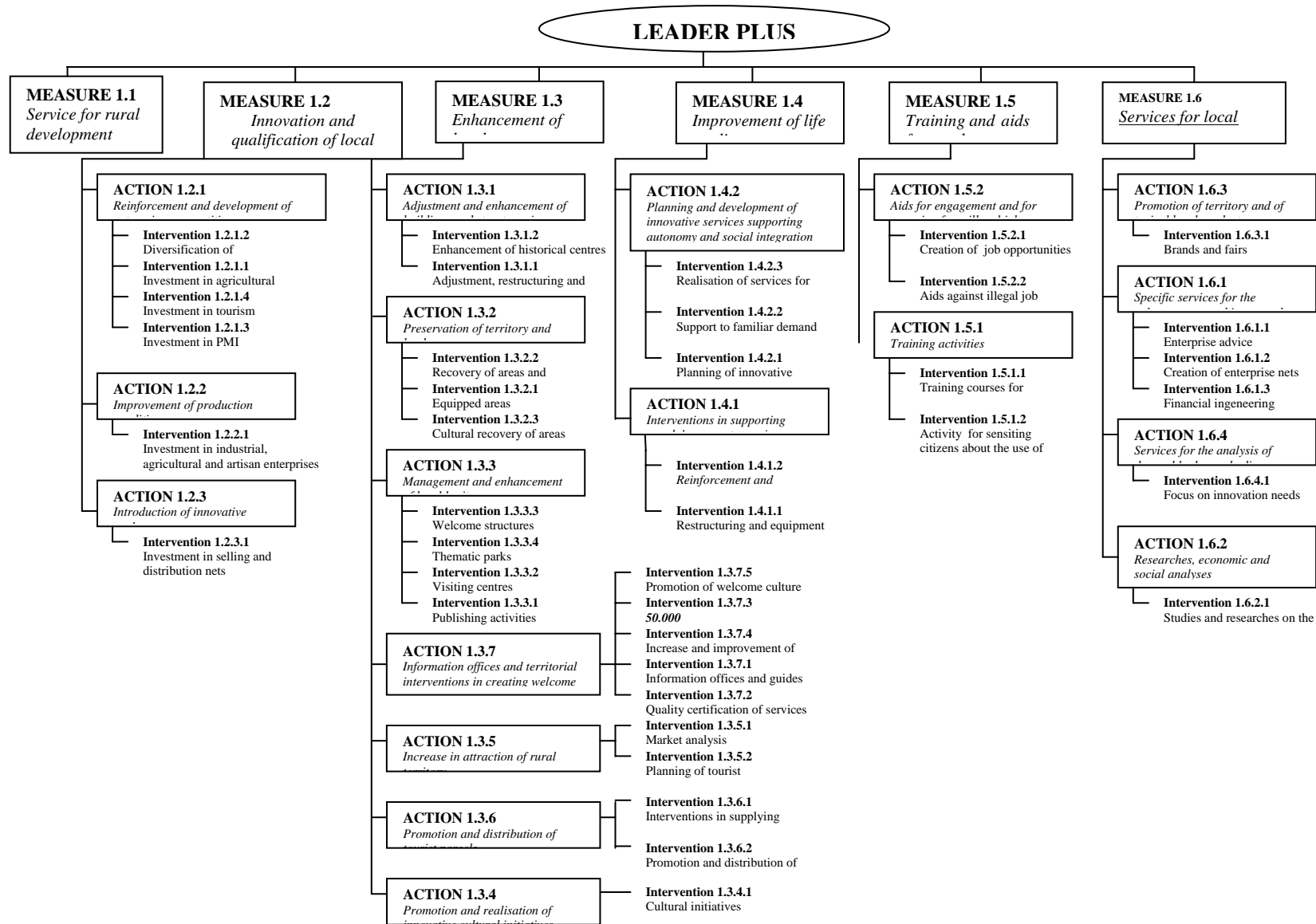


Figure 5 - Hierarchical ranking of the synthesis of priorities

On this subject, two issues are very significant: (I) the identification of a decision making group, i.e. the selection of the actors who should perform this role within a wide system of local governance as it is a Local Action Group; (II) the development modality of a decisional process that includes the definition of a set of evaluation criteria and the quantification of weights that may be shareable on a partnership level.

4.2 Implementation methodology

For some LDP projects, it is necessary for the LAG to outline public contest announcements specifying the evaluation methodology which will allow to select the best project proposals among those sent by the interested subjects to the LAG. In particular, in the present study, it is examined an evaluation methodology aiming at the ranging of the project proposals which have arrived at the LAG, in consequence of the publication of the various announcements related to rural tourism.

During the early stage of the process, the technical group defines the objectives, the organizational model and the methodological approach to carry out for projects implementation. The first phase of the methodology forecasts the elaboration, by the technical group, of an early set of evaluation criteria that will be examined at the Concertation Table forecasted for each measure. Subsequently, by proposing a proper questionnaire to Concertation Table partners, the quantification of criteria weights takes place. For the weights evaluation of each single partner, it is adopted the Analytic Hierarchy Process (Saaty, 1988); later, for the definition of a set of weights representative of the whole partnership, it is adopted a phased convergence process, also used in the planning phase for the synthesis of priorities. After quantifying the weights, the technical group prepares a proper contest announcement which will be published after being approved on a regional level. Within each announcement, it is possible to distinguish two main sections. The former contains the admissibility standards of the presented requests; the latter is related to a real procedure for project evaluation with the definition of the analytic method for score calculation.

At this moment, the decisional process has already concluded. Furthermore, the definition of the criteria, of the relative weights and of the method of final scores calculation allows each interested subject to calculate the score of his own investment proposal since the phase of request presentation. The decision maker, who is responsible for the identification and weighing of weights, is represented by the Concertation Table. Expired the date for the presentation of requests, an external

commission, appointed by the Administration Council, is only tasked with the evaluation of the admissibility standards of the requests. The result of this procedure supplies a first selection of the project proposals: the requests which do not respect the standards will be rejected. On the contrary, for the admitted ones it will proceed with the evaluation phase, by inserting the data related to the different evaluation criteria into the model of calculation of final scores which allows to achieve immediately the final ranking of the examined projects.

4.3 *Implementation results*

Within the Initiative Leader +, LAG Aspromar, which is responsible for the LDP of the area “Reggino Versante Tirrenico”, according to each specific category of interventions, proposes some plans eligible through public announcements.

In this paragraph, the above-mentioned methodological approach is applied in order to evaluate the project proposals presented by the privates interested in the Projects on “Net of Spread Hospitality”. They have been started by LAG Aspromar through public announcements and inserted in the LDP for the Measure 1.2 on “Innovation and qualification of local productive systems”. Inside the Action 1.2.1 on “Empowerment and development of enterprises competitiveness”, it is placed the Intervention 1.2.1.2 for “Diversification of agricultural activities”, which is composed of the Projects on “Net of Spread Hospitality” and divided into four different topics: *The Sea, The Olive Landscape, The Mountain, The Terraces of Scilla and Cariddi*.

The intervention aims at supporting the development of tourism in rural territories, increasing accommodations and events in the observed area. A specific objective of the interventions is to stimulate new economic activities through the reorganisation of structures, both rural and not, in order to welcome tourists. The initiative does not encourage the birth of great hotels, because the examined area does not allow a high number of accommodations. On the contrary, it is encouraged a niche tourism that is based on small structures, even on a familiar management, also helping those who want to invest in hospitality, in order to increase their income, on condition that they are distributed homogeneously on the territory,

The decisional problem consists in the evaluation of the presented project proposals, in order to admit to funding those that highlight the best performances, according to the established evaluation criteria. The total budget forecasted for the realisation of such projects is of about 900,000.00 Euro, including both the public and private quota.

Aiming at the direct involvement of the socio-economic partnership (cf. tab. 1), for each LDP Measure, in the implementation phase of the Plan, the LAG organizational model forecasts the formation of a Concertation Table involving some representatives of the SEP, according to their own specific competence. Therefore, the Concertation Table represents a narrow decision making group that simplifies the decisional process which is complex for the high number of the SEP subjects. Within the projects to put to announcement, Concertation Tables assume full power of decision through the definition and the hierarchy of the evaluation criteria which will allow to select the best planning alternatives with respect to the prefixed objectives.

Therefore, aiming at identifying such evaluation criteria, specific surveys have been carried out in order to know more deeply the realities of the territory and the exigencies of local operators, as well as the environmental and tourist-recreational potentialities of the area. According to what has emerged, the technical group has elaborated six main families/sets of common criteria for four thematic actions: economic criteria, localisation criteria, building typologies criteria, quality and direct services criteria, the criteria related to the peculiarities of applicants and enterprises, management typologies criteria.

After the identification of criteria, it follows the quantification phase of the criteria and sub-criteria weights. This phase begins with the hierarchic structuring of evaluation criteria (cf. fig. 6) and proceeds with the quantification of their relative importance that is evaluated, by proposing a proper questionnaire to the Concertation Table members. Indeed, through pairwise comparisons, it expresses decision makers' individual preferences that, later, will be transformed into quantitative values through the synthesis of priorities. Subsequently, the convergence process leads such individual preferences into the priorities representing the whole partnership. In figure 7, recalling the methodological scheme of figure 4, it is possible to observe the different phases of the convergence process, which, for space exigencies, is only referred to the criteria families (and not to each single criterion). At this moment, the announcement with the criteria, their relative weights and the procedure of score evaluation is published.

In consequence of the announcement publication, the subjects who are interested in public financing present their investment requests. After being judged admissible by a commission outside the LAG, they are selected by inserting the data related to the different criteria of the evaluation model which allows to achieve immediately the final ranking.

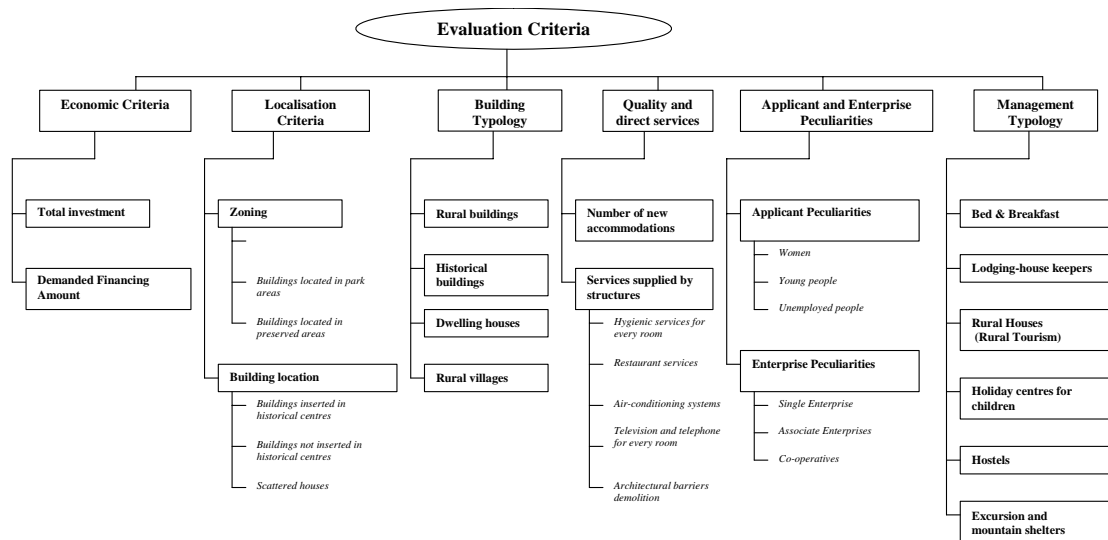


Figure 6 - Family of criteria and their hierarchic structuring of evaluation

Table 2 shows the results related to the project *Olive Landscape*. Within this action, 18 requests have arrived at the LAG and have been numbered progressively, according to the chronological order of presentation. In particular, 14 of them have been considered admissible and have been submitted to the evaluation process which has produced the final scores shown in table 2. More in detail, the last row of the same table displays the total scores of the projects, the comparison of which gives the ranging of the project alternatives and the final ranking. In the case-study, on the base of the financial availability of the examined action, the four projects with the highest score have been selected for funding and, in particular, projects No. 9, 6, 17 and 18.

4.4. Discussion

A survey has been led on the modalities of project evaluation used by several Italian LAGs in the context of rural or alternative tourism development. The results have showed that in none of the examined cases, it has been used a peculiar methodology for project selection (LAG Rocca di Cerere, 2006; LAG Monreale, 2006; LAG Nord Ovest Salento “Terre d’Arneo”, 2005; LAG “Montefeltro Leader”, 2005; LAG Oglio Po Terre d’Acqua, 2006; LAG “Valle del Crocchio, 2006; CoLAG Monteporo, 2004; LAG Locride Grecanica, 2005; LAG Daunofantino, 2006; LAG Tuscia Romana, 2006). In particular, it has been specified neither the kind of procedure for the identification of evaluation criteria and of relative weights nor the calculation modalities of final scores. At the same time, neither the performed role, nor the degree of participation nor the involvement of the SEP have been highlighted in evaluation procedures.

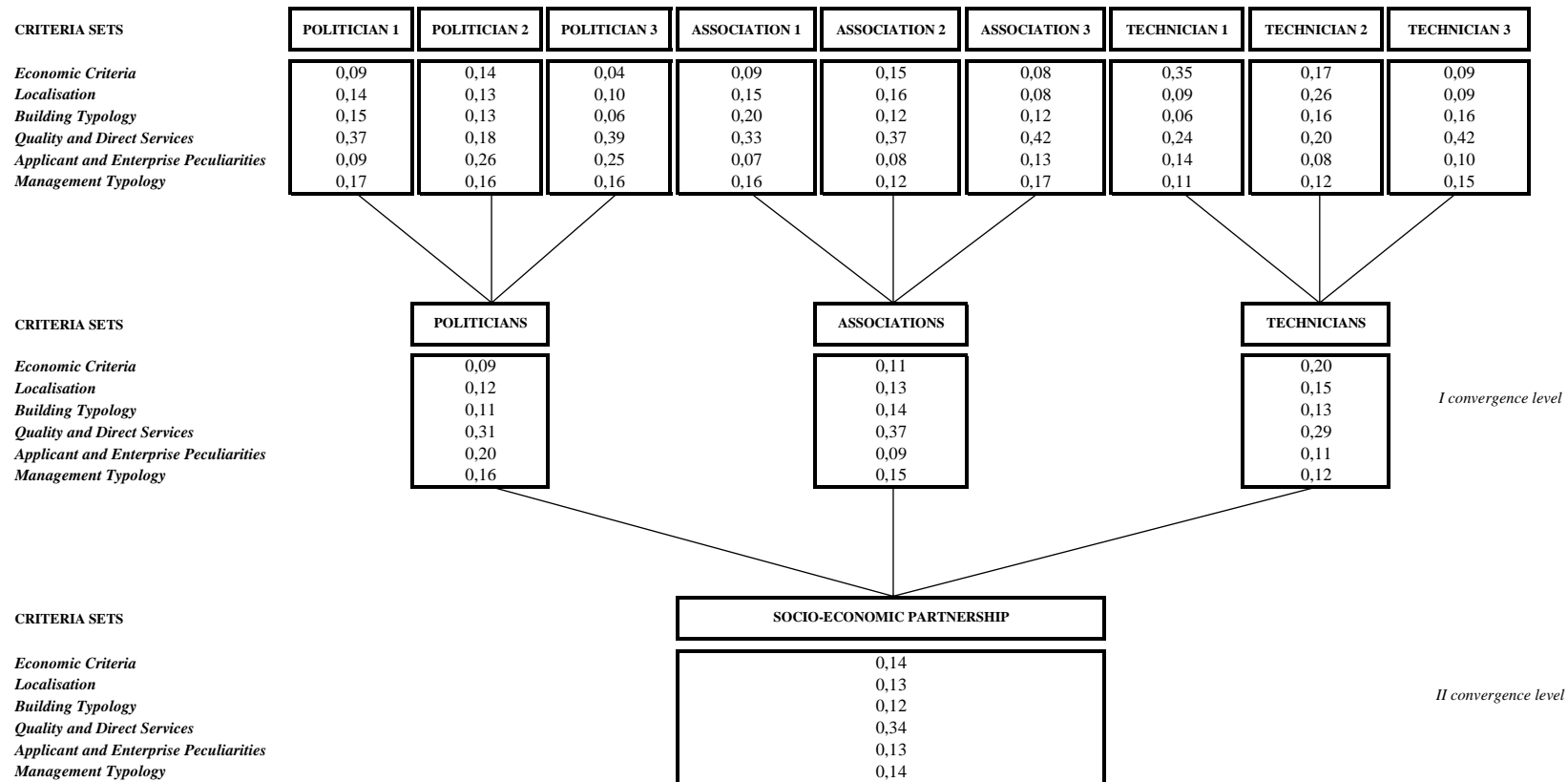


Figure 7 - The results of the convergence process

Table 2 - The results of project evaluation

CRITERIA and SUBCRITERIA	SCORE	PROJECT 2	PROJECT 4	PROJECT 5	PROJECT 6	PROJECT 7	PROJECT 8	PROJECT 9	PROJECT 10	PROJECT 11	PROJECT 12	PROJECT 13	PROJECT 16	PROJECT 17	PROJECT 18
Economic Criteria															
Total investment	7	4,73	3,36	3,36	5,01	1,96	3,10	7,00	3,30	3,83	2,70	1,68	3,36	6,93	3,85
Demanded financing amount	7	4,92	4,21	4,38	5,21	5,07	4,21	8,75	4,38	4,79	4,50	4,38	4,38	7,00	6,42
Localisation criteria															
Buildings zoning															
<i>Buildings located in disadvantaged municipalities</i>	2	0	2	0	2	0	2	2	0	0	0	0	0	0	0
<i>Buildings located in park areas</i>	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
<i>Buildings located in preserved areas</i>	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Buildings location															
<i>Buildings inserted in historical centres</i>	3	0	3	0	0	3	0	0	0	0	0	0	3	3	3
<i>Buildings not inserted in historical centres</i>	3	3	0	3	0	0	3	3	0	3	3	3	0	0	0
<i>Scattered houses</i>	2	0	0	0	2	0	0	0	2	0	0	0	0	0	0
Building Typology															
<i>Rural buildings</i>	3	0	0	0	3	0	0	0	3	0	0	0	0	0	0
<i>Historical buildings</i>	3	0	0	0	0	0	0	0	0	0	0	0	0	3	3
<i>Civil dwellings</i>	1	1	1	1	0	1	1	0	0	1	1	1	1	0	0
<i>Rural villages</i>	5	0	0	0	0	0	0	5	0	0	0	0	0	0	0
Quality and Direct Services															
Number of new accommodations	14	14	11,2	11,2	14	9,8	14	14	11,2	11,2	8,4	5,6	11,2	8,4	11,2
Services supplied by structures															
<i>Hygienic services for every room</i>	6	6	6	0	6	0	6	6	6	0	0	0	0	6	6
<i>Restaurant services</i>	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4
<i>Air-conditioning systems</i>	3	3	0	3	3	3	3	3	3	3	3	3	3	3	3
<i>Television and telephone for every room</i>	2	2	2	2	2	2	0	2	2	2	2	2	2	2	2
<i>Architectural barriers demolition</i>	5	0	0	0	5	5	5	5	5	0	0	0	0	5	5
Applicant and Enterprise Peculiarities															
Applicant Peculiarities															
<i>Women</i>	3	3	3	3	0	3	0	0	0	0	3	0	0	0	3
<i>Young people</i>	2	0	0	2	0	2	0	0	2	2	0	0	0	2	0
<i>Unemployed people</i>	2	0	0	2	0	0	2	0	0	0	0	0	0	2	0
Enterprise Peculiarities															
<i>Single Enterprise</i>	2	0	0	0	2	0	0	2	2	0	0	0	0	0	0
<i>Associate Enterprises</i>	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
<i>Co-operatives</i>	2	0	0	0	0	0	2	0	0	0	0	0	0	0	0
Management Typology															
<i>Bed & Breakfast</i>	2	2	0	2	2	2	0	0	0	2	2	2	2	2	2
<i>Lodging-house keepers</i>	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0
<i>Rural houses (rural tourism)</i>	2	0	0	0	0	0	0	2	0	0	0	0	0	0	0
<i>Agriturism</i>	3	0	0	0	0	0	0	0	3	0	0	0	0	0	0
<i>Holiday centres for children</i>	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
<i>Hostels</i>	2	0	0	0	0	0	2	0	0	0	0	0	0	0	0
<i>Excursion and mountain shelters</i>	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
		47,65	40,77	40,94	55,22	41,83	51,30	63,75	50,87	36,82	33,59	26,66	33,94	54,33	52,47

The decisional process and the evaluation methodology applied by the examined LAGs take place according to a black-box model, which does not allow to know the modalities used for attaining the final ranking obtained by the evaluation commission (cf. fig. 8). In the model represented in figure 8, the phase of final scores attribution and, therefore, the role of the decision maker is essentially performed by the evaluation commission in a single step. Instead, in the alternative model presented in this study and resumed in figure 9, the decisional role is performed by the Partnership in three different stages. In the traditional model (cf. fig. 8), the decisional moment happens when the project proposals are examined. According to the black-box model, the evaluation of the projects causes a remarkable workload and a strongly subjective connotation to the commissions, seeing that the modalities for the calculation of the weights and that for the attribution of the final scores are not objectively specified. Moreover, in the black-box model the decision makers, i.e. the commissions, are exposed to the risk of internal or external pressures which can rise while evaluating projects.

On the contrary, in the integrated model the decisional moment sets before the announcement publication when there is not the urge to reach the final ranking of the project proposals (cf. tab. 3). The transposition of the decisional moment from the phase of project evaluation to that of criteria weighing allows the decision makers to focus on the objectives to reach and on the strategies to follow for the development of the area. In the phase of final score attribution, the use of an evaluation model simplifies notably the task of the external commission, allowing to carry out the selection process in a transparent, effective and relatively efficient way.

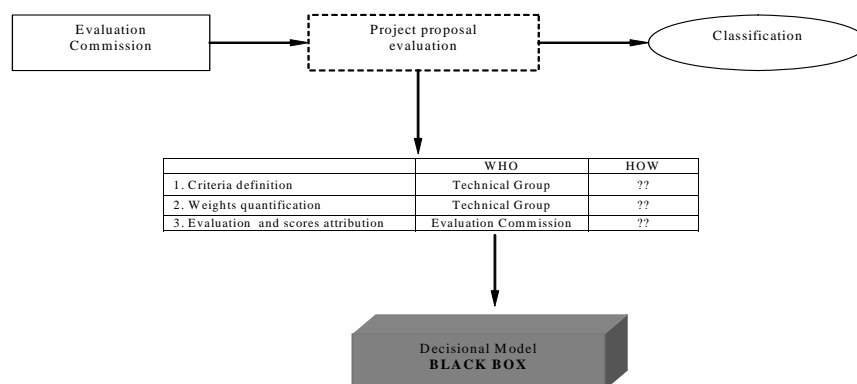


Figure 8 - Traditional implementation methodology

Transparent, as each actor can calculate his own final score following the indications present in the announcement. Relatively efficient, as it must be highlighted that the technical activities for the definition of criteria and weights are carried out before the announcement publication. Thus, more work must be carried out before the announcement than that necessary in the black-box model, in which the procedures for the identification of criteria and scores are not well specified. However, in the integrated model, the process can be simplified by gathering more projects of a single measure, thus involving the same Concertation Table in one only announcement.

In the following phase, that of project evaluation, the external commission performs a simplified task, only consisting in evaluating the admissibility of the projects while, for the calculation of the final scores and the ranking of the projects themselves, it is enough to insert the data of each project in the evaluation model.

On the efficiency of the proposed methodology, it is also important to consider that, for the evaluation of the projects, the criterion of the public expense minimisation privileges the projects that use the lowest amount of public funds.

In the case-study, the effectiveness of the proposed methodology depends on the fact that the objectives established by the partnership for the definition of criteria allow to obtain the public expense allocation in an integrated way, with the contribution of the various members of the Concertation Table. This is essentially in line with the convergence method also used during the planning phase (Calabrò et al. 2005). In this case, the effectiveness is not only understood as the degree of the attainment of the prefixed objectives, but also as the attainment of an adequate integration level in the governance system. The transparency of the decisional process directly affects the degree of confidence of the partnership and the Administration Council itself in the technicians of the LAG. Moreover, it increases the involvement of the various partners in the process of territorial development, obtaining a deepening and a reinforcement of the synergies and relationships present in the local governance system.

Table 3 - Differences between a traditional implementation model and an integrated one

	Evaluation (criteria, weights, scores)	Decisional model	How
Traditional model	Technical Group/Commission	Final phase (important, urgent)	Black Box
Integrated model	Technical Group/SEP	Starting phase (important, not urgent)	White Box

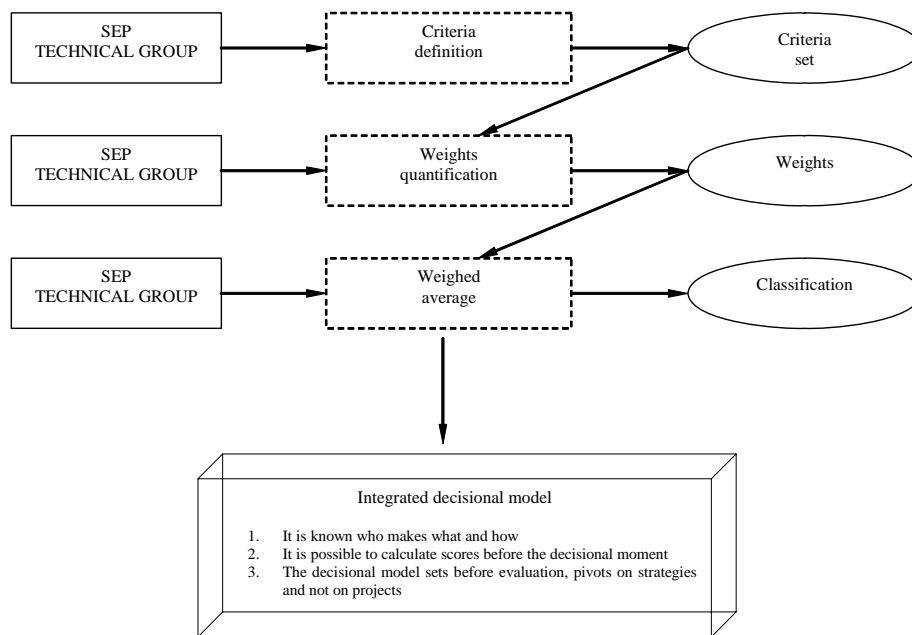


Figure 9 - Integrated implementation methodology

5 EVALUATION PHASE

5.1 Evaluation issues

The previous chapter has introduced an evaluation model that allows to allocate the financial resources of the LDP in a relatively effective, efficient, integrated and transparent way during the implementation phase (cf. par. 4.3). However, about the effectiveness and the efficiency of the expenditure and the governance system, it is necessary to realise an adequate evaluation system of the overall Plan. On the subject, a deepening line of the search *in fieri* consists in the definition of an integrated evaluation system which estimates the *ex-ante*, intermediate and *ex-post* effectiveness and efficiency of the Local Development Plan, even in sight of a subsequent adoption of the principles belonging to the Leader approach in regional development programs.

The “heart” of integrated planning “throbs” only if the performance of the plans in time and space happens in an agreed and shared way, and if the decisions are taken within the partnership rather than to depend on individual exigencies or pressure groups. This attitude must be kept in the various phases characterising a development process: from the planning phase to the performance, monitoring and evaluation phases. But the integration process is very far from being natural and easy. The high number of partners who characterising a local governance, the risk of not establishing a constructive

dialogue among the decision-makers, the difficulties tied to time and space limits are only some of the causes that can stop the integrated development process.

Characterised from a high degree of complexity for the relational dynamics established inside and outside local governance, in this decisional context the evaluation constitutes a sort of compass for programmers, who must estimate the *ratio* of the proposed interventions.

The monitoring phase shows itself to be preliminary to the evaluation one, considered as an activity of plan analysis and checking. It is also functional to the comparison between achieved outcomes and prefixed objectives (internal effectiveness), in order to understand how the available resources have been used (efficiency) and at what point the needs to be satisfied on a territorial level (external effectiveness) have been identified.

Within the EU, the role given to the evaluation is closely connected with the necessity to respect the principles of subsidiarity, concentration and proportionality, according to the objectives which have been prefixed during the phase of programs definition. Through various models and techniques, and with a proper comparison of the data resulted from the monitoring (and through the construction of specific indicators), the evaluation program allows to check the development of the interventions and of the effects on the territory. Instead, it is important to distinguish the project evaluation addressed to the selection of financing requests. In both cases, the evaluation process allows to formulate judgements on the programming system; in other words, on the coherence of the actions with policies, on the quality of the procedure, of the performance instruments and of the partnership approach.

All that is particularly true within the Leader, in which the partnership role has a notable importance for the success of the interventions, above all because systems for the participation of the partnership to decisional problems are arranged through specific activities of animation and concertation. In this way, the transparency and the democracy of the interventions themselves are allowed in all the phases of the Integrated Plan, from the planning to the implementation to the evaluation ones.

The most recent evaluation approaches follow this view of participation, not only aimed at estimating the effects, but above all at understanding the operative logic of programs. In addition, evaluation analyses can support decision-makers and stakeholders, in order to deepen the information on the meaning, on the conditions and on the consequences of their actions and decisions. Such evaluation objectives can be attributed to

accountability and *learning* purposes (Varia, 2005). The first purpose is functional to the analysis of *what* has been made and *how* it has been made and it gives important evaluation elements to the applicant, who, in this way, can decide if the program can or cannot have a continuation. Instead, the *learning* purpose is associated in the first instance to a constructive evaluation, in order to improve the program both in the performance phase and in the reprogramming one. Moreover, it refers to a partnership evaluation: although representing various exigencies and interests, its subjects are actually led from a common, complex, multidimensional territorial problem. Indeed, the cognitive conflicts characterising the concertation phase allow to generate a process leading to a deep understanding of the territorial problems, of their causes and of the resolutions that can be chosen through an adequate development strategy. In order to answer the purposes of the integrated and participative approach at best, in the evaluation phase it is necessary to arrange evaluation models and techniques that, according to the transparency and democracy of the decisional process, overcome the limits of traditional quantitative methods. For example, in the *black-box* evaluation model the roles and the modalities, with which the decisional process develops, are not specified. In order to understand the working of the plans and of local governances, the traditional quantitative indicators of effectiveness and efficiency must be integrated with qualitative indicators. Indeed, in order to highlight the nature of the governance process, it is also necessary to evaluate the adopted procedures in terms of transparency, emphasising, in this way, virtuous behaviours which could be adopted as good praxes in other areas.

5.2 *Integrated Evaluation Methodology*

The evaluation analysis of the integrated rural development approach, exposed in previous paragraphs, essentially focuses on the elaboration and application of three key-indicators: effectiveness, efficiency and integration. Effectiveness expresses a judgement on the Plan with respect to its ability to reach the established objectives; efficiency checks how the programmed resources have been used and which unitary costs have been involved in the interventions. The indicator related to the Plan integration degree draws its origin on the basis of the integration assumptions applied during the planning and implementation phases. In conclusion, the results of the adoption of the integrated methodology in the first two phases of the Plan, i.e. the definition of interventions and their implementation in a territory, allow to estimate the

expenditure carried out within the same integrated interventions, with respect to the total expenditure of all the potentially integrated interventions, and this gives an overall indication on the Plan integration level (fig. 10).

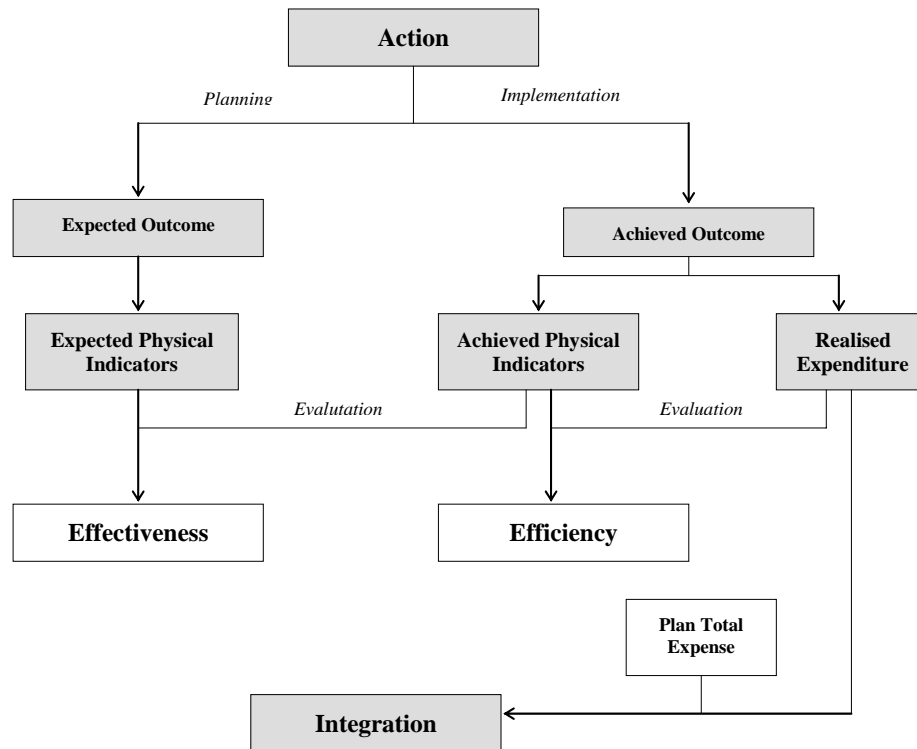


Figure 10 - Evaluation methodology

Before the evaluation of Plan effectiveness, efficiency and integration, in an early phase of evaluation some financial indicators related to the Plan measures have been elaborated. The indicators supply the total equipment of each measure in terms of total cost and public expenditure -which often do not coincide with each other, since some measures forecast the private participation - as well as the amounts of public allocations and payments. For the LDP financial analysis, the study has considered the “Programmed Expenditure” defined in the planning phase, the “Realised Expenditure” until 31 Dec. 2006 and the “Public expenditure capacity”, i.e. the ratio between the amount of programmed public expenditure and the realised public expenditure of each projects.

The *effectiveness degree* of the projects reached for each physical indicator with respect to the outcome expected from the *ex ante* evaluation (1) is formalised as follows:

$$E = I_r / I_a \quad (1)$$

where: E = effectiveness degree; I_r = the achieved value of the realisation intermediate physical indicator; I_a = the expected value of the realisation physical indicator.

For the calculation of the *efficiency* of each projects, proper indicators have been elaborated to represent the unitary average costs supported for each single realised physical unit.

The data come from the monitoring activities related to the progress of the activated projects. For each projects, the following efficiency indicators have been considered:

- *expected efficiency*, i.e. the ratio between the programmed expenditure and the expected value of the realisation physical indicator (2):

$$E_a = S_i / I_a \quad (2)$$

where: E_a = the degree of expected efficiency; S_i = the amount of the programmed expenditure for each project; I_a = the expected value of the realisation physical indicator.

- *realised efficiency*, i.e. the ratio between the realised expenditure and the achieved value of the realisation intermediate physical indicator (3):

$$E_r = S_r / I_r \quad (3)$$

where: E_r = the degree of realised efficiency; S_r = the amount of the expenditure actually carried out for each project; I_r = the achieved value of the realisation intermediate physical indicator.

- *absolute efficiency*: the ratio between the expected efficiency and the realised efficiency (4):

$$E_{ass} = E_a / E_r \quad (4)$$

where: E_{ass} = the degree of absolute efficiency; E_a = expected efficiency; E_r = realised efficiency.

The indicator related to the integration degree of the LDP has been calculated, according to the ratio between the realised expenditure for the projects implemented through the methodology described in chapter 4 (i.e. the projects forecasted in measure 1.2) and the total expenditure carried out for all the projects, which could have been activated, according to the same integrated implementation methodology (5) (i.e. all the projects of measures 1.2, 1.4, and 1.5):

$$I = I_{ai} / I_{ab} \quad (5)$$

where: I = the integration degree of the Plan; I_{ai} = the amount of the expenditure carried out for the projects activated according to the integrated model; I_{ab} = the amount of the expenditure carried out for all the projects realisable through the integrated model.

5.3 Results

The results of the evaluation methodology described in the previous paragraph must be considered the fruit of an intermediate evaluation, since the Community Initiative Program *Leader +* is in Calabria in full phase of implementation. Moreover, the adopted evaluation model is at present object of further methodological investigations.

The Local Development Plan (LDP) “Reggino Versante Tirrenico” develops in two sections: *Section I* “Territorial strategies of rural development of integrated and pilot type”, addressed exclusively to the area of competence of LAG Aspromar; *Section II* “Support to the co-operation among rural territories”, promoting collaboration projects with other Italian and foreign LAGs.

Within the six measures forecasted in the LDP, a financial analysis (tab. 5) has been carried out on the programmed expenditure and realised expenditure.

Table 4 - LDP Financial Analysis

MEASURES	PROGRAMMED EXPENDITURE			REALISED EXPENDITURE UNTIL 31 DEC 2006			PUBLIC EXPENDITURE CAPACITY
	Total	Public	Private	Total	Public	Private	
MEASURE 1.1	719.000,00	719.000,00	0,00	703.797,27	703.797,27	0,00	97,89
MEASURE 1.2	1.912.200,00	795.475,20	1.116.724,80	483.705,84	201.214,75	282.491,09	25,29
MEASURE 1.3	1.132.000,00	622.600,00	509.400,00	814.769,57	448.123,26	366.646,31	71,98
MEASURE 1.4	220.000,00	220.000,00	0,00	70.000,00	70.000,00	0,00	31,82
MEASURE 1.5	138.000,00	138.000,00	0,00	50.000,00	50.000,00	0,00	36,23
MEASURE 1.6	681.925,00	681.925,00	0,00	397.035,39	397.035,39	0,00	58,22
TOTAL LDP	4.803.125,00	3.177.000,20	1.626.124,80	2.519.308,07	1.870.170,67	649.137,40	58,87

From table 4, it is highlighted that the greatest capacity of public expenditure by the LAG comes from Measure 1.1, related to the working and management of the Local Group, to the information and communication activities of LDP and to the territorial animation. As the previous measure, even if less remarkably, Measure 1.3 records a good payment capacity of public expenditure capacity equal to 71,9%. Aimed at strengthening and realising structures and infrastructures, the measure forecasts incentives for the creation of local development systems tied to the enhance and protection of natural, historical and cultural resources and to the re-qualification of the existing activities. For such a measure, the final beneficiary is the LAG; on the contrary, the addressees of the intervention are tourist operators and co-operatives of young people. The implementing modalities are mixed: through direct management or in convention for the interventions of proposing subjects, through announcement for other subjects. For this measure, LAG Aspromar has forecasted the realisation of 20 projects,

all of which have been activated until 31 Dec 2006. Eight of these are concluding, since the final objective has been attained and almost the total amount of the forecasted expenditure has been involved.

Measure 1.6 forecasts the activation of specific services for the enhance of local resources; of net services for the enhance and the integrated management of local resources; of search activities, of economic and social analyses; of promotion of territory and of local products; of analysis services for the innovation demand of regional enterprises. This measure records a public expenditure capacity of 58,2%.

About Measures 1.5 and 1.4, the LAG records low public expenditure capacities, respectively equal to 36,2% and 31,8%.

Within Measure 1.2, the implementing modalities develop through the creation of public announcements; the final beneficiary is the LAG; on the contrary, the addressees of the intervention are economic operators and co-operatives of young people. For this measure it is forecasted a private financing of 58,4%. For such a measure, as a result of the approval by “Regione Calabria”, LAG Aspromar has published 7 announcements for financing interventions directed to agricultural, agro-food, artisan and tourist enterprises with a total cost of 1.912,200.00 Euro, the public expenditure of which is of 795,475.20 Euro. From the phase of announcements preliminary investigation and from the controlling and checking activities of the started projects, the LAG has totalled the 25,3% of the realised payments until 31 Dec 2006. The insufficient activation of this measure could be conditioned from a series of factors that can be led back to important issues related to the time taken for the preparation of contest announcements, to the low self-financing capacity of the privates and to the time taken for the realisation of the structural interventions forecasted in the projects of enterprises.

Table 5 shows the results, separated on a project level, of the analysis of LDP efficiency and effectiveness which has carried out as it has been described at the beginning of the chapter (for space exigencies, it is only showed the analysis related to the first two LDP measures). For all measures, the intermediate indicators for physical realisations have been calculated: on the one hand, the expected outcomes quantified in the planning phase; on the other, the intermediate outcomes quantified through the monitoring until 31 Dec 2006. Generally, it has been recorded a high degree of objectives attainment for most of the interventions activated by LAG Aspromar, except for measures 1.4 and 1.5. Indeed, they forecast the publication of nine announcements and until 31 Dec 2006, seven of them are still under definition. Table 6 shows the same financial indicators of

table 4, but now, only for some measures, they are separated on a project level. Such measures forecast the projects which can be carried out through public announcements. For their ability to stimulate business capacity in local people, the announcements themselves perform an important role for the rural development of the area interested in the Plan. Moreover, these Measures include interventions for the realisation of public utility services and for training. The measures which have been selected for this kind of analysis are the following: Measure 1.2 “Innovation and qualification of local production systems”; Measure 1.4 “Improvement of life quality”; Measure 1.5 “Training”. Within the three examined Measures, about the calculation of the LDP integration indicator, the study has considered the projects started through the application of the integrated methodology which has been presented in previous paragraphs. The projects, for which such an analysis has been carried out, are included in Measure 1.2. It records an integration degree of 80% that is obtained from the ratio between the expenditure carried out for the projects realised according to the integrated methodology, and the total expenditure carried out for all the actions realisable through the integrated methodology.

Table 5 - The results of the analysis of LDP efficiency and effectiveness

INDICATOR			PLANNING (Ex-ante Evaluation)		IMPLEMENTATION (Intermediate Evaluation) until 31 Dec 2006		EFFECTIVENESS	EXPECTED EFFICIENCY	REALISED EFFICIENCY	ABSOLUTE EFFICIENCY
PROJECTS	ITEM	Unit	Expected Indicator	Programmed Expenditure	Realised Indicator	Realised Expenditure	R. Indicator / Indicator	E. P. Expenditure / E. Indicator	R. Expenditure / R. Indicator	E. Efficiency / R. Efficiency
MEASURE 1.1										
	Animators	Number	2	153.400,00	22	152.431,89	11	76.700,00	6.928,72	11,1
1.1.1.1 Animation ATI	Days/man		363,5		61		0,17	422,01	2.498,88	0,2
	Meeting /seminar	Number	50	4.131,08	106	4.023,09	2,12	82,62	37,95	2,2
	Informative material	Number	2000	2.468,92	2100	2.384,46	1,05	1,23	1,14	1,1
	Employed people	Number	8	427.542,00	9	415.283,15	1,13	53.442,75	46.142,57	1,2
1.1.2.1 Management ATI	Days/Man		176		168		0,95	2.429,22	2.471,92	1
	PC and equipment purchase	Number	2	131.458,00	9	129.674,38	4,5	65.729,00	14.408,26	4,6
MISURA 1.2										
1.2.1.1 a Open Enterprises Project "Ancient Tastes"	Agricultural beneficiary enterprises	Number	10	134.000,00	4	43.795,66	0,4	13.400,00	10.948,92	1,22
1.2.1.1 b Open Enterprises Project "Lost Fruit"	Agricultural beneficiary enterprises	Number	6	186.000,00	4	56.636,25	0,67	31.000,00	14.159,06	2,19
1.2.1.1 c Open Enterprises Project "Peasant teaches"	Agricultural beneficiary enterprises	Number	4	125.000,00	3	52.910,47	0,75	31.250,00	17.636,82	1,77
1.2.1.2 a Spread Hospitality Net: "Sea"	Agricultural beneficiary enterprises	Number	6	240.000,00	5	138.911,00	0,83	40.000,00	27.782,20	1,44
	Accommodations	Number	40		-		-	-	-	-
1.2.1.2 b Spread Hospitality Net: "Olive Landscape"	Agricultural beneficiary enterprises	Number	6	240.000,00	5	5.250,00	0,83	40.000,00	1.050,00	38,1
	Accommodations	Number	40		-		-	-	-	-
1.2.1.2 c Spread Hospitality Net: "Mountain"	Agricultural beneficiary enterprises	Number	4	210.000,00	1	25.984,75	0,25	52.500,00	25.984,75	2,02
	Accommodations	Number	35		-		-	-	-	-
1.2.1.2 d Spread Hospitality Net: "Scilla and Cariddi Terraces"	Agricultural beneficiary enterprises	Number	4	210.000,00	-	0	-	52.500,00	-	-
	Accommodations	Number	35		-		-	-	-	-
1.2.1.3 a Ancient Crafts	Beneficiary enterprises	Number	10	75.000,00	4	70.817,62	0,4	7.500,00	17.704,41	0,42
1.2.1.4 a Qualified welcome to tourists	Beneficiary enterprises	Number	8	205.000,00	3	70.266,75	0,38	25.625,00	23.422,25	1,09
1.2.2.1 a Fascinating products for tourists	Beneficiary enterprises	Number	5	180.000,00	2	19.145,12	0,4	36.000,00	9.572,56	3,76
1.2.3.1 a Realisation of logistic platform for sale management of agro-food products	Beneficiary enterprises	Number	1	107.200,00	-	0	-	107.200,00	-	-

Table 6 - LDP integration indicator

INTERVENTION	PROGRAMMED EXPENDITURE			PAYMENTS UNTIL 31/12/2006			PUBLIC EXPENDITURE CAPACITY
	Total	Public	Private	Total	Public	Private	
1.2 Innovation and qualification of local productive systems	1.912.200,00	795.475,20	1.116.724,80	483.705,84	201.214,75	282.491,09	25,29
Project Open Enterprises "Ancient tastes"	134.000,00	55.744,00	78.256,00	43.795,66	18.218,99	25.576,67	32,68
Project Open Enterprises "Lost fruits"	186.000,00	77.376,00	108.624,00	56.636,25	23.560,68	33.075,57	30,45
Project Open Enterprises "Peasant teaches"	125.000,00	52.000,00	73.000,00	52.910,47	22.010,76	30.899,71	42,33
Spread Hospitality Net: "Sea"	240.000,00	99.840,00	140.160,00	138.911,00	57.786,98	81.124,02	57,88
Spread Hospitality Net: "Olive Landscape"	240.000,00	99.840,00	140.160,00	5.250,00	2.184,00	3.066,00	2,19
Spread Hospitality Net: "Mountain"	210.000,00	87.360,00	122.640,00	25.984,75	10.809,66	15.175,09	12,37
Spread Hospitality Net: "Scilla and Cariddi Terraces"	210.000,00	87.360,00	122.640,00	-	-	-	-
Ancient Crafts	75.000,00	31.200,00	43.800,00	70.817,62	29.460,13	41.357,49	94,42
Qualified welcome to tourists	205.000,00	85.280,00	119.720,00	70.266,75	29.230,97	41.035,78	34,28
Fascinating products for tourists	180.000,00	74.880,00	105.120,00	19.145,12	7.964,37	11.180,75	10,64
Realisation of logistic platform for the sale management of agro-food products	107.200,00	44.595,20	62.604,80	-	-	-	-
1.4 Improvement of life quality	220.000,00	220.000,00	-	70.000,00	70.000,00	-	31,82
Realisation of transport services	70.000,00	70.000,00	-	70.000,00	70.000,00	-	100,00
Social secretariat	80.000,00	80.000,00	-	-	-	-	-
Creation of office "Extra-Communitarian Women"	60.000,00	60.000,00	-	-	-	-	-
Old People Planet - Program "Space for Memories"	10.000,00	10.000,00	-	-	-	-	-
1.5 Training	138.000,00	138.000,00	-	50.000,00	50.000,00	-	36,23
Professional Training Course for new operators of rural tourism	29.500,00	29.500,00	-	-	-	-	-
Professional Training Course for naturalistic interpreters within the area "Reggino Versante Tirrenico"	50.000,00	50.000,00	-	50.000,00	50.000,00	-	100,00
Seminars for citizen sensitization to employment opportunities and alternative energy sources within the area "Reggino Versante Tirrenico"	20.000,00	20.000,00	-	-	-	-	-
Aids to rural tourism sector for employment of young people, women and people at risk of emargination	27.500,00	27.500,00	-	-	-	-	-
Aids to artisan sector for employment of young people, women and people at risk of emargination	11.000,00	11.000,00	-	-	-	-	-
TOTAL INTEGRATED ACTIONS	1.912.200,00	795.475,20	1.116.724,80	483.705,84	201.214,75	282.491,09	25,29
TOTAL MEASURES ACTIVATED THROUGH PUBLIC ANNOUNCEMENT	2.270.200,00	1.153.475,20	1.116.724,80	603.705,84	321.214,75	282.491,09	93,34
INDICATOR OF LDP INTEGRATION				0,80			

6 CONCLUSIONS

During the last few years, with the performance of integrated rural development policies, new forms of governance have developed, becoming complex self-governing nets with a strong participation of actors working on a local level. Indeed, the actors involved in more and more decentralised decisional processes have multiplied, making the relationships and the interactions among public and private subjects involved in the rural territory management more and more complex.

In the POR Calabria various typologies of integrated plans have been forecasted in rural issues, including the direct involvement of partnerships; in particular, the Integrated Plans for Rural Areas (PIAR) and the Integrated Plans for Filière (PIF). Within the rural development, together with the POR performance, it is activated the EU Initiative Leader +. For its performance, it forecasts a form of local governance, the actors of which are organised into Local Action Groups (LAGs), constituted of the representatives of private and public authorities belonging to the Partnership. In a few words, on a regional level, two opposite forces meet: the necessity to make the Leader Approach cross-sectional within various programming axes, according to the principles sanctioned within the EU, and the remarkable difficulty of the regional government in decentralising the decisional power. At the regional level, one of the probable causes of

this diffidence toward integrated planning is the insufficient knowledge of its potentialities due to the failure of a lot of integrated plans for the delays of the administrative Region or for metagovernance issues badly tackled. Both these reasons are the cause of the scarce implementation recorded in most of regional integrated plans.

This study has described a methodology of integrated planning experimented within the only Integrated Plan - the *Leader* + - which, being able to arrive at the implementation phase for the financial independence of LAGs, has not been delayed on a regional level. The *Leader* experience has progressively allowed to mature and to check new governance systems that at a first moment seemed to have been extended to other regional Integrated Plans. The selection mechanism of the Local Development Plans elaborated within *Leader* +, which also rewards the partnership quality, has encouraged an intensive animation activity on territories and the realisation of governances representative of local interests, in which public institutions and private actors have freely associated, assuming the most proper legal form. The European Commission has imposed the majority presence of the privates in executive organs with the full responsibility for management. And it is just this autonomy in the implementation phase the main reason which allows *Leader* Plans to record the greatest effectiveness and efficiency within the various typologies of the integrated plans existing on a regional level.

In a regional picture that is poor of integrated planning experiences reaching an adequate implementation level, the present study represents an example of good praxes for decision-makers and programmers. Being involved in processes of integrated rural development, they have difficulties in managing the “physiological” complexity of integrated planning for the variety of the actors belonging to decisional processes. Moreover, they must face such factors as the arguments arising within the partnership, temporal limitations, budgetary ties which can cause, more or less consciously, some not transparent behaviours that are also incoherent with the principles regulating a good working of local governance.

The present challenge, faced by the public and private decision makers in the Region, is to build up proper metagovernance systems that can allow local governances to express and design development strategies shared by socio-economic partnerships. A basic issue is if the administrative Region will really aim at integrated rural development empowering local governance and allowing decentralisation. It is also vital for local

governances to overcome the obstacles rising before or during implementation, thus finding the ways to reach the goals settled in planning phases, without any delay. In this context, specific skills of local experts involved in integrated development processes are required, in order to make governances work.

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